COLORADO
Office of the State Controller
Department of Personnel & Administration

COLORADO

Annual Comprehensive Financial Report

For the Fiscal Year Ended June 30, 2025

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Department of Personnel & Administration

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For the Fiscal Year Ended June 30, 2025

Jared S. Polis
Governor

Department of Personnel & Administration

Tony Gherardini, Executive Director
Robert Jaros, State Controller

REPORT LAYOUT

The Annual Comprehensive Financial Report is presented in three sections: Introductory, Financial, and Statistical. The Introductory Section includes the controller's transmittal letter and the state's organization chart. The Financial Section includes the auditor's opinion, management's discussion and analysis, the basic financial statements, and the combining statements and schedules. The Statistical Section includes fiscal, economic, and demographic information about the state.

INTERNET ACCESS

The Annual Comprehensive Financial Report and other financial reports are available on the State Controller's home page at: www.colorado.gov/osc/acfr

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COLORADO
Office of the State Controller
Department of Personnel & Administration

Introductory Section

Annual Comprehensive Financial Report

For the Fiscal Year Ended June 30, 2025

December 18, 2025

To the Citizens, Governor, and Legislators of the State of Colorado:

I am pleased to submit the State of Colorado's Annual Comprehensive Financial Report (ACFR) for the fiscal year ended June 30, 2025. The State Controller is responsible for the contents of the ACFR and is committed to sound financial management and governmental accountability.

We believe the Basic Financial Statements contained in the ACFR are fairly presented in all material aspects. They are presented in a manner designed to set forth the financial position, results of operations, and changes in net position or fund balances of the major funds and nonmajor funds in the aggregate. All required disclosures have been presented to assist readers in understanding the State's financial affairs.

Management has established a comprehensive framework of internal controls, which are designed to provide reasonable, but not absolute, assurance regarding the reliability of financial reporting. The concept of reasonable assurance recognizes that the cost of a control should not exceed the benefits likely to be derived from that control.

Except as noted below, the ACFR is prepared in conformity with generally accepted accounting principles (GAAP) applicable to governments as prescribed by the Governmental Accounting Standards Board (GASB). The schedules comparing budgeted to actual activity, included in the sections titled Required Supplementary Information and Supplementary Information, are not presented in accordance with GAAP. Rather, they reflect the budgetary basis of accounting which defers certain payroll, Medicaid, and other statutorily defined expenditures to the following fiscal year; for additional information, see the Cash Basis Accounting description in the Management's Discussion and Analysis (MD&A).

The MD&A contains financial analysis and additional information that is required by GASB and should be read in conjunction with this transmittal letter. In addition to the Basic Financial Statements, the ACFR includes: combining financial statements that present information by fund, certain narrative information that describes the individual fund, supporting schedules, Taxpayer Bill of Rights (TABOR) Schedules and notes, and statistical tables that present financial, economic, and demographic data about the State.

The State Auditor performed an independent audit of the Basic Financial Statements contained in the ACFR and has issued an unmodified opinion. The State Auditor also applied limited audit procedures to the Required Supplementary Information (including the MD&A), but does not issue an opinion on such information. For more information regarding the audit and its results, see the Independent Auditor's Report.

Profile of the State Government

The government of the State of Colorado serves an estimated 6,001,200 Coloradans. The services provided are categorized by function of government on the government-wide *Statement of Activities*. The largest of these are social assistance, higher education, and education.

Structure of the State Government

The State maintains a separation of powers by utilizing three branches of government: executive, legislative, and judicial. The executive branch comprises four major elected officials – Governor, State Treasurer, Attorney General, and Secretary of State. Most departments of the State report directly to the Governor; however, the Departments of Treasury, Law, and State report to their respective elected officials and the Department of Education reports to the elected State Board of Education.

The Legislature is bicameral and comprises thirty-five senators and sixty-five representatives. The Legislature's otherwise plenary power is checked by the requirement for the Governor to sign its legislation and by specific limitations placed in the State Constitution by voters. The most significant fiscal limitation is the restriction related to issuing debt, raising taxes, and changing existing spending limits. From a fiscal perspective, the Joint Budget Committee of the Legislature, because of its preparation of the annual budget and supplemental appropriations bills, heavily influences the financial decision making of the Legislature. The Committee is bipartisan with members drawn from each of the houses of the Legislature.

The Judicial Branch is responsible for resolving disputes within the State, including those between the executive and legislative branches of government, and for supervising offenders on probation. The Branch includes the Supreme

Court, Court of Appeals, district courts, and county courts, served by more than 300 justices and judges in 23 judicial districts across the State. There are also seven water courts, one in each of the State's major river basins.

Component Units

The Basic Financial Statements include financial information for component units, which are entities that are legally separate from the State but included in the ACFR as prescribed by GAAP. The financial information for these component units is discretely presented, blended within the Higher Education Fund, or presented in the fiduciary fund statements. Below is a list of the entities reported in the Basic Financial Statements as component units:

- Discretely Presented Component Units:
  - Colorado Water Resources and Power Development Authority
  - University of Colorado Foundation
  - Other Component Units (nonmajor):
    - Denver Metropolitan Major League Baseball Stadium District
    - Statewide Internet Portal Authority
- Blended Component Units:
  - University Physicians Inc., d/b/a CU Medicine
- Fiduciary Component Units:
  - University of Colorado Health and Welfare Trust
  - State Board for Community Colleges and Occupational Education Employee Benefit Trust Fund

There were other entities evaluated for inclusion as component units, but did not meet the criteria established by GASB. Many of these are discussed under Related Organizations in Note 18.

Budgetary Process and Budgetary Control

The State's budget consists of appropriated and non-appropriated General-funded, Federally-funded, and Cash-funded amounts. The appropriated portion of the budget is determined annually by the General Assembly, which creates the annual Long Appropriation Act as well as other special and supplemental bills. In its appropriation bills, the General Assembly sets the legal level of budgetary control for appropriated amounts by department, line item, and funding source. The non-appropriated portion includes certain cash funds, for which existing state statutes prescribe the amounts authorized for spending, and most federal funds, for which a federal award document or other agreement establishes the amount authorized for spending. The budget is entered into the State's accounting system, which tracks amounts spent and obligated, to ensure the budget is executed as authorized.

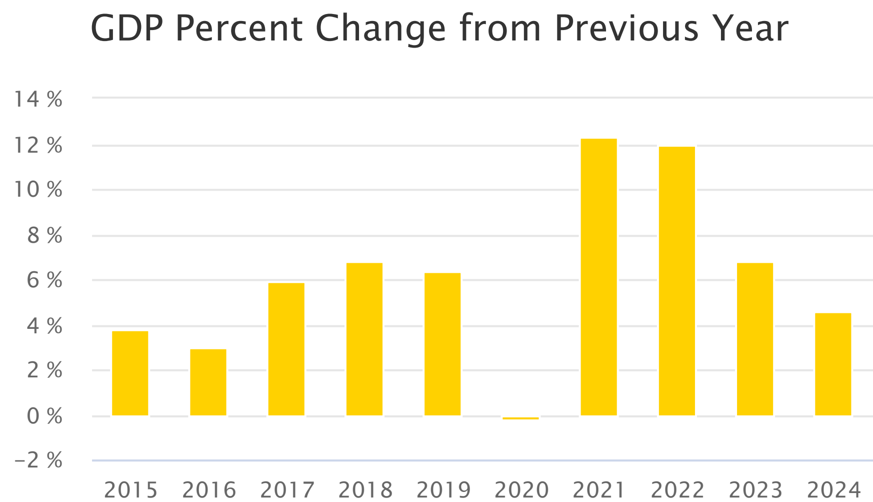
For the most part, operating appropriations lapse at the end of the fiscal year unless the State Controller approves, at a line item level, an appropriation roll-forward based on express legislative direction or extenuating circumstances. Capital construction appropriations are normally effective for three years and do not require State Controller roll-forward approval.

Economic Condition and Outlook

The State's Economy

The State's General Fund general-purpose revenues reflect the overall condition of the State economy, which showed an increase in Fiscal Year 2025; general-purpose revenues increased by $1,372 million (8.7 percent) from the prior year. Historically, Colorado economic activity and in-migration have been interdependent. Net migration has averaged approximately 27,700 from 2020 to 2024. Net migration has increased over this period from approximately 31,300 (2020) to 38,900 (2024) and is projected to be 13,563 and 15,654 for 2025 and 2026, respectively.

The chart below shows the percent change from the previous year of Colorado's gross domestic product (GDP) for the years 2015 to 2024. According to the Bureau of Economic Analysis (BEA), the GDP consistently increased from 2015 to 2024 with a single year of decrease in 2020. Colorado's 2024 GDP of $557,633 million is a 4.6 percent increase from 2023 and an 80.3 percent increase from 2014.



Colorado has a diverse economy, comprising many industries. The table below shows GDP in current dollars and percent of total GDP by industry for the years 2014 and 2024. Over this ten-year period, the industry profile of the State's GDP has been stable, with growth across most industries.

Industry	2014 GDP (millions)	2014 Percent of Total	2024 GDP (millions)	2024 Percent of Total
Finance, Insurance, Real Estate, Rental, and Leasing	$ 58,845.7	19.0%	$ 119,555.0	21.4%
Professional and Business Services	43,968.4	14.2	88,354.2	15.8
Government and Government Enterprises	37,300.5	12.1	63,150.3	11.3
Educational Services, Health Care, and Social Assistance	21,679.9	7.0	38,765.6	7.0
Information	18,624.1	6.0	33,136.1	5.9
Retail Trade	16,720.1	5.4	32,682.2	5.9
Construction	15,118.1	4.9	32,619.4	5.9
Wholesale Trade	17,861.4	5.8	30,289.3	5.4
Manufacturing	21,666.1	7.0	30,057.9	5.4
Arts, Entertainment, Recreation, Accommodation, and Food Services	14,465.5	4.7	30,024.5	5.4
Transportation and Warehousing	11,274.1	3.6	19,510.4	3.5
Mining, Quarrying, and Oil and Gas Extraction	17,771.8	5.8	17,219.0	3.1
Other Services (Except Government and Government Enterprises)	7,065.4	2.3	13,043.3	2.3
Utilities	4,136.3	1.3	6,392.0	1.2
Agriculture, Forestry, Fishing and Hunting	2,726.5	0.9	2,833.8	0.5
All Industry Total	$ 309,223.9		$ 557,633.0	

The Governor's Office of State Planning and Budgeting (OSPB) described Colorado's economic outlook in the September 2025 Colorado Economic and Fiscal Outlook:

"Federal tariff and trade policy is considered the biggest downside risk to economic growth. OSPB expects peak monthly inflation growth to occur at the end of the year when stronger consumer demand allows for additional price pass-through of elevated tariffs. Due to OSPB reporting inflation growth for the consumer price index on an annual average basis, high inflation at the end of this year translates to elevated inflation reported next year, despite weakening demand on monthly inflation growth in 2026. Such timing helps explain how year-over-year reports of elevated inflation can co-exist alongside weakening personal consumption and economic growth, which have downstream implications for weakening corporate profits and labor market. A tailwind to economic growth is H.R. 1, which should stoke additional investments given the tax incentives, all else held equal. However, tariff and immigration policy headwinds are expected to offset those benefits in the near term."

The OSPB has made the following calendar year forecasts for Colorado's major economic variables:

- Unemployment will average 4.7 percent for 2025 compared with 4.3 and 3.3 percent in 2024 and 2023, respectively, and is expected to increase to 5.0 percent in 2026.
- Wages and salary income will increase by 4.2 percent in 2025, followed by increases of 3.8 percent and 4.4 percent in 2026 and 2027, respectively.
- Total personal income will increase by 4.4 percent in 2025 and will increase by 4.2 percent and 4.8 percent in 2026 and 2027, respectively.
- Inflation, measured by the Denver-Aurora-Lakewood Consumer Price Index, will increase 2.6 percent in 2025 and 3.6 percent in 2026.

Long-Term Financial Planning, Relevant Financial Policies, and Major Initiatives

Section 24-75-201.1, C.R.S, establishes the State's General Fund reserve requirement. The purpose of this limit on General Fund appropriations is to maintain sufficient available budgetary fund balance. The reserve is 15.0 percent of the amount appropriated for expenditure from the General Fund with some fiscal-year specific modifications.

Section 24-51-414, C.R.S., addresses underfunded obligations of the Public Employees' Retirement Association (PERA), which provides benefits to state and local government retirees. Per this Section, the State makes a direct distribution of $225.0 million each fiscal year until there are no unfunded pension liabilities in any of PERA's divisions.

Section 24-30-1310, C.R.S., provides an on-going funding mechanism for capital construction, controlled maintenance, and capital renewal. Over the depreciable life of capital assets that are acquired, constructed, or maintained, an amount equivalent to depreciation is annually transferred to a capital reserve account, the capital construction fund, or the controlled maintenance fund to be utilized for future capital expenditures.

The State has received about $4.6 billion for programs in the American Rescue Plan. These include the State and Local Fiscal Recovery Fund ($3.8 billion), Emergency Rental Assistance 1 and 2 ($452.7 million), Homeowners Assistance Fund ($175.1 million), and the Capital Projects Fund ($162.8 million). In the 2021 and 2022 legislative sessions, the General Assembly appropriated almost all of the State and Local Fiscal Recovery Fund amount and the departments are in the process of obligating and spending these funds.

The State maintains five tax abatement programs designed to support recruitment, retention, and economic growth throughout the State by offering a variety of incentives and tax credits. These programs are expected to result in long term economic benefits that outweigh the forgone revenue, specifically by:

- Increasing business growth in economically distressed communities across the state.
- Increasing tourism from out-of-state visitors.
- Creating new jobs for Colorado residents.

Note 20 provides details on the State's tax abatement programs, including the aggregate amount of tax revenues forgone during the fiscal year under these programs.

Awards and Acknowledgements

The Government Finance Officers Association of the United States and Canada (GFOA) awarded a Certificate of Achievement for Excellence in Financial Reporting to the State of Colorado for its ACFR for the fiscal year ended June 30, 2024. In order to be awarded a Certificate of Achievement, a government must publish an easily readable and efficiently organized ACFR. This report must satisfy both generally accepted accounting principles and applicable legal requirements.

A Certificate of Achievement is valid for a period of one year only. We believe that our current ACFR continues to meet the Certificate of Achievement Program's requirements, and we are submitting it to the GFOA to determine its eligibility for another certificate.

In conclusion, I thank my staff and the controllers, accountants, auditors, and program managers in the State departments and branches whose time and dedication have made this report possible. I reaffirm our commitment to maintaining the highest standards of accountability in financial reporting.

Sincerely,

Robert Jaros

Robert Jaros, CPA, MBA, JD

Colorado State Controller

Government Finance Officers Association

Certificate of Achievement for Excellence in Financial Reporting

Presented to

State of Colorado

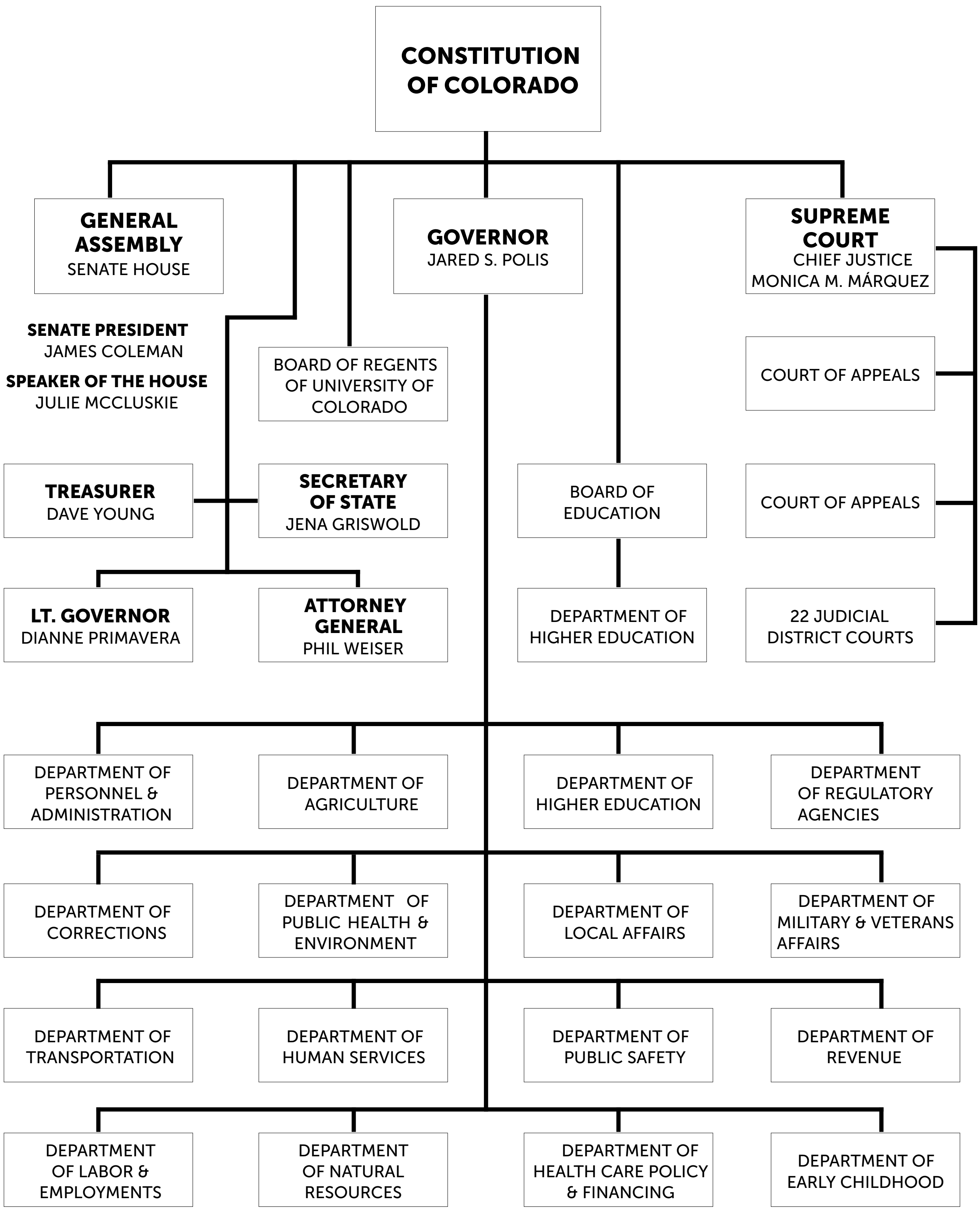
For its Annual Comprehensive
Financial Report
For the Fiscal Year Ended

June 30, 2024

Christopher P. Morrill

Executive Director/CEO

PRINCIPAL ORGANIZATIONS AND KEY OFFICIALS



COLORADO
Office of the State Controller
Department of Personnel & Administration

Financial Section

Annual Comprehensive Financial Report

For the Fiscal Year Ended June 30, 2025

OFFICE OF THE STATE AUDITOR
KERRI L. HUNTER, CPA, CFE • STATE AUDITOR

Independent Auditor's Report

Members of the Legislative Audit Committee:

Report on the Financial Statements

Opinions

We have audited the accompanying financial statements of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information of the State of Colorado (State), as of and for the year ended June 30, 2025, and the related notes to the financial statements, which collectively comprise the State's basic financial statements as listed in the table of contents. We have also audited the State's budgetary comparison schedule - general fund - general purpose revenue component (schedule) and the related note for the fiscal year ended June 30, 2025, as displayed in the State's required supplementary information section.

In our opinion, based on our audit and the reports of the other auditors, the accompanying financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, the aggregate discretely presented component units, each major fund, and the aggregate remaining fund information, as well as the budgetary comparison schedule - general fund - general purpose revenue component and the related note of the State of Colorado, as of June 30, 2025, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

We did not audit the financial statements of the discretely presented component units identified in Note 1, which along with these three blended component units—University Physicians, Inc., DBA CU Medicine (CU Medicine); Altitude West, LLC; and University License Equity Holding, Inc.—represent the following:

Percentage of Financial Statements Audited by Other Auditors

Opinion Unit	Assets and Deferred Outflows of Resources	Net Position	Revenues, Additions, and Other Financing Sources
Aggregate Discretely Presented Component Units	100%	100%	100%
Fund Statements–Proprietary Funds Higher Education Institutions–Major Fund	7%	15%	17%
Government-wide statements Business-type activities	5%	10%	7%

The financial statements of the discretely presented component units identified in Note 1, as well as these three blended component units—CU Medicine; Altitude West, LLC; and University License Equity Holding, Inc.—were audited by other auditors whose reports thereon have been furnished to us, and our opinions, insofar as they relate to the amounts and disclosures included for those discretely presented component units and those blended component units are based solely on the reports of the other auditors.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS) and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the State of Colorado, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions. The financial statements of the University of Colorado Foundation, the Statewide Internet Portal Authority, and the Denver Metropolitan Major League Baseball Stadium District, which are discretely presented component units; Altitude West LLC and CU Medicine, which are blended component units; and the University of Colorado Health and Welfare Trust, which is a fiduciary component unit; were audited in accordance with auditing standards generally accepted in the United States, but were not audited in accordance with Government Auditing Standards.

Emphasis of Matter

As discussed in Note 15, the State reported changes to beginning fund balance and net position for implementation of a new accounting standard, changes within the financial reporting entity, and error corrections. Our opinions are not modified with respect to this matter.

Responsibilities of Management for the Financial Statements

The State's management is responsible for the preparation and fair presentation of these financial statements and schedule in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements and the schedule that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the State's management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the State's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements and schedule as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore, is not a guarantee that an audit conducted in accordance with GAAS will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.

- Identify and assess the risks of material misstatement of the financial statements and schedule, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining on a test basis, evidence regarding the amounts and disclosures in the financial statements and schedule.

- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the State's internal control. Accordingly, no such opinion is expressed.

- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements and schedule.

- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the State's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the following be presented to supplement the basic financial statements:

Management's discussion and analysis
Budgetary comparison schedules
Notes to required supplementary information
Budgetary comparison schedule - general fund - general purpose revenue component

Such information is the responsibility of management and, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the management's discussion and analysis, budgetary comparison schedules, and notes to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on this information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the State's basic financial statements. The combining individual general fund component schedules, combining nonmajor fund financial statements, and schedule of TABOR revenue and computations are presented for the purposes of additional analysis and are not a required part of the basic financial statements. Such information is the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America by us and the other auditors. In our opinion, based on our audit and the reports of the other auditors, the combining nonmajor fund financial statements and schedule of TABOR revenue and computations are fairly stated, in all material respects, in relation to the basic financial statements as a whole.

Other Information

Management is responsible for the other information included in the annual report. The other information comprises the introductory section, budget and actual schedules-budgetary basis non-appropriated, and statistical section, but does not include the basic financial statements and our auditor's report thereon. Our opinions on the basic financial statements do not cover the other information, and we do not express an opinion or any form of assurance thereon.

In connection with our audit of the basic financial statements, our responsibility is to read the other information and consider whether a material inconsistency exists between the other information and the basic financial statements, or the other information otherwise appears to be materially misstated. If, based on the work performed, we conclude that an uncorrected material misstatement of the other information exists, we are required to describe it in our report.

Other Reporting Required by Government Auditing Standards

In accordance with Government Auditing Standards, we will issue a separate report dated December 18, 2025, on our consideration of the State's internal control over financial reporting and on our tests of the State's compliance with certain provisions of laws, regulations, contracts and grant agreements, and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the State's internal control over financial reporting or on compliance.

That report is an integral part of an audit performed in accordance with Government Auditing Standards in considering the State's internal control over financial reporting and compliance and should be read in conjunction with this report in considering the results of the audit.

Kerri L. Hunter

Denver, Colorado
December 18, 2025

MANAGEMENT'S DISCUSSION AND ANALYSIS

Introduction

The following discussion and analysis is supplementary information required by the Governmental Accounting Standards Board (GASB), and is intended to provide an easily readable explanation of the information provided in the attached basic financial statements. It is by necessity highly summarized, and in order to gain a thorough understanding of the State's financial condition, the attached financial statements and notes should be reviewed in their entirety.

Overview of The Financial Statement Presentation

There are three major parts to the basic financial statements – government-wide statements, fund-level statements, and notes to the financial statements. Certain required supplementary information (in addition to this MD&A), including budget-to-actual comparisons and funding progress for other post-employment benefits, is presented following the basic financial statements. Supplementary information, including combining fund statements and schedules, follows the required supplementary information.

Government-wide Financial Statements

The government-wide statements focus on the government as a whole. These statements are similar to those reported by businesses in the private sector, but they are not consolidated financial statements because certain intra-entity transactions have not been eliminated. Using the economic resources perspective and the accrual basis of accounting, these statements include all assets, liabilities, deferred inflows, and deferred outflows on the Statement of Net Position and all expenses and revenues on the Statement of Activities. These statements can be viewed as an aggregation of the governmental and proprietary fund-level statements along with certain perspective and accounting-basis adjustments discussed below. Fiduciary activities are excluded from the government-wide statements because those resources are not available to support the State's programs.

The Statement of Net Position shows the financial position of the State at the end of the Fiscal Year. Net position measures the difference between assets and deferred outflows and liabilities and deferred inflows. Restrictions reported in net position indicate that certain assets, net of the related liabilities, can only be used for specified purposes.

The Statement of Activities shows how the financial position has changed since the beginning of the Fiscal Year. The most significant financial measure of the government's current activities is presented in the line item titled "Change in Net Position" at the bottom of the Statement of Activities. The statement is presented in a net program cost format, which shows the cost of programs to the government by offsetting revenues earned by the programs against expenses of the programs. Due to the large number of programs operated by the State, individual programs are aggregated into functional areas of government.

On the Statement of Net Position, columns are used to segregate the primary government, including governmental activities and business-type activities, from the discretely presented component units. The Statement of Activities uses both columns and rows for this segregation, which is described below.

- Governmental activities are the normal operations of the primary government that are not presented as business-type activities. Governmental activities include Internal Service Funds and are primarily funded through taxes, intergovernmental revenues, and other nonexchange revenues.
- Business-type activities are primarily funded by charges to external parties for goods and services. These activities are generally reported in Enterprise Funds in the fund-level statements because the activity has revenue-backed debt or because legal requirements or management decisions mandate full cost recovery.
- Discretely presented component units are legally separate entities for which the State is financially accountable. More information on the discretely presented component units can be found in Note 1.

Fund-Level Financial Statements

The fund-level statements present additional detail about the State's financial position and activities. However, some fund-level statements present information that is different from the government-wide statements due to the differing basis of accounting used in fund statements compared to the government-wide statements. Funds are balanced sets of accounts tracking activities that are legally defined or are prescribed by generally accepted accounting principles. Funds are reported on the fund-level statements as major or nonmajor based on criteria set by the Governmental Accounting Standards Board (GASB). There are three types of funds operated by the State: governmental, proprietary, and fiduciary. In the fund statements, each fund type has a pair of statements that show financial position and activities of the fund; a statement showing cash flows is also presented for the proprietary fund type.

- Governmental Funds – A large number of the State's individual funds and activities fall in this fund type; however, only some are reported as major – the remaining funds are aggregated into the nonmajor column with additional fund detail presented in the Supplementary section of this report. Governmental Funds are presented using the current financial resources perspective, which is essentially a short-term view that excludes capital assets, debt, and other long-term liabilities. The modified accrual basis of accounting is used. Under modified accrual, certain revenues are deferred because they will not be collected within the next year, and certain expenditures are not recognized, even though they apply to the current period, because they will not be paid until later fiscal periods. This presentation focuses on when cash will be received or disbursed, and it is best suited to showing amounts available for appropriation. The governmental fund type includes the General Fund, Special Revenue Funds, Debt Service Fund, Capital Projects Fund, and Permanent Funds.
- Proprietary Funds – Proprietary fund type accounting is similar to that used by businesses in the private sector. It is used for the State's Enterprise Funds and Internal Service Funds. Enterprise Funds generally sell to external customers while Internal Service Funds generally charge other State agencies for goods or services. These funds are presented under the economic resources measurement focus, which reports all assets and liabilities. Accrual accounting is used, which results in revenues recognized when they are earned and expenses reported when the related liability is incurred. Because this is the same perspective and basis of accounting used on the government-wide statements, Enterprise Fund information flows directly to the business-type activities column on the government-wide statements without adjustment. Internal Service Fund assets and liabilities are reported in the governmental activities on the government-wide Statement of Net Position because Internal Service Funds primarily serve governmental funds. The net revenue or net expense of Internal Service Funds is reported as an increase or reduction to program expenses on the government-wide Statement of Activities. On the fund-level statements, nonmajor Enterprise Funds are aggregated in a single column, as are all Internal Service Funds.
- Fiduciary Funds – These funds report resources held under trust agreements for other individuals, organizations, or governments. The assets reported are not available to finance the State's programs, and therefore, these funds are not included in the government-wide statements. The State's fiduciary funds include Pension and Other Employee Benefits Trust Funds, several Private-Purpose Trust Funds, and several Custodial Funds. Custodial Funds track only assets and liabilities and do not report revenues and expenses on a statement of operations. All Fiduciary Funds are reported using the accrual basis of accounting.

The State has elected to present combining financial statements for its component units. In the report, the component unit financial statements follow the fund-level financial statements discussed above. Component units are entities that are legally separate from the State for which the State is financially accountable under GASB standards. University Physicians, Inc. d/b/a CU Medicine is a blended component unit included in the Higher Education Institutions Fund. It provides the business and administrative support for clinical faculty employed by the University of Colorado's School of Medicine. The Colorado Water Resources and Power Development Authority, a discretely presented component unit, provides financing for water resources infrastructure in the State. The University of Colorado Foundation, another discretely presented component unit, is a charitable organization whose resources are dedicated to supporting the University and are significant to the State as a whole. Additional information regarding component units can be found in Note 1B and Note 22.

Notes to Basic Financial Statements

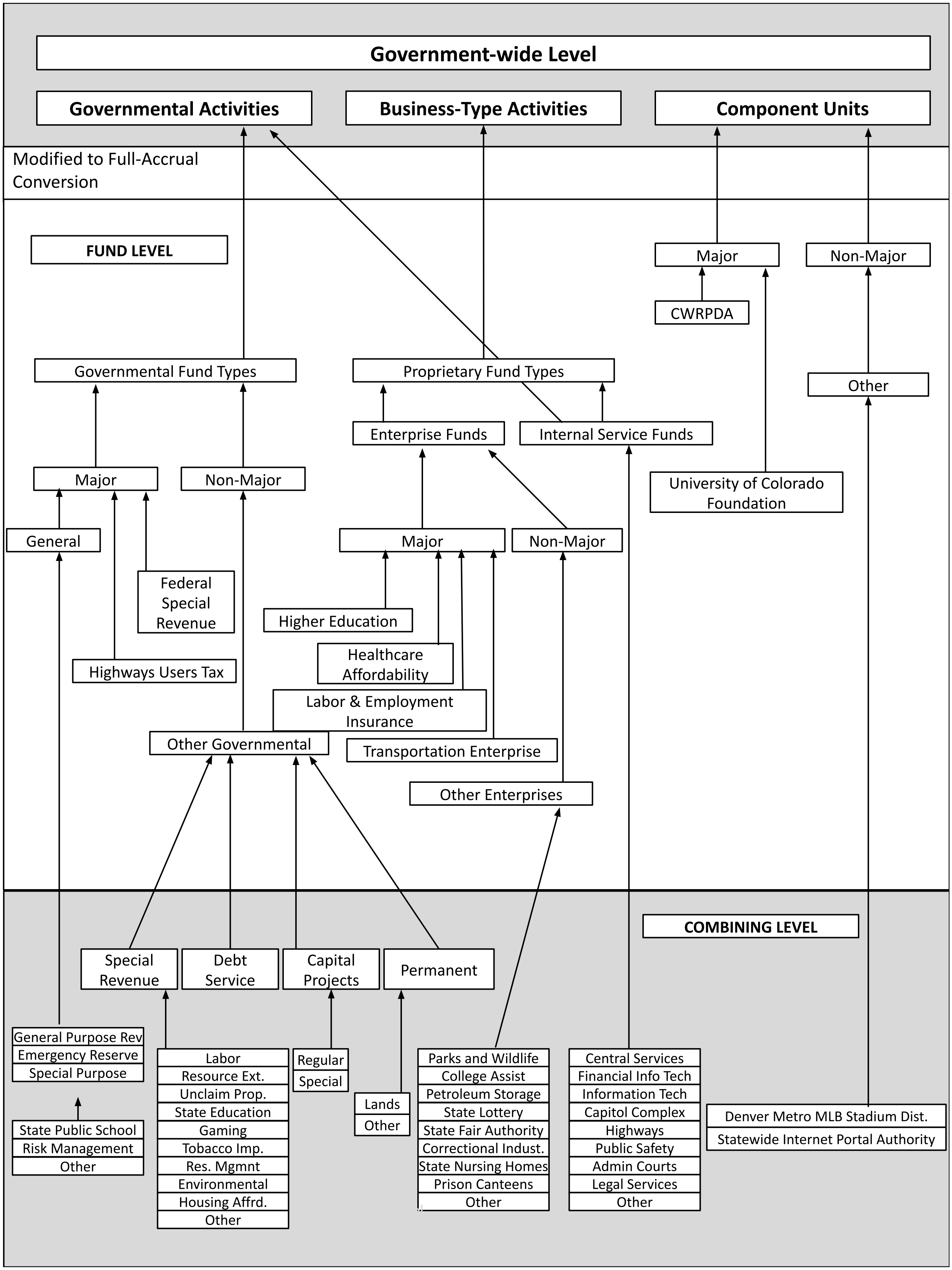
The notes to the financial statements are an integral part of the basic financial statements. They explain amounts shown in the financial statements and provide additional information that is essential to fair presentation.

Required Supplementary Information (RSI)

Generally accepted accounting principles require certain supplementary information to be presented in this Management's Discussion and Analysis and following the notes to the financial statements. Required supplementary information differs from the basic financial statements in that the auditor applies certain limited procedures in reviewing the information. In this report, RSI includes budgetary comparison schedules, defined benefit pension plan schedules, and a schedule of funding progress for other post-employment benefits.

The chart on the following page is a graphic representation of how the State's funds are organized in this report.

Fiduciary Funds are not shown in the chart because those resources are not available to support the State's programs.


Government-wide Level
Governmental Activities
Business-Type Activities
Component Units
Modified to Full-Accrual Conversion
FUND LEVEL
Major
Non-Major
CWRPDA
Governmental Fund Types
Proprietary Fund Types
Other
Enterprise Funds
Internal Service Funds
Major
Non-Major
University of Colorado Foundation
General
Major
Non-Major
Federal Special Revenue
Higher Education
Healthcare Affordability
Highways Users Tax
Labor & Employment Insurance
Other Governmental
Transportation Enterprise
Other Enterprises
COMBINING LEVEL
Special Revenue
Debt Service
Capital Projects
Permanent
General Purpose Rev
Emergency Reserve
Special Purpose
Labor
Resource Ext.
Unclaim Prop.
State Education
Gaming
Tobacco Imp.
Res. Mgmnt
Environmental
Housing Affrd.
Other
Regular
Special
Lands
Other
Parks and Wildlife
College Assist
Petroleum Storage
State Lottery
State Fair Authority
Correctional Indust.
State Nursing Homes
Prison Canteens
Other
Central Services
Financial Info Tech
Information Tech
Capitol Complex
Highways
Public Safety
Admin Courts
Legal Services
Other
State Public School
Risk Management
Other
Denver Metro MLB Stadium Dist.
Statewide Internet Portal Authority

Overall Financial Position and Results of Operations

Government-wide Statement of Net Position

The amount of total net position is one measure of the health of the State's finances, and serves as a useful indicator of a government's financial position over time. However, this measure must be used with care because large portions of the balances related to capital assets or restricted assets may be unavailable to meet the day-to-day payments of the State. The State's combined total net position of both governmental and business-type activities increased 5.6 percent from the prior fiscal year by $1,596.2 million from $28,411.2 million in Fiscal Year 2024, to $30,007.4 million in Fiscal Year 2025.

The following table was derived from the current and prior year government-wide *Statement of Net Position*.

(Amounts in Thousands)

	Governmental Activities		Business-Type Activities		Total Primary Government	
	FY 2025	FY 2024	FY 2025	FY 2024	FY 2025	FY 2024
Noncapital Assets	$ 21,766,487	$ 22,953,494	$ 15,304,335	$ 14,247,556	$ 37,070,822	$ 37,201,050
Capital Assets	15,260,100	14,741,520	13,537,090	12,663,305	28,797,190	27,404,825
Total Assets	37,026,587	37,695,014	28,841,425	26,910,861	65,868,012	64,605,875
Deferred Outflow of Resources	1,898,340	2,173,039	923,448	1,063,162	2,821,788	3,236,201
Current Liabilities	6,557,471	7,685,317	4,691,809	4,450,123	11,249,280	12,135,440
Noncurrent Liabilities	13,212,606	12,246,867	11,990,230	11,721,734	25,202,836	23,968,601
Total Liabilities	19,770,077	19,932,184	16,682,039	16,171,857	36,452,116	36,104,041
Deferred Inflow of Resources	1,504,958	2,522,542	725,320	804,305	2,230,278	3,326,847
Net Investment in Capital Assets	10,360,616	10,247,991	7,004,954	6,554,259	17,365,570	16,802,250
Restricted	5,322,821	5,507,743	1,211,509	1,026,736	6,534,330	6,534,479
Unrestricted	1,966,455	1,657,593	4,141,051	3,416,866	6,107,506	5,074,459
Total Net Position	$ 17,649,892	$ 17,413,327	$ 12,357,514	$ 10,997,861	$ 30,007,406	$ 28,411,188

The State's net investment in capital assets of $17,365.6 million for the total primary government (governmental and business-type activities combined), represents an increase of $563.3 million (3.4 percent) compared to the prior fiscal year. Net investment in capital assets is a noncurrent asset, and therefore not available to meet related debt service requirements that must be paid from current revenues or available liquid assets.

Assets restricted by the State Constitution or external parties reduced by their related liabilities account for another $6,534.3 million of total primary government net position. Restricted assets was largely unchanged, only decreased by $0.1 million (0.0 percent) relative to the prior fiscal year. In general, these restrictions dictate how the related assets must be used by the State, and therefore, may not be available for use by any of the State's programs. Examples of restrictions on the use of net position include the State Education Fund, the constitutionally-mandated TABOR reserve, Highway Users Tax Fund, and resources pledged to debt service.

The unrestricted component of net position for the total primary government is $6,107.5 million for the fiscal year ended June 30, 2025, which represents an increase of $1,033.0 million from the prior fiscal year. The net increase in unrestricted net position was offset by decreases in unrestricted cash and pooled cash of $1,799.0 million from the prior fiscal year. The State's current liabilities reported on the Statement of Net Position decreased by $886.2 million over the prior fiscal year, and total liabilities increased by $348.1 million from the prior fiscal year. Certain noncurrent liabilities, such as bonds and certificates of participation payable, have related capital assets while the net pension liability factors in trust plan assets managed by PERA.

Governmental Activities:

Overall, total assets and deferred outflows of resources of the State's governmental activities exceeded total liabilities and deferred inflows of resources by $17,649.9 million, showing an increase in net position of $236.6 million in comparison to the prior fiscal year amount of $17,413.3 million. Total cash (restricted and unrestricted) balances decreased by $2,260.1 million primarily due to increases in tax refunds issued in Fiscal Year 2025; and Taxes Receivable, net of refunds payable and Other Receivables, net, increased by $1,599.2 million, due to the increase in tax collections during the fiscal year. Total investments (restricted and unrestricted) increased by $223.3 million due to market value decreases. Capital assets, net of accumulated depreciation, increased by $518.6 million due to various capital projects throughout the State.

Governmental activities' liabilities for notes, bonds, and Certificates of Participation (COPs) at June 30, 2025 were $4,495.3 million as compared to the prior fiscal year amount of $4,379.7 million – an increase of $115.6 million. The increase resulted from additions in COP liabilities as the State issued a few new COPs in Fiscal Year 2025. These liabilities represent 35.7 percent of unrestricted financial assets (cash, receivables, and investments), and 12.1 percent of total assets of governmental activities. The governmental activities debt is primarily related to infrastructure, state buildings, and public school buildings. The infrastructure debt is secured by future federal revenues and state highway revenues, state building debt by gaming distributions and judicial fees, and public school buildings debt by School Trust Land revenues.

Governmental activities had an increase of $112.6 million in net investment in capital assets. Restricted net position for governmental activities decreased by $184.9 million, and unrestricted net position increased by $308.9 million from the prior year primarily due to the increase in net pension liabilities. The net pension liability increased in Fiscal Year 2025 to $7,681.9 million from $6,900.7 million in Fiscal Year 2024. The State's overall proportionate share of the collective net pension liability increased by $781.3 million due to favorable investment performance during Calendar Year 2024. The Calendar Year 2024 fair value investment return was 10.8 percent as compared to the long-term expected rate of return of 7.25 percent; representing a favorable difference between actual versus expected rate of return. Investment income is the most significant driver of the funded status in a defined benefit plan.

Business-Type Activities:

Overall, total assets and deferred outflows of resources of the State's business-type activities exceeded total liabilities and deferred inflows of resources by $12,357.5 million – an increase in net position of $1,359.7 million as compared to the prior year amount of $10,997.9 million. The increase in net position resulted from large increases in restricted cash and pooled cash, investments, as well as capital assets; offset by a large moderate increase in liabilities especially for capital bonds payable. The net pension liability decreased in Fiscal Year 2025 to $3,089.6 million from $3,340.3 million in Fiscal Year 2024, displaying a decrease of $250.7 million. This primarily resulted from the Institutions of Higher Education, where there were changes in underlying actuarial assumptions made by PERA, along with the restoration of the direct distribution contributed by the state.

The State's Enterprise Funds have notes, bonds, and Certificates of Participation outstanding that total $6,329.3 million, as compared to the prior fiscal year amount of $6,197.3 million – an increase of $132.1 million. The majority of the outstanding revenue bonds is related to Higher Education Institutions and is invested in capital assets that generate a future revenue stream to service the related debt. The Division of Unemployment Insurance also has bonds outstanding secured by future employer insurance premiums.

Of the total net position for business-type activities, $7,005.0 million was for investment in capital assets, $1,211.5 million is restricted for various purposes, and the remaining is unrestricted net position of approximately $4,141.1 million. Net investment in capital assets for business-type activities had an increase of $450.7 million from the Fiscal Year 2024 amount of $6,554.3 million. This increase was attributable primarily to higher rates of capital asset acquisitions and construction projects as compared to capital asset disposals by approximately $873.8 million. Restricted net position for business-type activities reported an increase of $184.8 million, which was largely due to an increase of $101.8 million in the restricted for education category from the Institutions of Higher Education. Finally, unrestricted net position displayed a $724.2 million overall net increase, in which the Institutions of Higher Education had an increase of $457.7 million, Healthcare Affordability reported a decrease of $12.3 million, Transportation Enterprise showed an increase of $97.0 million, Labor and Employment displayed by $140.0 million, and other enterprise activities increased by $41.6 million.

Government-wide Statement of Activities

The following table was derived from the current and prior year government-wide *Statement of Activities*.

(Amounts in Thousands)

Programs/Functions	Governmental Activities FY 2025	Governmental Activities FY 2024	Business-Type Activities FY 2025	Business-Type Activities FY 2024	Total Primary Government FY 2025	Total Primary Government FY 2024
Program Revenues:						
Charges for Services	$ 2,432,017	$ 2,209,969	$ 12,714,530	$ 12,168,710	$ 15,146,547	$ 14,378,679
Operating Grants and Contributions	13,082,412	13,458,702	8,748,179	7,581,936	21,830,591	21,040,638
Capital Grants and Contributions	890,863	815,778	140,373	252,030	1,031,236	1,067,808
General Revenues:						
Taxes	17,817,354	16,547,453	-	-	17,817,354	16,547,453
Restricted Taxes	1,705,368	1,858,461	-	-	1,705,368	1,858,461
Unrestricted Investment Earnings	187,219	265,282	-	-	187,219	265,282
Other General Revenues	112,900	102,003	-	-	112,900	102,003
Total Revenues	36,228,133	35,257,648	21,603,082	20,002,676	57,831,215	55,260,324
Expenses:						
General Government	1,208,052	686,041	-	-	1,208,052	686,041
Business, Community, and Consumer Affairs	1,726,127	1,508,254	-	-	1,726,127	1,508,254
Education	9,154,401	9,056,365	-	-	9,154,401	9,056,365
Health and Rehabilitation	1,872,439	1,704,496	-	-	1,872,439	1,704,496
Justice	3,275,067	2,969,866	-	-	3,275,067	2,969,866
Natural Resources	236,371	219,090	-	-	236,371	219,090
Social Assistance	15,450,544	13,849,567	-	-	15,450,544	13,849,567
Transportation	2,260,134	2,444,886	-	-	2,260,134	2,444,886
Interest on Debt	198,268	208,719	-	-	198,268	208,719
Higher Education	-	-	10,695,481	9,923,367	10,695,481	9,923,367
Healthcare Affordability	-	-	5,588,853	4,991,029	5,588,853	4,991,029
Labor and Employment Insurance	-	-	2,458,104	1,159,090	2,458,104	1,159,090
Lottery	-	-	748,025	784,634	748,025	784,634
Parks and Wildlife	-	-	328,886	311,163	328,886	311,163
College Assist	-	-	127,609	204,498	127,609	204,498
Other Business-Type Activities	-	-	963,603	739,227	963,603	739,227
Total Expenses	35,381,403	32,647,284	20,910,561	18,113,008	56,291,964	50,760,292
Excess (Deficiency) Before Contributions, Transfers, and Other Items	846,730	2,610,364	692,521	1,889,668	1,539,251	4,500,032
Contributions, Transfers, and Other Items:						
Transfers (Out) In	(607,502)	(584,434)	607,502	584,434	-	-
Permanent Fund Additions	3,135	406,715	-	-	3,135	406,715
Total Contributions, Transfers, and Other Items	(604,367)	(177,719)	607,502	584,434	3,135	406,715
Total Change in Net Position	242,363	2,432,645	1,300,023	2,474,102	1,542,386	4,906,747
Net Position - Beginning	17,413,327	15,277,612	10,997,861	8,291,179	28,411,188	23,568,791
Restatement (See Note 15A)	(5,799)	(296,930)	35,190	232,580	29,391	(64,350)
Accounting Changes (See Note 15A)	-	-	24,440	-	24,440	-
Net Position - Ending	$ 17,649,891	$ 17,413,327	$ 12,357,514	$ 10,997,861	$ 30,007,405	$ 28,411,188

For governmental activities, total revenues and permanent fund additions exceeded total expenses and transfers-out, which resulted in an increase to net position of $242.4 million, net of restatement. Program revenues for governmental activities decreased by $79.2 million (0.5 percent), and General revenues for governmental activities increased by $1,049.6 million (5.6 percent). Total expenses for governmental activities increased by $2,734.1 million (8.4 percent) from the prior fiscal year, due to increases in social assistance, general government, justice, business, community, and consumer affairs. These increases were slightly offset by decreases in spending related to transportation, interest on debt.

Business-type activities' total revenues, transfers-in, and permanent fund additions exceeded total expenses and transfers-out, which resulted in an increase to net position of $1,300.0 million. From the prior year to the current year, program revenue from business-type activities increased by $1,600.4 million (8.0 percent), while expenses also increased by $2,797.6 million (15.4 percent) due to a significant increase in labor and employment insurance.

Additional detailed information concerning significant increases and decreases in assets, liabilities, and net position of both governmental and business-type activities is described in the fund-level financial analysis below.

Fund-level Financial Analysis

Governmental Funds:

Governmental fund assets exceeded liabilities resulting in total fund balance of $15,207.4 million as compared to the prior fiscal year amount of $15,259.7 million. The fund balance for all governmental funds decreased from the prior fiscal year by $52.3 million, which is comprised of increases in the General Fund of $41.5 million, increases in the Highways Users Tax funds of $26.9 million, offset by fund balance decreases in Other Governmental Funds of $410.6 million. The fund balance for the Federal Special Revenue Fund increased by $289.9 million from $31.4 million in Fiscal Year 2024 to $321.3 million in Fiscal Year 2025, this large increase was primarily due to a fund change. The Disaster Emergency Fund was changed from a Special Revenue Fund to Federal Special Revenue Fund due to its true and unique nature. Overall, the larger decrease in assets and deferred outflows over liabilities and deferred inflows is the driving factor for the $52.3 million decrease in the fund balance for governmental funds. Total assets and deferred outflows decreased by $1,656.9 million while total liabilities and deferred inflows also decreased by $1,604.7 million. The decrease in total assets was primarily due to large decreases in cash and pooled cash (restricted and unrestricted). Cash and pooled cash (restricted and unrestricted) decreased by $2,283.7 million primarily due to increases in tax refunds issued in Fiscal Year 2025. This decrease was offset by an increase of $797.1 million in tax receivable. The overall decrease in total liabilities is primarily due to a large increase of $795.2 million in tax refunds payable, which was offset by larger decreases in TABOR refund payable of $1,363.6 million, and deferred revenue of $618.7 million.

General Fund

The ending total fund balance of the General Fund was $3,787.0 million, which displays an increase of $41.5 million from the prior fiscal year amount of $3,745.4 million. This increase is largely due to several fund updates. Upon careful reevaluation of funds as well as their primary use and purpose, the Transformational Affordable Housing Revolving Fund, Innovative Housing Incentive Program Fund, Affordable Housing and Home Ownership Cash Fund, College Opportunity Fund, and Accessory Dwelling Unit Fee Reduction and Encouragement Fund were updated from Special Revenue Fund to General Fund. These five funds carried a net increase of $148.1 million over to the General Fund. Additionally, several American Rescue Plan Act (ARPA) Refinance funds were migrated from other fund categories to the General Fund group. Moreover, the General Fund revenues increased overall by approximately $1,679.1 million (6.4 percent) over the prior fiscal year, and expenditures increased overall by $2,684.8 million (10.8 percent) in comparison to the prior fiscal year. The increase in expenditures is due moderate increases across all departments. However, Social Assistance displayed a larger increase of $1,674.5 million, which was largely due to an increase in claims and provider rate increases updated retroactively back to Fiscal Year 2024, and an additional Medicaid claims cycle in Fiscal Year 2025 making it 53 cycles instead of 52 cycles because of timing differences. Transfers-in totaled $862.9 million while transfers-out totaled $1,527.3 million, resulting in a net outflow to other funds of $664.4 million. Individual and fiduciary income taxes of $8,769.5 million, sales and use taxes of $4,874.7 million, and federal grants and contracts of $10,295.1 million are the largest sources of revenue comprising 85.6 percent of total revenue of $27,950.7 million. In comparison to Fiscal Year 2024, these revenue categories increased by $754.8 million overall with individual and fiduciary incomes taxes showing an increase of $169.0 million (2.0 percent), sales and use taxes showing a decrease of $16.8 million (0.3 percent), and federal grants and contracts showing an increase of $602.5 million (6.2 percent).

General Fund Components & Legal Reserve Requirement

The General Fund is the focal point in determining the State's ability to maintain or improve its financial position. The General Fund includes all funds that do not have sufficient original source revenue streams to qualify as special revenue funds. As a result, the Public School Fund, Risk Management, and Other Special Purpose Funds reside in the General Fund. These funds are referred to as Special Purpose General Funds, while the General Purpose Revenue

Fund comprises general activities of the State. Revenues of the General Purpose Revenue Fund consist of two broad categories – general-purpose revenues and augmenting revenues. General-purpose revenues are taxes, fines, and other similar sources that are collected without regard to how they will be spent. Other augmenting revenues include federal grants and contracts, user fees and charges, and other specific user taxes. Other augmenting revenues are usually limited as to how they can be spent. Even though significant federal grant revenues are accounted for in the General Purpose Revenue Fund, they have little impact on fund balance because most federal revenues are earned on a reimbursement basis and are closely matched with federal expenditures.

Of the overall fund balance totaling $3,787.0 million of the General Fund, $1,794.7 million (47.4 percent) was attributable to the Other Special Purpose Fund and $1,697.2 million (44.8 percent) was attributable to the General Purpose Revenue Fund, including non-spendable, restricted, committed, assigned and unassigned amounts. Other Special Purposes increased by $667.2 million (59.2 percent), this increase is primarily due to many fund updates. Several Special Purpose Revenue funds and American Rescue Plan Act (ARPA) Refinance funds were migrated from other fund categories to Other Special Purposes. The General Purpose Revenue Fund decreased by $681.6 million from the prior fiscal year, which was attributable to a 15.6 percent decrease in total assets and a 10.3 percent decrease in total liabilities. The General Purpose Revenue Fund experienced decreases in both assets and liabilities primarily due to decreases in cash and pooled cash, and investments from the Treasury's Pool, as well as the Taxpayer Bill of Rights (TABOR) surplus. The large decrease in cash and pooled cash was mostly due to increases in tax refunds issued in Fiscal Year 2025. Also, the TABOR surplus was much larger in Fiscal Year 2024, hence the large drop in TABOR refund payable in Fiscal Year 2025.

State law requires that the General Purpose Revenue Fund portion of the General Fund maintain a reserve of a percentage of General Purpose Revenue Fund appropriations. Section 24-75-201.1 C.R.S. restricts state appropriations from this component of the General Fund so that budgetary resources will be available for use in a state fiscal emergency. The reserve for Fiscal Year 2025 is approximately $2,358.5 million. The reserve is included in the Budgetary Comparison Schedule for the General Fund – General Purpose Revenue Component, presented as Required Supplementary Information in the Annual Comprehensive Financial Report (ACFR). Beginning and ending budgetary fund balance as shown on the Schedule are net of the required reserve.

Federal Special Revenue Fund

The Federal Special Revenue Fund primarily consists of federal funds awarded to the State to respond to the COVID-19 pandemic and its related economic impact. The ending total fund balance of the Federal Special Revenue Fund was $321.3 million. Included in this amount is a one-time transfer-in of $220.1 million relating to the Disaster Emergency Fund set up under the Coronavirus Aid, Relief, and Economic Security (CARES) Act. See Note 15A for more information on the reclassification of the Disaster Emergency Fund to the Federal Special Revenue Fund. Fund revenues totaled $832.5 million, and fund expenditures totaled $765.1 million, resulting in a surplus of revenues over expenditures of $67.3 million for Fiscal Year 2025. The main sources of revenue for the fund were federal grants and contracts of $767.8 million which was down 60.1 percent from the prior fiscal year due primarily to cessation of Federal COVID-19 related funding. Funds from the American Rescue Plan Act (ARPA), known as State and Local Fiscal Recovery Funds (SLFRF), succeeded the CARES Act and generally required obligation by December 31, 2024, and must be spent by December 31, 2026. As the remaining SLFRF funds are utilized leading up to the final December 31, 2026, deadline, a continued decline in Federal Special Revenue Fund revenues is anticipated. The main expenditures of the fund consist of outflows related to justice of $603.7 million, business, community, and consumer affairs of $45.0 million, and health and rehabilitation of $19.4 million. Since its inception in Fiscal Year 2020, most of the funds received have been federal government cash advances. A $516.9 million decrease in cash from the prior fiscal year is mainly attributable to the State's spending of these cash advances, which is offset by a corresponding $634.8 million decrease in unearned revenue from the prior fiscal year.

Highway Users Tax

The Highway Users Tax Fund qualified as a new major fund in Fiscal Year 2020 and remained a major fund in Fiscal Year 2025. The ending total fund balance of the Highway Users Tax Fund was $803.4 million, which represents an increase of 3.5 percent over the prior year fund balance of $776.5 million. The main driver of the increase in fund balance was due to an increase in revenue. Revenues for goods and services increased by $85.0 million, which was an increase of 32.2 percent over the prior fiscal year. Revenues from Federal contracts also increase by $85.4 million or 10.2 percent. The increase in revenues was mainly the result of having 55 more active projects in FY2025 compared to FY2024. Total cash (restricted and unrestricted) decreased by 117.3 million as compared to the prior fiscal year. Fund revenues totaled $2,609.5 million, and expenditures totaled $2,795.8 million, resulting in a deficit of expenditures over revenues of $186.3 million for Fiscal Year 2025. Fund revenues increased 5.8 percent, driven by an increase in both federal and private grants and contracts. Fund expenditures remained stable and only increased 7.2 percent from the prior fiscal year. The main sources of revenue for the fund were federal grants and contracts of $924.5 million, excise taxes of $644.3 million, and licenses, permits, and fines of $466.8 million. The main expenditures of the fund consisted of transportation-related projects and highway maintenance of $1,711.5 million, and intergovernmental expenditures for cities, counties, and special districts totaling approximately $733.5 million in Fiscal Year 2025. Both increases and decreases in revenues and expenditures related to the Highways Users Tax are dependent on the variable number of new vehicle registrations and the vehicle values.

Proprietary Funds:

Higher Education Institutions

The net position of the Higher Education Institutions fund increased from the prior fiscal year by $864.9 million or 12.1 percent, driven primarily by increases in tuition revenues of $206.2 million, an increase in state, local, and private grants of $71.0 million, an increase in federal grants of $112.0 million, and an increase in state support for capital projects of $96.9 million relative to the prior fiscal year. The higher education fund has a variety of revenue and funding sources, which, overall, were relatively consistent with the prior fiscal year. Overall operating revenues increased by $626.9 million mainly due to increases in tuition revenues. Overall, total operating revenues increased by 7.2 percent, while total operating expenses increased $776.0 million, or 8.0 percent. Also, nonoperating investment income was $584.3 million, which represented an increase of $38.2 million as compared to the prior year of $546.2 million. Higher Education Institutions received capital grants and contributions of $137.0 million and $249.5 million in Fiscal Years 2025 and 2024, respectively. Net Transfers to the Higher Education Institutions fund totaled $677.5 million for Fiscal Year 2025, an increase of $135.4 million compared to the prior fiscal year amount of $542.1 million. Transfers-in are primarily from the General Fund for student financial aid and vocational training and from the Capital Projects Fund for capital construction.

Healthcare Affordability

During the Fiscal Year 2017 legislative session, the General Assembly passed Senate Bill 17-267 – Sustainability of Rural Colorado – which repealed the existing hospital provider fee program effective for Fiscal Year 2018. Section 17 of the bill created the new Colorado Healthcare Affordability and Sustainability Enterprise (CHASE) within the Department of Healthcare Policy and Financing. The fund qualifies as a major enterprise fund based on the amount of revenues in the fund related to total revenues of all enterprise funds. As of June 30, 2025, net position was $171.1 million, a decrease of $7.9 million from the prior fiscal year amount of $179.0 million. Operating revenues of the fund totaled $5,579.3 million, which mainly consists of federal grants and contracts of $4,261.4 million, and fees charged to healthcare providers of $1,317.9 million. Operating revenues increased by 10.7 percent by approximately $537.4 million from the prior year. Total operating expenses of the fund totaled $5,588.4 million, which mainly consisted of payments to hospital providers for Medicaid services.

The $7.9M decline in net position is primarily due to an increase in year-end accounts payable related to late vendor billings for the Department's Medicaid Management Information System. These amounts increased by $8.7M between fiscal years.

The increase in operating revenues is primarily due to increased Medicaid expenditures. Medicaid expenditures increased because of retroactive provider rate increases and the removal of the cap on adult dental costs by the General Assembly.

Transportation Enterprise

The Transportation Enterprise consists of the High Performance Transportation Enterprise, the Statewide Bridge and Tunnel Enterprise, the Clean Transit Enterprise Fund, the Nonattainment Area Air Pollution Enterprise Fund, and the Community Access Enterprise Fund. Ending net position of the Transportation Enterprise was $1,340.2 million, an increase of 15.6 percent from the prior year net position of $1,159.0 million. An increase in construction in progress of $259.2 million was the primary reason for the increase in net position. Operating revenues totaled $344.2 million; and operating expenses totaled $137.8 million resulting in operating income of $206.3 million. Nonoperating expenses totaled $20.2 million; resulting in a change in net position of $181.2 million for Fiscal Year 2025. The main sources of revenues are statutory fees and user charges of $334.0 million, which increased 16.8 percent relative to the prior fiscal year. Overall revenues were 14.8 percent lower relative to the prior fiscal year primarily due to a $120.0 million gain related to a capital asset transfer which was recognized in Fiscal Year 2024. Total expenses increased by $45.8 million, or 27.6 percent, relative to the prior fiscal year. Significant expense increases were $8.0 million for intergovernmental grants, $8.2 million for interest on long-term debt, and $8.8 million for purchased services.

Labor and Employment Insurance

For Fiscal Year 2025, the Labor and Employment Insurance Enterprise was classified as a major fund, primarily composed of the Unemployment Insurance (UI) and Family Medical Leave Insurance funds. The enterprise's total net position at the end of Fiscal Year 2025 was $1,547.4 million, reflecting a significant year-over-year increase of $265.2 million, or 20.7 percent. This growth in fund balance was primarily driven by an increase in revenue. Total operating revenues reached $2,599.8 million, while expenditures totaled $2,456.9 million, resulting in an excess of revenues over expenditures of $142.9 million for FY 2025. A major factor contributing to the revenue increase was the $143.6 million rise in Labor and Employment Insurance premiums, an increase of 5.9 percent over the prior fiscal year. This increase was largely a result of adjusting the taxable wage base for Unemployment Insurance from $23.8 thousand in 2024 to $27.2 thousand in 2025. The taxable wage base is defined as the maximum amount of an employee's annual wages subject to UI taxes paid by the employer. Additionally, revenues from Federal contracts also saw an increase of $112.7 million. Total cash (both restricted and unrestricted) also rose substantially, increasing by $573.1 million compared to the prior fiscal year.

Analysis of Budget Variances

The following analysis is based on the Budgetary Comparison Schedule for the General Fund – General Purpose Revenue Component included in the Required Supplementary Information section of the ACFR. That schedule isolates general-purpose revenues and expenditures funded from those revenues, and it is therefore the best source for identifying general-funded budget variances.

Differences Between Original and Final Budgets

Overall, the State's General Fund – General Purpose Revenue Component final budget increased by $257.5 million from the original budget. The following list shows departments that had net changes in general-funded budgets greater than $10.0 million and the reasons for the change.

- Department of Education – the Department had a net decrease of $24.6 million in appropriations due mostly to decreases to the Academic Accelerator Grant program.
- Department of Health Care Policy and Financing – the Department had a net increase of $178.4 million in appropriations under supplemental Senate Bill 25-093 and Senate Bill 25-206, mainly for increases in Medical Services Premiums for Medicaid eligible individuals, Adult Comprehensive Services, and Behavioral Health Capitation payments.
- Department of Higher Education – the Department had a net increase of $13.8 million in appropriations over the original budget, with a large increase in funding made available for Needs Based Grants.
- Department of Human Services – the Department had a net increase of $59.2 million in appropriations which consisted of both decreases and increases to the final budget. The main increase was due to Senate Bill 25-312 which transferred $63.1 million of unrestricted appropriations to a restricted ARPA personal services cash fund. The Department allocated the increases across various programs, with the most significant additional appropriations for the Mental Health Institute at Pueblo, and Adoption and Relative Guardianship Assistance.

- Department of Revenue – the Department had a net increase of $42.7 million in General Fund appropriations primarily from statutory spending authority under Section 39-22-604.3, C.R.S transferring bioscience income tax withholdings to the Advanced Industries Acceleration cash fund.

Differences Between Final Budget and Actual Expenditures

Overall, the State's General Fund – General Purpose Revenue Component incurred actual expenses a net $55.0 million less than the final allowable budget. This favorable net budget variance consisted of both over-expenditures and under-expenditures across multiple departments. The following list shows departments that had final vs. actual budget variances in general-funded budgets greater than $10.0 million and the reasons for the change.

- Department of Corrections – the Department reverted $12.1 million back to the general fund, primarily from shortfalls in spending for Transgender Healthcare and payments to the Office of Information Technology.
- Department of Health Care Policy and Financing – the Department had an unfavorable budget variance of $41.0 million with expenses exceeding the final appropriated budget amounts primarily from over-expenditures for medical and long-term care for Medicaid eligible individuals.
- Department of Human Services – the Department reverted $11.2 million in unspent funds across multiple programs, with the largest composed of shortfalls in spending on the School Mental Health Screening program and the Preventing Youth Homelessness program.
- Judicial Department – the Department reverted $14.1 million back to the general fund, primarily from shortfalls in spending across numerous programs. The largest favorable budget variance shows spending was $3.6 million less than the final budgeted amount for Court Appointed Council.
- Department of Public Safety – the Department reverted $11.7 million back to the general fund, primarily from reductions in program administration costs across multiple programs. One large favorable budget variance shows spending was $1.8 million less than the budgeted amount for Community Corrections Placements.
- Department of Revenue – the Department reverted $18.5 million in unspent funds primarily related to reduced marijuana sales tax distributions to local governments.

Capital Assets and Long-Term Debt Activity

The State's net investment in capital assets at June 30, 2025 was $17,365.6 million, as compared to $16,802.3 million in Fiscal Year 2024. Included in this amount were $22,052.2 million of net depreciable capital assets after reduction of $19,600.0 million for accumulated depreciation. Nondepreciable capital assets totaled $6,745.0 million – including land, construction in progress, nondepreciable infrastructure and other capital assets. The State added a net $1,392.4 million and $860.4 million of capital assets in Fiscal Years 2025 and 2024, respectively. Of the Fiscal Year 2025 additions, $518.6 million were recorded in governmental activities, and $873.8 million in business-type activities. General-purpose revenues funded $319.0 million of capital and controlled maintenance expenditures during Fiscal Year 2025, and the balance of capital asset additions was funded by federal funds, cash funds, or borrowing.

The table below provides information on the State's capital assets by asset type for both governmental and business-type activities at June 30, 2025 and 2024 (see Note 5 for additional detail):

(Amounts in Thousands)	Governmental Activities		Business-Type Activities		Total Primary Government	
	FY 2025	FY 2024	FY 2025	FY 2024	FY 2025	FY 2024
Capital Assets Not Being Depreciated						
Land and Land Improvements	$ 163,497	$ 148,397	$ 831,834	$ 813,745	$ 995,331	$ 962,142
Collections	11,213	11,213	41,477	41,340	52,690	52,553
Other Capital Assets	6,971	6,805	31,908	31,908	38,879	38,713
Construction in Progress	2,299,785	1,825,015	2,113,310	1,366,935	4,413,095	3,191,950
Infrastructure	1,142,996	1,141,847	101,980	101,932	1,244,976	1,243,779
Total Capital Assets Not Being Depreciated	3,624,462	3,133,277	3,120,509	2,355,860	6,744,971	5,489,137
Capital Assets Being Depreciated						
Buildings and Related Improvements	4,650,355	4,403,462	14,078,156	13,597,489	18,728,511	18,000,951
Software	731,584	684,670	332,715	297,213	1,064,299	981,883
Vehicles and Equipment	1,249,592	1,184,185	1,664,503	1,604,952	2,914,095	2,789,137
Library Books, Collections and Other Capital Assets	75,367	74,139	714,728	696,201	790,095	770,340
Right to Use Assets	656,334	493,219	472,624	427,467	1,128,958	920,686
Infrastructure	14,708,457	14,620,949	2,317,828	2,300,213	17,026,285	16,921,162
Total Capital Assets Being Depreciated	22,071,689	21,460,624	19,580,554	18,923,535	41,652,243	40,384,159
Accumulated Depreciation and Amortization	(10,436,051)	(9,852,381)	(9,163,973)	(8,616,090)	(19,600,024)	(18,468,471)
Total	$ 15,260,100	$ 14,741,520	$ 13,537,090	$ 12,663,305	$ 28,797,190	$ 27,404,825

The State is constitutionally prohibited from issuing general obligation debt except to fund buildings for State use, to defend the State or the U.S. in time of war, or to provide for unforeseen revenue shortfalls. Except for exempt enterprises, the Taxpayer's Bill of Rights (TABOR) requires a vote of the people for the creation of any debt unless existing cash reserves are irrevocably pledged to service the debt. TABOR does allow debt issuance to refinance a borrowing at a lower interest rate. These requirements limit management's ability to address revenue shortfalls by borrowing for capital expenditures. However, the State has issued Certificates of Participation (COPs) secured by buildings and vehicles and has issued revenue bonds that are secured by pledges of future revenues. The State has other forms of borrowing that are small in relation to the revenue bonds and COPs.

The schedule that follows shows the principal and interest that will be paid over the following thirty-five year period to retire the current borrowing for notes, bonds and COPs payable (see Note 11). Revenue bonds in this schedule include net payments on interest rate swap derivatives.

	Fiscal Year 2025					
(Amounts in Thousands)	Leases and Subscriptions		Notes, Bonds, COPs		Total	
	Principal	Interest to Maturity	Principal	Interest to Maturity	Principal	Interest to Maturity
Governmental Activities	$ 404,175	$ 40,607	$ 4,495,310	$ 1,893,505	$ 4,899,485	$ 1,934,112
Business-Type Activities	238,559	19,407	6,329,334	3,350,755	6,567,893	3,370,162
Total	$ 642,734	$ 60,014	$ 10,824,644	$ 5,244,260	$ 11,467,378	$ 5,304,274

	Fiscal Year 2024					
(Amounts in Thousands)	Leases and Subscriptions		Notes, Bonds, COPs		Total	
	Principal	Interest to Maturity	Principal	Interest to Maturity	Principal	Interest to Maturity
Governmental Activities	$ 315,461	$ 18,418	$ 4,379,687	$ 1,836,645	$ 4,695,148	$ 1,855,063
Business-Type Activities	228,151	18,144	6,197,270	3,102,375	6,425,421	3,120,519
Total	$ 543,612	$ 36,562	$ 10,576,957	$ 4,939,020	$ 11,120,569	$ 4,975,582

For Fiscal Year 2025, the total principal amount of leases and subscriptions, notes, revenue bonds, and COPs increased by 3.1 percent from the prior year of $11,120.6 million to $11,467.4 million. The Fiscal Year 2025 increase is primarily attributable to issuances of revenue bonds at the Department of Transportation's Bridge Enterprise and Colorado State University of $236.1 million and $108.7 million, respectively. These increases were offset by regular bond principal payments on revenue bonds at other state institutions of higher education.

Conditions Expected To Affect Future Operations

Many of the conditions affecting future operations of the State remain unchanged from the prior fiscal year. These conditions are as follows:

Colorado Economic Outlook

Federal tariff and trade policy is considered the biggest downside risk to economic growth. The governor's Office of State Planning and Budgeting (OSPB) expects peak monthly inflation growth to occur at the end of calendar year 2025 when stronger consumer demand allows for additional price pass-through of elevated tariffs. Due to reported inflation growth for the consumer price index on an annual average basis, high inflation at the end of calendar year 2025 translates to elevated inflation reported in calendar year 2026, despite weakening demand and monthly inflation growth in 2026. Such timing helps explain how year-over-year reports of elevated inflation can co-exist alongside weakening personal consumption and economic growth, which have downstream implications for weakening corporate profits and labor market. A tailwind to economic growth is H.R. 1, which should stoke additional investments given the tax incentives, all else held equal. However, tariff and immigration policy headwinds are expected to offset those benefits in the near term.

Taxpayer's Bill of Rights Revenue, Debt, and Tax-Increase Limits

Fiscal Year 2025 is the thirty-second year of State operations under Article X, Section 20 of the State Constitution revenue limitations, also known as the Taxpayer Bill of Rights (TABOR). With certain exceptions, the rate of growth of State revenues is limited to the combination of the percentage change in the State's population and inflation based on the Denver-Boulder CPI-Urban index. The exceptions include revenues from federal funds, gifts, property sales, refunds, damage recoveries, transfers, voter-approved revenue changes, and qualified enterprise fund revenues.

Revenues collected in excess of the limitation must be returned to the citizens unless a vote at the annual election in November allows the State to retain the surplus. TABOR also limits the General Assembly's ability to raise taxes, to borrow money, and to increase spending limits. With the exception of a declared emergency, taxes can only be raised by a vote of the people at the annual election. Multiple year borrowings can only be undertaken after approval by a similar vote.

The TABOR limits are calculated and applied at the statewide level. However, refunds to taxpayers related to TABOR have historically been paid from the General Fund. Therefore, the TABOR revenue, expenditure, debt, and tax- increase limitations have historically been significant factors in the changing fiscal status of the State's General Fund. The decision to pay TABOR refunds out of the General Fund is notable because revenues in excess of the TABOR limit that are recorded by cash funds remain in those funds (barring Legislative action), but are required to be budgeted and expended from the General Fund Exempt Account created in the General Fund.

Voters approved Referendum C in November 2005. Referendum C gives Colorado state government a five-year reprieve from the spending limits of the TABOR amendment, from FY 2006 through FY 2010. After the five-year excess retention period, the State is subject to an Excess State Revenue Cap (ESRC) starting in Fiscal Year 2011. Calculation of the TABOR retention limit continues to apply, but the ESRC replaces it as the limit that triggers taxpayer refunds.

During the 2017 legislative session, the General Assembly passed Senate Bill 17-267, which revised the TABOR refunding mechanism. Section 24 of the bill specified that for any state fiscal year commencing on or after July 1, 2017, for which revenue in excess of the reduced Referendum C cap is required to be refunded in accordance with TABOR, reimbursement for the property tax exemptions for qualifying seniors and disabled veterans that is paid by the state to local governments for the property tax year that commenced during the state fiscal year is a refund of such excess state revenue. The exemptions continue to be allowed at current levels and the state continues to reimburse local governments for local property tax revenue lost as a result of the exemptions regardless of whether or not there are excess state revenues. Section 27 prioritizes the new TABOR refund mechanism ahead of the existing temporary state income tax rate reduction refund and sales tax refund mechanisms as the first mechanism used to refund excess state revenue.

For Fiscal Year 2025, State revenues subject to TABOR were $19,463.2 million, which was $309.8 million over the ESRC, and $4,000.5 million over the fiscal year spending limit. Revenue in excess of the ESRC must be refunded to the taxpayers in the next fiscal year including any remaining unrefunded or overrefunded revenues. Therefore, the total amount to be refunded in future fiscal years is $306.1 million. Absent Referendum C, the State would have been required to refund the amount exceeding the fiscal year spending limit.

Additional information on TABOR – including Tax, Spending, and Debt Limitations – is found in Notes to the Financial Statements (Note 2B), and also in the Notes to the TABOR Schedule of Required Computations presented in the Supplementary Information section of the ACFR.

Public Employees Retirement Association (PERA) – The State Legislature passed Senate Bill 18-200 during the 2018 legislative session. Senate Bill 18-200 contained a package of reforms designed to reduce the overall risk profile of the PERA retirement plan and improve its funded status. The bill makes several changes to the pension plan including:

- Increasing contribution rates from employers and employees.
- Allocates $225.0 million annually beginning in Fiscal Year 2019 as direct distributions to PERA. The annual direct distributions will reduce the unfunded liability for the State, Judicial, Schools, and Denver Public Schools Divisions Trust Funds.
- Raises the retirement age for new employees; and
- Establishes an automatic adjustment provision designed to keep PERA on a path to full funding in 30 years by 2048.

Senate Bill 25-310 requires additional distributions for Fiscal Year 2026 totaling $500 million from the General Fund, which may be paid in multiple installments.

Beginning in Fiscal Year 2028, the annual direct distribution to PERA required by Senate Bill 18-200, is reduced by $35 million to $190 million per year until the state has transferred a total of $350 million from the General Fund to the Peace Officer Training and Support Fund. The Governor's Office of State Planning and Budgeting (OSPB) will determine when the $350 million requirement has been met. The reduction in direct distributions to PERA may be adjusted based on investment returns in a manner specified by the bill, but cannot fall below $15 million.

Beginning July 1, 2025, if the allocation of the direct distribution would trigger a downward automatic adjustment, PERA may allocate funds to the state, judicial, school, and Denver Public Schools divisional trusts in an actuarial manner that would avoid the trigger.

Refer to Note 6 for additional information on the Fiscal Year 2025 direct distribution to PERA including modifications made by House Bill 22-1029 and the allocation of the Fiscal Year 2025 direct distribution to the four PERA Division Trust Funds.

Election 2000 Amendment 23 – This constitutional requirement was originally designed to exempt a portion of State revenues from TABOR and dedicate those revenues to education programs. With the passage of Referendum C, revenues in excess of the TABOR limit are not being refunded. However, resources that were once general purpose revenues continue to be diverted to the State Education Fund. The amendment requires the General Assembly to increase funding of education by one percent over inflation through Fiscal Year 2011 and by inflation thereafter. This requirement will have an increasing impact if the inflation rate increases. The revenue diversion and mandated expenditure growth infringes on general funding for other programs when State revenues decline with the business cycle. Notwithstanding these expenditure increases, the State continues to face legal challenges that assert the current school funding system fails to provide a thorough and uniform system of free public education as required by the Colorado Constitution.

Cash Basis Accounting – For Fiscal Year 2003 and following years, the Legislature changed the budgetary accounting for June payroll and certain Medicaid expenditures to the cash basis and deferred June pay-dates until July (after Fiscal Year-end). During Fiscal Year 2008, similar treatment was extended to certain Old Age Pension, Medicare, and Children's Basic Health Plan expenditures. In Fiscal Year 2009, this treatment was applied to an additional month of Medicare payments, and legislation was passed to extend the pay-date shift beginning in Fiscal Year 2011 to all information technology staff formerly paid by the General Purpose Revenue Fund. Each of these items causes the outflow of resources to be deferred into the following year for General Fund budget purposes. As a result, the State does not use full or modified accrual accounting to calculate budgetary compliance. Instead, potentially significant liabilities are delayed until the following year assuming that subsequent revenues will be adequate to pay those liabilities. In Fiscal Year 2012, legislation was passed to eliminate the deferral of June pay dates until July for employees paid on a biweekly basis beginning in Fiscal Year 2013. It will be difficult for the State to return to the GAAP basis of accounting for budgetary expenditures because of the significant one-time budgetary impact of recording payroll, Medicaid, and other expenditures that were previously deferred.

General Fund Liquidity – The General Purpose Revenue Fund shows a cash balance of $1,191.9 million at June 30, 2025. From the prior fiscal year to the current fiscal year, General Purpose Revenue Fund taxes receivable increased by $804.4 million to $3,585.1 million; tax refunds payable also increased by $797.3 million to $2,692.8 million; and deferred inflows related to the tax receivables not expected to be collected within the next year increased by $0.9 million to $173.2 million. The tax receivable and related refunds are based on the best economic data available at year-end; however, economic projections rarely identify inflection points in the economy. If the State's economy experiences another downturn, tax receivables will likely decline (due to declining personal income) and tax refunds will likely increase (due to higher than required estimated tax and withholding payments) putting additional pressure on the fund balance of the General Purpose Revenue Fund. The General Fund legally has access to short-term borrowing from the cash balances of other funds. However, those transfers become increasingly difficult as accessible cash fund balances are depleted from transfers in prior years. The Governor's Office of State Planning and Budgeting's economic forecasts for the General Fund, General Purpose Revenue Component are available at www.colorado.gov/governor/economics.

Debt Service – Various state departments, agencies, and institutions of higher education have outstanding notes, bonds, and/or COPs for the purchase of equipment or to construct facilities or infrastructure. The average debt service related to governmental activities over the next five years is $366.5 million for these agreements and debt instruments. The majority of the revenue streams to cover the debt service payments comprise general governmental resources; there is no general obligation associated with these debt instruments; and the investors' sole recourse is the leased asset. However, if the revenue streams intended to fund this debt service do not materialize, the State will need to find other ways to pay for the service-potential represented by these capital assets. The average debt service related to business-type activities including revenue bonds over the next five years is $549.4 million.

BASIC FINANCIAL STATEMENTS

Statement Of Net Position
June 30, 2025

(Dollars in Thousands)	Primary Government Governmental Activities	Business-type Activities	Total	Component Units
Assets:				
Current Assets:				
Cash and Pooled Cash	$ 8,133,229	$ 4,522,452	$ 12,655,681	$ 466,910
Restricted Cash and Pooled Cash	-	-	-	137,383
Investments	-	3,677,904	3,677,904	-
Taxes Receivable, net	3,376,224	277,390	3,653,614	-
Contributions Receivable, net	-	-	-	53,494
Other Receivables, net	965,427	1,851,128	2,816,555	108,521
Due From Other Governments	1,247,025	1,044,471	2,291,496	16,505
Internal Balances	123,006	(123,006)	-	-
Due From Component Units	-	17,171	17,171	-
Inventories	142,254	46,684	188,938	-
Prepaids, Advances and Deposits	328,169	57,390	385,559	860
Other Current Assets	-	-	-	8,764
Total Current Assets	14,315,334	11,371,584	25,686,918	792,437
Noncurrent Assets:				
Restricted Cash and Pooled Cash	2,962,569	1,926,286	4,888,855	78,524
Restricted Investments	1,756,910	43,372	1,800,282	8,637
Restricted Receivables	624,675	13,650	638,325	913
Investments	825,998	1,745,911	2,571,909	3,243,130
Contributions Receivable, net	-	-	-	88,872
Other Long-Term Assets	1,281,001	203,532	1,484,533	1,205,532
Depreciable/Amortizable Capital Assets, net	11,635,638	10,416,581	22,052,219	157,821
Land and Nondepreciable Capital Assets	3,624,462	3,120,509	6,744,971	21,992
Total Noncurrent Assets	22,711,253	17,469,841	40,181,094	4,805,421
Total Assets	37,026,587	28,841,425	65,868,012	5,597,858
Deferred Outflow of Resources:	1,898,340	923,448	2,821,788	1,880
Liabilities:				
Current Liabilities:				
Tax Refunds Payable	2,702,935	-	2,702,935	-
Accounts Payable and Accrued Liabilities	2,264,817	1,251,590	3,516,407	33,150
TABOR Refund Liability (Note 2B)	306,090	-	306,090	-
Due To Other Governments	350,827	2,049,325	2,400,152	10,919
Due To Component Units	-	239	239	-
Unearned Revenue	490,807	653,050	1,143,857	10,070
Accrued Compensated Absences	29,126	57,527	86,653	-
Claims and Judgments Payable	56,866	14,642	71,508	-
Leases & Subscriptions Payable	85,792	61,294	147,086	-
Notes, Bonds, and COPs Payable	165,033	309,137	474,170	28,825
Other Postemployment Benefits	-	21,290	21,290	-
Other Current Liabilities	105,178	273,715	378,893	234,270
Total Current Liabilities	6,557,471	4,691,809	11,249,280	317,234
Noncurrent Liabilities:				
Deposits Held In Custody For Others	256	30	286	637,018
Accrued Compensated Absences	239,328	516,392	755,720	-
Claims and Judgments Payable	128,591	58,642	187,233	-
Leases & Subscriptions Payable	318,383	177,265	495,648	-
Derivative Instrument Liability	-	1,179	1,179	-
Notes, Bonds, and COPs Payable	4,330,277	6,020,197	10,350,474	276,345
Due to Component Units	-	1,382	1,382	-
Net Pension Liability	7,681,941	3,089,596	10,771,537	4,527
Other Postemployment Benefits	103,371	1,749,090	1,852,461	146
Other Long-Term Liabilities	410,459	376,457	786,916	105,873
Total Noncurrent Liabilities	13,212,606	11,990,230	25,202,836	1,023,909
Total Liabilities	19,770,077	16,682,039	36,452,116	1,341,143
Deferred Inflow of Resources:	1,504,958	725,320	2,230,278	113,692
Net Position:				
Net investment in Capital Assets:	10,360,616	7,004,954	17,365,570	176,976
Restricted For:				
Construction and Highway Maintenance	730,893	-	730,893	-
Consumer Protection	66,272	-	66,272	-
Debt Service	122,461	33,866	156,327	-
Education	1,108,155	693,036	1,801,191	-
Unemployment Insurance	-	134,548	134,548	-
Emergencies	525,990	-	525,990	-
Permanent Funds and Endowments				
Expendable	14,597	244,613	259,210	1,774,760
Nonexpendable	2,003,892	92,515	2,096,407	1,011,697
School Capital Construction Assistance	483,176	-	483,176	-
Other Purposes	267,385	12,931	280,316	1,038,460
Unrestricted	1,966,455	4,141,051	6,107,506	143,010
Total Net Position	$ 17,649,892	$ 12,357,514	$ 30,007,406	$ 4,144,903

The notes to the financial statements are an integral part of this statement.

Statement Of Activities
For The Year Ended June 30, 2025

	Expenses		Program Revenues		
(Dollars in Thousands) Functions/Programs	Expenses	Indirect Cost Allocation	Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions
Primary Government:					
Governmental Activities:					
General Government	$ 1,250,148	$ (42,096)	$ 344,906	$ 737,137	$ 3,577
Business, Community, and Consumer Affairs	1,721,401	4,726	220,134	638,339	436
Education	9,151,861	2,540	52,254	1,202,713	-
Health and Rehabilitation	1,868,528	3,911	152,910	797,167	600
Justice	3,264,663	10,404	406,223	855,469	7,473
Natural Resources	234,980	1,391	304,530	269,785	170
Social Assistance	15,442,648	7,896	203,286	8,300,484	497
Transportation	2,256,761	3,373	747,775	281,318	878,110
Interest on Debt	198,268	-	-	-	-
Total Governmental Activities	35,389,258	(7,855)	2,432,018	13,082,412	890,863
Business-Type Activities:					
Higher Education	10,690,090	5,391	6,980,996	3,732,511	137,001
Healthcare Affordability	5,588,853	-	1,317,904	4,278,516	-
Labor and Employment Insurance	2,458,104	-	2,602,094	86,113	-
Lottery	747,432	593	829,495	4,768	-
Parks and Wildlife	327,960	926	273,388	68,685	-
College Assist	127,531	78	3	126,580	-
Other Business-Type Activities	962,736	867	710,650	451,006	3,372
Total Business-Type Activities	20,902,706	7,855	12,714,530	8,748,179	140,373
Total Primary Government	56,291,964	-	15,146,548	21,830,591	1,031,236
Total Component Units	$ 430,733	$ -	$ 129,893	$ 525,681	$ 102,843

General Revenues:
Taxes:
Sales and Use Taxes
Excise Taxes
Individual Income Tax
Corporate Income Tax
TABOR Excess Revenue
Other Taxes
Restricted for Education:
Individual Income Tax
Corporate and Fiduciary Income Tax
Restricted for Transportation:
Fuel Taxes
Other Taxes
Unrestricted Investing Earnings (Losses)
Other General Revenues
(Transfers-Out) / Transfers-In
Permanent Fund Additions
Total General Revenues, Special Items, and Transfers

Change in Net Position

Net Position - Fiscal Year Beginning
Restatement (See Note 15A)
Accounting Changes (See Note 15A)
Net Position - Fiscal Year Beginning (Restated)
Net Position - Fiscal Year Ending

The notes to the financial statements are an integral part of this statement.

Net (Expense) Revenue and Changes in Net Position			
Primary Government			
Governmental Activities	Business-Type Activities	Total	Component Units
$ (122,432)	$ -	$ (122,432)	$ -
(867,218)	-	(867,218)	-
(7,899,434)	-	(7,899,434)	-
(921,762)	-	(921,762)	-
(2,005,902)	-	(2,005,902)	-
338,114	-	338,114	-
(6,946,277)	-	(6,946,277)	-
(352,931)	-	(352,931)	-
(198,268)	-	(198,268)	-
(18,976,110)	-	(18,976,110)	
-	155,027	155,027	-
-	7,567	7,567	-
-	230,103	230,103	-
-	86,238	86,238	-
-	13,187	13,187	-
-	(1,026)	(1,026)	-
-	201,425	201,425	-
-	692,521	692,521	
(18,976,110)	692,521	(18,283,589)	
			$ 327,684
4,946,216	-	4,946,216	-
497,713	-	497,713	-
9,147,220	-	9,147,220	-
2,415,768	-	2,415,768	-
(129,536)	-	(129,536)	-
939,973	-	939,973	-
854,123	-	854,123	-
206,496	-	206,496	-
644,323	-	644,323	-
426	-	426	-
187,219	-	187,219	57,449
112,900	-	112,900	-
(607,502)	607,502	-	-
3,135	-	3,135	-
19,218,474	607,502	19,825,976	57,449
242,364	1,300,023	1,542,387	385,133
17,413,327	10,997,861	28,411,188	3,759,770
(5,799)	35,190	29,391	-
-	24,440	24,440	-
17,407,528	11,057,491	28,465,019	3,759,770
$ 17,649,892	$ 12,357,514	$ 30,007,406	$ 4,144,903

Balance Sheet
Governmental Funds
June 30, 2025

(Dollars in Thousands)	General Fund	Federal Special Revenue Fund	Highway Users Tax	Other Governmental Funds	Total
Assets:					
Cash and Pooled Cash	$ 2,360,554	$ 214,453	$ 65,704	$ 5,366,124	$ 8,006,835
Taxes Receivable, net	3,585,060	-	628	56,414	3,642,102
Other Receivables, net	681,171	15,053	3,315	262,224	961,763
Due From Other Governments	1,001,040	78,011	-	167,968	1,247,019
Due From Other Funds	213,543	1,325	22,336	32,115	269,319
Inventories	24,495	40,485	22,262	52,810	140,052
Prepaids, Advances and Deposits	68,792	45,990	13,725	163,068	291,575
Restricted Cash and Pooled Cash	771,017	153,702	515,732	1,518,149	2,958,600
Restricted Investments	-	-	-	1,756,910	1,756,910
Restricted Receivables	10,007	-	518,452	96,216	624,675
Investments	28,881	-	-	797,117	825,998
Other Long-Term Assets	238,277	-	41,265	734,721	1,014,263
Total Assets	8,982,837	549,019	1,203,419	11,003,836	21,739,111
Deferred Outflow of Resources	41,250	-	-	5,974	47,224
Liabilities:					
Tax Refunds Payable	2,692,817	-	-	10,118	2,702,935
Accounts Payable and Accrued Liabilities	1,609,880	9,501	319,517	287,808	2,226,706
TABOR Refund Liability (Note 2B)	306,090	-	-	-	306,090
Due To Other Governments	247,514	3,907	39,791	59,615	350,827
Due To Other Funds	17,465	25,483	10,306	87,880	141,134
Unearned Revenue	122,841	188,837	21,937	154,169	487,784
Claims and Judgments Payable	206	-	225	90	521
Other Current Liabilities	59,786	-	88	36,130	96,004
Deposits Held In Custody For Others	39	-	-	217	256
Total Liabilities	5,056,638	227,728	391,864	636,027	6,312,257
Deferred Inflow of Resources	180,486	-	8,203	77,984	266,673
Fund Balances:					
Nonspendable:					
Inventories	24,495	40,485	22,262	52,810	140,052
Permanent Fund Principal	-	-	-	1,974,475	1,974,475
Prepaids	68,678	45,990	13,725	163,061	291,454
Restricted	755,826	134,224	721,184	1,522,295	3,133,529
Committed	3,676,568	-	46,181	6,583,158	10,305,907
Assigned	85,082	-	-	-	85,082
Unassigned	(823,686)	100,592	-	-	(723,094)
Total Fund Balances	3,786,963	321,291	803,352	10,295,799	15,207,405
Total Liabilities, Deferred Inflows of Resources and Fund Balances	$ 9,024,087	$ 549,019	$ 1,203,419	$ 11,009,810	$ 21,786,335

The notes to the financial statements are an integral part of this statement.

Governmental Funds Balance Sheet Reconciled To Statement Of Net Position June 30, 2025

(Dollars in Thousands)	Total Governmental Funds	(A) Internal Service Funds	(B) Capital Asset Balances	(C) Debt Related Balances	(D) Centralized Risk Management Liability	(E) Other Measurement Focus Adjustments	(F) Internal Balances Elimination	Statement of Net Position Totals
Assets:								
Current Assets:								
Cash and Pooled Cash	$ 8,006,835	$ 126,394	$ -	$ -	$ -	$ -	$ -	$ 8,133,229
Taxes Receivable, net	3,642,102	-	-	-	-	(265,878)	-	3,376,224
Other Receivables, net	961,763	1,968	-	-	-	288	1,408	965,427
Due From Other Governments	1,247,019	6	-	-	-	-	-	1,247,025
Due From Other Funds	269,319	-	-	-	-	-	(269,319)	-
Internal Balances	-	-	-	-	-	-	123,006	123,006
Inventories	140,052	2,202	-	-	-	-	-	142,254
Prepaids, Advances and Deposits	291,575	18,161	-	-	-	18,433	-	328,169
Total Current Assets	14,558,665	148,731	-	-	-	(247,157)	(144,905)	14,315,334
Noncurrent Assets:								
Restricted Cash and Pooled Cash	2,958,600	3,969	-	-	-	-	-	2,962,569
Restricted Investments	1,756,910	-	-	-	-	-	-	1,756,910
Restricted Receivables	624,675	-	-	-	-	-	-	624,675
Investments	825,998	-	-	-	-	-	-	825,998
Other Long-Term Assets	1,014,263	-	-	-	-	266,738	-	1,281,001
Depreciable Capital Assets and Infrastructure, net	-	186,139	11,449,499	-	-	-	-	11,635,638
Land and Nondepreciable Capital Assets	-	1,273	3,623,189	-	-	-	-	3,624,462
Total Noncurrent Assets	7,180,446	191,381	15,072,688	-	-	266,738	-	22,711,253
Total Assets	21,739,111	340,112	15,072,688	-	-	19,581	(144,905)	37,026,587
Deferred Outflow of Resources:	47,224	53,218	-	1,797,898	-	-	-	1,898,340
Liabilities:								
Current Liabilities:								
Tax Refunds Payable	2,702,935	-	-	-	-	-	-	2,702,935
Accounts Payable and Accrued Liabilities	2,226,706	32,660	-	5,322	-	-	129	2,264,817
TABOR Refund Liability (Note 2B)	306,090	-	-	-	-	-	-	306,090
Due To Other Governments	350,827	-	-	-	-	-	-	350,827
Due To Other Funds	141,134	3,900	-	-	-	-	(145,034)	-
Unearned Revenue	487,784	3,051	-	-	-	(28)	-	490,807
Compensated Absences Payable	-	1,932	-	-	-	27,194	-	29,126
Claims and Judgments Payable	521	-	-	-	52,679	3,666	-	56,866
Lease & Subscriptions Payable	-	25,104	-	60,688	-	-	-	85,792
Notes, Bonds, and COPs Payable	-	27,028	-	138,005	-	-	-	165,033
Other Current Liabilities	96,004	3,101	-	-	-	6,073	-	105,178
Total Current Liabilities	6,312,001	96,776	-	204,015	52,679	36,905	(144,905)	6,557,471

The notes to the financial statements are an integral part of this statement.

(Dollars in Thousands)	Total Governmental Funds	(A) Internal Service Funds	(B) Capital Asset Balances	(C) Debt Related Balances	(D) Centralized Risk Management Liability	(E) Other Measurement Focus Adjustments	(F) Internal Balances Elimination	Statement of Net Position Totals
Noncurrent Liabilities:								
Deposits Held In Custody For Others	256	-	-	-	-	-	-	256
Accrued Compensated Absences	-	17,347	-	-	-	221,981	-	239,328
Claims and Judgments Payable	-	-	-	-	111,277	17,314	-	128,591
Lease & Subscriptions Payable	-	31,223	-	287,160	-	-	-	318,383
Notes, Bonds, and COPs Payable	-	100,192	-	4,230,085	-	-	-	4,330,277
Net Pension Liability	-	377,621	-	-	-	7,304,320	-	7,681,941
Other Postemployment Benefits	-	6,039	-	-	-	97,332	-	103,371
Other Long-Term Liabilities	-	-	-	-	-	410,459	-	410,459
Total Noncurrent Liabilities	256	532,422	-	4,517,245	111,277	8,051,406	-	13,212,606
Total Liabilities	6,312,257	629,198	-	4,721,260	163,956	8,088,311	(144,905)	19,770,077
Deferred Inflow of Resources:	266,673	8,459	-	-	-	1,229,826	-	1,504,958
Net Position:								
Net investment in Capital Assets:	-	3,866	15,072,688	(4,715,938)	-	-	-	10,360,616
Restricted for:								
Construction and Highway Maintenance	730,893	-	-	-	-	-	-	730,893
Consumer Protection	66,272	-	-	-	-	-	-	66,272
Debt Service	122,461	-	-	-	-	-	-	122,461
Education	1,108,155	-	-	-	-	-	-	1,108,155
Emergencies	525,990	-	-	-	-	-	-	525,990
Permanent Funds and Endowments:								
Expendable	14,597	-	-	-	-	-	-	14,597
Nonexpendable	2,003,892	-	-	-	-	-	-	2,003,892
School Capital Construction Assistance	483,176	-	-	-	-	-	-	483,176
Other Purposes	267,385	-	-	-	-	-	-	267,385
Unrestricted	9,884,584	(248,193)	-	1,792,576	(163,956)	(9,298,556)	-	1,966,455
Total Net Position	$ 15,207,405	$ (244,327)	$ 15,072,688	$ (2,923,362)	$ (163,956)	$ (9,298,556)	$ -	$ 17,649,892

The notes to the financial statements are an integral part of this statement.

Differences Between the *Balance Sheet – Governmental Funds* and Governmental Activities on the Government-Wide *Statement of Net Position*

A. Management uses Internal Services Funds to report the charges for and the costs of goods and services sold by state agencies solely within the state. Because the sales are primarily to governmental funds, the assets and liabilities of the Internal Service Funds are included in the governmental activities on the government-wide *Statement of Net Position*. Internal Service Funds are reported using proprietary fund-type accounting in the fund-level financial statements. In addition to minor training services provided by the Department of Personnel & Administration, and internal sales within the Department of Transportation and the Department of Public Safety, the State's Internal Service Funds provide the following goods and services to nearly all state agencies:

- Fleet management,
- Printing and mail services,
- Information technology and telecommunication services,
- Building maintenance and management in the capitol complex,
- Administrative court services,
- Legal services, and
- Others including debt collection.

B. Capital assets used in governmental activities are not current financial resources, and therefore, they are not included in the fund-level financial statements. However, capital assets are economic resources and are reported in the government-wide *Statement of Net Position*.

C. Long-term liabilities such as leases, bonds, notes, mortgages, and Certificates of Participation (including accrued interest) are not due and payable in the current period, and therefore, they are not included in the fund-level financial statements. However, from an economic perspective these liabilities reduce net position and are reported in the *Statement of Net Position*. The portion reported as current in the reconciliation is payable within the following fiscal year. Deferred outflows related to debt refunding losses require a similar adjustment. The largest single portion of the long-term balance is related to Transportation Revenue Anticipation Notes issued by the Department of Transportation.

D. Risk management liabilities are actuarially determined claims and consist of a current and long-term portion. Generally accepted accounting principles (GAAP) list claims and judgments as an exception to the full accrual basis of accounting that constitutes the modified accrual basis of accounting. The current portion (payable within one year) is excluded from the fund-level statements because it is not payable with expendable available financial resources. In this instance, "payable with expendable available financial resources" means the amounts are not accrued as fund liabilities because they are not budgeted in the current year. The long-term portion of the risk management liability is excluded from the fund- level statements because it is not due and payable in the current period.

E. Other measurement focus adjustments include:

- Interfund balances receivable from or payable to fiduciary funds are reported on the fund-level *Balance Sheet – Governmental Funds* as due from/to other funds. On the government-wide *Statement of Net Position*, these amounts are considered external receivables and payables.
- Long-term assets and long-term taxes receivable are not available to pay for current period expenditures; therefore, the related revenue is reported as a deferred inflow of resources on the fund-level *Balance Sheet – Governmental Funds*. From an economic perspective, this revenue is earned and the related deferred inflow of resources is removed from the government-wide *Statement of Net Position* when the revenue is recognized on the government-wide *Statement of Activities*.
- Compensated absences are a GAAP modification of the full accrual basis of accounting similar to claims and judgments discussed above. Therefore, both the current and long-term portions of the liability are shown on the government-wide *Statement of Net Position*, but they are not reported on the fund-level *Balance Sheet – Governmental Funds*.

- Claims and Judgments Payable and other long-term liabilities including pension liabilities are not reported on the fund-level *Balance Sheet – Governmental Funds* because the amounts are not due and payable from current financial resources. However, from an economic perspective, these liabilities reduce net position, and they are therefore reported on the government-wide *Statement of Net Position*.

F. All interfund payable balances shown on the fund-level *Balance Sheet – Governmental Funds* are reported in the internal balances line on the government-wide *Statement of Net Position* along with all governmental-activities interfund receivables.

Statement Of Revenues, Expenditures, And Changes In Fund Balances Governmental Funds For The Year Ended June 30, 2025

(Dollars in Thousands)	General Fund	Federal Special Revenue Fund	Highway Users Tax	Other Governmental Funds	Total
Revenues:					
Taxes:					
Individual and Fiduciary Income	$ 8,769,457	$ -	$ -	$ 1,254,675	$ 10,024,132
Corporate Income	2,352,931	-	-	266,586	2,619,517
Sales and Use	4,874,687	-	-	45,733	4,920,420
Excise	97,473	-	644,323	377,409	1,119,205
TABOR Excess Revenue	(129,536)	-	-	-	(129,536)
Other Taxes	659,689	-	426	296,206	956,321
Licenses, Permits, and Fines	16,823	-	466,796	528,268	1,011,887
Charges for Goods and Services	144,515	5	349,372	213,050	706,942
Rents	481	-	2,735	51,539	54,755
Investment Income (Loss)	422,016	5,086	48,432	514,736	990,270
Federal Grants and Contracts	10,295,103	767,779	924,454	540,991	12,528,327
Additions to Permanent Funds	-	-	-	3,135	3,135
Unclaimed Property Receipts	-	-	-	303,809	303,809
Other	447,062	59,613	173,009	346,330	1,026,014
Total Revenues	27,950,701	832,483	2,609,547	4,742,467	36,135,198
Expenditures:					
Current:					
General Government	440,832	3,192	77,833	117,404	639,261
Business, Community, and Consumer Affairs	537,113	45,049	-	644,413	1,226,575
Education	1,400,976	2,771	-	137,761	1,541,508
Health and Rehabilitation	1,312,477	19,355	12,380	207,324	1,551,536
Justice	1,774,973	603,697	180,896	340,308	2,899,874
Natural Resources	56,017	1,172	5	134,170	191,364
Social Assistance	13,424,559	17,175	-	548,065	13,989,799
Transportation	28,169	688	1,711,473	5,383	1,745,713
Capital Outlay	188,526	17,307	69,659	126,788	402,280
Intergovernmental:					
Cities	151,813	12,983	332,241	144,951	641,988
Counties	1,942,426	29,605	290,548	178,853	2,441,432
School Districts	5,730,296	949	-	1,890,504	7,621,749
Special Districts	87,224	15,702	110,748	37,577	251,251
Federal	20,305	(20)	-	1,208	21,493
Other	305,952	(4,489)	3,434	142,901	447,798
Debt Service	158,243	2	6,607	236,965	401,817
Total Expenditures	27,559,901	765,138	2,795,824	4,894,575	36,015,438
Excess of Revenues Over (Under) Expenditures	390,800	67,345	(186,277)	(152,108)	119,760
Other Financing Sources (Uses):					
Transfers-In	862,925	5,251	302,145	1,247,259	2,417,580
Transfers-Out	(1,527,276)	(2,809)	(94,856)	(1,386,105)	(3,011,046)
Face Amount of Bond/COP Issuance	-	-	-	253,170	253,170
Bond/COP Premium/Discount	-	-	-	26,708	26,708
Issuance of Leases & SBITAs	142,835	-	4,192	10,263	157,290
Sale of Capital Assets	604	-	-	239	843
Insurance Recoveries	4,660	-	1,663	11,144	17,467
Total Other Financing Sources (Uses)	(516,252)	2,442	213,144	162,678	(137,988)
Net Change in Fund Balances	(125,452)	69,787	26,867	10,570	(18,228)
Fund Balance, Fiscal Year Beginning	3,745,431	31,360	776,485	10,706,383	15,259,659
Restatement (See Note 15A)	166,984	220,144	-	(421,154)	(34,026)
Fund Balance, Fiscal Year Beginning (Restated)	3,912,415	251,504	776,485	10,285,229	15,225,633
Fund Balance, Fiscal Year End	$ 3,786,963	$ 321,291	$ 803,352	$ 10,295,799	$ 15,207,405

The notes to the financial statements are an integral part of this statement.

Statement Of Revenues, Expenditures, And Changes In Fund Balances Reconciled To Statement Of Activities For The Year Ended June 30, 2025

(Dollars in Thousands)	Total Governmental Funds	(A) Internal Service Funds	(B) Capital Related Items	(C) Long-Term Debt Transactions	(D) Other Measurement Focus Adjustments	Total
Revenues:						
Taxes:						
Individual and Fiduciary Income	$ 10,024,132	$ -	$ -	$ -	$ (21,552)	$ 10,002,580
Corporate Income	2,619,517	-	-	-	1,510	2,621,027
Sales and Use	4,920,420	-	-	-	25,796	4,946,216
Excise	1,119,205	-	-	-	22,831	1,142,036
TABOR Excess Revenue	(129,536)	-	-	-	-	(129,536)
Other Taxes	956,321	-	-	-	(2,951)	953,370
Licenses, Permits, and Fines	1,011,887	-	-	-	2,993	1,014,880
Charges for Goods and Services	706,942	-	-	-	283	707,225
Rents	54,755	-	-	-	(127)	54,628
Investment Income (Loss)	990,270	1,394	-	-	7	991,671
Federal Grants and Contracts	12,528,327	-	-	-	100	12,528,427
Additions to Permanent Funds	3,135	-	-	-	-	3,135
Unclaimed Property Receipts	303,809	-	-	-	-	303,809
Other	1,026,014	2	-	-	1,443	1,027,459
Total Revenues	36,135,198	1,396	-	-	30,333	36,166,927
Expenditures:						
Current:						
General Government	639,261	(4,095)	26,538	-	38,034	699,738
Business, Community, and Consumer Affairs	1,226,575	(3,284)	9,736	-	(5,021)	1,228,006
Education	1,541,508	(321)	70,350	-	(646)	1,610,891
Health and Rehabilitation	1,551,536	(759)	66,668	-	(4,508)	1,612,937
Justice	2,899,874	344	75,602	-	(93,863)	2,881,957
Natural Resources	191,364	(1,290)	2,071	-	279	192,424
Social Assistance	13,989,799	(4,972)	1,958	-	21,229	14,008,014
Transportation	1,745,713	(1,274)	337,032	-	(20,654)	2,060,817
Capital Outlay	402,280	-	(1,042,091)	-	-	(639,811)
Intergovernmental:						
Cities	641,988	-	-	-	-	641,988
Counties	2,441,432	-	-	-	-	2,441,432
School Districts	7,621,749	-	-	-	97,533	7,719,282
Special Districts	251,251	-	-	-	(14,825)	236,426
Federal	21,493	-	-	-	-	21,493
Other	447,798	-	-	-	-	447,798
Debt Service	401,817	4,738	-	(199,329)	-	207,226
Total Expenditures	36,015,438	(10,913)	(452,136)	(199,329)	17,558	35,370,618
Excess of Revenues Over (Under) Expenditures	119,760	12,309	452,136	199,329	12,775	796,309
Other Financing Sources (Uses):						
Transfers-In	2,417,580	7,373	-	-	-	2,424,953
Transfers-Out	(3,011,046)	(9,423)	-	-	-	(3,020,469)
Face Amount of Bond/COP Issuance	253,170	-	-	(253,170)	-	-
Bond/COP Premium/Discount	26,708	-	-	3,909	-	30,617
Issuance of Leases & SBITAs	157,290	-	-	(152,508)	-	4,782
Sale of Capital Assets	843	-	(12,149)	-	-	(11,306)
Insurance Recoveries	17,467	-	-	-	-	17,467
Total Other Financing Sources (Uses)	(137,988)	(2,050)	(12,149)	(401,769)	-	(553,956)
Internal Service Fund Charges to BTAs	-	11	-	-	-	11
Net Change for the Year	(18,228)	10,270	439,987	(202,440)	12,775	242,364
Restatement (See Note 15A)	(34,026)	-	-	-	28,227	(5,799)
Total Change for the Current Year	$ (52,254)	$ 10,270	$ 439,987	$ (202,440)	$ 41,002	$ 236,565

The notes to the financial statements are an integral part of this statement.

Differences Between the Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds and Governmental Activities on the Government-Wide Statement of Activities

A. Management uses Internal Services Funds to report charges for and the costs of goods and services sold by state agencies solely within the state. Internal Service Funds are intended to operate on the cost reimbursement basis and should break even each period. If an Internal Service Fund makes a profit, the other funds of the State have been overcharged. If an Internal Service Fund has an operating loss, the other funds of the State have been undercharged. In order to show the true cost of services purchased from Internal Service Funds, an adjustment is made that allocates the net revenue/expense of each Internal Service Fund to the programs that purchased the service. Investment income, debt service, and transfers of the Internal Service Fund are not allocated. In addition to minor training services provided by the Department of Personnel & Administration, and internal sales within the Department of Transportation and the Department of Public Safety, the State's Internal Service Funds provide the following goods and services to nearly all state agencies:

   - Fleet management,
   - Printing and mail services,
   - Information technology services and telecommunication services,
   - Building maintenance and management in the capitol complex,
   - Administrative court services,
   - Legal services, and
   - Others including debt collection.

B. The following adjustments relate to capital assets:

   - Capital assets, received as donations, are not reported on the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds* because they are not current financial resources. However, such donations increase net position and are reported on both the government-wide *Statement of Net Position and Statement of Activities*.
   - Depreciation is not reported on the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds*, but it is reported for the economic perspective on which the government-wide *Statement of Activities* is presented.
   - Expenditures reported for capital outlay on the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds* are generally reported as a conversion of cash to a capital asset on the government-wide *Statement of Net Position*. They are not reported as expenses on the government-wide *Statement of Activities*.
   - On the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds* all cash received on disposal of capital assets is reported as a gain on sale of capital assets. On the government-wide *Statement of Activities* the reported gain or loss on sale is based on the carrying value of the asset as well as the cash received.

C. The following adjustments relate to debt issuance and debt service including leases:

   - Payments on principal and debt refunding payments are reported as expenditures and other financing uses, respectively, on the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds*. These payments are reported as reductions of lease, bond, and other debt liability balances on the government-wide *Statement of Net Position* and are not reported on the government-wide *Statement of Activities*.
   - Amortization of debt premium/discount and gain/loss on refunding are not reported on the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds*, but are reported on the government-wide *Statement of Activities*.

- Lease proceeds, issuance of debt, and debt refunding proceeds are all reported as other financing sources on the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds*. From an economic perspective lease proceeds, debt issuances, and debt refunding proceeds are reported as liabilities on the government-wide *Statement of Net Position* and are not reported on the government-wide *Statement of Activities*.

D. Other measurement focus adjustments include:

- Long-term taxes receivable and certain other long-term assets are offset by deferred inflows or unearned revenue and are not part of fund balance on the fund-level *Balance Sheet – Governmental Funds*; however, from a full accrual perspective, changes in the fund-level unearned revenue balances result in adjustments to revenue that are recognized and reported on the government-wide *Statement of Activities*.
- Compensated absences accruals, pension liabilities, and claims and judgments are not normally expected to be liquidated from expendable available financial resources; and therefore, they are not reported on the fund-level *Statement of Revenues, Expenditures, and Changes in Fund Balances – Governmental Funds*. However, from a full accrual perspective, these are expenses that are reported on the government-wide *Statement of Activities*.

Statement Of Net Position
Proprietary Funds
June 30, 2025

(Dollars in Thousands)	Business-Type Activities Enterprise Funds						Governmental Activities
	Higher Education Institutions	Healthcare Afforda ility	Transportation Enterprise	Labor and Employment Insurance	Other Enterprises	Total	Internal Service Funds
Assets:							
Current Assets:							
Cash and Pooled Cash	$ 1,839,413	$ -	$ 294,573	$ 1,365,116	$ 1,023,350	$ 4,522,452	$ 126,394
Investments	3,677,904	-	-	-	-	3,677,904	-
Premiums/Taxes Receivable, net	-	-	176	276,958	256	277,390	-
Student and Other Receivables, net	911,827	127,736	22,387	719,621	68,959	1,850,530	1,968
Due From Other Governments	246,350	424,870	4,813	344,687	23,751	1,044,471	6
Due From Other Funds	13,926	4	-	1,264	7,702	22,896	-
Due From Component Units	16,873	-	-	-	298	17,171	-
Inventories	36,985	-	-	-	9,699	46,684	2,202
Prepaids, Advances and Deposits	45,245	-	441	-	11,704	57,390	18,161
Total Current Assets	6,788,523	552,610	322,390	2,707,646	1,145,719	11,516,888	148,731
Noncurrent Assets:							
Restricted Cash and Pooled Cash	431,667	-	438,358	1,044,037	12,224	1,926,286	3,969
Restricted Investments	43,372	-	-	-	-	43,372	-
Restricted Receivables	-	-	-	-	13,650	13,650	-
Investments	1,745,911	-	-	-	-	1,745,911	-
Other Long-Term Assets	202,462	-	-	-	1,070	203,532	-
Depreciable/Amortizable Capital Assets, net	8,006,928	37,497	1,971,097	59,497	341,562	10,416,581	186,139
Land and Nondepreciable Capital Assets	1,798,296	6,994	754,009	55,629	505,581	3,120,509	1,273
Total Noncurrent Assets	12,228,636	44,491	3,163,464	1,159,163	874,087	17,469,841	191,381
Total Assets	19,017,159	597,101	3,485,854	3,866,809	2,019,806	28,986,729	340,112
Deferred outflow of resources	851,006	421	14,820	14,221	42,980	923,448	53,218
Liabilities:							
Current Liabilities:							
Accounts Payable and Accrued Liabilities	717,144	235,646	68,929	101,709	90,696	1,214,124	32,660
Due To Other Governments	-	99,577	-	1,933,450	16,298	2,049,325	-
Due To Other Funds	3,392	83,151	655	3,873	41,536	132,607	3,900
Due To Component Units	239	-	-	-	-	239	-
Unearned Revenue	408,364	-	1,160	168,106	75,420	653,050	3,051
Compensated Absences Payable	54,492	9	-	225	2,801	57,527	1,932
Claims and Judgments Payable	14,642	-	-	-	-	14,642	-
Lease & Subscriptions Payable	57,708	1,176	-	-	2,410	61,294	25,104
Notes, Bonds, and COPs Payable	289,924	-	18,958	-	255	309,137	27,028
Other Postemployment Benefits	21,290	-	-	-	-	21,290	-
Other Current Liabilities	88,737	-	750	101,795	82,433	273,715	3,101
Total Current Liabilities	1,655,932	419,559	90,452	2,309,158	311,849	4,786,950	96,776
Noncurrent Liabilities:							
Due to Other Funds	-	-	21,700	-	28,463	50,163	-
Deposits Held In Custody For Others	-	-	-	-	30	30	-
Accrued Compensated Absences	495,890	259	140	4,147	15,956	516,392	17,347
Claims and Judgments Payable	58,642	-	-	-	-	58,642	-
Lease & Subscriptions Payable	163,930	3,525	-	-	9,810	177,265	31,223
Derivative Instrument	1,179	-	-	-	-	1,179	-
Notes, Bonds, and COPs Payable	4,412,690	-	1,607,183	-	324	6,020,197	100,192
Due to Component Units	1,382	-	-	-	-	1,382	-
Net Pension Liability	2,712,885	2,178	7,465	19,064	348,004	3,089,596	377,621
Other Postemployment Benefits	1,742,897	36	125	315	5,717	1,749,090	6,039
Other Long-Term Liabilities	33,753	-	315,754	-	26,950	376,457	-
Total Noncurrent Liabilities	9,623,248	5,998	1,952,367	23,526	435,254	12,040,393	532,422
Total Liabilities	11,279,180	425,557	2,042,819	2,332,684	747,103	16,827,343	629,198
Deferred inflow of resources	587,452	902	117,659	898	18,409	725,320	8,459
Net Position:							
Net Investment in Capital Assets	5,061,411	39,790	955,245	115,126	833,382	7,004,954	3,866
Restricted For:							
Education	693,036	-	-	-	-	693,036	-
Unemployment Insurance	-	-	-	134,548	-	134,548	-
Debt Service	22,352	-	11,514	-	-	33,866	-
Permanent Funds and Endowments							
Expendable	244,613	-	-	-	-	244,613	-
Nonexpendable	92,515	-	-	-	-	92,515	-
Other Purposes	-	-	-	-	12,931	12,931	-
Unrestricted	1,887,606	131,273	373,437	1,297,774	450,961	4,141,051	(248,193)
Total Net Position	$ 8,001,533	$ 171,063	$ 1,340,196	$ 1,547,448	$ 1,297,274	$ 12,357,514	$ (244,327)

The notes to the financial statements are an integral part of this statement.

Statement Of Revenues, Expenses, And Changes In Fund Net Position Proprietary Funds For The Year Ended June 30, 2025

	Business- Type Activities Enterprise Funds						Governmental Activities
(Dollars in Thousands)	Higher Education Institutions	Healthcare Affordability	Transportation Enterprise	Labor and Employment Insurance	Other Enterprises	Total	Internal Service Funds
Operating Revenues:							
Labor and Employment Insurance Premiums	$ -	$ -	$ -	$ 2,566,681	$ -	$ 2,566,681	$ -
Licenses and Permits	-	-	70,943	210	226,187	297,340	-
Tuition and Fees	3,845,014	-	-	-	2,099	3,847,113	-
Scholarship Allowance for Tuition and Fees	(923,844)	-	-	-	-	(923,844)	-
Sales of Goods and Services	3,885,872	1,317,886	263,822	-	1,084,020	6,551,600	562,173
Scholarship Allowance for Sales of Goods and Services	(45,593)	-	-	-	-	(45,593)	-
Investment Income (Loss)	981	-	-	-	3,557	4,538	-
Rental Income	21,271	-	-	-	2,483	23,754	16,749
Gifts and Donations	33,516	-	-	-	-	33,516	-
Federal Grants and Contracts	1,852,859	4,261,386	9,373	32,180	572,045	6,727,843	-
Intergovernmental Revenue	11,215	-	-	131	34,098	45,444	-
Other	644,793	18	21	548	35,384	680,764	3,021
Total Operating Revenues	9,326,084	5,579,290	344,159	2,599,750	1,959,873	19,809,156	581,943
Operating Expenses:							
Salaries and Fringe Benefits	7,207,954	66,292	15,822	139,203	254,233	7,683,504	307,406
Operating and Travel	2,402,934	5,474,967	68,778	2,306,464	946,222	11,199,365	205,285
Cost of Goods Sold	187,479	-	-	-	55,924	243,403	-
Depreciation and Amortization	598,918	14,036	44,390	3,517	29,126	689,987	64,942
Intergovernmental Distributions	44,102	33,074	8,821	7,667	26,579	120,243	-
Debt Service	-	-	-	-	5,111	5,111	-
Prizes and Awards	475	-	-	2	555,855	556,332	10
Total Operating Expenses	10,441,862	5,588,369	137,811	2,456,853	1,873,050	20,497,945	577,643
Operating Income (Loss)	(1,115,778)	(9,079)	206,348	142,897	86,823	(688,789)	4,300
Nonoperating Revenues and (Expenses):							
Taxes	-	-	-	20,404	38,694	59,098	-
Fines and Settlements	111	-	25,941	14,252	2,841	43,145	1
Investment Income (Loss)	584,342	17,130	20,192	53,802	46,092	721,558	1,394
Rental Income	16,668	-	-	-	19,237	35,905	-
Gifts and Donations	431,203	-	-	-	1,984	433,187	-
Intergovernmental Distributions	(50,934)	-	-	-	(84,905)	(135,839)	-
Federal Grants and Contracts	348,355	-	2,854	-	-	351,209	-
Gain/(Loss) on Disposal or Impairment of Capital Assets	1,383	67	59	-	65	1,574	9,783
Insurance Recoveries from Prior Year Impairments	118	-	-	-	3,630	3,748	-
Debt Service	(181,550)	(552)	(66,339)	(1,251)	(696)	(250,388)	(4,738)
Other Expenses	(15,601)	-	(2,884)	-	(24)	(18,509)	-
Other Revenues	7,313	-	-	-	2,430	9,743	-
Total Nonoperating Revenues (Expenses)	1,141,408	16,645	(20,177)	87,207	29,348	1,254,431	6,440
Income (Loss) Before Contributions and Transfers	25,630	7,566	186,171	230,104	116,171	565,642	10,740
Contributions, Transfers, and Other Items:							
Capital Grants and Contributions	137,001	-	-	-	3,372	140,373	1,580
Additions to Permanent Endowments	340	-	-	-	-	340	-
Transfers-In	682,410	1,440	-	11	33,395	717,256	7,373
Transfers-Out	(4,935)	(16,903)	(5,000)	(96)	(96,654)	(123,588)	(9,423)
Total Contributions and Transfers	814,816	(15,463)	(5,000)	(85)	(59,887)	734,381	(470)
Change in Net Position	840,446	(7,897)	181,171	230,019	56,284	1,300,023	10,270
Net Position - Fiscal Year Beginning	7,136,676	178,960	1,159,025	1,282,210	1,240,990	10,997,861	(254,597)
Restatement (See Note 15A)	(29)	-	-	35,219	-	35,190	-
Accounting Changes (See Note 15A)	24,440	-	-	-	-	24,440	-
Net Position - Fiscal Year Beginning (Restated)	7,161,087	178,960	1,159,025	1,317,429	1,240,990	11,057,491	(254,597)
Net Position - Fiscal Year Ending	$ 8,001,533	$ 171,063	$ 1,340,196	$ 1,547,448	$ 1,297,274	$ 12,357,514	$ (244,327)

The notes to the financial statements are an integral part of this statement.

Statement Of Cash Flows
Proprietary Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	Business-Type Activities Enterprise Funds		
	Higher Education Institutions	Healthcare Affordability	Transportation Enterprise
Cash Flows from Operating Activities:			
Cash Received from:			
Tuition, Fees, and Student Loans	$ 2,941,623	$ -	$ -
Fees for Service	3,693,738	1,317,877	288,225
Receipts for Interfund Services	-	-	2,677
Sales of Products	35,177	1	765
Gifts, Grants, and Contracts	2,366,579	4,071,473	7,689
Loan and Note Repayments	362,454	-	-
Unemployment Insurance Premiums	-	-	-
Income from Property	54,979	-	-
Other Sources	132,316	18	68,526
Cash Payments to or for:			
Employees	(7,140,307)	(68,345)	(16,287)
Suppliers	(2,095,070)	(5,377,481)	(31,593)
Payments for Interfund Services	-	(26)	(3,344)
Sales Commissions and Lottery Prizes	-	-	-
Unemployment Benefits	-	-	-
Scholarships	(253,014)	-	-
Others for Student Loans and Loan Losses	(362,855)	-	-
Other Governments	(44,102)	(46,560)	(8,821)
Other	(246,032)	(13,172)	31,007
Net Cash Provided by Operating Activities	(554,514)	(116,215)	338,844
Cash Flows from Noncapital Financing Activities:			
Transfers-In	478,668	1,440	-
Transfers-Out	(4,932)	(16,903)	(5,000)
Receipt of Deposits Held in Custody	546,088	-	-
Release of Deposits Held in Custody	(541,143)	-	-
Gifts and Grants for Other Than Capital Purposes	774,281	-	-
Intergovernmental Distributions	(50,934)	-	-
Unclaimed Property Fund Interest	-	-	-
NonCapital Debt Proceeds	(1,064)	-	-
Net Cash from Noncapital Financing Activities	1,200,964	(15,463)	(5,000)
Cash Flows from Capital and Related Financing Activities:			
Acquisition of Capital Assets	(955,815)	(18,393)	(260,318)
Capital Contributions	235,469	-	-
Capital Gifts, Grants, and Contracts	66,865	-	-
Proceeds from Sale of Capital Assets	26,316	67	59
Capital Debt Proceeds	425,703	5	225,025
Capital Debt Service Payments	(691,643)	-	(71,435)
Lease & SBITA Payments	(153,687)	(552)	-
Net Cash from Capital and Related Financing Activities	(1,046,792)	(18,873)	(106,669)
Cash Flows from Investing Activities:			
Interest and Dividends on Investments	257,637	6,434	19,957
Proceeds from Sale/Maturity of Investments	14,277,091	-	-
Purchases of Investments	(14,467,655)	-	-
Increase(Decrease) from Unrealized Gain(Loss) on Investments	194,040	10,696	(908)
Net Cash from Investing Activities	261,113	17,130	19,049
Net Increase (Decrease) in Cash and Pooled Cash	(139,229)	(133,421)	246,224
Cash and Pooled Cash, Fiscal Year Beginning	2,410,309	133,421	486,707
Cash and Pooled Cash, Fiscal Year End	$ 2,271,080	$ -	$ 732,931

The notes to the financial statements are an integral part of this statement.

			Governmental Activities
Labor and Employment Insurance	Other Enterprises	Totals	Internal Service Funds
$ -	$ 2,099	$ 2,943,722	$ -
-	382,234	5,682,074	5,178
-	30,640	33,317	555,465
2,448	881,808	920,199	1,128
114,474	803,955	7,364,170	-
-	37	362,491	-
2,602,094	-	2,602,094	-
-	21,537	76,516	17,260
-	137,614	338,474	2,484
(130,963)	(269,640)	(7,625,542)	(302,933)
(215,870)	(469,038)	(8,189,052)	(163,882)
(167,977)	(22,252)	(193,599)	(34,033)
-	(627,352)	(627,352)	(62)
(837,406)	-	(837,406)	-
-	-	(253,014)	-
-	-	(362,855)	-
-	(26,618)	(126,101)	(3)
(845,941)	(699,105)	(1,773,243)	(178)
520,859	145,919	334,893	80,424
11	39,801	519,920	7,577
(96)	(96,654)	(123,585)	(9,423)
-	237	546,325	1,390
-	-	(541,143)	-
-	1,984	776,265	-
-	(83,485)	(134,419)	-
-	2,408	2,408	-
-	-	(1,064)	-
(85)	(135,709)	1,044,707	(456)
(35,491)	(75,701)	(1,345,718)	(61,541)
-	-	235,469	-
-	-	66,865	-
-	-	26,442	9,585
-	-	650,733	82
-	(128)	(763,206)	(1,277)
(1,251)	(2,523)	(158,013)	(4,571)
(36,742)	(78,352)	(1,287,428)	(57,722)
78,620	35,974	398,622	1,860
-	-	14,277,091	-
-	-	(14,467,655)	-
(24,818)	11,903	190,913	(465)
53,802	47,877	398,971	1,395
537,834	(20,265)	491,143	23,641
1,871,319	1,055,839	5,957,595	106,722
$ 2,409,153	$ 1,035,574	$ 6,448,738	$ 130,363

(Continued)

Statement Of Cash Flows, Continued
Proprietary Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	Business-Type Activities Enterprise Funds		
	Higher Education Institutions	Healthcare Affordability	Transportation Enterprise
Provided by Operating Activities			
Operating Income (Loss)	$ (1,115,778)	$ (9,079)	$ 206,348
Adjustments to Reconcile Operating Income (Loss) to Net Cash Provided by Operating Activities:			
Depreciation/Amortization	598,918	14,036	44,390
Investment/Rental Income and Other Revenue in Operating Income	-	-	-
Rents, Fines, Donations, and Grants and Contracts in NonOperating	20,602	-	28,795
(Gain)/Loss on Disposal of Capital and Other Assets	(253)	-	-
Compensated Absences Expense	10,590	(3)	(36)
Interest and Other Expense in Operating Income	(29,348)	-	(10,411)
Net Changes in Assets, Deferred Outflows, Liabilities, and Deferred Inflows Related to Ope ating Activities:			
(Increase) Decrease in Operating Receivables	(91,904)	(187,526)	(2,817)
(Increase) Decrease in Inventories	(3,302)	-	-
(Increase) Decrease in Other Operating Assets and Deferred Outflows	(1,658)	-	(141)
(Increase) Decrease Pension Deferred Outflow	122,759	(128)	353
(Increase) Decrease in OPEB Deferred Outflows	8,934	44	4
Increase (Decrease) in Accounts Payable	95,121	32,420	31,424
Increase (Decrease) in Pension Liability	(237,046)	161	(1,568)
Increase (Decrease) in OPEB Liability	212,329	(11)	(90)
Increase (Decrease) in Other Operating Liabilities and Deferred Inflows	(74,707)	35,966	41,738
Increase (Decrease) in Pension Deferred Inflows	(2,430)	(2,027)	816
Increase (Decrease) in OPEB Deferred Inflows	(67,341)	(68)	39
Net Cash Provided by Operating Activities	$ (554,514)	$ (116,215)	$ 338,844
Supplementary Information - Noncash Transactions:			
Capital Assets Funded by the Capital Projects Fund	32,564	-	-
Capital Assets Acquired by Grants or Donations and Payable Increases	116,756	-	55,141
Unrealized Gain/Loss on Investments and Interest Receivable Accruals	205,218	-	(302)
Loss on Disposal of Capital and Other Assets	(3,408)	-	-
Disposal of Capital Assets	1,530	-	-
Amortization of Debt Valuation Accounts and Interest Payable Accruals	16,085	-	-
Assumption of Lease Obligation or Mortgage	50,973	-	-
Financed Debt Issuance Costs	1,099	-	-
Bad Debt Expense	45,660	-	-
Fair Value Change in Derivative Instrument	(587)	-	-
State Support for PERA Pensions	19,633	-	-
Noncapital Gifts	20,547	-	-
Loss on Debt Defeasance	(1,653)	-	-
Additions to Investments held by Foundation	516	-	-
Federal Receivables (BABS & CARES)	(556)	-	-
Change in Pension/OPEB Deferred Inflows	959	-	-
Change in Pension/OPEB Deferred Outflows	3,575	-	-
Change in Pension/OPEB Liability	(9,588)	-	-
Depreciation	19,233	-	-
Proceeds from refunding bonds deposited with paying agent	374,666	-	-
Retainage	19,069	-	-
Issuance of Leases and SBITAs	-	-	-

The notes to the financial statements are an integral part of this statement.

Labor and Employment Insurance	Other Enterprises	Totals	Governmental Activities — Internal Service Funds
$ 142,897	$ 86,823	$ (688,789)	$ 4,300
3,517	29,126	689,987	64,942
-	(1,774)	(1,774)	(1,880)
34,656	64,503	148,556	334
-	-	(253)	-
4,371	(1,484)	13,438	3,268
(28,282)	31,094	(36,947)	5,034
(156,654)	233,264	(205,637)	107
-	351	(2,951)	1,255
-	(102)	(1,901)	(3,033)
(12,202)	19,250	130,032	5,872
(524)	561	9,019	(118)
(65,769)	(270,696)	(177,500)	1,775
15,427	(27,696)	(250,722)	(3,187)
228	(2,979)	209,477	(2,558)
583,701	(9,244)	577,454	4,769
(584)	(5,008)	(9,233)	(945)
77	(70)	(67,363)	489
$ 520,859	$ 145,919	$ 334,893	$ 80,424
-	-	32,564	-
-	-	171,897	-
-	-	204,916	-
-	-	(3,408)	-
-	473	2,003	-
-	-	16,085	-
-	-	50,973	-
-	-	1,099	-
-	-	45,660	-
-	-	(587)	-
-	-	19,633	-
-	4	20,551	-
-	-	(1,653)	-
-	-	516	-
-	-	(556)	-
-	-	959	-
-	-	3,575	-
-	-	(9,588)	-
-	-	19,233	-
-	-	374,666	-
-	-	19,069	-
-	-	-	2,140

Statement Of Fiduciary Net Position
Fiduciary Funds
June 30, 2025

(Dollars in Thousands)	Pension and Other Employee Benefit Trust	Private Purpose Trust	External Investment Pool	Custodial
Assets:				
Cash and Pooled Cash	$ 77,104	$ 360,583	$ 54,559	$ 547,819
Investments:				
Government Securities	5,232	3,637	-	-
Corporate Bonds	9,012	19,823	-	-
Municipal Bonds	735	-	-	-
Private Equities	7,112	-	-	-
Asset Backed Securities	1,342	-	-	-
Mortgages	9,811	7,299	-	-
Mutual Funds	129,064	11,915,363	-	-
Guaranteed Investment Contracts	-	148,028	-	-
Other Investments	27,388	1,466,619	-	-
Taxes Receivable, net	-	-	-	324,802
Other Receivables, net	52,976	25,919	-	1,674
Due From Other Funds	1,765	15,589	-	20,264
Prepaids, Advances and Deposits	2,617	-	-	31
Other Long-Term Assets	-	-	-	233,323
Total Assets	324,158	13,962,860	54,559	1,127,913
Liabilities:				
Tax Refunds Payable	-	-	-	3,211
Accounts Payable and Accrued Liabilities	35,701	21,367	-	1,166
Due To Other Governments	-	-	-	324
Due To Other Funds	-	621	-	1,408
Unearned Revenue	-	37,729	-	388
Claims and Judgments Payable	33,314	-	-	-
Other Current Liabilities	44,281	-	-	5,831
Accrued Compensated Absences	83	-	-	-
Other Long-Term Liabilities	-	15,850	-	629
Total Liabilities	113,379	75,567	-	12,957
Net Position:				
Restricted For:				
OPEB	193,005	-	-	-
Pensions	17,774	-	-	-
Individuals, Organizations, and Other Entities	-	13,887,293	54,559	1,114,956
Total Net Position	$ 210,779	$ 13,887,293	$ 54,559	$ 1,114,956

The notes to the financial statements are an integral part of this statement.

Statement Of Changes In Fiduciary Net Position
Fiduciary Funds
For the Year Ended June 30, 2025

(Dollars in Thousands)	Pension and Other Employee Benefit Trust	Private Purpose Trust	External Investment Pool	Custodial
Additions:				
Member Contributions	$ 95,531	$ -	$ -	$ -
Employer Contributions	588,933	-	-	-
Investment Income/(Loss)	20,657	1,346,982	(758)	7,625
Gifts and Bequests	-	809	-	2
Unclaimed Property Receipts	-	59,520	-	-
Permanent and Trust Additions	-	1,397,102	-	-
Court Awards and Restitution Receipts	-	-	-	143,495
Collections of Investment Funds	-	-	27,061	-
Collections of Sales Tax for Other Governments	-	-	-	3,432,127
Other Additions	472,589	1,111	-	88,046
Transfers-In	1,407	1,611	-	-
Total Additions	1,179,117	2,807,135	26,303	3,671,295
Deductions:				
Distributions to Participants	6,142	1,464,615	-	-
Distributions of Investment Funds	-	-	8,636	-
Health Insurance Premiums Paid	481,201	-	-	-
Health Insurance Claims Paid	168,306	-	-	-
Other Benefits Plan Expense	36,431	-	-	-
Payments of Sales Tax to Other Governments	-	-	-	3,221,482
Distributions - Intergovernmental Entities	-	932	-	-
Administrative Expense	30,925	312	-	8,670
Other Deductions	482,903	52,325	-	278,920
Transfers-Out	423	56	-	691
Total Deductions	1,206,331	1,518,240	8,636	3,509,763
Change in Net Position	(27,214)	1,288,895	17,667	161,532
Net Position - Fiscal Year Beginning	237,993	12,598,398	36,892	953,424
Net Position - Fiscal Year Ending	$ 210,779	$ 13,887,293	$ 54,559	$ 1,114,956

The notes to the financial statements are an integral part of this statement.

Statement Of Net Position
Component Units
June 30, 2025

(Dollars in Thousands)	Colorado Water Resources and Power Development Authority	University of Colorado Foundation	Other Component Units	Total
Assets:				
Current Assets:				
Cash and Pooled Cash	$ 248,323	$ 159,102	$ 59,485	$ 466,910
Restricted Cash and Pooled Cash	127,275	-	10,108	137,383
Contributions Receivable, net	-	53,494	-	53,494
Other Receivables, net	92,661	-	15,860	108,521
Due From Other Governments	16,505	-	-	16,505
Prepaids, Advances and Deposits	-	-	860	860
Other Current Assets	46	440	8,278	8,764
Total Current Assets	484,810	213,036	94,591	792,437
Noncurrent Assets:				
Restricted Cash and Pooled Cash	78,524	-	-	78,524
Restricted Investments	8,637	-	-	8,637
Restricted Receivables	913	-	-	913
Investments	-	3,243,130	-	3,243,130
Contributions Receivable, net	-	88,872	-	88,872
Other Long-Term Assets	1,099,740	-	105,792	1,205,532
Depreciable/Amortizable Capital Assets, net	953	4,662	152,206	157,821
Land and Nondepreciable Capital Assets	-	-	21,992	21,992
Total Noncurrent Assets	1,188,767	3,336,664	279,990	4,805,421
Total Assets	1,673,577	3,549,700	374,581	5,597,858
Deferred Outflow of Resources:	1,501	-	379	1,880
Liabilities:				
Current Liabilities:				
Accounts Payable and Accrued Liabilities	15,113	8,434	9,603	33,150
Due To Other Governments	10,919	-	-	10,919
Unearned Revenue	-	-	10,070	10,070
Notes, Bonds, and COPs Payable	28,825	-	-	28,825
Other Current Liabilities	213,818	20,402	50	234,270
Total Current Liabilities	268,675	28,836	19,723	317,234
Noncurrent Liabilities:				
Deposits Held In Custody For Others	-	637,018	-	637,018
Notes, Bonds, and COPs Payable	276,345	-	-	276,345
Net Pension Liability	3,565	-	962	4,527
Other Postemployment Benefits	89	-	57	146
Other Long-Term Liabilities	90,142	14,941	790	105,873
Total Noncurrent Liabilities	370,141	651,959	1,809	1,023,909
Total Liabilities	638,816	680,795	21,532	1,341,143
Deferred Inflow of Resources:	365	-	113,327	113,692
Net Position:				
Net investment in Capital Assets:	(240)	4,662	172,554	176,976
Restricted For:				
Permanent Funds and Endowments				
Expendable	-	1,774,760	-	1,774,760
Nonexpendable	-	1,011,697	-	1,011,697
Other Purposes	990,703	-	47,757	1,038,460
Unrestricted	45,434	77,786	19,790	143,010
Total Net Position	$ 1,035,897	$ 2,868,905	$ 240,101	$ 4,144,903

The notes to the financial statements are an integral part of this statement.

Statement Of Activities
Component Units
For The Year Ended June 30, 2025

(Dollars in Thousands)	Colorado Water Resources and Power Development Authority	University of Colorado Foundation	Other Component Units	Total
Expenses	$ 77,288	$ 283,008	$ 70,437	$ 430,733
Program Revenues:				
Charges for Services	26,593	7,103	96,197	129,893
Operating Grants and Contributions	10,887	514,794	-	525,681
Capital Grants and Contributions	99,528	-	3,315	102,843
Total Program Revenues:	137,008	521,897	99,512	758,417
Net (Expense) Revenue	59,720	238,889	29,075	327,684
General Revenues:				
Unrestricted Investment Earnings (Losses)	16,517	38,777	2,155	57,449
Total General Revenues	16,517	38,777	2,155	57,449
Change in Net Position	76,237	277,666	31,230	385,133
Net Position - Fiscal Year Beginning	959,660	2,591,239	208,871	3,759,770
Net Position - Fiscal Year Ending	$ 1,035,897	$ 2,868,905	$ 240,101	$ 4,144,903

The notes to the financial statements are an integral part of this statement.

Note 1 – Summary of Significant Accounting Policies

The accompanying basic financial statements of the State of Colorado have been prepared in conformance with generally accepted accounting principles (GAAP) for governments as prescribed by the Governmental Accounting Standards Board (GASB), which is the primary standard setting body for establishing governmental accounting and financial reporting principles. A summary of the State of Colorado's significant accounting policies applied in the preparation of these financial statements follows.

A. New Accounting Standards

The following accounting standards were implemented in Fiscal Year 2025:

GASB Statement No. 101 – Compensated Absences. The primary objective of this Statement is to better meet the information needs of financial statement users by updating the recognition and measurement guidance for compensated absences. That objective is achieved by aligning the recognition and measurement guidance under a unified model and by amending certain previously required disclosures. This Statement requires that liabilities for compensated absences be recognized for (1) leave that has not been used and (2) leave that has been used but not yet paid in cash or settled through noncash means. A liability should be recognized for leave that has not been used if (a) the leave is attributable to services already rendered, (b) the leave accumulates, and (c) the leave is more likely than not to be used for time off or otherwise paid in cash or settled through noncash means.

GASB Statement No. 102 – Certain Risk Disclosures. The objective of this Statement is to provide users of government financial statements with essential information about risks related to a government's vulnerabilities due to certain concentrations or constraints. This Statement defines a concentration as a lack of diversity related to an aspect of a significant inflow of resources or outflow of resources. A constraint is a limitation imposed on a government by an external party or by formal action of the government's highest level of decision-making authority. Concentrations and constraints may limit a government's ability to acquire resources or control spending.

B. Financial Reporting Entity

For financial reporting purposes, the State of Colorado's primary government includes all funds of the State, its three branches of government, departments, and agencies that make up the State's legal entity. The State's reporting entity also includes those component units that are legally separate entities, for which the State's elected officials are financially accountable.

Financial accountability is defined in GASB Statement No. 14 – The Financial Reporting Entity, as amended by GASB Statement No. 61 - The Financial Reporting Entity: Omnibus—an amendment of GASB Statements No. 14 and No. 34. The State is financially accountable for those entities for which the State appoints a voting majority of the governing board and either is able to impose its will upon the entity or there exists a financial benefit or burden relationship with the State.

For those entities that the State does not appoint a voting majority of the governing board, GASB Statement No. 14 includes them in the reporting entity if they are fiscally dependent and there exists a financial benefit or burden relationship with the State. Entities that do not meet the specific criteria for inclusion may still be included if it would be misleading to exclude them. Under GASB Statement No. 39, Determining Whether Certain Organizations Are Component Units—an amendment of GASB Statement No. 14, individually significant legally separate tax-exempt organizations are included as component units if their resources are for the direct benefit of the State and the State can access those resources.

Blended Component Units:

Some legally separate component units are so intertwined with the State that they are reported as part of the State's fund and government-wide financial statements and are considered blended component units.

The University Physicians Inc., d/b/a CU Medicine, is a Colorado non-profit corporation under Section 501(c)(3) of the Internal Revenue Code, organized to perform the billing, collection, and disbursement of functions for professional services rendered for CU Anschutz as authorized in Section 23-20-114, C.R.S. The State appoints a majority of CU Medicine's governing body, and is able to impose its will. Additionally, CU Medicine exclusively benefits the State by providing the services described above.

The entities noted below are blended component units of state universities and, as such, are included with the balances for state universities in this report. This report does not include any disclosures specific to these entities, as they do not meet the state's threshold for disclosure.

- 18th Avenue, LLC
- Altitude West, LLC
- Colorado School of Mines Building Corporation
- Mines Applied Technology Transfer, Inc.
- University License Equity Holdings, Inc.

Discretely Presented Component Units:

The Colorado Water Resources and Power Development Authority's purpose is to initiate, acquire, construct, maintain, repair, and operate, or cause to be operated, projects for the protection, preservation, conservation, upgrading, development, and utilization of the water resources of the State. The Governor appoints the Board of Directors, subject to approval by the Senate. In addition, water projects are subject to General Assembly authorization giving the state the ability to impose its will.

The University of Colorado Foundation was incorporated in 1967 and is authorized by the Board of Regents of the University of Colorado to receive, hold, invest, and transfer funds for the benefit of the University of Colorado. The Foundation is a not-for-profit corporation as described in Section 501(c)(3) of the Internal Revenue Service Code and is exempt from income tax on related income. Management believes it would be misleading to exclude this entity.

The Denver Metropolitan Major League Baseball Stadium District currently includes all or part of the seven counties in the Denver metro area. The district was created for the purpose of acquiring, constructing, and operating a major league baseball stadium. To accomplish this purpose, the General Assembly authorized the district to levy a sales tax of one-tenth of one percent throughout the district for a period not to exceed 20 years. However, the district discontinued the sales tax levy on January 1, 2001, upon the final defeasance of all its outstanding debt. Board members are appointed by the Governor, with consent of the Senate. The Board members serve at the pleasure of the Governor which gives the State the ability to impose its will.

The Statewide Internet Portal Authority (SIPA) was created by Colorado Statute in 2004 to develop the officially recognized statewide internet portal (Colorado.gov) in order to connect citizens with state and local government in Colorado. SIPA provides governments with the efficient technology solutions they need to enable their citizens to obtain information and conduct business electronically. SIPA is governed by a Board of Directors that are all appointed by the State or member by ex-officio due to position in the State which gives the State the ability to impose its will.

The State's financial statements do not include amounts relating to several component units that would be discretely presented. Based upon the State's determination, the following component units do not meet the minimum threshold required to be included in the State's financial statements:

- Colorado Channel Authority
- Colorado Electric Transmission Authority
- Colorado Energy Research Authority
- Colorado Horse Development Authority
- Colorado Mesa University Real Estate Foundation
- Colorado Pet Overpopulation Authority
- Higher Education Competitive Research Authority

Fiduciary Component Units:

Under GASB Statement No. 84 - Fiduciary Activities, component units that are engaged in fiduciary activities are presented in the fiduciary fund financial statements.

The University of Colorado Health and Welfare Trust is a fiduciary component unit of the State and is intended to be a voluntary employees' beneficiary association under Section 501(c)(9) of the Internal Revenue Code of 1986, as amended. It was established to administer and manage certain health and welfare benefits for participating employees and retirees of member employers. Member employers of the Trust are the University of Colorado and University Physicians Inc., d/b/a CU Medicine. The Trust's Board is controlled by the University of Colorado which gives the State the ability to impose its will.

The State Board for Community Colleges and Occupational Education (SBCCOE) Employee Benefit Trust Fund was created as a not-for-profit 501(c)(9) entity in 1983 and is a fiduciary component unit of the State. It was established to provide benefits to SBCCOE employees that may include life, accidental death and dismemberment, short-term and/or long-term disability, basic or major medical, dental, other sick or accident benefits, or other benefits, as determined by the Benefit Trust Committee. The SBCCOE appoints the Trust's Board members, manages the benefit plans, and is administratively intertwined with the Trust, which gives the State the ability to impose its will.

Contact:

Detailed financial information on all component units may be obtained from the following address:

State of Colorado
Office of the State Controller
Financial Reporting & Analysis
1525 Sherman Street, 5th Floor
Denver, CO 80203
303-866-6200

C. Basis of Presentation – Government-wide Financial Statements

The government-wide financial statements focus on the government as a whole. The *Statement of Net Position* and the *Statement of Activities* are presented using the economic resources measurement focus and the full accrual basis of accounting. Under this presentation, all revenues, expenses, and all current and long-term assets, deferred outflows and liabilities, and deferred inflows of the government are reported including capital assets, depreciation, and long-term debt.

The government-wide statements report all non-fiduciary activities of the primary government and its component units. Fiduciary activities of the primary government and its component units are excluded from the government-wide statements because those resources are not available to fund the programs of the government. The primary government is further subdivided between governmental activities and business-type activities. Governmental activities generally are financed through taxes, intergovernmental revenues, and other nonexchange transactions. Business-type activities include proprietary funds financed in whole or in part by fees charged to external parties for goods or services.

The *Statement of Net Position* presents the financial position of the government. The net position section of the statement focuses on whether assets and deferred outflows, net of related liabilities and deferred inflows, have been restricted as to the purpose for which they may be used. When an external party or the State Constitution places a restriction on the use of certain assets, those assets, net of related liabilities, are reported in the Net Position line items shown as Restricted. The nature of an asset may also result in a restriction on asset use. The line item Net Investment in Capital Assets, comprises capital assets (net of depreciation) reduced by the outstanding balance of leases, bonds, mortgages, notes, Certificates of Participation, or other borrowings that were used to finance the acquisition, construction, or improvement of the capital asset. The State does not report restrictions of net position related to enabling legislation because a settled court case determined that crediting money to a special fund does not mean that the General Assembly is prohibited from appropriating the money for another purpose. Internal Service Fund assets and liabilities are reported in the government-wide *Statement of Net Position* as part of the governmental activities.

The *Statement of Activities* shows the change in financial position for the year. It focuses on the net program cost of individual functions and business-type activities in State government. It does this by presenting direct and allocated indirect costs reduced by program revenues of the function or business-type activities. Direct costs are those that can be specifically identified with a program. The State allocates indirect costs based on the Statewide Appropriations/

Cash Fees Plan. Program revenues comprise fines and forfeitures, charges for goods and services, and capital and operating grants.

Taxes, with the exception of unemployment insurance premiums supporting a business-type activity, are presented as general-purpose revenues. General-purpose revenues are presented at the bottom of the statement and do not affect the calculation of net program cost.

Interfund transactions, such as federal and state grants moving between State agencies, have been eliminated from the government-wide statements to the extent that they occur within either the governmental or business-type activities, except as follows: in order not to misstate the sales revenue and purchasing expenses of individual functions or business-type activities, the effects of interfund services provided and used have not been eliminated. Balances between governmental and business-type activities are presented as internal balances and are eliminated in the total column. Internal Service Fund activity has been eliminated by allocating the net revenue/expense of the Internal Service Fund to the function originally charged for the internal sale.

Some of the State's component units have fiscal year-ends that differ from the State's fiscal year-end. As a result, amounts receivable and payable between the primary government and component units may not be equal. Amounts shown as receivable and payable between the primary government and the component units are primarily with the University of Colorado Foundation, which has a matching fiscal year-end, but also includes amounts related to component units not deemed material for discrete reporting.

Interfund balances between the primary government's fiduciary activities and the primary government are presented on the government-wide statements as external receivables and payables.

D. Basis of Presentation – Fund Financial Statements

The fund-level statements provide additional detail about the primary government and its component units. The information is presented in four types – governmental funds, proprietary funds, fiduciary funds, and component units. With the exception of the fiduciary fund type, each type is presented with a major fund focus.

The State's major funds report the following activities:

Governmental Fund Type (Major):

General Fund

Transactions that are not related to specific revenue streams for dedicated purposes for services traditionally provided by state government are accounted for in the General Fund. The General Fund contains the Emergency Reserve Fund as well as Special Purpose Funds, which include the State Public School, Risk Management, and Other Special Purpose Funds. Resources obtained from federal grants that support general governmental activities are accounted for in the General Fund consistent with applicable legal requirements. As a result of co-mingled current and cumulative general-purpose and special-purpose revenue in the General Fund, combining schedules detailing the components of the General Fund are included as supplementary information. The schedules segregate activities funded with general-purpose revenue in order to demonstrate compliance with the legal definition of the General Fund, which is referred to as the General Purpose Revenue Fund.

Federal Special Revenue Fund

This fund primarily reports federal funding that is event-related rather than associated with on-going federally-supported programs. Currently, it primarily includes the Coronavirus Aid, Relief, and Economic Security Act (CARES Act), Coronavirus Emergency Supplemental Funding (CESF), American Rescue Plan Act (ARPA), and Federal Emergency Management Agency (FEMA) programs. The CARES Act, CESF, and ARPA are federal programs intended to provide economic relief during the COVID-19 pandemic in the United States. The State and Local Fiscal Recovery Funds (SLFRF), which is part of the ARPA program, currently has an obligation deadline of December 31, 2024 and expenditure deadline of December 31, 2026. The FEMA public assistance grant funding is a reimbursement program that is available to state, tribal, territorial, local governments and certain types of private non-profit organizations with an allocation of 75 percent federal share.

Highway Users Tax Fund

Expenditures of this fund are for the construction and maintenance of public highways, the operations of the State Patrol, and the motor vehicle related operations of the Department of Revenue. Revenues are from excise taxes on motor fuels, driver, and vehicle registration fees, and other related taxes. In prior years, this fund has issued revenue bonds to finance construction and maintenance of highway infrastructure.

Proprietary Fund Type (Major):

Higher Education Institutions

This fund reports the activities of all state institutions of higher education. Fees for educational services, tuition payments, and research grants are the primary sources of funding for this activity. Higher Education Institutions have significant capital debt secured solely by pledged revenues.

Healthcare Affordability

The Colorado Healthcare Affordability and Sustainability Enterprise Act of 2017, created the Colorado Healthcare Affordability and Sustainability Enterprise (CHASE) as a government-owned business within the Department of Health Care Policy and Financing to collect a healthcare affordability and sustainability fee from hospitals to provide business services to Colorado hospitals. This fee, not to exceed six percent of net patient revenues, is assessed on hospital providers.

Transportation Enterprise

This fund consists of the Bridge Enterprise and the High Performance Transportation Enterprise in the Department of Transportation. The bridge and highway construction activity is financed through bond issuances and user fees.

Labor and Employment Insurance

This fund accounts for the collection of unemployment insurance premiums from employers, related federal support, the payment of unemployed benefits to eligible claimants, and revenue bonds issued through a related party, the Colorado Housing and Finance Authority. Additionally, this fund also accounts for the paid Family and Medical Leave Insurance (FAMLI) program, which ensures Colorado workers have access to paid leave in order to take care of themselves or their family during life circumstances that pull them away from their jobs.

Internal Service Funds

The State uses internal service funds to account for the sale of goods and services, primarily to internal customers, on a cost reimbursement basis. The major fund concept does not apply to internal service funds. The State's Internal Service Funds reported in supplementary information include Central Services, Statewide Financial Information Technology, Information Technology, Capitol Complex, Highways, Public Safety, Administrative Courts, Legal Services, and Other Enterprise Services. In the fund financial statements, these activities are aggregated into a single column. In the government-wide statements, the Internal Service Funds are included in the governmental activities on the *Statement of Net Position,* and they are included in the *Statement of Activities* through an allocation of their net revenue/expense back to the programs originally charged for the goods or services.

Fiduciary Fund Type:

Fiduciary Funds are used to report assets held in a trustee or custodial capacity for others. Therefore, the resources reported in Fiduciary Funds cannot be used to support the government's own programs and are excluded in the government-wide financial statements. The types of Fiduciary Funds maintained by the State consist of the following:

Pension and Other Employee Benefit Trust Funds

Pension and other employee benefit trust funds are used to account for the activities of the retirement system, which accumulates resources for pension benefit payments to qualified public employees. In the basic financial statements, the State reports in a single column the activities related to resources being held in trust for (1) members and beneficiaries of the Group Benefits Plan, which provides health, life, dental, and short-term disability benefits to state employees, and (2) the Colorado State University Other Post-Employment Benefit Trust Funds.

Private Purpose Trust Funds

Private purpose trust funds are used to report the resources held in trust for the benefit of other governments, private organizations, or individuals. A single column in the basic financial statements aggregates the Treasurer's Private Purpose Trusts, the College Savings Plan operated by CollegeInvest, and several smaller funds shown in the aggregate as Other.

Custodial Funds

Custodial funds are used to report resources held in a purely custodial capacity for other individuals, private organizations, or other governments. Custodial funds primarily include local sales tax collections, trustee investments related to State capital projects, external investments from the Venture Capital Authority (VCA), and investments of the Colorado Water Resource and Power Development Authority. Typically the time between receipt and disbursement of these resources is short and investment earnings are inconsequential.

Presentation of Internal Balances:

Intrafund transactions are those transactions that occur completely within a column in the financial statements, while interfund transactions involve more than one column. This definition applies at the level of combining financial statements in the Supplementary Information section of the Annual Comprehensive Financial Report. Substantially all intrafund transactions and balances of the primary government have been eliminated from the fund-level financial statements. Interfund sales and federal grant pass-throughs are not eliminated, but are shown as revenues and expenditures/expenses of the various funds. Substantially all other interfund transactions are classified as transfers-in or transfers-out after the revenues and expenses are reported on each of the Statements of Changes in Net Position, or the Statement of Revenues, Expenditures and Changes in Fund Balances.

Functional Presentation of Expenditures:

In the governmental fund types, expenditures are presented on a functional basis, rather than an individual program basis, because of the large number of programs operated by the State. The State's eight functional classifications and the State agencies or departments comprising each are:

General Government

Legislative Branch, Department of Personnel & Administration, most of the Department of Military and Veterans Affairs, part of the Governor's Office, part of the Department of Revenue, and Department of Treasury.

Business, Community, and Consumer Affairs

Department of Agriculture, part of the Governor's Office, Department of Labor and Employment, Department of Local Affairs, most of the Department of Regulatory Agencies, Gaming Division of the Department of Revenue, and Department of State.

Education

Department of Education, and the portion of the Department of Higher Education not reported as a business-type activity.

Health and Rehabilitation

Department of Public Health and Environment, and part of the Department of Human Services.

Justice

Department of Corrections, Division of Youth Corrections in the Department of Human Services, Judicial Branch, Department of Law, Department of Public Safety, and the Civil Rights Division of the Department of Regulatory Agencies.

Natural Resources

Department of Natural Resources.

Social Assistance

Department of Human Services, Department of Military and Veterans' Affairs, and the Department of Health Care Policy and Financing.

Transportation

Department of Transportation.

E. Basis of Accounting

The basis of accounting applied to a fund depends on both the type of fund and the financial statement on which the fund is presented.

Government-wide Financial Statements:

All transactions and balances on the government-wide financial statements are reported on the full accrual basis of accounting. Under full accrual, revenues, expenses, gains, losses, assets, deferred outflows, liabilities, and deferred inflows resulting from exchange transactions are recognized when the exchange takes place and the earnings process is complete. Similar recognition occurs for nonexchange transactions, depending on the type of transaction as follows:

- Derived tax revenues are recognized when the underlying exchange transaction occurs.
- Imposed nonexchange revenues are recognized when the State has an enforceable legal claim.
- Government mandated and voluntary nonexchange revenues are recognized when all eligibility requirements are met – assets are recognized if received before eligibility requirements are met.

Fund-level Financial Statements:

Governmental Funds

Governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Under the modified accrual basis of accounting, revenues are recognized when they are measurable and available. The State defines revenues as available if they are expected to be collected within one year. Historical data, adjusted for economic trends, are used to estimate the following revenue accruals:

- Sales, use, liquor, and cigarette taxes are accrued based on filings received and an estimate of filings due at June 30.
- Income taxes, net of refunds, to be collected from individuals, corporations, and trusts are accrued based on current income earned by taxpayers before June 30. Quarterly filings, withholding statements, and other historical and economic data are used to estimate taxpayers' current income. The related revenue is accrued net of an allowance for uncollectible taxes.

Revenues earned under the terms of reimbursement agreements with other governments or private sources are recorded at the time the related expenditures are made if other eligibility requirements have been met.

Expenditures are recognized in governmental funds when:

- The related liability is incurred and is due and payable in full (examples include professional services, supplies, utilities, and travel).
- The matured portion of general long-term indebtedness is due and payable (or resources have been designated in the Debt Service Fund and the debt service is payable within thirty days of fiscal year-end).
- The liability has matured and is normally expected to be liquidated with expendable available financial resources.

Under these recognition criteria, compensated absences, claims and judgments, and termination benefits are reported as fund liabilities only in the period that they become due and payable. Expenditures/liabilities not recognized in the fund-level statements are reported as expenses/liabilities on the government-wide statements.

Proprietary and Fiduciary Funds

All transactions and balances of the proprietary and fiduciary fund types are reported on the full accrual basis of accounting as described above for the government-wide statements.

F. Accounting Policies Affecting Specific Assets, Liabilities, and Net Position

Cash and Pooled Cash

For purposes of reporting cash flows, cash and pooled cash is defined as cash-on-hand, demand deposits, certificates of deposit with financial institutions, pooled cash with the State Treasurer, and warrants payable.

Receivables

Accounts receivable in the governmental and business-type activities consist mainly of amounts due from the Federal Government, customers, and others. Receivables from the Federal Government are reasonably assured; accordingly, no allowance for uncollectible accounts has been established. Accrued taxes include receivables for taxpayer-assessed taxes where the underlying exchange has occurred in the period ending June 30 or prior, net of applicable estimated refunds and allowances.

Inventories and Prepaids

Inventories of the various State agencies are primarily comprised of finished goods inventories held for resale and consumable items such as office and institutional supplies, fuel, and maintenance items. Therefore, the consumption method of accounting is used for inventories and prepaid items totaling $100,000 or more. State agencies, however, may record inventories under $100,000 at their discretion. Inventories of the governmental funds are stated at cost, while inventories of the proprietary funds are stated at the lower of cost or fair value. The State uses various valuation methods (FIFO, average cost, etc.) as selected by individual State agencies. The method used in each agency is consistent from year to year. Consumable inventories that are deemed material are expended at the time they are consumed. Immaterial consumable inventories are expended at the time of purchase while inventories held for resale are expensed at the time of sale. Payments made to vendors for services representing costs applicable to future accounting periods are recorded as prepaid items in both the government-wide and fund financial statements.

Investments

Investments, including those held by the State Treasurer and reported as pooled cash, include both short and long-term investments. They are stated at fair value, except for certain investments which are measured at their Net Asset Value (see Note 4). Investments that do not have an established market are reported at their estimated fair value. The State Treasurer records investment interest in individual funds based on book yield as adjusted for amortization of investment premiums and discounts.

Capital Assets

Depreciable capital assets are reported at historical cost, net of accumulated depreciation, on the government-wide *Statement of Net Position*. Donated capital assets are carried at their estimated acquisition value at the date of donation. Donated capital assets acquired prior to July 1, 2015 are stated at fair value as of the date of donation. Land, certain land improvements, construction in progress, and certain works of art or historical treasures are reported as nondepreciable assets.

The following table lists the range of capitalization thresholds established by the State, as well as lower thresholds adopted by some State agencies. State agencies are allowed to capitalize assets below established thresholds. The University of Colorado adopted a $75,000 threshold for land and leasehold improvements, buildings, intangibles, and infrastructure. All land and library materials/collections are capitalized regardless of cost.

Asset Class	Lower Threshold	Established State Thresholds
Land Improvements	$ 5,000	$ 50,000
Buildings	10,000	50,000
Leasehold Improvements	5,000	50,000
Intangible Assets	5,000	50,000
Vehicles and Equipment	5,000	10,000
Software (purchased)	NA	10,000
Software (internally developed)	NA	50,000
Works of Art/Historical Treasure	NA	10,000
Other	5,000	NA
Infrastructure	10,000	500,000

All depreciable capital assets are depreciated using the straight-line method. State agencies are required to use actual experience in setting useful lives for depreciating capital assets. The following table lists the range of lives that State agencies normally use in depreciating capital assets. Certain historical and Department of Transportation buildings are depreciated over longer lives, but they are excluded from the following table. Useful life for intangible assets, excluding software, vary based upon the nature of the asset.

Asset Class	Estimated Useful Life
Land Improvements	5 to 100 years
Buildings	3 to 100 years
Leasehold Improvements	1 to 50 years
Vehicles and Equipment	1 to 50 years
Software	1 to 15 years
Library Books & Collections	3 to 30 years
Other Capital Assets	3 to 30 years
Infrastructure	10 to 75 years

Roads and bridges, except for right-of-way and fiber optic infrastructure, owned by the Department of Transportation and other infrastructure primarily owned by the Department of Natural Resources, are capitalized and depreciated. The Department of Transportation depreciates roadways over 40 years, and bridges over 75 years.

Unearned Revenue and Deferred Inflows

Under reimbursement agreements, receipts from the federal government and other program sponsors are not earned until the related expenditures occur. These receipts are recorded as unearned revenue, except for amounts recorded as deferred inflows when the only eligibility requirement not met is the time requirement.

On the fund-level governmental financial statements, revenues related to taxes receivable that the State does not expect to collect until after the following fiscal year, are not earned and are reported as deferred inflows. However, taxes receivable are recognized as revenue on the government-wide financial statements.

Accrued Compensated Absences Liability

All employees in classified permanent positions within the State Personnel System accrue sick leave at the rate of 6.66 hours per month with an accrual limit of 360 hours. Employees that exceed the limit at June 30 are required to convert five hours of unused sick leave to one hour of annual leave. Employees or their survivors are paid for one-fourth of their unused sick leave upon retirement or death.

Annual leave is earned at increasing rates based on employment longevity. No classified employee is allowed to accumulate more than 42 days of annual leave at the end of a fiscal year. Employees are paid 100 percent of their annual leave balance upon leaving State service.

Compensated absence liabilities related to the governmental funds are recognized as liabilities of the fund only to the extent that they are due and payable at June 30. For all other fund types, both current and long-term portions are recorded as individual fund liabilities. On the government-wide *Statement of Net Position,* all compensated absence liabilities are reported.

Insurance

The State has an agreement with Broadspire to act as the third party administrator for the State's self-insured workers' compensation claims. The State reimburses Broadspire for the current cost of claims paid and related administrative expenses. Actuarially determined liabilities are accrued for claims to be paid in future years.

The State insures its property through a combination of self-insurance and commercial insurance carriers and is self-insured against liability risks for both its officials and employees (see Note 9). It is self-funded for employee healthcare plans, however, in the healthcare instance, the risk resides with the employees, because the State contribution to the plan is subject to appropriation each year, and employees are required to cover the balance of any premiums due. The State pays the actual costs of unemployment benefits paid to separated employees, rather than unemployment insurance premiums.

Net Position

In the government-wide and proprietary fund financial statements, net position is the difference between assets, liabilities, deferred inflows, and deferred outflows. Net investment in capital assets, represents capital assets; less accumulated depreciation; and less any outstanding borrowings related to the acquisition, construction, or improvement of those assets. Certain net positions are restricted for highway maintenance, education, unemployment insurance, debt service, donor restrictions, and various other funds that were established at the direction of the federal government, the courts, the State Constitution, or other external parties.

Fund Balances

Nonspendable – Nonspendable fund balances are amounts that cannot be spent because they are either not in a spendable form or are legally or contractually required to be maintained. This fund balance category consists of inventories; prepaid expenditures such as advances to counties for social assistance programs, local entities for species conservation, and to Colorado cities and special districts from emergency management funds; permanent funds related to state lands, and the corpus of other permanent funds.

Restricted – This classification is the portion of fund balance that is restricted by the State Constitution or external parties, and therefore, the related fund balance can only be expended as directed by the State Constitution or the external party.

Committed – This fund balance classification consists of amounts constrained by the General Assembly, the State's highest level of decision-making authority. Changes to constraints require legislative action by the General Assembly. The classification applies to the majority of governmental funds, excluding the General Purpose Revenue Fund.

In the General Purpose Revenue Fund, the Committed category represents the requirement in Colorado Revised Statutes 24-75-201.1(1)(d). See Note 15 for additional detail.

Committed balances also include earned augmenting revenue, such as insurance proceeds, that State agencies are not required to revert into the General Purpose Revenue Funds' fund balance.

In the Capital Projects Fund, the Committed classification represents the fund balance of the Corrections Expansion Reserve and the balance of certain other projects that are allowed to maintain a fund balance. These projects are not required to revert excess cash revenue to the Capital Projects Fund.

Assigned – This classification represents the portion of the General Purpose Revenue Fund fund balance related to certain Fiscal Year 2023-24 appropriations that the State Controller approved in accordance with Fiscal Rule 7-3 for use in the subsequent fiscal year.

Unassigned – This is the residual classification for the General Fund, and is not shown in other governmental funds, unless the fund balance is a deficit.

When an expenditure incurred could be funded from either restricted or unrestricted sources, unrestricted dollars are spent first, and within unrestricted sources funding is allocated first from unassigned, then assigned, and then committed resources. However, in certain circumstances restricted and/or committed resources are spent without regard to other available funding sources including transfers to pay indirect costs, to fund programs operating in the General Purpose Revenue Fund, to support health-related programs funded by tobacco tax, to support programs partially funded by Highway Users' Tax funds, and other situations that are not individually significant.

G. Accounting Policies Affecting Revenues, Expenditures/ Expenses

Program Revenues

The government-wide *Statement of Activities* presents two broad types of revenues – program revenues and general revenues. All taxes, with the exception of unemployment insurance premiums used to support a business-type activity, are reported as general revenues. Unrestricted investment earnings and the court ordered awards of the Tobacco Litigation Settlement Fund, a nonmajor Other Special Revenue Fund, are also reported as general revenues. Except for transfers, permanent fund additions, and special items, all other revenues are reported as program revenues. In general, program revenues include:

- Fees for services, tuition, licenses, certifications, and inspections
- Fines and forfeitures
- Sales of products
- Rents and royalties
- Donations and contributions
- Intergovernmental revenues (including capital and operating grants)

Indirect Cost Allocation

The State allocates indirect costs on the government-wide *Statement of Activities*. In general, the allocation reduces costs shown in the general government functions and increases costs in the other functions and business-type activities. The allocation is based on the Statewide Appropriations/Cash Fees Plan.

The Plan uses allocation statistics from Fiscal Year 2022 and costs from the Fiscal Year 2024 appropriations bills that were incorporated in State agency budgets for Fiscal Year 2025.

The allocation of costs between the governmental activities and business-type activities would normally result in an adjustment of internal balances on the government-wide *Statement of Net Position*. However, since the amount allocated from the governmental activities to the business-type activities is small, an offsetting adjustment is made to the (Transfers-Out)/Transfers-In line item at the bottom of the *Statement of Activities*.

Operating Revenues And Expenses

The State reports four major enterprise funds, multiple nonmajor enterprise funds, and multiple internal service funds. Because these funds engage in a wide variety of activities, the State's definition of operating revenues and expenses is highly generalized. For these funds, operating revenues and expenses are defined as transactions that result from the core business activity of the proprietary fund.

In general, this definition provides consistency between operating income on the *Statement of Revenues, Expenses, and Changes in Net Position* and cash from operations on the *Statement of Cash Flows*. However, certain exceptions occur including:

- Interest earnings and expenses of proprietary funds, for which the core business activity is lending, are reported as operating revenues and expenses on the *Statement of Revenues, Expenses, and Changes in Net Position* but are reported as investing activities on the *Statement of Cash Flows*.
- Some rents, fines, donations, and certain grants and contracts are reported as nonoperating revenues on the *Statement of Revenues, Expenses, and Changes in Net Position*, but are reported as cash from operations on the *Statement of Cash Flows*.

The State's institutions of higher education have defined operating revenues and expenses as generally resulting from providing goods and services for instruction, research, public service, or related support services to an individual or entity separate from the institution.

Note 2 – Stewardship, Accountability, and Legal Compliance

A. Overexpenditures

Depending on the accounting fund type involved, expenditures/expenses are determined using the modified accrual or accrual basis of accounting even if the accrual will result in an overexpenditure. In the General Purpose Revenue Fund and Regular Capital Projects Fund, if earned cash revenues plus available reserved fund balance and earned federal revenues are less than cash and federal expenditures, then those excess expenditures are considered general-funded expenditures. If general-funded expenditures exceed the general-funded appropriation, then an overexpenditure occurs even if the expenditures did not exceed the total legislative line item appropriation. Absent general-funded appropriations, agencies are not allowed to use general-purpose revenue to support an expenditure/expense that was appropriated from cash or federal funds. Budget-to-actual comparisons are presented in the Required Supplementary Information Section. Differences noted between departmental reversions or overexpended amounts on the budgetary schedules and the overexpended amounts discussed below are due to offsetting under-expended line item appropriations.

Within the limitations discussed below, the State Controller, with the approval of the Governor, may allow certain overexpenditures of the legal appropriation, as provided by Section 24-75-109, C.R.S. Unlimited overexpenditures are allowed in the Medicaid program. The statute also provides for $250,000 of general-funded overexpenditure authority in the Children's Basic Health Plan. The Department of Human Services is allowed $1.0 million of overexpenditures not related to Medicaid, and unlimited overexpenditures for self-insurance of its workers' compensation plan. Statute also allows overexpenditures up to $3.0 million in total for the remainder of the Executive Branch. An additional $1.0 million of combined transfers and overexpenditures are allowed for the Judicial Branch. Per Sections 24-75-109(1)(e.5), the Department of Public Safety for Felony Placements in Community Corrections Programs pursuant to Article 27 of Title 17, are allowed $2.0 million in overexpenditures.

The State Controller is generally required by statute to restrict the subsequent year appropriation whether or not an overexpenditure is approved. Such a restriction requires the agency to seek a supplemental appropriation from the General Assembly, earn adequate cash or federal revenue to cover the expenditure in the following year, and/or reduce their subsequent year's expenditures. Per Section 24-75-109(2)(b), C.R.S., neither the Governor nor the State Controller is allowed to approve any overexpenditure in excess of the unencumbered balance of the fund from which the overexpenditure is made.

Total overexpenditures at June 30, 2025, were $115.9 million as described in the following paragraphs.

Approved Medicaid Overexpenditures:

Medical and Long-Term Care Services for Medicaid Eligible Individuals – the Department of Health Care Policy and Financing overexpended $46.2 million General Fund in Medical and Long-Term Care Services for Medicaid Eligible Individuals due to the Department seeing significant increases in waiver program enrollment beyond the Department's forecasted expectations leading to significant increases in expenditure. The Department saw six continuous months of enrollment growth beyond the Department's forecast leading to over a 6.0% increase in enrollment in expensive programs.

Adult Comprehensive Services – the Department of Health Care Policy and Financing overexpended $0.5 million within the General Fund and $3.2 million within the Healthcare Affordability and Sustainability Fee Cash Fund for Adult Comprehensive Services due to increased caseload. There was increased reserve capacity churn for emergency enrollments and children aging into the program beyond the Department's forecast expectations. The Department also made direct provider payments using the remaining American Rescue Plan Act (ARPA) Cash funds to liquidate the fund before the federal deadline. This resulted in a one-time Cash Fund overexpenditure.

Adult Supported Living Services - the Department of Health Care Policy and Financing overexpended $2.0 million within the General Fund for Adult Supported Living Services. The Department saw an increase in enrollment in the Supported Living Services waiver beyond the Department's forecasted expectations.

Case Management for People with Disabilities - the Department of Health Care Policy and Financing overexpended $0.6 million General Fund in the Case Management for People with Disabilities. The Department saw substantial increases in assessments and enrollments for the Department's waiver programs leading to an increase in expenditure for assessments.

Primary Care Fund Program - the Department of Health Care Policy and Financing overexpended $0.4 million Cash Fund in Primary Care Fund Program. The Primary Care Fund Program line item receives nineteen percent of Amendment 35 tobacco taxes for payments to health care providers who meet specific qualifications, including the provision of comprehensive primary care services in an outpatient setting to uninsured or medically indigent patients. Due to higher than projected tobacco tax collections, the overexpenditure allows the use of all available funding and to maximize payments to providers.

Safety Net Provider Payments - the Department of Health Care Policy and Financing overexpended $20.2 million within the Healthcare Affordability and Sustainability Fee Cash Fund for Safety Net Provider Payments. The Safety Net Provider Payments line item is based on the federal allotment for the Disproportionate Share Hospital (DSH) payment. The federal allotment was higher than anticipated when the Joint Budget Committee (JBC) set the appropriations for Fiscal Year 2025 in the Long Bill (House Bill 24-1430). The Department made payments to hospitals based on the actual federal allotment and therefore overexpended the appropriation.

Public School Health Services - the Department of Health Care Policy and Financing overexpended $1.3 million within the Public School Health Services Cash Fund for Public School Health Services. The Public School Health Services allows Colorado's public school districts and state-operated educational institutions access to federal Medicaid funds for the partial reimbursement of their costs of providing medically necessary health services to Medicaid eligible students. These costs were higher than anticipated when the JBC set the Fiscal Year 2024-25 appropriation in the Department's Supplemental Bill (Senate Bill 25-093). The Department made payments for all allowable costs and therefore overexpended the appropriation.

Children's Extensive Support Services - the Department of Health Care Policy and Financing overexpended $5.8 million General Fund in the Children's Extensive Support Services due to an increase in enrollment in the Children's Extensive Support Services Waiver beyond the Department's forecasted expectations.

Children's Welfare Services - the Department of Health Care Policy and Financing overexpended $3.4 million within the General Fund for Child Welfare Services. This was identified after the Department performed an analysis on child welfare services and identified that Psychiatric Residential Treatment Facility (PRTF) claims were paying out of a different appropriation than the Child Welfare Services over the past few years. The Department corrected the coding starting this year, which resulted in overexpending the Child Welfare line item. This means there was not any General Fund monies available to transfer to the Colorado Department of Human Services from this line item for county close-out for Fiscal Year 2025. Additionally, the Department saw an increase in PRTF costs starting in Fiscal Year 2023, as it was the first year of implementation of the Families First Prevention Services Act, and new rates were set for PRTFs. While Qualified Residential Treatment Programs (QRTP) claims are correctly charged to the Child Welfare Services budget, the PRTF claims were not.

Behavioral Health Community Programs - the Department of Health Care Policy and Financing overexpended $5.4 million within the General Fund for Behavioral Health Community Programs. The Department underexpended the total funds appropriation in the Behavioral Health Capitation line item. However, the fund splits projected in the February forecast did not account for a change in the way the Fiscal Year 2024 rate reset payments would be processed in Fiscal Year 2025 to more accurately reflect the capitation rate adjustments by population. This resulted in a higher impact on the General Fund than forecasted.

Mental Health Institutes - the Department of Health Care Policy and Financing overexpended $2.5 million within the General Fund for Mental Health Institutes. This is a result of the Colorado Mental Health Hospital in Pueblo recording higher than expected revenue in Fiscal Year 2025. This was due to a process change and better understanding of when a patient is or isn't in the "extended care" category. Extended care is used when a patient's treatment at the hospital is complete and preparing for discharge. The change to the appropriate billable status and an increase in census resulted in higher patient days. The increase in patient days combined with a rate increase resulted in an overall increase in Medicaid revenue for Fiscal Year 2025. The appropriations for these costs are set by the Colorado Department of Human Services (CDHS) and are not adjusted through the regular Medicaid forecast. The Colorado Mental Health Hospital Pueblo Daily Rate increased from $1,036 in Fiscal Year 2024 to $1,637 in Fiscal Year 2025. Each year CDHS evaluates the Medicaid revenues collected at the Mental Health Institutes and adjusts the appropriation accordingly. The Department has overexpenditure authority with this line as the services are an entitlement program for Medicaid members.

Medicare Modernization Act State Contribution Payments - the Department of Health Care Policy and Financing overexpended $0.5 million within the General Fund for the Medicare Modernization Act State Contribution Payment due to caseload slightly outpacing the Department's expectations resulting in an overexpenditure.

Other Approved Overexpenditures:

Approved Department of Human Services Overexpenditures, Other Than Medicaid, subject to the $1.0 million limit: none at June 30, 2025.

Approved Judicial Overexpenditures, subject to the $1.0 million limit: none at June 30, 2025.

Approved allowable Department of Health Care Policy & Financing Overexpenditures per Sections 24-75-109 (a.7) and (a.8):

Health Benefits - the Department of Health Care Policy & Financing overexpenditures are allowed for Health Benefits for Colorado Children and Pregnant Persons program. The Department overexpended $1.7 million within the General Fund at June 30, 2025.

Approved allowable Department of Public Safety for Felony Placements in Community Corrections Programs pursuant to Article 27 of Title 17, Overexpenditures per Sections 24-75-109 (1)(e.5) , subject to $2.0 million limit: none at June 30, 2025.

Approved State Departments Overexpenditures, subject to the $3.0 million limit:

Integrated Document Solution Operating Expenses – the Department of Personnel and Administration overexpended $0.4 million in Reappropriated Funds on the Integrated Document Solution (IDS) operating expenses. The IDS provides mail and print services to all state Departments. The overexpenditure is due to several legislative actions over the past three years which heavily impacted the services expected from IDS. The IDS was not notified of these legislative anticipated increases and therefore could not request the additional spending authority needed to provide these services. In addition, as mailing is one of the main services, the consistent postal rate increases by the US Postal Services has increased the direct postage expenses dramatically. Over a six-year period, the postage expense for IDS increased by 91%. The Fiscal Year 2025 postage expense was $15.0 million. It is a "pass through" expense for billing purposes, but IDS still must purchase it first. Until this Fiscal Year 2025, the IDS operating expenses line was able to absorb those extra postage costs, but that was based on the ongoing "typical" volume. With several new services being performed for large jobs from state agencies, the needs have now exceeded the budget.

Payments to Local Jails – the Department of Corrections overexpended $0.1 million within the General Fund on the Payments to Local Jails at a rate of $77.16 Per Inmate Per Day budget line. The overexpenditure is due to an affidavit of lost warrant requesting to cancel a Fiscal Year 2025 warrant.

Payments to the Governor's Office of Information Technology – the Department of Treasury overexpended $23,500 within the General Fund and $10,400 in cash funds for Payments to Governor's Office of Information Technology (OIT). The overexpenditures are primarily due to unanticipated OIT costs that were either omitted or underestimated in the original budget and supplemental requests. The most significant variance was related to KRONOS implementation, where integration and support costs far exceed license-only estimates. Additional variances came from unbudgeted project support services, unexpected software upgrades, replacement for out-of-warranty laptops, and higher-than-expected DocuSign usage. These issues stemmed from internal communication gaps, underestimation of volume and incomplete budgeting of ongoing IT initiatives.

Overexpenditures Not Allowed to Be Approved (Deficit Fund Balances):

Colorado Benefits Management System – the Department of Health Care Policy and Financing overexpended $15.4 million in Reappropriated Funds for the Colorado Benefits Management System. The Department underestimated the impact of moving financial management of the CBMS budget from OIT. The Department will request a spending authority update through the normal budget process. This request is not approved but the budget will be restricted in Fiscal Year 2026.

Cash Fund Balance Deficits Occurring only on the GAAP Basis:

The funds discussed in this section incurred Medicaid expenditures that are deferred into the following fiscal year for budget compliance purposes. The deferral of expenditures is authorized in Section 25.5-8-108(5), C.R.S. However, those expenditures are recognized in the current fiscal year for financial statement presentation under Generally Accepted Accounting Principles (GAAP). The recognition of those expenditures on the GAAP basis resulted in fund balance deficits.

The Department of Health Care Policy and Financing:

- Health Care Expansion Fund - $2.6 million
- Adult Dental Fund - $2.5 million
- CHASE ARPA Fund - $0.03 million
- Home and Community-based Services Fund - $1.1 million

A separate report comparing line item expenditures to authorized budget and recommended restrictions per Section 24-75-109 (3.5), C.R.S. is available upon request from the Office of the State Controller.

B. Tax, Spending, and Debt Limitations

Certain State revenues, primarily taxes and fees, are limited under Article X, Section 20 (TABOR) of the State Constitution. Growth in these revenues from year to year is limited to the rate of population growth plus the rate of inflation. The TABOR section of the State Constitution also requires voter approval for any new tax, tax rate increase, or new debt. These limitations apply to the State as a whole, not to individual funds, departments, or agencies of the State. Government run businesses accounted for as enterprise funds that have the authority to issue bonded debt and that receive less than ten percent of annual revenues from the State and its local governments are exempt from the TABOR revenue limits.

In Fiscal Year 2025, revenue subject to TABOR was $19,463.2 million, which was above the $19,153.4 million Excess State Revenue Cap (ESRC) by $309.8 million, and by $4,000.5 million over the original fiscal year spending limit. The State over-refunded excess revenues from Fiscal Year 2024 by approximately $3.7 million. Therefore, the total refund due to taxpayers as of June 30, 2025 is $306.1 million.

Proposition FF (passed by voters in November 2022) revenues in excess of the estimated revenues are to be refunded under Article X, section 20(3) of the State Constitution unless the State receives voter approval to retain the excess. In November 2025, voters approved Proposition LL, which enabled the State to keep $12.4 million in excess revenue and interest, along with future revenue from reduced income tax deductions, to provide funding for the Healthy School Meals for All Program.

TABOR requires the State to reserve three percent of fiscal year nonexempt revenues for emergencies. The estimated reserve for Fiscal Year 2025 was based on the revenue projection prepared in the spring of 2024 by the Legislative Council. In House Bill 24-1430, the funds designated below and the maximum balances from each, constitute the reserve.

At June 30, 2025, the financial net positions, or fund balances of the following funds were restricted:

- Major Medical Insurance Fund, a portion of the nonmajor Labor Fund – $25.0 million.
- State Emergency Reserve Cash Fund – $193.8 million.
- Colorado Water Conservation Board Construction Fund, a portion of the major Resource Extraction Fund – $33.0 million.
- Disaster Emergency Fund – $134.2 million.
- Unclaimed Property Tourism Promotion Trust Fund, a portion of the nonmajor Private Purpose Trust Fund – $5.0 million.
- Marijuana Tax Cash Fund - $100.0 million.
- Severance Tax Perpetual Base Fund - $35.0 million.

The 2024 legislative session Long Appropriations Act also designated up to $39.8 million of state properties as the remainder of the reserve.

Based on actual fiscal year nonexempt revenues in Fiscal Year 2025, the required reserve was $583.9 million. Because the actual emergency reserve under TABOR was more than the fund balance available to restrict under House Bill 24-1430, the total amount restricted for the reserve was $18.1 million below the required amount under TABOR.

During Fiscal Year 2025, ten executive orders called for $23.2 million to be transferred from the State Emergency Cash Fund to the Disaster Emergency Fund - $14.3 million for fire mitigation, $4.9 million for flooding response, $3.5 million for statewide monitoring and mitigation of disease spread, $0.3 million for hurricane response in Florida, and $0.2 million for an extreme winter storm in Colorado.

Note 3 – Cash, Receivables, Inventories, Prepaids, and Other

Cash and Pooled Cash

The State Treasury acts as a bank for all State agencies, with the exception of the University of Colorado System. Moneys deposited in the Treasury are invested until the cash is needed. Interest earnings on these investments are credited to the General Purpose Revenue Fund unless a specific statute directs otherwise. Most funds are required to be invested in noninterest bearing warrants of the General Purpose Revenue Fund if the General Purpose Revenue Fund overdraws its rights in the pool. This means that under certain conditions participating funds would not receive the interest earnings to which they would otherwise be entitled. The detailed composition of the Treasury pooled cash and investment are shown in the Treasurer's Investment Reports. Where a major fund or fund category has a cash deficit, that deficit has been reclassified to an interfund payable to the General Purpose Revenue Fund – the payer of last resort for the pool.

State agencies are authorized by various statutes to deposit funds in accounts outside the custody of the State Treasury. Legally authorized deposits include demand deposits and certificates of deposit. The State's cash management policy is to invest all significant financial resources as soon as the moneys are available within the banking system. To enhance availability of funds for investment purposes, the State Treasurer uses electronic funds transfers to move depository account balances into the Treasurer's pooled cash.

Colorado statutes require protection of public moneys in banks beyond that provided by the federal insurance corporations. The Public Deposit Protection Act in Section 11-10.5-107(5), C.R.S. requires all eligible depositories holding public deposits, including those of the State's component units, to pledge designated eligible collateral having a fair value equal to at least 102 percent of the deposits exceeding the amounts insured by federal insurance. Upon liquidation of a defaulting eligible depository, the statute requires the banking board to seize the eligible collateral, liquidate the collateral, and repay the public deposits to the depositing government.

The State had an accounting system cash deposit balance of $3,673.7 million as of June 30, 2025. Under the GASB Statement No. 40, $26.7 million of the State's total bank balance of $3,572.6 million was exposed to custodial credit risk because the deposits were uninsured and the related collateral was held by the pledging institution or was held by the pledging institution's trust department or agent, but not in the State's name.

Receivables

The Taxes Receivable of $3,653.6 million shown on the government-wide *Statement of Net Position* in current assets net of long-term taxes receivable of $265.9 million, primarily comprises the following:

- $3,585.1 million in the General Purpose Revenue Fund, mainly self-assessed income and sales tax. This amount includes $265.9 million of Taxes Receivable expected to be collected after one year that are reclassified on the *Governmental Funds Balance Sheet Reconciled to Statement of Net Position* so they can be reported as Other Long-Term Assets on the government-wide *Statement of Net Position*.
- $277.0 million of labor and employment insurance premiums receivable primarily recorded in the Unemployment Insurance Fund.
- $56.4 million recorded in non-major special revenue funds that includes approximately $15.9 million from insurance premium tax, $21.3 million from gaming tax, and $17.0 million from Other Special Revenue.

The Restricted Receivables of $624.7 million shown for Governmental Activities on the government-wide *Statement of Net Position* in non-current assets related primarily to $10.0 million of other receivables in the General Fund; $8.2 million of taxes receivable, $143.8 million of other receivables, and $366.4 million of intergovernmental receivables recorded in the Highway Users Tax Fund and State Highway Fund. All three items were reported as Restricted Receivables because the State Constitution and federal requirements restrict that portion of the Highway Users Tax Fund and State Highway Fund. The tax receivable was primarily fuel taxes while the intergovernmental receivable was primarily due from the Federal Government.

The Other Receivables of $2,816.6 million shown on the government-wide *Statement of Net Position* are net of $361.8 million in allowance for doubtful accounts and primarily comprise the following:

- $666.8 million of receivables recorded in the General Purpose Revenue Fund, of which $68.9 million is from interest receivable on investments. The Department of Health Care Policy and Financing recorded receivables of $520.3 million related primarily to rebates from drug companies and overpayments to healthcare providers, and the Colorado Mental Health Institutes recorded $21.8 million of patient receivables.
- $911.8 million of student and other receivables of Higher Education Institutions.
- $127.7 million of receivables recorded by the Department of Health Care Policy and Financing in the Colorado Healthcare Affordability and Sustainability Enterprise Fund related primarily to rebates from drug companies associated with prescriptions for Medicaid clients.
- $719.6 million of receivables recorded by the Department of Labor and Employment primarily for unemployment insurance overpayments.

Inventories

Inventories of $188.9 million shown on the government-wide *Statement of Net Position* at June 30, 2025, primarily comprise the following:

- $97.7 million of consumable supplies inventories, of which $40.5 million was recorded in the Federal Special Revenue Fund; $17.9 million was recorded by the Department of Natural Resources for Resource Extraction; $12.1 million was recorded in the General Fund; $11.9 million was recorded by Higher Education Institutions; and $13.7 million was recorded for Highways.
- $73.0 million of resale inventories, of which $33.9 million was recorded for Resource Extraction; $25.1 million recorded by Higher Education Institutions; and $7.9 million recorded for Highways.
- $11.6 million of warehouse and consignment inventories recorded in the General Fund; and $5.6 million of raw material, work in process, and finished goods inventories recorded by Correctional Industries - a nonmajor enterprise fund.

Prepaids, Advances, and Deposits

Prepaids, Advances, and Deposits of $385.6 million shown on the government-wide *Statement of Net Position* are primarily general prepaid expenses. The significant items include:

- $52.9 million advanced from the General Purpose Revenue Fund primarily related to the department of higher education, emergency management and social assistance programs.
- $45.2 million prepaid by Higher Educational Institutions.
- $31.5 million prepaid from the Marijuana Tax Cash Fund was to designated service organizations by the Department of Human Services primarily for behavioral health.
- $10.2 million advanced by the Office of Economic Development for grants from the Advance Industries program.
- $9.2 million and $13.5 million advanced by the Department of Transportation for the Southwest Chief rail improvements and the State Highway Fund, respectively.
- $9.0 million and $ 24.0 million advanced to conservation organizations by the Department of Natural Resources from the Species Conservation Fund and the Colorado Water Conservation Board Construction Fund, respectively.
- $35.0 million advanced to the State Small Business Credit Initiative, $6.9 million advanced to Public Housing Agency, and $63.5 million advanced to the Affordable Housing Financing Fund.
- $17.7 million prepaid by the Governor's Office of Information Technology primarily for multi-year maintenance and licensing agreements.
- $5.4 million of prize expense paid by the Colorado Lottery to a multistate organization related to participation in the Powerball lottery game.

Other Long-term Assets

The $1,484.5 million shown as Other Long-Term Assets on the government-wide *Statement of Net Position* is primarily long-term taxes receivable and long-term loans. Long-term taxes receivable of $265.9 million recorded in the General Purpose Revenue Fund are not included as Other Long-Term Assets on the *Balance Sheet – Governmental Funds* but are shown in Taxes Receivable.

The $1,014.3 million of Other Long-Term Assets shown on the fund-level *Balance Sheet – Governmental Funds* is primarily related to loans issued by the Highway Users Tax Fund ($41.3 million), and the Resource Extraction Fund ($604.8 million), a non-major special revenue fund. This balance primarily comprises water loan activity. The Water Conservation Board makes water loans from the Water Projects Fund, part of the Resource Extraction Fund, to local entities for the purpose of constructing water projects in the State. The water loans are made for periods ranging from 10 to 30 years. Interest rates range from 2.0 percent to 6.0 percent for most projects, and they require the local entities or districts to make a yearly payment of principal and interest.

The $203.5 million shown as Other Long-term Assets on the *Statement of Net Position – Proprietary Funds* is primarily student loans issued by Higher Education Institutions but also includes livestock.

Note 4 – Investments

The State holds investments both for its own benefit and as an agent for certain entities as provided by statute. The State does not invest its funds with any external investment pool. Funds not required for immediate payment of expenditures are administered by the authorized custodian of the funds or pooled and invested by the State Treasurer.

Section 24-75-601.1, C.R.S. authorizes the types of securities in which public funds of governmental entities, including State agencies, may be invested. Investments of the Public Employees Retirement Association discussed in Note 6 and other pension funds are not considered public funds. In general, the statute allows investment in: Certificates of Participation related to a lease or lease purchase commitment, local government investment pools, repurchase and reverse repurchase agreements (with certain limitations), securities lending agreements, corporate or bank debt securities denominated in US dollars, guaranteed investment or interest contracts including annuities and funding agreements, securities issued by or fully guaranteed by the United States Treasury or certain federal entities and the World Bank, inflation indexed securities issued by the United States Treasury, general obligation and revenue debt of other states in the United States and their political subdivisions (including authorities), or registered money market funds with policies that meet specific criteria.

The statute establishes high minimum credit quality ratings by at least two national rating agencies for most investment types. The statute also sets maximum time to maturity limits, but allows the governing body of the public entity to extend those limits. Public entities may also enter securities lending agreements that meet certain requirements. The statute prohibits investment in subordinated securities and securities that do not have fixed coupon rates unless the variable reference rate is a United States Treasury security with maturity less than one year, the “Secured Overnight Financing Rate” (SOFR), or the Federal Reserve cost of funds rate. The above statutory provisions do not apply to the University of Colorado System.

Section 24-36-113, C.R.S. authorizes securities in which the State Treasurer may invest and requires prudence and care in maintaining investment principal and maximizing interest earnings. In addition to the investments authorized for all public funds, the State Treasurer may invest in securities of the federal government and its agencies and corporations without limitation, asset-backed securities, certain bankers’ acceptances or bank notes, certain commercial paper, certain loans and collateralized mortgage obligations, certain securities that are issued by a sovereign, national, or supranational entity and bonds issued by quasi-governmental authorities for the purpose of creating affordable for-sale housing. The State Treasurer’s statute also establishes credit quality rating minimums specific to the State Treasurer’s investments. The State Treasurer’s statute is the basis for a formal investment policy published on the State Treasurer’s website. In addition to the risk restrictions discussed throughout this Note 4, the State Treasurer’s investment policy precludes the purchase of derivative securities.

The State Treasurer maintains a custodial fund for the Great Outdoors Colorado Program (GOCO), a related organization. At June 30, 2025, the State Treasurer had $83.6 million at fair value of GOCO’s funds on deposit and invested.

The investment earnings of the Unclaimed Property Tourism Trust Fund, a nonmajor special revenue fund, are assigned by law to the Colorado Travel and Tourism Promotion Fund, a nonmajor special revenue fund, to the State Fair, a nonmajor enterprise fund, and to the Agriculture Management Fund, a nonmajor special revenue fund.

As provided by statute, the State Treasurer held $24.1 million of investment in residential mortgages representing payments of property taxes of certain elderly State citizen homeowners that qualify for the Property Tax Deferral Program. The investment is valued based on the outstanding principal and interest currently owed to the State as there is no quoted market price for these investments.

The following schedule reconciles deposits and investments to the financial statements for the primary government including fiduciary funds:

(Dollars in Thousands)

Footnote Amounts	Carrying Amount
Deposits (Note 3)	$ 3,673,695
Investments:	
Governmental Activities	18,462,065
Business-Type Activities	5,467,185
Fiduciary Activities	13,750,465
Total	41,353,410
Financial Statement Amounts	
Net Cash and Pooled Cash	13,695,746
Add: Warrants Payable Included in Cash	968,249
Total Cash and Pooled Cash	14,663,995
Add: Restricted Cash	4,888,855
Add: Restricted Investments	1,800,282
Add: Investments	20,000,278
Total	$ 41,353,410

Custodial Credit Risk

Custodial credit risk for investments is the risk that, in the event of a failure of a financial institution, the State will not be able to recover the value of its investments or collateral securities that are in the possession of an outside party. Investments are exposed to custodial credit risk if the securities are uninsured, are not registered in the State's name, and are held by either the counterparty to the investment purchase or are held by the counterparty's trust department or agent but not held in the State's name.

The State Treasurer's investment policy requires all securities to be held by the State Treasurer or a third party custodian designated by the State Treasurer with each security evidenced by record. Certain trustees have selected the State Treasurer's pool as their primary investment vehicle. The State Treasurer accounts for the trustees' deposits in custodial funds, and the investment types and related risks are disclosed through the State Treasurer's pool investments.

Open-end mutual funds and certain other investments are not subject to custodial risk because ownership of the investment is not evidenced by a security. The following tables list the investments of the State Treasurer's pooled cash, major governmental funds, and nonmajor governmental funds in aggregate, by investment type at fair value.

(Dollars in Thousands)	Governmental Activities			
	Treasurer's Pool	General Fund	Other Governmental	Total
Not Subject To Custodial Credit Risk				
U.S. Treasury Bills	$ 134,181	$ -	$ 32,309	$ 166,490
U.S. Treasury Notes/Bonds	2,371,167	-	272,949	2,644,116
U.S. Agency Securities (Not Explicitly Guaranteed)	478,162	-	6,922	485,084
Commercial Paper	4,645,727	-	-	4,645,727
Corporate Bonds	3,464,131	-	530,342	3,994,473
Municipal Bonds	207,567	-	6,242	213,809
Money Market Mutual Funds	882,000	-	-	882,000
Bond Mutual Funds	-	-	22,870	22,870
Asset-Backed Securities	101,723	-	46,703	148,426
Mortgage-Backed Securities	3,536,521	24,105	295,271	3,855,897
Equity Mutual Funds	-	-	693,837	693,837
Sovereigns/Supranationals	57,978	-	8,149	66,127
Other	-	4,755	638,426	643,181
Subtotal	15,879,157	28,860	2,554,020	18,462,037
Subject To Custodial Credit Risk				
Money Market Mutual Funds	-	21	7	28
Subtotal	-	21	7	28
Total	$ 15,879,157	$ 28,881	$ 2,554,027	$ 18,462,065

The following table lists the investments of the major enterprise funds, nonmajor enterprise funds in aggregate, and fiduciary funds by investment type at fair value as of June 30, 2025. The University of Colorado System, Colorado State University System, and the Colorado School of Mines reported investments in the internal pools of their respective foundations. These investments are reported as Investment in Foundation Pool.

(Dollars in Thousands)	Business-Type Activities		
	Higher Education Institutions	Total	Fiduciary
Not Subject To Custodial Credit Risk			
U.S. Treasury Bills	$ 197,810	$ 197,810	$ 537
U.S. Treasury Notes/Bonds	546,412	546,412	8,332
U.S. Agency Securities (Not Explicitly Guaranteed)	183,548	183,548	-
Commercial Paper	9,062	9,062	-
Corporate Bonds	673,944	673,944	28,835
Municipal Bonds	8,736	8,736	735
Money Market Mutual Funds	413,522	413,522	38,921
Bond Mutual Funds	61,874	61,874	55,229
Asset-Backed Securities	388,622	388,622	1,342
Mortgage-Backed Securities	212,217	212,217	17,111
Guaranteed Investment Contracts	116,743	116,743	148,028
Corporate Equities	14,206	14,206	-
Private Equities	26,546	26,546	7,112
Equity Mutual Funds	1,495,395	1,495,395	40,865
Certificates of Deposit	2,600	2,600	-
Other	679,844	679,844	36,171
Subtotal	5,031,081	5,031,081	383,218
Subject To Custodial Credit Risk			
U.S. Agency Securities (Explicitly Guaranteed)	16,830	16,830	-
U.S. Agency Securities (Not Explicitly Guaranteed)	12,902	12,902	-
Corporate Bonds	203,259	203,259	-
Municipal Bonds	10,821	10,821	-
Money Market Mutual Funds	610	610	140,678
Bond Mutual Funds	19,035	19,035	4,076,814
Asset-Backed Securities	61,478	61,478	-
Mortgage-Backed Securities	31,688	31,688	-
Corporate Equities	2,330	2,330	-
International Equities	1,571	1,571	-
Equity Mutual Funds	35,823	35,823	7,691,919
Balanced Mutual Funds	161	161	-
Investment In Foundation Pool	39,371	39,371	-
Other	225	225	1,457,836
Subtotal	436,104	436,104	13,367,247
Total	$ 5,467,185	$ 5,467,185	$ 13,750,465

Credit Quality Risk

Credit quality risk is the risk that the issuer or other counterparty to a debt security will not fulfill its obligations to the State. This risk is assessed by nationally recognized rating agencies, which assign a credit quality rating for many investments. Credit quality ratings for obligations of the U.S. Government or obligations explicitly guaranteed by the U.S. Government are not reported. However, credit quality ratings are reported for obligations of U.S. Government agencies that are not explicitly guaranteed by the U.S. Government.

The State Treasurer's investment policy requires that eligible securities must be rated at least by one and preferably two nationally recognized rating organizations. One rating must be from Moody's, Standard & Poor's, or Fitch. The policy sets acceptable credit quality ratings by investment portfolio and investment type.

The fair value amount of rated and unrated debt securities is detailed in the following table by the lowest known credit quality rating, which shows the Treasurer's Pool, Higher Education Institutions, Fiduciary Funds, and All Other Funds in the aggregate. The credit quality ratings shown are Moody's, Standard and Poor's, and Fitch, respectively.

Credit Quality Ratings

(Dollars In Thousands)

Credit Quality Rating	U.S. Govt. Securities	Commercial Paper	Corporate Bonds	Asset Backed Securities	Mortgage Backed Securities	Money Market Mutual Funds	Bond Mutual Funds	Sovereigns & Supranationals	Guaranteed Investment Contracts	Other	Total
Treasurer's Pool:											
Long-term Ratings											
Aaa/AAA/AAA	$ -	$ -	$ 304,844	$ 64,792	$ -	$ -	$ -	$ 57,978	$ -	$ 56,632	$ 484,246
Aa/AA/AA	478,162	4,327,910	324,281	-	3,536,521	-	-	-	-	150,935	8,817,809
A/A/A	-	-	2,080,565	-	-	-	-	-	-	-	2,080,565
Baa/BBB/BBB	-	-	754,441	-	-	-	-	-	-	-	754,441
Short-term Ratings											
Unrated	-	317,817	-	36,931	-	882,000	-	-	-	-	1,236,748
Total T-Pool	478,162	4,645,727	3,464,131	101,723	3,536,521	882,000	-	57,978	-	207,567	13,373,809
Higher Education Institutions:											
Long-term Ratings											
Aaa/AAA/AAA	-	-	44,450	261,669	510	395,975	-	-	-	2,336	704,940
Aa/AA/AA	188,907	-	34,505	12,440	46,403	-	-	-	-	15,631	297,886
A/A/A	106	-	280,186	10,414	326	-	-	-	-	1,590	292,622
Baa/BBB/BBB	-	-	405,875	23,973	-	-	-	-	-	-	429,848
Ba/BB/BB	-	-	10,107	53	-	-	-	-	-	-	10,160
B/B/B	-	-	493	122	-	-	-	-	-	-	615
Caa/CCC/CCC	-	-	-	687	-	-	-	-	-	-	687
Ca/CC/CC	-	-	-	30	-	-	-	-	-	-	30
Short-term Ratings											
P1/MIG1/A-1/F-1	-	1,980	-	-	-	-	-	-	-	-	1,980
Unrated	7,438	7,081	101,586	140,711	196,666	11,591	80,033	-	116,743	3,125	664,974
Total Higher Ed	196,451	9,061	877,202	450,099	243,905	407,566	80,033	-	116,743	22,682	2,403,742
Fiduciary Funds:											
Long-term Ratings											
Aaa/AAA/AAA	-	-	214	693	-	2,525	-	-	-	405	3,837
Aa/AA/AA	-	-	960	393	17,111	-	-	-	-	330	18,794
A/A/A	-	-	11,608	115	-	-	-	-	-	-	11,723
Baa/BBB/BBB	-	-	10,941	-	-	-	-	-	-	-	10,941
Short-term Ratings											
Unrated	-	-	5,111	141	-	176,304	4,129,634	-	148,028	-	4,459,218
Total Fiduciary	-	-	28,834	1,342	17,111	178,829	4,129,634	-	148,028	735	4,504,513
All Other Funds:											
Long-term Ratings											
Aaa/AAA/AAA	-	-	6,308	17,315	-	28	-	8,149	-	1,283	33,083
Aa/AA/AA	6,922	-	32,759	3,343	293,371	-	-	-	-	4,959	341,354
A/A/A	-	-	190,679	5,577	407	-	-	-	-	-	196,663
Baa/BBB/BBB	-	-	167,380	2,263	857	-	-	-	-	-	170,500
Ba/BB/BB	-	-	53,501	-	-	-	-	-	-	-	53,501
B/B/B	-	-	48,742	-	-	-	-	-	-	-	48,742
Caa/CCC/CCC	-	-	9,465	-	-	-	-	-	-	-	9,465
Ca/CC/CC	-	-	436	-	-	-	-	-	-	-	436
Short-term Ratings											
Unrated	-	-	21,070	18,205	24,741	-	22,870	-	-	-	86,886
Total Other	6,922	-	530,340	46,703	319,376	28	22,870	8,149	-	6,242	940,630
Total	$ 681,535	$ 4,654,788	$ 4,900,507	$ 599,867	$ 4,116,913	$ 1,468,423	$ 4,232,537	$ 66,127	$ 264,771	$ 237,226	$ 21,222,694

Interest Rate Risk

Interest rate risk is the risk that changes in the market rate of interest will adversely affect the value of an investment. The State manages interest rate risk using either weighted average maturity or duration. Weighted average maturity is a measure of the time to maturity, measured in years, that has been weighted to reflect the dollar size of individual investments within an investment type. Various methods are used to measure duration; in its simplest form, duration is a measure, in years, of the time-weighted present value of individual cash flows from an investment divided by the price of the investment.

Statute requires the State Treasurer to formulate investment policies regarding liquidity, maturity, and diversification for each fund or pool of funds in the State Treasurer's custody. The State Treasurer's investment policy targets a weighted average effective duration of 3 years within the range of 1-5 years and a maximum stated maturity limited to 30 years or longer maturities as permitted in the Bloomberg Barclays U.S. Aggregate Index. The policy also sets maturity limits for the Unclaimed Property Tourism Promotion Trust Fund (up to 30 years or longer maturities as permitted in the Bloomberg Barclays U.S. Aggregate Index). The policy also mitigates interest rate risk through the use of maturity limits delineated to meet the needs of each fund and the use of active management to react to changes in the yield curve, economic forecasts, and the liquidity needs of the fund.

The following table shows the weighted average maturity and fair value amount for those investments managed using the weighted average maturity measure.

(Dollars in Thousands, Weighted Average Maturity in Years)

	Treasurer's Pool		Higher Education Institutions		Fiduciary Funds		All Other Funds	
Investment Type	Fair Value Amount	Weighted Average Maturity	Fair Value Amount	Weighted Average Maturity	Fair Value Amount	Weighted Average Maturity	Fair Value Amount	Weighted Average Maturity
U.S. Treasury Bills/Notes/Bonds	$ 2,505,348	8.000	$ 744,080	4.391	$ 5,232	2.883	$ 287,949	8.899
U.S. Agency Securities	478,162	4.000	213,280	18.038	-	-	6,922	2.000
Bond Mutual Funds	-	-	-	-	36,761	-	-	-
Commercial Paper	4,645,727	3.000	9,062	0.025	-	-	-	-
Corporate Bonds	3,464,131	8.000	877,202	5.109	28,835	8.257	530,342	7.254
Certificates of Deposit	-	-	2,600	0.518	-	-	-	-
Asset-Backed Securities	101,723	3.000	450,100	11.140	1,342	0.206	46,703	12.000
Money Market Funds	-	-	78,859	0.080	2,869	0.007	-	-
Municipal Bonds	207,567	9.000	19,557	9.763	735	0.122	6,242	20.902
Mortgage-Backed Securities	3,536,521	9.000	243,905	35.827	17,111	8.657	295,271	8.234
Guaranteed Investment Contract	-	-	116,743	1.504	-	-	-	-
Other	57,978	9.000	-	-	-	-	8,149	5.000
Total Investments	$ 14,997,157		$ 2,755,388		$ 92,885		$ 1,181,578	

The CollegeInvest program has investments reported in the College Savings Plan, a Private Purpose Trust Fund. CollegeInvest uses duration to manage the interest rate risk of selected mutual funds in the College Savings Plan. CollegeInvest's Private Purpose Trust Fund holds inflation linked bond mutual funds (Bond Mutual Fund-5) for $177.4 million with a duration of 4.56 years, a short-term inflation protected securities index fund for institutional shares (Bond Mutual Fund-8) for $102.8 million with a duration of 2.36 years and a short-term inflation protected securities index fund (Bond Mutual Fund-13) for $2.5 million with a duration of 2.39 years. These securities are excluded from the duration table below because interest rate risk is effectively mitigated by the inflation protection attribute of the funds.

The following table presents the fair value amount and duration measure for state agencies that manage some or all of their investments using the duration measure.

(Dollars in Thousands, Duration in Years)

	Fair Value Amount	Duration
Enterprise Funds:		
Higher Education Institutions:		
Colorado Mesa University:		
Bond Mutual Funds	$ 9,457	6.10
Other	525	0.31
Private Purpose Trust Funds:		
CollegeInvest:		
Bond Mutual Fund-1	1,545,298	5.85
Bond Mutual Fund-2	1,094,781	6.05
Bond Mutual Fund-3	691,914	6.99
Bond Mutual Fund-4	194,604	4.42
Bond Mutual Fund-6	101,505	3.03
Bond Mutual Fund-7	108,499	5.85
Bond Mutual Fund-9	34,264	6.32
Bond Mutual Fund-10	12,295	6.34
Bond Mutual Fund-11	3,395	6.01
Bond Mutual Fund-12	3,532	5.79
Bond Mutual Fund-14	1,987	2.64
Bond Mutual Fund-15	1,526	6.69
Bond Mutual Fund-16	530	2.91
Other	547,743	3.09

Foreign Currency Risk

Foreign currency risk is the risk that changes in exchange rates will adversely affect their value of an investment or deposit. The Treasurer's investment policy does not allow for investments in foreign currency. Risk is mitigated by only permitting a maximum of 4.0 percent of treasury pool assets to be invested in sovereign/government/supranational securities.

Concentration of Credit Risk

The State Treasurer's investment policy sets minimum and maximum holding percentages for each investment type for the investment pool and for the Unclaimed Property Tourism Promotion Trust Fund. The pool and the Unclaimed Property Tourism Promotion Trust Fund may be 100 percent invested in U.S. Treasury securities with more restrictive limits (ranging from 0 percent to 60 percent) set for the other allowed investment types. For the pool and the Unclaimed Property Tourism Promotion Trust Fund, the policy sets maximum concentrations in an individual issuer for certain investment types.

Fair Value Measurements

To the extent available, the State's investments are recorded at fair value as of June 30, 2025. Fair value is the price that would be received to sell an asset or transfer a liability in an orderly transaction between market participants at the measurement date. Fair value measurements must maximize the use of observable inputs and minimize the use of unobservable inputs. Inputs are used in applying the various valuation techniques and take into account the assumptions that market participants use to make valuation decisions. Inputs may include price information, credit data, interest and yield curve data, and other factors specific to the financial instrument. Observable inputs reflect market data obtained from independent sources. In contrast, unobservable inputs reflect the entity's assumptions about how market participants would value the financial instrument. Valuation techniques should maximize the use of observable inputs to the extent available.

A financial instrument's level within the fair value hierarchy is based on the lowest level of any input that is significant to the fair value measurement. The following describes the hierarchy of inputs used to measure fair value and the primary valuation methodologies used for financial instruments measured at fair value on a recurring basis:

Level 1 Investments – values are based on quoted prices (unadjusted) for identical assets (or liabilities) in active markets that a government can access at the measurement date.

Level 2 Investments – inputs other than quoted prices included within Level 1 - that are observable for an asset (or liability), either directly or indirectly.

Level 3 Investments – classified as Level 3 have unobservable inputs for an asset (or liability) and may require a degree of professional judgment.

The State's Level 1 investments are reported at fair value using quoted prices in active markets such as exchange markets, dealer markets, or brokered markets. The Level 2 investments are valued by a pricing service using matrix pricing, fixed/variable interest rate swap based on the SOFR. The State's Level 3 investments are applicable only if Level 1 or Level 2 inputs are unavailable and whose fair value is determined by significant unobservable inputs like financial forecasts developed using the government's own data, three-year options on exchange traded shares.

The following table summarizes the State's investments within the fair value hierarchy at June 30, 2025:

		Fair Value Measurements Using		
(Dollars in Thousands)	Fair Value as of June 30, 2025	Quoted Prices in Active Markets for Identical Assets (Level 1)	Significant Other Observable Inputs (Level 2)	Significant Unobservable Inputs (Level 3)
Investments by Fair Value Level				
U.S. Treasury Bills	$ 364,838	$ 364,838	$ -	$ -
U.S. Treasury Notes/Bonds	3,198,860	3,198,860	-	-
U.S. Agency Securities (Explicitly Guaranteed)	16,830	-	16,830	-
U.S. Agency Securities (Not Explicitly Guaranteed)	681,534	-	681,534	-
Commercial Paper	4,654,789	-	4,654,789	-
Corporate Bonds	4,900,509	-	4,900,333	176
Municipal Bonds	234,100	-	234,100	-
Money Market Mutual Funds	1,112,319	1,112,319	-	-
Bond Mutual Funds	4,235,822	4,235,822	-	-
Asset-Backed Securities	599,868	-	599,868	-
Mortgage-Backed Securities	4,116,912	10,276	4,082,531	24,105
Guaranteed Investment Contracts	148,028	-	-	148,028
Corporate Equities	16,536	16,536	-	-
Private Equities	7,112	-	-	7,112
International Equities	1,571	1,571	-	-
Equity Mutual Funds	9,957,839	9,957,839	-	-
Balanced Mutual Funds	161	161	-	-
Sovereigns/Supranationals	66,127	-	66,127	-
Other	2,819,857	18,578	2,600	2,798,679
Total	$ 37,133,612	$ 18,916,800	$ 15,238,712	$ 2,978,100
Total investments measured at NAV	$ 39,371			
Total other investments not valued at fair value	506,729			
Total	$ 37,679,712			

On June 30, 2025, the Colorado School of Mines held an investment in an equity trust valued at $39.4 million. The value was determined using the University's Net Asset Value (NAV) per share in the equity trust, redemption frequencies for these funds range from daily to annually and redemption notice period range from on demand to 90 days.

On June 30, 2025, the University of Colorado System held investments in private equities measured at a cost of $26.5 million and investments in guaranteed investment contracts measured at a cost of $116.7 million. It is the State's policy to report money market fund investments at fair value unless the institution managing the investment reports its value at amortized cost. At June 30, 2025, the University of Colorado held $363.4 million of money market funds valued at amortized cost.

Treasurer's Investment Pool

Participation in the State Treasurer's cash/investment pool is mandatory for all State agencies with the exception of Colorado Mesa University, Colorado State University System, Colorado School of Mines, Fort Lewis State College, and the University of Colorado System and its blended component units; however, all participate in the Treasurer's Pool. The State Treasurer, in consultation with the State's investment custodian, determines the fair value of the pool's investments at each month-end for performance tracking purposes. Short-term realized gains, losses, and interest earnings, adjusted for amortization of investment premiums and discounts, are distributed monthly. If the statutes authorize the participant to receive interest and investment earnings, these gains or losses are prorated according to the average of the participant's daily balance during the month.

Note 5 – Capital Assets

On the government-wide *Statement of Activities,* depreciation and amortization charged to functional programs and business-type activities is as follows:

(Dollars in Thousands)

Governmental Activities	Depreciation Amount	Amortization Amount	Total
General Government	$ 53,296	$ 37,854	$ 91,150
Business, Community and Consumer Affairs	2,170	9,547	11,717
Education	70,693	104	70,797
Health and Rehabilitation	12,799	5,216	18,015
Justice	55,454	24,717	80,171
Natural Resources	574	1,495	2,069
Social Assistance	38,759	6,169	44,928
Transportation	337,702	1,991	339,693
Total Depreciation & Amorization Expense - Governmental Activities	571,447	87,093	658,540
Business-Type Activities			
Higher Education	525,340	74,307	599,647
Parks and Wildlife	20,774	661	21,435
State Nursing Homes	1,502	45	1,547
Unemployment Insurance	3,517	-	3,517
Transportation	44,130	260	44,390
Social Assistance	11,504	2,873	14,377
Other Enterprise Funds	3,594	1,478	5,072
Total Depreciation & Amortization Expense - Business-Type Activities	610,361	79,624	689,985
Total Depreciation & Amortization Expense Primary Government	$ 1,181,808	$ 166,717	$ 1,348,525

The schedules on the following pages show the capital asset activity during Fiscal Year 2025. The capital asset schedule shows that $219.4 million of construction in progress projects were completed and added to capital assets for Governmental activities, and $447.4 million of construction in progress were completed and added to capital assets for Business-Type activities. These amounts are net of additions.

Changes in Capital Assets

(Dollars in Thousands)	Beginning Balance	Increases	CIP Transfers	Decreases/ Adjustments	Ending Balance
Governmental Activities:					
Nondepreciable Assets:					
Land	$ 140,645	$ 15,216	$ -	$ (30)	$ 155,831
Land Improvements	7,752	-	-	(86)	7,666
Collections	11,213	-	-	-	11,213
Construction in Progress (CIP)	1,825,015	927,673	(219,412)	(233,492)	2,299,784
Other Capital Assets	6,805	166	-	-	6,971
Infrastructure	1,141,847	1,156	-	(6)	1,142,997
Total Nondepreciable Assets	**3,133,277**	**944,211**	**(219,412)**	**(233,614)**	**3,624,462**
Depreciable Assets:					
Leasehold and Land Improvements	88,319	12,174	8,614	(4,716)	104,391
Buildings	4,315,143	56,555	199,753	(25,487)	4,545,964
Software	684,670	46,562	3,138	(2,785)	731,585
Vehicles and Equipment	1,184,185	126,116	7,907	(68,616)	1,249,592
Library Materials and Collections	6,504	388	-	(1,078)	5,814
Other Capital Assets	67,635	2,029	-	(111)	69,553
Infrastructure	14,620,949	88,729	-	(1,222)	14,708,456
Total Depreciable Assets	**20,967,405**	**332,553**	**219,412**	**(104,015)**	**21,415,355**
Less Accumulated Depreciation:					
Leasehold and Land Improvements	(55,738)	(4,298)	-	1,828	(58,208)
Buildings	(1,657,302)	(123,167)	-	(100)	(1,780,569)
Software	(562,491)	(46,204)	-	29,435	(579,260)
Vehicles and Equipment	(771,254)	(83,575)	-	34,300	(820,529)
Library Materials and Collections	(4,912)	(419)	-	1,076	(4,255)
Other Capital Assets	(35,727)	(6,725)	-	111	(42,341)
Infrastructure	(6,583,088)	(307,059)	-	(19)	(6,890,166)
Total Accumulated Depreciation	**(9,670,512)**	**(571,447)**	**-**	**66,631**	**(10,175,328)**
Total Depreciable Assets, Net	**11,296,893**	**(238,894)**	**219,412**	**(37,384)**	**11,240,027**
Right to Use Assets:					
Leased Land	1,340	4,287	-	-	5,627
Leased Buildings	314,089	123,562	-	(29,217)	408,434
Information Technology Subscriptions	158,250	63,374	-	(177)	221,447
Construction in Progress	2,243	417	-	(1,029)	1,631
Leased Vehicles, Equipment, Other	17,297	8,868	-	(6,969)	19,196
Total Right to Use Assets	**493,219**	**200,508**	**-**	**(37,392)**	**656,335**
Less Accumulated Amortization:					
Leased Land	(207)	(390)	-	-	(597)
Leased Buildings	(119,739)	(36,967)	-	10,865	(145,841)
Information Technology Subscriptions	(51,601)	(51,784)	-	178	(103,207)
Leased Vehicles, Equipment, Other	(10,322)	2,048	-	(2,805)	(11,079)
Total Accumulated Amortization	**(181,869)**	**(87,093)**	**-**	**8,238**	**(260,724)**
Total Right to Use Assets, Net	**311,350**	**113,415**	**-**	**(29,154)**	**395,611**
Total Governmental Activities Capital Assets, Net	**$ 14,741,520**	**$ 818,732**	**$ -**	**$ (300,152)**	**$ 15,260,100**

(Dollars in Thousands)	Beginning Balance	Increases	CIP Transfers	Decreases/ Adjustments	Ending Balance
Business-Type Activities:					
Nondepreciable Assets:					
Land	$ 794,401	$ 12,074	$ 6,653	$ (638)	$ 812,490
Land Improvements	19,344	-	-	-	19,344
Collections	41,340	235	-	(98)	41,477
Construction in Progress (CIP)	1,366,935	1,243,657	(454,101)	(43,181)	2,113,310
Other Capital Assets	31,908	111	-	(111)	31,908
Infrastructure	101,932	48	-	-	101,980
Total Nondepreciable Assets	**2,355,860**	**1,256,125**	**(447,448)**	**(44,028)**	**3,120,509**
Depreciable Assets:					
Leasehold and Land Improvements	1,119,386	20,035	52,765	(742)	1,191,444
Buildings	12,478,103	37,487	375,783	(4,659)	12,886,714
Software	297,213	46,683	1,400	(12,579)	332,717
Vehicles and Equipment	1,604,952	125,993	17,500	(83,942)	1,664,503
Library Materials and Collections	688,745	23,179	-	(4,651)	707,273
Other Capital Assets	7,456	-	-	-	7,456
Infrastructure	2,300,213	17,607	-	-	2,317,820
Total Capital Assets Being Depreciated	**18,496,068**	**270,984**	**447,448**	**(106,573)**	**19,107,927**
Less Accumulated Depreciation:					
Leasehold and Land Improvements	(646,876)	(43,451)	-	744	(689,583)
Buildings	(5,564,045)	(370,635)	-	3,462	(5,931,218)
Software	(224,317)	(20,119)	-	12,545	(231,891)
Vehicles and Equipment	(1,192,658)	(108,906)	-	80,062	(1,221,502)
Library Materials and Collections	(563,256)	(22,459)	-	4,558	(581,157)
Other Capital Assets	(2,832)	(442)	-	111	(3,163)
Infrastructure	(254,580)	(44,349)	-	-	(298,929)
Total Accumulated Depreciation	**(8,448,564)**	**(610,361)**	**-**	**101,482**	**(8,957,443)**
Total Depreciable Assets, Net	**10,047,504**	**(339,377)**	**447,448**	**(5,091)**	**10,150,484**
Right to Use Assets:					
Leased Land	4,238	-	-	-	4,238
Leased Buildings	188,547	21,840	-	(10,833)	199,554
Information Technology Subscriptions	204,648	65,362	5,753	(33,163)	242,600
Construction in Progress	7,531	1,305	(5,753)	(653)	2,430
Leased Vehicles, Equipment, Other	22,503	5,979	-	(4,681)	23,801
Total Right to Use Assets	**427,467**	**94,486**	**-**	**(49,330)**	**472,623**
Less Accumulated Amortization:					
Leased Land	(232)	(57)	-	-	(289)
Leased Buildings	(67,485)	(21,747)	-	6,319	(82,913)
Information Technology Subscriptions	(85,661)	(52,308)	-	29,544	(108,425)
Leased Vehicles, Equipment, Other	(14,148)	(5,512)	-	4,761	(14,899)
Total Accumulated Amortization	**(167,526)**	**(79,624)**	**-**	**40,624**	**(206,526)**
Total Right to Use Assets, Net	**259,941**	**14,862**	**-**	**(8,706)**	**266,097**
Total Business-Type Activities Capital Assets, Net	**12,663,305**	**931,610**	**-**	**(57,825)**	**13,537,090**
Total Capital Assets, Net	**$ 27,404,825**	**$ 1,750,342**	**$ -**	**$ (357,977)**	**$ 28,797,190**

Note 6 – Defined Benefit Pensions

Summary of Significant Accounting Policies

The State of Colorado is a participating employer in the State Division Trust Fund (SDTF) and the Judicial Division Trust Fund (JDTF), both cost-sharing multiple-employer defined benefit pension plans administered by the Public Employees' Retirement Association of Colorado (PERA). The State of Colorado System is also a governmental nonemployer contributing entity in the SDTF, JDTF, School Division Trust Fund (School) and Denver Public Schools Division Trust Fund (DPS) Divisions. In addition, the University of Colorado System offers a single-employer, defined benefit Alternate Medicare Payment pension plan to retirees of its Optional Retirement Plan. The net pension liability, deferred outflows of resources, deferred inflows of resources, pension expense, aid to other governments, information about the fiduciary net position, and additions to/deductions from the fiduciary net position of the SDTF, JDTF, School Division, DPS Division, and the Alternate Medicare Payment Plan have been determined using the economic resources measurement focus and the accrual basis of accounting. For this purpose, benefit payments, including refunds of employee contributions, are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

Senate Bill 18-200 entitled *Modifications To PERA Public Employees' Retirement Association To Eliminate Unfunded Liability* requires a direct distribution from the State Treasury to PERA for $225.0 million annually to reduce unfunded PERA liabilities. The direct distributions are to occur until no unfunded actuarial accrued liabilities exist for any PERA Division Trust. PERA allocates the direct distribution to four PERA Division Trusts in proportion with payroll-based contributions. The direct distribution for Fiscal Year 2025 is shown below.

(Dollars in thousands)

PERA Division Trust	Additional Employer Contributions	Non-employer Contributions	Total Direct Distribution
State	$ 71,799	$ 3,347	$ 75,146
Judicial	1,195	78	1,273
School	-	129,790	129,790
Denver Public Schools	-	18,791	18,791
	$ 72,994	$ 152,006	$ 225,000

General Information about the Pension Plan

Eligible employees of the State of Colorado receive a pension benefit through the SDTF and the JDTF, both cost sharing multiple-employer defined benefit pension plans administered by PERA. Plan benefits are specified in Title 24, Article 51 of the Colorado Revised Statutes, administrative Rule 8 Colorado Code of Regulations 1502-1, and applicable provisions of the federal Internal Revenue Code. The Colorado General Assembly may amend Colorado State law provisions from time to time. PERA issues a publicly available Annual Comprehensive Financial Report (ACFR) that can be obtained at: www.copera.org

PERA provides retirement, disability, and survivor benefits. Retirement benefits are determined by the amount of service credit earned and/or purchased, highest average salary, the benefit structure(s) under which the member retires, the benefit option selected at retirement, and age at retirement. Retirement eligibility is specified in tables set forth at Sections 24-51-602, 604, 1713, and 1714, C.R.S.

The lifetime retirement benefit for all eligible retiring employees under the PERA benefit structure is the greater of the:

- Highest average salary multiplied by 2.5 percent and then multiplied by years of service credit.
- The value of the retiring employee's member contribution account plus a 100 percent match on eligible amounts as of the retirement date. This amount is then annuitized into a monthly benefit based on life expectancy and other actuarial factors.

The lifetime retirement benefit for all eligible retiring employees under the DPS benefit structure is the greater of the:

- Highest average salary multiplied by 2.5 percent and then multiplied by years of service credit.

- 15 dollars times the first 10 years of service credit plus 20 dollars times service credit over 10 years plus a monthly amount equal to the annuitized member contribution account balance based on life expectancy and other actuarial factors.

In all cases, the service retirement benefit is limited to 100 percent of highest average salary and cannot exceed the maximum benefit allowed by federal Internal Revenue Code.

Members may elect to withdraw their member contribution accounts upon termination of employment with all PERA employers; waiving rights to any lifetime retirement benefits earned. If eligible, the member may receive a match of either 50 percent or 100 percent on eligible amounts depending on when contributions were remitted to PERA, the date employment was terminated, whether 5 years of service credit has been obtained and the benefit structure under which contributions were made.

Upon meeting certain criteria, benefit recipients who elect to receive a lifetime retirement benefit generally receive post-retirement cost-of-living adjustments, referred to as annual increases in the C.R.S. Subject to the automatic adjustment provision (AAP) under Section 24-51-413, C.R.S. eligible benefit recipients under the PERA benefit structure who began membership before January 1, 2007, and all eligible benefit recipients of the DPS benefit structure will receive the maximum annual increase (AI) or AI cap of 1.00 percent unless adjusted by the AAP. Eligible benefit recipients under the PERA benefit structure who began membership on or after January 1, 2007, will receive the lesser of an annual increase of the 1.00 percent AI cap or the average increase of the Consumer Price Index for Urban Wage Earners and Clerical Workers for the prior calendar year, not to exceed a determined increase that would exhaust 10 percent of PERA's Annual Increase Reserve (AIR) for the SDTF. The AAP may raise or lower the aforementioned AI cap by up to 0.25 percent based on the parameters specified in Section 24-51-413, C.R.S.

Disability benefits are available for eligible employees once they reach five years of earned service credit and are determined to meet the definition of disability. For the SDTF, Safety Officers whose disability is caused by an on-the-job injury are immediately eligible to apply for disability benefits and do not have to meet the five years of service credit requirement. For the JDTF, the five-year requirement is not applicable to active judges. The disability benefit amount is based on the lifetime retirement benefit formula(s) shown above considering a minimum 20 years of service credit, if deemed disabled.

Survivor benefits are determined by several factors, which include the amount of earned service credit, highest average salary of the deceased, the benefit structure(s) under which service credit was obtained, and the qualified survivor(s) who will receive the benefits.

Contributions

Eligible employees and the State are required to contribute to the SDTF at rates established under Section 24-51-401, C.R.S. and Section 24-51-413, C.R.S. Employee and employer contribution rates for the period July 1, 2024 through June 30, 2025 are presented in the following tables:

State Division Trust Fund	July 1, 2024 Through June 30, 2025
Employee contribution (all employees except Safety Officers)	11.00%
Safety Officers Only	13.00%

Employee contribution rates for the SDTF are expressed as a percentage of salary as defined in Section 24-51-101(42), C.R.S.

The employer contribution requirements for all employees except Safety Officers are summarized in the table below:

State Division Trust Fund	July 1, 2024 Through December 31, 2024	January 1, 2025 Through June 30, 2025
Employer contribution rate	11.40%	11.40%
Amount of employer contribution apportioned to the Health Care Trust Fund as specified in C.R.S. § 24-51- 208(1)(f)	(1.02)%	(1.02)%
Amount apportioned to the SDTF	10.38%	10.38%
Amortization Equalization Disbursement (AED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Supplemental Amortization Equalization Disbursement (SAED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Defined Contribution Supplement as specified in C.R.S. § 24-51-415	0.21%	0.23%
Total employer contribution rate to the SDTF	**20.59%**	**20.61%**

The employer contribution requirements for Safety Officers are summarized in the table below:

State Division Trust Fund	July 1, 2024 Through December 31, 2024	January 1, 2025 Through June 30, 2025
Employer contribution rate	14.10%	14.10%
Amount of employer contribution apportioned to the Health Care Trust Fund as specified in C.R.S. § 24-51-208(1)(f)	(1.02)%	(1.02)%
Amount apportioned to the SDTF	13.08%	13.08%
Amortization Equalization Disbursement (AED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Supplemental Amortization Equalization Disbursement (SAED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Defined Contribution Supplement as specified in C.R.S. § 24-51-415	0.21%	0.23%
Total employer contribution rate to the SDTF	**23.29%**	**23.31%**

Contribution rates for the SDTF are expressed as a percentage of salary as defined in Section 24-51-101(42), C.R.S.

Eligible employees and the State are required to contribute to the JDTF at rates established under Section 24-51-401 C.R.S. and Section 24-51-413, C.R.S. Employee and employer contribution rates for the period July 1, 2024 through June 30, 2025 are presented in the following tables:

Judicial Division Trust Fund	July 1, 2024 Through June 30, 2025
Employee contribution	11.00%

Judicial Division Trust Fund	July 1, 2024 Through December 31, 2024	January 1, 2025 Through June 30, 2025
Employer contribution rate	14.91%	14.91%
Amount of employer contribution apportioned to the Health Care Trust Fund as specified in C.R.S. § 24-51-208(1)(f)	(1.02)%	(1.02)%
Amount apportioned to the JDTF	13.89%	13.89%
Amortization Equalization Disbursement (AED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Supplemental Amortization Equalization Disbursement (SAED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Total employer contribution rate to the JDTF	**23.89%**	**23.89%**

Contribution rates for the JDTF are expressed as a percentage of salary as defined in Section 24-51-101(42), C.R.S.

Employer contributions are recognized by the SDTF and by the JDTF in the period in which the compensation becomes payable to the member and the State is statutorily committed to pay the contributions to the SDTF and to the JDTF. Employer contributions made by the State to the SDTF and to the JDTF were $923.3 million and $14.7 million respectively, for the fiscal year ended June 30, 2025.

For purposes of GASB Statement No. 68 paragraph 15, a circumstance exists in which a nonemployer contributing entity is legally responsible for making contributions to the SDTF and is considered to meet the definition of a special funding situation. As specified in Section 24-51-414, C.R.S. the State is required to contribute a $225 million direct distribution each year to PERA starting on July 1, 2018. A portion of the direct distribution payment is allocated to the SDTF based on the proportionate amount of annual payroll of the SDTF to the total annual payroll of the SDTF, School Division Trust Fund, Judicial Division Trust Fund, and Denver Public Schools Division Trust Fund.

Net Pension Liability

The net pension liability for the SDTF and for the JDTF were measured as of December 31, 2024, and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of December 31, 2023. Standard update procedures were used to roll-forward the total pension liability to December 31, 2024. The State's proportion of the net pension liability of the SDTF and of the JDTF is based on the State's contributions to the SDTF and to the JDTF for calendar year 2024 relative to the total contributions of all participating employers and the nonemployer contributions made by the State to the SDTF and to the JDTF.

The State reports a net pension liability in accordance with the requirements of GASB Statement No. 68 – Accounting and Financial Reporting for Pensions using the Schedule of Employer and Nonemployer Allocations and Schedule of Collective Pension Amounts published by PERA. Refer to the last four tables in Note RSI-2 for historical information on the State of Colorado's proportionate share of collective pension amounts as a nonemployer contributing entity. Historical information on the collective pension amounts is available in the Required Supplementary Information section of PERA's ACFR available at: www.copera.org

On June 30, 2025, the State reported a total liability of $10,666.7 million for its proportionate share of the net pension liability. The amounts recognized by the State for its proportionate share of the net pension liability are as follows:

(Dollars in thousands)	PERA Division Trust Fund				
Proportionate share of the net pension liability attributable to:	State	Judicial	School	DPS	Total
State's own employees	$ 9,085,825	$ 39,242	$ -	$ -	$ 9,125,067
Employees of other governments	34,047	195	1,422,042	85,391	1,541,675
Total	$ 9,119,872	$ 39,437	$ 1,422,042	$ 85,391	$ 10,666,742

Proportionate Share

The State's proportionate share at December 31, 2023 and December 31, 2024 as well as how the proportionate share increased or decreased is presented in the following table:

As a Participating Employer			
	Proportionate Share		
PERA Division	12/31/2023	12/31/2024	Increase (Decrease)
State	95.43%	95.55%	0.12%
Judicial	93.96%	93.85%	-0.11%

As a Governmental Nonemployer Contributing Entity			
	Proportionate Share		
PERA Division	12/31/2023	12/31/2024	Increase (Decrease)
State	0.09%	0.36%	0.27%
Judicial	0.11%	0.47%	0.35%
School	2.15%	8.24%	6.10%
DPS	4.52%	15.07%	10.56%

Pension Expense & Aid to Other Governments

For the fiscal year ended June 30, 2025, the State recognized pension expense for its own employees and expense to aid other governments related to support provided by the State as a governmental nonemployer contributing entity. The components of expense are presented in the following table:

	PERA Division Trust Fund				
(Dollars in thousands)	State	Judicial	School	DPS	Total
Pension expense	$ 735,852	$ 5,715	$ -	$ -	$ 741,567
Aid to other governments*	(11,537)	138	212,540	33,573	234,714
Total	**$ 724,315**	**$ 5,853**	**$ 212,540**	**$ 33,573**	**$ 976,281**

Deferred Outflows of Resources and Deferred Inflows of Resource

The State participates in the SDTF and the JDTF as both an employer and as a governmental nonemployer contributing entity. The following tables therefore segregate deferred outflows of resources and deferred inflows of resources between balances related to the State's own employees and balances related to employees of other governments. At June 30, 2025, the State reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

State Division Trust Fund	Deferred Outflows of Resources Related to		Deferred Inflows of Resources Related to	
(Dollars in thousands)	State's Own Employees	Employees of Other Governments	State's Own Employees	Employees of Other Governments
Difference between expected and actual experience	$ 266,669	$ 999	$ -	$ -
Changes of assumptions or other inputs	-	-	70,453	264
Net difference between projected and actual earnings on pension plan investments	200,132	750	-	-
Changes in proportion and differences between contributions recognized and proportionate share of contributions	115,893	14,858	115,704	15,552
Contributions subsequent to the measurement date	437,491	-	-	-
Total	$ 1,020,185	$ 16,607	$ 186,157	$ 15,816

Deferred outflows of resources of $437.5 million related to pensions resulting from contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the fiscal year ending June 30, 2026. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

State Division Trust Fund

Year ended June 30:		(Dollars in Thousands)
2026	$	314,852
2027		524,715
2028		(315,724)
2029	$	(124,412)

Judicial Division Trust Fund

(Dollars in thousands)	Deferred Outflows of Resources Related to		Deferred Inflows of Resources Related to	
	State's Own Employees	Employees of Other Governments	State's Own Employees	Employees of Other Governments
Difference between expected and actual experience	$ 14,798	$ 73	$ -	$ -
Changes of assumptions or other inputs	-	-	7,401	37
Net difference between projected and actual earnings on pension plan investments	4,072	20	-	-
Changes in proportion and differences between contributions recognized and proportionate share of contributions	342	479	2,109	404
Contributions subsequent to the measurement date	6,729	-	-	-
Total	$ 25,941	$ 572	$ 9,510	$ 441

Deferred outflows of resources of $6.7 million related to pensions resulting from contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability in the fiscal year ending June 30, 2026. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

Judicial Division Trust Fund

Year ended June 30:		(Dollars in Thousands)
2026	$	7,119
2027		13,081
2028		(6,779)
2029	$	(3,588)

School & Denver Public Schools Division Trust Funds

The State participates in the School Division Trust Fund and the Denver Public Schools (DPS) Division Trust Fund as a governmental nonemployer contributing entity. Therefore, the deferred outflows of resources and deferred inflows of resources associated with the School and DPS Divisions relate only to employees of other governments.

School & DPS Division Trust Funds	Deferred Outflow of Resources		Deferred Inflows of Resources	
(Dollars in thousands)	School Division	DPS Division	School Division	DPS Division
Difference between expected and actual experience	$ 80,528	$ 10,830	$ -	$ -
Changes of assumptions or other inputs	10,661	6,819	-	-
Net difference between projected and actual earnings on pension plan investments	26,830	6,704	-	-
Changes in proportion and differences between contributions recognized and proportionate share of contributions	862,731	51,714	1,245,225	76,208
Total	$ 980,750	$ 76,067	$ 1,245,225	$ 76,208

Amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized as expense to aid other governments as follows:

School and DPS Division Trust Funds

Year ended June 30:	(Dollars in Thousands)
2026	$ (401,368)
2027	77,330
2028	83,245
2029	$ (23,823)

Actuarial Assumptions

The total pension liability in the December 31, 2023 actuarial valuation was determined using the following actuarial cost method, actuarial assumptions and other inputs:

	State Division Trust Fund	Judicial Division Trust Fund	School Division Trust Fund	DPS Division Trust Fund
Actuarial cost method	Entry age	Entry age	Entry age	Entry age
Price inflation	2.30 percent	2.30 percent	2.30 percent	2.30 percent
Real wage growth	0.70 percent	0.70 percent	0.70 percent	0.70 percent
Wage inflation	3.00 precent	3.00 precent	3.00 precent	3.00 precent
Salary increases, including wage inflation:				
Members other than Safety Officers	3.30 - 10.90 percent	2.80 - 5.30 percent	3.40 - 11.00 percent	3.80 - 11.50 percent
Safety Officers	3.20 - 12.40 percent	N/A	N/A	N/A
Long-term investment rate of return, net of pension plan investment expenses, including price inflation	7.25 percent	7.25 percent	7.25 percent	7.25 percent
Discount rate	7.25 percent	7.25 percent	7.25 percent	7.25 percent
Post-retirement benefit increases:				
PERA benefit structure hired prior to 1/1/07	1.00 percent	1.00 percent	1.00 percent	1.00 percent
PERA benefit structure hired after 12/31/06	Financed by the Annual Increase Reserve	Financed by the Annual Increase Reserve	Financed by the Annual Increase Reserve	Financed by the Annual Increase Reserve

Post-retirement benefit increases are provided by the AIR, accounted separately within each Division Trust Fund, and subject to moneys being available; therefore, liabilities related to increases for members of these benefit tiers can never exceed available assets.

The mortality tables described below are generational mortality tables developed on a benefit-weighted basis.

Pre-retirement mortality assumptions for members other than Safety Officers were based upon the PubG-2010 Employee Table with generational projection using scale MP-2019.

Pre-retirement mortality assumptions for Safety Officers were based upon the PubS-2010 Employee Table with generational projection using scale MP-2019.

Post-retirement non-disabled mortality assumptions for members other than Safety Officers were based upon the PubG-2010 Healthy Retiree Table, adjusted as follows:

- Males: 94 percent of the rates prior to age 80 and 90 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
- Females: 87 percent of the rates prior to age 80 and 107 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.

Post-retirement non-disabled mortality assumptions for Safety Officers were based upon the unadjusted PubS-2010 Healthy Retiree Table, with generational projection using scale MP-2019.

Post-retirement non-disabled beneficiary mortality assumptions were based upon the Pub-2010 Contingent Survivor Table, adjusted as follows:

- Males: 97 percent of the rates for all ages, with generational projection using scale MP-2019.
- Females: 105 percent of the rates for all ages, with generational projection using scale MP-2019.

Disabled mortality assumptions for members other than Safety Officers were based upon the PubNS-2010 Disabled Retiree Table using 99 percent of the rates for all ages with generational projection using scale MP-2019.

Disabled mortality assumptions for Safety Officers were based upon the unadjusted PubS-2010 Disabled Retiree Table with generational projection using scale MP-2019.

The actuarial assumptions used in the December 31, 2023, valuation were based on the results of the 2020 experience analysis for the period January 1, 2016, through December 31, 2019, and were reviewed and adopted by the PERA Board at their November 20, 2020, meeting.

Based on the 2024 experience analysis, dated January 3, 2025, for the period January 1, 2020, to December 31, 2023, revised actuarial assumptions were adopted by PERA's Board on January 17, 2025, and were effective as of December 31, 2024. The following assumptions were reflected in the roll forward calculation of the total pension liability from December 31, 2023, to December 31, 2024.

Rates of termination/withdrawal, retirement, and disability were revised to more closely reflect actual experience. The estimated administrative expense as a percentage of covered payroll was increased from 0.40% to 0.45%.

The adjustments for credibility applied to the Pub-2010 mortality tables for active and retired lives, including beneficiaries, were updated based on the experience. All mortality assumptions are developed on a benefit-weighted basis. Note that in all categories, displayed as follows, the mortality tables are generationally projected using the 2024 adjusted MP-2021 projection scale.

The long-term expected return on plan assets is reviewed as part of regular experience studies prepared every four to five years for PERA. Recently this assumption has been reviewed more frequently. The most recent analyses were outlined in the 2024 Experience Study report dated January 3, 2025.

Several factors are considered in evaluating the long-term rate of return assumption, including long-term historical data, estimates inherent in current market data, and a log-normal distribution analysis in which best-estimate ranges of expected future real rates of return (expected return, net of investment expense and inflation) were developed for each major asset class. These ranges were combined to produce the long- term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentages and then adding expected inflation.

The PERA Board first adopted the 7.25 percent long-term expected rate of return as of November 18, 2016. Following an asset/liability study, the Board reaffirmed the assumed rate of return at the Board's November 15, 2019, meeting, and again at the Board's September 20, 2024 meeting. As of the most recent reaffirmation of the long-term rate of return, the target asset allocation and best estimates of geometric real rates of return for each major asset class are summarized in the table as follows:

Asset Class	Target Allocation	30 Year Expected Geometric Real Rate of Return
Global Equity	51.00%	5.00%
Fixed Income	23.00%	2.60%
Private Equity	10.00%	7.60%
Real Estate	10.00%	4.10%
Alternatives	6.00%	5.20%
Total	**100.00%**	

In setting the long-term expected rate of return, projections employed to model future returns provide a range of expected long-term returns that, including expected inflation, ultimately support a long-term expected rate of return assumption of 7.25 percent.

Discount Rate

The discount rate used to measure the total pension liability was 7.25 percent. The projection of cash flows used to determine the discount rate applied the actuarial cost method and assumptions shown above. In addition, the following methods and assumptions were used in the projection of cash flows:

- Total covered payroll for the initial projection year consists of the covered payroll of the active membership present on the valuation date and the covered payroll of future plan members assumed to be hired during the year. In subsequent projection years, total covered payroll was assumed to increase annually at a rate of 3.00 percent.
- Employee contributions were assumed to be made at the member contribution rates in effect for each year, including the scheduled increases in SB 18-200, required adjustments resulting from the 2018 AAP assessment, and the additional 0.50 percent resulting from the 2020 AAP assessments. Employee contributions for future plan members were used to reduce the estimated amount of total service costs for future plan members.
- Employer contributions were assumed to be made at rates equal to the fixed statutory rates specified in law for each year, including the scheduled increase in SB 18-200 and required adjustments resulting from the 2018 and 2020 AAP assessments. Employer contributions also include current and estimated future AED and SAED, until the actuarial value funding ratio reaches 103.00 percent, at which point the AED and SAED will each drop 0.50 percent every year until they are zero. Additionally, estimated employer contributions reflect reductions for the funding of the AIR and retiree health care benefits. For future plan members, employer contributions were further reduced by the estimated amount of total service costs for future plan members not financed by their member contributions.
- As specified in law, the State, as a nonemployer contributing entity, will provide an annual direct distribution of $225.0 million, commencing July 1, 2018, that is proportioned between the State, School, Judicial, and DPS Division Trust Funds based upon the covered payroll of each Division. The annual direct distribution ceases when all Division Trust Funds are fully funded.
- Employer contributions and the amount of total service costs for future plan members were based upon a process to estimate future actuarially determined contributions assuming an analogous future plan member growth rate.
- The AIR balance was excluded from the initial FNP, as, per statute, AIR amounts cannot be used to pay benefits until transferred to either the retirement benefits reserve or the survivor benefits reserve, as appropriate. AIR transfers to the FNP and the subsequent AIR benefit payments were estimated and included in the projections.
- Benefit payments and contributions were assumed to be made at the middle of the year.

Based on the above assumptions and methods, the projection test indicates the fiduciary net position of the SDTF, JDTF, DPS and the School Division were projected to be available to make all projected future benefit payments of current members. Therefore, the long-term expected rate of return of 7.25 percent on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability. The discount rate determination does not use the municipal bond index rate, and therefore, the discount rate is 7.25 percent. There was no change in the discount rate from the prior measurement date.

Sensitivity of the Net Pension Liability to Changes in the Discount Rate

The following table presents the proportionate share of the net pension liability calculated using the discount rate of 7.25 percent, as well as what the proportionate share of the net pension liability would be if it were calculated using a discount rate that is 1-percentage-point lower (6.25 percent) or 1-percentage-point higher (8.25 percent) than the current rate:

Discount rate sensitivity

(Dollars in thousands)	1% Decrease (6.25%)	Current Discount Rate (7.25%)	1% Increase (8.25%)
	Proportionate Share of the Net Pension Liability		
State Division Trust Fund	$ 12,151,578	$ 9,119,872	$ 6,566,080
Judicial Division Trust Fund	89,518	39,437	(3,497)
School DivisionTrust Fund	1,927,959	1,422,042	998,265
DPS Division Trust Fund	$ 186,182	$ 85,392	$ 2,081

Pension plan fiduciary net position. Detailed information about the SDTF's fiduciary net position is available in PERA's ACFR which can be found at: www.copera.org

Payables to the PERA Defined Benefit Pension Plan

There were no short-term payables for employer or employee contributions due to PERA on June 30, 2025. Section 24-51-401, C.R.S. requires employer, employee, and retiree contributions be remitted to PERA within five days after the date the members and retirees are paid. PERA Rule 4.10-A specifies that employers are responsible for payment of interest computed on a daily rate for contributions not remitted timely.

Subsequent Events

SB 25-310, enacted June 2, 2025, and effective immediately, allows PERA to accept a series of warrants from the State Treasurer totaling $500 million (actual dollars) on or after July 1, 2025, and before October 1, 2025. These dollars are to be proportioned over time to replace reductions to future direct distributions intended to fund the Peace Officer Training and Support Fund and, at that time, will be allocated to the appropriate Division Trust Fund(s) within PERA. SB 25-310 also allows for an alternative actuarial method to allocate the direct distribution if the allocation, based on the reported payroll of each participating division, results in an AAP assessment ratio below the 98% benchmark.

Alternate Medicare Payment

Plan Description

The University of Colorado System offers an Alternate Medicare Payment (AMP) to retirees of the University of Colorado Optional Retirement Plan (ORP) participating in Medicare as an alternative to healthcare coverage provided under the University OPEB Plan (University OPEB). The AMP is a single- employer, defined benefit, pension plan established by the University who also administers and has the authority to amend benefits (e.g., ad hoc postemployment benefit changes). No assets are accumulated in a trust as the University funds the AMP on a pay-as-you-go basis. No stand-alone financial report is issued, and the AMP is not included in the report of a public employee retirement system.

Benefits

A participant must be in a benefits-eligible position at 50 percent or greater appointment immediately preceding retirement and have met the required number of service years. Only ORP retirees participating in Medicare are eligible to receive AMP benefits. The AMP is available to the employee and eligible spouse/same gender domestic partner. AMP benefits are not provided for dependent children. The AMP is non-contributory for the retiree and provides a monthly, non-salary dependent, cash payment to offset healthcare-related costs. As the monthly cash payments are not restricted as to use, they are considered a pension benefit rather than OPEB. Since the AMP's inception, monthly cash payments have been $154 for a retiree, $262 for a retiree plus spouse/same gender domestic partner, and $108 for a surviving spouse.

Employees Covered by Benefit Terms

The actuarial valuation was based on census data as of March 1, 2023. Table below is a summary of the employees covered by the benefit terms used in the valuation.

Employees Covered by AMP's Benefit Terms	
Active employees	17,056
Retirees and beneficiaries currently receiving benefit payments	985
Retirees and beneficiaries entitled to but not yet receiving benefit payments	120
Total	**18,161**

Total Pension Liability

The AMP's total pension liability at June 30, 2025 of $104.8 million was measured as of June 30, 2024, and was determined by an actuarial valuation as of that date. The University contributed $2.7 million for the year ended June 30, 2025.

Actuarial Assumptions and Other Inputs

The AMP's total pension liability in the June 30, 2024 actuarial valuation was determined using the actuarial assumptions and other inputs in the table below:

AMP's Actuarial Assumptions and Other Inputs	
Actuarial cost method	Entry age
Inflation rate	2.50%
Discount rate	3.93%
Benefit cost trend rate	2.50%

The discount rate was based on the Bond Buyer General Obligation 20-Bond Municipal Bond Index.

Mortality rates were based upon the PUB-2010 Amounts-Weighted Teachers Classification Table for Employees with generational projection using Scale MP-2021. With the exception of the mortality assumption, the demographic assumptions (retirement rates, termination rates, and salary scale) are based upon the December 31, 2019 Colorado PERA assumption study.

Total Pension Liability

Table below details the changes in the AMP's total pension liability during Fiscal Year 2025.

Reconciliation of AMP's Total Pension Liability
(in thousands)

Fiscal Year Ending June 30, 2025		
Total pension liability, beginning of year	$	103,247
Changes recognized for the fiscal year:		
Service cost		5,304
Interest on total AMP liability		3,917
Differences between expected and actual experience		(199)
Changes of assumption		(4,970)
Estimated benefit payments		(2,501)
Net changes		1,551
Total pension liability, end of year	$	104,798

Sensitivity to Changes in the Discount Rate

The following table presents the total pension liability of the AMP, as well as what the AMP's total pension liability would be if it were calculated using a discount rate that is 1-percentage-point lower or 1-percentage-point higher than the current discount rate.

Sensitivity of AMP's Total Pension Liability to Changes in the Discount Rate (in thousands)

Fiscal year ended		1% Decrease 2.93%		Discount Rate 3.93.%		1% Increase 4.93%
June 30. 2024	$	124,171	$	104,798	$	89,454

Pension Expense

The University recognized $7.4 million of pension expense for the AMP in Fiscal Year 2025. The table below summarizes the aggregate defined benefit pension expenses reported within the State for Fiscal Year 2025:

Government-Wide Aggregate Pension Expense (in thousands)	
PERA Division Trust Fund	$ 976,281
University of Colorado - Alternate Medicare Payment (AMP)	7,415
Total aggregate defined benefit pension expense	$ 983,696

Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pension Plan

The following table presents the AMP's deferred outflows of resources and deferred inflows of resources related to pension from the following sources as of June 30, 2025:

AMP Deferred Outflows and Inflows of Resources (in thousands

		Deferred Outflows		Deferred Inflows
Changes in Assumptions	$	13,182	$	29,144
Differences between expected and actual experience		-		4,917
Benefit payments subsequent to the measurement date		2,661		-
Total	$	15,843	$	34,061

The $2.7 million reported as deferred outflows of resources as of June 30, 2025 , resulting from benefit payments subsequent to the measurement date, will be recognized as a reduction to the AMP's total pension liability in the year ended June 30, 2026.

Amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense as summarized in table below:

Future Amortization of AMP's Deferred Outflows of Resources and Inflows of Resources (in thousands)

Years ending June 30:		
2026	$	(2,066)
2027		(2,084)
2028		(2,341)
2029		(3,744)
2030		(4,937)
2031-2032		(5,707)
Total	$	(20,879)

The following table lists the amortization bases included in the AMP's deferred outflows and inflows of resources as of June 30, 2025:

Amortization of AMP Deferred Outflows of Resources and Deferred Inflows of Resources (in thousands

		Period		Balance		Annual
Date Established	Type of Base	Original	Remaining	Original	Remaining	Amortization
June 30,2016	Differences between expected and actual experience	8.5	0	$ (101)	$ 0	$ (5)
June 30,2017	Differences between expected and actual experience	8.5	0.5	(3,377)	(201)	(397)
June 30,2018	Differences between expected and actual experience	8.3	1.3	(109)	(18)	(13)
June 30,2019	Differences between expected and actual experience	8.3	2.3	(3,865)	(1,069)	(466)
June 30,2020	Differences between expected and actual experience	8.5	3.5	(124)	(49)	(15)
June 30,2021	Differences between expected and actual experience	8.5	4.5	(5,842)	(3,094)	(687)
June 30,2022	Differences between expected and actual experience	8.8	5.8	(420)	(277)	(48)
June 30,2023	Differences between expected and actual experience	8.8	6.8	(44)	(34)	(5)
June 30,2024	Differences between expected and actual experience	8.6	7.6	(199)	(175)	(23)
June 30,2016	Changes in assumptions	8.5	0	10,999	0	647
June 30,2017	Changes in assumptions	8.5	0.5	(3,180)	(188)	(374)
June 30,2018	Changes in assumptions	8.3	1.3	4,940	775	595
June 30,2019	Changes in assumptions	8.3	2.3	4,845	1,341	584
June 30,2020	Changes in assumptions	8.5	3.5	23,408	9,638	2,754
June 30,2021	Changes in assumptions	8.5	4.5	2,700	1,428	318
June 30,2022	Changes in assumptions	8.8	5.8	(28,775)	(18,965)	(3,270)
June 30,2023	Changes in assumptions	8.8	6.8	(7,245)	(5,599)	(823)
June 30,2024	Changes in assumptions	8.6	7.6	(4,970)	(4,392)	(578)
				Total	$ (20,879)	$ (1,806)

Note 7 – Other Post Employment Benefit (OPEB) Plans

Summary of OPEB Plans

The State of Colorado participates in the following OPEB plans:

- PERA Health Care Trust Fund (HCTF) OPEB
- University of Colorado Healthcare and Life Insurance Subsidy
- Colorado State University OPEB
    - Retiree Medical Premium Refund Plan for DCP Participants
    - Retiree Medical Premium Subsidy for PERA Participants
    - Retiree Umbrella Rx Plan for PERA Participants
    - Long-Term Disability Plan

Disclosures provided in this note are applicable to the PERA Health Care Trust Fund (HCTF) OPEB, the University of Colorado Healthcare OPEB and the Colorado State University OPEB.

PERA Health Care Trust Fund OPEB

Summary of Significant Accounting Policies

The State of Colorado participates in the Health Care Trust Fund (HCTF), a cost-sharing multiple-employer defined benefit OPEB fund administered by the Public Employees' Retirement Association of Colorado (PERA). The net OPEB liability, deferred outflows of resources and deferred inflows of resources related to OPEB, OPEB expense, information about the fiduciary net position and additions to/deductions from the fiduciary net position of the HCTF have been determined using the economic resources measurement focus and the accrual basis of accounting. For this purpose, benefits paid on behalf of health care participants are recognized when due and/or payable in accordance with the benefit terms. Investments are reported at fair value.

General Information about the OPEB Plan

Eligible employees of the State are provided with OPEB through the HCTF, a cost-sharing multiple-employer defined benefit OPEB plan administered by PERA. The HCTF is established under Title 24, Article 51, Part 12 of the Colorado Revised Statutes (C.R.S.), as amended. Colorado State law provisions may be amended from time to time by the Colorado General Assembly. Title 24, Article 51, Part 12 of the C.R.S., as amended, sets forth a framework that grants authority to the PERA Board to contract, self-insure, and authorize disbursements necessary in order to carry out the purposes of the PERACare program, including the administration of the premium subsidies. Colorado State law provisions may be amended from time to time by the Colorado General Assembly. PERA issues an annual comprehensive financial report (ACFR) available at: www.copera.org

Benefits Provided

The HCTF provides a health care premium subsidy to eligible participating PERA benefit recipients and retirees who choose to enroll in one of the PERA health care plans, however, the subsidy is not available if only enrolled in the dental and/or vision plan(s). The health care premium subsidy is based upon the benefit structure under which the member retires and the member's years of service credit. For members who retire having service credit with employers in the Denver Public Schools (DPS) Division and one or more of the other four Divisions (State, School, Local Government and Judicial), the premium subsidy is allocated between the HCTF and the Denver Public Schools Health Care Trust Fund (DPS HCTF). The basis for the amount of the premium subsidy funded by each trust fund is the percentage of the member contribution account balance from each division as it relates to the total member contribution account balance from which the retirement benefit is paid.

Section 24-51-1202 C.R.S. specifies the eligibility for enrollment in the health care plans offered by PERA and the amount of the premium subsidy. The law governing a benefit recipient's eligibility for the subsidy and the amount of the subsidy differs slightly depending under which benefit structure the benefits are calculated. All benefit recipients under the PERA benefit structure and all retirees under the DPS benefit structure are eligible for a premium subsidy, if enrolled in a health care plan under PERACare. Upon the death of a DPS benefit structure retiree, no further subsidy is paid.

Enrollment in the PERACare is voluntary and is available to benefit recipients and their eligible dependents, certain surviving spouses, and divorced spouses and guardians, among others. Eligible benefit recipients may enroll into the program upon retirement, upon the occurrence of certain life events, or on an annual basis during an open enrollment period.

PERA Benefit Structure

The maximum service-based premium subsidy is $230 per month for benefit recipients who are under 65 years of age and who are not entitled to Medicare; the maximum service-based subsidy is $115 per month for benefit recipients who are 65 years of age or older or who are under 65 years of age and entitled to Medicare. The basis for the maximum service-based subsidy, in each case, is for benefit recipients with retirement benefits based on 20 or more years of service credit. There is a 5 percent reduction in the subsidy for each year less than 20. The benefit recipient pays the remaining portion of the premium to the extent the subsidy does not cover the entire amount.

For benefit recipients who have not participated in Social Security and who are not otherwise eligible for premium-free Medicare Part A for hospital-related services, Section 24-51-1206(4), C.R.S. provides an additional subsidy. According to the statute, PERA cannot charge premiums to benefit recipients without Medicare Part A that are greater than premiums charged to benefit recipients with Part A for the same plan option, coverage level, and service credit. Currently, for each individual PERACare enrollee, the total premium for Medicare coverage is determined assuming plan participants have both Medicare Part A and Part B and the difference in premium cost is paid by the HCTF or the DPS HCTF on behalf of benefit recipients not covered by Medicare Part A.

DPS Benefit Structure

The maximum service-based premium subsidy is $230 per month for retirees who are under 65 years of age and who are not entitled to Medicare; the maximum service-based subsidy is $115 per month for retirees who are 65 years of age or older or who are under 65 years of age and entitled to Medicare. The basis for the maximum subsidy, in each case, is for retirees with retirement benefits based on 20 or more years of service credit. There is a 5 percent reduction in the subsidy for each year less than 20. The retiree pays the remaining portion of the premium to the extent the subsidy does not cover the entire amount.

For retirees who have not participated in Social Security and who are not otherwise eligible for premium-free Medicare Part A for hospital-related services, the HCTF or the DPS HCTF pays an alternate service-based premium subsidy. Each individual retiree meeting these conditions receives the maximum $230 per month subsidy reduced appropriately for service less than 20 years, as described above. Retirees who do not have Medicare Part A pay the difference between the total premium and the monthly subsidy.

Contributions

Pursuant to Title 24, Article 51, Section 208(1) (f) of the C.R.S., as amended, certain contributions are apportioned to the HCTF. PERA-affiliated employers of the State, School, Local Government, and Judicial Divisions are required to contribute at a rate of 1.02 percent of PERA-includable salary into the HCTF.

Employer contributions are recognized by the HCTF in the period in which the compensation becomes payable to the member and the State is statutorily committed to pay the contributions. Contributions made by the State and allocated to the HCTF for purposes of financial reporting were $40.1 million for the year ended June 30, 2025.

OPEB Liabilities, OPEB Expense, Deferred Outflows of Resources, and Deferred Inflows of Resources Related to OPEB

At June 30, 2025, the State reported a liability of $152.1 million for its proportionate share of the net OPEB liability. The net OPEB liability for the HCTF was measured as of December 31, 2024, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of December 31, 2023. Standard update procedures were used to roll-forward the total OPEB liability to December 31, 2024. The State's proportion of the net OPEB liability is based on contributions to the HCTF from the State for the calendar year 2024 relative to the total contributions of participating employers to the HCTF. At December 31, 2024, the State's proportion was 31.81 percent, which was a decrease of 0.14 percent from its proportion measured as of December 31, 2023.

For the fiscal year ended June 30, 2025, the State recognized a negative OPEB expense (revenue) of $20.0 million. At June 30, 2025, the State reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

(Dollars in thousands)	Deferred Outflows of Resources	Deferred Inflows of Resources
Difference between expected and actual experience	$ -	$ 33,554
Changes of assumptions or other inputs	1,744	48,624
Net difference between projected and actual earnings on pension plan investments	516	-
Changes in proportion and differences between contributions recognized and proportionate share of contributions	17,479	22,528
Contributions subsequent to the measurement date	20,266	-
Total	$ 40,005	$ 104,706

$20.3 million reported as deferred outflows of resources related to OPEB, resulting from contributions subsequent to the measurement date, will be recognized as a reduction of the net OPEB liability in the year ended June 30, 2026. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Year ended June 30:	(Dollars in Thousands)
2026	$ (25,332)
2027	(16,160)
2028	(19,596)
2029	(11,437)
2030	(7,958)
Thereafter	$ (4,483)

Actuarial Assumptions

The total OPEB liability in the December 31, 2023 actuarial valuation was determined using the following actuarial cost method, actuarial assumptions and other inputs:

	Trust Fund			
	State Division	**School Division**	**Judicial Division**	**Local Government Division**
Actuarial cost method	Entry age	Entry age	Entry age	Entry age
Price inflation	2.30%	2.30%	2.30%	2.30%
Real wage growth	0.70%	0.70%	0.70%	0.70%
Wage inflation	3.00%	3.00%	3.00%	3.00%
Salary increases, including wage inflation:				
Members other than Safety Officers	3.30%-10.90%	3.40%-11.00%	2.80%-5.30%	3.20%-11.30%
Safety Officers	3.20%-12.40%	N/A	N/A	3.20%-12.40%
Long-Term investment rate, net of OPEB plan investment expenses, including price inflation	7.25%	7.25%	7.25%	7.25%
Discount Rate	7.25%	7.25%	7.25%	7.25%
Health care cost trend rates				
PERA benefit structure:				
Service-based premium subsidy	0.00%	0.00%	0.00%	0.00%
PERACare Medicare Plans	16.00% in 2024, then 6.75% in 2025, then gradually decreasing to 4.50% in 2034	16.00% in 2024, then 6.75% in 2025, then gradually decreasing to 4.50% in 2034	16.00% in 2024, then 6.75% in 2025, then gradually decreasing to 4.50% in 2034	16.00% in 2024, then 6.75% in 2025, then gradually decreasing to 4.50% in 2034
Medicare Part A premiums	3.50% in 2024, gradually increasing to 4.50% in 2033	3.50% in 2024, gradually increasing to 4.50% in 2033	3.50% in 2024, gradually increasing to 4.50% in 2033	3.50% in 2024, gradually increasing to 4.50% in 2033

Calculations are based on the benefits provided under the terms of the substantive plan in effect at the time of each actuarial valuation and on the pattern of sharing of costs between employers of each fund to that point.

Each year the per capita health care costs are developed by plan option; based on 2024 premium rates for the United-Healthcare Medicare Advantage Prescription Drug (MAPD) PPO plan #1, the UnitedHealthcare MAPD PPO plan #2, and the Kaiser Permanente MAPD HMO plan. Actuarial morbidity factors are then applied to estimate individual retiree and spouse costs by age, gender, and health care cost trend. This approach applies for all members and is adjusted accordingly for those not eligible for premium-free Medicare Part A for the PERA benefit structure. The following tables summarize the age-related morbidity factors and related costs for each plan option.

Age-Related Morbidity Assumptions

Participant Age	Annual Increase (Male)	Annual Increase (Female)
65-68	2.2%	2.3%
69	2.8%	2.2%
70	2.7%	1.6%
71	3.1%	0.5%
72	2.3%	0.7%
73	1.2%	0.8%
74	0.9%	1.5%
75-85	0.9%	1.3%
86 and older	0.0%	0.0%

Sample Age	MAPD PPO #1 with Medicare Part A		MAPD PPO #2 with Medicare Part A		MAPD HMO (Kaiser) with Medicare Part A	
	Retiree/Spouse		Retiree/Spouse		Retiree/Spouse	
	Male	Female	Male	Female	Male	Female
65	$ 1,710	$ 1,420	$ 585	$ 486	$ 1,897	$ 1,575
70	$ 1,921	$ 1,589	$ 657	$ 544	$ 2,130	$ 1,763
75	$ 2,122	$ 1,670	$ 726	$ 571	$ 2,353	$ 1,853

Sample Age	MAPD PPO #1 without Medicare Part A		MAPD PPO #2 without Medicare Part A		MAPD HMO (Kaiser) without Medicare Part A	
	Retiree/Spouse		Retiree/Spouse		Retiree/Spouse	
	Male	Female	Male	Female	Male	Female
65	$ 6,536	$ 5,429	$ 4,241	$ 3,523	$ 7,063	$ 5,866
70	$ 7,341	$ 6,073	$ 4,764	$ 3,941	$ 7,933	$ 6,563
75	$ 8,110	$ 6,385	$ 5,262	$ 4,143	$ 8,763	$ 6,900

The 2024 Medicare Part A premium is $505 per month.

All costs are subject to the health care cost trend rates, as discussed below.

Health care cost trend rates reflect the change in per capita health costs over time due to factors such as medical inflation, utilization, plan design, and technology improvements. For the PERA benefit structure, health care cost trend rates are needed to project the future costs associated with providing benefits to those PERACare enrollees not eligible for premium-free Medicare Part A.

Health care cost trend rates for the PERA benefit structure are based on published annual health care inflation surveys in conjunction with actual plan experience (if credible), building block models and industry methods developed by health plan actuaries and administrators. In addition, projected trends for the Federal Hospital Insurance Trust Fund (Medicare Part A premiums) provided by the Centers for Medicare & Medicaid Services are referenced in the development of these rates. PERACare Medicare plan rates are applied where members have no premium-free Part A and where those premiums are already exceeding the maximum subsidy. MAPD PPO #2 has a separate trend because the first year rates are still below the maximum subsidy and to reflect the estimated impact of the Inflation Reduction Act for that plan option.

The PERA benefit structure health care cost trend rates that were used to measure the total OPEB liability are summarized in the table below:

Year	PERACare Medicare Plans	MAPD PPO #21	Medicare Part A Premiums
2024	16.00%	105.00%	3.50%
2025	6.75%	8.55%	3.75%
2026	6.50%	8.10%	3.75%
2027	6.25%	7.65%	4.00%
2028	6.00%	7.20%	4.00%
2029	5.75%	6.75%	4.25%
2030	5.50%	6.30%	4.25%
2031	5.25%	5.85%	4.25%
2032	5.00%	5.40%	4.25%
2033	4.75%	4.95%	4.50%
2034+	4.50%	4.50%	4.50%

Mortality assumptions used in the December 31, 2023, valuation for the determination of the total pension liability for each of the Division Trust Funds as shown below, reflect generational mortality and were applied, as applicable, in the determination of the total OPEB liability for the HCTF, but developed using a headcount-weighted basis. Affiliated employers of the State, School, Local Government and Judicial Divisions participate in the HCTF.

Pre-retirement mortality assumptions for the State and Local Government Divisions (Members other than Safety Officers) were based upon the PubG-2010 Employee Table with generational projection using scale MP-2019.

Pre-retirement mortality assumptions for Safety Officers were based upon the PubS-2010 Employee Table with generational projection using scale MP-2019.

The pre-retirement mortality assumptions for the School Division were based upon the PubT-2010 Employee Table with generational projection using scale MP-2019.

Pre-retirement mortality assumptions for the Judicial Division were based upon the PubG-2010(A) Above-Median Employee Table with generational projection using scale MP-2019.

Post-retirement non-disabled mortality assumptions for the State and Local Government Divisions (Members other than Safety Officers) were based upon the PubG-2010 Healthy Retiree Table, adjusted as follows:

- Males: 94 percent of the rates prior to age 80 and 90 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
- Females: 87 percent of the rates prior to age 80 and 107 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.

Post-retirement non-disabled mortality assumptions for Safety Officers were based upon the unadjusted PubS-2010 Healthy Retiree Table, with generational projection using scale MP-2019.

Post-retirement non-disabled mortality assumptions for the School Division were based upon the PubT-2010 Healthy Retiree Table, adjusted as follows:

- Males: 112 percent of the rates prior to age 80 and 94 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
- Females: 83 percent of the rates prior to age 80 and 106 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.

Post-retirement non-disabled mortality assumptions for the Judicial Division were based upon the unadjusted PubG-2010(A) Above-Median Healthy Retiree Table with generational projection using scale MP-2019.

Post-retirement non-disabled beneficiary mortality assumptions were based upon the Pub-2010 Contingent Survivor Table, adjusted as follows:

- Males: 97 percent of the rates for all ages, with generational projection using scale MP-2019.
- Females: 105 percent of the rates for all ages, with generational projection using scale MP-2019.

Disabled mortality assumptions for Members other than Safety Officers were based upon the PubNS-2010 Disabled Retiree Table using 99 percent of the rates for all ages with generational projection using scale MP-2019.

Disabled mortality assumptions for Safety Officers were based upon the unadjusted PubS-2010 Disabled Retiree Table with generational projection using scale MP-2019.

The following health care costs assumptions were updated and used in the roll forward calculation for the HCTF:

- Per capita health care costs in effect as of the December 31, 2023, valuation date for those PERACare enrollees under the PERA benefit structure who are expected to be age 65 and older and are not eligible for premium-free Medicare Part A benefits have been updated to reflect costs for the 2024 plan year.
- The health care cost trend rates applicable to health care premiums were revised to reflect the current expectation of future increases in those premiums. A separate trend rate assumption set was added for MAPD PPO #2 as the first-year rate is still below the maximum subsidy and also the assumption set reflects the estimated impact of the Inflation Reduction Act for that plan option.
- The Medicare health care plan election rate assumptions were updated effective as of the December 31, 2023, valuation date based on an experience analysis of recent data.

The actuarial assumptions used in the December 31, 2023, valuations were based on the 2020 experience analysis, dated October 28, 2020, and November 4, 2020, for the period January 1, 2016, through December 31, 2019. Revised economic and demographic assumptions were adopted by PERA's Board on November 20, 2020.

Based on the 2024 experience analysis, dated January 3, 2025, for the period January 1, 2020, to December 31, 2023, revised actuarial assumptions were adopted by PERA's Board on January 17, 2025, and were effective as of December 31, 2024. The following assumptions were reflected in the roll forward calculation of the total OPEB liability from December 31, 2023, to December 31, 2024.

Several factors are considered in evaluating the long-term rate of return assumption, including long-term historical data, estimates inherent in current market data, and a log-normal distribution analysis in which best-estimate ranges of expected future real rates of return (expected return, net of investment expense and inflation) were developed for each major asset class. These ranges were combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentages and then adding expected inflation.

As of the most recent reaffirmation of the long-term rate of return, the target asset allocation and best estimates of geometric real rates of return for each major asset class are summarized in the table as follows:

Asset Class	Target Allocation	30 Year Expected Geometric Real Rate of Return
Global Equity	51.00%	5.00%
Fixed Income	23.00%	2.60%
Private Equity	10.00%	7.60%
Real Estate	10.00%	4.10%
Alternatives	6.00%	5.20%
Total	**100.00%**	

In setting the long-term expected rate of return, projections employed to model future returns provide a range of expected long-term returns that, including expected inflation, ultimately support a long-term expected rate of return assumption of 7.25 percent.

Sensitivity to Changes in Health Care Cost Trend Rates

The following table presents the net OPEB liability using the current health care cost trend rates applicable to the PERA benefit structure, as well as if it were calculated using health care cost trend rates that are one percentage point lower or one percentage point higher than the current rates:

Sensitivity - Health Care Cost Trend Rates

(Dollars in thousands)	1% Decrease in Trend Rates	Current Trend Rates	1% Increase in Trend Rates
Initial PERACare Medicare trend rate	5.75%	6.75%	7.75%
Ultimate PERACare Medicare trend rate	3.50%	4.50%	5.50%
Initial MAPD PPO#2 trend rate1	7.55%	8.55%	9.55%
Ultimate MAPD PPO#2 trend rate	3.50%	4.50%	5.50%
Initial Medicare Part A	2.75%	3.75%	4.75%
Ultimate Medicare Part A	3.50%	4.50%	5.50%
Net OPEB Liability	$ 465,284	$ 478,167	$ 492,747

Discount Rate

The discount rate used to measure the total OPEB liability was 7.25 percent. The basis for the projection of liabilities and the fiduciary net position used to determine the discount rate was an actuarial valuation performed as of December 31, 2023, and the financial status of the HCTF as of the current measurement date, December 31, 2024. In addition, the following methods and assumptions were used in the projection of cash flows:

- Updated health care cost trend rates for Medicare Part A premiums as of the December 31, 2024, measurement date.
- Total covered payroll for the initial projection year consists of the covered payroll of the active membership present on the valuation date and the covered payroll of future plan members assumed to be hired during the year. In subsequent projection years, total covered payroll was assumed to increase annually at a rate of 3.00 percent.
- Employer contributions were assumed to be made at rates equal to the fixed statutory rates specified in law and effective as of the measurement date.
- Employer contributions and the amount of total service costs for future plan members were based upon a process to estimate future actuarially determined contributions assuming an analogous future plan member growth rate.
- Estimated transfers of dollars into the HCTF representing a portion of purchase service agreements intended to cover the costs associated with OPEB benefits.
- Benefit payments and contributions were assumed to be made at the middle of the year.
- As of the December 31, 2024, measurement date, the fiduciary net position and related disclosure components for the HCTF reflect additional payments related to the disaffiliation of Tri-County Health as a PERA-affiliated employer, effective December 31, 2022. The additional employer disaffiliation payment allocations to the HCTF and Local Government Division Trust Fund were $0.020 million and $0.486 million, respectively.

Based on the above assumptions and methods, the projection test indicates the HCTF's fiduciary net position was projected to make all projected future benefit payments of current members. Therefore, the long-term expected rate of return of 7.25 percent on OPEB plan investments was applied to all periods of projected benefit payments to determine the total OPEB liability. The discount rate determination does not use the municipal bond index rate, and therefore, the discount rate is 7.25 percent. There was no change in the discount rate from the prior measurement date.

Sensitivity to Changes in the Discount Rate

The following presents the proportionate share of the net OPEB liability calculated using the discount rate of 7.25 percent, as well as what the proportionate share of the net OPEB liability would be if it were calculated using a discount rate that is 1-percentage-point lower (6.25 percent) or 1-percentage-point higher (8.25 percent) than the current rate:

Sensitivity - Discount rate

(Dollars in thousands)	1% Decrease (6.25)%	Current Discount Rate (7.25%)	1% Increase (8.25)%
Proportionate Share of the Net OPEB Liability	$ 586,001	$ 478,167	$ 385,201

OPEB Plan Fiduciary Net Position

Detailed information about the HCTF's fiduciary net position is available in PERA's ACFR which can be obtained at: www.copera.org

Payables to PERA Health Care Trust OPEB Plan

There were no short-term payables due to PERA for employer or employee contributions at June 30, 2025. Section 24-51-401(1.7)(a)(I), C.R.S. requires employer, employee, and retiree contributions be remitted to PERA within five days after the date the members and retirees are paid. PERA Rule 4.10-A specifies that employers are responsible for payment of interest computed on a daily rate for contributions not remitted timely.

University of Colorado Healthcare and Life Insurance Subsidy (University OPEB)

Plan Description

University OPEB provides OPEB for University employees who participate in either the University of Colorado Optional Retirement Plan (ORP) or the University of Colorado PERA Retirement Plans (PERA). University OPEB is a single-employer, defined benefit, OPEB plan administered by the University, and established by the Regents (Regent Policy 11.F Benefits) who have the authority to amend plan provisions. No assets are accumulated in a trust that meets the criteria established in GAAP, as the University funds University OPEB on a pay-as-you-go basis. No stand-alone financial report is issued, and University OPEB is not included in the report of a public employee retirement system.

Benefits

The University subsidizes a portion of healthcare and life insurance premiums for retirees on a pay-as- you-go basis. All employees in a benefit-eligible position at 50 percent or greater appointment immediately preceding retirement are eligible to participate based on age and years of service. Spouses/partners, surviving spouses/ partners, and dependents are eligible for benefits. The University specifies the maximum amount that it will contribute towards retiree healthcare benefits at the beginning of each coverage period. The retiree is required to make up the difference between the total cost and the amount contributed by the University. Benefits are not dependent on salary. For non-Medicare retirees, the subsidy for medical plans ranges from $723 per month to $2,150 per month depending on the number of individuals covered. For Medicare retirees, the subsidy ranges from $410 per month to $1,034 per month depending on the number of individuals covered. For dental plans, the subsidy ranges from $30 per month to $44 per month. The Basic Life Insurance benefit is $3,000 for all retirees (if they were enrolled as an employee in Basic Life Insurance). For those who are eligible for regular retirement and the 100 percent university contribution towards benefits premiums, the policy is free. Early retirees pay a prorated premium for the Basic Life Insurance based on the percentage that is calculated for their years of service and what is required for a regular retirement based on their age. The Optional Life Insurance is available for those who were enrolled in Optional Life Insurance as an employee at retirement, and that amount is limited to 25 percent of the value of their Optional Life Insurance policy not to exceed $9,500.

For ORP retirees, normal retirement benefits are available at age 55 with 20 years of service. Early retirement benefits begin at age 55 with 15 years of service. For PERA retirees, normal retirement benefits begin at 20 years of service and the individual must meet requirements as defined by PERA. The individual must retire with PERA concurrent with or prior to retirement from the University. Early retirement is available with fewer than 20 years of service. Healthcare benefits for PERA retirees cease at age 65. Following the death of an active employee, the surviving spouse receives 100 percent of the University contribution for a period of two years. After two years, the surviving spouse receives the portion of the University contribution that the employee earned immediately prior to death.

The percentage of the University contribution the retiree receives is based on the retiree's years of service at retirement divided by the required number of years of service. Enrollment in University OPEB is voluntary. University and participant payments for healthcare benefits are paid to the University of Colorado Health and Welfare Trust which is responsible for administration of healthcare benefits. The University contributed $20.6 million for the fiscal year ended June 30, 2025.

Employees Covered by Benefit Terms

The actuarial valuation was based on census data as of March 1, 2023. The following table presents a summary of the employees covered by the benefit terms used in the valuation.

Employees Covered by University OPEB's Benefit Terms

	Healthcare		Life Insurance	
	ORP	PERA	ORP	PERA
Active employees	17,056	4,670	18,764	4,503
Retirees and beneficiaries	1,774	457	2,586	3,423
Total	18,830	5,127	21,350	7,926

Total OPEB Liability

The University's total OPEB liability at June 30, 2025 of $1.69 billion was measured as of June 30, 2024, and was determined by an actuarial valuation as of that date.

Actuarial Assumptions and Other Inputs

The total OPEB liability in the June 30, 2024 actuarial valuation was determined using the actuarial assumptions and other inputs in the following table, applied to all periods included in the measurement, unless otherwise specified.

University OPEB's Actuarial Assumptions and Other Inputs	
Actuarial cost method	Entry age
Discount rate	3.93% at 6/30/2024 measurement date
Inflation	2.50 % at 6/30/2024 measurement date
Dental trend rates	4.50% in all years
Administrative expenses trend rate	3.00% in all years
Healcare cost trend rates (medical,Rx,contributions)	13% in 2023, decreasing to 4.50% in 2035

Retirees' Share of Benefit Related Costs:

Plan	Retiree Only	Retiree and Spouse or Partner
Kaiser Medical	$ 151.00	$ 382.50
Exclusive Medical	80.50	234.50
High Deductible Medical	0.00	27.00
Medicare Primary Medical	41.31	207.30
Essential Dental	0.00	17.00
Choice Dental	17.00	51.50
Premier Dental	$ 46.50	$ 82.50

The discount rate was based upon the Bond Buyer General Obligation 20-Bond Municipal Bond Index.

Mortality rates for pre-retirement were based upon the PUB-2010 Amounts-Weighted Teachers Classification Table for Employees with generational projection using Scale MP-2021 and for post-retirement were based upon PUB-2010 Amounts-Weighted Teachers Classification Table for Health Annuitants with generational projection using Scale MP-2021.

With the exception of the mortality assumption, the demographic assumptions (retirement rates, termination rates, and salary scale) are based upon the December 31, 2019 Colorado PERA assumption study.

OPEB Liability

The following table details the changes in the University's total OPEB plan liability during Fiscal Year 2025.

Reconciliation of University's Total OPEB Liability (in thousands)

	Total OPEB Liability
Balance recognized at June 30, 2024	$ 1,449,820
Changes recognized for the fiscal year:	
Services cost	107,937
Interest on total OPEB liability	56,505
Differences between expected and actual experience	(5,114)
Changes of assumption	101,678
Benefit payments*	(19,552)
Net changes	241,454
Balance recognized at June 30, 2025	$ 1,691,274

*Actuary uses prior year contributions in current year valuation

Changes of assumptions and other inputs reflect:

- Discount rate changed from 3.65 percent to 3.93 percent.
- Trend rate schedule was updated to reflect anticipated future experience.

Sensitivity to Changes in the Discount Rate.

The following table presents the total liability of the University's OPEB, as well as what the University's total OPEB liability would be if it were calculated using a discount rate that is one-percentage-point lower or one-percentage-point higher than the current discount rate for the fiscal year ended June 30, 2025.

Sensitivity of University's Total OPEB Liability to Changes in the Discount Rate (in thousands)

Fiscal year ended	1% Decrease 2.93%	Discount Rate 3.93%	1% Increase 4.93%
June 30, 2025	2,007,737	1,691,274	1,441,490

Sensitivity to Changes in the Healthcare Cost Trend Rates

The following table presents the total liability of the University's OPEB, as well as what the University's total OPEB liability would be if it were calculated using healthcare cost trend rates that are one-percentage-point lower or one-percentage-point higher than the current healthcare cost trend rates for the fiscal year ended June 30, 2025.

Sensitivity of University's Total OPEB Liability to Changes in the Healthcare Cost Trend Rate (in thousands)

Fiscal year ended	1% Decrease	Trend Rate	1% Increase
June 30, 2025	$ 1,396,788	$ 1,691,274	$ 2,079,199

OPEB Expense, Deferred Outflows and Deferred Inflows of Resources Related to OPEB

The University recognized $200.0 million in OPEB expense for the University OPEB Plan in Fiscal Year 2025. There are no assets accumulating in trust for the University OPEB plan. The following table illustrates the deferred outflows and inflows of resources from various sources as of June 30, 2025.

University OPEB's Deferred Outflows and Inflows of Resources (in thousands

	Deferred Outflows	Deferred Inflows
Differences between expected and actual experience	$ 97,115	$ 54,246
Changes in Assumptions	351,597	181,647
Contributions subsequent to the measurement date	20,643	-
Total	$ 469,355	$ 235,893

The $20.6 million reported as deferred outflows of resources as of June 30, 2025 resulting from contributions subsequent to the measurement date, will be recognized as a reduction to the University's OPEB liability in the year ending June 30, 2026.

Amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as shown in the following table.

Future Amortization of University OPEB's Deferred Outflows of Resources and Inflow of Resources (in thousands)

Years ending June 30:	
2026	$ 40,493
2027	51,771
2028	58,728
2029	32,847
2030	8,365
2031-2032	20,615
Total	$ 212,819

Amortization bases included in the University's OPEB deferred outflows and inflows of resources as of June 30, 2025 are presented in the following table.

Amortization of University OPEB's Deferred Outflows of Resources and Deferred Inflows of Resources (in thousands

		Period		Balance		Annual
Date Established	Type of Base	Original	Remaining	Original	Remaining	Amortization
June 30, 2017	Differences between expected and actual experience	7.4	0	$ (87,654)	$-	$ (4,739)
June 30, 2018	Differences between expected and actual experience	7.5	0.5	(1,728)	(118)	(230)
June 30, 2019	Differences between expected and actual experience	7.5	1.5	(206,938)	(41,386)	(27,592)
June 30, 2020	Differences between expected and actual experience	7.7	2.7	287	102	37
June 30, 2021	Differences between expected and actual experience	7.7	3.7	201,889	97,013	26,219
June 30, 2022	Differences between expected and actual experience	8.1	5.1	(4,126)	(2,597)	(509)
June 30, 2023	Differences between expected and actual experience	7.3	5.3	(7,920)	(5,750)	(1,085)
June 30, 2024	Differences between expected and actual experience	7.1	6.1	(5,115)	(4,394)	(720)
June 30, 2017	Changes in assumptions	7.4	0	(46,406)	-	(2,509)
June 30, 2018	Changes in assumptions	7.5	0.5	35,919	2,396	4,789
June 30, 2019	Changes in assumptions	7.5	1.5	3,678	738	490
June 30, 2020	Changes in assumptions	7.7	2.7	168,948	59,243	21,941
June 30, 2021	Changes in assumptions	7.7	3.7	67,418	32,394	8,756
June 30, 2022	Changes in assumptions	8.1	5.1	(288,497)	(181,647)	(35,617)
June 30, 2023	Changes in assumptions	7.3	5.3	233,419	169,468	31,975
June 30, 2024	Changes in assumptions	7.1	6.1	101,678	87,357	14,321
				Total	$ 212,819	$ 35,527

Colorado State University - OPEB Health Plan Trust

Plan Description

CSU contributes to the OPEB Health Plan Trust, a single-employer defined benefit healthcare plan comprised of the CSU Retiree Medical Premium Refund Plan for DCP Participants (DCP Refund), CSU Retiree Medical Premium Subsidy for PERA Participants (PERA Subsidy), and the CSU Retiree Umbrella Rx Plan for PERA Participants (Rx Subsidy) plans. The plans, while merged, continue to provide premium support or medical benefits to eligible retired CSU faculty and nonclassified employees with the Rx Subsidy extending the benefit coverage of those eligible for the PERA Medicare Advantage plan to their spouses and dependents that elect to participate.

Membership of the plan consisted of the following as of June 30, 2025:

Employees Covered by OPEB Health Plan Trust	
Active plan members	5,851
Retirees receiving a subsidy	1,411
Retirees eligible for a subsidy but not yet receiving one	150
Total	**7,412**

OPEB Health Plan Trust

The OPEB Health Plan Trust is comprised of three single-employer retirement benefit plans regarding healthcare: DCP Refund, PERA Subsidy, and Rx Subsidy. The funds are combined and available for use by the OPEB Health Plan Trust. The merger was approved by CSU's Interim President in October 2022, and was effective January 1, 2023. The plan will continue to follow the individual eligibility requirements for participating individuals as follows:

DCP Refund

Employees who retire from the University at age 55 with 20 or more years of service or age 60 with 5 or more years of service are eligible for this benefit. For eligible retirees with 20 or more years of service, CSU pays a healthcare premium refund of the lesser of $648 per month or the actual cost of the retiree's (not including dependents) health insurance. Benefits are prorated for service between 5 and 20 years. DCP Refund plan participants include employees who were hired after April 1, 1993, who have no previous participation in PERA or have less than one year of participation in PERA or employees with at least one year of previous participation in PERA who elect to enroll in the DCP Refund plan at the time of appointment. DCP Refund plan participants also include certain employees hired prior to April 1, 1993 who made a one-time, irrevocable election at the time of implementation to terminate participation in PERA and join the DCP Refund plan. The DCP Refund plan is administered by WEX.

PERA Subsidy

University faculty and nonclassified staff participating in the PERA retirement plan who meet CSU's age and years of service requirements and retire from the University with at least 10 years of University service, are eligible to receive a subsidy. Future enrollments are further restricted to those academic faculty and administrative professional staff participating in the PERA retirement plan and holding benefit eligible appointments on June 30, 2009. The amount of the subsidy for eligible retirees is their out-of-pocket expenses for retiree only coverage or an amount equal to the premium for single coverage under the lowest cost plan available to active faculty and nonclassified staff, whichever is less. The plan is administered by PERA which bills CSU on a monthly basis for the applicable premiums.

Rx Subsidy

The University provides reimbursement for the prescription copayments made by eligible faculty and nonclassified staff who retire from the University under the PERA retirement plan with at least 10 years of service. Retirees have to be age 65 or older or eligible for Medicare and enrolled in the PERA Medicare Advantage plan to be eligible for this plan. Future enrollments are further restricted to those academic faculty and administrative professional staff participating in the PERA retirement plan and holding benefit eligible appointments on June 30, 2009. PERA provides a prescription insurance program for retirees enrolled in any medical insurance plan. The PERACare Prescription insurance program covers the cost of prescriptions after the member pays a copay which varies depending on whether the prescription is purchased through a local retail pharmacy or through a mail-order pharmacy, and whether the drug is generic or a brand-name drug. The plan is administered by Employee Benefit Management Services, Inc.

On an annual basis, funds equal to the actuarially determined contribution (ADC), provided by the actuarial valuation, are transferred to the irrevocable trust. The funds contributed to the OPEB Health Plan Trust for the fiscal year ended June 30, 2025, were $5.6 million. The benefits paid by the University were $4.7 million for the fiscal year ended June 30, 2025. For the fiscal year ended June 30, 2025, the OPEB Health Plan Trust had a total OPEB liability of $123.0 million, a fiduciary net position of $96.3 million, and a net OPEB liability of $26.7 million. The fiduciary net position as a percentage of the total OPEB liability was 78.3 percent for the Fiscal Year 2025.

Actuarial Methods and Assumptions

The total OPEB liability in the fiscal year ended June 30, 2025 actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement, unless otherwise specified:

	OPEB Health Plan Trust
Valuation Date	1/1/2025
Measurement Date	1/1/2025
Actuarial cost method	
	Entry Age Normal, Level of Percent of Pay
Amortization Method	20 Years Closed
Remaining amortization period	20 Years
Asset valuation method	Market Value
Acctuarial assumptions:	
Investment rate of return	6.25%
Salary increase rate	N/A
Healthcare cost	6.50%
trend rate	4.75% ultimate

The actuarial assumptions used in the January 1, 2025, valuation for retirement rates, non-retirement termination rates, salary scale, and participation assumptions were based on an experience study conducted in 2025.

Participant mortality was determined by separate mortality rates for non-annuitants and annuitants. Non-annuitants' mortality was based on Pri-2012 "Employees" sex-distinct tables and projected generationally using Scale MP-2021, and annuitants mortality was based on Pri-2012 "Non-Disabled Annuitants" sex-distinct tables and projected generationally using Scale MP-2021.

Discount Rate

The discount rate used to measure the total OPEB liability was 6.25 percent for the plan as of the fiscal year ended June 30, 2025.

The projection of cash flows used to determine the discount rate assumed that the contributions were made at rates equal to the actuarially determined contribution rates. Based on the funded status of the OPEB Health Plan Trust plan as of the measurement date, the contribution policy and the continued funding of the plan, the actuaries project the plan will not experience a depletion of plan assets. The long-term expected rate of return on OPEB plan investments was applied to all periods of projected benefit payments to determine the total OPEB liability.

Changes in the Net OPEB Liability

Changes in the net OPEB liability consist of the OPEB Health Plan Trust. The total of the plan as of fiscal year ended June 30, 2025 are as follows:

Changes in Net OPEB Liability (in thousands)

	Increase (Decrease)		
	Total OPEB Liability (a)	Plan Fiduciary Net Position (b)	Net OPEB Liability (a) - (b)
Measurement period beginning balance, January 1, 2024	$ 118,557	83,186	35,371
Changes for the year:			
Service cost	3,239	-	3,239
Interest	6,519	-	6,519
Change in plan provisions	-	-	-
Differences between expected and actual experience	(2,695)	-	(2,695)
Change in assumptions	(1,365)	-	(1,365)
Contributions-employer	-	4,294	(4,294)
Net investment income	-	6,750	(6,750)
Benefit payments	(3,977)	(3,977)	-
Administrative expense	-	(337)	337
Net changes	1,721	6,730	(5,009)
Measurement period ending balance, December 31, 2024	**$ 120,278**	**$ 89,916**	**$ 30,362**

Sensitivity of the Net OPEB Liability to Changes in the Discount Rate

The following presents the net OPEB liability of CSU, as well as what CSU's net OPEB liability would be if it were calculated using a discount rate that is 1-percentage-point lower or 1-percentage-point higher than the current discount rate as of fiscal year ended June 30, 2025:

Sensitivity of OPEB Health Plan Trust's Net OPEB Liability to Changes in the Discount Rate (in thousands)

Fiscal year ended	1% Decrease (5.25%)	Current Discount Rate (6.25%)	1% Increase (7.25%)
June 30, 2025	$ 45,347	$ 30,362	$ 17,810

Sensitivity of the Net OPEB Liability to Changes in the Healthcare Costs Trend Rate

The following presents the net OPEB liability of CSU, as well as what CSU's net OPEB liability would be if it were calculated using healthcare cost trend rates that are 1-percentage-point lower or 1-percentage-point higher than the current healthcare cost trend rates as of fiscal year ended June 30, 2025:

Sensitivity of OPEB Health Plan Trust's Net OPEB Liability to Changes in the Healthcare Cost Trend Rate (in thousands)

Fiscal year ended	1% Decrease (5.25%)	Current Discount Rate (6.25%)	1% Increase (7.25%)
June 30, 2025	$ 26,731	$ 30,362	$ 33,800

OPEB Expense

CSU recognized $0.8 million of OPEB expense for the OPEB Health Plan Trust in fiscal year 2025. The table below summarizes the aggregate defined benefit OPEB expenses reported within the State for Fiscal Year 2025.

Government-Wide Aggregate OPEB Expense (in thousands)	
PERA Postemployment Healthcare Plan - Health Care Trust Fund	$ (19,994)
University of Colorado - University OPEB Plan	199,968
Colorado State University - OPEB Health Plan Trust	800
Total aggregate defined benefit OPEB expense	$ 180,774

Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEB

The following table presents the OPEB Health Plan Trust's deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources as of June 30, 2025.

OPEB Health Plan Trust's Deferred Outflows and Inflows of Resources (i thousands)

	Deferred Outflows	Deferred Inflows
Differences between expected and actual experience	$ 728	$ 3,782
Changes in Assumptions	1,449	9,610
Net difference between projected and actual earnings	478	
Contributions subsequent to the measurement date	5,578	-
Total	$ 8,233	$ 13,392

$5.6 million reported as deferred outflows of resources related to OPEB, resulting from contributions subsequent to the measurement date, will be recognized as a reduction of the net OPEB liability in the fiscal year ending June 30, 2026. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB as of June 30, 2025 will be recognized in OPEB expense as follows:

	(in thousands)
Years ending June 30:	
2026	$ (4,685)
2027	(1,428)
2028	(1,992)
2029	(1,182)
2030	(932)
Thereafter	(518)
Total	$ (10,737)

Payable to the OPEB Plan

For the fiscal years ended June 30, 2025, CSU reported no payable as there were no outstanding contributions due to the Trust.

Note 8 – Other Employee Benefits

A. Medical And Disability Benefits

The Group Benefit Plans Fund is a Pension and Other Employee Benefits Trust Fund established for the purpose of risk financing employee and state-official medical claims. The fund includes several medical plan options ranging from provider of choice to managed care. The State uses a self-funded approach for certain employee and state-official medical claims. The State's contribution to the premium is subject to appropriation by the legislature each year, and State employees pay the difference between the State's contribution and the premium required to meet actuarial estimates. Since the amount of the State contribution is at the discretion of the legislature, employees ultimately bear the risk of funding the benefit plans.

The premiums, which are based on actuarial analysis, are intended to cover claims, reserves, third party administrator fees, stop-loss premiums and other external administration costs (such as COBRA and case management). Premiums also include a fee to offset the internal costs of administering the plan. Internal costs include developing plan offerings, maintaining the online benefits system, and communicating benefit provisions to employees. Employee healthcare premiums are allowed on a pretax basis under the State's Salary Reduction Plan Document. Effective July 1, 2013, premiums also included a fee to implement a statewide wellness program. During Fiscal Year 2025, covered employees who elected to participate in the wellness plan received a monthly health insurance premium credit of $20 depending on the level of participation.

The Group Benefit Plans short-term disability program provides an employee with 60 percent of their pay beginning after 30 days of disability or exhausting their sick leave balance, whichever is later. This benefit expires six months after the beginning of the disability.

For the fiscal year ended June 30, 2025, the State offered three statewide, self-funded PPO options administered by Cigna and three regional, fully-insured HMO options administered by Kaiser Permanente. Two of these medical options were HSA-qualified high-deductible health plans (HDHPs). The State offers two statewide dental PPO plans and two statewide vision PPO plans administered by Delta Dental and EyeMed, respectively.

The Public Employees Retirement Association (PERA) covers short-term disability claims for State employees eligible under its retirement plan (see Note 6). The Group Benefit Plans Fund provides short-term disability coverage for employees not yet qualified for the retirement plan and secondary benefits for employees also covered under the PERA short-term disability plan.

B. Defined Contribution Retirement Plans

<u>Defined Contribution Retirement Plan (PERA DC Plan)</u>

Plan Description – Employees of the State of Colorado hired on or after January 1, 2006, employees of certain community colleges hired on or after January 1, 2008, and certain classified employees of State Colleges and Universities hired on or after January 1, 2019, have the option to participate in the SDTF, a cost-sharing multiple-employer defined benefit pension plan, or the PERA DC Plan.

The PERA DC Plan is an Internal Revenue Code Section 401(a) governmental profit-sharing defined contribution plan. Title 24, Article 51, Part 15 of the C.R.S., as amended, assigns the authority to establish Plan provisions to the PERA Board of Trustees. The PERA DC Plan is also included in PERA's ACFR as referred to above.

Funding Policy – All participating employees in the PERA DC Plan and the State are required to contribute a percentage of the participating employees' PERA-includable salary to the PERA DC Plan. The employee and employer contribution rates for the period July 1, 2024 through June 30, 2025 are summarized in the tables below:

	July 1, 2024 Through December 31, 2024	January 1, 2025 Through June 30, 2025
Employee Contribution Rates:		
All employees other than Safety Officers	11.00%	11.00%
Safety Officers	13.00%	13.00%
Employer Contribution Rates:		
On behalf of all employees other than Safety Officers	10.15%	10.15%
Safety Officers	12.85%	12.85%

Contribution Rates are expressed as a percentage of salary as defined in Section 24-51-101(42). C.R.S.

Additionally, employers are required to contribute AED, SAED, and other statutory amounts, as follows:

	July 1, 2024 Through December 31, 2024	January 1, 2025 Through June 30, 2025
Amortization Equalization Disbursement (AED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Supplemental Amortization Equalization Disbursement (SAED) as specified in C.R.S. § 24-51-411	5.00%	5.00%
Automatic Adjustment Provision (AAP), as specified in C.R.S. § 24-51-413	1.00%	1.00%
Additional statutory contribution as specified in C.R.S. § 24-51-401 and § 24-51-1505	0.25%	0.25%
Defined Contribution Supplement as specified in C.R.S. § 24-51-415	0.21%	0.23%
Total employer contribution rate to the SDTF	**11.46%**	**11.48%**

Contribution Rates are expressed as a percentage of salary as defined in Section 24-51-101(42). C.R.S.

Contribution requirements are established under Title 24, Article 51, Section 1505 of the C.R.S., as amended. Participating employees of the PERA DC Plan are immediately vested in their own contributions and investment earnings and are immediately 50 percent vested in the amount of employer contributions made on their behalf. For each full year of participation, vesting of employer contributions increases by 10 percent. Forfeitures are used to pay expenses of the PERA DC Plan in accordance with PERA Rule 16.80 as adopted by the PERA Board of Trustees in accordance with Title 24, Article 51, Section 204 of the C.R.S. As a result, forfeitures do not reduce pension expense. Participating employees in the PERA DC Plan contributed $12.9 million and the State recognized contribution expenses of $11.9 million for the PERA DC Plan.

University of Colorado — Optional Retirement Plan

Under the University's optional retirement plan (ORP), a 401(a) plan, certain members of the University are required to participate in a defined contribution retirement plan administered by the University for the benefit of full-time faculty and exempt staff members. The State Constitution assigns the authority to establish and amend plan provisions to the Regents. The contribution requirements of plan members and the University are established and may be amended by the Regents. Generally, employees are eligible for participation in the ORP upon hire and are vested immediately upon participation.

For the fiscal year ended June 30, 2025, the University's contribution to the defined contribution retirement plan was equal to 10 percent of covered payroll, and the employee contribution was equal to 5 percent of covered payroll. The University's contribution under the ORP approximated $239.3 million, and employees contributed approximately $119.4 million.

Participants in the University's ORP choose to invest all contributions with one or more of three designated vendors. In addition, participants in the University's ORP are covered under federal Social Security. Federal Social Security regulations require both the employer and employee to contribute a percentage of covered payroll to Social Security.

Colorado State University (CSU) — University Optional Retirement Plan – The Defined Contribution Plan for Retirement (DCP)

Under each University's optional retirement plan, all Academic Faculty, Administrative Professionals, Post-Doctoral Fellows, Veterinary Interns and Clinical Psychology Interns appointed on or after April 1, 1993, are required as a condition of employment under Colorado law to participate in either the Defined Contribution Plan (DCP) for Retirement or, in very limited cases, in the PERA Defined Benefit plan (as eligibility permits). CSU began a sole recordkeeper arrangement with Fidelity on June 1, 2023 for its DCP Plans. CSU-Pueblo and CSU-Global have recordkeeper arrangements with Teachers Insurance and Annuity (TIAA) and Corebridge.

The defined contribution retirement plans are established pursuant to Sections 24-54.5-101 to 24-54.5-107, C.R.S. The CSU plan was adopted by the Board of Governors in December 1992, the CSU-Pueblo plan was adopted in April 1993 and the CSU-Global plan was adopted in July 2008. The Defined Contribution Retirement Plan is a qualified plan under Section 401(a) of the IRC. CSU, CSU-Pueblo and CSU-Global are the Plan Sponsors. All participants contribute the required 8.0 percent of eligible salary. As required, CSU provides a matching contribution of 12.0 percent of eligible salary for all "permanent" appointees (those with regular, special and continuing appointments at half time or greater) and for temporary appointees with appointments of half time or greater for the second and subsequent consecutive year(s). CSU-Pueblo provides a matching contribution of 11.1 percent, as required, of eligible salary for all nonstudent employees, including those employees at less than half time and nonstudent temporary, hourly employees. CSU-Global provides a matching contribution of 11.1 percent, as required, of eligible salary for all nonstudent employees, including those employees at less than half time and nonstudent temporary, hourly employees. Both employee and employer contributions are vested immediately. Investments are participant-directed within the funds available through the authorized investment companies. The System's aggregate contribution to the above three vendors was equal to 12.0 percent of covered payroll or approximately $73.1 million for the fiscal year ended June 30, 2025. The employee aggregate contribution to the above three vendors was equal to 8.0 percent of covered payroll or approximately $50.7 million for the fiscal year ended June 30, 2025.

Note 9 – Risk Management

General Information

The State currently self-insures its agencies, officials, and employees for certain risks of loss to which they are exposed. These include general liability, motor vehicle liability, and workers' compensation.

All funds and agencies of the State, except for the University of Colorado System, Colorado State University (not including CSU Pueblo and CSU Global), the University of Northern Colorado, Colorado School of Mines, Fort Lewis College, Colorado Mesa University, Western State Colorado University, Adams State University and component units participate in the State Risk Management Fund. State agency premiums are based on an assessment of risk exposure and historical claims experience.

Claims are reported in the General Fund in accordance with GASB Interpretation No. 6, and therefore, related liabilities are only reported to the extent that they are due and payable at June 30. On the government-wide statements, risk management liabilities are reported when it is probable that a loss has occurred and the amount of that loss can be reasonably estimated. Those liabilities include an amount for claims that have been incurred but not reported and an adjustment for non-incremental claims expense that is based on current administrative costs as a percentage of current claims and projected to the total actuarial claims estimate.

Because actual claims liabilities depend on complex factors such as inflation, changes in legal doctrines, and damage awards, the process used in computing claims liability does not necessarily result in an exact amount. Claims liabilities are evaluated periodically to take into consideration recently settled claims, the frequency of claims, and other economic and social factors. A contractor completes an actuarial study each year determining both the current and long-term liabilities of the Risk Management Fund.

The State recorded $31.5 million of insurance recoveries during Fiscal Year 2025. Of that amount approximately $16.6 million was related to asset impairments that occurred in prior fiscal years. The remaining $14.8 million relates to the current year and was primarily recorded by Group Benefits Plans (including the $8.0 million, as noted below), a Pension and Other Employee Benefits Fund, and $1.5 million by Higher Education in the Higher Education Institutions Fund.

Liability Fund

Liability losses are self-insured pursuant to the Risk Management Act, including automobile liability, general liability, employment liability, and other claims brought under State and Federal law. Claims brought under state law are limited to $424,000 per person and $1,195,000 (for claims that occur on or after January 1, 2022 and before January 1, 2026) per accident pursuant to the Colorado Governmental Immunity Act (CGIA 24-10-101). A Crime insurance policy is purchased with $250,000 per occurrence deductible and a $10,000,000 per occurrence limit to cover losses due to employee dishonesty and theft. The estimated fiscal year end Incurred But Not Reported liability was provided by an independent actuary. No participation in a risk pool. The state contracts with an actuary to estimate liabilities for workers' compensation, liability, property, and cyber loss. There are no outstanding amounts for claims where annuities were purchased and the related liability removed from the books.

Workers' Compensation

Workers' Compensation losses are self-insured pursuant to the Risk Management Act (Section 24-30-1501, C.R.S.). Excess Worker's Compensation insurance policy is purchased with a $10.0 million per occurrence deductible.

Colorado employers, including the State, are liable for occupational injuries and diseases of their employees through workers' compensation insurance or self-insurance. Benefits are prescribed by the Workers' Compensation Act of Colorado for medical expenses and loss of wages resulting from job-related injuries. The State is self-insured and uses the services of a third party administrator, Broadspire, to administer its plan. The State reimburses Broadspire the current cost of claims paid and related administrative expenses.

Property

Property Losses - “all risk, including flood and equipment breakdown” insurance policy is purchased with a $1.0 million per occurrence deductible, and a limit of $450.0 million per occurrence. Per statute, individual Department property claims have a $5,000 per occurrence deductible (effective July 1, 2011).

Group Benefit Plans

From January 1, 2000 through June 30, 2005, the State and its employees purchased insurance for medical claims. Beginning July 1, 2005, the State returned to the self-funding approach (used prior to January 1, 2000) for medical claims except for stop-loss insurance purchased for claims over $0.5 million per individual. The State also maintains a fully insured health plan with Kaiser that is separate from the self-funded plan. In Fiscal Year 2025, the State recovered $8.0 million related to the stop-loss insurance claims. The State’s contribution to medical premiums is subject to appropriation by the legislature each year, and State employees pay the difference between the State’s contribution and the premium required to meet actuarial estimates. Since the amount of the State’s contribution is at the discretion of the legislature, employees ultimately bear the risk of funding the benefit plans. The claims and related liabilities are reported in the Group Benefit Plans, a Pension and Other Employee Benefits Trust Fund.

University of Colorado System

The University is exposed to various risks of loss related to torts; theft of, damage to, and destruction of assets; errors and omissions; medical malpractice; employee occupational injuries; graduate medical students’ health; and natural disasters. The University finances these risks through various self-insurance programs, including through Altitude West for workers’ compensation and general liability. The University finances the cost and risks associated with employee health benefit programs through the Trust. Under the terms of the Trust, the University is self-insured for medical claims.

The University utilizes a protected self-insurance program for its property, liability, and workers’ compensation risks. The University has established a separate self-insurance program for the purpose of providing professional liability coverage for CU Denver | Anschutz and UCHealth.

All self-insurance programs assume losses up to certain limits and purchase a defined amount of excess insurance for losses over those limits. These limits are $500,000 per property claim, $2,000,000 per worker’s compensation claim, $1,500,000 per general liability claim, and $5,000,000 per professional liability claim. Tort claims are subject to the governmental immunity act, and damages are capped for specified areas at $424,000 per person and $1,195,000 per occurrence.

The University of Colorado Anschutz Medical Campus and its faculty and staff are self-insured for medical malpractice liability under the terms of the Colorado Governmental Immunity Act. The University of Colorado Self-Insurance Trust (SI Trust) was authorized and established by the Regents under the limits of governmental immunity. For claims outside of governmental immunity, the SI Trust has purchased a stop-loss policy to cover claims greater than $500,000 per claimant and $1,500,000 per occurrence. The policy provides $10,000,000 coverage in aggregate annually.

Reserves for unpaid claims under these programs are actuarially reviewed and evaluated for adequacy each year. The Property reserve of $7,875,000, and the General Liability and Workers’ Compensation reserve of $12,973,000 are reported on an undiscounted basis, and the Professional Liability reserve of $9,398,000 is reported at a discount basis using 4.00 percent. Over the past three years, University Risk Management has received $16,512,000 from its excess carriers for three property claims ($8,499,000) and two general liability claims ($8,013,000) that exceeded coverage. Over the past three years, the Professional Liability reserve has collected $12,000 from the stop-loss insurance carrier for settlements in excess of the individual stop-loss coverage. There were no significant reductions or changes in insurance coverage from the prior year.

The amount recorded as risk financing-related liabilities represents reserves based upon the annual actuarial valuation and includes reserves for incurred but not reported claims. Such liabilities depend on many factors, including claims history, inflation, damage awards, investment return, and changes in legal doctrine. Accordingly, computation of the claims liabilities requires an annual estimation process. Claims liabilities are reevaluated on a periodic basis and take into consideration recently settled claims, frequency of claims, and other relevant factors.

Colorado State University

Colorado State University (CSU) manages a combination of self-insured and fully-insured property and casualty insurance programs to best protect the University's assets. At CSU, separate accounts currently make up the self-insured program: workers' compensation, liability, auto comprehensive/collision, and property. CSU contracts various day-to-day operations of the self-funded benefit plans, including claims processing, to third-party administrators. CSU instructs an Actuarial company to perform an annual actuarial study of CSU's Workers' Compensation and Liability self-insurance programs. CSU is self-insured for liability insurance and carries excess insurance for liability and workers' compensation claims over $500 thousand per occurrence, including claims arising from employment practices. CSU's excess liability limits for this insurance are $25.0 million. CSU carries excess insurance for property insurance which provides coverage up to $1.0 billion, subject to a $250 thousand deductible. CSU carries casualty insurance for vehicles out-of-state and in Guam, each with a limit of $1.0 million subject to a deductible of $1 thousand. Additionally, CSU holds a National Flood Insurance Policy providing coverage limits of $500 thousand for buildings and $110 thousand for the contents, with a deductible of $1,250 for the buildings and $1,250 for the contents. CSU has also purchased a standalone Fine Arts/Special Collections policy offering coverage with a limit of $50.0 million, subject to a deductible of $1 thousand. CSU carries Special Event Insurance with a limit of $1.0 million. CSU purchases TULIP (Tenant User Liability Insurance Program) insurance for special event liability coverage for events to be held on CSU property.

CSU has purchased student intern professional liability coverage with a limit of $2.0 million per occurrence and $5.0 million in the aggregate. The University also maintains professional liability insurance for architects and engineers with limits of $1.0 million per occurrence, subject to a $10 thousand per occurrence deductible and a $30 thousand aggregate deductible. Furthermore, CSU purchased business travel and accident coverage for students and faculty, which includes limits of $250 thousand per occurrence for out-of-country medical expenses, $100 thousand per occurrence for evacuations, and $1.0 million per occurrence for accidental death and dismemberment. CSU carries International Liability Insurance with limits of $1.0 million per occurrence and $2.0 million in aggregate, subject to a $1 thousand deductible. Additionally, CSU has purchased Products and Professional Liability Insurance with a limit of $5.0 million, and a $10 thousand per occurrence deductible and $50 thousand aggregate deductible.

CSU carries a fiduciary insurance policy that provides coverage with a limit of $5.0 million, subject to a $50 thousand deductible. The University also maintains crime insurance with a $2.0 million per occurrence limit, subject to a $50 thousand deductible, as well as an additional special crime insurance policy with a $5.0 million limit. CSU holds Cyber Risk Liability Insurance with a liability limit of $5.0 million, after satisfying a deductible of $500 thousand, and insurance against social engineering with a limit of $500 thousand, subject to a $50 thousand deductible. CSU carries excess insurance for social engineering with a limit of $500 thousand, subject to a $500 thousand deductible. CSU has purchased standalone terrorism insurance with a limit of $200.0 million.

The University also carries Non-Owned Aviation Liability Insurance with a liability limit of $50.0 million after payment of a $1 thousand deductible, and Unmanned Aerial Vehicles Liability Insurance with a single limit of $1.0 million.

As of March 1, 2016, CSU purchased liability, professional liability, and pollution liability for The Center for Environmental Management Military Lands (CEMML) operations, including their prescribed burn operations. In October 2017, after Board approval, additional limits were purchased so that CEMML could manage, and otherwise supervise prescribed burn activities. This resulted in insurance placed with total limits of liability equaling $50.0 million for CEMML. In December 2024, after Board approval, the liability for CEMML was reduced from $50.0 million to $25.0 million, due to reduced exposure to prescribed burn activities.

Insurance policies are reviewed regularly for gaps in coverage, and where appropriate additional coverage may be purchased.

In addition to the above, CSU is self-insured for various other risks of loss. At CSU, separate accounts currently make up the self-insured program: healthcare, dental, short-term disability, Family and Medical Leave Insurance (FAMLI), and an unallocated reserve fund. CSU contracts various day-to-day operations of the healthcare and dental self-funded benefit plans, including claims processing, to third-party administrators. Short-term disability and FAMLI, a voter approved initiative known as Proposition 118 which allows paid time off for qualifying reasons defined under the law, are administered by the University. CSU received State approval to operate its own self-funded FAMLI program with premium contributions effective January 1, 2023, and claim submissions beginning January 1, 2024. Program funding is derived from a combination of premiums paid by benefit plan participants and various institutional match amounts. The self-funded benefit plans are fully self-insured except for healthcare coverage, which is reinsured for claims expenses above $500 thousand per covered employee per year. The Unallocated Reserve Account is a general contingency reserve fund for miscellaneous and unanticipated expenses of the other health related accounts.

The amount of claims and administrative costs for the self-funded plans for the fiscal years ended June 30, 2025 did not exceed plan revenues and reserves. Eligible faculty and nonclassified staff employees may select from various benefit plans and may elect to make premium contributions in the form of a pre-tax salary reduction.

The above health related programs had estimated claim liabilities of $54.6 million as of June 30, 2025, which include incurred but not reported claims (IBNR) along with known claims at year end. These estimates are made through a combination of analyzing payments in early months of the subsequent year, historical trends, industry guidelines, and underwriting advice from our third-party administrator and benefits consultant.

In addition to these claims, workers' compensation had estimated claim liabilities of $1.4 million as of June 30, 2025. Liability self-insurance had estimated claim liabilities of $329 thousand as of June 30, 2025. These estimates are based on current data and actuarial reports. Property self-insurance had no estimated claim liabilities as of June 30, 2025.

Changes in Claims Liabilities

The table on the following page presents the changes in claims liabilities from the prior fiscal year. The University of Northern Colorado and Colorado Mesa University reported $0.3 million of claims liabilities at June 30, 2025 which are not included in the following table.

Changes in claims liabilities were as follows:

Changes in Claims Liabilities
(Dollars in Thousands)

Fiscal Year	Liability at July 1	Current Year Claims and Changes in Estimates	Claim Payments	Liability at June 30
State Risk Management:				
Liability Fund				
2024-25	42,910	85	(8,071)	51,066
2023-24	32,688	(35,842)	(46,064)	42,910
2022-23	37,445	(22,521)	(17,764)	32,688
Workers' Compensation				
2024-25	75,622	29,440	8,071	96,991
2023-24	82,649	24,115	31,142	75,622
2022-23	88,086	26,883	32,320	82,649
Property				
2024-25	9,443	(10,863)	(17,320)	15,900
2023-24	9,443	954	954	9,443
2022-23	9,443	1,928	1,928	9,443
Group Benefit Plans				
2024-25	30,245	509,260	506,191	33,314
2023-24	34,752	410,691	415,198	30,245
2022-23	25,034	376,036	366,318	34,752
University of Colorado:				
General Liability, Property, and Workers' Compensation				
2024-25	21,969	14,039	15,162	20,846
2023-24	20,191	11,138	9,360	21,969
2022-23	18,613	8,120	6,542	20,191
University of Colorado Denver:				
Medical Malpractice				
2024-25	10,859	1,706	3,167	9,398
2023-24	9,986	1,779	906	10,859
2022-23	12,620	(915)	1,719	9,986
Colorado State University:				
Medical, Dental, and Disability Benefits and General Liability				
2024-25	56,638	90,882	91,257	56,263
2023-24	54,834	88,140	86,336	56,638
2022-23	47,719	80,356	73,241	54,834

Note 10 – Leases and Subscription-Based Information Technology Arrangements

Leases

State as Lessee

The State leases office space, buildings, software, and equipment. The total lease liability at June 30, 2025 is $286.6 million for governmental activities and $134.3 million for business-type activities. There are no significant residual payments excluded from the measurement of the lease liability. Outflows of resources recognized in the reporting period for variable payments not previously included in the measurement of the lease liability are $4.7 million. There are no significant outflows of resources recognized in Fiscal Year 2025 for other payments, including residual value guarantees or termination penalties, not previously included in the measurement of the lease liability. Interest expense on leases recognized in Fiscal Year 2025 is $9.3 million for governmental activities and $2.8 million for business-type activities.

The following table presents lease principal and interest requirements to maturity.

(Dollars in Thousands)

	Governmental Activities		Business-Type Activities	
Fiscal Year(s)	Principal	Interest	Principal	Interest
2026	$ 42,226	$ 4,670	$ 22,474	$ 3,046
2027	36,820	4,143	20,234	2,578
2028	31,229	3,565	18,087	2,102
2029	28,445	3,125	16,259	1,698
2030	26,234	2,655	10,641	1,377
2031 to 2035	94,087	7,666	35,762	3,516
2036 to 2040	23,245	1,868	9,763	338
2041 to 2045	936	997	1,126	29
2046 to 2050	109	978	-	-
2051 to 2055	-	938	-	-
2056 to 2060	-	847	-	-
2061 to 2065	871	676	-	-
2066 to 2070	1,458	397	-	-
2071 to 2075	912	50	-	-
Total	$ 286,572	$ 32,575	$ 134,346	$ 14,684

There were no significant commitments under leases that existed before the commencement of the lease term; no significant losses associated with impairments; no significant sublease or sale-leaseback/lease-leaseback transactions; and no significant collateral as security.

Refer to *Note 5 – Capital and Right-to-Use Assets* for additional information on the total amount of leased assets by major class and related accumulated amortization.

State as Lessor

The State leases land use rights, buildings, office space, and excess facilities owned by institutions of higher education. There are no significant variable payments excluded from the measurement of the lease receivable and no significant inflows of resources from variable or other payments not previously included in the measurement of the lease receivable. The lease receivable at June 30, 2025 is $299.4 thousand for governmental activities and $102.3 million for business-type activities.

The State recognized rental income of $127 thousand for governmental activities and $10.3 million for business-type activities and interest income on leases of one hundred dollars for governmental activities and $2.5 million for business-type activities. Inflows of resources recognized in the reporting period for variable and other payments not previously included in the measurement of the lease receivable are $124 thousand. There are no significant leases with options for the lessee to terminate the lease or abate payments if the State issues debt for which the principal and interest payments are secured by the lease payments.

There are no significant leases of assets that are held as investments; no significant regulated leases; and no leasing of assets to other entities considered to be a principal and ongoing operation of the State.

Subscripton-Based Information Technology Arrangements

The State has various subscription-based information technology arrangements for hosting services, processing income tax returns, lottery prize administration, preparation and conduction of elections, peace officer training, document management, research portals, curriculum management, and ERP systems. The total subscription liability at June 30, 2025 is $117.6 million for governmental activities and $104.2 million for business-type activities. There are no significant residual payments excluded from the measurement of the subscription liability. Outflows of resources recognized in the reporting period for variable payments not previously included in the measurement of the subscription liability are $1.1 million. There are no outflows of resources recognized in Fiscal Year 2025 for other payments, including termination penalties, not previously included in the measurement of the subscription liability. Interest expense on subscriptions recognized in Fiscal Year 2025 is $3.5 million for governmental activities and $2.1 million for business-type activities.

The following table presents subscription principal and interest requirements to maturity.

(Dollars in Thousands)	Governmental Activities		Business-Type Activities	
Fiscal Year(s)	Principal	Interest	Principal	Interest
2026	$ 43,566	$ 2,701	$ 38,820	$ 2,035
2027	30,035	1,760	26,005	1,229
2028	15,997	1,130	15,199	659
2029	8,013	723	8,911	363
2030	3,568	576	4,993	197
2031 to 2035	16,424	1,142	10,285	240
Total	$ 117,603	$ 8,032	$ 104,213	$ 4,723

There were no significant commitments under subscriptions that existed before the commencement of the subscription term, and no losses associated with impairments.

Refer to *Note 5 – Capital and Right-to-Use Assets* for additional information on the total amount of subscription assets by major class and related accumulated amortization.

Note 11 – Notes, Bonds, And Certificates of Participation Payable

Various institutions of higher education, History Colorado, the Judicial Branch, and the Departments of Corrections, Transportation, Agriculture, Public Administration, Public Safety, and Treasury have outstanding notes, bonds, and/or Certificates of Participation (COPs) for the purchase of equipment or to construct facilities or infrastructure. Except for the Department of Corrections that receives Capital Projects Fund appropriations and the Department of Public Safety that receives General Purpose Revenue Fund appropriations for lease payments related to COPs, specific user revenues are pledged for the payments of interest and future retirement of the obligations. The State is not allowed by its Constitution to issue general obligation debt except to fund buildings for State use, to defend the State or the U.S. (in time of war), or to provide for unforeseen revenue deficiencies; additional restrictive limitations related to the valuation of taxable property also apply.

Collectively, the State's business-type activities had $3,843.5 million in available net revenue after operating expenses to meet the $419.6 million of debt service requirement related to revenue bonds.

The revenue of an individual business-type activity is generally not available to meet the debt service requirements of another business-type activity. See additional disclosures regarding pledged revenue in Note 17.

During Fiscal Year 2025, the State recorded $470.1 million of interest costs, of which $199.5 million was recorded by governmental activities and $270.6 million was recorded by business-type activities. The governmental activities interest cost primarily comprises $4.8 million of Highway Users Tax Fund interest on Transportation Revenue Anticipation Notes issued by the Department of Transportation, $14.6 million of interest on Certificates of Participation issued by the Judicial Branch, and $72.8 million of interest on Certificates of Participation issued by the State Treasurer for the Building Excellent Schools Today program. The business-type activities interest cost primarily comprises $195.4 million of interest on revenue bonds issued by institutions of higher education, $5.1 million of interest paid to lending institutions that made loans to students under the College Assist loan guarantee program, and $70.0 million of interest on bonds issued by the Bridge Enterprise in the Transportation Enterprise. College Assist and the Transportation Enterprise are nonmajor enterprise funds. Annual maturities of notes, bonds, and COPs payable at June 30, 2025 are as follows:

(Dollars in Thousands)

Governmental Activities (Non-Direct Borrowings and Non-Direct Placements)

	Notes Payable		Certificates of articipation		Totals	
Fiscal Year	Principal	Interest	Principal	Interest	Principal	Interest
2026	$ 3,151	$ 424	$ 128,756	$ 168,032	$ 131,907	$ 168,456
2027	2,872	310	148,060	160,919	150,932	161,229
2028	1,386	207	248,035	153,795	249,421	154,002
2029	1,085	150	166,500	145,038	167,585	145,188
2030	1,155	102	174,390	136,978	175,545	137,080
2031 to 2035	1,274	59	823,015	557,114	824,289	557,173
2036 to 2040	-	-	1,052,825	348,512	1,052,825	348,512
2041 to 2045	-	-	680,185	108,993	680,185	108,993
2046 to 2050	-	-	129,135	24,298	129,135	24,298
2051 to 2055	-	-	46,810	5,869	46,810	5,869
Subtotals	10,923	1,252	3,597,711	1,809,548	3,608,634	1,810,800
Unamortized Prem/ Discount	-	-	486,490	-	486,490	-
Totals	$ 10,923	$ 1,252	$ 4,084,201	$ 1,809,548	$ 4,095,124	$ 1,810,800

(Dollars in Thousands)

Governmental Activities (Direct Borrowings and Direct Placements)

	Notes Payable		Certificates of articipation		Totals	
Fiscal Year	**Principal**	**Interest**	**Principal**	**Interest**	**Principal**	**Interest**
2026	$ 25,671	$ 3,040	$ 7,455	$ 6,978	$ 33,126	$ 10,018
2027	22,273	2,446	9,705	7,188	31,978	9,634
2028	18,110	1,851	12,770	6,878	30,880	8,729
2029	14,021	1,373	13,500	6,499	27,521	7,872
2030	10,553	1,011	13,875	6,098	24,428	7,109
2031 to 2035	20,766	2,035	150,440	23,406	171,206	25,441
2036 to 2040	3,086	643	54,765	8,393	57,851	9,036
2041 to 2045	1,484	151	21,925	4,715	23,409	4,866
2046 to 2050	23	-	-	-	23	-
Subtotals	115,987	12,550	284,435	70,155	400,422	82,705
Unamortized Prem/Discount	-	-	(236)	-	(236)	-
Totals	$ 115,987	$ 12,550	$ 284,199	$ 70,155	$ 400,186	$ 82,705

(Dollars in Thousands)

Business-Type Activities (Non-Direct Borrowings and Non-Direct Placements)

	Revenue Bonds		Notes Payable		Certificates of Participation		Totals	
Fiscal Year	**Principal**	**Interest**	**Principal**	**Interest**	**Principal**	**Interest**	**Principal**	**Interest**
2026	$ 259,063	$ 202,917	$ 6,538	$ 26,206	$ 18,115	$ 1,495	$ 283,716	$ 230,618
2027	233,579	194,454	7,464	25,936	19,049	566	260,092	220,956
2028	187,062	186,311	8,436	25,631	1,800	45	197,298	211,987
2029	248,888	184,581	9,463	25,285	-	-	258,351	209,866
2030	193,010	172,704	64,693	119,754	-	-	257,703	292,458
2031 to 2035	867,558	692,700	99,600	104,044	-	-	967,158	796,744
2036 to 2040	895,365	497,686	144,148	80,692	-	-	1,039,513	578,378
2041 to 2045	680,085	320,877	200,621	47,620	-	-	880,706	368,497
2046 to 2050	511,025	185,127	138,897	7,761	-	-	649,922	192,888
2051 to 2055	501,790	71,063	-	-	-	-	501,790	71,063
2056 to 2060	34,505	1,747	-	-	-	-	34,505	1,747
Subtotals	4,611,930	2,710,167	679,860	462,929	38,964	2,106	5,330,754	3,175,202
Unamortized Prem/Discount	310,707	-	-	-	3,061	-	313,768	-
Unaccreted Interest	(409)	-	-	-	-	-	(409)	-
Totals	$ 4,922,228	$ 2,710,167	$ 679,860	$ 462,929	$ 42,025	$ 2,106	$ 5,644,113	$ 3,175,202

(Dollars in Thousands)

Business-Type Activities (Direct Borrowings and Direct Placements)

	Revenue Bonds		Notes Payable		Mortgages Payable		Certificates of Participation		Totals	
Fiscal Year	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest
2026	$ 16,260	$ 13,448	$ 6,525	$ 5,290	$ 476	$ 325	$ 2,160	$ 220	$ 25,421	$ 19,283
2027	15,755	12,693	6,545	7,147	497	304	2,216	167	25,013	20,311
2028	19,240	12,107	28,465	6,531	518	283	2,265	113	50,488	19,034
2029	39,910	12,439	28,453	4,688	540	262	2,320	57	71,223	17,446
2030	26,270	10,375	35,950	2,519	562	239	-	-	62,782	13,133
2031 to 2035	243,700	37,979	9,731	7,654	5,445	569	-	-	258,876	46,202
2036 to 2040	101,750	15,909	8,461	5,814	-	-	-	-	110,211	21,723
2041 to 2045	34,835	8,275	9,613	3,862	-	-	-	-	44,448	12,137
2046 to 2050	13,965	3,901	12,042	1,433	-	-	-	-	26,007	5,334
2051 to 2055	10,315	950	-	-	-	-	-	-	10,315	950
Subtotals	522,000	128,076	145,785	44,938	8,038	1,982	8,961	557	684,784	175,553
Unamortized										
Prem/Discount	437	-	-	-	-	-	-	-	437	-
Unaccreted Interest	-	-	-	-	-	-	-	-	-	-
Totals	$ 522,437	$ 128,076	$ 145,785	$ 44,938	$ 8,038	$ 1,982	$ 8,961	$ 557	$ 685,221	$ 175,553

In March 2008, the Colorado School of Mines entered a derivative instrument agreement (interest rate swap) as an effective hedge against expected increasing interest costs on its variable rate debt. Assuming current interest rates are applied over the term of the debt, at June 30, 2025, the Colorado School of Mines' aggregate debt service payments and net swap cash payments are reflected in the table below:

(Dollars in Thousands)

Net Debt Service for Colorado School of Mines' Interest Rate Swap Agreement

Fiscal Year	Principal	Interest	Interest Rate Swap, Net	Total
2026	$ 32,435	$ 378	$ 269	$ 33,082
Totals	$ 32,435	$ 378	$ 269	$ 33,082

In January 2018, Colorado State University entered into a floating to fixed interest rate swap agreement in connection with the 2015D System Enterprise Revenue Bonds. Assuming current interest rates are applied over the term of the debt, at June 30, 2025, Colorado State University's aggregate debt service payments and net swap cash payments are reflected in the table below:

(Dollars in Thousands)

Net Debt Service for Colorado State University Interest Rate Swap Agreement

Fiscal Year	Principal	Interest	Interest Rate Swap, Net	Total
2026	$ 375	$ 2,737	$ (193)	$ 2,919
2027	380	2,728	(192)	2,916
2028	390	2,722	(192)	2,920
2029	400	2,704	(190)	2,914
2030	405	2,698	(190)	2,913
2031 to 2035	7,755	13,214	(931)	20,038
2036 to 2040	8,875	12,227	(861)	20,241
2041 to 2045	4,415	10,900	(768)	14,547
2046 to 2050	36,910	8,941	(630)	45,221
2051 to 2055	48,835	3,334	(235)	51,934
Totals	$ 108,740	$ 62,205	$ (4,382)	$ 166,563

In April 2020, Metropolitan State University of Denver entered a derivative instrument agreement (interest rate swap) as an effective hedge against expected increasing interest costs. Assuming current interest rates are applied over the term of the debt, at June 30, 2025, Metropolitan State University of Denver's aggregate debt service payments and net swap cash payments are reflected in the table below:

(Dollars in Thousands)

Net Debt Service for Metropolitan State University of Denver Interest Rate Swap Agreement

Fiscal Year	Principal	Interest	Interest Rate Swap, Net	Total
2026	$ -	$ 1,616	$ (442)	$ 1,174
2027	1,655	1,550	(424)	2,781
2028	1,715	1,481	(405)	2,791
2029	1,780	1,410	(386)	2,804
2030	1,850	1,336	(365)	2,821
2031 to 2035	10,405	5,461	(1,494)	14,372
2036 to 2040	12,615	3,118	(853)	14,880
2041 to 2045	10,320	482	(132)	10,670
Totals	$ 40,340	$ 16,454	$ (4,501)	$ 52,293

The original principal amount of the State's debt disclosed in the above tables is as follows:

Non-Direct Borrowings and Non-Direct Placements (Dollars in Thousands)

	Revenue Bonds	Notes Payable	Mortgages Payable	Certificates of Participation	Total
Governmental Activities	$ -	$ 35,223	$ -	$ 4,554,791	$ 4,590,014
Business-Type Activities	6,318,784	695,271	0	227,990	7,242,045
Total	$ 6,318,784	$ 730,494	$ -	$ 4,782,781	$ 11,832,059

Direct Borrowings and Direct Placements (Dollars in Thousands)

	Revenue Bonds	Notes Payable	Mortgages Payable	Certificates of Participation	Total
Governmental Activities	$ -	$ 116,343	$ -	$ 317,750	$ 434,093
Business-Type Activities	586,620	176,852	12,450	25,620	801,542
Total	$ 586,620	$ 293,195	$ 12,450	$ 343,370	$ 1,235,635

Assets pledged as collateral for debt across state departments and institutions of higher education include the following:

- The Colorado Bureau of Investigations (CBI) Grand Junction Regional Office and Forensic Laboratory (related to non-direct borrowing/direct placement for governmental activities);
- The CBI Pueblo Regional Office and Forensic Laboratory (related to non-direct borrowing/direct placement for governmental activities);
- The CBI Forensic Laboratory Equipment (related to direct borrowing/direct placement for governmental activities);
- The Colorado Department of Transportation (CDOT) Headquarters and Regional Office Buildings (related to non-direct borrowing/non-direct placement for governmental activities);
- The Colorado History Building at 1200 Broadway in Denver (related to direct borrowing/direct placement for governmental activities).

Regarding terms specified in debt agreements related to significant (1) events of default with finance-related consequences, (2) termination events with finance-related consequences, and (3) subjective acceleration clauses, the following points were noted across state departments and institutions of higher education:

- In each Certificate of Participation (COP), the State has the right to purchase the Leased Property in connection with the defeasance or redemption of all of the Series 201X Certificates, as described in the section of the agreements' State's Purchase Option Price. Upon a nonrenewal of the Lease Term/s by reason of a Lease Event of Default or Lease Event of Nonappropriation, and so long as the State or Sublessee has not exercised its purchase option with respect to all the Leased Property, the State or Sublessee must vacate the Leased Property within 90 days. The Trustee/s may proceed to exercise any remedies available for the benefit of the Owners of the Certificates and may exercise any other remedies available upon default as provided in the Lease, including the sale of or lease of the Trustees' interest under the Site Lease/s (related to direct borrowing/direct placement for governmental activities).
- For Notes Payable, in the event of termination acceleration of payment for debt due (or to be due within that fiscal year) and the relinquishment of the equipment purchased through the energy performance contract measures could occur (related to direct borrowing/direct placement for business-type activities).
- CDOT will take over the payments for the C-470 bonds in the event High Performance Transportation Enterprise (HPTE) is unable to pay (related to non-direct borrowing/non-direct placement for business-type activities). Additionally, for Notes Payable, CDOT would take over debt service payments if HPTE was in default (related to direct borrowing/direct placement for business-type activities).

Derivative Instruments

Colorado State University: On January 16, 2018, the System entered into a floating to fixed interest rate swap agreement (2015D Swap Agreement) in connection with the Series 2015D System Enterprise Revenue Bonds (Notes from Direct Placements). The 2015D Swap Agreement was entered into with the objective of protecting against the potential rising of interest rates. On February 20, 2024, the System entered into a Termination Agreement to end the 2015D Swap Agreement. As a result, the 2015D Swap Agreement is not included in the System's financial statements as of fiscal years ended June 30, 2024 and 2025. The termination resulted in a payment to the System of $5.3 million reported on the System's financial statements as Increase upon hedge termination.

The 2015D Swap Agreement provided for certain payments by The Royal Bank of Canada (RBC) equal to the difference between the fixed rate of 1.9 percent payable by the System and 70.0 percent of one-month USD-LIBOR-BBA through June 30, 2023, and USD-SOFR through February 20, 2024, payable by RBC. RBC, counterparty to the 2015 D Swap Agreement, determined the fair value using a discounted forecasted cash flow.

On February 18, 2020, the System entered into a floating to fixed interest rate swap agreement (2015A Swap Agreement) in connection with the Series 2015A System Enterprise Revenue Bonds. The 2015A Swap Agreement was entered into with the objective of protecting against the potential rising of interest rates. Due to the full refunding of the Series 2015A System Enterprise Revenue Bonds, the 2015A Swap Agreement shall hereafter be referred to as the 2025B Swap Agreement. The 2025B Swap Agreement had a notional value of $108.7 million and a positive fair value of $19.6 million as of June 30, 2025. The fair value of the swap agreement was recorded as a noncurrent asset and a deferred inflow of resources as of fiscal year ended June 30, 2025. The swap agreement had a notional value of $108.7 million and a positive fair value of $17.6 million as of June 30, 2024. The fair value of the swap agreement was recorded as a noncurrent asset and a deferred inflow of resources as of fiscal year ended June 30, 2024. The swap agreement has an effective date of March 1, 2025, and a termination date of March 1, 2055.

The 2025B Swap Agreement provides for certain payments by The Royal Bank of Canada (RBC) equal to the difference between the fixed rate of 1.7 percent payable by the System and 70.0 percent of one-month USD-SOFR, payable by RBC. RBC, counterparty to the swap agreement, determined the fair value as of June 30, 2025 using a discounted forecasted cash flow.

There was no Interest rate swap agreement liability activity for the fiscal years ended June 30, 2025 and June 30, 2024.

There can be risks inherent to interest rate swaps that the System addressed and monitors pursuant to entering into interest rate Swap Agreements:

Termination Risk: Termination Risk is the need to terminate the transaction in a market that dictates a termination payment by the System. It is possible that a termination payment is required in the event of termination of a Swap Agreement due to a counterparty default. In general, exercising the right to optionally terminate an agreement should produce a benefit to the System, either through receipt of a payment from a termination, or if a termination payment is made by the System, a conversion to a more beneficial debt instrument or credit relationship.

Credit Risk: Credit Risk is the risk that the counterparty will not fulfill its obligations. The System considers the Swap Agreement counterparty's (RBC) credit quality rating and whether the counterparty can withstand continuing credit market turmoil. As of June 30, 2025, RBC's credit rating is rated Aa1 by Moody's, AA- by S&P, and AA by Fitch.

The Swap Agreement contract contains a credit support annex that allows for collateral to be posted if the market value threshold exceeds $25.0 million at both parties' current credit rating or $10.0 million if the parties' credit rating falls to A3/A -.

Basis Index Risk: Basis Index Risk arises as a result of movement in the underlying variable rate indices that may not be in tandem, creating a cost differential that could result in a net cash outflow from the System. Basis Index Risk can also result from the use of floating, but different, indices.

Metropolitan State University of Denver (MSU Denver): On September 30, 2020 MSU Denver executed a novation agreement which transferred the HLC@Metro Inc's floating to fixed interest rate swap agreement (Swap Agreement) with Royal Bank of Canada (RBC) to the University. This was a part of the University's acquisition of the HLC's assets and liabilities on June 30, 2020. The Swap Agreement was entered with the objective of protecting against the potential increase of interest rates.

Pursuant to the interest rate swap, the University will pay RBC a fixed rate of 2.5 percent per annum. RBC will pay the University 80.0 percent of USD-LIBOR-BBA through June 30, 2023 and then 80.0 percent of SOFR afterward. In addition, the University was to pay JPMorgan, as owner of the Series 2020 Bonds, 80.0 percent of LIBOR, plus 150 basis points. This arrangement produced an interest rate on the Series 2020 Bonds equal to approximately 4.0 percent and helped ensure the University could leverage a low interest rate in an otherwise unpredictable market. Subsequently, in August 2021 MSU Denver issued its Series 2021, Institutional Enterprise Revenue Refunding bonds directly to PNC Bank to refund the Series 2020 bonds. The Series 2021 bonds required the University to pay PNC Bank 80.0 percent of LIBOR (through June 30, 2023 and then SOFR afterwards) plus 46 basis points which produced an effective interest rate of approximately 2.9 percent. The issuance of the Series 2021 bonds caused the swap to terminate and the related hedge accounting to cease. This required the value of the swap, or $7.7 million, at the time of termination (August 2nd, the issuance date of the Series 2021) to be amortized over the remaining life of the swap. However, the agreement with RBC remains an embedded borrowing and is also amortized over the life of the agreement exactly offsetting the interest expense from the swap amortization, resulting in no impact to the income statement. MSU Denver classified the embedded borrowing agreement in level 2 of the fair value hierarchy; whereby, RBC, the counterparty to the Agreement, determined the fair value as of June 30, 2025 and 2024 using an indicative mid-market valuation.

The Swap Agreement had a notional value of $48.7 million and a fair value of $2.2 million and $2.9 million as of June 30, 2025 and 2024, respectively. The fair value of the Swap Agreement was recorded as an asset and deferred inflow of resources as of June 30, 2025 and 2024. The Swap Agreement has an effective date of September 1, 2020 and a termination date of July 1, 2042.

There can be risks inherent to interest rate swaps that the University addressed and monitors pursuant to entering into interest rate Swap Agreements:

Termination Risk: Termination Risk is the need to terminate the transaction in a market that dictates a termination payment by the University. It is possible that a termination payment is required in the event of termination of a Swap Agreement due to a counterparty default. In general, exercising the right to optionally terminate an agreement should produce a benefit to the University, either through receipt of a payment from a termination, or if a termination payment is made by the University, a conversion to a more beneficial debt instrument or credit relationship.

Credit Risk: Credit Risk is the risk that the counterparty will not fulfill its obligations. MSU Denver considers the Swap Agreement counterparty's (RBC) credit quality rating and whether the counterparty can withstand continuing credit market turmoil. As of June 30, 2025, RBC's credit rating is rated Aa1 by Moody's and AA- by S&P.

The Swap Agreement contract contains a credit support annex that allows for collateral to be posted if the market value threshold exceeds $5.0 million and the credit rating is equal to A3 as rated by Moody's or A- as rated by S&P, or if the threshold is zero but the credit ratings are Baa1 as rated by Moody's or BBB+ as rated by S&P.

Basis Index Risk: Basis Index Risk arises as a result of movement in the underlying variable rate indices that may not be in tandem, creating a cost differential that could result in a net cash outflow from the University. Basis Index Risk can also result from the use of floating, but different, indices.

<u>Colorado School of Mines</u>: In Fiscal Year 2008, the University entered into a floating to fixed interest rate swap agreement (Swap Agreement) in connection with the 2008A issuance. The Swap Agreement was entered into with the objective of protecting against the potential of rising interest rates. The 2008A issuance was refunded with the Series 2010A issuance. The Series 2010A was refunded with the issuance of the Series 2018A Refunding Bonds, and the Series 2018A was refunded with the issuance of the Series 2022D Refunding Bonds. The original Swap Agreement has been cancelled, but the economic terms have been transferred and modified in association with the Series 2022D issuance. The Swap Agreement has a notional amount of $32,435,000 and $33,435,000 and a fair value of ($1,179,000) and ($1,088,000) at June 30, 2025 and 2024, respectively. The Swap Agreement provides for certain payments to or from Morgan Stanley equal to the difference between the fixed rate payable by the University and a variable rate payable by Morgan Stanley. For the Series 2022D bonds the Swap Agreement provides for certain payments to or from Morgan Stanley equal to the difference between the fixed rate of 3.9 percent payable by the University and the SIFMA Municipal Swap Index; the SIFMA rate was 1.9 percent at June 25, 2025 which was the last change date for FY2025. On December 1, 2025 the fixed rate for the swap agreement resets to 3.6 percent for

the remainder of the agreement. The fair value of the swap is classified as a noncurrent liability and the change in fair value of the swap is classified as a deferred outflow at June 30, 2025 and 2024.

Morgan Stanley, counterparty to the Swap Agreement, determined the fair value as of June 30, 2025 and 2024, using a discounted forecasted cash flows; however, the actual method and significant assumptions used are proprietary. The Swap Agreement has an effective date of December 15, 2022 and a termination date of December 1, 2037.

There can be risks inherent to interest rate swaps that the University addresses and monitors pursuant to entering into interest rate swap agreements:

Termination Risk: The need to terminate the transaction in a market that dictates a termination payment by the University. It is possible that a termination payment is required in the event of termination of a swap agreement due to a counterparty default or following a decrease in credit rating. In general, exercising the right to optionally terminate an agreement should produce a benefit to the University, either through receipt of a payment from a termination, or if a termination payment is made by the University, a conversion to a more beneficial debt instrument or credit relationship.

Credit Risk: The risk that the counterparty will not fulfill its obligations. The University considers the Swap Agreement counterparty's (Morgan Stanley) credit quality rating and whether the counterparty can withstand continuing credit market turmoil. As of June 30, 2025, Morgan Stanley's long term credit rating is A1 by Moody's and A- by Standards & Poor's. For the outstanding Swap Agreement, the University has a maximum possible loss equivalent to the swap's fair value at June 30, 2025 and 2024 related to the credit risk. However, the University was not exposed to this loss because of the negative fair value of the swaps as of June 30, 2025 and 2024. In addition, these agreements required no collateral and no initial net cash receipt or payment by the University.

Basis Index Risk: Basis risk arises as a result of movement in the underlying variable rate indices that may not be in tandem, creating a cost differential that could result in a net cash outflow from the University. Basis risk can also result from the use of floating, but different, indices. To mitigate basis risk, it is the University's policy that any index used as part of an interest rate swap agreement shall be a recognized market index, including, but not limited to, the Securities Industry and Financial Markets Association (SIFMA) or Secured Overnight Financing Rate (SOFR).

Note 12 – Changes In Long-Term Liabilities & Short-Term Debt

Long-Term Liabilities

Primary Government

The following table summarizes the changes in Long-Term Liabilities for Fiscal Year 2025:

(Dollars in Thousands)	Beginning Balance July 1	Changes		Ending Balance June 30	Due Within One Year
		Additions	Reductions		
Governmental Activities					
Deposits Held In Custody For Others	$ 50,532	$ 18,111	$ (52)	$ 68,591	$ 68,335
Accrued Compensated Absences	270,294	16,401	(18,241)	268,454	29,126
Claims and Judgments Payable	157,157	35,660	(7,360)	185,457	56,866
Leases Payable	216,082	116,546	(46,056)	286,572	42,226
SBITAs Payable	99,379	53,377	(35,153)	117,603	43,566
Certificates of Participation from Direct Borrowings and Direct Placements	293,388	-	(9,189)	284,199	7,455
Certificates of Participation from Non-Direct Borrowings and Non-Direct Placements	3,967,867	279,878	(163,544)	4,084,201	128,755
Notes, Anticipation Warrants, Mortgages from Direct Borrowings and Direct Placements	105,778	34,329	(24,120)	115,987	25,671
Notes, Anticipation Warrants, Mortgages from Non-Direct Borrowings and Non-Direct Placements	12,654	2,808	(4,539)	10,923	3,152
Net Pension Liability	6,900,679	781,262	-	7,681,941	
Other Postemployment Benefits	153,521	-	(50,150)	103,371	-
Other Long-Term Liabilities	381,526	83,846	(54,913)	410,459	-
Total Governmental Activities Long-Term Liabilities	12,608,857	1,422,218	(413,317)	13,617,758	405,152
Business-Type Activities					
Deposits Held In Custody For Others	41,406	5,182	-	46,588	46,558
Accrued Compensated Absences	560,482	70,955	(57,518)	573,919	57,527
Claims and Judgments Payable	75,312	5,566	(7,594)	73,284	14,642
Leases Payable	135,834	26,805	(28,293)	134,346	22,474
SBITAs Payable	92,317	70,958	(59,062)	104,213	38,820
Derivative Instrument Liabilities	1,088	91	-	1,179	-
Bonds Payable from Direct Borrowings and Direct Placements*	749,350	12,605	(229,163)	532,792	16,260
Bonds Payable from Non-Direct Borrowings and Non-Direct Placements*	4,532,194	1,654,313	(1,274,634)	4,911,873	259,062
Certificates of Participation from Direct Borrowings and Direct Placements	11,085	-	(2,124)	8,961	2,160
Certificates of Participation from Non-Direct Borrowings and Non-Direct Placements	61,393	915	(20,283)	42,025	18,115
Notes, Anticipation Warrants, Mortgages from Direct Borrowings and Direct Placements	157,726	2,576	(6,479)	153,823	7,002
Notes, Anticipation Warrants, Mortgages from Non-Direct Borrowings and Non-Direct Placements	685,522	1,288	(6,950)	679,860	6,538
Net Pension Liability	3,340,320	-	(250,724)	3,089,596	-
Other Postemployment Benefits	1,539,616	209,474	-	1,749,090	-
Other Long-Term Liabilities	325,613	59,655	(7,429)	377,839	-
Total Business-Type Activities Long-Term Liabilities	12,309,258	2,120,383	(1,950,253)	12,479,388	489,158
Total Primary Government Long-Term Liabilities	$ 24,918,115	$ 3,542,601	$ (2,363,570)	$ 26,097,146	$ 894,310

* Total beginning balance for Bonds is equal to prior year ending balance but there was a $61.7 million net reclassification between direct and nondirect from two institutions of higher education.

Liabilities for accrued compensated absences, net pension liabilities, and other postemployment benefits of both governmental activities and the business-type activities are normally liquidated using resources of the fund that are responsible for paying the employee's salary. As a result, the resources of nearly all of the State's funds are used to liquidate the compensated absence, net pension, and OPEB liabilities.

The amounts in the table above for the changes in net pension liability and other postemployment benefits liability are netted and presented as either additions or reductions. See Note 6 for additional information on pensions and Note 7 for additional information on OPEB.

The amounts shown in the schedule above for Notes, Bonds, and Certificates of Participation do not include short-term borrowing disclosed in Note 10. A current portion is not normally identifiable for Claims and Judgments Payable, Derivative Instrument Liabilities, Other Post-Employment Benefits in business-type activities and Other Long-Term Liabilities in both governmental activities and business-type activities.

Long-Term Liabilities that are actuarially determined include amounts for claims that are incurred but not yet reported. Since these liabilities are not based on individually identifiable claims, it is not practicable to report gross additions and reductions. (See Notes 7 and 9 for the amount of claims reported and paid and other adjustments to these actuarially determined liabilities.)

Governmental activities include internal service funds which apply full accrual accounting, and as a result, additions to Leases Payable shown above include amounts that are not shown as lease proceeds on the *Statement of Revenues, Expenditures, and Changes in Fund Balance – Governmental Funds*.

Short-Term Debt

Education Loan Program Tax and Revenue Anticipation Notes (ETRAN)

The State Treasurer is authorized by law to issue notes and lend the proceeds to school districts in anticipation of local revenues for school districts to be collected later.

On July 18, 2024, the State Treasurer issued $500.0 million of ETRAN, Series 2024A. The blended coupon rate was 5.0 percent, with net interest costs (including cost of issuance) of $15.6 million, a premium of $8.7 million, total interest costs of $23.8 million, or 3.09 percent of offering. The notes matured on June 30, 2025, and were repaid.

On January 15, 2025, the State Treasurer issued $475.0 million of ETRAN, Series 2024B. The blended coupon rate was 5.0 percent, with net interest costs (including cost of issuance) of $6.6 million, a premium of $4.6 million, total interest costs of $10.9 million, or 2.85 percent of offering. The notes matured on June 30, 2025, and were repaid.

Other Short-Term Financing

On June 20, 2018, the Board of Governors of the Colorado State University System authorized the issuance of Commercial Paper Notes (Notes) in the aggregate principal amount not to exceed $50.0 million as part of the Series A (tax-exempt) and Series B (taxable) issuance. The maturity date of any Notes issued may not exceed two hundred and seventy days from the date of issuance and no maturity may be later than March 1, 2037. Pursuant to the Bond Resolution, the obligations are payable solely from net revenues paid in portions by both CSU and CSU-Pueblo, as defined in the bond agreement. The Notes are being used to finance certain projects, as determined by the Board, for any of the campuses for which the Board has spending authority.

The following schedule shows the changes in short-term financing for the period ended June 30, 2025:

(Dollars in Thousands)	Beginning Balance July 1	Changes: Additions	Changes: Reductions	Ending Balance June 30
Governmental Activities:				
Education Loan Anticipation Notes	$ -	$ 975,000	$ (975,000)	$ -
Total Governmental Activities Short-Term Financing	-	975,000	(975,000)	-
Business-Type Activities:				
Commercial Paper	43,700	-	(25,900)	17,800
Total Business-Type Activities Short-Term Financing	43,700	-	(25,900)	17,800
Total Short-Term Financing	$ 43,700	$ 975,000	$ (1,000,900)	$ 17,800

Note 13 – Defeased Debt, Conduit Debt and Pollution Remediation Obligations

Defeased Debt

Debt is defeased by depositing in escrow accounts an amount sufficient, together with known minimum investment yields, to pay principal, interest, and any redemption premium on the debt to be defeased. During Fiscal Year 2025, debt was defeased in both governmental and business-type activities.

At June 30, 2025, the remaining balances of amounts previously placed in escrow accounts with paying agents are as follows:

(Dollars in Thousands)

Agency	Amount
Governmental Activities:	
Department of Treasury	$ 454,355
Business-Type Activities:	
University of Colorado	488,935
Colorado State University	82,660
Community College System	22,720
Metropolitan State University of Denver	21,520
Total	$ 1,070,190

The Board of Governors of Colorado State University issued $108.7 million of its 2025B Revenue Refunding Bonds to partially defease its Series 2015A Revenue Bonds. The defeased debt had an interest rate of 4.15 percent, and the new debt had an interest rate of 1.74 percent. The remaining term of the debt was 30 years and the estimated debt service cash flows decreased by $52.7 million. The defeasance resulted in an economic gain of $37.9 million, and book gain of $0.6 million that will be amortized as an adjustment of interest expense over the remaining 30 years of the new debt.

The Board of Governors of Colorado State University issued $14.1 million of its 2025D Revenue Refunding Bonds to partially defease its Series 2021D-1 and Series 2019B Revenue Bonds. The defeased debt had an interest rate of 2.49 percent, and the new debt had an interest rate of 5.00 percent. The remaining term of the debt was 9 years and the estimated debt service cash flows decreased by $0.2 million. The defeasance resulted in an economic gain of $0.2 million, and book gain of $1.0 million that will be amortized as an adjustment of interest expense over the remaining 9 years of the new debt.

The Colorado Department of Transportation Bridge and Tunnel Enterprise issued $236.1 million of its 2024A Senior Revenue Refunding Bonds to partially defease its Series 2010A CBE BABS Bonds. The defeased debt had an interest rate of 6.08 percent, and the new debt had an interest rate of 5.00 percent. The remaining term of the debt was 16 years and the estimated debt service cash flows increased by $5.7 million. The defeasance resulted in an economic gain of $1.5 million, and book loss of $13.0 million that will be amortized as an adjustment of interest expense over the remaining 25 years of the new debt.

Conduit Debt Obligations

A conduit debt obligation is a debt instrument issued in the name of a state or local government (the issuer) that is for the benefit of a third party primarily liable for the repayment of the debt instrument (the third-party obligor).

In 2014, the Colorado High Performance Transportation Enterprise (HPTE) entered into a concession agreement with Plenary Roads Denver (PRD). PRD constructed Phase II of the U.S. 36 project and now operates and maintains Phase I, Phase II and the existing I-25 express lanes. As part of the concession agreement, Public Activity Bonds (PABs) totaling $20 million were issued by PRD with HPTE as a conduit issuer. As part of the financing for the U.S. 36 project, HPTE issued a $54 million As part of the financing for the U.S. 36 project, HPTE issued a $54 million Transportation Infrastructure Finance and Innovation Act (TIFIA) loan for the Phase I of the project, which was transferred to PRD at the closing of the U.S. 36 agreement with PRD.TIFIA loan for the Phase I of the project, which was transferred to PRD at the closing of the U.S. 36 agreement with PRD. The $54 million TIFIA loan was increased to $60.1 million. For Phase II of the U.S. 36 project, PRD issued another TIFIA loan totaling $71 million. The TIFIA loans and the PABs are to be repaid by PRD with toll revenue earned on the U.S. 36 corridor. If PRD defaults on the debt, their parent company CDPQ is required to cover the debt service payments. HPTE has no debt service obligations under the PABs or TIFIA loans. As of June 30, 2025 the outstanding principal balances were as follows: PABS $20,360,000, TIFIA Phase $59,856,837, and TIFIA Phase II $71,032,104. The concession agreement expires in Fiscal Year 2064-65.

In 2017 the Central 70 project was awarded to Kiewit Meridiam Partners LLC (KMP) to reconstruct approximately 8.5 miles of I-70 and replace the existing viaduct with a lowered section of highway and added managed lanes. To assist with the construction of the Central 70 project, KMP issued $115 million in Series 2016 PABs and $51.7 million Series 2021A taxable bonds and obtained a TIFIA loan totaling $465 million. KMP also issued $465 million in 2021B taxable bonds as an initial bridge to the anticipated draw on the TIFIA loan at substantial completion. BTE served as a conduit issuer of 2016 PAB, 2021A and 2021B, which are payable by KMP and are non-recourse to BTE and not BTE obligations. Separately, under the project agreement, if KMP defaults on the debt payments for any of the bonds or TIFIA loan and this results in a bankruptcy of KMP, this would constitute a developer default. Under the project agreement, the enterprises (BTE and HPTE), would owe a termination payment to KMP equal to no more than approximately 80 percent of the outstanding debt less specified offsets. The agreement with KMP expires in Fiscal Year 2051-52, when all of the debt will be repaid by KMP.

On June 28, 2023, the 2021B bonds were paid off using the TIFIA loan proceeds. As of June 30, 2025, the outstanding balances were as follows:

- $101,660,000 Series 2016 Bonds
- $36,915,000 Series 2021A Bonds
- $461,008,019 TIFIA Loan

Pollution Remediation Obligations

Various state agencies have pollution remediation obligations as defined by GASB Statement No. 49. Liability amounts are included in Other Current Liabilities or Other Long-Term Liabilities on the government-wide and proprietary fund-level *Statement of Net Position*.

The State has instances of hazardous waste contamination that qualify as Superfund sites. Superfund is the federal government's program to clean up these hazardous waste sites. A hazardous waste site becomes a Superfund site when placed on an Environmental Protection Agency (EPA) list that ranks sites according to a process that assesses current or potential health impacts. The following individually significant items are all Superfund sites under the control of the Department of Public Health & Environment.

The State's total amount of pollution remediation obligations as of June 30, 2025 was $362.1 million, of which $5.0 million is a current liability. Individually significant pollution remediation obligations are disclosed below:

- The Department of Public Health & Environment recorded a liability for remediation activities in the Clear Creek Basin of approximately $163.1 million related to a number of inactive precious metal mines that caused contamination in surface water and soil in the basin. The liability includes remediation and site clean-up activities, projected post-remediation operating and monitoring costs, the State operation of an existing water treatment plant, and operation of a water treatment plant. Current operating and maintenance costs are estimated at $1.5 million beginning in Fiscal Year 2022, increasing to approximately $2.6 million in Fiscal Year 2029, with a projected annual increase of 2 percent thereafter. The department shares the remaining costs to complete the remediation projects with the EPA in a cost-sharing ratio of 10 percent State, 90 percent EPA for 10 years. After this time, the State assumes 100 percent of the operating and maintenance costs. Costs are estimated based on past experience with similar construction projects adjusted for such factors as differences in water flow needing treatment, previous site studies, preliminary design work, and cost changes for labor, materials, etc. Operating costs are similarly estimated giving consideration to generally the same factors as for construction costs.

- The Department of Public Health & Environment recorded a liability for remediation activities at the Summitville Mine of approximately $135.6 million related to the operation of a water treatment plant. The mine is located in the San Juan Mountains, surrounded by the Rio Grande National Forest. The operating and maintenance costs of the treatment plant are to be shared with the EPA in a cost-sharing ratio of 10 percent State, 90 percent EPA through Fiscal Year 2022. Beginning in Fiscal Year 2023, the State assumed 100 percent of the operating costs of the treatment plant, with a projected total cost of approximately $2.0 million per year, with a projected annual increase of 2 percent thereafter. Operating and maintenance estimates are based on experience in operating existing plants adjusted for the newer design and technological advancements. Potential changes affecting these estimates include regulatory changes in the EPA cost-sharing ratio, as well as technology and pricing changes that could impact operating costs.
- The Department of Public Health & Environment recorded a liability for remediation activities at the Captain Jack Mine located at the headwaters of the Left Hand Creek Watershed in the mountains west of Boulder of approximately $35.9 million related to the cleanup of contamination from mine waste piles and drainage. In Fiscal Year 2024, a sulfate reducing bioreactor was completed with a projected cost of $0.2 million. Upon completion, the State's 10 percent share of operations and maintenance will commence in Fiscal Year 2025. Annual ongoing projected costs for subsurface remedy average $0.1 million per year until Fiscal Year 2035 when the State assumes 100 percent share of operations and maintenance, and projected costs increase to $0.4 million per year with a 2 percent projected annual increase thereafter. The State is analyzing the feasibility of recovering approximately $2.8 million by implementing an in-site remedy for treating the mine drainage. Other factors that could affect the estimated liability include whether the detailed design work results in construction costs higher than estimated in the engineering study.
- The Department of Public Health & Environment recorded a liability for remediation activities at the Bonita Peak Mining District site located near Silverton, Colorado for approximately $8.9 million. The Bonita Peak Mining District is within the Mineral Creek, Cement Creek, and the Upper Animas River drainages. The site consists of 48 historic mines or mining-related sources where ongoing releases of metalladen water and sediments occur within Mineral Creek, Cement Creek, and the Upper Animas. An interim record of decision (IROD) establishes a site-wide repository for disposing of site-related mine waste from remedial action cleanups, sludge generated at the water treatment plant, and waste from future water treatment operations. The projected five-year costs are $0.1 million per year for the first four years with a $1.0 million projected cost in Fiscal Year 2026. The site-wide repository is estimated at $0.3 million per year for a five-year period ending in Fiscal Year 2027. The State's share of O&M is not projected to start until Fiscal Year 2028, where projected annual costs are $0.1 million, with a 2 percent annual increase thereafter. Approximately 20 of the 48 sites do not have viable responsible parties. Therefore, these sites will likely be addressed using a fund-financed remedial action of 90 percent EPA and 10 percent State, at which time the State's share will increase.
- The Department of Public Health & Environment recorded a liability for remediation activities for the Standard Mine for approximately $5.9 million. The 10-acre Standard Mine site is located in the Ruby Mining District of the Gunnison National Forest in Gunnison County, Colorado. Silver mining began in the southern Ruby Mining District in 1874, and continued up to 1974 at several mine sites in the area. Mining activities at the site contaminated soil, surface water and groundwater with heavy metals. These heavy metals are then deposited into Elk Creek, which flows into Coal Creek and eventually to downstream water users. Beginning in Fiscal Year 2023, the State assumed 100 percent of the operating costs of the treatment plant with a projected total cost of approximately $2.0 million per year (with a projected 2 percent annual increase thereafter). The State's share currently comes from a settlement account. Once the settlement funds are depleted, the State costs will be funded from the Hazardous Substance Response fund.
- The Department of Public Health & Environment recorded a liability for remediation activities for multiple Superfund Sites for approximately $12.1 million. Engineering studies were completed and remediation plans selected. The cost estimates in the studies, and past experience with time required for completion of detailed design and construction activities for the type of remedy contemplated, and the going operating and maintenance costs, are the basis for the estimates of the State's liability.

Note 14 – Deferred Outflows and Inflows of resources

Deferred outflows of resources represent a consumption of assets by the entity that is applicable to a future reporting period, and deferred inflows of resources represent an acquisition of assets by the entity that is applicable to a future reporting period. The table below provides information about amounts reported as deferred outflows/inflows on the *Statement of Net Position* as of June 30, 2025.

(Dollars in Thousands)	Governmental Activities	Business-Type Activities	Total
Deferred Outflows of Resources:			
Refunding Losses	$ 15,635	$ 103,802	$ 119,437
Derivatives	-	1,179	1,179
Other	47,226	480	47,706
Other Post Employment Benefits	30,259	487,244	517,503
Pensions	1,805,220	330,743	2,135,963
	1,898,340	923,448	2,821,788
Deferred Inflows of Resources:			
Refunding Gains	341	17,590	17,931
Derivatives	-	21,763	21,763
Lease Components	277	102,099	102,376
Nonexchange Transactions	-	44	44
Other	-	49,857	49,857
Unavailable Revenue	795	-	795
Service Concession Arrangements	-	116,213	116,213
Other Post Employment Benefits	67,037	286,843	353,880
Pensions	1,436,508	130,911	1,567,419
	$ 1,504,958	$ 725,320	$ 2,230,278

Note 15 – Net Position and Fund Balance

A. Accounting Changes and Error Corrections

The following fund balance and net position amounts at July 1, 2024 have been increased (decreased) as follows:

(Dollars in Thousands)	6/30/2024 As Previously Reported	Change in Accounting Principle (A)	Changes to or within the Financial Reporting Entity (B)	Error Correction (C)	Error Correction (D)	Error Correction (E)	Error Correction (F)	Error Correction (G)	Error Correction (H)	Error Correction (I)	6/30/2024 As Restated
Government-Wide											
Governmental Activities	$17,413,327	-	-	-	$(1,624)	$1,647	-	$(34,049)	-	$28,227	$17,407,528
Business-Type Activities	10,997,861	24,440	-	-	-	-	35,219	-	(29)	-	11,057,491
Total Primary Government	28,411,188	24,440	-	-	(1,624)	1,647	35,219	(34,049)	(29)	28,227	28,465,019
Governmental Funds											
Major Funds											
General Fund	3,745,431	-	-	202,657	(1,624)	-	-	(34,049)	-	-	3,912,415
Federal Special Revenue Fund	31,360	-	220,144	-	-	-	-	-	-	-	251,504
Highway Users Tax	776,485	-	-	-	-	-	-	-	-	-	776,485
Non Major Funds											
Other Governmental Funds	10,706,383	-	(220,144)	(202,657)	-	1,647	-	-	-	-	10,285,229
Total Governmental Funds	15,259,659	-	-	-	(1,624)	1,647	-	(34,049)	-	-	15,225,633
Proprietary Funds											
Major Funds											
Higher Education	7,136,676	24,440	-	-	-	-	-	-	(29)	-	7,161,087
Healthcare Affordability	178,960	-	-	-	-	-	-	-	-	-	178,960
Transportation Enterprise	1,159,025	-	-	-	-	-	-	-	-	-	1,159,025
Labor and Employment Insurance	1,282,210	-	-	-	-	-	35,219	-	-	-	1,317,429
Non Major Funds											
Other Enterprise Funds	1,240,990	-	-	-	-	-	-	-	-	-	1,240,990
Total Proprietary Funds	$10,997,861	$24,440	-	-	-	-	$35,219	-	$(29)	-	$11,057,491

(A) Insititutions of Higher Education restatement of beginning net position for adoption of GASB Statement No. 101.

(B) Reclassification of Disaster Emergency Fund from Other Governmental Funds to Federal Special Revenue Fund.

(C) Affordable housing funds without sufficient own source revenues to report with special revenue fund, moved to the General Fund.

(D) Department of Higher Education Administration over accrued Federal revenue to the General Fund in FY2024.

(E) Department of Workers Compensation incorrectly accounted for payments to certain individuals in FY2015 - FY2024.

(F) Department of Labor and Employment Insurance reinstated fixed assets that are still in use but were erroneously disposed in FY2024.

(G) Department of Public Health and Evironment incorrectly recorded revenue received from FEMA in FY2024.

(H) Colorado School of Mines recorded a reconciling adjustment to agree separate general ledger balances with the state's ERP relating to FY2024.

(I) Restatement in the General Full Accrual Account Group from ERP implementation errors for the Departments of Human Services and Labor and Employment related to FY2015.

B. Fund Balance

On the *Balance Sheet - Governmental Funds*, the fund balances on June 30, 2025 is comprised of the following categories. Refer to *Note 1 - Summary of Significant Accounting Policies* for additional information.

(Dollars in Thousands)	Restricted Purposes	Committed Purposes	Assigned Purposes
GENERAL FUND			
General Government	$ 314,866	$ 2,608,300	$ 85,082
Business, Community and Consumer Affairs	-	715,827	-
Education	440,960	89,853	-
Health and Rehabilitation	-	150,575	-
Justice	-	48,176	-
Natural Resources	-	6,659	-
Social Assistance	-	57,178	-
TOTAL	755,826	3,676,568	85,082
FEDERAL SPECIAL REVENUE			
General Government	108,549	-	-
Business, Community and Consumer Affairs	24,469	-	-
Education	290	-	-
Health and Rehabilitation	18	-	-
Justice	188	-	-
Social Assistance	710	-	-
TOTAL	134,224	-	-
HIGHWAY USERS TAX			
General Government	57,239	28,543	-
Health and Rehabilitation	8,004	-	-
Justice	2,191	2,062	-
Transportation	653,750	15,576	-
TOTAL	721,184	46,181	-
OTHER GOVERNMENTAL FUNDS			
General Government	339,525	3,339,949	-
Business, Community and Consumer Affairs	115,859	861,877	-
Education	1,021,128	58,290	-
Health and Rehabilitation	25,736	240,880	-
Justice	5	355,341	-
Natural Resources	20,042	1,444,142	-
Social Assistance	-	156,255	-
Transportation	-	126,424	-
TOTAL	$ 1,522,295	$ 6,583,158	$ -

C. Stabilization Arrangements

Restriction on State Appropriations - General Fund Reserve

In accordance with Section 24-75-201.1(1)(d), C.R.S., state general fund appropriations are limited in order to maintain sufficient available budgetary fund balance (the reserve) for the General Fund - General Purpose Revenue Component. For the fiscal year ended June 30, 2025, the required reserve is calculated as fifteen percent of General Purpose Revenue Fund appropriations less exceptions pursuant to Section 24-75-201.1(2), C.R.S. Section 24-75-201.5(1)(a), C.R.S. further requires the Governor to take action within the fiscal year to preserve one half of the reserve when economic forecasts indicate revenues will not be adequate to maintain the required reserve. In conjunction with the Governor's actions to reduce expenditures, the legislature has traditionally taken action to use the reserve. Historically, the statutory reserve has only been expended during recessionary periods when other budget measures have been exhausted. As of June 30, 2025, on a legal budgetary basis the reserve was $2,358.5 million. Refer to the Budgetary Comparison Schedule General Fund - General Purpose Revenue Component, and to Note RSI-2 for additional information.

Emergency Reserve

Senate Bill 21-227 established the State Emergency Reserve Cash Fund effective with the State's fiscal year ended June 30, 2021. Senate Bill 21-227 required a transfer of $101.0 million from the General Purpose Revenue Component of the General Fund and a transfer of $100.0 million from the Controlled Maintenance Trust Fund to the State Emergency Reserve Cash Fund. The State Emergency Reserve Cash Fund is reported as the Emergency Reserve component of the State's General Fund. Refer to the Combining Balance Sheet – General Fund Components and to the Combining Statement of Revenues, Expenditures, and Changes in Fund Balance – General Fund Components for additional information. The Emergency Reserve was $193.8 million at June 30, 2025. The Emergency Reserve shall not be expended or appropriated for any purpose other than for an emergency declared by the Governor pursuant to Section 24-33.5-704(4), C.R.S.

D. Minimum Fund Balance Policies

The appropriations process and statutory structure that governs state fiscal matters generally does not provide for the ability to set aside fund balances outside of those processes. However, in limited circumstances, boards and committees have fiscal policy and/or rulemaking authority. No minimum fund balances were established under this type of authority for Fiscal Year 2025.

E. Net Position Deficits

The following table shows deficit net position balances for individual nonmajor funds. See Note 2 for information regarding statutory spending violations and over expenditures.

(Dollars In Thousands)	Enterprise Funds	Internal Service Funds
State Lottery	$ (13,363)	$ -
State Nursing Homes	(36,940)	-
Petroleum Storage Tank	(527)	-
Central Services	-	(3,856)
Financial Information Technology	-	(1,767)
Information Technology	-	(157,708)
Capitol Complex	-	(1,778)
Administrative Courts	-	(6,923)
Legal Services	-	(74,275)
	$ (50,830)	$ (246,307)

Note 16 – Interfund Transactions

Interfund Balances

Interfund balances at June 30, 2025 consisted of the following:

	Due From													
(Dollars in Thousands)	General	Federal Special Revenue	Highway Users Tax	Other Governmental Funds	Higher Education Institutions	Healthcare Affordability	Transportation Enterprise	Labor and Employment Insurance	Other Enterprises	Internal Service Funds	Pension and Other Employee Benefit Trust	Private Purpose Trust	Custodial	Total
Due To														
General	$ -	$ 25,138	$ 8,806	$ 75,002	$ 1,375	$ 83,151	$ -	$ -	$ 16,211	$ 3,860	$ -	$ -	$ -	$ 213,543
Federal Special Revenue	968	-	-	-	357	-	-	-	-	-	-	-	-	1,325
Highway Users Tax	-	-	-	-	-	-	22,300	-	-	36	-	-	-	22,336
Other Governmental Funds	5,156	-	578	7,527	24	-	2	3,873	13,543	4	-	-	1,408	32,115
Higher Education Institutions	8,180	345	922	4,087	-	-	53	-	339	-	-	-	-	13,926
Healthcare Affordability	4	-	-	-	-	-	-	-	-	-	-	-	-	4
Transportation Enterprise	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Labor and Employment Insurance	-	-	-	1,264	-	-	-	-	-	-	-	-	-	1,264
Other Enterprises	3,028	-	-	-	-	-	-	-	4,053	-	-	621	-	7,702
Internal Service Funds	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Pension and Other Employee Benefit Trust	129	-	-	-	1,636	-	-	-	-	-	-	-	-	1,765
Private Purpose Trust	-	-	-	-	-	-	-	-	15,589	-	-	-	-	15,589
Custodial	-	-	-	-	-	-	-	-	20,264	-	-	-	-	20,264
Total	$ 17,465	$ 25,483	$ 10,306	$ 87,880	$ 3,392	$ 83,151	$ 22,355	$ 3,873	$ 69,999	$ 3,900	$ -	$ 621	$ 1,408	$ 329,833

Interfund balances represent amounts owed between funds at the end of the fiscal year. They occur when there are timing differences between when transactions are recognized and when the related cash payments are made. They also occur when loans are made between funds.

The Healthcare Affordability Fund had an internal payable to the General Fund of $83.2 million. $48.8 million of this amount represents Medicaid payments to providers in Fiscal Year 2025 for which the State was reimbursed in Fiscal Year 2026 due to the timing of the receipt of federal monies into the Healthcare Affordability Fund.

The $75.0 million due to the General Fund from Other Governmental Funds consists primarily of $23.5 million due to the General Fund from the Decarbonization Tax Credits Administration Cash Fund per House Bill 23-1272 for the Decarbonization Tax Credit Administration Transfer, $22.4 million in gaming distributions due from the Gaming Fund, and $21.4 million from the Capital Construction Fund.

The $25.1 million due to the General Fund from Federal Special Revenue Funds primarily represents the amount owed from the Department of Public Safety to the Department of Public Health and Environment for Federal Emergency Management Agency award reimbursements.

There are $22.3 million owed from the Transportation Enterprise Fund to the Highway Users Tax Fund. This includes $21.7 million of loans within the Colorado Department of Transportation and are not expected to be repaid within one year.

The $20.3 million owed from the Other Enterprises Fund to the Custodial Fund represents the amounts owed from the Colorado Lottery to the Department of Treasury for lottery distributions related to the fourth quarter of Fiscal Year 2025 that were made in Fiscal Year 2026.

The $15.6 million owed from the Other Enterprises Fund to Private Purpose Trust Funds is the amount owed from the CollegeInvest Administration Fund to the College Savings Program Fund for the Scholar's Choice Fund Transactions, which is not expected to be repaid within one year. The outstanding loans payable of $12.9 million from the Wildlife Cash Fund and the Lottery Distribution Fund to the Colorado Water Conservation Board Construction Fund are not expected to be repaid within one year and are included in the $13.5 million owed from Other Enterprise Funds to Other Governmental Funds.

Interfund Transfers

Interfund transfers for Fiscal Year 2025 consisted of the following:

	Transfer From						
(Dollars in Thousands)	General	Federal Special Revenue	Highway Users Tax Fund	Other Governmental Funds	Higher Education Institutions	Healthcare Affordability	Transportation Enterprise
Transfer to							
General	$ -	$ 2,253	$ 35,528	$ 716,480	$ 4,782	$ 16,477	$ -
Federal Special Revenue	4,951	-	-	300	-	-	-
Highway Users Tax	107,104	-	-	190,041	-	-	5,000
Other Governmental Funds	965,999	162	59,328	220,384	153	350	-
Higher Education Institutions	439,895	263	-	242,252	-	-	-
Healthcare Affordability	337	-	-	1,103	-	-	-
Transportation Enterprise	-			-	-	-	-
Labor and Employment Insurance	11			-	-	-	-
Other Enterprises	8,724	131	-	7,559	-	-	-
Internal Service Funds	255	-	-	6,579	-	76	-
Pension and Other Employee Benefit Trust	-	-	-	1,407	-	-	-
Private Purpose Trust	-	-	-	-	-	-	-
Custodial	-	-	-	-	-	-	-
Total	$ 1,527,276	$ 2,809	$ 94,856	$ 1,386,105	$ 4,935	$ 16,903	$ 5,000

	Transfer From						
(Dollars in Thousands)	Labor and Employment Insurance	Other Enterprises	Internal Service Funds	Pension and Other Employee Benefit Trust	Private Purpose Trust	Custodial	Total
Transfer to							
General	$ 96	$ 78,062	$ 8,768	$ 423	$ 56	$ -	$ 862,925
Federal Special Revenue	-	-	-	-	-	-	5,251
Highway Users Tax	-	-	-	-	-	-	302,145
Other Governmental Funds	-	-	192	-	-	691	1,247,259
Higher Education Institutions	-	-	-	-	-	-	682,410
Healthcare Affordability	-	-	-	-	-	-	1,440
Transportation Enterprise	-	-	-	-	-	-	-
Labor and Employment Insurance	-	-	-	-	-	-	11
Other Enterprises	-	16,981	-	-	-	-	33,395
Internal Service Funds	-	-	463	-	-	-	7,373
Pension and Other Employee Benefit Trust	-	-	-	-	-	-	1,407
Private Purpose Trust	-	1,611	-	-	-	-	1,611
Custodial	-	-	-	-	-	-	-
Total	$ 96	$ 96,654	$ 9,423	$ 423	$ 56	$ 691	$ 3,145,227

As a normal order of business, the General Assembly appropriates a large number of transfers between funds to allocate the State's resources to support programs across the State government.

The General Fund transferred $966.0 million to Other Governmental Funds, which included $319.0 million for the Capital Construction Fund (directed by House Bill 24-1425 and Senate Bill 24-222), $146.0 million to the State Education Fund (directed by Section 39-3-210, C.R.S.), $120.5 million for marijuana-related transfers (as directed by Senate Bill 17-267), and $98.0 million for debt service.

Transfers from Other Governmental Funds to the General Fund totaled $716.5 million. The largest of these transfers was $181.8 million of investment income from the State Lands Fund. Other transfers include $123.5 million for investment earnings and cash funds transfer (directed by Senate Bill 25-311, Senate Bill 25-317 and Senate Bill 25-264), $42.2 million for marijuana-related transfers (as directed by House Bill 13-1318), and $41.0 million relating to a mineral lease.

General Fund transfers to Higher Education Institutions totaled $439.9 million. The majority of these transfers, $250.6 million, were for student financial aid.

Other Governmental Funds transfers to Higher Education Institutions totaled $242.3 million. The majority of these transfers, $175.6 million, were for capital construction projects.

There were $220.4 million of transfers from Other Governmental Funds to Other Governmental Funds. These transfers consisted of $65.6 million to the Adult Dental Fund (as directed by Senate Bill 13-242), $34.0 million to the State Education Fund for early literacy (as directed by Section 22-7-1210, C.R.S.), $20.0 million transferred to the Tobacco Education Programs Fund, and $15.0 million transferred to the Housing Needs Planning Technical Assistance fund for sustainable affordable housing assistance (as directed by Senate Bill 24-174).

Note 17 – Pledged Revenue and Donor Restricted Endowments

Pledged Revenue

Various institutions of higher education and the Department of Transportation have issued bonds, notes, and/or Certificates of Participation (COPs) for the purchase of equipment, and the construction of facilities and infrastructure. Specific user revenues are pledged for the payments of interest and future retirement of the obligations. In Fiscal Year 2025, the following pledges were in place:

The Department of Transportation Statewide Bridge Enterprise pledged $349.6 million (gross) of federal highway funds, Build America Bonds, and surcharges to meet the current year interest payments on debt issued for construction activities related to the Funding Advancement for Surface Transportation and Economic Recovery (FASTER) Bridge Program. The debt was originally issued in Fiscal Year 2011 and has a final maturity date of Fiscal Year 2055. The pledged revenue represents 100 percent of the revenue stream, and $1.2 billion of the pledge commitment remains outstanding.

The Department of Transportation High-Performance Transportation Enterprise pledged $28.8 million (gross) of C-470 Express Lanes Senior Revenue Bonds to meet the current year interest payments on debt issued for the cost of designing, engineering, developing and constructing an Express Lanes project on a portion of C-470, widening and replacing adjacent general purpose lanes and rehabilitating or reconstructing related bridges. The debt was originally issued in Fiscal Year 2018 and has a final maturity date of Fiscal Year 2057. The pledged revenue represents 100 percent of the revenue stream, and $377.2 million of the pledge commitment remains outstanding.

Higher Education Institutions have pledged auxiliary fees primarily related to student housing rent, and in some cases tuition, to meet the debt service commitment of their various bond issues. The debt issues involved had an earliest origination date in Fiscal Year 1999 and furthest maturity date of Fiscal Year 2056. In some instances, the gross revenue of the activity is pledged and in other instances the net available revenue is pledged. Total pledged revenue of the Higher Education Institutions is approximately $3.5 billion. Individually significant Higher Education Institution pledges include:

- $1.7 billion (net) pledged by the University of Colorado System to secure $160.9 million of current principal and interest on debt issued to finance the construction of enterprise facilities and to refund prior enterprise debt. The related debt was issued in Fiscal Year 2007 and has a final maturity date of Fiscal Year 2055. The pledged revenue represents approximately 75.5 percent of the revenue stream, and $2.2 billion of the pledge (principal and interest) remains outstanding.
- $740.7 million (net) pledged by Colorado State University to secure $106.2 million of current principal and interest on debt issued to finance the construction, expansion, or renovation of certain recreation, research, athletic, and academic facilities. The related debt was originally issued in Fiscal Year 2011 and has a final maturity date of Fiscal Year 2055. The pledged revenue represents 81.8 percent of the total revenue stream, and $1.8 billion of the pledge (principal and interest) remains outstanding.
- $33.5 million (net) pledged by Colorado State University Pueblo to secure $7.0 million of current principal and interest on debt issued to finance the construction, expansion, or renovation of certain recreation, research, athletic, and academic facilities. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2044. The pledged revenue represents 78.8 percent of the total revenue stream, and $121.0 million of the pledge (principal and interest) remains outstanding.
- $60.9 million (gross) pledged by Arapahoe Community College to secure $1.3 million of current principal and interest on debt. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2048. The pledged revenue represents 100 percent of the total revenue stream, and $32.1 million of the pledge (principal and interest) remains outstanding.
- $31.5 million (gross) pledged by Community College of Aurora to secure $1.1 million of current principal and interest on debt. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2048. The pledged revenue represents 100 percent of the total revenue stream, and $22.6 million of the pledge (principal and interest) remains outstanding.

- $32.2 million (gross) pledged by Community College of Denver to secure $1.5 million of current principal and interest on debt. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2048. The pledged revenue represents 100 percent of the total revenue stream, and $14.5 million of the pledge (principal and interest) remains outstanding.
- $91.9 million (gross) pledged by Front Range Community College to secure $1.6 million of current principal and interest on debt. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2048. The pledged revenue represents 100 percent of the total revenue stream, and $15.2 million of the pledge (principal and interest) remains outstanding.
- $57.4 million (gross) pledged by Pikes Peak Community College to secure $0.3 million of current principal and interest on debt. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2048. The pledged revenue represents 100 percent of the total revenue stream, and $0.8 million of the pledge (principal and interest) remains outstanding.
- $24.6 million (gross) pledged by Pueblo Community College to secure $0.7 million of current principal and interest on debt. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2048. The pledged revenue represents 100 percent of the total revenue stream, and $10.4 million of the pledge (principal and interest) remains outstanding.
- $41.7 million (gross) pledged by Red Rocks Community College to secure $0.8 million of current principal and interest on debt. The related debt was originally issued in Fiscal Year 2013 and has a final maturity date of Fiscal Year 2048. The pledged revenue represents 100 percent of the total revenue stream, and $17.3 million of the pledge (principal and interest) remains outstanding.
- $8.8 million (net) pledged by the Auraria Higher Education Center to secure $8.3 million of current principal and interest on debt issued to finance the building of parking structures and taking advantage of savings by refinancing bonds. The debt issuances had an earliest origination date of Fiscal Year 2025 and furthest maturity date of Fiscal Year 2031. The pledged revenue represents approximately 43.0 percent of the revenue stream, and $49.7 million of the pledge (principal and interest) remains outstanding.
- $217.8 million (net) pledged by the Colorado School of Mines to secure $43.5 million of current principal and interest on debt issued to finance or refinance the construction, acquisition, improvement, renovation, and equipment for certain facilities and complete qualified conservation improvement projects. The debt issuances had an earliest origination date of Fiscal Year 1999 and furthest maturity date of Fiscal Year 2056. The pledged revenue represents approximately 89.2 percent of the revenue stream, and $1.2 billion of the pledge (principal and interest) remains outstanding.
- $133.2 million (gross) pledged by Metropolitan State University of Denver to secure $10.7 million of current principal and interest on debt issued to finance the construction, expansion, or renovation of certain academic facilities. The related debt was originally issued in Fiscal Year 2010 and has a final maturity date of Fiscal Year 2047. The pledged revenue represents 100 percent of the revenue stream and $149.6 million of the pledge (principal and interest) remains outstanding.
- $111.5 million (net) pledged by Colorado Mesa University to secure $15.3 million of current principal and interest on debt issued to construct auxiliary facilities. The related debt was originally issued in Fiscal Year 2010 and has a final maturity date of Fiscal Year 2055. The pledged revenue represents approximately 75.5 percent of the revenue stream and $429.6 million of the pledge (principal and interest) remains outstanding.
- $89.3 million (net) pledged by the University of Northern Colorado to secure $10.9 million of current principal and interest on debt issued to finance refunding of previous debt and for improvements of auxiliary facilities. The debt issuances had an earliest origination date of Fiscal Year 2014 and furthest maturity date of Fiscal Year 2046. The pledged revenue represents 69.8 percent of the revenue stream and $145.6 million of the pledge (principal and interest) remains outstanding.
- $18.9 million (net) pledged by Fort Lewis College to secure $4.3 million of current principal and interest on debt issued to finance various energy conservation improvements and refunding bonds. The related debt was originally issued in Fiscal Year 2012 and has a final maturity date of Fiscal Year 2055. The pledged revenue

represents approximately 49.6 percent of the revenue stream and $71.7 million of the pledge (principal and interest) remains outstanding.

- $30.6 million (net) pledged by the Western State Colorado University to secure $7.2 million of current principal and interest on debt issued to finance a new student apartment complex and a new sports complex. The debt issuances had an earliest origination date of Fiscal Year 2010 and furthest maturity date of Fiscal Year 2055. The pledged revenue represents 65.3 percent of the revenue stream, and $143.2 million of the pledge (principal and interest) remains outstanding.

Revenue available to meet debt service requirements is shown in the following table:

(Dollars In Thousands)		Direct		Debt Service Requirements		
Agency Name	Gross Revenue	Operating Expense	Available Net Revenue	Principal	Interest	Total
Higher Education Institutions	$ 4,351,835	$ (886,683)	$ 3,465,152	$ 220,955	$ 166,147	$ 387,102
Statewide Bridge Enterprise	349,560	-	349,560	-	24,362	24,362
High Performance Transportation Enterprise	28,757	-	28,757	-	8,090	8,090
	$ 4,730,152	$ (886,683)	$ 3,843,469	$ 220,955	$ 198,599	$ 419,554

Donor Restricted Endowments

The State's donor restricted endowments exist solely in its institutions of higher education. The policies of individual boards govern the spending of net appreciation on investments; there is no State law that governs endowment spending. Donor restricted endowment appreciation amounts that are available for expenditure reported by the State's institutions of higher education totaled $22.5 million.

The University of Colorado System reported net appreciation on endowment investments of $17.8 million that was available for spending. The University reported the related net position in Restricted for Permanent Funds and Endowments - Expendable on the *Statement of Net Position - Proprietary Funds*. The University spends its investment income in accordance with the University of Colorado Foundation's established spending policy.

The Colorado School of Mines reported $2.6 million of net appreciation on endowment investments that was available for spending. The School reported the related net position in Restricted for Permanent Funds and Endowments - Expendable on the *Statement of Net Position - Proprietary Funds*. The School has an authorized spending rate of 4.25 percent of the rolling 36-month average fair value of the endowment investments.

Colorado State University reported net appreciation on endowment investments of $2.1 million. The University reported the related net position in Restricted for Permanent Funds and Endowments - Expendable on the *Statement of Net Position - Proprietary Funds*. The University spends its investment income as authorized by the University's President.

Note 18 – Related Parties

Related Organizations

The following related organizations, for which the State appoints a voting majority of their governing boards, are not part of the reporting entity based on the criteria of GASB Statement No. 14, as amended by GASB Statements Nos. 39 and 61:

- Colorado Agricultural Development Authority
- Colorado Beef Council Authority
- Colorado Educational and Cultural Facilities Authority
- Colorado Health Benefit Exchange
- Colorado Health Facilities Authority
- Colorado Housing and Finance Authority
- Colorado New Energy Improvement District
- Colorado Sheep and Wool Authority
- Middle-Income Housing Authority
- Fire and Police Pension Association
- Pinnacol Assurance
- The State Board of the Great Outdoors Colorado Trust Fund
- Venture Capital Authority

Even though the appointment of governing boards of these authorities is similar to those included in the reporting entity, the State cannot impose its will upon these entities and it does not have a financial benefit or burden relationship with them. Detailed financial information may be obtained directly from these organizations.

Related Party Transactions

The Colorado Housing & Finance Authority (CHFA) provides administrative services while serving as a fiscal agent for small business programs to provide relief to businesses that are affected by COVID-19, helps businesses that typically struggle to get access to a bank loan, and programs that promote energy efficiency and renewable energy in Colorado. The Governor's Office of Economic Development & International Trade had outstanding obligations due of $119.1 million, and the State paid a total of $13.1 million to CHFA for the administration of these programs during Fiscal Year 2025.

The University of Colorado Health (UCH) is a legal entity separate from the University of Colorado. Faculty members of the University's School of Medicine perform a majority of their clinical practice and clinical training at UCH. The clinical revenue for these clinical services provided by the University's faculty is collected by University Physicians Inc., d/b/a CU Medicine, a blended component unit of the State. The University enters into contracts with UCH to support the University's educational mission. During Fiscal Year 2025, UCH paid the University $131.2 million, and the University paid UCH $18.1 million. At June 30, 2025, the University had accounts receivable from UCH of $3.2 million and accounts payable to UCH of $0.1 million.

The State Board of the Great Outdoors Colorado (GOCO) Trust Fund is a constitutionally created entity whose purpose is to administer the GOCO Program and Trust Fund. The purpose of the program is to promote the wildlife and outdoor recreation resources of the State using funds it receives from the Colorado Lottery. During Fiscal Year 2025, the Board awarded $115.4 million to the Division of Parks and Wildlife at the Department of Natural Resources. At June 30, 2025, the amount the Division spent on GOCO grants was $34.3 million, and GOCO owed the Department of Natural Resources $7.9 million. Additionally, the GOCO Trust Fund is reported as a custodial fund in the State's financial statements. The Department of Treasury recorded deposits of $72.1 million and disbursements of $93.5 million in the GOCO Trust Fund, and the Trust Fund had an ending cash balance of $89.0 million as of June 30, 2025.

The Colorado Health Benefit Exchange, operating as Connect for Health Colorado, operates the State's health insurance marketplace. During Fiscal Year 2025, the Colorado Health Benefit Exchange received $9.5 million in payments from the State for eligibility determinations and system changes.

The Governor's Office of Economic Development and International Trade (OEDIT) partners with the Venture Capital Authority (VCA) to support Colorado's innovative economy by expanding access to venture capital for Colorado's entrepreneurs and startup businesses. Since 2023, OEDIT is also deploying State Small Business Credit Initiative capital through the VCA. As of June 30, 2025, the outstanding obligations from OEDIT due to VCA is $40.8 million.

Colorado State University Research Foundation d/b/a CSU STRATA is a private, nonprofit 501(c)3 tax exempt corporation which was founded in 1941, but does not meet the criteria of a component unit. CSU STRATA exists to aid the universities governed by the Board of Directors of the Colorado State University System (CSU and CSU-Pueblo) in their research and educational efforts related to land acquisition and management, patent administration and the granting of licenses, and financing the acquisition of research and educational facilities and equipment. The CSU system has financed purchases and right-to-use lease agreements for space from CSU STRATA. For the Fiscal Year ended June 30, 2025, the CSU System had payments to STRATA totaling approximately $2.7 million, and future obligations due to STRATA totaling approximately $16.5 million.

Note 19 – Commitments And Contingencies

Service Concession Arrangements

On February 25, 2014, the Colorado Transportation Investment Office - CTIO (formerly the High Performance Transportation Enterprise (HPTE) and Plenary Roads Denver (PRD) completed the financial close of a concession agreement. The commercial close of the concession agreement finalized the terms of the agreement. The concession agreement with PRD transferred the operations, maintenance, and revenues from the I-25 High Occupancy Toll lanes and the U.S. 36 Phase I project to PRD from HPTE for the next 50 years. The concession agreement was HPTE's and the Colorado Department of Transportation's first public-private partnership (P3) project, where public and private sectors work together to provide transportation improvements.

The concession agreement meets the criteria of a service concession arrangement under the provisions of the Governmental Accounting Standards Board (GASB) *Statement No. 60*, Accounting and Financial Reporting for Service Concession Arrangements (SCA), and now *Statement No. 94*, Public-Private and Public-Public Partnerships and Availability Payment Arrangements, and upon the financial close of the concession agreement the Enterprise adopted and implemented GASB No. 60 and now GASB No. 94. The standard addresses SCAs concession agreements between a government and a governmental or nongovernmental entity in which the transferor conveys to an operator the right and related obligation to provide services through the use of infrastructure or another public asset (a facility) in exchange for significant consideration and the operator collects and is compensated by fees from third parties. The statement also includes required disclosures about SCAs. The adoption of GASB *Statement No. 60* which was superseded by GASB *Statement No. 94* did not result in any effect on beginning net position. In accordance with the standard, the Enterprise recorded the U.S. 36 Phase II construction as an asset at acquisition value upon being placed in operation and being transferred to the Enterprise from PRD in the spring of 2016.

Under the agreement, the Enterprise received from PRD a transfer of capital assets and the assumption of the Transportation Infrastructure Finance and Innovation Act (TIFIA) loan. In accordance with GASB *Statement No. 60* (as amended) the Enterprise recorded the capital assets consisting of tolling software and toll lanes at the acquisition value of $88.7 million. The book value of the TIFIA loan assumed by PRD was $54.0 million. These amounts were included in deferred inflows of resources on the statements of net position, and are being amortized over the life of the agreement. As of June 30, 2025 the amount of deferred inflow related to the concession agreement recorded was $116.2 million.

The following table shows the carrying amount of HPTE's capital assets at fiscal year-end pursuant to the concession arrangement.

Project	Description	Carrying Amount
U.S. 36 Phase II	Managed Lanes	$ 83,057,255
U.S. 36 Phase II	36 Tolling Stations	42,138

Availability Payment Arrangements

In 2017, to partially finance the Central 70 Project, the Statewide Bridge and Tunnel Enterprise (BTE) issued $120.8 million of Private Activity Bonds (PABs) and Kiewit Meridiam Partners (KMP) obtained a Transportation Infrastructure Finance Innovation Act (TIFIA) loan totaling $416 million. In September 2021, BTE and KMP refinanced the PAB and TIFIA loans with the issuance of $51.7 million Series 2021A and $465 million 2021B PABs and $465 million of a 2021 TIFIA loan. BTE issued the Series 2021A, 2021B, and the TIFIA loan as a conduit issuer and as a result, the bonds and TIFIA loan are not obligations of BTE and are payable solely by KMP. Within the terms of the agreement with KMP, there are also capital performance payments.

The capital performance payments are related to the Central 70 project started in March 2022 and are paid to the developer monthly and continue for a period of 30 years. The performance payments have a base operation, maintenance, and repair (OMR) component and a base capital performance payment (CPP) component. The OMR component is the responsibility of CDOT, and the Colorado Transportation Investment Office - CTIO (formerly the

High Performance Transportation Enterprise (HPTE) for operations and maintenance of the general purpose lanes and the express lanes through an Inter-Agency Agreement. OMR payments are delayed until substantial completion, which was delayed to February 2023 due to the settlement agreement that was entered into in May 2019.

The CPP component is designed to repay KMP for its total capital investment in the Central 70 project including debt in the form of PABs, and TIFIA loan, and KMP's equity contributions. BTE determined the present value of CPP by applying an implied interest rate of 3.91 percent, which was derived from the total KMP capital, which resulted in a finance purchase liability of $699.3 million in Fiscal Year 2022. The CPP is a base amount that escalates at 2 percent every year. The monthly payment is based on the annual CPP amount, divided by twelve months. The monthly payment can vary slightly due to the number of days in a month. The monthly payment is divided between principal and interest, as shown in the following table:

Fiscal Year	Interest Due	Principal Paid	Net Debt Service Payment
2026	$ 26,205,676	$ 6,538,162	$ 32,743,838
2027	25,936,187	7,462,527	33,398,714
2028	25,630,501	8,436,188	34,066,689
2029	25,285,258	9,462,764	34,748,022
2030	24,899,779	10,543,204	35,442,983
2031 to 2035	117,137,522	70,998,118	188,135,640
2036 to 2040	100,045,304	107,671,644	207,716,948
2041 to 2045	74,928,716	154,407,580	229,336,296
2046 to 2050	39,622,912	213,582,890	253,205,802
2051 to 2055	3,235,882	90,756,104	93,991,986
Total payments	**$ 462,927,737**	**$ 679,859,181**	**$ 1,142,786,918**

Encumbrances

Most encumbrances are supported by annual appropriations and lapse at year-end. However, the Capital Projects Funds and certain Colorado Department of Transportation Funds (primarily the Highway Users Tax Fund) include multi-year encumbrances of $170.0 million, and $1.8 billion, respectively, which are related to purchase orders and long-term contracts for the construction of major capital projects and infrastructure.

Financial Guarantees

Section 22-41-110, C.R.S. holds the State liable for defaults on school district bonds and other obligations unless a school district board of education adopts a resolution stating it will not accept payment on their behalf. The State Treasurer shall recover the amount forwarded on behalf of the school districts by withholding amounts from the school district's payments of the state share of the district's total program received and from property tax and specific ownership tax revenues collected by the county treasurer on behalf of the school district; except that the State Treasurer may not recover amounts from property tax revenues that are pledged to pay notes and bonds issued by the school district. The guarantee will continue to be in effect as long as any bonds or other obligations of a school district remain outstanding. As of June 30, 2025, $12.1 billion of the school district bond is outstanding and no liability has been recorded, as the school districts have been deemed capable of meeting the debt service payments.

Contingencies

Numerous court cases are pending in which the plaintiffs allege that the State has deprived persons of their constitutional rights, civil rights, inadequately compensated them for their property, engaged in regulatory misfeasance, or breached contracts. In the aggregate, the monetary damages (actual, punitive, and attorney's fees) claimed in the constitutional and civil rights cases would exceed the insurance coverage available by a material amount. The property compensation and breach of contract suits are generally limited to the appraised value of the property or the contract amount. In the breach of contract suits, the State often files counterclaims. While it is reasonably possible that awards of judgment could occur, it is unlikely that those awards would have a material adverse effect on the State's financial condition.

Significant matters that are deemed a contingent liability to the State requiring disclosure are summarized below. A significant matter is defined as a single instance where an unfavorable outcome would result in damages of $5.0 million or more.

<u>Grants</u>

The State receives federal grants for specific purposes that are subject to review and audit by grantor agencies. This federal funding is conditional upon compliance with the terms and conditions of such grant agreements and applicable federal laws and regulations. Issues resulting from federal reviews or audits can potentially cause disallowance of expenditures and consequently, a liability of the State.

The federal Department of Health and Human Services, Centers for Medicare and Medicaid (CMS) demanded the State return approximately $38.4 million of performance bonus payments under the Children's Health Insurance Program Reauthorization Act of 2009, on the basis the State improperly included individuals in current enrollment counts. The State is vigorously defending against the recovery demand, but the likelihood of an unfavorable outcome is uncertain.

<u>Taxation & Taxpayer Bill of Rights (TABOR) Litigation</u>

A complaint filed at the Department of Revenue raises claims that House Bill 25-1296 violates TABOR alleging: (1) the overtime income tax addback is a tax policy change causing a net revenue gain adopted without a vote of the people under TABOR; (2) the income tax withholding statute's new language requiring employers to deduct and withhold tax on compensation other than wages is a new tax or tax increase and creates a new state definition of taxable income before the next tax year under TABOR; and (3) the various changes to tax credits and exemptions constitute a tax policy change causing a net revenue gain adopted without a vote of the people under TABOR. A court order in Plaintiffs' favor could impose liability on the State because it could require the State to refund the taxes in the range of $270.0 million already remitted to the State.

A complaint was filed at the Department of Revenue regarding the 6.5% excise tax enacted under Proposition KK on the net taxable sales of firearms, ammunition, and firearm precursor parts. The complaint asserts that the tax violates the Second Amendment to the U.S. Constitution and seeks a declaration that the tax is unconstitutional. A court order in Plaintiffs' favor could impose liability on the State of approximately $39.0 million because it could require the State to refund the taxes already remitted to the State. The State is vigorously defending the constitutionality of the Firearms and Ammunition Excise Tax.

A complaint was filed at the Department of Revenue challenging the constitutionality of Colorado House Bill 23-1290. The Bill referred Proposition II to Colorado's voters for approval for the State to retain revenues in excess of the Bluebook estimates for new tobacco, nicotine, and cigarette taxes approved by Proposition EE in 2020. Plaintiffs claim that under TABOR, the Bill and Proposition II sought this voter approval after a constitutional deadline of the "next fiscal year," and thus violate TABOR and are seeking a refund of approximately $26.7 million. Discovery in the case is ongoing while the parties await a determination on cross-motions. The State is vigorously defending its position.

A complaint was filed at the Department of Revenue challenging Senate Bill 24-230 under TABOR and other constitutional provisions. Plaintiffs seek an order directing Defendants to refund all revenue collected since July 1, 2025, in connection with the challenged fees, together with statutory interest. Based on current projections, collections for the challenged fees could total more than $175 million annually. Plaintiffs also seek declaratory relief regarding the validity of the challenged fees under TABOR. Any potential financial impact arising from such declaratory relief is uncertain and cannot be reasonably estimated at this time. The State will vigorously defend its position.

Note 20 – Tax Abatements

The Governor's Office of Economic Development and International Trade (OEDIT) – through the State Economic Development Commission (EDC), along with the Department of Regulatory Agencies – supports recruitment, retention, and economic growth throughout the State by offering a variety of incentives and tax credits. OEDIT provided significant tax abatements under three programs during the fiscal year: Colorado Enterprise Zone Business and Contribution Tax Credits, Job Growth Incentive Tax Credits, and the Regional Tourism Act program. The Department of Regulatory Agencies provided significant tax abatements under two programs during the fiscal year: Affordable Housing Credit and the Small Business Recovery Tax Credit.

- The Colorado Enterprise Zone (EZ) program was created under Article 30 of Title 39 of the Colorado Revised Statutes (C.R.S.) to promote a business friendly environment in economically distressed areas by offering state income tax credits that incentivize businesses to locate and develop in these communities. The Enterprise Zone Contribution Credit is a sub-credit of the Enterprise Zone program created under Section 39-30-103.5, C.R.S. The Contribution Credit is issued to taxpayers that contribute to an economic development project initiated by the local zone administrator and approved by the EDC. Taxpayers investing in Enterprise Zones can earn a credit on their Colorado income tax by planning and executing specific economic development activities. The following incentives can be earned by businesses located in Enterprise Zones:

Business Income Tax Credits	Credit Amount
Investment Tax Credit	3.0 percent of equipment purchases
Commercial Vehicles Investment Tax Credit	1.5 percent of commercial vehicle purchases
Job Training Tax Credit	12 percent of qualified training expenses
New Employee Credit	$1,100 per new job created
Agricultural Processor New Employee Credit	$500 per new job created
Employer Sponsored Health Insurance Credit	$1,000 per covered employee
Research & Development Increase Tax Credit	3 percent of increased R&D expenditures
Vacant Commercial Building Rehabilitation Tax Credit	25 percent of rehabilitation expenditures
Additional EZ Incentives	**Incentive Amount**
Manufacturing/Mining Sales and Use Tax Exemption	Expanded Sales & Use tax exemption in EZ
Contribution Tax Credit	25 percent cash/12.5 percent in-kind

Areas with high unemployment rates (25 percent above the State average), low per capita income (25 percent below the State average), and/or slower population growth (less than 25 percent of the State average in rural areas) may be approved for EZ designation by the EDC.

Each income tax year, a business located in an EZ must apply and be pre-certified prior to beginning an activity to earn any of the business tax credits listed in the table above. When pre-certifying, the business states that the credit is a contributing factor to the start-up, expansion, or relocation of the business. To certify for the credit, the investments and/or new jobs must have been made. At the end of the income tax year, a business must certify that the activities were performed. Contribution Tax Credits are earned by taxpayers making donations to eligible EZ Contribution Projects, and certifying those donations with the project organization or Local Enterprise Zone Administrator. The Commercial Vehicle Investment Tax Credit has a separate online application process.

The provision for recapturing abated taxes would be an income tax return audit conducted by the Department of Revenue.

- The Job Growth Incentive Tax Credit (JGITC) is a performance-based job creation incentive program created under Section 39-22-531, C.R.S., in which businesses must create and maintain permanent new jobs for one year before receiving the tax credit. The JGITC provides a state income tax credit equal to 50 percent of FICA paid by the business on the net job growth for each calendar year in the credit period. A business must undertake a job creation project for which the State of Colorado is competing with at least one other state for the project. The JGITC must be a major factor in the business decision to locate or retain the project in Colorado, and a business may not start or announce the proposed project (including locating or expanding in the State, hiring employees related to the project, or making material expenditures for the project) until a final application has been submitted and approved by the EDC.

Businesses have to create at least 20 new jobs (full-time equivalents) in Colorado during the credit period with an average yearly wage of at least 100 percent of the county average wage based on where the business is located. A business located in an Enhanced Rural Enterprise Zone must create at least five net new jobs (full-time equivalents) in Colorado during the credit period with an average yearly wage of at least 100 percent of the county average wage based on where the business is located. The credit period is 96 consecutive months.

The provision for recapturing abated taxes would be an income tax return audit conducted by the Department of Revenue.

- The Regional Tourism Act (RTA) program was created under Sections 24-46-301 through 309 C.R.S., and provides Tax Increment Financing (TIF) to support construction of unique and extraordinary large scale tourism and entertainment facilities that will drive net new visitors and revenue to Colorado. A percentage of state sales tax within a geographic area in a given year that exceeds a base year amount is collected by the Department of Revenue and diverted to a project financing entity. The EDC shall not approve any project that would likely create an annual state sales tax revenue dedication of more than $50.0 million to all regional tourism projects. A local government will need to submit a regional tourism project application to OEDIT within the application cycle deadline. OEDIT will review the application for general completeness and to make an initial determination regarding whether the application has met the general criteria for a regional tourism project. The EDC will review applications forwarded with OEDIT recommendations and may approve or reject the project based on a demonstration that the following criteria are materially met:
  - The project is of an extraordinary/unique nature and is reasonably anticipated to contribute significantly to economic development and tourism in the State and communities where the project is located.
  - The project is reasonably anticipated to result in a substantial increase in out-of-state tourism.
  - A significant portion of sales tax revenue generated by the project is reasonably anticipated to be attributable to transactions with nonresidents of the zone.
  - The local government has provided reliable economic data demonstrating that in the absence of state sales tax increment revenue, the project is not reasonably anticipated to be developed within the foreseeable future.

Recipients must follow the EDC resolution based on their application, and must build certain required elements and improvements and follow conditions established by the EDC. The provision for recapturing abated taxes is a formal decision by the EDC concluding the project has not commenced within five years.

- The Affordable Housing Credit was created under Section 39-22-2102 C.R.S., which is an insurance premiums tax credit allowed by this Section to address the shortage of affordable housing in the state, and increase access to affordable housing by encouraging developers to (1) build units specifically restricted for residents with incomes below the area median income, and (2) encourage private sector investment into the development and preservation of affordable housing. The Colorado Housing and Finance Authority (the Authority) may allocate a credit to an owner of a qualified development by issuing to the owner an allocation certificate. The Authority may determine the time at which such allocation certificate is issued. The credit shall be in an amount determined by the Authority, subject to program guidelines.

The allocated credit amount may be taken against the taxes imposed by this article for each taxable year of the credit period. Any amount of credit that exceeds the tax due for a taxable year may be carried forward as a tax credit against subsequent years' income tax liability up to eleven tax years following the tax year in which the allocation was made and must be applied first to the earliest years possible. Any amount of the credit that is not used shall not be refunded to the taxpayer. Any taxpayer who is subject to the tax on insurance premiums established by Sections 10-3-209, 10-5-111, and 10-6-128 C.R.S., and who is therefore exempt from the payment of income tax and who is otherwise eligible to claim a credit may claim such credit and carry such credit forward against such insurance premium tax on its calendar quarter estimated tax payments made in accordance with Section 10-3-209 C.R.S. to the same extent as the taxpayer would have been able to claim or carry forward such credit or refund against income tax. All other provisions with respect to the credit, including the amount, allocation, and recapture of the credit and the years for which the credit may be claimed shall apply to a credit claimed pursuant to Section 39-22-2102(1) C.R.S.

As of the last day of any taxable year during the compliance period, if the amount of the qualified basis of a qualified development with respect to a taxpayer is less than the amount of the qualified basis as of the last day of the prior taxable year, then the amount of the taxpayer's state income tax liability for that taxable year shall be increased by the credit recapture amount. The credit recapture amount is an amount equal to the aggregate decrease in the credit allowed to the taxpayer for all prior taxable years that would have resulted if the accelerated portion of the credit allowable by reason were not allowed for all prior taxable years with respect to the reduced amount of qualified basis described in subsection (1) Section 39-22-2103 C.R.S.

- The Small Business Recovery Tax Credit was created under Section 24-48.5-601 through 609, C.R.S., which authorized the creation of a small business recovery loan program seeded by money provided by the state to support small businesses in Colorado affected by the COVID-19 crisis, and assist in the overall economic recovery of the State. A qualified taxpayer may purchase small business recovery tax credits from the Department and may apply the tax credits against its premium tax liability in accordance with Sections 24-48.5-606(1) and 24-48.5-607 C.R.S.

The program authorizes the Colorado Department of the Treasury ("Treasury") to issue and sell up to $68.0 million of state insurance premium tax credits to Qualified Taxpayers (insurance companies authorized to do business in Colorado with premium tax liability due to the State), with an initial tranche of $40.0 million in credits for sale in Fiscal Year 2021, and an additional $28.0 million tranche of credits for sale in Fiscal Year 2022. Purchasers of the initial $40.0 million tranche can utilize 50% of the tax credits in both tax years 2025 and 2026.

The total credit to be applied by a qualified taxpayer in any one year must not exceed the premium tax liability of the qualified taxpayer for the taxable year. If the qualified taxpayer cannot use the entire amount of the tax credit for the taxable year in which the taxpayer is eligible for the credit, the excess may be carried over to succeeding taxable years and used as a credit against the premium tax liability of the taxpayer for those taxable years. Tax credits can be carried forward through 2031 and may not be carried forward beyond any taxable year that begins after December 31, 2031. There is no provision for recapturing abated Small Business Recovery Tax Credits.

The amount of taxes abated for these programs for the fiscal year ended June 30, 2025 are as follows:

Tax Abatement Program	Amount of Taxes Abated (in thousands)	
Colorado Enterprise Zone Business Tax Credits	$	101,238.1
Colorado Enterprise Zone Contribution Tax Credits	$	9,567.3
Job Growth Incentive Tax Credits	$	22,619.6
Regional Tourism Act	$	17,355.3
Affordable Housing Tax Credit	$	24,079.1
Small Business Recovery Tax Credit	$	23,972.6
Total	**$**	**198,832.0**

Note 21 – Subsequent Events

DEBT ISSUANCES AND BORROWINGS

Colorado State Treasury

On August 14, 2025, the State issued Education Loan Program Tax and Revenue Anticipation Notes (ETRAN), Series 2025A. The notes mature on June 30, 2026. The total due on that date includes $460 million in principal and $20,188,889 in interest. The 2025A ETRAN was issued with a premium of $10,124,400 with an average coupon rate of 5.00% and a yield of 2.44%.

On December 9, 2025 the State issued the Building Excellent Schools Today (BEST) Series 2025T Certificates of Participation (COPs) and paid the costs of execution and delivery and other expenses related to the issuance. The proceeds of the COPs will be used to fund four school district projects – Widefield, Norwood, Haxtun and Aguilar. The bond proceeds for Series 2025T COPs were $124.56 million with a net premium of $10.42 million. The Series 2025T COPs have a final maturity date of March 15, 2046 with a true interest cost rate of 3.99%.

Institutions of Higher Education

University of Colorado

On October 14, 2025, the University issued Series 2025C1 Enterprise Revenue Bonds in the amount of $76,540,000 to fund a portion of the Chemistry and Applied Math Building (CHAP) building and Ekeley remodel project at CU Boulder. Additionally, the University issued the Series 2025C2 Enterprise Refunding Revenue Bonds in the amount of $63,930,000 to refund Series 2021C3A and selected maturities of the 2015A, 2015B, and 2015C series. The refunding transaction yielded cash flow savings of $15,130,000 and present value savings of $3,860,000. Savings from these transactions will lower debt service payments for all campuses. Interest rates range from 5.00 percent to 5.25 percent and the first interest payment date is December 1, 2025. The final maturity of the 2025C1 bonds is June 1, 2055 and June 1, 2051 for the 2025C2 bonds.

Colorado State University System

On December 3, 2025, Colorado State University System sold $67.9 million in System Enterprise Revenue Bonds Series 2025 E and $27.0 million in System Enterprise Revenue Refunding Bonds Series 2025 F. Proceeds from the Series 2025 E Bonds will be used to finance certain improvements as determined by the Board, including but not limited to the construction, improvement, and equipping of the Veterinary Health Education Complex in Fort Collins, finance any other improvements to any of the campuses for which the Board has spending authority, other capital projects as may be designated by the Board, and pay the costs of issuing the Series 2025 E Bonds. Proceeds from the Series 2025 F Bonds will be used to refund all of the Series 2010 B Bonds, refund a portion of the Series 2015 C Bonds, and pay the costs of issuing of the Series 2025 F Bonds. The System anticipates closing on the sale on December 16, 2025.

MSU Denver

On August 12, 2025, MSU Denver issued $100,565,000 in Series 2025A and $9,565,000 in Series 2025B Revenue Bonds per the University's eleventh supplemental resolution to finance the construction of a housing facility, renovate the Event Center on the Auraria campus, fund capitalized interest, and pay cost of issuance of the Series 2025 bonds.

The housing facility is the University's first student housing offering, consisting of a twelve-story mixed-use building. The first floor will be dining space and other commercial and retail space, the second floor will be the Classroom to Career Hub (which will not be funded with these bond proceeds) and the third through the twelfth floors will contain 155 units with 586 beds of student housing. Approximately $13 million of the Series 2025 proceeds will fund the renovation of a defunct pool space into a multipurpose area that will serve as a training and education space to support the University's exercise and sport sciences students, as well as large event space to host key events.

The Series 2025 bonds qualify for the State Intercept Program, and are payable solely from pledged revenues. The bonds are all on parity and subject to the rights of bondholders embedded in the Master Resolution and supplemental resolutions. There are no acceleration clauses. The Series 2025A are tax exempt and mature in 2045 with an average coupon rate of 5.06%, whereas the Series 2025B are taxable and mature in 2032 with an average coupon rate of 4.40%.

Colorado School of Mines

On September 30, 2025, Mines issued $39,660,000 of Institutional Enterprise bonds with $4,321,544 net premium. The new bonds were used to redeem the Series 2022D floating rate notes (Series 2025A, $31,640,000 par, $3,600,000 premium) and the Series 2016 bonds (Series 2025B, $8,020,000 par, $684,000 premium). In conjunction with the debt refunding, the swap associated with the Series 2022D floating rate notes was terminated. The interest rate on this new debt is 5% and the bond term goes through fiscal year 2038.

Note 22 – Discretely Presented Component Units

As described in Note 1, the State's discretely presented component units (DPCUs) are entities that are legally separate from the State, but included in the reporting entity due to their relationships with the State. This note discusses the significant balances reported in the financial statements for DPCUs and financial items directly related to the State's financial accountability for the DPCUs.

Basis of Accounting

The financial statements for the Colorado Water Resources and Power Development Authority (the Authority), a major DPCU, as well as the non major DPCUs, the Denver Metropolitan Major League Baseball Stadium District (the District) and the Statewide Internet Portal Authority (SIPA), are prepared on the accrual basis of accounting using the economic resources measurement focus and follow GASB standards for governments. The financial information for the Authority and the District is presented for the fiscal year ended December 31, 2024 and the financial information for SIPA is presented for the fiscal year ended June 30, 2025.

The financial information for the University of Colorado Foundation (the Foundation), a major DPCU, is presented for the fiscal year ended June 30, 2025. The Foundation follows standards for not-for-profit accounting promulgated by the Financial Accounting Standards Board (FASB), which recommends preparing financial statements using the accrual basis of accounting.

During its fiscal year ending December 31, 2024, the Authority and SIPA implemented GASB Statement No. 101 - Compensated Absences. The adoption of the Statement did not impact beginning net position.

Cash and Cash Equivalents

The Authority reported cash and cash equivalents with a fair market value of $454.1 million. This amount comprises $439.6 million held by Colorado Local Government Liquid Asset Trust (COLOTRUST), $3.3 million held in the State Treasurer's Investment Pool, $11.0 million in a Federated Government Obligations Fund, and $0.2 million in bank cash deposits. The COLOTRUST and Federated deposits had nationally recognized statistical rating organization (NRSRO) credit ratings of AAAm. The COLOTRUST deposits were measured at net asset value per share (NAV) and the Federated deposits were measured using quoted market prices. The fair market value disclosures for the Treasurer's Investment Pool are disclosed in Note 4.

Investments

The Foundation holds resources for the benefit of the State and the amount of those resources, the vast majority of which are investments, are significant to the State.

Since the Foundation's financial statements are prepared according to FASB not-for-profit standards, the investment risk disclosures typical of government financial statements are not disclosed. For its endowments, the Foundation has adopted an investment policy that seeks to provide a steady and increasing stream of funding while maintaining the purchasing power of the assets. The Foundation's investments are reported, to the extent possible, at fair market value. The FASB fair market value reporting requirements provide for a valuation method hierarchy similar to GASB's. The following describes the hierarchy of inputs used to measure fair value and the primary valuation methodologies used for financial instruments measured at fair value on a recurring basis:

Level 1 Investments – values are based on quoted prices (unadjusted) for identical assets (or liabilities) in active markets that a government can access at the measurement date.

Level 2 Investments – inputs other than quoted prices included within Level 1 - that are observable for an asset (or liability), either directly or indirectly.

Level 3 Investments – classified as Level 3 have unobservable inputs for an asset (or liability) and may require a degree of professional judgment.

The following table summarizes the Foundation's investments by type within the fair value hierarchy as of June 30, 2025. In addition to the investments reported at fair value below, the Foundation reports investment assets at cost or present value of $48.3 million.

University of Colorado Foundation Fair Value Measurements Using

Investment Type (Dollars In Thousands)	Fair Value as of June 30, 2025	Quoted Prices in Active Markets for Identical Assets (Level 1)	Significan Other Observable Inputs (Level 2)	Significan Unobservable Inputs (Level 3)	Net Asset Value Per Share
Mutual Funds - Domestic Equities	$ 140,371	$ 140,371	$ -	$ -	$ -
Mutual Funds - International Equities	226,932	226,932	-	-	-
Mutual Funds - Fixed Income	3,587	3,587	-	-	-
Equity Securities - Domestic	288,444	238,944	-	49,500	-
Equity Securities - International	89,956	89,956	-	-	-
Exchange-Traded Fund	8,541	8,541	-	-	-
Fixed-Income Securities	286,300	64,367	221,933	-	-
Real Estate	139,055	-	-	-	139,055
Private Equity	635,912	4,467	-	-	631,445
Commingled Equity Securities	596,428	-	-	-	596,428
Absolute Return	321,795	-	-	-	321,795
Venture Capital	371,791	-	-	1,012	370,779
Commodities	44,726	-	-	-	44,726
Other	1,307	-	726	581	-
Assets Held Under Split-Interest Agreements	26,225	26,225	-	-	-
Beneficial Interest in Charitable Trusts Held by Others	13,469	-	-	13,469	-
Total	$ 3,194,839	$ 803,390	$ 222,659	$ 64,562	$ 2,104,228

Receivables

The Authority loans funds to finance local government water resources projects, wastewater treatment projects, and drinking water projects. The Authority reported loans receivable of $1,182.0 million as of December 31, 2024. The scheduled maturities of the loans receivable are below.

Colorado Water Resources and Power Development Authority
Loans Receivable

(Dollars in Thousands)

Year	Principal	Interest	Total
2025	$ 82,596	$ 11,538	$ 94,134
2026	71,553	10,881	82,434
2027	72,340	10,093	82,433
2028	68,559	9,403	77,962
2029	65,291	8,759	74,050
2030 to 2034	297,600	37,057	334,657
2035 to 2039	224,186	27,093	251,279
2040 to 2044	136,063	17,885	153,948
2045 to 2049	98,706	9,981	108,687
2050 to 2054	63,184	3,640	66,824
2055 to 2056	1,900	95	1,995
Total	$ 1,181,978	$ 146,425	$ 1,328,403

The Foundation reported contributions receivable of $142.4 million. This amount is net of allowances for uncollectible contributions and net present value discount. Of this amount, $53.6 million is due within one year, $86.9 million is due within one to five years, and $1.9 million is due in more than five years.

Debt Service Requirements

The Authority has issued several bonds to finance local government water projects, which do not constitute debt of the State. During 2024, the Authority issued 2024 Series A Clean Water Revenue Bonds for $15.1 million, 2024 Series A Drinking Water Revenue Bonds for $11.2 million, 2024 Series B Drinking Water Revenue Bonds for $14.5 million, and 2024 Series C Drinking Water Revenue Bonds for $16.4 million.

The schedule below summarizes the remaining debt service payments for all bond issuances for the Authority.

Colorado Water Resources and Power Development Authority
Debt Service Requirements
(Dollars in Thousands)

Year	Principal	Interest	Total
2025	$ 28,825	$ 12,695	$ 41,520
2026	21,030	11,754	32,784
2027	20,490	10,776	31,266
2028	19,080	9,934	29,014
2029	16,960	9,153	26,113
2030 to 2034	73,490	35,456	108,946
2035 to 2039	47,205	23,200	70,405
2040 to 2044	32,965	14,788	47,753
2045 to 2049	22,330	8,466	30,796
2050 to 2054	20,895	3,370	24,265
2055 to 2056	1,900	95	1,995
Total	$ 305,170	$ 139,687	$ 444,857

Capital Assets

The District owns and operates a major league baseball stadium and other related capital assets. The District depreciates land improvements, buildings and other property and equipment using the straight-line method over estimated useful lives that range from three to 50 years. Changes in capital assets for the District for 2024 are below.

Denver Metropolitan Major League Baseball Stadium District
Changes in Capital Assets

(Dollars in Thousands)	Beginning Balance, 1/1/2024	Additions	Transfers	Retirements	Ending Balance, 12/31/2024
Historical Costs					
Land	$ 20,664	$ -	$ -	$ -	$ 20,664
Land Improvements	13,214	-	-	-	13,214
Buildings	240,636	2,430	821	-	243,887
Other Property and Equipment	39,210	2,330	381	-	41,921
Construction in Progress	1,203	1,109	(1,202)	-	1,110
Total Historical Costs	314,927	5,869	-	-	320,796
Accumulated Depreciation					
Land Improvements	(7,563)	(214)	-	-	(7,777)
Buildings	(101,259)	(7,585)	-	-	(108,844)
Other Property and Equipment	(29,657)	(1,253)	-	-	(30,910)
Total Accumulated Depreciation	(138,479)	(9,052)	-	-	(147,531)
Net Capital Assets	$ 176,448	$ (3,183)	$ -	$ -	$ 173,265

Transactions with the Primary Government

Pursuant to statutes, with the written consent of the Department of Public Health and Environment, the Authority is authorized, on behalf of the State, to execute operating agreements with the United States Environmental Protection Agency. The Authority entered into a memorandum of agreement with the Department of Public Health and Environment and the Department of Local Affairs, under which each has agreed to assume specified responsibilities. The Authority incurred expenses for the two state agencies totaling $15.0 million in the fiscal year ending December 31, 2024.

The Foundation reported custodial funds of $652.7 million, held for investment for the University of Colorado. In Fiscal Year 2025, the Foundation assessed 1.5 percent on the University's custodial endowments and 1.0 percent on the University's treasury funds, totaling $6.9 million, to support advancement operations. $230.7 million of distributions were transferred to the University and $38.4 million of advancement support was paid to the University.

Pension Information

The Authority participates in the PERA defined benefit pension plan disclosed in Note 6. Disclosures in Note 6 for the PERA State Division Trust Fund (SDTF) regarding general information about the plan, contributions, and actuarial assumptions are also applicable to the Authority. The pension liabilities, pension expense, and deferred outflows of resources and deferred inflows of resources related to pensions specific to the Authority are provided below.

At December 31, 2024, the Authority reported a liability of $3,565,077 for its proportionate share of the collective net pension liability.

The Authority recognized a pension expense of $204,188 and revenue of $262 for support from the State as a nonemployer contributing entity for the fiscal year ended December 31, 2024. At December 31, 2024, the Authority reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Difference between expected and actual experience	$ 58,275	$ 18,930
Changes of assumptions or other inputs	-	-
Net difference between projected and actual earnings on pension plan investments	258,931	-
Changes in proportion	420,958	116,449
Contributions subsequent to the measurement date	285,456	-
Total	$ 1,023,620	$ 135,379

At December 31, 2024, the Authority reported $285,456 as deferred outflows of resources related to pensions resulting from contributions subsequent to the measurement date that will be recognized as a reduction of the net pension liability in the year ended December 31, 2025. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pensions will be recognized in pension expense as follows:

Year Ending December 31,	Amount
2025	$ 201,913
2026	253,517
2027	217,675
2028	(70,320)
	$ 602,785

Other Post-Employment Benefits (OPEB)

The Authority participates in the PERA defined benefit OPEB plan disclosed in Note 7. Disclosures in Note 7 for the PERA Health Care Trust Fund (HCTF) OPEB regarding general information about the plan, contributions, and actuarial assumptions are also applicable to the Authority. The OPEB liabilities, OPEB expense, and deferred outflows of resources and deferred inflows of resources related to OPEB specific to the Authority are provided below.

At December 31, 2024, the Authority reported a liability of $89,191 for its proportionate share of the collective net OPEB liability.

The Authority recognized a reduction of OPEB expense of $6,783 for the fiscal year ended December 31, 2024. At December 31, 2024, the Authority reported deferred outflows of resources and deferred inflows of resources related to OPEB from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Difference between expected and actual experience	$ -	$ 18,281
Changes of assumptions or other inputs	1,049	9,457
Net difference between projected and actual earnings on OPEB plan investments	2,758	-
Changes in proportion	4,529	11,910
Contributions subsequent to the measurement date	14,141	-
Total	**$ 22,477**	**$ 39,648**

At December 31, 2024, the Authority reported $14,141 as deferred outflows of resources related to OPEB resulting from contributions subsequent to the measurement date that will be recognized as a reduction of the net OPEB liability in the fiscal year ended December 31, 2025. Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Year Ending December 31,	Amount
2025	$ (14,892)
2026	(8,881)
2027	(2,150)
2028	(4,429)
2029	(924)
Thereafter	(36)
	$ (31,312)

Subsequent Events

The Authority issued its State Revolving Fund Revenue Bonds 2025 Series A that closed on June 12, 2025. The $18.8 million proceeds from the issuance will be used to fund loans to governmental municipal borrowers to finance or refinance certain costs of improvements to water system facilities, to fund a debt service reserve account, and paying costs of issuance. The Series A Bonds have maturity dates starting in 2025 and ending in 2041 with interest rates varying from 4.00 percent to 5.00 percent.

REQUIRED SUPPLEMENTARY INFORMATION

Schedule Of Revenues, Expenditures/Expenses, And Changes In Fund Balances - Budgetary Basis Budget And Actual - Appropriated General Funded For The Year Ended June 30, 2025

(Dollars in Thousands)	Original Appropriation	Final Spending Authority	Actual	(Over)/Under Spending Authority
Revenues and Transfers- In:				
Sales and Other Excise Taxes			$ 4,114,153	
Income Taxes			9,510,932	
Other Taxes			564,111	
Federal Grants and Contracts			13	
Sales and Services			510	
Interest Earnings			161,680	
Other Revenues			40,586	
Transfers-In			691,725	
Total Revenues and Transfers- in			15,083,710	
Expenditures and Transfers- Out:				
Operating Budgets:				
Departmental:				
Agriculture	$ 22,055	$ 20,282	$ 19,905	$ 377
Corrections	751,808	756,311	744,330	11,981
Education	4,527,378	4,528,002	4,523,559	4,443
Governor	55,863	56,324	55,277	1,047
Health Care Policy and Financing	4,988,235	5,167,395	5,210,887	(43,492)
Higher Education	1,664,005	1,680,365	1,679,022	1,343
Human Services	1,252,999	1,321,926	1,310,766	11,160
Judicial Branch	638,044	644,850	630,783	14,067
Labor and Employment	35,977	40,277	37,974	2,303
Law	26,844	26,847	25,895	952
Legislative Branch	80,417	80,322	80,276	46
Local Affairs	65,979	70,936	69,971	965
Military and Veterans Affairs	17,704	17,741	16,342	1,399
Natural Resources	45,190	45,392	45,094	298
Early Childhood	293,765	297,266	293,856	3,410
Personnel & Administration	39,443	39,047	34,670	4,377
Public Health and Environment	148,709	158,474	156,824	1,650
Public Safety	283,952	281,386	274,038	7,348
Regulatory Agencies	3,597	3,598	3,510	88
Revenue	115,959	117,620	113,225	4,395
State	2,505	2,776	2,337	439
Treasury	108,392	108,125	105,133	2,992
Sub- Total Operating Budgets	15,168,820	15,465,262	15,433,674	31,588
Capital and Multi- Year Budgets:				
Departmental:				
Agriculture	2,450	6,600	365	6,235
Corrections	25,167	124,571	31,276	93,295
Education	8,020	11,918	6,976	4,942
Governor	-	42,900	24,215	18,685
Health Care Policy and Financing	2,102	17,090	4,180	12,910
Higher Education	69,926	348,709	105,859	242,850
Human Services	35,287	86,427	19,480	66,947
Judicial Branch	-	7,774	3,468	4,306
Labor and Employment	-	3,589	3,589	-
Local Affairs	-	5,267	1,331	3,936
Military and Veterans Affairs	1,832	3,980	1,602	2,378
Early Childhood	-	2,266	751	1,515
Personnel & Administration	19,542	67,318	16,791	50,527
Public Health and Environment	2,957	5,459	3,045	2,414
Public Safety	3,501	5,639	4,653	986
Revenue	2,980	14,352	1,223	13,129
State	-	1,593	288	1,305
Transportation	500	1,000	500	500
Sub- Total Capital and Multi- Year Budgets	174,264	756,452	229,592	526,860
Total Expenditures/expenses and Transfers- Out	$ 15,343,084	$ 16,221,714	$ 15,663,266	$ 558,448
Excess of Revenues and Transfers-In Over/(Under) Expenditures/ Expenses and Transfers-Out			($ 579,556)	

The notes to the required supplementary information are an integral part of this schedule.

Schedule Of Revenues, Expenditures/Expenses, And Changes In Fund Balances/Net Position - Budgetary Basis Budget And Actual - Appropriated Cash Funded For The Year Ended June 30, 2025

(Dollars in Thousands)	Original Appropriation	Final Spending Authority	Actual	(Over)/Under Spending Authority
Revenues and Transfers- In:				
Sales and Other Excise Taxes			$ 6,801	
Income Taxes			1,178,000	
Other Taxes			139,393	
Tuition and Fees			4,140,291	
Sales and Services			2,059,684	
Interest Earnings			160,004	
Other Revenues			1,078,515	
Transfers-In			2,359,294	
Capital Contributions			1,580	
Total Revenues and Transfers- in			11,123,562	
Expenditures/expenses and Transfers - Out:				
Operating Budgets:				
Departmental:				
Agriculture	$ 54,350	$ 54,367	$ 46,064	$ 8,303
Corrections	76,463	75,144	34,969	40,175
Education	2,368,227	2,423,265	2,342,070	81,195
Governor	516,259	528,838	343,069	185,769
Health Care Policy and Financing	1,932,504	2,100,381	2,004,054	96,327
Higher Education	4,326,573	4,384,602	4,198,969	185,633
Human Services	498,535	492,781	356,266	136,515
Judicial Branch	229,318	234,139	164,307	69,832
Labor and Employment	143,157	165,719	131,812	33,907
Law	109,301	106,197	97,677	8,520
Legislative Branch	1,803	1,803	1,702	101
Local Affairs	374,014	394,943	249,459	145,484
Military and Veterans Affairs	2,289	2,289	1,594	695
Natural Resources	526,793	521,102	330,548	190,554
Early Childhood	292,436	289,347	239,610	49,737
Personnel & Administration	160,525	162,030	151,774	10,256
Public Health and Environment	423,214	398,704	264,279	134,425
Public Safety	360,938	357,467	315,769	41,698
Regulatory Agencies	138,338	140,140	128,571	11,569
Revenue	327,232	323,687	264,150	59,537
State	39,385	39,736	37,332	2,404
Transportation	88,330	75,616	57,506	18,110
Treasury	57,269	57,426	56,146	1,280
Sub- Total Operating Budgets	13,047,253	13,329,723	11,817,697	1,512,026
Capital and Multi- Year Budgets:				
Departmental:				
Agriculture	-	6,091	3,055	3,036
Corrections	259	17,900	3,197	14,703
Education	1,470	141	92	49
Higher Education	109,850	457,401	183,024	274,377
Human Services	977	98,002	13,246	84,756
Judicial Branch	4,729	4,560	1,278	3,282
Labor and Employment	12,140	10,374	3,830	6,544
Local Affairs	-	653	2	651
Military and Veterans Affairs	938	1,823	1,383	440
Natural Resources	53,851	255,954	29,637	226,317
Personnel & Administration	22,315	64,940	36,549	28,391
Public Health and Environment	-	5,012	155	4,857
Public Safety	-	382	382	-
Revenue	-	1,600	4	1,596
Transportation	-	(30)	(30)	-
Sub- Total Capital and Multi- Year Budgets	206,529	924,803	275,804	648,999
Total Expenditures/expenses and Transfers- Out	$ 13,253,782	$ 14,254,526	$ 12,093,501	$ 2,161,025
Excess of Revenues and Transfers-In Over/(Under) Expenditures/ Expenses and Transfers-Out			($ 969,939)	

The notes to the required supplementary information are an integral part of this schedule.

Schedule Of Revenues, Expenditures/Expenses, And Changes In Fund Balances/Net Position - Budgetary Basis Budget And Actual - Appropriated Federally Funded For The Year Ended June 30, 2025

(Dollars in Thousands)	Original Appropriation	Final Spending Authority	Actual	(Over)/Under Spending Authority
Revenues and Transfers- In:				
Federal Grants and Contracts			$ 9,756,301	
Total Revenues and Transfers- in			9,756,301	
Expenditures/expenses and Transfers- Out:				
Capital and Multi- Year Budgets:				
Departmental:				
Health Care Policy and Financing	$ 8,608,315	$ 9,166,348	$ 9,306,199	$ (139,851)
Human Services	239,899	243,475	227,627	15,848
Early Childhood	177,385	191,937	184,626	7,311
Personnel & Administration	-	67	67	-
Public Health and Environment	6,505	6,505	4,429	2,076
Sub-Total Capital and Multi- Year Budgets	9,032,104	9,608,332	9,722,948	(114,616)
Total Expenditures/expenses and Transfers- Out	$ 9,032,104	$ 9,608,332	$ 9,722,948	$ (114,616)
Excess of Revenues and Transfers-In Over/(Under) Expenditures/ Expenses and Transfers-Out			$ 33,353	

The notes to the required supplementary information are an integral part of this schedule.

Reconciling Schedule
All Budget Fund Types
To All GAAP Fund Types
For The Year Ended June 30, 2025

(Dollars in Thousands)	Governmental Funds General Fund	Federal Special Revenue Fund	Highway Users Tax	Other Governmental Funds
Budgetary Basis:				
Revenues and Transfers-In Appropriated (Required Supplementary Information)				
General	$ 14,808,684	$ -	$ -	$ 275,026
Cash	1,296,663	-	362,402	3,051,799
Federal	5,706,490	-	-	1,478
Sub- Total Revenues and Transfers- In Appropriated	21,811,837	-	362,402	3,328,303
Revenues and Transfers-In Non-Appropriated (Supplementary Information)				
General	2,509,065	-	-	-
Cash	8,946,590	(60,483)	2,494,094	4,938,641
Federal	4,487,910	676,998	924,454	551,391
Sub- Total Revenues and Transfers- In Non- Appropriated	15,943,565	616,515	3,418,548	5,490,032
Total Revenues and Transfers-In Appropriated and Non-Appropriated	37,755,402	616,515	3,780,950	8,818,335
Expenditures/Expenses and Transfers-Out Appropriated (Required Supplementary Information)				
General Funded	15,433,672	-	-	229,594
Cash Funded	1,683,876	-	368,822	3,700,791
Federally Funded	5,675,978	67	-	-
Expenditures/Expenses and Transfers- Out Appropriated	22,793,526	67	368,822	3,930,385
Expenditures/Expenses and Transfers-Out Non-Appropriated (Supplementary Information)				
General Funded	2,723,255	-	-	1,337
Cash Funded	7,581,587	(144,901)	2,579,851	3,755,287
Federally Funded	4,542,347	1,418,121	829,609	442,139
Expenditures/Expenses and Transfers- Out Non- Appropriated	14,847,189	1,273,220	3,409,460	4,198,763
Total Expenditures/Expenses and Transfers-Out Appropriated and Non-Appropriated	37,640,715	1,273,287	3,778,282	8,129,148
Excess of Revenues and Transfers-In Over (Under) Expenditures and Transfers-Out - Budget Basis - Appropriated	(981,689)	(67)	(6,420)	(602,082)
Excess of Revenues and Transfers-In Over (Under) Expenditures and Transfers-Out - Budget Basis - Non-Appropriated	1,096,376	(656,705)	9,088	1,291,269
Budgetary Basis Adjustments:				
Increase/(Decrease) for Unrealized Gains/Losses	193,110	2,845	26,848	179,182
Increase/(Decrease) for GAAP Expenditures Not Budgeted	1,962,381	470,888	887,603	1,851,936
Increase/(Decrease) for GAAP Revenue Adjustments	(2,395,630)	252,826	(890,252)	(2,709,735)
Increase/(Decrease) for Non-Budgeted Funds	-	-	-	-
Excess of Revenues and Transfers-In Over (Under) Expenditures and Transfers-Out - GAAP Basis	(125,452)	69,787	26,867	10,570
GAAP Basis Fund Balances/Net Position:				
Fund Balance/Net Position, Fiscal Year Beginning	3,745,431	31,360	776,485	10,706,383
Restatement (See Note 15A)	166,984	220,144	-	(421,154)
Accounting Changes (See Note 15A)	-	-	-	-
Net Position - Fiscal Year Beginning (Restated)	3,912,415	251,504	776,485	10,285,229
Fund Balance/Net Position, Fiscal Year End	$ 3,786,963	$ 321,291	$ 803,352	$ 10,295,799

The notes to the required supplementary information are an integral part of this schedule.

Proprietary Fund Types							
Higher Education Institutions	Transportation Enterprise	Labor & Employment Insurance	Healthcare Affordability	Other Enterprises	Internal Service Funds	Total Primary Government	Fiduciary Funds
$ -	$ -	$ -	$ -	$ -	$ -	$ 15,083,710	$ -
4,156,929	12,235	81,125	1,307,872	299,443	552,234	11,120,702	2,860
-	-	1,396	4,046,903	34	-	9,756,301	-
4,156,929	12,235	82,521	5,354,775	299,477	552,234	35,960,713	2,860
-	-	-	-	-	-	2,509,065	-
540,224	407,762	2,599,731	17,906	1,373,253	47,085	21,304,803	7,231,780
1,721	12,228	30,784	178,989	572,012	-	7,436,487	-
541,945	419,990	2,630,515	196,895	1,945,265	47,085	31,250,355	7,231,780
4,698,874	432,225	2,713,036	5,551,670	2,244,742	599,319	67,211,068	7,234,640
-	-	-	-	-	-	15,663,266	-
4,051,620	155	72,484	1,306,527	415,458	491,012	12,090,745	2,756
-	-	-	4,046,903	-	-	9,722,948	-
4,051,620	155	72,484	5,353,430	415,458	491,012	37,476,959	2,756
-	-	-	-	-	-	2,724,592	-
442,030	168,076	1,812,054	23,105	1,222,289	66,810	17,506,188	5,744,601
43,915	-	591,907	179,450	591,963	-	8,639,451	-
485,945	168,076	2,403,961	202,555	1,814,252	66,810	28,870,231	5,744,601
4,537,565	168,231	2,476,445	5,555,985	2,229,710	557,822	66,347,190	5,747,357
105,309	12,080	10,037	1,345	(115,981)	61,222	(1,516,246)	104
56,000	251,914	226,554	(5,660)	131,013	(19,725)	2,380,124	1,487,179
(53)	(908)	(24,818)	10,696	13,686	(465)	400,123	6,406
40,744	(43,801)	18,245	(49,838)	174,381	(33,981)	5,278,558	(495,618)
(1,848)	(38,114)	1	35,560	(146,815)	3,219	(5,890,788)	442,809
640,294	-	-	-	-	-	640,294	-
840,446	181,171	230,019	(7,897)	56,284	10,270	1,292,065	1,440,880
7,136,676	1,159,025	1,282,210	178,960	1,240,990	(254,597)	26,002,923	13,826,707
(29)	-	35,219	-	-	-	1,164	-
24,440	-	-	-	-	-	24,440	-
7,161,087	1,159,025	1,317,429	178,960	1,240,990	(254,597)	26,028,527	13,826,707
$ 8,001,533	$ 1,340,196	$ 1,547,448	$ 171,063	$ 1,297,274	$ (244,327)	$ 27,320,592	$ 15,267,587

Notes To The Required Supplementary Information

Note RSI-1 – Budgetary Information

A. Budgetary Basis

Budget schedules are presented as appropriated and nonappropriated for each category. The appropriated schedules are part of the Required Supplementary Information (RSI) section while the nonappropriated schedules are part of the Supplementary Information (SI) section.

The three budget-to-actual schedules in the RSI show revenues and expenditures that are legislatively appropriated, excluding informational only appropriations that do not require action of the legislature but are included in the appropriations bills for informational purposes only. These schedules are presented in the budgetary fund structure discussed below.

Budgetary fund types differ from fund types prescribed by generally accepted accounting principles. The budgetary fund types are general, cash, and federal funds. For budgetary purposes, cash funds include financial resources designated to support specific expenditures. Federal funds primarily include revenues received from the federal government. All other financial resources received are general-purpose revenues, and are not designated for specific expenditures until appropriated.

Eliminations of transfers and intrafund transactions are not made in the budgetary funds if those transactions are under budgetary control. Thus, revenues and expenditures in these funds are shown at their gross amounts. This results in significant duplicate recording of revenues and expenditures. An expenditure of one budgetary fund may be shown as a transfer-in or revenue in another budgetary fund and then be shown again as an expenditure in the second fund.

For budget purposes, depending on the accounting fund type involved, expenditures/expenses are determined using the modified accrual or accrual basis of accounting with the following exceptions:

- Payments to employees paid on a monthly basis for time worked in June of each fiscal year are made on the first working day of the following month; for general-funded appropriations those payments are reported as expenditures in the following fiscal year.
- Certain payments by state agencies to the Office of Information Technology for information technology services purchased in June using general-funded appropriations are reported as expenditures in the following fiscal year.
- Medicaid services claims are reported as expenditures only when the Department of Health Care Policy and Financing requests payment by the State Controller for medical services premiums under the Colorado Medical Services Act or for medical service provided by the Department of Human Services under the Colorado Medical Services Act. Similar treatment is afforded to non-administrative expenditures that qualify for federal participation under Title XIX of the federal Social Security Act except for medically indigent program expenditures. In most years, this results in the Department of Health Care Policy and Financing excluding expenditures accrued for services provided but not yet billed.
- Expenditures of the fiscal year in the following three categories that have not been paid at June 30 are reported in the following year: Old Age Pension Health and Medical Care program costs; state contributions required by the Medicare Prescription Drug, Improvement, and Modernization Act of 2003; and financial administration costs of any non-administrative expenditure under the Children's Basic Health Plan.
- Unrealized gains and losses on investments are not recognized as changes in revenue on the budgetary basis.
- Pension expense related to unfunded pension liabilities are not recognized on a budgetary basis.

B. Budgetary Process

The financial operations of the legislative, judicial, and executive branches of the State government, with the exception of custodial funds and federal moneys not requiring matching state funds, are controlled by annual appropriations made by the General Assembly. The Department of Transportation's portion of the Highway Fund is appropriated to the State Transportation Commission. Within the legislative appropriation, the Commission may appropriate the specific projects and other operations of the department. In addition, the Commission may appropriate available fund balance from its portion of the Highway Fund.

The total legislative appropriation is constitutionally limited to the unrestricted funds held at the beginning of the year plus revenues estimated to be received during the year as determined by the budgetary basis of accounting. The original appropriation by the General Assembly in the Long Appropriations Act segregates the budget of the State into its operating and capital components. The majority of the capital budgets are accounted for in the Capital Projects Fund, with the primary exception being budgeted capital funds used for infrastructure and institution of higher education capital projects.

The Governor has line item veto authority over the Long Appropriations Act, but the General Assembly may override each individual line item veto by a two-thirds majority vote in each house.

Most general and cash funded appropriations, with the exception of capital projects, lapse at year-end unless specifically required by the General Assembly or executive action is taken to roll forward all or part of the remaining unspent budget authority. Appropriations that meet the strict criteria for rollforward are reported in Note 19 - Encumbrances. Since capital projects appropriations are generally available for three years after appropriation, significant amounts of the capital budgets remain unexpended at fiscal year-end. Cash funded highway construction, maintenance and operations in the Department of Transportation are appropriated as operating budgets, but remain available in future years through action of the Transportation Commission.

The appropriation controls the combined expenditures and encumbrances of the State, in the majority of the cases, to the level of line item within the State agency. Line items are individual lines in the official budget document and vary from specific payments for specific programs to single appropriations at the agency level. Statutes allow the Judicial and Executive Branches, at year-end, to transfer legislative appropriations within departments for expenditures. The appropriation may be retroactively adjusted in the following session of the General Assembly by a supplemental appropriation.

On the three budget-to-actual schedules, the column titled Original Appropriation consists of the Long Appropriations Act and special bills, excluding informational only appropriations. The column titled Final Spending Authority includes the original appropriation and supplemental appropriations of the Legislature.

Spending occurs outside of the legislative appropriations process primarily for custodial purposes, federally-funded activity for which there is no general-purpose revenue matching requirement, statutory transfers, and other miscellaneous budgetary items. Additional budget-to-actual schedules related to nonappropriated activity are included in the Supplementary Section of the Annual Comprehensive Financial Report.

C. Over Expenditures

Depending on the accounting fund type involved, expenditures/expenses are determined using the modified accrual or accrual basis of accounting even if the accrual will result in an over expenditure. The modified and full accrual basis of accounting is converted to the budgetary basis of accounting as noted above. In the General Purpose Revenue Fund and Capital Projects Fund, if earned cash revenues plus available fund balance and earned federal revenues are less than cash and federal expenditures, then those excess expenditures are considered general-funded expenditures. If general-funded expenditures exceed the general-funded appropriation then an over expenditure occurs even if the expenditures did not exceed the total legislative line item appropriation. Individual over expenditures are listed in Note 2. Some transactions considered revenues for budgetary purposes, such as intrafund sales, are not considered GAAP revenues. Some events, such as the recognition of unrealized gains/losses on investments, affect revenues on a GAAP basis but not on the budgetary basis. Federal Medicaid revenues related to deferred Medicaid expenditures result in revenues on the GAAP statements but not on the budgetary schedules. These events and transactions are shown in the reconciliation as "Unrealized Gains/Losses" and/or "GAAP Revenue Adjustments."

D. Budget To GAAP Reconciliation

The *Reconciling Schedule – All Budget Fund Types to All GAAP Fund Types* shows how revenues, expenditures/expenses, and transfers under the budgetary basis in the budgetary fund structure and how nonappropriated revenues, expenditures/expenses, and transfers under the budgetary basis in the budgetary fund structure relate to the change in fund balances/net position for the funds presented in the fund-level financial statements.

Certain expenditures on a generally accepted accounting principle (GAAP) basis, such as bad debt expense related to loan activity and depreciation, are not budgeted by the General Assembly. In addition, certain General Purpose Revenue Fund payroll disbursements for employee time worked in June by employees paid on a monthly basis, June general-funded purchases of service from the Office of Information Technology, and Medicaid and certain other assistance program payments (see Section A above) accrued but not paid by June 30 are excluded from the expenditures are not shown on the budget-to-actual schedules but are included in the budget-to-actual reconciliation schedule as “GAAP Expenditures Not Budgeted.” Additionally, this line item includes some transactions considered expenditures for budgetary purposes, such as loan disbursements and capital purchases in proprietary fund types, are not expenditures on a GAAP basis.

Some transactions considered revenues for budgetary purposes, such as intrafund sales, are not considered GAAP revenues. Some events, such as the recognition of unrealized gains/losses on investments, affect revenues on a GAAP basis but not on the budgetary basis. Federal Medicaid revenues related to deferred Medicaid expenditures result in revenues on the GAAP statements but not on the budgetary schedules. These events and transactions are shown in the reconciliation as “Unrealized Gains/Losses” and/or “GAAP Revenue Adjustments.”

The inclusion of these revenues and expenditures and the change in non budgeted funds along with the balances from the budget-to-actual schedules is necessary to reconcile to the GAAP fund balance.

E. Outstanding Encumbrances

The State uses encumbrance accounting as an extension of formal budget implementation in most funds except certain fiduciary funds, and certain Higher Education Institutions Funds. Under this procedure, purchase orders and contracts for expenditures of money are recorded to reserve an equivalent amount of the related appropriation. Encumbrances do not constitute expenditures or liabilities. They lapse at year-end unless specifically brought forward to the subsequent year.

Note RSI-2 – The State's Defined Benefit Pension Plan

A. Proportionate Share of Pension Liability and Contributions

Proportionate Share – Public Employees Retirement Association (PERA) Trust Funds:

The State, Judicial, Denver Public Schools, and Schools Divisions Trust Funds – which are defined benefit cost-sharing multiple-employer pension plans – are administered by the Public Employees' Retirement Association (PERA). The schedule below presents the State's (primary government) proportionate share of the net pension liability for its retirement Trusts. The amounts presented for each Division were determined as of the measurement date, which is the calendar year end that occurred within the State's fiscal year. Information is not available prior to Calendar Year 2018 for the Denver Public Schools, Schools, and State and Judicial Nonemployer Contributing Entity (NCE) Divisions.

State Division

(Dollars in Thousands)	CY 2024	CY 2023	CY 2022	CY 2021	CY 2020	CY 2019	CY 2018	CY 2017	CY 2016	CY 2015
State's proportion of the net pension liability	95.55%	95.43%	95.45%	95.53%	95.60%	95.49%	95.40%	95.37%	95.49%	95.71%
State's proportionate share of Net Pension liability	$ 9,085,825	$ 9,650,540	$10,377,874	$ 7,045,081	$ 9,066,999	$ 9,265,778	$10,855,754	$19,091,149	$17,539,728	$10,079,252
State's covered payroll	$ 4,330,837	$ 3,753,662	$ 4,369,392	$ 3,362,986	$ 3,132,159	$ 3,376,294	$ 3,262,962	$ 2,796,014	$ 2,751,094	$ 2,687,152
State's proportionate share of the net pension liability as a percentage of its covered payroll	209.79%	257.10%	237.51%	209.49%	289.48%	274.44%	332.70%	682.80%	637.55%	375.09%
Plan fiduciary net position as a percentage of the total pension liability	67.44%	64.37%	60.63%	73.05%	65.34%	62.24%	55.11%	43.20%	42.59%	56.11%

Judicial Division

(Dollars in Thousands)	CY 2024	CY 2023	CY 2022	CY 2021	CY 2020	CY 2019	CY 2018	CY 2017	CY 2016	CY 2015
State's proportion of the net pension liability	93.85%	93.96%	93.10%	92.75%	93.49%	94.28%	94.06%	93.99%	94.17%	93.98%
State's proportionate share of Net Pension liability	$ 39,242	$ 69,120	$ 89,574	$ 8,507	$ 57,929	$ 85,727	$ 132,873	$ 218,136	$ 239,423	$ 172,824
State's covered payroll	$ 60,698	$ 55,250	$ 67,626	$ 59,688	$ 52,027	$ 55,934	$ 55,706	$ 46,764	$ 46,320	$ 44,159
State's proportionate share of the net pension liability as a percentage of its covered payroll	64.65%	125.10%	132.46%	14.25%	111.34%	153.27%	238.52%	466.46%	516.89%	391.37%
Plan fiduciary net position as a percentage of the total pension liability	92.18%	86.05%	80.98%	98.11%	87.06%	80.02%	68.48%	58.70%	53.19%	60.13%

Denver Public Schools Division

(Dollars in Thousands)

	CY 2024	CY 2023	CY 2022	CY 2021	CY 2020*	CY 2019	CY 2018
State's proportion of the net pension liability	15.07%	4.52%	41.57%	22.70%	0.00%	30.71%	34.13%
State's proportionate share of Net Pension liability	$ 85,391	$ 29,255	$ 360,715	$ 1,355	$ -	$ 202,321	$ 349,095
Plan fiduciary net position as a percentage of the total pension liability	89.34%	87.03%	81.93%	99.87%	90.48%	84.73%	75.69%

Schools Division

(Dollars in Thousands)

	CY 2024	CY 2023	CY 2022	CY 2021	CY 2020*	CY 2019	CY 2018
State's proportion of the net pension liability	8.24%	2.15%	22.57%	10.28%	0.00%	11.26%	12.03%
State's proportionate share of Net Pension liability	$ 1,422,042	$ 379,425	$ 4,109,876	$ 1,196,870	$ -	$ 1,681,628	$ 2,129,952
Plan fiduciary net position as a percentage of the total pension liability	67.17%	64.74%	61.79%	74.86%	66.99%	64.52%	57.01%

State Division as a Nonemployer Contributing Entity

(Dollars in Thousands)

	CY 2024	CY 2023	CY 2022	CY 2021	CY 2020*	CY 2019	CY 2018
State's proportion of the net pension liability	0.36%	0.09%	1.00%	0.47%	0.00%	0.51%	0.55%
State's proportionate share of Net Pension liability	$ 34,047	$ 9,327	$ 108,726	$ 34,307	$ -	$ 49,203	$ 62,292

Judicial Division as a Nonemployer Contributing Entity

(Dollars in Thousands)

	CY 2024	CY 2023	CY 2022	CY 2021	CY 2020*	CY 2019	CY 2018
State's proportion of the net pension liability	0.47%	0.11%	1.55%	0.88%	0.00%	0.64%	0.85%
State's proportionate share of Net Pension liability	$ 195	$ 84	$ 1,491	$ 81	$ -	$ 582	$ 1,199

*The General Assembly passed House Bill 20-1379 which suspended contributions for Fiscal Year 2021 due to the COVID-19 pandemic; therefore, no liability was recognized. See Note 6 for additional information.

Contributions – Public Employees Retirement Association (PERA) Trust Funds:

The following schedule presents a ten-year history of the State's (primary government's) contribution to PERA for the State and Judicial Divisions for each fiscal year ending June 30. For the Fiscal Years 2019-2025, State and Judicial Trust Divisions, figures reported for the contributions as a percentage of covered payroll differs from the actual employer contribution rate specified in statute due to additional contractually required contributions directly distributed to PERA in accordance with Senate Bill 18-200. In addition, the State made statutorily required non-employer contributions for Fiscal Years 2019-2025 to the State and Judicial Trust Divisions not reflected in the table below (see Note 6 for additional information).

State Division

(Dollars in Thousands)	FY 2025	FY 2024	FY 2023	FY 2022	FY 2021	FY 2020	FY 2019	FY 2018	FY 2017	FY 2016
Contractually required contributions	$ 923,300	$ 803,372	$ 905,452	$ 709,639	$ 625,966	$ 673,795	$ 639,485	$ 541,295	$ 516,932	$ 484,588
Contributions in relation to the contractually required contributions	(923,300)	(803,372)	(905,452)	(709,639)	(625,966)	(673,795)	(639,485)	(541,295)	(516,932)	(484,588)
Contribution deficiency (excess)	-	-	-	-	-	-	-	-	-	-
State's covered payroll	4,482,170	3,905,549	4,414,989	3,556,253	3,144,787	3,455,535	3,320,884	2,829,559	2,767,479	2,725,417
Contributions as a percentage of covered payroll	20.60%	20.57%	20.51%	19.95%	19.90%	19.50%	19.26%	19.13%	18.68%	17.78%

Judicial Division

(Dollars in Thousands)	FY 2025	FY 2024	FY 2023	FY 2022	FY 2021	FY 2020	FY 2019	FY 2018	FY 2017	FY 2016
Contractually required contributions	$ 14,657	$ 13,458	$ 15,874	$ 10,312	$ 8,488	$ 11,601	$ 10,031	$ 7,754	$ 7,546	$ 7,571
Contributions in relation to the contractually required contributions	(14,657)	(13,458)	(15,874)	(10,312)	(8,488)	(11,601)	(10,031)	(7,754)	(7,546)	(7,571)
Contribution deficiency (excess)	-	-	-	-	-	-	-	-	-	-
State's covered payroll	61,350	56,334	67,832	60,170	51,796	57,548	56,296	47,454	46,181	46,332
Contributions as a percentage of covered payroll	23.89%	23.89%	23.40%	17.14%	16.39%	20.16%	17.82%	16.34%	16.34%	16.34%

The schedule below presents a seven-year history of the State's (primary government's) Senate Bill 18-200 contractually required contributions to PERA for the Denver Public Schools and Schools Divisions, and the State and Judicial Divisions for which the State is a non-employer contributing entity for each fiscal year ending June 30.

Denver Public Schools Division

(Dollars in Thousands)	FY 2025	FY 2024	FY 2023	FY 2022	FY 2021*	FY 2020	FY 2019
Contractually required contributions	$ 18,791	$ 4,132	$ 52,784	$ 19,153	$ -	$ 19,201	$ 18,622
Contributions in relation to the contractually required contributions	(18,791)	(4,132)	(52,784)	(19,153)	-	(19,201)	(18,622)

Schools Division

(Dollars in Thousands)	FY 2025	FY 2024	FY 2023	FY 2022	FY 2021*	FY 2020	FY 2019
Contractually required contributions	$ 129,790	$ 28,908	$ 350,393	$ 127,781	$ -	$ 127,367	$ 126,505
Contributions in relation to the contractually required contributions	(129,790)	(28,908)	(350,393)	(127,781)	-	(127,367)	(126,505)
Contribution deficiency (excess)	-	-	-	-	-	-	-

State Division as a Nonemployer Contributing Entity

(Dollars in Thousands)	FY 2025	FY 2024	FY 2023	FY 2022	FY 2021*	FY 2020	FY 2019
Contractually required contributions	$ 3,347	$ 742	$ 9,030	$ 3,432	$ -	$ 3,480	$ 3,607
Contributions in relation to the contractually required contributions	(3,347)	(742)	(9,030)	(3,432)	-	(3,480)	(3,607)
Contribution deficiency (excess)	-	-	-	-	-	-	-

Judicial Division as a Nonemployer Contributing Entity

(Dollars in Thousands)	FY 2025	FY 2024	FY 2023	FY 2022	FY 2021*	FY 2020	FY 2019
Contractually required contributions	$ 78	$ 17	$ 247	$ 99	$ -	$ 77	$ 82
Contributions in relation to the contractually required contributions	(78)	(17)	(247)	(99)	-	(77)	(82)
Contribution deficiency (excess)	-	-	-	-	-	-	-

*The General Assembly passed House Bill 20-1379 which suspended contributions for Fiscal Year 2021 due to the COVID-19 pandemic; therefore, no liability was recognized. See Note 6 for additional information.

Changes in Total Pension Liability and Related Ratios - University of Colorado Alternate Medicare Payments Plan:

The following schedule presents a nine-year history (data not available prior to Fiscal Year 2017) of the University of Colorado's changes in total pension liability and related ratios for the Alternate Medicare Payments pension plan for each fiscal year ending June 30. No assets are held in trust to pay for plan benefits; therefore, the plan is not funded.

University of Colorado Schedule of Changes in Alternate Medicare Payment's (Amp) Total Pension Liability And Related Ratios

	Fiscal Year Ending June 30:								
University of Colorado AMP Pension Plan (Dollars in Thousands)	**2025**	**2024**	**2023**	**2022**	**2021**	**2020**	**2019**	**2018**	**2017**
Service cost	$ 5,304	$ 5,302	$ 7,551	$ 7,048	$ 4,854	$ 4,360	$ 3,985	$ 4,262	$ 3,194
Interest on total pension liability	3,917	3,820	2,821	2,771	3,295	3,339	2,751	2,231	2,391
Differences between expected and actual experience	(199)	(44)	(420)	(5,842)	(124)	(3,865)	(109)	(3,377)	(101)
Changes of assumptions	(4,970)	(7,245)	(28,775)	2,700	23,408	4,845	4,940	(3,180)	10,999
Benefit payments	(2,501)	(2,396)	(2,029)	(1,819)	(1,828)	(1,692)	(1,566)	(1,448)	(1,349)
Net change in total pension liability	1,551	(563)	(20,852)	4,858	29,605	6,987	10,001	(1,512)	15,134
Total pension liability (beginning)	103,247	103,810	124,662	119,804	90,199	83,212	73,211	74,723	59,589
Total pension liability (ending)	104,798	103,247	103,810	124,662	119,804	90,199	83,212	73,211	74,723
Covered-employee payroll	$ 2,267,687	$ 2,074,563	$ 1,744,237	$ 1,583,766	$ 1,692,641	$ 1,436,909	$ 1,369,276	$ 1,187,065	$ 943,644
Total Pension liability as a % of payroll	4.62%	4.98%	5.95%	7.87%	7.08%	6.28%	6.08%	6.17%	7.92%

B. Significant Changes in Plan Provisions, Assumptions, or Other Inputs Affecting Trends in Actuarial Information

PERA State, Denver Public Schools, Schools, and Judicial Trust Funds

Changes in plan provisions, assumptions, or other inputs affecting trends in actuarial information for the PERA State, Denver Public Schools, Schools, and Judicial Trust Funds are presented on a calendar year basis, which is based on the actuarial valuation measurement date of December 31.

<u>2024 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2023</u>

- Actual employer contributions to the DPS Division are reduced by an amount equal to the principal payments plus interest necessary each year to finance the pension certificates of participation (PCOPs) issued in 1997 and 2008 and refinanced thereafter.
- Salary scale assumptions were altered to better reflect actual experience.
- Rates of termination/withdrawal, retirement, and disability were revised to more closely reflect actual experience.
- The Pub-2010 Public Retirement Plans Mortality base tables were retained for purposes of active, retired, disabled, and beneficiary lives, with revised adjustments for credibility and gender, where applicable. In addition, the applied generational projection scale was updated to the 2024 adjusted scale MP-2021.

- The estimated administrative expense as a percentage of covered payroll was increased from 0.40% to 0.45%.

2023 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2022

- Senate Bill 23-056, enacted and effective June 2, 2023, intended to recompense PERA for the remaining portion of the $225,000 direct distribution originally scheduled for receipt July 1, 2020, suspended due to the enactment of House Bill 20-1379, but not fully repaid through the provisions within House Bill 22-1029. Pursuant to Senate Bill 23-056, the State Treasurer issued a warrant consisting of the balance of the PERA Payment Cash Fund, created in Section 24-51-416 C.R.S., plus $10,000 from the General Fund, totaling $14,561.
- Senate Bill 23-163, enacted and effective June 6, 2023, a wildlife officer and a parks and recreation officer employed by the Division of Parks and Wildlife in the Department of Natural Resources, is classified as a "State Trooper" for the purposes of determining their service retirement eligibility.
- As of the December 31, 2023 measurement date, the total pension liability recognizes the change in the default method applied for granting service accruals for certain members, from a "12-pay" method to a "non-12-pay" method. The default service accrual method for positions with an employment pattern of at least eight months but fewer than 12 months receive a higher ratio of service credit for each month worked, up to a maximum of 12 months of service credit per year.
- Actual employer contributions to the DPS Division are reduced by an amount equal to the principal payments plus interest necessary each year to finance the pension certificates of participation issues in 1997 and 2008 and refinanced thereafter.

2022 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2021

- House Bill 22-1029, effective upon enactment, required the State Treasurer to issue, in addition to the regularly scheduled $225,000 direct distribution, a warrant to PERA in the amount of $380,000 with reductions to future direct distributions. The July 1, 2023 direct distribution will be reduced by $190,000 to $35,000. The July 1, 2024 direct distribution will not be reduced from $225,000 due to a negative investment return in 2022.
- Actual employer contributions to the DPS Division are reduced by an amount equal to the principal payments plus interest necessary each year to finance the pension certificates of participation issues in 1997 and 2008 and refinanced thereafter.

2021 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2020

- The following changes reflect the anticipated adjustments resulting from the 2020 automatic adjustment provision assessment, statutorily recognized July 1, 2021, and effective July 1, 2022:
  - Member contribution rates increase by 0.50 percent.
  - Employer contribution rates increase by 0.50 percent.
  - Annual increase cap is lowered from 1.25 percent per year to 1.00 percent per year.
- Actual employer contributions to the DPS Division are reduced by an amount equal to the principal payments plus interest necessary each year to finance the pension certificates of participation issues in 1997 and 2008 and refinanced thereafter.
- The assumption used to value the automatic increase cap benefit provision was changed from 1.25 percent to 1.00 percent.

2020 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2019

- House Bill 20-1379 enacted on June 29, 2020, suspended the $225,000 direct distribution payable on July 1, 2020 for the State's Fiscal Year 2021.
- House Bill 20-1394 enacted on June 29, 2020, required 5.0 percent of the Judicial Division base employer contribution rate to be paid by members of the Judicial Division for the States 2021 and 2022 fiscal years. This does not apply to the employer or member contribution rates for judges employed by the Denver County Court.
- Senate Bills 18-200 and 20-057 enacted in 2018 and 2020, respectively, expanded the definition of "State Trooper" under Colorado law as follows:

    - Beginning July 1, 2020, new or existing employees of the Division of Fire Prevention and Control in the Department of Public Safety classified as firefighter I through firefighter VII; and
    - New members hired on or after January 1, 2020 as a corrections officer classified as I through IV by a State Division employer.
- Actual employer contributions to the DPS Division are reduced by an amount equal to the principal payments plus interest necessary each year to finance the pension certificates of participation issues in 1997 and 2008 and refinanced thereafter.
- The price inflation assumption was lowered from 2.40 percent to 2.30 percent.
- The wage inflation assumption was lowered from 3.50 percent to 3.00 percent.
- The real rate of investment return assumption was increased to 4.95 percent per year, net of investment expenses from 4.85 percent per year, net of investment expenses.
- Salary scale assumptions were revised to align with the revised economic assumptions and to more closely reflect actual experience.
- Rates of termination/withdrawal, retirement, and disability were revised to more closely reflect actual experience.
- The pre-retirement mortality assumption for the State Division (members other than Safety Officers) was changed to the PubG-2010 Employee Table with generational projection using scale MP-2019.
- The pre-retirement mortality assumption for Safety Officers was changed to the PubS-2010 Employee Table with generational projection using scale MP-2019.
- The pre-retirement mortality assumption for the School and DPS Divisions was changed to the PubT-2010 Employee Table with generational projection using scale MP-2019.
- The pre-retirement mortality assumption for the Judicial Division was changed to the PubG-2010(A) Above Median Employee Table with generational projection using scale MP-2019.
- The post-retirement non-disabled mortality assumption for the State Division (Members other than Safety Officers) was changed to the PubG-2010 Health Retiree Table, adjusted as follows:
    - Males: 94 percent of the rates prior to age 80 and 90 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
    - Females: 87 percent of the rates prior to age 80 and 107 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
- The post-retirement non-disabled mortality assumption for Safety Officers was changed to the unadjusted PubS-2010 Healthy Retiree Table, with generational projection using scale MP-2019.
- The post-retirement non-disabled mortality assumption for the School and DPS Divisions was changed to the PubG-2010 Health Retiree Table, adjusted as follows:
    - Males: 112 percent of the rates prior to age 80 and 94 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
    - Females: 83 percent of the rates prior to age 80 and 106 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
- The post-retirement non-disabled mortality assumption for the Judicial Division was changed to the unadjusted PubG-2010(A) Above-Median Healthy Retiree Table with generational projection using scale MP-2019. The post-retirement non-disability beneficiary mortality assumption for the Division Trust Funds was changed to the Pub-2010 Contingent Survivor Table, adjusted as follows:
    - Males: 97 percent of the rates for all ages, with generational projection using scale MP-2019.
    - Females: 105 percent of the rates for all ages, with generational projection using scale MP-2019.

- The disabled mortality assumption for the Division Trust Funds (Members other than Safety Officers) was changed to the PubNS-2010 Disabled Retiree Table using 99 percent of the rates for all ages with generational projection using scale MP-2019.
- The disability mortality assumption for Safety Officers was changed to the unadjusted PubS-2010 Disabled Retiree Table with generational projection using scale MP-2019.
- The mortality tables described above are generational mortality tables on a benefit-weighted basis.

<u>2019 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2018</u>

- Senate Bill 18-200 was enacted on June 4, 2018, which included the adoption of the automatic adjustment provision. The following changes reflect the anticipated adjustments resulting from the 2018 automatic adjustment provision, statutorily recognized July 1, 2019, and effective July 1, 2020:
    - Member contribution rates increased by 0.50 percent.
    - Employer contribution rates increased by 0.50 percent.
    - Annual increase cap is lowered from 1.50 percent per year to 1.25 percent per year.
- Actual employer contributions to the DPS Division are reduced by an amount equal to the principal payments plus interest necessary each year to finance the pension certificates of participation issues in 1997 and 2008 and refinanced thereafter.
- The assumption used to value the AI cap benefit provision was changed from 1.50 percent to 1.25 percent.

<u>2018 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2017</u>

- The following changes were made to the plan provision as part of Senate Bill 18-200:
    - Member contribution rates increased by 0.75 percent effective July 1, 2019, an additional 0.75 percent effective July 1, 2020, and an additional 0.50 percent effective July 1, 2021.
    - Employer contribution rates increase by 0.25 percent effective July 1, 2019 for State and Judicial Divisions.
    - An annual direct distribution of $225,000 from the State of Colorado, recognized as a nonemployer contributing entity, is distributed between the State, School, Judicial, and DPS Divisions.
    - Annual increase cap is lowered from 2.00 percent per year to 1.50 percent per year.
    - Initial annual increase waiting period is extended from one year after retirement to three years after retirement.
    - Annual increase payments are suspended for 2018 and 2019.
    - The number of years used in the Highest Average Salary calculation for non-vested members as of January 1, 2020 increases from three to five years for the State, School, and DPS Divisions and increases from one to three years for the Judicial Division.
- Actual employer contributions to the DPS Division are reduced by an amount equal to the principal payments plus interest necessary each year to finance the pension certificates of participation issues in 1997 and 2008 and refinanced thereafter.
- The single equivalent interest rate (SEIR) for the State Division was increased from 4.72 percent to 7.25 percent to reflect the changes to the projection's valuation basis which no longer resulted in a projected year of depletion of the fiduciary net position (FNP), thereby eliminating the need to apply the municipal bond index rate.
- The SEIR for the School Division was increased from 4.78 percent to 7.25 percent to reflect the changes to the projection's valuation basis which no longer resulted in a projected year of depletion of the FNP, thereby eliminating the need to apply the municipal bond index rate.
- The SEIR for the Judicial Division was increased from 5.41 percent to 7.25 percent to reflect the changes to the projection's valuation basis which no longer resulted in a projected year of depletion of the FNP, thereby eliminating the need to apply the municipal bond index rate.

2017 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2016

- Pursuant to House Bill 17-1265, the amortization equalization disbursement (AED) and the supplemental amortization equalization disbursement (SAED) contribution rates are adjusted for employers in the Judicial Division as follows:
  - For the calendar year beginning 2019, Section 24-51-411(4.5) C.R.S. increased the AED payment to 3.40 percent of PERA-includable salary and requires the AED payment to increase by 0.40 percent at the start of each of the following four calendar years through 2023 at which time the AED payment will be 5.00 percent of PERA-includable salary.
  - For the calendar year beginning 2019, Section 24-51-411(7.5) C.R.S. increased the SAED payment to 3.40 percent of PERA-includable salary and requires the AED payment to increase by 0.40 percent at the start of each of the following four calendar years through 2023 at which time the SAED payment will be 5.00 percent of PERA-includable salary.
- The SEIR for the State Division was lowered from 5.26 percent to 4.72 percent to reflect the changes to the projection's valuation basis, a projected year of depletion of the FNP, and the resulting application of the municipal bond index rate.
- The SEIR for the Judicial Division was increased from 5.18 percent to 5.41 percent to reflect the changes to the projection's valuation basis, a projected year of depletion of the FNP, and the resulting application of the municipal bond index rate.
- The municipal bond index rate used in the determination of the SEIR for the State and Judicial Divisions changed from 3.86 percent on the prior measurement date to 3.43 percent on the measurement date.

2016 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2015

- The investment return assumption was lowered from 7.50 percent to 7.25 percent.
- The price inflation assumption was lowered from 2.80 percent to 2.40 percent.
- The wage inflation assumption was lowered from 3.90 percent to 3.50 percent.
- The post-retirement mortality assumption for healthy lives for the State Division was changed to the RP-2014 Healthy Annuitant Mortality Table with adjustments for credibility and gender adjustments of a 73 percent factor applied to ages below 80 and a 108 percent factor applied to age 80 and above, projected to 2018, for males, and a 78 percent factor applied to ages below 80 and a 109 percent factor applied to age 80 and above, projected to 2020, for females.
- The post-retirement mortality assumption for healthy lives for the Judicial Division was changed to the RP-2014 White Collar Healthy Annuitant Mortality Table with adjustments for credibility and gender adjustments of a 93 percent factor applied to ages below 80 and a 113 percent factor applied to age 80 and above, projected to 2018, for males, and a 68 percent factor applied to ages below 80 and a 106 percent factor applied to age 80 and above, projected to 2020, for females.
- For disabled retirees, the mortality assumption was changed to reflect 90 percent of RP-2014 Disabled Retiree Mortality Table.
- The mortality assumption for active members was changed to RP-2014 White Collar Employee Mortality Table, a table specifically developed for actively working people. To allow for an appropriate margin of improved mortality prospectively, the mortality rates incorporate a 70 percent factor applied to male rates and a 55 percent factor applied to female rates.
- The rates of retirement, withdrawal, and disability were revised to reflect more closely actual experience.
- The estimated administrative expense as a percentage of covered payroll was increased from 0.35 percent to 0.40 percent.
- The SEIR for the State Division was lowered from 7.50 percent to 5.26 percent to reflect the changes to the projection's valuation basis, a projected year of depletion of the FNP, and the resulting application of the municipal bond index rate of 3.86 percent on the measurement date.

- The SEIR for the Judicial Division was lowered from 5.73 percent to 5.18 percent to reflect the changes to the projection's valuation basis, a projected year of depletion of the FNP, and the resulting application of the municipal bond index rate from 3.57 percent on the prior measurement date to 3.86 percent on the measurement date.

<u>2015 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2014</u>

- As required under Section 24-51-401(1.7)(e), PERA calculated and provided to the Colorado General Assembly an adjustment to the DPS Division's employer contribution rate to assure the equalization of the School Division's and the DPS Division's ratios of unfunded actuarial accrued liability to payroll as of December 31, 2039. Subsequently, the Colorado General Assembly passed House Bill 15-1391, reducing the employer contribution rate of the DPS Division from 13.75 percent, effective January 1, 2015.
- The SEIR for the Judicial Division was lowered from 6.14 percent to 5.73 percent to reflect the changes to the projection's valuation basis, a projected year of depletion of the FNP, and the resulting application of the municipal bond index rate from 3.70 percent on the prior measurement date to 3.57 percent on the measurement date.
- The following programming changes were made:
  - Valuation of the full survivor benefit without any reduction for possible remarriage.
  - Reflection of the employer match on separation benefits for all eligible years.
  - Reflection of one year of service eligibility for survivor annuity benefit.
  - Refinement of the 18-month AI timing.
  - Refinements to directly value certain and life, modified cash refund and pop-up benefit forms.
- The following methodology changes were made:
  - Recognition of merit salary increases in the first projection year.
  - Elimination of the assumption that 35 percent of future disabled members elect to receive a refund.
  - Removal of the negative value adjustment for liabilities associated with refunds of future terminating members.
  - Adjustments to the timing of the normal cost and UAAL payment calculations to reflect contributions throughout the year.

University of Colorado Alternate Medicare Payments Plan

Changes in benefit terms, assumptions, or other inputs affecting trends in actuarial information for the University of Colorado Alternate Medicare Payments pension plan are presented on a fiscal year basis, which is based on the actuarial valuation measurement date of June 30. No assets are held in trust to pay for plan benefits.

<u>2024 Changes in Benefit Terms, Assumptions or Other Inputs Since 2023</u>

- Discount rate changed from 3.65 percent to 3.93 percent.

<u>2023 Changes in Benefit Terms, Assumptions or Other Inputs Since 2022</u>

- Discount rate changed from 3.54 percent to 3.65 percent.

<u>2022 Changes in Benefit Terms, Assumptions, or Other Inputs Since 2021</u>

- Discount rate changed from 2.15 percent to 3.54 percent.

<u>2021 Changes in Benefit Terms, Assumptions, or Other Inputs Since 2020</u>

- Discount rate changed from 2.20 percent to 2.15 percent.
- Mortality table was updated from PUB-2010 "Teachers" table with generational projection using Scale PM-2020 to the PUB-2010 "Teachers" table with generational projection using Scale MP-2021.

- Termination rates and salary scale were updated from the December 31, 2015 Colorado PERA assumption study to the December 31, 2019 Colorado PERA assumption study.

2020 Changes in Benefit Terms, Assumptions, or Other Inputs Since 2019

- Discount rate changed from 3.50 percent to 2.20 percent.
- Mortality table was updated from the PUB-2010 “Teachers” table with generational projection using Scale MP-2019 to the PUB-2010 “Teachers” table with generational projection using Scale MP-2020.

2019 Changes in Benefit Terms, Assumptions, or Other Inputs Since 2018

- Discount rate changed from 3.85 percent to 3.50 percent.
- Mortality table was updated from the PUB-2010 “Teachers” table with generational projection using Scale MP-2018 to the PUB-2010 “Teachers” table with generational projection using Scale MP-2019.

2018 Changes in Benefit Terms, Assumptions, or Other Inputs Since 2017

- Discount rate changed from 3.60 percent to 3.85 percent.
- Mortality table was updated to reflect the Public Retirement Plans Mortality Tables Report issued by the Society of Actuaries in January 2019. The specific assumption used the PUB- 2010 Teachers Classification Table with generational projection using Scale MP-2018. The impact of this change was an increase in Total Pension Liability of about 8 percent.

2017 Changes in Benefit Terms, Assumptions, or Other Inputs Since 2016

- Discount rate changed from 2.85 percent to 3.60 percent.
- Spouse age differential changed from zero years for males and females to spouses two years younger for males and one year older for females.
- Spouse coverage assumption changed from 54 percent for males and 22 percent for females to 60 percent for males and 40 percent for females.
- The rate assumptions for mortality and withdrawal were updated based on the December 31, 2015 Colorado PERA assumption study.

Note RSI-3 – Other Postemployment Benefit (OPEB) Information

A. Proportionate Share of PERA Health Care Trust Funds OPEB Liability and Contributions

Proportionate Share:

The State's Health Care Trust Fund (HCTF) – a defined benefit cost-sharing multiple-employer other post-employment benefit plan – is administered by the Public Employees' Retirement Association (PERA). The schedule below presents the State's (primary government's) proportionate share of the net OPEB liability for its OPEB plan. The amounts presented were determined as of the measurement date, which is the calendar year-end that occurred within the State's fiscal year. Information is not available prior to Calendar Year 2016.

(Dollars in Thousands)	CY 2024	CY 2023	CY 2022	CY 2021	CY 2020	CY 2019	CY 2018	CY 2017	CY 2016
State's proportion (percentage) of the collective net OPEB liability	31.81%	31.96%	31.56%	32.11%	32.96%	32.75%	33.40%	33.71%	33.83%
State's proportionate share of the collective net OPEB liability	$ 152,116	$ 228,079	$ 257,641	$ 276,863	$ 313,213	$ 368,098	$ 454,363	$ 438,113	$ 438,677
State's covered payroll	$ 3,814,981	$ 3,527,404	$ 3,346,821	$ 2,918,834	$ 3,102,215	$ 3,023,000	$ 2,923,641	$ 2,842,778	$ 2,797,414
State's proportionate share of the collective net OPEB liability as a percentage of its covered payroll	3.99%	6.47%	7.70%	9.49%	10.10%	12.18%	15.54%	15.41%	15.68%
Fiduciary net position as a percentage of the total OPEB liability	59.83%	46.16%	38.57%	39.40%	32.78%	24.49%	17.03%	17.53%	16.72%

Contributions:

The following schedule presents a ten-year history of the State's (primary government's) contribution to PERA for the HCTF as of each fiscal year ending June 30:

(Dollars in Thousands)	FY 2025	FY 2024	FY 2023	FY 2022	FY 2021	FY 2020	FY 2019	FY 2018	FY 2017	FY 2016
Contractually required contributions	$ 40,357	$ 37,472	$ 34,333	$ 31,592	$ 31,408	$ 31,659	$ 30,171	$ 29,346	$ 28,699	$ 28,272
Contributions in relation to the contractually required contributions	(40,357)	(37,472)	(34,333)	(31,592)	(31,408)	(31,659)	(30,171)	(29,346)	(28,699)	(28,272)
Contribution deficiency (excess)	-	-	-	-	-	-	-	-	-	-
State's covered payroll	3,956,549	3,673,760	3,366,034	3,097,234	3,079,159	3,103,809	2,957,937	2,877,013	2,813,660	2,771,749
Contributions as a percentage of covered payroll	1.02%	1.02%	1.02%	1.02%	1.02%	1.02%	1.02%	1.02%	1.02%	1.02%

B. Changes in The Total University OPEB Liabilities and Related Ratios – University of Colorado System

The following schedule presents an eight-year history (data not available prior to Fiscal Year 2018) of the University of Colorado's changes in total OPEB liabilities and related ratios for each fiscal year ending June 30. No assets are held in trust to pay for plan benefits; therefore, the plan is not funded.

Schedule of Changes in Total University OPEB Liability and Related Ratios

	Fiscal Year Ending June 30:							
University of Colorado OPEB Plan (Dollars in Thousands)	**2025**	**2024**	**2023**	**2022**	**2021**	**2020**	**2019**	**2018**
Service cost	$ 107,937	$ 81,919	$ 111,208	$ 68,640	$ 49,138	$ 53,400	$ 49,754	$ 53,099
Interest cost	56,504	42,191	29,892	22,068	26,392	34,254	28,404	24,648
Differences between expected and actual experience	(5,115)	(7,920)	(4,126)	201,889	287	(206,938)	(1,728)	(87,654)
Changes of assumptions	101,678	233,419	(288,497)	67,418	168,948	3,678	35,919	(46,406)
Benefit payments	(19,552)	(19,243)	(16,226)	(14,407)	(16,062)	(15,461)	(15,163)	(17,211)
Net change in total OPEB liability	241,452	330,366	(167,749)	345,608	228,703	(131,067)	97,186	(73,524)
Total OPEB liability (beginning)	1,449,820	1,119,454	1,287,203	941,595	712,892	843,959	746,773	820,297
Total OPEB liability (ending)	1,691,272	1,449,820	1,119,454	1,287,203	941,595	712,892	843,959	746,773
Covered-employee payroll	$ 2,687,160	$ 2,476,686	$ 2,100,077	$ 1,896,938	$ 2,053,724	$ 1,719,840	$ 1,663,010	$ 1,475,177
Total OPEB liability as a % of payroll	62.94%	58.54%	53.31%	67.86%	45.85%	41.45%	50.75%	50.62%

C. Schedule Of Changes In The Net OPEB Liability, Schedule Of OPEB Contributions, And Related Ratios – Colorado State University System Other Postemployment Benefit Health Plan Trust

The amounts presented were determined as of the measurement date, which is the calendar year (CY) end that occurred within CSU's fiscal year (data not available prior to Calendar Year 2022).

Dollars in Thousands	CY 2024	CY 2023	CY 2022
Total OPEB liability:			
Service cost	$ 3,239	$ 3,365	$ 1,364
Interest	6,519	6,293	2,265
Changes of benefit terms	-	-	70,682
Differences between expected and actual experience	(2,695)	109	(405)
Changes of assumptions	(1,365)	1,652	(14,035)
Benefit payments	(3,977)	(3,682)	(1,944)
Net change in total OPEB liability	1,721	7,737	57,927
Total OPEB liability - beginning	118,557	110,820	52,893
Total OPEB liability - ending	**120,278**	**118,557**	**110,820**
Plan fiduciary net position:			
Contibutions-employer	4,294	3,781	677
Net investment income	6,750	6,517	(4,573)
Benefit payments	(3,977)	(3,682)	(1,944)
Administrative expense	(337)	(318)	(269)
Net change in plan fiduciary net position	6,730	6,298	(6,109)
Plan fiduciary net position - beginning	83,186	76,888	82,997
Plan fiduciary net position - ending	**89,916**	**83,186**	**76,888**
Net OPEB liability - ending	**30,362**	**35,371**	**33,932**
Plan fiduciary net position as a percentage of the total OPEB liability	74.8%	70.2%	69.4%
Covered-employee payroll	$ 588,185	$ 540,896	$ 485,660
Net OPEB liability as a percentage of covered-employee payroll	5.2%	6.5%	7.0%

The amounts presented are the contributions and payroll for each fiscal year (data not available prior to Fiscal Year 2023).

Fiscal Year	Actuarially Determined Contributions (A)	Contributions in Relation to the Actuarially Determined Contributions (B)	Contribution Deficiency (Excess) (A-B)	Covered-Employee Payroll (C)	Contributions as a Percentage of Covered-Employee Payroll (B/C)
2025	$ 5,603	$ 5,603	-	$ 603,247	0.9%
2024	$ 3,442	$ 3,442	-	$ 570,561	0.6%
2023	$ 3,682	$ 3,682	-	$ 508,586	0.7%

Valuation date	The valuation dates are biennial dates as of January 1. As of fiscal year ended June 30, 2025, the valuation date was January 1, 2025.
Methods and assumptions used to determine contribution rates:	
Actuarial cost method	Entry age normal, level percent of pay
Amortization method	20 years closed
Amortization period	20 years
Asset valuation method	Market value
Inflation	Starting in the fiscal year ended June 30, 2025, inflation became N/A due to the results of the experience study. In prior years, it was 2.5%.
Investment rate of return	6.25%
Salary increases	N/A
Cost-of-living adjustments	N/A
Health care cost trend rates	6.50 percent in 2025, 6.50 percent in 2026, and then decreasing 0.25 percent per year to 4.75 percent in 2033 and later.
Mortality	Separate mortality rates for non-annuitants (based on Pri-2012 "Employees" sex-distinct tables and projected generationally using Scale MP-2021) and annuitants (based on Pri-2012 "Non'Disabled Annuitants" sex-distinst tables and projected generationally using Scale MP-2021).

D. Significant Changes In Plan Provisions, Assumptions, Or Other Inputs Affecting Trends In Actuarial Information

PERA Health Care Trust Fund

2024 Changes in Plan Provisions, Assumptions or Other Inputs Since 2023

- As of the December 31, 2024, measurement date, the fiduciary net position (FNP) and related disclosure components for the Health Care Trust Fund (HCTF) reflect additional payments related to the disaffiliation of Tri-County Health Department (Tri-County Health) as a PERA-affiliated employer, effective December 31, 2022. The additional employer disaffiliation payment allocations to the HCTF was $20.
- Salary scale assumptions were altered to better reflect actual experience.
- Rates of termination/withdrawal, retirement, and disability were revised to more closely reflect actual experience.
- The adjustments for credibility applied to the Pub-2010 mortality tables for active and retired lives, including beneficiaries, were updated based on experience. In addition, the mortality projection scale was updated to the 2024 adjusted scale MP-2021 to reflect future improvements in mortality for all groups.
- Participation rates were reduced.
- MAPD premium costs are no longer age graded.

2023 Changes in Plan Provisions, Assumptions or Other Inputs Since 2022

- As of the December 31, 2023, measurement date, the FNP and related disclosure components for the HCTF reflect payments related to the disaffiliation of Tri-County Health as a PERA-affiliated employer, effective December 31, 2022. As of the December 31, 2023, year-end, PERA recognized two additions for accounting and financial reporting purposes: a $24,000 payment received on December 4, 2023 and a $2,000 receivable. The employer disaffiliation payment and receivable allocations to the HCTF was $1,033.

2022 Changes in Assumptions or Other Inputs Since 2021

- The total OPEB liability for the HCTF, as of the December 31, 2022, measurement date, was adjusted to reflect the disaffiliation, allowable under C.R.S. § 24-51-313, of Tri-County Health, effective December 31, 2022. As of the close of the 2022 fiscal year, no disaffiliation payment associated with Tri-County Health was received, and therefore no disaffiliation dollars were reflected in the FNP as of the December 31, 2022, measurement date.
- The timing of the retirement decrement was adjusted to middle-of-year.

2021 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2020

- There were no changes made to the actuarial methods or assumptions.

2020 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2019

- The price inflation assumption was lowered from 2.40 percent to 2.30 percent.
- The wage inflation assumption was lowered from 3.50 percent to 3.00 percent.
- The real rate of investment return assumption was increased to 4.95 percent per year, net of investment expenses from 4.85 percent per year, net of investment expenses.
- Rates of termination/withdrawal, retirement, and disability were revised to more closely reflect actual experience.
- The pre-retirement mortality assumption for the State Division (members other than Safety Officers) was changed to the PubG-2010 Employee Table with generational projection using scale MP-2019.
- The pre-retirement mortality assumption for Safety Officers was changed to the PubS-2010 Employee Table with generational projection using scale MP-2019.
- The pre-retirement mortality assumption for the Judicial Division was changed to the PubG-2010(A) Above Median Employee Table with generational projection using scale MP-2019.
- The post-retirement non-disabled mortality assumption for the State Division (Members other than Safety Officers) was changed to the PubG-2010 Health Retiree Table, adjusted as follows:
  - Males: 94 percent of the rates prior to age 80 and 90 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
  - Females: 87 percent of the rates prior to age 80 and 107 percent of the rates for ages 80 and older, with generational projection using scale MP-2019.
- The post-retirement non-disabled mortality assumption for Safety Officers was changed to the unadjusted PubS-2010 Healthy Retiree Table, with generational projection using scale MP-2019.
- The post-retirement non-disabled mortality assumption for the Judicial Division was changed to the unadjusted PubG-2010(A) Above-Median Healthy Retiree Table with generational projection using scale MP-2019. The post-retirement non-disability beneficiary mortality assumption for the Division Trust Funds was changed to the Pub-2010 Contingent Survivor Table, adjusted as follows:
  - Males: 97 percent of the rates for all ages, with generational projection using scale MP-2019.
  - Females: 105 percent of the rates for all ages, with generational projection using scale MP-2019.
- The disabled mortality assumption for the Division Trust Funds (Members other than Safety Officers) was changed to the PubNS-2010 Disabled Retiree Table using 99 percent of the rates for all ages with generational projection using scale MP-2019.
- The disability mortality assumption for Safety Officers was changed to the unadjusted PubS-2010 Disabled Retiree Table with generational projection using scale MP-2019.
- The mortality tables described above are generational mortality tables on a benefit-weighted basis.

2019 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2018

- There were no changes made to the actuarial methods or assumptions.

2018 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2017

- There were no changes made to the actuarial methods or assumptions.

2017 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2016

- The Cunningham Fire Protection District (CFPD) disaffiliated from the Local Government Division, thereby ending participation in the HCTF on December 2, 2017. For the purpose of disclosure as of the December 31, 2017, measurement date, liabilities were determined assuming no additional service accruals impacting possible future premium subsidies for the disaffiliated membership of the CFPD that had not refunded their PERA member contribution accounts. The total disaffiliation payment of $96 was allocated to the HCTF.

- There were no changes made to the actuarial methods or assumptions.

2016 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2015

- The Entry Age actuarial cost method allocation basis was changed from a level dollar amount to a level percentage of pay.
- The investment rate of return assumption decreased, the price inflation assumption decreased, and the wage inflation assumption decreased by 0.25 percent, 0.40 percent, and 0.40 percent, respectively.
- Mortality tables related to the mortality assumption for active members, post-retirement mortality assumption for healthy lives, mortality assumption for disabled retirees were changed.
- Various other assumptions related to assumed rates, wage inflation, PERACare, initial per capita health care costs, health care cost trends, election rates, assumed age differences between future retirees and their participating spouses, and utilization rates changed.

2015 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2014

- Methodology changes included rates of morbidity and the timing of the normal cost and unfunded actuarial accrued liability payment calculations.
- Changes to actuarial assumptions included PERACare enrollee percentages, initial per capita health care costs, and health care cost trend rates for Medicare Part A premiums.

University of Colorado OPEB

Funded Status

No assets are held in trust to pay for plan benefits.

2024 Changes in Assumptions or Other Inputs Since 2023

- Discount rate changed from 3.66 percent to 3.93 percent.

2023 Changes in Assumptions or Other Inputs Since 2022

- Discount rate changed from 3.54 percent to 3.66 percent.

2022 Changes in Assumptions or Other Inputs Since 2021

- Discount rate changed from 2.15 percent to 3.54 percent.

2021 Changes in Assumptions or Other Inputs Since 2020

- Discount rate changed from 2.20 percent to 2.15 percent.
- Mortality table was updated from PUB-2010 “Teachers” table with generational projection using Scale PM-2020 to the PUB-2010 “Teachers” table with generational projection using Scale MP-2021.
- Retirement rates for PERA employees, termination rates, and salary scale were updated from the December 31, 2015 Colorado PERA assumption study to the December 31, 2019 Colorado PERA assumption study.
- Claims and trend rates were updated to better reflect expected future plan experience.

2020 Changes in Assumptions or Other Inputs Since 2019

- Discount rate changed from 3.50 percent to 2.20 percent.
- Mortality table was updated from the PUB-2010 “Teachers” table with generational projection using Scale MP-2019 to the PUB-2010 “Teachers” table with generational projection using Scale MP-2020.

2019 Changes in Assumptions or Other Inputs Since 2018

- Discount rate changed from 3.85 percent to 3.50 percent.
- Mortality table was updated from the PUB-2010 “Teachers” table with generational projection using Scale MP-2018 to the PUB-2010 “Teachers” table with generational projection using Scale MP-2019.

- Health care trend rates were updated.
- Health care claim costs and retiree contributions were updated based upon recent expenditures.

2018 Changes in Assumptions or Other Inputs Since 2017

- Discount rate changed from 3.60 percent to 3.85 percent.
- Mortality table was updated to reflect the Public Retirement Plans Mortality Tables Report issued by the Society of Actuaries in January 2019. The specific assumption used the PUB-2010 Teachers Classification Table with generational projection using Scale MP-2018. The impact of this change was an increase in Total OPEB Liability of about 8 percent.

2017 Changes in Assumptions or Other Inputs Since 2016

- Discount rate changed from 2.85 percent to 3.60 percent.
- Health care trend rates were updated.
- Spouse age differential changed from zero years for males and females to spouses two years younger for males and one year older for females.
- Spouse coverage assumption changed from 54 percent for males and 22 percent for females to 60 percent for males and 40 percent for females for PERA participants.
- The following assumptions were updated based on the December 31, 2015 Colorado PERA assumption study:
  - Mortality Rates
  - Withdrawal Rates
  - Retirement rates (apply to PERA participants only)

CSU OPEB Health Plan Trust

2024 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2023

- The discount rate assumption was updated from 5.44 percent to 6.25 percent.
- The retirement, termination, salary-scale, and participation assumptions were updated based on an experience study conducted in 2025.
- Health care cost trend rates were updated based on a combination of historical experience and external market conditions.
- The expected return on assets was updated from 6.35 percent to 6.25 percent.
- The assumed 2025 medical claims were updated.

2023 Changes in Plan Provisions, Assumptions, or Other Inputs Since 2022

- The discount rate assumption was updated from 5.60 percent to 5.44 percent.
- Expected claim costs were updated.

2022 Changes in Plan Provisions, Assumptions, or Other Inputs Effective for the Measurement Period

- The discount rate assumption was updated from 4.25 percent to 5.60 percent.
- The investment return assumption was updated from 4.25 percent to 6.35 percent.
- The medical cost inflation assumption was updated from 6.00 percent through 2024 then decreasing 0.25 percent per year to 4.75 percent in 2029 and later to 6.50 percent in 2023, 6.25 percent in 2024, 5.75 percent in 2025 and then decreasing 0.25 percent per year to 4.75 percent in 2029 and later.
- The mortality improvement scale assumption was updated from Scale BB with generational projections to Scale MP-2021 with generational projections.
- Expected claim costs were updated.

Note RSI-4

Budgetary Comparison Schedule
General Fund – General Purpose Revenue Component

The State of Colorado reports components of the General Fund segregated by revenues being either general purpose or special purpose. Special purpose revenues are fund component revenues which are not of a sufficient original source to qualify for reporting as a special revenue fund. The special purpose components of the General Fund are: State Public Schools, Risk Management, and Other Special Purpose. General purpose revenues are not designated for a specific purpose and are reported in the General Purpose Revenue component of the General Fund. The General Purpose Revenue component of the General Fund is the primary operating fund of the state and is used to account for all financial resources and activity not required to be accounted for in another fund. Refer to the Supplementary Information section for additional information on the General Fund components and combining statements for the General Fund.

This schedule is presented primarily to report the change in budgetary fund balance from the prior fiscal year. The change in budgetary fund balance, as reconciled to the state's financial statements, supports the state's budgetary process. Ending budgetary fund balance on this schedule combined with relevant revenue forecasts are used to determine the total amount to be appropriated for the following fiscal year.

Beginning budgetary fund balances, resources (inflows), and amounts available for appropriation for the original budget and final budget are based on quarterly economic forecasts prepared by the Governor's Office of State Planning and Budgeting. Beginning budgetary fund balance and resources (inflows) in the actual amounts column reconcile to the state's accounting system. The March 2024 forecast is used for the original budget and the December 2024 forecast is used for the final budget. Charges to appropriations (outflows) for original and final budget are derived from budgeted expenditures recorded in the state's accounting system and agree to appropriations made by the General Assembly.

The original and final budget does not include budgeted amounts for federal grants and contracts, fees and other funding sources/uses, and revenues/expenditures not budgeted because they are currently not forecasted by the Office of State Planning and Budget. Amounts are included in the actual column because the activity is accounted for in this component of the General Fund.

Certain state laws result in budget-to-GAAP differences. Section 24-75-201(2)(a)(II), C.R.S. excludes Medicaid revenues from inflows of budgetary resources but they are revenues for financial reporting. Section 24-75-201(2)(a)(III), C.R.S. excludes Medicaid expenditures from outflows of budgetary resources but they are expenditures for financial reporting. Section 24-75-201(2)(a)(IV), C.R.S. excludes some payroll-related expenditures from outflows of budgetary resources but they are expenditures for financial reporting. Section 24-75-201(2)(a)(IV), C.R.S. excludes specific information technology expenditures from outflows of budgetary resources but they are expenditures for financial reporting purposes. Refer to the Budget-to-GAAP Reconciliation for amounts related to these statutorily-based budget-to-GAAP differences as well as for information on other budget-to-GAAP differences.

Section 24-75-201.1, C.R.S. restricts state appropriations from this component of the General Fund so that budgetary resources will be available for use in a state fiscal emergency. A state fiscal emergency may be declared by the passage of a joint resolution which is approved by a two-thirds majority vote of the members of both houses of the General Assembly and approved by the Governor. The statutory reserve for the fiscal year ended June 30, 2025 is $2,358.5 million and is the Committed portion of fund balance for the General Purpose Revenue component of the General Fund. The reserve is included in this schedule and therefore beginning and ending budgetary fund balance are net of the required reserve. A positive ending budgetary fund balance in the actual column indicates a reserve maintained in compliance with state law.

Budgetary Comparison Schedule
General Fund - General Purpose Revenue Component
For The Year Ended June 30, 2025

(Dollars in Thousands)	Forecasted / Budgeted Amounts Original	Forecasted / Budgeted Amounts Final	Actual Amounts Budgetary Basis	Variance
Budgetary fund balance, July 1, 2024	$ 1,121,971	$ 1,121,971	$ 1,121,971	
Resources (Inflows):				
Sales and use tax	5,073,600	4,864,600	4,843,287	$ (21,313)
Other excise tax	335,400	347,800	97,473	(250,327)
Individual income tax, net	10,224,870	9,307,910	8,769,457	(538,453)
Corporate Income tax, net	1,590,430	2,188,990	2,352,931	163,941
Insurance tax	626,400	627,800	659,461	31,661
TABOR Excess Revenue	-1,293,800	-873,300	-129,536	743,764
Pari-mutuel, courts, and other	58,600	60,500	363,239	302,739
Investment income	181,000	174,400	166,742	(7,658)
Transfers-in from other funds	66,700	182,500	182,697	197
Amounts available for appropriation	17,985,171	18,003,171	18,427,722	424,551
Charges to appropriations (outflows):				
Agriculture	23,152	20,281	19,903	378
Corrections	754,564	758,433	746,305	12,128
Early Childhood	294,651	297,266	293,856	3,410
Education	4,552,623	4,528,002	4,523,559	4,443
Governor	1,451,546	1,450,984	1,449,936	1,048
Health Care Policy and Financing	5,001,702	5,180,092	5,221,077	(40,985)
Higher Education	1,666,584	1,680,364	1,679,022	1,342
Human Services	1,262,692	1,321,926	1,310,766	11,160
Judicial Branch	640,928	644,850	630,783	14,067
Labor and Employment	41,529	40,277	37,974	2,303
Law	26,844	26,847	25,895	952
Legislative Branch	80,446	80,322	80,276	46
Local Affairs	76,842	74,997	74,023	974
Military and Veterans Affairs	17,704	17,740	16,342	1,398
Natural Resources	45,339	45,391	45,094	297
Personnel and Administration	43,389	40,100	35,723	4,377
Public Health and Environment	160,823	158,474	156,824	1,650
Public Safety	302,303	293,061	281,314	11,747
Regulatory Agencies	3,597	3,598	3,510	88
Revenue	393,123	435,791	417,329	18,462
State	3,191	2,776	2,337	439
Treasury	876,662	876,180	870,990	5,190
Nondepartmental				
Transfers-out to capital projects fund	234,090	234,090	234,090	0
Total charges to appropriations	17,954,324	18,211,842	18,156,928	$ 54,914
Budgetary reserves and amounts not forecasted or budgeted:				
Increase in statutory reserve - Section 24-75-201.1, C.R.S.	(327,000)	(327,000)	(327,000)	
Release of prior year State Controller approved rollforwards			115,479	
State Controller approved rollforwards			(85,082)	
Net of revenues not forecasted and expenditures not budgeted			75,686	
Total budgetary reserves and amounts not forecasted or budgeted	(327,000)	(327,000)	(220,917)	
Budgetary fund balance, June 30, 2025	$ (296,153)	$ (535,671)	$ 49,877	

The notes to the required supplementary information are an integral part of this schedule.

Budgetary Comparison Schedule
General Fund- General Purpose Revenue Component
Budget-To-GAAP Reconciliation
For The Year Ended June 30, 2025
(Dollars In Thousands)

Explanation of differences between Budgetary Inflows and Outflows and G Revenues and Expenditures	
Sources/inflows of resources:	
Actual amounts (budgetary basis) “available for appropriation” from the budgetary comparison schedule.	$ 18,427,722
Differences - Budget-To-GAAP:	
The fund balance at the beginning of the year is a budgetary resource but is not a current-year	(1,121,971)
Federal revenues not forecasted	10,178,168
Fee revenues and other funding sources not forecasted	1,065,830
Other revenues not forecasted	240,640
Deferred Medicaid revenues are excluded from inflows of budgetary resources but are revenues for financial reporting purposes - Section 24-75-201 (2) (a) (II), C.R.S.	83,058
Fair value of investments in excess of cost is excluded from inflows of budgetary resources but is revenue for financial reporting purposes.	173,544
Eliminations of transfers and intrafund transactions are not made in the budgetary funds if those transactions are under budgetary control	(523,209)
Transfers are inflows of budgetary resources but are other financing sources for financial reporting purposes.	(702,201)
Capital lease proceeds are inflows of budgetary resources but are not revenues for financial reporting purposes.	(142,290)
Insurance recoveries are not revenues for financial reporting purposes.	(2,307)
Total revenues as reported on the combining statement of revenues, expenditures, and changes in fund balances - general fund components	$ 27,676,984
Uses/outflows of resources and reserves:	
Actual amounts (budgetary basis) “total charges to appropriations” from the budgetary comparison schedule.	$ 18,156,928
Differences - Budget-To-GAAP:	
Expenditures of federal grants and contracts not budgeted	10,244,882
Fee revenue and other funding uses not budgeted	987,993
Other expenditures not budgeted	176,077
Transfers to other funds are outflows of budgetary resources but are other financing uses for financial reporting purposes.	(7,583,201)
Deferred Medicaid expenditures are excluded from outflows of budgetary resources but are expenditures for financial reporting purposes - Section 24-75-201 (2) (a) (II), C.R.S.	111,413
Deferred payroll expenditures are excluded from outflows of budgetary resources but are expenditures for financial reporting purposes - Section 24-75-201 (2) (a) (III), C.R.S.	15,632
Eliminations of transfers and intrafund transactions are not made in the budgetary funds if those transactions are under budgetary control.	(523,209)
Total expenditures as reported on the combining statement of revenues, expenditures, and changes in fund balances — general fund components	$ 21,586,515

SUPPLEMENTARY INFORMATION

General Fund Components

General Purpose Revenue

This fund is the general operating fund for state operations and is used unless another fund has been established for a particular activity. The fund consists of general purpose revenues from various tax collections the largest being income and sales taxes.

Special Pupose Funds

The State Public School fund is a statutory fund that distributes substantially all of its resources to school districts each year; most of the resources of the fund are transfers from the General Purpose Revenue component of the General Fund.

The Risk Management fund accounts for the State's liability, property, and worker's compensation insurance activities; its revenues are primarily from charges to State agencies.

The Other Special Purpose Fund comprises all other funds without sufficient original source revenues to qualify as Special Revenue Funds. Included in this category is the Building Excellent Schools Tomorrow (BEST) program that provides grants and funds for public school construction, Lottery proceeds held by the Division of Parks and Wildlife for parks and outdoor recreation projects, the Charter School Institute, as well as over thirty smaller funds.

Emergency Reserve

The Emergency Reserve is part of the State's budgetary stabilization arrangements. The Emergency Reserve shall not be expended or appropriated for any purpose other than for an emergency declared by the Governor pursuant to Section 24-33.5-704(4). Refer to the Stabilization Arrangements section in Note 15 for additional information.

Combining Balance Sheet
General Fund Components
June 30, 2025

(Dollars in Thousands)	General Purpose Revenue	Special Purpose Funds: State Public School	Special Purpose Funds: Risk Management	Special Purpose Funds: Other Special Purpose	Emergency Reserve	Total	Intra-Fund Eliminations	Total
Assets:								
Cash and Pooled Cash	$ 1,191,909	$ 1,004	$ 18,654	$ 1,148,987	$ -	$ 2,360,554	$ -	$ 2,360,554
Taxes Receivable, net	3,585,060	-	-	-	-	3,585,060	-	3,585,060
Other Receivables, net	666,796	6,881	2,219	5,274	1	681,171	-	681,171
Due From Other Governments	995,472	5,549	-	19	-	1,001,040	-	1,001,040
Due From Other Funds	188,775	-	210	26,688	-	215,673	(2,130)	213,543
Inventories	24,495	-	-	-	-	24,495	-	24,495
Prepaids, Advances and Deposits	52,920	-	-	15,872	-	68,792	-	68,792
Restricted Cash and Pooled Cash	154	77,775	-	499,323	193,765	771,017	-	771,017
Restricted Receivables	-	-	-	10,007	-	10,007	-	10,007
Investments	24,126	-	-	4,755	-	28,881	-	28,881
Other Long-Term Assets	-	-	-	238,277	-	238,277	-	238,277
Total Assets	6,729,707	91,209	21,083	1,949,202	193,766	8,984,967	(2,130)	8,982,837
Deferred Outflow of Resources	41,250	-	-	-	-	41,250	-	41,250
Liabilities:								
Tax Refunds Payable	2,692,817	-	-	-	-	2,692,817	-	2,692,817
Accounts Payable and Accrued Liabilities	1,491,369	1,828	1,372	115,309	2	1,609,880	-	1,609,880
TABOR Refund Liability (Note 2B)	306,090	-	-	-	-	306,090	-	306,090
Due To Other Governments	215,957	-	-	31,557	-	247,514	-	247,514
Due To Other Funds	16,626	-	479	2,490	-	19,595	(2,130)	17,465
Unearned Revenue	117,674	-	6	5,161	-	122,841	-	122,841
Claims and Judgments Payable	206	-	-	-	-	206	-	206
Other Current Liabilities	59,786	-	-	-	-	59,786	-	59,786
Deposits Held In Custody For Others	39	-	-	-	-	39	-	39
Total Liabilities	4,900,564	1,828	1,857	154,517	2	5,058,768	(2,130)	5,056,638
Deferred Inflow of Resources	173,196	7,290	-	-	-	180,486	-	180,486
Fund Balances:								
Nonspendable:								
Inventories	24,495	-	-	-	-	24,495	-	24,495
Prepaids	52,806	-	-	15,872	-	68,678	-	68,678
Restricted	-	81,087	-	480,975	193,764	755,826	-	755,826
Committed	2,358,500	1,004	19,226	1,297,838	-	3,676,568	-	3,676,568
Assigned	85,082	-	-	-	-	85,082	-	85,082
Unassigned	(823,686)	-	-	-	-	(823,686)	-	(823,686)
Total Fund Balances	1,697,197	82,091	19,226	1,794,685	193,764	3,786,963	-	3,786,963
Total Liabilities, Deferred Inflows of Resources and Fund Balances	$ 6,770,957	$ 91,209	$ 21,083	$ 1,949,202	$ 193,766	$ 9,026,217	$ (2,130)	$ 9,024,087

Combining Schedule Of Revenues, Expenditures, And Changes In Fund Balances General Fund Components For The Year Ended June 30, 2025

(Dollars in Thousands)	General Purpose Revenue	Special Purpose Funds			Emergency Reserve	Total	Intra-Fund Eliminations	Total
		State Public School	Risk Management	Other Special Purpose				
Revenues:								
Taxes:								
Individual and Fiduciary Income	$ 8,769,457	$ -	$ -	$ -	$ -	$ 8,769,457	$ -	$ 8,769,457
Corporate Income	2,352,931	-	-	-	-	2,352,931	-	2,352,931
Sales and Use	4,843,287	-	-	31,400	-	4,874,687	-	4,874,687
Excise	97,473	-	-	-	-	97,473	-	97,473
TABOR Excess Revenue	(129,536)	-	-	-	-	(129,536)	-	(129,536)
Other Taxes	659,689	-	-	-	-	659,689	-	659,689
Licenses, Permits, and Fines	15,061	-	68	1,694	-	16,823	-	16,823
Charges for Goods and Services	53,432	-	89,884	1,199	-	144,515	-	144,515
Rents	480	-	-	1	-	481	-	481
Investment Income (Loss)	343,114	51	856	70,549	7,446	422,016	-	422,016
Federal Grants and Contracts	10,278,503	-	-	16,600	-	10,295,103	-	10,295,103
Other	393,093	1,542	11,161	41,266	-	447,062	-	447,062
Total Revenues	27,676,984	1,593	101,969	162,709	7,446	27,950,701	-	27,950,701
Expenditures:								
Current:								
General Government	329,522	-	92,921	18,389	-	440,832	-	440,832
Business, Community, and Consumer Affairs	288,296	-	-	248,817	-	537,113	-	537,113
Education	922,493	7,090	-	471,393	-	1,400,976	-	1,400,976
Health and Rehabilitation	1,162,284	-	-	150,193	-	1,312,477	-	1,312,477
Justice	1,762,958	-	-	12,015	-	1,774,973	-	1,774,973
Natural Resources	55,082	-	-	935	-	56,017	-	56,017
Social Assistance	13,393,246	-	-	31,313	-	13,424,559	-	13,424,559
Transportation	-	-	-	28,169	-	28,169	-	28,169
Capital Outlay	124,518	-	-	64,008	-	188,526	-	188,526
Intergovernmental:								
Cities	55,988	-	-	95,825	-	151,813	-	151,813
Counties	1,878,366	-	-	64,060	-	1,942,426	-	1,942,426
School Districts	1,202,790	4,118,867	-	408,639	-	5,730,296	-	5,730,296
Special Districts	70,278	-	-	16,946	-	87,224	-	87,224
Federal	18,631	-	-	1,674	-	20,305	-	20,305
Other	283,833	-	-	22,119	-	305,952	-	305,952
Debt Service	38,230	-	-	120,013	-	158,243	-	158,243
Total Expenditures	21,586,515	4,125,957	92,921	1,754,508	-	27,559,901	-	27,559,901
Excess of Revenues Over (Under) Expenditures	6,090,469	(4,124,364)	9,048	(1,591,799)	7,446	390,800	-	390,800
Other Financing Sources (Uses):								
Transfers-In	702,200	4,394,888	-	2,372,583	500	7,470,171	(6,607,246)	862,925
Transfers-Out	(7,583,201)	(219,985)	(2,848)	(317,886)	(10,602)	(8,134,522)	6,607,246	(1,527,276)
Issuance of Leases & SBITAs	141,686	-	-	1,149	-	142,835	-	142,835
Sale of Capital Assets	604	-	-	-	-	604	-	604
Insurance Recoveries	2,307	-	1,871	482	-	4,660	-	4,660
Total Other Financing Sources (Uses)	(6,736,404)	4,174,903	(977)	2,056,328	(10,102)	(516,252)	-	(516,252)
Net Change in Fund Balances	(645,935)	50,539	8,071	464,529	(2,656)	(125,452)	-	(125,452)
Fund Balance, Fiscal Year Beginning	2,378,805	31,552	11,155	1,127,499	196,420	3,745,431	-	3,745,431
Restatement (See Note 15A)	(35,673)	-	-	202,657	-	166,984	-	166,984
Fund Balance, Fiscal Year Beginning (Restated)	2,343,132	31,552	11,155	1,330,156	196,420	3,912,415	-	3,912,415
Fund Balance, Fiscal Year End	$ 1,697,197	$ 82,091	$ 19,226	$ 1,794,685	$ 193,764	$ 3,786,963	$ -	$ 3,786,963

Other Governmental Funds

The following statements present the combining balance sheet for Other Governmental Funds comprising Special Revenue, Debt Service, Capital Projects and Permanent funds.

Special Revenue Funds- These funds are used to account for the proceeds of specific revenue sources that are intended for specific purposes other than special assessments or major capital projects.

Debt Service Funds- This fund accounts for the accumulation of resources, primarily transfers from other funds, for the payment of long-term debt principal and interest. It also accounts for the issuance of debt solely to refund debt of other funds. The primary debt serviced by this fund consists of Certificates of Participation issued by various departments and Transportation Revenue Anticipation Notes issued by the Department of Transportation to fund infrastructure.

Capital Project Funds - These funds are used to account for acquisition, construction, or improvement of State-owned facilities and certain equipment.

Permanent Funds- These funds report resources that are legally restricted to the extent that only earnings, and not principal, may be used to support State programs.

Combining Balance Sheet
Other Governmental Funds
June 30, 2025

(Dollars in Thousands)	Special Revenue	Debt Service	Capital Project	Permanent	Totals
Assets:					
Cash and Pooled Cash	$ 4,558,659	$ -	$ 807,465	$ -	$ 5,366,124
Taxes Receivable, net	56,414	-	-	-	56,414
Other Receivables, net	235,119	-	2,354	24,751	262,224
Due From Other Governments	105,646	341	61,981	-	167,968
Due From Other Funds	26,989	-	5,126	-	32,115
Inventories	52,810	-	-	-	52,810
Prepaids, Advances and Deposits	159,946	-	3,120	2	163,068
Restricted Cash and Pooled Cash	1,220,776	92,460	-	204,913	1,518,149
Restricted Investments	5,000	-	-	1,751,910	1,756,910
Restricted Receivables	96,216	-	-	-	96,216
Investments	218,142	32,490	546,485	-	797,117
Other Long-Term Assets	712,295	-	-	22,426	734,721
Total Assets	7,448,012	125,291	1,426,531	2,004,002	11,003,836
Deferred Outflow of Resources	-	-	-	5,974	5,974
Liabilities:					
Tax Refunds Payable	10,118	-	-	-	10,118
Accounts Payable and Accrued Liabilities	233,455	2,830	45,719	5,804	287,808
Due To Other Governments	59,615	-	-	-	59,615
Due To Other Funds	66,117	-	21,490	273	87,880
Unearned Revenue	152,509	-	1,660	-	154,169
Claims and Judgments Payable	90	-	-	-	90
Other Current Liabilities	36,127	-	-	3	36,130
Deposits Held In Custody For Others	217	-	-	-	217
Total Liabilities	558,248	2,830	68,869	6,080	636,027
Deferred Inflow of Resources	77,984	-	-	-	77,984
Fund Balances:					
Nonspendable:					
Inventories	52,810	-	-	-	52,810
Permanent Fund Principal	-	-	-	1,974,475	1,974,475
Prepaids	159,945	-	3,114	2	163,061
Restricted	1,399,829	122,461	5	-	1,522,295
Committed	5,199,196	-	1,354,543	29,419	6,583,158
Total Fund Balances	6,811,780	122,461	1,357,662	2,003,896	10,295,799
Total Liabilities, Deferred Inflows of Resources and Fund Balances	$ 7,448,012	$ 125,291	$ 1,426,531	$ 2,009,976	$ 11,009,810

Combining Statement Of Revenues, Expenditures, And Changes In Fund Balances
Other Governmental Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	Special Revenue	Debt Service	Capital Project	Permanent	Totals
Revenues:					
Taxes:					
Individual and Fiduciary Income	$ 1,254,675	$ -	$ -	$ -	$ 1,254,675
Corporate Income	266,586	-	-	-	266,586
Sales and Use	45,733	-	-	-	45,733
Excise	377,409	-	-	-	377,409
Other Taxes	296,206	-	-	-	296,206
Licenses, Permits, and Fines	528,268	-	-	-	528,268
Charges for Goods and Services	213,050	-	-	-	213,050
Rents	5,090	-	31	46,418	51,539
Investment Income (Loss)	319,284	11,761	23,969	159,722	514,736
Federal Grants and Contracts	439,448	-	101,543	-	540,991
Additions to Permanent Funds	-	-	-	3,135	3,135
Unclaimed Property Receipts	303,809	-	-	-	303,809
Other	122,381	663	2,463	220,823	346,330
Total Revenues	4,171,939	12,424	128,006	430,098	4,742,467
Expenditures:					
Current:					
General Government	58,484	-	57,482	1,438	117,404
Business, Community, and Consumer Affairs	603,682	-	40,731	-	644,413
Education	132,257	-	5,504	-	137,761
Health and Rehabilitation	206,102	-	1,222	-	207,324
Justice	312,242	-	28,066	-	340,308
Natural Resources	116,375	-	39	17,756	134,170
Social Assistance	502,054	-	46,011	-	548,065
Transportation	5,383	-	-	-	5,383
Capital Outlay	34,989	-	90,918	881	126,788
Intergovernmental:					
Cities	144,950	-	1	-	144,951
Counties	178,763	-	36	54	178,853
School Districts	1,890,504	-	-	-	1,890,504
Special Districts	37,577	-	-	-	37,577
Federal	1,208	-	-	-	1,208
Other	142,006	-	895	-	142,901
Debt Service	13,968	217,434	5,563	-	236,965
Total Expenditures	4,380,544	217,434	276,468	20,129	4,894,575
Excess of Revenues Over (Under) Expenditures	(208,605)	(205,010)	(148,462)	409,969	(152,108)
Other Financing Sources (Uses):					
Transfers-In	664,296	210,276	372,662	25	1,247,259
Transfers-Out	(804,802)	-	(398,008)	(183,295)	(1,386,105)
Face Amount of Bond/COP Issuance	-	4,653	248,517	-	253,170
Bond/COP Premium/Discount	-	26,708	-	-	26,708
Issuance of Leases & SBITAs	10,263	-	-	-	10,263
Sale of Capital Assets	-	-	238	1	239
Insurance Recoveries	23	-	11,121	-	11,144
Total Other Financing Sources (Uses)	(130,220)	241,637	234,530	(183,269)	162,678
Net Change in Fund Balances	(338,825)	36,627	86,068	226,700	10,570
Fund Balance, Fiscal Year Beginning	7,571,759	85,834	1,271,594	1,777,196	10,706,383
Restatement (See Note 15A)	(421,154)	-	-	-	(421,154)
Fund Balance, Fiscal Year Beginning (Restated)	7,150,605	85,834	1,271,594	1,777,196	10,285,229
Fund Balance, Fiscal Year End	$ 6,811,780	$ 122,461	$ 1,357,662	$ 2,003,896	$ 10,295,799

Capital Projects Fund Components

Transactions related to resources obtained and used for acquisition, construction, or improvement of State owned facilities and certain equipment are accounted for in the Capital Projects Fund, unless the activity occurs in a proprietary fund or in certain instances when the activity is incidental to a cash fund. For legal compliance purposes, the Capital Projects Fund is is segregated into the following components:

Regular Capital Projects

This fund accounts for projects that are either fully or partially funded with general-purpose revenue that is transferred from the General Purpose Revenue Fund. It also includes cash-funded or mixed funded projects.

Special Capital Projects

This fund accounts for certain projects that are not funded with any general-purpose revenue. This includes projects funded with the proceeds of certificates of participation such as the Colorado History Center and the Ralph L. Carr Justice Center, federal projects in the Department of Military Affairs, Lottery-funded projects in the Department of Natural Resources, and several smaller projects.

Combining Balance Sheet
Capital Projects Fund Components
June 30, 2025

(Dollars in Thousands)	Regular Capital Projects	Special Capital Projects	Total
Assets:			
Cash and Pooled Cash	$ 791,594	$ 15,871	$ 807,465
Other Receivables, net	458	1,896	2,354
Due From Other Governments	11,490	50,491	61,981
Due From Other Funds	4,647	479	5,126
Prepaids, Advances and Deposits	1,524	1,596	3,120
Investments	546,478	7	546,485
Total Assets	1,356,191	70,340	1,426,531
Liabilities:			
Accounts Payable and Accrued Liabilities	24,802	20,917	45,719
Due To Other Funds	21,479	11	21,490
Unearned Revenue	1,632	28	1,660
Total Liabilities	47,913	20,956	68,869
Fund Balances:			
Nonspendable:			
Prepaids	1,518	1,596	3,114
Restricted	-	5	5
Committed	1,306,760	47,783	1,354,543
Total Fund Balances	1,308,278	49,384	1,357,662
Total Liabilities, Deferred Inflows of Resources and und Balances	$ 1,356,191	$ 70,340	$ 1,426,531

Combining Schedule Of Revenues, Expenditures, And Changes In Fund Balances Capital Projects Fund Components For The Year Ended June 30, 2025

(Dollars in Thousands)	Regular Capital Projects	Special Capital Projects	Total
Revenues:			
Rents	$ 31	$ -	$ 31
Investment Income (Loss)	24,471	(502)	23,969
Federal Grants and Contracts	39,896	61,647	101,543
Other	693	1,770	2,463
Total Revenues	65,091	62,915	128,006
Expenditures:			
Current:			
General Government	34,119	23,363	57,482
Business, Community, and Consumer Affairs	1,998	38,733	40,731
Education	5,461	43	5,504
Health and Rehabilitation	1,222	-	1,222
Justice	21,755	6,311	28,066
Natural Resources	-	39	39
Social Assistance	45,673	338	46,011
Capital Outlay	86,352	4,566	90,918
Intergovernmental:			
Cities	-	1	1
Counties	-	36	36
Other	-	895	895
Debt Service	4,753	810	5,563
Total Expenditures	201,333	75,135	276,468
Excess of Revenues Over (Under) Expenditures	(136,242)	(12,220)	(148,462)
Other Financing Sources (Uses):			
Transfers-In	358,589	14,073	372,662
Transfers-Out	(392,700)	(5,308)	(398,008)
Face Amount of Bond/COP Issuance	248,517	-	248,517
Sale of Capital Assets	-	238	238
Insurance Recoveries	-	11,121	11,121
Total Other Financing Sources (Uses)	214,406	20,124	234,530
Net Change in Fund Balances	78,164	7,904	86,068
Fund Balance, Fiscal Year Beginning	1,230,114	41,480	1,271,594
Fund Balance, Fiscal Year End	$ 1,308,278	$ 49,384	$ 1,357,662

Special Revenue Funds

Labor

This fund accounts for injured workers' medical benefits provided by statutes when the injury is not covered by workers' compensation benefits.

Resource Extraction

This fund accounts for receipts from severance taxes, mineral leasing, and fees associated with the regulation of mining activities. Expenditures include distributions to local governments, regulatory costs, and loans to special districts and local governments for water projects.

State Education

The State Education Fund was created in the State Constitution by a vote of the people in November 2000. The fund's primary revenue source is a tax of one third of one percent on federal taxable income. The revenues are restricted for the purpose of improving Colorado students' primary education by funding specific programs and by guaranteeing appropriation growth of at least one percent greater than annual inflation through Fiscal Year 2010-11, and by inflation thereafter.

Gaming

This fund accounts for operations of the Colorado Gaming Commission and its oversight of gaming operations in the State. It also accounts for the preservation activities of the Colorado Historical Society related to the revenues it receives from gaming.

Tobacco Impact Mitigation

This fund accounts for receipts directly from the tobacco litigation settlement, earnings on those funds, and the expenditures of programs funded by the tobacco master settlement agreement. In addition, it accounts for tax revenues received from an additional State tax on cigarettes and tobacco products approved by State voters in the 2004 general election and the expenditure of those tax revenues.

Resource Management

This fund accounts for receipts from licenses, rents, and fees related to managing the water, oil and gas resources of the State. Most of the related programs are managed by the Colorado Department of Natural Resources.

Environment and Health Protection

This fund accounts for a large number of individual programs managed primarily by the Department of Public Health and Environment. The programs are primarily designed to regulate air, water, and other forms of pollution, control the spread of diseases, and regulate activities that impact the health of the citizens of Colorado.

Unclaimed Property

This fund reports the escheats funds managed by the State Treasurer that are not held in trust for claimants. The receipts of the fund are from bank accounts, investment accounts, and insurance proceeds that are placed with the State when the owners of the assets cannot be located. Per statute, the owner's legal rights to the asset are protected in perpetuity; however, historically not all of the assets are claimed. The assets ultimately expected to be claimed and paid are reported as Net Position Held In Trust in the Unclaimed Property Trust Fund, a nonmajor Fiduciary Fund.

Housing Affordability

This fund primarily accounts for programs related to the Colorado Affordable Housing, Emergency Housing Voucher, Homeless Prevention, Housing investment trust fund, and Housing and Urban Development.

Other Special Revenue

This fund category represents a collection of active funds created in statute that have a wide variety of purposes. Funds in this category also have a broad diversity of revenue types.

Combining Balance Sheet
Special Revenue Funds
June 30, 2025

(Dollars in Thousands)	Labor	Resource Extraction	State Education	Gaming
Assets:				
Cash and Pooled Cash	$ 154,407	$ 908,721	$ -	$ 302,649
Taxes Receivable, net	15,925	764	-	21,349
Other Receivables, net	15,235	56,426	-	113
Due From Other Governments	82	6,221	2,265	14
Due From Other Funds	3,897	13,731	-	291
Inventories	-	51,743	-	141
Prepaids, Advances and Deposits	1,051	33,250	-	1,928
Restricted Cash and Pooled Cash	25,000	68,000	1,026,356	6,766
Restricted Investments	-	-	-	-
Restricted Receivables	-	-	-	-
Investments	-	-	-	-
Other Long-Term Assets	-	604,810	-	-
Total Assets	215,597	1,743,666	1,028,621	333,251
Liabilities:				
Tax Refunds Payable	-	-	-	-
Accounts Payable and Accrued Liabilities	4,415	51,540	1,403	13,527
Due To Other Governments	-	22,436	-	24,724
Due To Other Funds	1,264	759	2	30,179
Unearned Revenue	419	1,757	-	2,010
Claims and Judgments Payable	78	-	-	-
Other Current Liabilities	103	87	-	-
Deposits Held In Custody For Others	-	-	-	5
Total Liabilities	6,279	76,579	1,405	70,445
Deferred Inflow of Resources	-	764	-	-
Fund Balances:				
Nonspendable:				
Inventories	-	51,743	-	141
Prepaids	1,051	33,250	-	1,928
Restricted	25,000	81,376	1,027,216	114,255
Committed	183,267	1,499,954	-	146,482
Total Fund Balances	209,318	1,666,323	1,027,216	262,806
Total Liabilities, Deferred Inflows of Resources and und Balances	$ 215,597	$ 1,743,666	$ 1,028,621	$ 333,251

Tobacco Impact Mitigation	Resource Management	Environment and Health Protection	Unclaimed Property	Housing Affordability	Other Special Revenue	Totals
$ 135,431	$ 49,326	$ 392,236	$ 903,061	$ 659,830	$ 1,052,998	$ 4,558,659
50	-	1,295	-	-	17,031	56,414
57,912	43	14,946	1,911	2,658	85,875	235,119
1,393	-	57,348	-	24,732	13,591	105,646
-	-	-	-	-	9,070	26,989
-	-	926	-	-	-	52,810
4	3,273	196	-	72,198	48,046	159,946
-	-	-	-	-	94,654	1,220,776
-	-	-	5,000	-	-	5,000
-	-	-	-	-	96,216	96,216
-	-	-	200,813	-	17,329	218,142
-	-	-	-	107,485	-	712,295
194,790	52,642	466,947	1,110,785	866,903	1,434,810	7,448,012
-	-	-	-	-	10,118	10,118
22,658	2,549	18,334	542	54,289	64,198	233,455
96	-	3,245	-	2,489	6,625	59,615
3,252	158	23,707	12	-	6,784	66,117
-	-	7,063	-	59,492	81,768	152,509
-	-	-	-	-	12	90
-	5	26,517	1	315	9,099	36,127
-	-	-	-	212	-	217
26,006	2,712	78,866	555	116,797	178,604	558,248
50	-	-	-	-	77,170	77,984
-	-	926	-	-	-	52,810
4	3,273	196	-	72,198	48,045	159,945
38,262	6,666	2,054	5,000	-	100,000	1,399,829
130,468	39,991	384,905	1,105,230	677,908	1,030,991	5,199,196
168,734	49,930	388,081	1,110,230	750,106	1,179,036	6,811,780
$ 194,790	$ 52,642	$ 466,947	$ 1,110,785	$ 866,903	$ 1,434,810	$ 7,448,012

Combining Statement Of Revenues, Expenditures, And Changes In Fund Balances Special Revenue Funds For The Year Ended June 30, 2025

(Dollars in Thousands)

	Labor	Resource Extraction	State Education	Gaming
Revenues:				
Taxes:				
Individual and Fiduciary Income	$ -	$ -	$ 999,007	$ -
Corporate Income	-	-	205,259	-
Sales and Use	-	-	-	-
Excise	-	-	-	-
Other Taxes	40,157	10,598	-	213,669
Licenses, Permits, and Fines	1,762	3,647	-	2,525
Charges for Goods and Services	252	27,405	-	229
Rents	-	4	-	-
Investment Income (Loss)	7,409	83,754	97,609	11,956
Federal Grants and Contracts	-	111,128	-	-
Unclaimed Property Receipts	-	-	-	-
Other	3,721	15,385	4,704	13,981
Total Revenues	53,301	251,921	1,306,579	242,360
Expenditures:				
Current:				
General Government	-	-	234	300
Business, Community, and Consumer Affairs	52,146	14,132	-	56,473
Education	1,315	-	66,484	25,694
Health and Rehabilitation	-	542	-	-
Justice	528	-	-	-
Natural Resources	-	96,747	-	9,865
Social Assistance	-	-	-	-
Transportation	-	-	-	-
Capital Outlay	74	6,760	-	84
Intergovernmental:				
Cities	482	63,889	-	24,724
Counties	787	31,881	-	26,011
School Districts	-	2,436	1,822,307	36
Special Districts	33	19,907	-	3,038
Federal	-	548	-	-
Other	25	4,695	-	5,116
Debt Service	1,299	856	-	160
Total Expenditures	56,689	242,393	1,889,025	151,501
Excess of Revenues Over (Under) Expenditures	(3,388)	9,528	(582,446)	90,859
Other Financing Sources (Uses):				
Transfers-In	12,205	1,565	165,932	27
Transfers-Out	(22,209)	(167,347)	(113,026)	(65,635)
Issuance of Leases & SBITAs	-	-	-	-
Insurance Recoveries	23	-	-	-
Total Other Financing Sources (Uses)	(9,981)	(165,782)	52,906	(65,608)
Net Change in Fund Balances	(13,369)	(156,254)	(529,540)	25,251
Fund Balance, Fiscal Year Beginning	441,184	1,822,577	1,556,756	237,555
Restatement (See Note 15A)	(218,497)	-	-	-
Fund Balance, Fiscal Year Beginning (Restated)	222,687	1,822,577	1,556,756	237,555
Fund Balance, Fiscal Year End	$ 209,318	$ 1,666,323	$ 1,027,216	$ 262,806

Tobacco Impact Mitigation	Resource Management	Environment and Health Protection	Unclaimed Property	Housing Affordability	Other Special Revenue	Totals
$ -	$ -	$ -	$ -	$ 255,668	$ -	$ 1,254,675
-	-	-	-	61,327	-	266,586
-	-	-	-	-	45,733	45,733
86,944	-	1,678	-	-	288,787	377,409
-	-	23,976	-	-	7,806	296,206
74,379	2,585	74,264	-	1,550	367,556	528,268
-	1,626	91,923	-	-	91,615	213,050
-	-	-	-	-	5,086	5,090
5,417	2,215	16,295	44,613	(2,689)	52,705	319,284
1,896	-	120,399	3	179,698	26,324	439,448
-	-	-	303,809	-	-	303,809
1,466	1,423	19,374	42	17,806	44,479	122,381
170,102	7,849	347,909	348,467	513,360	930,091	4,171,939
414	-	2,336	4,466	-	50,734	58,484
-	-	17,372	2,026	247,571	213,962	603,682
3,913	-	12	-	-	34,839	132,257
26,551	-	121,854	-	-	57,155	206,102
355	-	107,809	-	-	203,550	312,242
-	8,508	961	-	-	294	116,375
94,855	-	56,040	-	-	351,159	502,054
-	-	20	-	-	5,363	5,383
31	197	17,850	78	-	9,915	34,989
718	50	6,880	-	13,663	34,544	144,950
29,697	948	4,522	15	4,335	80,567	178,763
33,636	35	4,656	17	-	27,381	1,890,504
2,292	-	1,623	126	1,080	9,478	37,577
-	-	219	85	298	58	1,208
9,869	4,024	12,970	-	48,963	56,344	142,006
-	-	238	553	-	10,862	13,968
202,331	13,762	355,362	7,366	315,910	1,146,205	4,380,544
(32,229)	(5,913)	(7,453)	341,101	197,450	(216,114)	(208,605)
69,098	6,000	33,324	219	15,450	360,476	664,296
(26,870)	(141)	(67,683)	(66,646)	(3,633)	(271,612)	(804,802)
-	-	6,357	-	-	3,906	10,263
-	-	-	-	-	-	23
42,228	5,859	(28,002)	(66,427)	11,817	92,770	(130,220)
9,999	(54)	(35,455)	274,674	209,267	(123,344)	(338,825)
158,735	49,984	423,536	835,556	-	2,045,876	7,571,759
-	-	-	-	540,839	(743,496)	(421,154)
158,735	49,984	423,536	835,556	540,839	1,302,380	7,150,605
$ 168,734	$ 49,930	$ 388,081	$ 1,110,230	$ 750,106	$ 1,179,036	$ 6,811,780

Permanent Funds

State Lands

This fund consists of the assets, liabilities, and operations related to lands granted to the State by the federal government for educational purposes. This fund also includes unclaimed assets from estates or trusts with unknown beneficiaries. Per statute, these assets become property of the State after 21 years.

Other Permanent Trust

This fund category represents several minor permanent funds including Wildlife for Future Generations Fund and the Veterans Monument Preservation Fund.

Combining Balance Sheet
Permanent Funds
June 30, 2025

(Dollars in Thousands)	State Lands	Other	Totals
Assets:			
Other Receivables, net	$ 24,749	$ 2	$ 24,751
Prepaids, Advances and Deposits	2	-	2
Restricted Cash and Pooled Cash	175,496	29,417	204,913
Restricted Investments	1,751,910	-	1,751,910
Other Long-Term Assets	22,426	-	22,426
Total Assets	1,974,583	29,419	2,004,002
Deferred Outflow of Resources	5,974	-	5,974
Liabilities:			
Accounts Payable and Accrued Liabilities	5,804	-	5,804
Due To Other Funds	273	-	273
Other Current Liabilities	3	-	3
Total Liabilities	6,080	-	6,080
Fund Balances:			
Nonspendable:			
Permanent Fund Principal	1,974,475	-	1,974,475
Prepaids	2	-	2
Committed	-	29,419	29,419
Total Fund Balances	1,974,477	29,419	2,003,896
Total Liabilities, Deferred Inflows of Resources and und Balances	$ 1,980,557	$ 29,419	$ 2,009,976

Combining Statement Of Revenues, Expenditures, And Changes In Fund Balances Permanent Funds For The Year Ended June 30, 2025

(Dollars in Thousands)	State Lands	Other	Totals
Revenues:			
Rents	$ 46,418	$ -	$ 46,418
Investment Income (Loss)	158,718	1,004	159,722
Additions to Permanent Funds	3,135	-	3,135
Other	217,891	2,932	220,823
Total Revenues	426,162	3,936	430,098
Expenditures:			
Current:			
General Government	1,438	-	1,438
Natural Resources	17,756	-	17,756
Capital Outlay	881	-	881
Intergovernmental:			
Counties	54	-	54
Total Expenditures	20,129	-	20,129
Excess of Revenues Over (Under) Expenditures	406,033	3,936	409,969
Other Financing Sources (Uses):			
Transfers-In	25	-	25
Transfers-Out	(183,233)	(62)	(183,295)
Sale of Capital Assets	-	1	1
Total Other Financing Sources (Uses)	(183,208)	(61)	(183,269)
Net Change in Fund Balances	222,825	3,875	226,700
Fund Balance, Fiscal Year Beginning	1,751,652	25,544	1,777,196
Fund Balance, Fiscal Year End	$ 1,974,477	$ 29,419	$ 2,003,896

Other Enterprise Funds

These funds account for operations of State agencies that provide a majority of their services to the public on a user charge basis; most of them have been designated by statute as enterprises. The major activities in these funds are:

Parks And Wildlife

Expenses of this fund are to preserve the State's parks, wildlife and promote outdoor recreational activities, while revenues are from hunting and fishing license fees as well as various fines.

College Assist

This fund records the activities of College Assist, which guarantees Colorado and certain nationwide loans made by private lending institutions in compliance with operating agreements with the U.S. Department of Education to students attending postsecondary schools. It also includes loan programs for Colorado residents that are not reinsured by the federal government.

Lottery

The State Lottery encompasses the various lottery and lotto games run under Colorado Revised Statutes. The primary revenue source is lottery ticket sales, and the net proceeds are primarily distributed to the Great Outdoors Colorado Program (a related organization), the Conservation Trust Fund, and when receipts are adequate, the General Purpose Revenue Fund. The funds are used primarily for open space purchases and recreational facilities throughout the State.

State Fair Authority

The State Fair Authority operates the Colorado State Fair, and other events, at the State fairgrounds in Pueblo.

Correctional Industries

This activity reports the production and sale of manufactured goods and farm products that are produced by convicted criminals who are incarcerated in the State prison system.

State Nursing Homes

This activity is for nursing home and retirement care provided to the elderly at the State facilities at Fitzsimons, Homelake, Walsenburg, Florence, and Rifle.

Prison Canteens

This activity accounts for the various canteen operations in the State's prison system.

Petroleum Storage Tank

This activity accounts for grants, registration fees, environmental response surcharges, and penalties associated with the regulation and abatement of fire and safety issues related to above and underground petroleum storage tanks.

Other Enterprise Activities

The other enterprise activities includes the State and CollegeInvest. The State includes the Business Enterprise Program, which is staffed by the visually impaired and manages food vending operations in State buildings; the Enterprise Services Fund of the Colorado Historical Society, which sells goods at State museums; and various smaller enterprise operations.

Combining Statement Of Net Position
Other Enterprise Funds
June 30, 2025

(Dollars in Thousands)	Parks and Wildlife	College Assist	State Lottery	State Fair Authority
Assets:				
Current Assets:				
Cash and Pooled Cash	$ 418,849	$ 150,991	$ 69,229	$ 5,287
Premiums/Taxes Receivable, net	-	-	-	-
Student and Other Receivables, net	15,349	-	39,411	341
Due From Other Governments	15,288	4,016	-	-
Due From Other Funds	4,053	-	-	-
Due From Component Units	-	-	-	-
Inventories	2,409	-	105	-
Prepaids, Advances and Deposits	5,835	156	5,368	39
Total Current Assets	461,783	155,163	114,113	5,667
Noncurrent Assets:				
Restricted Cash and Pooled Cash	-	12,224	-	-
Restricted Receivables	-	13,650	-	-
Other Long-Term Assets	494	-	-	507
Depreciable/Amortizable Capital Assets, net	273,116	1,491	7,040	25,748
Land and Nondepreciable Capital Assets	490,671	-	-	4,563
Total Noncurrent Assets	764,281	27,365	7,040	30,818
Total Assets	1,226,064	182,528	121,153	36,485
Deferred outflow of resources	25,592	278	1,818	812
Liabilities:				
Current Liabilities:				
Accounts Payable and Accrued Liabilities	28,587	146	9,974	385
Due To Other Governments	-	15,590	14	-
Due To Other Funds	957	-	40,528	-
Unearned Revenue	70,594	-	-	1,020
Compensated Absences Payable	1,479	161	56	12
Lease & Subscriptions Payable	819	249	807	-
Notes, Bonds, and COPs Payable	-	-	-	-
Other Current Liabilities	531	17,068	64,517	15
Total Current Liabilities	102,967	33,214	115,896	1,432
Noncurrent Liabilities:				
Due to Other Funds	12,877	-	-	-
Deposits Held In Custody For Others	25	-	-	-
Accrued Compensated Absences	10,419	44	832	162
Lease & Subscriptions Payable	5,249	674	1,578	-
Notes, Bonds, and COPs Payable	-	-	-	-
Net Pension Liability	211,172	2,722	17,218	6,460
Other Postemployment Benefits	3,464	38	296	105
Other Long-Term Liabilities	-	26,950	-	-
Total Noncurrent Liabilities	243,206	30,428	19,924	6,727
Total Liabilities	346,173	63,642	135,820	8,159
Deferred inflow of resources	8,564	238	514	639
Net Position:				
Net Investment in Capital Assets	757,712	568	4,667	30,311
Restricted For:				
Other Purposes	-	10,387	2,544	-
Unrestricted	139,207	107,971	(20,574)	(1,812)
Total Net Position	$ 896,919	$ 118,926	$ (13,363)	$ 28,499

Correctional Industries	State Nursing Homes	Prison Canteens	Petroleum Storage Tank	Other Enterprise Activities	Totals
$ 2,256	$ 4,335	$ 5,331	$ 6,154	$ 360,918	$ 1,023,350
-	-	-	56	200	256
960	333	-	3,266	9,299	68,959
493	3,708	-	10	236	23,751
64	2,964	-	-	621	7,702
-	298	-	-	-	298
5,562	137	1,190	-	296	9,699
-	-	-	-	306	11,704
9,335	11,775	6,521	9,486	371,876	1,145,719
-	-	-	-	-	12,224
-	-	-	-	-	13,650
-	-	-	-	69	1,070
3,520	20,639	1,236	5	8,767	341,562
977	5,321	-	-	4,049	505,581
4,497	25,960	1,236	5	12,885	874,087
13,832	37,735	7,757	9,491	384,761	2,019,806
866	9,159	369	1,111	2,975	42,980
1,435	4,101	954	3,127	41,987	90,696
-	694	-	-	-	16,298
-	-	-	-	51	41,536
39	347	-	-	3,420	75,420
120	239	-	377	357	2,801
72	177	-	-	286	2,410
-	255	-	-	-	255
7	281	-	14	-	82,433
1,673	6,094	954	3,518	46,101	311,849
-	-	-	-	15,586	28,463
-	-	-	-	5	30
201	2,769	119	622	788	15,956
1,010	440	-	-	859	9,810
-	324	-	-	-	324
8,623	70,011	3,553	6,700	21,545	348,004
144	1,194	60	111	305	5,717
-	-	-	-	-	26,950
9,978	74,738	3,732	7,433	39,088	435,254
11,651	80,832	4,686	10,951	85,189	747,103
1,861	3,002	1,023	178	2,390	18,409
3,415	24,764	1,236	5	10,704	833,382
-	-	-	-	-	12,931
(2,229)	(61,704)	1,181	(532)	289,453	450,961
$ 1,186	$ (36,940)	$ 2,417	$ (527)	$ 300,157	$ 1,297,274

Combining Statement Of Revenues, Expenses, And Changes In Fund Net Position Other Enterprise Funds For The Year Ended June 30, 2025

(Dollars in Thousands)	Parks and Wildlife	College Assist	State Lottery	State Fair Authority
Operating Revenues:				
Licenses and Permits	$ 199,955	$ -	$ 58	$ -
Tuition and Fees	68	-	-	-
Sales of Goods and Services	13,578	-	827,860	7,973
Investment Income (Loss)	-	1,783	-	-
Rental Income	-	-	-	631
Federal Grants and Contracts	50,492	117,172	-	-
Intergovernmental Revenue	33,884	-	-	-
Other	1,862	3	1,578	-
Total Operating Revenues	299,839	118,958	829,496	8,604
Operating Expenses:				
Salaries and Fringe Benefits	143,361	13,054	11,154	6,689
Operating and Travel	149,953	93,514	81,110	4,625
Cost of Goods Sold	1,266	-	28,505	-
Depreciation and Amortization	21,435	473	2,089	1,689
Intergovernmental Distributions	11,770	-	-	-
Debt Service	-	5,111	-	-
Prizes and Awards	3	15,375	539,618	857
Total Operating Expenses	327,788	127,527	662,476	13,860
Operating Income (Loss)	(27,949)	(8,569)	167,020	(5,256)
Nonoperating Revenues and (Expenses):				
Taxes	-	-	-	-
Fines and Settlements	2,768	-	-	-
Investment Income (Loss)	15,255	7,626	4,768	85
Rental Income	19,088	-	-	-
Gifts and Donations	1,484	-	-	425
Intergovernmental Distributions	-	-	(84,905)	-
Gain/(Loss) on Disposal or Impairment of Capital Assets	51	-	-	-
Insurance Recoveries from Prior Year Impairments	3,630	-	-	-
Debt Service	(164)	-	(56)	-
Other Expenses	(24)	-	-	-
Other Revenues	10	-	-	2,420
Total Nonoperating Revenues (Expenses)	42,098	7,626	(80,193)	2,930
Income (Loss) Before Contributions and Transfers	14,149	(943)	86,827	(2,326)
Contributions, Transfers, and Other Items:				
Capital Grants and Contributions	-	-	-	3,351
Transfers-In	22,866	-	4	1,300
Transfers-Out	(5,448)	(60)	(85,624)	(166)
Total Contributions and Transfers	17,418	(60)	(85,620)	4,485
Change in Net Position	31,567	(1,003)	1,207	2,159
Net Position - Fiscal Year Beginning	865,352	119,929	(14,570)	26,340
Net Position - Fiscal Year Ending	$ 896,919	$ 118,926	$ (13,363)	$ 28,499

Correctional Industries	State Nursing Homes	Prison Canteens	Petroleum Storage Tank	Other Enterprise Activities	Totals
$ -	$ -	$ -	$ 511	$ 25,663	$ 226,187
-	-	-	4	2,027	2,099
29,037	24,391	22,506	-	158,675	1,084,020
-	-	-	-	1,774	3,557
-	-	-	-	1,852	2,483
-	41,820	-	12	362,549	572,045
-	126	-	-	88	34,098
267	1,937	120	-	29,617	35,384
29,304	68,274	22,626	527	582,245	1,959,873
1,702	48,524	1,012	12,546	16,191	254,233
8,236	13,887	4,005	22,599	568,293	946,222
9,201	-	16,681	-	271	55,924
561	1,547	201	3	1,128	29,126
-	8,794	-	-	6,015	26,579
-	-	-	-	-	5,111
-	-	1	-	1	555,855
19,700	72,752	21,900	35,148	591,899	1,873,050
9,604	(4,478)	726	(34,621)	(9,654)	86,823
-	-	-	38,694	-	38,694
-	-	-	-	73	2,841
(345)	616	390	(133)	17,830	46,092
149	-	-	-	-	19,237
3	-	-	-	72	1,984
-	-	-	-	-	(84,905)
(5)	28	-	-	(9)	65
-	-	-	-	-	3,630
(204)	52	-	(277)	(47)	(696)
-	-	-	-	-	(24)
-	-	-	-	-	2,430
(402)	696	390	38,284	17,919	29,348
9,202	(3,782)	1,116	3,663	8,265	116,171
-	-	-	-	21	3,372
102	9,112	-	-	11	33,395
(397)	(2,370)	(118)	(24)	(2,447)	(96,654)
(295)	6,742	(118)	(24)	(2,415)	(59,887)
8,907	2,960	998	3,639	5,850	56,284
(7,721)	(39,900)	1,419	(4,166)	294,307	1,240,990
$ 1,186	$ (36,940)	$ 2,417	$ (527)	$ 300,157	$ 1,297,274

Combining Statement Of Cash Flows
Other Enterprise Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	Parks and Wildlife	College Assist	State Lottery	State Fair Authority
Cash Flows from Operating Activities:				
Cash Received from:				
Tuition, Fees, and Student Loans	$ 68	$ -	$ -	$ -
Fees for Service	212,029	-	-	6,228
Receipts for Interfund Services	449	-	-	-
Sales of Products	9,504	-	827,860	75
Gifts, Grants, and Contracts	75,383	120,169	-	-
Loan and Note Repayments	-	-	-	37
Income from Property	19,088	-	-	631
Other Sources	40,879	1,784	1,454	1,457
Cash Payments to or for:				
Employees	(147,041)	(12,350)	(12,214)	(6,686)
Suppliers	(102,191)	-	(44,324)	(4,417)
Payments for Interfund Services	(7,399)	(198)	(242)	(112)
Sales Commissions and Lottery Prizes	(9,460)	-	(617,809)	-
Other Governments	(11,770)	-	-	-
Other	(16,188)	(112,295)	(59)	(1,017)
Net Cash Provided by Operating Activities	63,351	(2,890)	154,666	(3,804)
Cash Flows from Noncapital Financing Activities:				
Transfers-In	22,866	-	4	7,706
Transfers-Out	(5,448)	(60)	(85,624)	(166)
Receipt of Deposits Held in Custody	237	-	-	-
Gifts and Grants for Other Than Capital Purposes	1,484	-	-	425
Intergovernmental Distributions	-	-	(83,485)	-
Unclaimed Property Fund Interest	-	-	-	2,408
Net Cash from Noncapital Financing Activities	19,139	(60)	(169,105)	10,373
Cash Flows from Capital and Related Financing Activities:				
Acquisition of Capital Assets	(65,980)	(268)	(627)	(6,851)
Capital Debt Service Payments	-	-	(2)	-
Lease & SBITA Payments	(963)	(289)	(856)	-
Net Cash from Capital and Related Financing Activities	$ (66,943)	$ (557)	$ (1,485)	$ (6,851)

Correctional Industries	State Nursing Homes	Prison Canteens	Petroleum Storage Tank	Other Enterprise Activities	Totals
$ -	$ -	$ -	$ 4	$ 2,027	$ 2,099
19	24,274	-	414	139,270	382,234
8,103	-	-	-	22,088	30,640
20,881	-	22,506	-	982	881,808
25	41,827	-	1	566,550	803,955
-	-	-	-	-	37
149	-	-	-	1,669	21,537
256	596	120	38,755	52,313	137,614
(6,084)	(53,453)	(2,319)	(12,236)	(17,257)	(269,640)
(19,895)	(15,844)	(20,072)	-	(262,295)	(469,038)
(120)	(118)	(38)	(168)	(13,857)	(22,252)
-	-	-	-	(83)	(627,352)
-	(8,833)	-	-	(6,015)	(26,618)
(51)	(95)	(15)	(21,655)	(547,730)	(699,105)
3,283	(11,646)	182	5,115	(62,338)	145,919
102	9,112	-	-	11	39,801
(397)	(2,370)	(118)	(24)	(2,447)	(96,654)
-	-	-	-	-	237
3	-	-	-	72	1,984
-	-	-	-	-	(83,485)
-	-	-	-	-	2,408
(292)	6,742	(118)	(24)	(2,364)	(135,709)
(186)	(360)	(102)	(44)	(1,283)	(75,701)
(94)	-	-	-	(32)	(128)
(110)	-	-	(277)	(28)	(2,523)
$ (390)	$ (360)	$ (102)	$ (321)	$ (1,343)	$ (78,352)

(Continued)

Statement Of Cash Flows, Continued
Other Enterprise Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	Parks and Wildlife	College Assist	State Lottery	State Fair Authority
Cash FLOWS FROM INVESTING ACTIVITIES:				
Interest and Dividends on Investments	$ 13,288	$ 7,626	$ 3,124	$ 11
Increase(Decrease) from Unrealized Gain(Loss) on Investments	1,967	-	1,644	85
NET CASH FROM INVESTING ACTIVITIES	15,255	7,626	4,768	96
Net Increase (Decrease) in Cash and Pooled Cash	30,802	4,119	(11,156)	(186)
Cash and Pooled Cash, Fiscal Year Beginning	388,047	159,096	80,385	5,473
Cash and Pooled Cash, Fiscal Year End	$ 418,849	$ 163,215	$ 69,229	$ 5,287
RECONCILIATION OF OPERATING INCOME TO NET CASH				
PROVIDED BY OPERATING ACTIVITIES				
Operating Income (Loss)	(27,949)	(8,569)	167,020	(5,256)
Adjustments to Reconcile Operating Income (Loss) to Net Cash Provided by Operating Activities:				
Depreciation/Amortization	21,435	473	2,089	1,689
Investment/Rental Income and Other Revenue in Operating Income	-	-	-	-
Rents, Fines, Donations, and Grants and Contracts in NonOperating	25,560	-	-	-
Compensated Absences Expense	(935)	(28)	(49)	(1)
Interest and Other Expense in Operating Income	30,026	30	-	88
Net Changes in Assets, Deferred Outflows, Liabilities, and Deferred Inflows Related to Operating Activities:				
(Increase) Decrease in Operating Receivables	20,429	6,874	(182)	(193)
(Increase) Decrease in Inventories	(426)	-	175	-
(Increase) Decrease in Other Operating Assets and Deferred Outflows	(82)	(11)	(48)	5
(Increase) Decrease Pension Deferred Outflow	14,450	135	566	139
(Increase) Decrease in OPEB Deferred Outflows	367	6	10	14
Increase (Decrease) in Accounts Payable	(10,792)	153	576	(78)
Increase (Decrease) in Pension Liability	(19,139)	(368)	(998)	(54)
Increase (Decrease) in OPEB Liability	(1,858)	(21)	(146)	(46)
Increase (Decrease) in Other Operating Liabilities and Deferred Inflows	9,492	(1,480)	(14,005)	(66)
Increase (Decrease) in Pension Deferred Inflows	2,646	(87)	(332)	(41)
Increase (Decrease) in OPEB Deferred Inflows	127	3	(10)	(4)
NET CASH PROVIDED BY OPERATING ACTIVITIES	$ 63,351	$ (2,890)	$ 154,666	$ (3,804)
Supplementary Information - Noncash Transactions:				
Disposal of Capital Assets	-	-	473	-
Noncapital Gifts	4	-	-	-

Correctional Industries	State Nursing Homes	Prison Canteens	Petroleum Storage Tank	Other Enterprise Activities	Totals
$ -	$ 161	$ 328	$ 151	$ 11,285	$ 35,974
(345)	455	62	(285)	8,320	11,903
(345)	616	390	(134)	19,605	47,877
2,256	(4,648)	352	4,636	(46,440)	(20,265)
-	8,983	4,979	1,518	407,358	1,055,839
$ 2,256	$ 4,335	$ 5,331	$ 6,154	$ 360,918	$ 1,035,574
9,604	(4,478)	726	(34,621)	(9,654)	86,823
561	1,547	201	3	1,128	29,126
-	-	-	-	(1,774)	(1,774)
149	-	-	38,694	100	64,503
(333)	(70)	(104)	(18)	54	(1,484)
-	147	21	44	738	31,094
(35)	(967)	-	(48)	207,386	233,264
(179)	40	733	-	8	351
-	-	-	-	34	(102)
453	1,361	259	(107)	1,994	19,250
8	89	16	(5)	56	561
536	(3,469)	(146)	1,042	(258,518)	(270,696)
(1,728)	(1,822)	(1,306)	295	(2,576)	(27,696)
(101)	(532)	(55)	(40)	(180)	(2,979)
(2,952)	332	-	-	(565)	(9,244)
(2,580)	(3,767)	(175)	(125)	(547)	(5,008)
(120)	(57)	12	1	(22)	(70)
$ 3,283	$ (11,646)	$ 182	$ 5,115	$ (62,338)	$ 145,919
-	-	-	-	-	473
-	-	-	-	-	4

Internal Service Funds

These funds account for operations of State agencies that provide a majority of their services to other State agencies on a user charge basis. The major activities in these funds are:

Central Services	This fund accounts for the sales of goods and services to other State agencies. The sales items include mail services, printing, quick copy, graphic design, microfilming, fleet, and motor pool.
Statewide Financial Information Technology Systems Cash Fund	This fund accounts for information technology maintenance and upgrades as well as direct and indirect costs of the department in connection with Statewide financial and human resources information technology systems.
Information Technology	This fund accounts for computer and telecommunications services sold to other State agencies.
Capitol Complex	This fund accounts for the cost and income related to maintaining State office space in the complex surrounding the State Capitol. Only certain capitol complex capital assets are reported in this fund, and other capitol complex capital assets are reported on the government-wide financial statements.
Highways	This fund is used to account for the operations of the Department of Transportation print shop.
Public Safety	This fund accounts for aircraft rental to State agencies by the Department of Public Safety.
Office Of Administrative Courts	This fund accounts for the operations of the Office of Administrative Courts in the Department of Personnel & Administration.
Legal Services	This fund accounts for the Attorney General's services to State agencies in the Department of Law.
Other Internal Service Activities	This fund primarily accounts for the activities of the Central Collections Unit within the Department of Personnel & Administration. The unit collects receivables due to State agencies on a straight commission basis.

Combining Statement Of Net Position
Internal Service Funds
June 30, 2025

(Dollars in Thousands)	Central Services	Financial Information Technology	Information Technology	Capitol Complex
Assets:				
Current Assets:				
Cash and Pooled Cash	$ 23,031	$ 3,589	$ 68,500	$ 8,436
Student and Other Receivables, net	1,862	-	11	3
Due From Other Governments	-	-	6	-
Inventories	1,839	-	-	74
Prepaids, Advances and Deposits	26	56	17,684	-
Total Current Assets	26,758	3,645	86,201	8,513
Noncurrent Assets:				
Restricted Cash and Pooled Cash	-	-	-	3,969
Depreciable/Amortizable Capital Assets, net	107,423	8,385	59,664	7,379
Land and Nondepreciable Capital Assets	-	-	1,232	-
Total Noncurrent Assets	107,423	8,385	60,896	11,348
Total Assets	134,181	12,030	147,097	19,861
Deferred outflow of resources	1,929	851	30,349	918
Liabilities:				
Current Liabilities:				
Accounts Payable and Accrued Liabilities	3,498	661	18,142	3,714
Due To Other Funds	3,866	-	34	-
Unearned Revenue	-	-	3,051	-
Compensated Absences Payable	11	132	1,437	4
Lease & Subscriptions Payable	179	-	24,778	-
Notes, Bonds, and COPs Payable	25,204	1,055	-	769
Other Current Liabilities	3,101	-	-	-
Total Current Liabilities	35,859	1,848	47,442	4,487
Noncurrent Liabilities:				
Accrued Compensated Absences	739	93	12,136	285
Lease & Subscriptions Payable	320	-	30,343	-
Notes, Bonds, and COPs Payable	84,128	7,005	-	9,059
Net Pension Liability	17,878	5,479	236,413	8,380
Other Postemployment Benefits	292	92	3,807	141
Total Noncurrent Liabilities	103,357	12,669	282,699	17,865
Total Liabilities	139,216	14,517	330,141	22,352
Deferred inflow of resources	750	131	5,013	205
Net Position:				
Net Investment in Capital Assets	(2,408)	325	5,775	(2,448)
Unrestricted	(1,448)	(2,092)	(163,483)	670
Total Net Position	$ (3,856)	$ (1,767)	$ (157,708)	$ (1,778)

Highways	Public Safety	Administrative Courts	Legal Services	Other Internal Service Activities	Totals
$ 305	$ 5,619	$ 2,671	$ 14,090	$ 153	$ 126,394
25	34	27	5	1	1,968
-	-	-	-	-	6
289	-	-	-	-	2,202
-	6	-	389	-	18,161
619	5,659	2,698	14,484	154	148,731
-	-	-	-	-	3,969
116	2,909	31	232	-	186,139
-	41	-	-	-	1,273
116	2,950	31	232	-	191,381
735	8,609	2,729	14,716	154	340,112
1	5,123	852	13,188	7	53,218
81	1,085	407	5,069	3	32,660
-	-	-	-	-	3,900
-	-	-	-	-	3,051
-	12	6	330	-	1,932
-	133	14	-	-	25,104
-	-	-	-	-	27,028
-	-	-	-	-	3,101
81	1,230	427	5,399	3	96,776
-	396	364	3,334	-	17,347
-	560	-	-	-	31,223
-	-	-	-	-	100,192
2	9,947	9,012	90,510	-	377,621
-	155	151	1,401	-	6,039
2	11,058	9,527	95,245	-	532,422
83	12,288	9,954	100,644	3	629,198
85	172	550	1,535	18	8,459
116	2,257	17	232	-	3,866
452	(985)	(6,940)	(74,507)	140	(248,193)
$ 568	$ 1,272	$ (6,923)	$ (74,275)	$ 140	$ (244,327)

Combining Statement Of Revenues, Expenses, And Changes In Fund Net Position Internal Service Funds For The Year Ended June 30, 2025

(Dollars in Thousands)	Central Services	Financial Information Technology	Information Technology	Capitol Complex
Operating Revenues:				
Sales of Goods and Services	$ 94,290	$ 2,501	$ 368,184	$ 41
Rental Income	-	-	-	16,749
Other	1,063	-	2,018	70
Total Operating Revenues	95,353	2,501	370,202	16,860
Operating Expenses:				
Salaries and Fringe Benefits	12,383	3,203	203,044	5,773
Operating and Travel	58,787	9,552	119,498	9,494
Depreciation and Amortization	31,572	1,518	28,844	1,903
Prizes and Awards	3	-	5	2
Total Operating Expenses	102,745	14,273	351,391	17,172
Operating Income (Loss)	(7,392)	(11,772)	18,811	(312)
Nonoperating Revenues and (Expenses):				
Fines and Settlements	-	-	-	1
Investment Income (Loss)	-	834	(113)	262
Gain/(Loss) on Disposal or Impairment of Capital Assets	3,616	1,745	(135)	4,557
Debt Service	(2,725)	(243)	(1,558)	(183)
Total Nonoperating Revenues (Expenses)	891	2,336	(1,806)	4,637
Income (Loss) Before Contributions and Transfers	(6,501)	(9,436)	17,005	4,325
Contributions, Transfers, and Other Items:				
Capital Grants and Contributions	1,580	-	-	-
Transfers-In	487	5,901	743	-
Transfers-Out	(657)	(167)	(84)	(1,565)
Total Contributions and Transfers	1,410	5,734	659	(1,565)
Change in Net Position	(5,091)	(3,702)	17,664	2,760
Net Position - Fiscal Year Beginning	1,235	1,935	(175,372)	(4,538)
Net Position - Fiscal Year Ending	$ (3,856)	$ (1,767)	$ (157,708)	$ (1,778)

Highways	Public Safety	Administrative Courts	Legal Services	Other Internal Service Activities	Totals
$ 1,125	$ 11,387	$ 7,011	$ 77,634	$ -	$ 562,173
-	-	-	-	-	16,749
-	(130)	-	-	-	3,021
1,125	11,257	7,011	77,634	-	581,943
(299)	11,345	4,923	67,057	(23)	307,406
761	995	848	5,350	-	205,285
13	827	84	181	-	64,942
-	-	-	-	-	10
475	13,167	5,855	72,588	(23)	577,643
650	(1,910)	1,156	5,046	23	4,300
-	-	-	-	-	1
(15)	(195)	35	574	12	1,394
-	-	-	-	-	9,783
-	(23)	(1)	(5)	-	(4,738)
(15)	(218)	34	569	12	6,440
635	(2,128)	1,190	5,615	35	10,740
-	-	-	-	-	1,580
-	-	236	6	-	7,373
-	(1,092)	(142)	(5,597)	(119)	(9,423)
-	(1,092)	94	(5,591)	(119)	(470)
635	(3,220)	1,284	24	(84)	10,270
(67)	4,492	(8,207)	(74,299)	224	(254,597)
$ 568	$ 1,272	$ (6,923)	$ (74,275)	$ 140	$ (244,327)

Combining Statement Of Cash Flows
Internal Service Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)

	Central Services	Financial Information Technology	Information Technology	Capitol Complex
Cash Flows from Operating Activities:				
Cash Received from:				
Fees for Service	$ 4,221	$ 60	$ 26	$ 54
Receipts for Interfund Services	89,495	2,501	368,146	29
Sales of Products	15	-	1	-
Income from Property	-	-	-	17,260
Other Sources	1,063	-	1,018	403
Cash Payments to or for:				
Employees	(13,061)	(2,809)	(203,267)	(5,994)
Suppliers	(51,147)	-	(101,710)	(4,391)
Payments for Interfund Services	(598)	(7,646)	(23,683)	(689)
Sales Commissions and Lottery Prizes	(62)	-	-	-
Other Governments	(3)	-	-	-
Other	(42)	-	(58)	(33)
Net Cash Provided by Operating Activities	29,881	(7,894)	40,473	6,639
Cash Flows from Noncapital Financing Activities:				
Transfers-In	691	5,901	743	-
Transfers-Out	(657)	(167)	(84)	(1,565)
Receipt of Deposits Held in Custody	1,390	-	-	-
Net Cash from Noncapital Financing Activities	1,424	5,734	659	(1,565)
Cash Flows from Capital and Related Financing Activities:				
Acquisition of Capital Assets	(28,402)	(3,490)	(24,836)	(4,505)
Proceeds from Sale of Capital Assets	3,616	1,745	-	4,224
Capital Debt Proceeds	-	-	-	81
Capital Debt Service Payments	(4)	(1,268)	-	-
Lease & SBITA Payments	(2,725)	-	(1,558)	(264)
Net Cash from Capital and Related Financing Activities	(27,515)	(3,013)	(26,394)	(464)

Highways	Public Safety	Administrative Courts	Legal Services	Other Internal Service Activities	Totals
$ -	$ 735	$ 48	$ 29	$ 5	$ 5,178
7	10,733	6,949	77,605	-	555,465
1,110	2	-	-	-	1,128
-	-	-	-	-	17,260
-	-	-	-	-	2,484
(1)	(7,171)	(5,488)	(65,142)	-	(302,933)
(578)	(820)	(528)	(4,708)	-	(163,882)
(137)	(3)	(327)	(950)	-	(34,033)
-	-	-	-	-	(62)
-	-	-	-	-	(3)
(1)	(42)	(1)	(1)	-	(178)
400	3,434	653	6,833	5	80,424
-	-	236	6	-	7,577
-	(1,092)	(142)	(5,597)	(119)	(9,423)
-	-	-	-	-	1,390
-	(1,092)	94	(5,591)	(119)	(456)
(80)	(97)	(83)	(48)	-	(61,541)
-	-	-	-	-	9,585
-	1	-	-	-	82
-	-	-	(5)	-	(1,277)
-	(23)	(1)	-	-	(4,571)
(80)	(119)	(84)	(53)	-	(57,722)

(Continued)

Combining Statement Of Cash Flows Continued
Internal Service Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)

	Central Services	Financial Information Technology	Information Technology	Capitol Complex
Cash Flows From Investing Activities:				
Interest and Dividends on Investments	-	562	291	262
Increase(Decrease) from Unrealized Gain(Loss) on Investments	-	272	(403)	-
NET CASH FROM INVESTING ACTIVITIES	-	834	(112)	262
Net Increase (Decrease) in Cash and Pooled Cash	3,790	(4,339)	14,626	4,872
Cash and Pooled Cash, Fiscal Year Beginning	19,241	7,928	53,874	7,533
Cash and Pooled Cash, Fiscal Year End	$ 23,031	$ 3,589	$ 68,500	$ 12,405
RECONCILIATION OF OPERATING INCOME TO NET CASH				
PROVIDED BY OPERATING ACTIVITIES				
Operating Income (Loss)	$ (7,392)	$ (11,772)	$ 18,811	$ (312)
Adjustments to Reconcile Operating Income (Loss) to Net Cash Provided by Operating Activities:				
Depreciation/Amortization	31572	1518	28844	1903
Investment/Rental Income and Other Revenue in Operating Income	-	-	(2,010)	-
Rents, Fines, Donations, and Grants and Contracts in NonOperating	-	-	-	334
Compensated Absences Expense	(145)	(37)	3,522	(42)
Interest and Other Expense in Operating Income	1,629	1,745	1	1,928
Net Changes in Assets, Deferred Outflows, Liabilities, and Deferred Inflows Related to Ope ating Activities:				
(Increase) Decrease in Operating Receivables	(559)	60	(11)	553
(Increase) Decrease in Inventories	1,138	-	-	1
(Increase) Decrease in Other Operating Assets and Deferred Outflows	(22)	19	(2,950)	-
(Increase) Decrease Pension Deferred Outflow	703	109	3,260	374
(Increase) Decrease in OPEB Deferred Outflows	18	-	(49)	7
Increase (Decrease) in Accounts Payable	384	454	(2,074)	2,465
Increase (Decrease) in Pension Liability	(1,412)	73	(5,171)	(479)
Increase (Decrease) in OPEB Liability	(156)	(36)	(1,676)	(70)
Increase (Decrease) in Other Operating Liabilities and Deferred Inflows	3,862	-	1,044	-
Increase (Decrease) in Pension Deferred Inflows	245	(30)	(1,376)	(25)
Increase (Decrease) in OPEB Deferred Inflows	16	3	308	2
NET CASH PROVIDED BY OPERATING ACTIVITIES	$ 29,881	$ (7,894)	$ 40,473	$ 6,639
Supplementary Information - Noncash Transactions:				
Issuance of Leases and SBITAs	-	-	2,010	-

Highways	Public Safety	Administrative Courts	Legal Services	Other Internal Service Activities	Totals
6	141	60	534	4	1,860
(21)	(336)	(25)	40	8	(465)
(15)	(195)	35	574	12	1,395
305	2,028	698	1,763	(102)	23,641
-	3,591	1,973	12,327	255	106,722
$ 305	$ 5,619	$ 2,671	$ 14,090	$ 153	$ 130,363
$ 650	$ (1,910)	$ 1,156	$ 5,046	$ 23	$ 4,300
13	827	84	181	-	64942
-	130	-	-	-	(1,880)
-	-	-	-	-	334
-	405	(158)	(277)	-	3,268
-	(269)	-	-	-	5,034
(7)	83	(15)	(1)	4	107
116	-	-	-	-	1,255
-	(2)	-	(78)	-	(3,033)
1	(992)	504	1,913	-	5,872
-	(103)	11	(5)	3	(118)
65	464	7	8	2	1,775
(1)	4,657	(1,077)	223	-	(3,187)
-	40	(88)	(572)	-	(2,558)
(137)	-	-	-	-	4,769
(291)	56	220	257	(1)	(945)
(9)	48	9	138	(26)	489
$ 400	$ 3,434	$ 653	$ 6,833	$ 5	$ 80,424
-	130	-	-	-	2,140

COLORADO

Fiduciary Funds

Fiduciary Funds are used to account for assets held by the State in its governmental capacity on behalf of local governments, citizens, and other external parties. Pension and Other Employee Benefits Trust Funds, Private Purpose Trust Funds and Custodial Funds are included in this category. The major components of the fiduciary funds are:

Pension And Other Employee Benefit Trust Funds

State Employee Benefit Plans

This fund was established for the purpose of risk financing employee and state-official medical claims. The fund includes several medical plan options ranging from provider of choice to managed care and wellness activity. The State uses a self-funded approach for certain employee and state-official medical claims.

Colorado State University Other Post-Employment Benefits Trust

This fund consists of Colorado State University and University of Colorado. Colorado State University administers four employee defined benefit healthcare plans as part of a single qualifying trust. The plans provide post-employment subsidies for medical premiums, supplemental subscription benefits and income replacement benefits for long-term disability. University of Colorado participates in two types of OPEB plans - a single-employer plan administered by the University and a cost sharing plan administered by PERA.

Private Purpose Trust Funds

Treasurer's

This fund comprises a portion of the escheats funds managed by the State Treasurer. The receipts of the fund are from bank accounts, investment accounts, and insurance proceeds that are placed with the State when the owners of the assets cannot be located. The owner's legal rights to the asset are protected in perpetuity. The fund reports Net Position Held in Trust for the amount ultimately expected to be claimed and paid based on analysis of the history of claims paid versus collections.

Unclaimed Property

This fund comprises a portion of the escheats funds managed by the State Treasurer. The receipts of the fund are from bank accounts, investment accounts, and insurance proceeds that are placed with the State when the owners of the assets cannot be located. The owner's legal rights to the asset are protected in perpetuity. The fund reports Net Position Held in Trust for the amount ultimately expected to be claimed and paid based on analysis of the history of claims paid versus collections. The remaining unclaimed assets are reported in the Unclaimed Property nonmajor Special Revenue Fund.

College Savings Plan

The College Savings Plan (commonly referred to as the Scholars Choice Fund) authorized in statute is used to record the deposits, withdrawals, and investment returns of participants in the college savings program. The moneys in the fund are neither insured nor guaranteed by the State.

Other

This fund primarily accounts for receipts collected from racetracks and simulcast facilities for distribution to horse breeders and associations who participate in state-regulated parimutuel horse racing.

Custodial Funds

These funds are held in custody for others. Major items include sales taxes collected for cities and counties; assets held for the State Board of the Great Outdoors Colorado (GOCO) Trust Fund; amounts held for the trustee related to Certificates of Participation or revenue Bonds for Higher Education Institutions, Building Excellent Schools Today (BEST), the Bridge Enterprise program; and assets invested for the Colorado Water Resources and Power Development Authority (a discretely presented component unit). Addtionally, the external investment pool primarily includes investments from the Venture Capital Authority (VCA), a political subdivision of the state and a Special Purpose Authority created by Colorado Revised Statute Title 24, Art. 46, Pt. 2. The VCA is neither an agency of the state nor subject to administrative direction by any agency or department of the state.

Combining Statement Of Fiduciary Net Position
Pension And Other Employee Benefit Trust Funds
June 30, 2025

(Dollars in Thousands)	State Employee Benefit Plans	Institutions of Higher Education Other Post-Employment Benefits Trust	Totals
Assets:			
Cash and Pooled Cash	$ 75,902	$ 1,202	$ 77,104
Investments:			
Government Securities	-	5,232	5,232
Corporate Bonds	-	9,012	9,012
Municipal Bonds	-	735	735
Private Equities	-	7,112	7,112
Asset Backed Securities	-	1,342	1,342
Mortgages	-	9,811	9,811
Mutual Funds	-	129,064	129,064
Other Investments	-	27,388	27,388
Other Receivables, net	456	52,520	52,976
Due From Other Funds	1,765	-	1,765
Prepaids, Advances and Deposits	2,500	117	2,617
Total Assets	80,623	243,535	324,158
Liabilities:			
Accounts Payable and Accrued Liabilities	29,452	6,249	35,701
Claims and Judgments Payable	33,314	-	33,314
Other Current Liabilities	-	44,281	44,281
Accrued Compensated Absences	83	-	83
Total Liabilities	62,849	50,530	113,379
Net Position:			
Restricted For:			
OPEB	-	193,005	193,005
Pensions	17,774	-	17,774
Total Net Position	$ 17,774	$ 193,005	$ 210,779

Combining Statement Of Changes In Fiduciary Net Position
Pension And Other Employee Benefit Trust Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	State Employee Benefit Plans	Institutions of Higher Education Other Post- Employment Benefits Trust	Totals
Additions:			
Member Contributions	$ 92,911	$ 2,620	$ 95,531
Employer Contributions	583,330	5,603	588,933
Investment Income/(Loss)	4,744	15,913	20,657
Other Additions	11,147	461,442	472,589
Transfers-In	1,407	-	1,407
Total Additions	693,539	485,578	1,179,117
Deductions:			
Distributions to Participants	-	6,142	6,142
Health Insurance Premiums Paid	481,201	-	481,201
Health Insurance Claims Paid	168,306	-	168,306
Other Benefits Plan Expense	36,431	-	36,431
Administrative Expense	30,925	-	30,925
Other Deductions	401	482,502	482,903
Transfers-Out	423	-	423
Total Deductions	717,687	488,644	1,206,331
Change in Net Position	(24,148)	(3,066)	(27,214)
Net Position - Fiscal Year Beginning	41,922	196,071	237,993
Net Position - Fiscal Year Ending	$ 17,774	$ 193,005	$ 210,779

Combining Statement Of Fiduciary Net Position
Private-Purpose Trust Funds
June 30, 2025

(Dollars in Thousands)	Treasurer's	College Savings Plan	Other	Totals
Assets:				
Cash and Pooled Cash	$ 249,030	$ 94,776	$ 16,777	$ 360,583
Investments:				
Government Securities	-	-	3,637	3,637
Corporate Bonds	19,823	-	-	19,823
Mortgages	7,299	-	-	7,299
Mutual Funds	-	11,909,411	5,952	11,915,363
Guaranteed Investment Contracts	-	148,028	-	148,028
Other Investments	-	1,457,836	8,783	1,466,619
Other Receivables, net	2	24,525	1,392	25,919
Due From Other Funds	-	15,589	-	15,589
Total Assets	276,154	13,650,165	36,541	13,962,860
Liabilities:				
Accounts Payable and Accrued Liabilities	-	13,676	7,691	21,367
Due To Other Funds	-	621	-	621
Unearned Revenue	-	30,824	6,905	37,729
Other Long-Term Liabilities	-	15,850	-	15,850
Total Liabilities	-	60,971	14,596	75,567
Net Position:				
Restricted For:				
Individuals, Organizations, and Other Entities	276,154	13,589,194	21,945	13,887,293
Total Net Position	$ 276,154	$ 13,589,194	$ 21,945	$ 13,887,293

Combining Statement Of Changes In Fiduciary Net Position
Private-Purpose Trust Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	Treasurer's	College Savings Plan	Other	Totals
Additions:				
Investment Income/(Loss)	$ 1,558	$ 1,342,762	$ 2,662	$ 1,346,982
Gifts and Bequests	809	-	-	809
Unclaimed Property Receipts	59,520	-	-	59,520
Permanent and Trust Additions	-	1,380,541	16,561	1,397,102
Other Additions	25	126	960	1,111
Transfers-In	-	1,611	-	1,611
Total Additions	61,912	2,725,040	20,183	2,807,135
Deductions:				
Distributions to Participants	81,622	1,371,258	11,735	1,464,615
Distributions - Intergovernmental Entities	932	-	-	932
Administrative Expense	-	-	312	312
Other Deductions	-	46,539	5,786	52,325
Transfers-Out	-	-	56	56
Total Deductions	82,554	1,417,797	17,889	1,518,240
Change in Net Position	(20,642)	1,307,243	2,294	1,288,895
Net Position - Fiscal Year Beginning	296,796	12,281,951	19,651	12,598,398
Net Position - Fiscal Year Ending	$ 276,154	$ 13,589,194	$ 21,945	$ 13,887,293

Combining Statement of Fiduciary Net Position
Custodial Funds
June 30, 2025

(Dollars in Thousands)	External Investment Pool	Tax Collections and Disbursements	Other	Totals
Assets:				
Cash and Pooled Cash	$ 54,559	$ 291,139	$ 256,680	$ 602,378
Taxes Receivable, net	-	324,802	-	324,802
Other Receivables, net	-	17	1,657	1,674
Due From Other Funds	-	-	20,264	20,264
Prepaids, Advances and Deposits	-	-	31	31
Other Long-Term Assets	-	-	233,323	233,323
Total Assets	54,559	615,958	511,955	1,182,472
Liabilities:				
Tax Refunds Payable	-	3,211	-	3,211
Accounts Payable and Accrued Liabilities	-	-	1,166	1,166
Due To Other Governments	-	126	198	324
Due To Other Funds	-	125	1,283	1,408
Unearned Revenue	-	-	388	388
Other Current Liabilities	-	-	5,831	5,831
Other Long-Term Liabilities	-	629	-	629
Total Liabilities	-	4,091	8,866	12,957
Net Position:				
Restricted For:				
Individuals, Organizations, and Other Entities	54,559	611,867	503,089	1,169,515
Total Net Position	$ 54,559	$ 611,867	$ 503,089	$ 1,169,515

Combining Statement of Changes In Fiduciary Net Position
Custodial Funds
For The Year Ended June 30, 2025

(Dollars in Thousands)	External Investment Pool	Tax Collections and Disbursements	Other	Totals
Additions:				
Investment Income/(Loss)	$ (758)	$ 3,369	$ 4,256	$ 6,867
Gifts and Bequests	-	-	2	2
Court Awards and Restitution Receipts	-	-	143,495	143,495
Collections of Investment Funds	27,061	-	-	27,061
Collections of Sales Tax for Other Governments	-	3,040,825	391,302	3,432,127
Other Additions	-	-	88,046	88,046
Total Additions	26,303	3,044,194	627,101	3,697,598
Deductions:				
Distributions of Investment Funds	8,636	-	-	8,636
Payments of Sales Tax to Other Governments	-	2,990,100	231,382	3,221,482
Administrative Expense	-	1,691	6,979	8,670
Other Deductions	-	-	278,920	278,920
Transfers-Out	-	-	691	691
Total Deductions	8,636	2,991,791	517,972	3,518,399
Change in Net Position	17,667	52,403	109,129	179,199
Net Position - Fiscal Year Beginning	36,892	559,464	393,960	990,316
Net Position - Fiscal Year Ending	$ 54,559	$ 611,867	$ 503,089	$ 1,169,515

Component Units

The following statements present the Other Component Units (Nonmajor) aggregated in the combined component unit statements. Descriptions of each of the component units presented can be found in Note 1.

Combining Statement Of Net Position
Other Component Units (Nonmajor)
June 30, 2025

(Dollars in Thousands)	Denver Metropolitan Major League Baseball Stadium District	Statewide Internet Portal Authority	Total
Assets:			
Current Assets:			
Cash and Pooled Cash	$ 1,551	$ 57,934	$ 59,485
Restricted Cash and Pooled Cash	5,108	5,000	10,108
Other Receivables, net	7,500	8,360	15,860
Prepaids, Advances and Deposits	-	860	860
Other Current Assets	-	8,278	8,278
Total Current Assets	14,159	80,432	94,591
Noncurrent Assets:			
Other Long-Term Assets	105,792	-	105,792
Depreciable/Amortizable Capital Assets, net	151,492	714	152,206
Land and Nondepreciable Capital Assets	21,992	-	21,992
Total Noncurrent Assets	279,276	714	279,990
Total Assets	293,435	81,146	374,581
Deferred Outflow of Resources:	-	379	379
Liabilities:			
Current Liabilities:			
Accounts Payable and Accrued Liabilities	1,052	8,551	9,603
Unearned Revenue	-	10,070	10,070
Other Current Liabilities	-	50	50
Total Current Liabilities	1,052	18,671	19,723
Noncurrent Liabilities:			
Net Pension Liability	-	962	962
Other Postemployment Benefits	-	57	57
Other Long-Term Liabilities	-	790	790
Total Noncurrent Liabilities	-	1,809	1,809
Total Liabilities	1,052	20,480	21,532
Deferred Inflow of Resources:	113,292	35	113,327
Net Position:			
Net investment in Capital Assets:	172,495	59	172,554
Restricted For:			
Other Purposes	5,402	42,355	47,757
Unrestricted	1,194	18,596	19,790
Total Net Position	$ 179,091	$ 61,010	$ 240,101

Combining Statement Of Activities
Other Component Units (Nonmajor)
For The Fiscal Year Ended June 30, 2025

(Dollars in Thousands)	Denver Metropolitan Major League Baseball Stadium District	Statewide Internet Portal Authority	Total
Expenses	$ 9,665	$ 60,772	$ 70,437
Program Revenues:			
Charges for Services	8,178	88,019	96,197
Capital Grants and Contributions	3,315	-	3,315
Total Program Revenues:	11,493	88,019	99,512
Net (Expense) Revenue	1,828	27,247	29,075
General Revenues:			
Unrestricted Investment Earnings (Losses)	116	2,039	2,155
Total General Revenues	116	2,039	2,155
Change in Net Position	1,944	29,286	31,230
Net Position - Fiscal Year Beginning	177,147	31,724	208,871
Net Position - Fiscal Year Ending	$ 179,091	$ 61,010	$ 240,101

Non-appropriated Budget Schedules

The schedules on the following pages provide, by department, nonappropriated budget-to-actual activity. The budgets are based on a variety of sources that are not subject to appropriation by the General Assembly that generally include most federal awards, custodial agreements, and Colorado statutes. In Higher Education Institutions informational only appropriations for tuition and certain fees contained in the State's legislative appropriations act are not controlling. Therefore, expenditures may exceed recorded budgets in these appropriations.

Schedule Of Revenues, Expenditures/Expenses, And Changes In Fund Balances - Budgetary Basis Budget And Actual - Non-Appropriated General Funded For The Year Ended June 30, 2025

(Dollars in Thousands)	Original Appropriation	Final Spending Authority	Actual	(Over)/Under Spending Authority
Revenues and Transfers- In:				
Sales and Other Excise Taxes			$ 697,069	
Income Taxes			1,611,456	
Other Taxes			95,578	
Sales and Services			87	
Interest Earnings			24,158	
Other Revenues			6,879	
Transfers-In			73,838	
Total Revenues and Transfers- in			2,509,065	
Expenditures and Transfers- Out:				
Operating Budgets:				
Departmental:				
Corrections	$ -	$ 2,122	$ 1,975	$ 147
Governor	1,394,624	1,394,660	1,394,659	1
Health Care Policy and Financing	-	12,697	10,190	2,507
Local Affairs	4,752	4,062	4,052	10
Personnel & Administration	-	1,053	1,053	-
Public Safety	-	11,674	7,276	4,398
Revenue	228,340	318,171	304,103	14,068
Treasury	768,055	768,055	765,857	2,198
Transfers Not Appropriated by Department	234,090	234,090	234,090	-
Sub- Total Operating Budgets	2,629,861	2,746,584	2,723,255	23,329
Capital and Multi- Year Budgets:				
Departmental:				
Higher Education	-	1,902	1,337	565
Sub-Total Capital and Multi- Year Budgets	-	1,902	1,337	565
Total Expenditures/expenses and Transfers- Out	$ 2,629,861	$ 2,748,486	$ 2,724,592	$ 23,894
Excess of Revenues and Transfers-In Over/(Under) Expenditures/Expenses and Transfers-Out			$ (215,527)	

The notes to the required supplementary information are an integral part of this schedule.

Schedule Of Revenues, Expenditures/Expenses,
And Changes In Fund Balances/Net Position - Budgetary Basis
Budget And Actual - Non-Appropriated Cash Funded
For The Year Ended June 30, 2025

(Dollars in Thousands)	Original Appropriation	Final Spending Authority	Actual	(Over)/Under Spending Authority
Revenues and Transfers- In:				
Sales and Other Excise Taxes			$ 1,092,064	
Income Taxes			343,261	
Other Taxes			2,864,539	
Tuition and Fees			121,258	
Sales and Services			2,692,364	
Interest Earnings			1,763,728	
Other Revenues			8,919,706	
Transfers-In			10,739,663	
Total Revenues and Transfers- in			28,536,583	
Expenditures/expenses and Transfers- Out:				
Operating Budgets:				
Departmental:				
Agriculture	$ 17,814	$ 19,416	$ 9,877	$ 9,539
Corrections	29,466	113,416	105,655	7,761
Education	4,612,413	4,612,858	4,572,174	40,684
Governor	2,763,804	2,826,809	1,764,693	1,062,116
Health Care Policy and Financing	83,588	115,614	58,983	56,631
Higher Education	2,013,857	2,529,291	2,319,545	209,746
Human Services	365,208	238,734	185,321	53,413
Judicial Branch	73,741	288,562	262,224	26,338
Labor and Employment	3,206,128	3,215,890	1,887,212	1,328,678
Law	46,693	48,741	40,489	8,252
Legislative Branch	32,274	32,274	13,397	18,877
Local Affairs	1,244,872	1,424,688	620,103	804,585
Military and Veterans Affairs	4,285	4,285	2,322	1,963
Natural Resources	1,287,825	1,515,141	604,600	910,541
Early Childhood	36,899	18,525	17,897	628
Personnel & Administration	894,491	933,288	880,449	52,839
Public Health and Environment	460,445	528,341	238,898	289,443
Public Safety	395,660	405,454	86,270	319,184
Regulatory Agencies	249,314	249,414	242,451	6,963
Revenue	1,451,528	4,849,335	4,449,509	399,826
State	6,185	6,185	3,014	3,171
Transportation	4,513,948	4,502,897	1,622,641	2,880,256
Treasury	3,454,467	3,797,044	3,213,935	583,109
Budgets/Transfers Not Recorded by Department	34,563	35,701	49,004	(13,303)
Sub- Total Operating Budgets	27,279,468	32,311,903	23,250,663	9,061,240
Capital and Multi- Year Budgets:				
Departmental:				
Higher Education	$ 3	$ 154	$ 126	$ 28
Early Childhood	194	-	-	-
Sub-Total Capital and Multi- Year Budgets	197	154	126	28
Total Expenditures/expenses and Transfers- Out	$ 27,279,665	$ 32,312,057	$ 23,250,789	$ 9,061,268
Excess of Revenues and Transfers-In Over/(Under) Expenditures/Expenses and Transfers-Out			$ 5,285,794	

The notes to the required supplementary information are an integral part of this schedule.

Schedule Of Revenues, Expenditures/Expenses, And Changes In Fund Balances/Net Position - Budgetary Basis Budget And Actual - Non-Appropriated Federally Funded For The Year Ended June 30, 2025

(Dollars in Thousands)	Original Appropriation	Final Spending Authority	Actual	(Over)/Under Spending Authority
Revenues and Transfers- In:				
Federal Grants and Contracts			$ 7,436,472	
Other Revenues			15	
Total Revenues and Transfers- in			7,436,487	
Expenditures/expenses and Transfers- Out:				
Capital and Multi- Year Budgets:				
Departmental:				
Agriculture	$ 4,008	$ 48,497	$ 15,446	$ 33,051
Corrections	3,247	349,436	339,421	10,015
Education	870,229	1,393,392	1,069,216	324,176
Governor	8,935	1,896,014	674,732	1,221,282
Health Care Policy and Financing	442,045	771,366	589,667	181,699
Higher Education	(380,072)	555,644	235,272	320,372
Human Services	445,207	2,861,939	2,201,560	660,379
Judicial Branch	9,251	229,758	221,131	8,627
Labor and Employment	217,403	8,155,761	832,880	7,322,881
Law	3,834	4,952	3,716	1,236
Local Affairs	130,351	442,340	266,396	175,944
Military and Veterans Affairs	133,882	49,426	26,666	22,760
Natural Resources	40,630	331,127	94,950	236,177
Early Childhood	15,862	64,420	43,232	21,188
Personnel & Administration	-	4,037	3,473	564
Public Health and Environment	320,844	1,677,386	480,182	1,197,204
Public Safety	69,228	1,542,909	233,820	1,309,089
Regulatory Agencies	1,890	373,667	368,646	5,021
Revenue	852	3,324	1,472	1,852
State	1,000	11,839	5,172	6,667
Transportation	860,702	2,416,865	838,617	1,578,248
Treasury	93,784	93,784	93,784	-
Sub- Total Capital and Multi- Year Budgets	3,293,112	23,277,883	8,639,451	14,638,432
Total Expenditures/expenses and Transfers- Out	$ 3,293,112	$ 23,277,883	$ 8,639,451	$ 14,638,432
Excess of Revenues and Transfers-In Over/(Under) Expenditures/Expenses and Transfers-Out			($ 1,202,964)	

The notes to the required supplementary information are an integral part of this schedule.

SCHEDULE OF TABOR REVENUE AND COMPUTATIONS

State Of Colorado
Office O The State Controller
Comparison Of Nonexempt TABOR Revenues
For The Fiscal Year Ended June 30, 2025

	Fiscal Year 2025	Fiscal Year 2024	Increase (Decrease)	Percent Change
General Revenues				
Individual Income Tax, Net	$ 8,716,850,072	$ 8,552,788,668	$ 164,061,404	1.9%
Sales and Use Tax, Net	4,657,693,324	4,595,787,723	61,905,601	1.3%
Corporate Income Tax, Net	2,352,931,001	2,534,576,169	(181,645,168)	-7.2%
Insurance Taxes	659,461,313	541,923,256	117,538,057	21.7%
Interest and Investment Income	142,270,806	239,090,220	(96,819,414)	-40.5%
Alcoholic Beverages Tax, Net	53,977,963	55,992,392	(2,014,429)	-3.6%
Fiduciary Income Tax,Net	52,606,464	47,632,271	4,974,193	10.4%
Tobacco Products Tax, Net	38,001,738	36,321,683	1,680,055	4.6%
Court and Other Fines	7,063,821	12,617,520	(5,553,699)	-44.0%
Business Licenses and Permits	6,682,820	9,746,665	(3,063,845)	-31.4%
Miscellaneous Revenue	4,778,573	2,602,029	2,176,544	83.6%
General Government Service Fees	547,364	1,168,977	(621,613)	-53.2%
Gaming and Other Taxes	227,672	379,247	(151,575)	-40.0%
Welfare Service Fees	30,403	34,447	(4,044)	-11.7%
Other Charges For Services	15,117	10,210	4,907	48.1%
Certifications and Inspections	5,100	4,575	525	11.5%
Nonbusiness Licenses and Permits		97,668	(97,668)	-100.0%
Total General-funded Revenues	**16,693,143,551**	**16,630,773,720**	**62,369,831**	**0.4%**
Program Revenues				
Fuel and Transportation Taxes, Net	646,352,940	652,681,454	$ (6,328,514)	-1.0%
Motor Vehicle Registrations	315,304,019	308,503,213	6,800,806	2.2%
Business Licenses and Permits	255,734,171	214,627,539	41,106,632	19.2%
Other Charges For Services	194,343,843	154,023,155	40,320,688	26.2%
Court and Other Fines	191,414,596	198,239,010	(6,824,414)	-3.4%
Interest and Investment Income	179,555,547	185,505,887	(5,950,340)	-3.2%
Transportation Fees	152,083,142	123,002,667	29,080,475	23.6%
Miscellaneous Revenue	115,333,199	74,661,067	40,672,132	54.5%
General Government Service Fees	113,077,831	176,498,060	(63,420,229)	-35.9%
Gaming and Other Taxes	91,915,135	92,007,185	(92,050)	-0.1%
Health Service Fees	82,920,877	75,687,957	7,232,920	9.6%
Rents and Royalties	81,054,627	77,957,579	3,097,048	4.0%
Sales and Use Tax, Net	77,133,829	54,301,150	22,832,679	42.0%
Driver's Licenses	46,314,194	44,424,179	1,890,015	4.3%
Public Safety Service Fees	44,745,311	43,843,282	902,029	2.1%
Severance Taxes	37,085,271	186,399,474	(149,314,203)	-80.1%
Certifications and Inspections	32,058,753	28,023,848	4,034,905	14.4%
Insurance Taxes	31,669,412	27,912,038	3,757,374	13.5%
Nonbusiness Licenses and Permits	28,493,782	36,911,162	(8,417,380)	-22.8%
Local Governments and Authorities	23,402,917	18,467,732	4,935,185	26.7%
Employment Taxes	12,971,556	15,000,000	(2,028,444)	-13.5%
Educational Fees	8,057,491	8,319,712	(262,221)	-3.2%
Higher Education Auxiliary Sales and Services	3,282,237	4,705,496	(1,423,259)	-30.2%
Welfare Service Fees	2,858,357	2,999,634	(141,277)	-4.7%
Sales of Products	1,855,976	3,584,901	(1,728,925)	-48.2%
Alcoholic Beverages Tax, Net	737,388	925,341	(187,953)	-20.3%
Other Excise Taxes, Net	297,971	481,383	(183,412)	-38.1%
Tobacco Products Tax, Net	105	135	(30)	-22.2%
Other Revenue		5,332	(5,332)	-100.0%
Total Program Revenues	**2,770,054,477**	**2,809,699,572**	**(39,645,095)**	**-1.4%**
Prior Year Errors		374,799		
Disqualification of Enterprises		(13,143,944)		
Total Cash-Funded Revenues	**2,770,054,477**	**2,796,930,427**		
Total Nonexempt Revenue	**$ 19,463,198,028**	**$ 19,427,704,147**	**$ 35,493,881**	**0.2%**

State Of Colorado
Schedule Of Computations Required
Under Article X, Section 20
As Of June 30, 2025

	Fiscal Year 2024	Fiscal Year 2025
Total State Expenditures	$ 74,539,960,938	$ 83,362,326,415
Less Exempt Enterprises Expenses:		
Higher Education Enterprises	15,578,937,313	16,523,575,463
Colorado Healthcare Affordability and Sustainability Enterprise	5,007,458,068	5,605,823,078
College Invest	1,322,985,583	1,419,724,584
Family and Medical Leave Insurance	418,582,724	1,032,819,134
Unemployment Compensation Section	742,911,974	1,409,407,129
State Lottery	899,495,062	833,059,931
Health Insurance Affordability Enterprise	473,083,955	600,814,476
Parks and Wildlife	350,112,461	367,752,891
Statewide Transportation Enterprise	87,501,950	107,336,949
State Nursing Homes	53,823,530	85,811,487
Statewide Bridge Enterprise	70,369,993	76,891,842
Correctional Industries	40,408,546	42,372,314
Petroleum Storage Tank Fund	29,507,854	35,448,694
Workforce Development Enterprise	13,597,839	15,478,451
Community Access Enterprise	8,254,071	14,477,542
Fuels Impact Enterprise	53	13,011,050
988 Crisis Hotline	15,040,378	10,642,453
Orphaned Wells Enterprise	262,630	8,378,080
Brand Board	6,070,258	7,096,620
Clean Motor Vehicle Fleet Enterprise	1,366,444	7,068,058
Clean Screen Authority	4,171,573	5,279,184
Electronic Recording Technology Fund	4,868,181	2,487,447
Capitol Parking Authority	1,700,487	1,115,484
Air Quality Enterprise	369,920	587,582
Clean Transit Enterprise	22,462	309,287
Natural Disaster Mitigation	16,395	271,652
Air Pollution Mitigation Enterprise	38,756	113,010
College Assist	612,776,560	-
Front Range Waste Diversion Enterprise	6,774,700	-
Subtotal Enterprise Expenses	25,750,509,720	28,227,153,872
Total District Expenditures	48,789,451,218	55,135,172,542
Less Exempt District Revenues:		
Federal Funds	13,096,732,511	12,661,052,603
Interfund Transfers	10,684,806,699	14,204,744,451
Amounts Held for Others (Note 11)	3,852,844,761	3,721,154,241
Other Sources and Additions (Note 8)	1,245,377,274	1,899,265,353
Voter Approved Revenue Changes (Note 7)	2,354,926,009	2,441,042,441
Property Sales	261,616,550	236,472,449
Damage Awards	137,204,676	143,060,768
Gifts	254,050,537	170,258,595
Exempt Investment Income	470,979,377	584,151,059
Subtotal Exempt District Revenues	32,358,538,394	36,061,201,960
Nonexempt District Expenditures	16,430,912,824	19,073,970,582
District Reserve/Fund Balance Increase (Decrease)	1,642,247,770	79,425,924
Excess TABOR Revenues	1,354,543,553	309,801,522
Total Nonexempt District Revenues	$ 19,427,704,147	$ 19,463,198,028
Computation of District Fund Balance Changes		
Beginning District Fund Balance	$ 22,156,915,204	$ 25,140,657,799
Restatement of District Fund Balance (Note 11)	(13,048,728)	(35,766,516)
(Qualification)/Disqualification of Enterprises (Note 14)	-	136,497,516
District Reserve/Fund Balance Increase (Decrease)	1,642,247,770	79,425,924
Retention of Revenues in Excess of the Limit C.R.S. 24-77-103.6(1)(a)	1,354,543,553	309,801,522

Ending District Fund Balance	$ 25,140,657,799	$ 25,630,616,245

Fiscal Year 2025 Computation of Spending Limitations	**Fiscal Year Spending**	**Excess State Revenues Cap**
FY 2024 Unadjusted Limit	$ 14,588,050,955	$ 18,073,160,594
Base Adjustment for Disqualification of Enterprises	13,143,944	13,143,944
FY 2024 Adjusted Limit	14,601,194,899	18,086,304,538
Allowable TABOR Growth Rate (Note 14)	5.90%	5.90%
FY 2025 Adjusted Limit	15,462,665,398	19,153,396,506
Less Fiscal Year 2025 Nonexempt District Revenues	(19,463,198,028)	(19,463,198,028)
Amount (Over)Under Adjusted Limit FY 2025	$ (4,000,532,630)	$ (309,801,522)

(Over-refunds) or unrefunded excess state revenues from prior years C.R.S. 24-77-103.9[(2)]	$ (3,711,040)
Current year excess state revenues	309,801,522
Total amount to be refunded in Fiscal Year 2026	306,090,482
FY 2025 retention of approved revenues in excess of the limit (not refundable) C.R.S. 24-77-103.6(1)(b)	$ 3,690,731,108

Notes To The TABOR Schedule of Required Computations

Note 1. Purpose of The Schedule of Required Computations

The purpose of the Schedule of Required Computations is to determine and document compliance with Title 24 Article 77 of the Colorado Revised Statutes, which is the implementing statute for Article X Section 20 of the State Constitution (TABOR). The report is required to include at a minimum state fiscal year spending, reserves, revenues, and debt. The schedule also includes a calculation of the limit on fiscal year spending, a calculation of the excess state revenues cap under Referendum C (see Note 9), and the amount required to be refunded or the amount of excess revenue retained by law, as well as all related adjustments.

TABOR has many provisions including a requirement for a vote of the people for new taxes or tax rate increases and a limit on the amount of fiscal year spending. Fiscal year spending is defined as District expenditures and reserve increases except those expended from exempt sources, such as gifts, federal funds, damage awards, property sales, reserves, and other items. This definition, while focused on spending, is essentially a limitation on revenue retention because reserve increases are unspent revenues. Therefore, the terms fiscal year spending and nonexempt revenue are used interchangeably throughout these notes.

The limit on revenue retention is based on an allowable growth percentage (see Note 12) applied to the lesser of the prior year's revenues or the prior year's limit. Revenues in excess of the limit are required to be refunded to taxpayers unless voters approve retention of the excess. In the 2005 general election, voters approved Referendum C, which allowed the State to retain revenues in excess of the limit for a five-year period. Beginning in Fiscal Year 2011, under Referendum C provisions, revenues are refunded only when they exceed the excess state revenues cap (see Note 9).

Note 2. Basis of Accounting

Pursuant to Article 77 of Title 24, Colorado Revised Statutes, this report is prepared in accordance with generally accepted accounting principles (GAAP) for governmental entities except where an irreconcilable difference exists between GAAP, and state statute or the provisions of Article X Section 20 of the State Constitution (TABOR). The accounting principles used by the State are more fully described in Note 1 to the Financial Statements.

Note 3. Definition of The District

TABOR defines the District as "the State or any local government, excluding enterprises." It further defines an enterprise as "a government-owned business authorized to issue its own revenue bonds and receiving under 10 percent of annual revenue in grants from all Colorado State and local governments combined."

The General Assembly, for the purpose of implementing TABOR, stated in Section 24-77-102(16)(a) C.R.S. states that the "State" means the central civil government of the State of Colorado, which consists of the legislative, executive, and judicial branches of government established by Article III of the State Constitution; all organs of the branches of government specified in subparagraph (I) of paragraph (a) of this subsection (16), including the departments of the executive branch; the legislative houses and agencies; and the appellate and trial courts and court personnel; and State institutions of higher education. Paragraph 16(b) stipulates that the "State" does not include: any enterprise [including an institution or group of institutions of higher education that has been designated as an enterprise]; any special purpose authority; and any organization declared to be a joint governmental entity.

The General Assembly has designated by statute the following enterprises as excluded from the District:

- 988 Crisis Hotline
- 911 Services
- Air Pollution Mitigation
- Air Quality
- Capitol Parking Authority
- Clean Motor Vehicle Fleet
- Clean Screen Authority
- Clean Transit

- College Assist
- CollegeInvest
- Colorado Circular Communities
- Colorado Healthcare Affordability and Sustainability
- Community Access
- Division of Brand Inspection
- Division of Correctional Industries
- Division of Parks and Wildlife
- Electronic Recording Technology Fund
- Family and Medical Leave Insurance
- Front Range Waste Diversion
- Fuels Impact
- Health Insurance Affordability
- High Performance Transportation (HPTE) aka Colorado Transportation Investment Office
- Natural Disaster Mitigation
- Orphaned Wells Mitigation
- Petroleum Storage Tank Fund
- State Fair Authority
- State Lottery
- State Nursing Homes
- Statewide Bridge and Tunnel
- Unemployment Insurance
- Waste Tire Management
- Workforce Development

It further established a statutory mechanism that allows the governing boards of institutions of higher education to designate certain auxiliary operations as enterprises, which are also exempt from TABOR. Senate Bill 04-189 expanded the authority for each governing board of State institutions of higher education to designate the entire institution as a TABOR exempt enterprise. The Board of Regents of the University of Colorado designated the entire University of Colorado as an enterprise during Fiscal Year 2005, and the remaining boards designated their institutions as enterprises in Fiscal Year 2006. The Auraria Higher Education Center Board of Directors did not designate all of its activities as a TABOR enterprise, but it continues to have selected activities designated as a TABOR enterprise.

Although the General Assembly and governing boards have designated certain enterprises as exempt from TABOR, those enterprises must continue to meet the criteria of a government-owned business authorized to issue its own revenue bonds and to receive less than 10 percent of its revenue in grants from all Colorado State and local governments combined. The State Fair Authority remained disqualified as an enterprise for Fiscal Year 2025.

Note 4. Debt

Certificates of Participation, which are used by the State for long-term lease purchases, are not considered debt of the State for purposes of this report as provided by Section 24-30-202(5.5) C.R.S.

In interrogatories submitted by the General Assembly regarding House Bill 99-1325, the Colorado Supreme Court ruled that Transportation Revenue Anticipation Notes (TRANS) issued by the Colorado Department of Transportation do not constitute debt of the State as defined in Article XI Section 3 of the State Constitution. However, the

Supreme Court ruled that the TRANS are a multiple-fiscal year obligation as defined by Article X Section 20 of the State Constitution, thus requiring an approving election before issuance.

Note 5. Emergency Reserves

TABOR requires the reservation, for declared emergencies, of three percent or more of fiscal year spending, excluding bonded debt service payments. This requirement for Fiscal Year 2025 totals $583.9 million.

At June 30, 2025, the net assets of the following funds were designated as the reserve, up to the limits set in House Bill 24-1430:

- Major Medical Insurance Fund – $25.0 million.
- State Emergency Reserve Cash Fund - $193.8 million.
- Colorado Water Conservation Board Construction Fund – $33.0 million.
- Disaster Emergency Fund - $134.2 million.
- Unclaimed Property Tourism Promotion Trust Fund — $5.0 million.
- Marijuana Tax Cash Fund - $100.0 million.
- Severance Tax Perpetual Base Fund - $35.0 million.

The 2024 legislative session Long Appropriations Act also designated up to $39.8 million of state properties as the remainder of the emergency reserve.

Based on actual fiscal year nonexempt revenues in Fiscal Year 2025, the required reserve was $583.9 million. Because the actual emergency reserve under TABOR was more than the fund balance available to restrict under House Bill 24-1430, the total amount restricted for the reserve was $18.1 million below the required amount under TABOR.

During Fiscal Year 2025, ten executive orders called for $23.2 million to be transferred from the State Emergency Cash Fund to the Disaster Emergency Fund - $14.3 million for fire mitigation, $4.9 million for flooding response, $3.5 million for statewide monitoring and mitigation of disease spread, $0.3 million for hurricane response in Florida, and $0.2 million for an extreme winter storm in Colorado.

Note 6. Status of Refunding

In Fiscal Year 2025 there were four TABOR refund mechanisms in State law – the property tax refunds, the temporary income tax rate reduction, the temporary sales tax rate reduction, and the tiered sales tax refund. A summary of each is noted below:

Property tax exemptions reimbursement – Senate Bill 24-228 modified this first TABOR refund mechanism and combined the previous senior citizen and disabled veteran property tax exemptions reimbursement mechanism with an additional reimbursement for the reduced valuation for assessment of qualified-senior primary residence real property. Approximately $182.1 million of excess state revenues for Fiscal Year 2025 will be refunded under this mechanism.

Temporary income tax rate reduction – Under this mechanism, the income tax rate will be reduced for tax years 2024 through 2034 pursuant to Senate Bill 24-228. For tax year 2025 and subsequent years, the amount of the income tax rate reduction that is triggered will depend on the amount of the TABOR surplus remaining after reimbursements to local governments for the property tax exemption; then, the state individual income tax rate will be temporarily reduced according to the total amount of excess state revenues remaining after the local government property tax exemption reimbursement are paid (remaining excess state revenues). For Fiscal Year 2025, the remaining excess state revenues are not greater than the $300.0 million needed to trigger the temporary income tax rate reduction; thus, this mechanism is not used.

Temporary sales tax rate reduction - Under SB 24-228, the temporary sales tax rate reduction refunds revenue via a temporary reduction in the state sales tax rate from 2.90 percent to 2.77 percent for business sales taxpayers. The sales tax rate reduction is triggered if and only if the excess revenue is greater than $300.0 million but less than or equal to $1.5 billion. If the excess revenue is over $1.5 billion both the income tax rate reduction and the sales tax rate reduction take effect before any money is returned through the traditional tiered sales tax refund mechanism. The temporary sales and use tax rate reduction mechanism was not triggered for Fiscal Year 2025 because the estimate was not greater than the $1.5 billion threshold. The $300.0 million and $1.5 billion thresholds are adjusted annually beginning in Fiscal Year 2026.

Tiered sales tax refund mechanism – under Section 39-22-2001 through 2003 C.R.S., the six-tier sales tax refund refunds any excess amount outstanding after the payment of refunds via the property tax reimbursement mechanism and, if triggered, the temporary income tax rate reduction. Despite being called a sales tax refund, the refund appears on income tax forms as a means of returning sales tax revenue paid by individuals. The mechanism grants taxpayers a refund according to where their adjusted gross income falls among four adjusted gross income tiers. When the amount to be refunded via this mechanism is large enough to support at least $15 per taxpayer, the Department of Revenue is required to distribute the amount among the tiers as it was distributed for the sales tax refund in the tax year 1999. If the amount to be refunded is less than $15 per taxpayer, an equal refund is provided to each taxpayer regardless of income. Because the number of qualifying taxpayers and their adjusted gross incomes are estimates, the use of the second and third refund mechanisms can result in over or under distribution of the required refund throughout the four-year period allowed for amended tax returns. Remaining Fiscal Year 2025 excess state revenues of approximately $124.0 million will be refunded through the sales tax refund mechanism.

Regardless of the refund mechanism, Section 24-77-103.8 C.R.S. requires that under-distributions of refunds be carried forward to subsequent years and added to the required refund in a future year when revenue is over the spending limit. Over-distributions of refunds, pursuant to Section 24-77-103.7 C.R.S., are also carried forward to subsequent years and are used to offset any future refund liability. The amount of the over/under carry forward is to be applied in the year following the year in which the refund is required to be made, which results in a two-year lag between the recording of the excess revenue and the adjustment for over or under refunds of those excess revenues. See Note 16.

Note 7. Other Sources and Additions

The $1,899.3 million reported in this line item primarily comprises $676.2 million of pension and other employee benefit trust fund investment earnings and additions by the State and participants; $159.2 million related to the purchase of right-to-use assets including leases and information technology agreements; $279.9 million of proceeds from the issuance of certificates of participation; $383.0 million of revenue to permanent funds and trusts; $63.6 million of local government expenditures recorded by the State as revenues and expenditures to meet grant matching-funds requirements; and $314.9 million of other miscellaneous revenue.

Note 8. Voter Approved Revenue Changes

When State voters approve a revenue change, the resulting revenues are exempt from the TABOR limit on fiscal year spending. The following revenue changes were approved by voters:

- In the 1998 general election, voters approved a citizen-initiated law, Section 25-8-501.1 C.R.S. – Regulation of Commercial Hog Facilities – which instituted a permit fee. The State collected $55,176 from this exempt source in both Fiscal Year 2025 and Fiscal Year 2024, respectively.
- In the 2000 general election, voters approved a citizen-initiated amendment that added Section 14 to Article XVIII of the State Constitution. This amendment allowed the use of marijuana for medical purposes and authorized the Department of Public Health and Environment to charge a fee for the issuance of a permit for such purpose. The State recorded $3.2 million and $2.0 million including interest and unrealized gains/losses from this revenue source in Fiscal Year 2025 and Fiscal Year 2024, respectively.
- In the 2000 general election, voters approved a citizen-initiated amendment that added Section 17 to Article IX of the State Constitution. This amendment created the State Education Fund and diverted the revenues from a tax of one-third of one percent on taxable income of individuals, corporations, estates, and trusts from the General Fund to the State Education Fund. It also exempted the revenue from TABOR. The amendment was effective January 1, 2001, and resulted in $1,311 million and $1,254.9 million of tax revenues, interest, operating transfers and unrealized gains/losses, as exclusions from fiscal year spending in Fiscal Year 2025 and Fiscal Year 2024, respectively.

- In the 2004 general election, voters approved a citizen-initiated amendment that added Section 21 to Article X of the State Constitution. The amendment authorized additional cigarette and tobacco taxes (3.2 cents per cigarette and 20 percent of manufacturer's list price for other tobacco products) effective January 1, 2005. The amendment specified the use of the tax revenue generated for specific health related programs, and it exempted the revenue from the TABOR limitations. The State recorded $101.2 million and $102.1 million of tax revenues, interest, transfers, and unrealized gains/losses from this exempt source in Fiscal Year 2025 and Fiscal Year 2024, respectively.
- In the 2005 general election, Colorado voters approved Referendum C – a measure referred to the voters by the Legislature. The referendum allowed the State to retain revenues in excess of the TABOR limit for a period of five years, and it stated that the excess revenue retained qualified as a voter approved revenue change. However, in order to determine the amount retained, the Schedule of Required Computations includes the retained amount as nonexempt revenue. Therefore, the retained amount is not reported in this note as a voter approved revenue change (see Note #).
- In the 2008 general election, voters approved an amendment required to implement locally approved changes to the parameters for Limited Gaming under Section 9(7) of Article XVIII of the Colorado Constitution. This amendment allowed the residents of Central City, Black Hawk, and Cripple Creek to vote to extend casino hours, approve additional games and increase the maximum single bet limit. It required distribution of most of the gaming tax revenue that resulted from the new gaming limits to Colorado community colleges and to gaming cities and counties, and it exempted the new revenue from state and local revenue and spending limits. The State collected $91.7 million and $52.1 million of extended limited gaming revenue in Fiscal Year 2025 and Fiscal Year 2024, respectively.
- In the 2013 general election, Colorado voters approved Proposition AA, a measure referred to the voters by the Legislature. The proposition authorized a 15 percent state excise tax on the average wholesale price of retail marijuana, and, in addition to the existing 2.9 percent state sales tax, an additional 10 percent state sales tax on retail marijuana and retail marijuana products, effective January 1, 2014. The amendment specified the use of the excise tax revenue generated for public school construction (for the first $40.0 million collected) with any additional excise revenue generated to be used for marijuana regulation. With the enactment of Senate Bill 17-267, the retail marijuana sales tax rate increased from 10 percent to 15 percent and exempted the 2.9 percent sales tax. The State's share of the retail tax increased from 85 percent to 90 percent. These changes took effect on July 1, 2017. The 15 percent excise tax on the wholesale price of retail marijuana still applies. The State recorded $40.2 million of State excise tax and $185.6 million of retail marijuana state sales tax revenues from these exempt sources in Fiscal Year 2025.
- In Fiscal Year 2022, it was determined that retail marijuana fees are exempt from the provisions of Article X, Section 20 of the Colorado Constitution, as a voter approved revenue under Amendment 64, which passed in 2012. The State recorded $9.3 million of retail marijuana fees in Fiscal Year 2025.
- In the 2019 Statewide election, Colorado voters approved Proposition DD – a measure referred to voters by the Legislature in HB 19-1327. The proposition allowed the State to tax the proceeds of sports betting activity and to use the revenue for implementing the State water plan and for other purposes. The State recorded $36.8 million and $30.4 million from this revenue source in Fiscal Year 2025 and Fiscal Year 2024, respectively.
- In the 2020 Statewide election, voters approved Proposition EE – a measure referred to voters by the Legislature in HB 20-1427. The "yes" vote on the proposition allowed the State to impose a tax on nicotine liquids and other vaping products, and to increase existing cigarette and tobacco taxes. The revenue is to provide funding for schools, housing development and rental assistance, health care programs, tobacco education programs and other State and local general spending. The State recorded $243.8 million and $207.9 million from this revenue source in Fiscal Year 2025 and Fiscal Year 2024, respectively.
- In the 2022 Statewide election, Colorado voters approved Proposition 123, creating the State Housing Fund. The measure allows the State to provide grants for affordable housing and rental assistance through the diversion of 0.1 percent of income tax revenue. The State recorded $317 million and $327 million from this revenue source in Fiscal Year 2025 and Fiscal Year 2024, respectively.

- In the 2022 Statewide election, Colorado voters approved Proposition FF which created the Healthy School Meals for All Program, and allows the State to give grants to schools that purchase locally produced food. The program is funded by limiting the amount that taxpayers earning more than a certain threshold can deduct from their income taxes. Proposition FF revenue to the State, including interest and unrealized investment gains, totaled $134.1 and $126.4 million in Fiscal Year 2025 and Fiscal Year 2024, respectively.
- In the 2024 Statewide election, Colorado voters approved Proposition KK which created a new state tax for firearms sellers, effective on April 1st, 2025, equal to 6.5 percent of their sales of firearms, firearm parts, and ammunition, and exempted these collected funds from the State's revenue limit as a voter-approved revenue change. The revenue is to provide funding for crime victim support services, mental health services for veterans and youth, and school safety programs. Proposition KK revenue to the State, including interest and unrealized investment gains, totaled $3.9 million in Fiscal Year 2025.
- In the 2024 Statewide election, Colorado voters approved Proposition JJ which allowed the State to retain tax revenue collected above $29 million annually from the tax on sports betting proceeds. All sports betting revenue collected in excess of the annual cap will now be directed to the Colorado Water Plan's implementation fund. Proposition JJ revenue to the State, including interest and unrealized investment gains, totaled $36.8 million in Fiscal Year 2025.
- In the 2025 Statewide election, Colorado voters approved Proposition LL which allows the State to retain $12.4 million in excess revenue and interest from reduced state income tax deductions on taxpayers earning $300,000 or more under Proposition FF (2022), along with future revenue from this tax change, to provide funding for the Healthy School Meals for All Program (HSMA), which reimburses public schools for providing free breakfast and lunch to students. Colorado voters also approved Proposition MM, which increases state taxes on high-income earners (over $300,000 annually) to fund the Healthy School Meals for All program and Supplemental Nutrition Assistance Plan benefits. Proposition MM raises up to an additional $95.0 million by lowering the deduction limits to $1,000 for single filers and $2,000 for joint filers.

Note 9. Referendum C

Referendum C was placed on the ballot by the General Assembly and was approved by voters in the November 2005 election. It contained the following provisions:

- The State was authorized to retain and spend all revenues in excess of the limit on fiscal year spending after July 1, 2005, and before July 1, 2010 (five fiscal years). The authorization constituted a voter approved revenue change.
- After July 1, 2010, the State is allowed to retain revenues in excess of the limit on fiscal year spending up to a newly defined excess state revenues cap (ESRC). The ESRC is the highest population and inflation-adjusted nonexempt revenue amount in the period from July 1, 2005, to June 30, 2010, also adjusted for qualification and disqualification of enterprises. This provision effectively disabled the ratchet down provision of TABOR during the five-year period. (The term "ratchet down" is used to describe the TABOR provision that requires each year's base for calculating the limit to be the lesser of the prior year's revenues or the prior year's limit.)
- In the 2017 legislative session, enactment of Senate Bill 17-267 lowered the ESRC base by $200.0 million. This one-time change took effect in Fiscal Year 2018 and permanently modified future year calculations of the amount over or under the ESRC. The revised ESRC in Fiscal Year 2018 set a new base, which will continue to increase (or decrease) in future years by the combined percentage change in population and inflation.
- In the 2021 legislative session, enactment of Senate Bill 21-260 restored the ESRC base that had been lowered three years earlier by Senate Bill 17-267. The increase to the base was $225.0 million, which includes adjustments for population growth and inflation. The revised base will continue to increase (or decrease) in future years by the combined percentage change in population and inflation.
- A General Fund Exempt Account was created within the General Fund to consist of the retained revenues for each fiscal year of the retention period. The Legislature appropriates money in the account for health care, education (including related capital projects), firefighter and police pension funding (for local governments), and strategic transportation projects.

- The Director of Research of the Legislative Council is required to report the amount of revenues retained with a description of how the retained revenues were expended.
- The State Controller's annual report demonstrating compliance with the statutes implementing TABOR is required to include the amount of revenues that the State is authorized to retain and expend.

With the end of the Referendum C five-year excess revenue retention period, the State was subject to an ESRC starting in Fiscal Year 2011. Calculation of the original TABOR limit continues to apply, but the ESRC replaces the previous TABOR limit for triggering taxpayer refunds.

Since the inception of Referendum C in Fiscal Year 2006, the State has retained $40,927.6 million - $3,593.6 million during the initial five-year revenue retention period, and an additional $37,334.0 million due to the ESRC exceeding the Fiscal Year Spending Limit (FYSL) in Fiscal Year 2011 through Fiscal Year 2025.

Note 10. District Reserves

District reserves are the cumulative fund balances of the State reported in the State's Annual Comprehensive Financial Report at the fund level rather than the government-wide level. District reserves therefore exclude capital assets, liabilities that are not recorded in governmental funds at the fund level (primarily long-term liabilities), as well as net assets of the TABOR enterprises. The majority of these funds include balances not available for general appropriation due to legal and contractual restrictions.

Note 11. Restatement of District Fund Balance and Accounting Changes

In Fiscal Year 2025, the District's Fund Balance was decreased by $35.8 million, primarily due to a $34.0 million adjustment by the Colorado Department of Public Health and Environment to correct revenue received from the Federal Emergency Management Agency in Fiscal Year 2024.

Note 12. Sources of TABOR Growth Limit

The allowable percentage increase in state fiscal year spending equals the sum of inflation and the percentage change in state population in the calendar year ending six months prior to the start of the fiscal year. Inflation is defined in Section 24-77-102(8) C.R.S. as "the percentage change in the consumer price index for the Denver-Boulder Consolidated Metropolitan Statistical Area For All Urban Consumers, All Goods, as published by the U.S. Department of Labor, Bureau of Labor Statistics, or its successor index." The Bureau of Labor Statistics' successor index beginning with the Fiscal Year 2018 Schedule of Computations is the index for the Denver-Aurora-Lakewood area.

The 5.9 percent allowable growth rate comprises a 0.65 percent increase for population growth (census population for 2023 compared to 2022) and a 5.25 percent increase for inflation.

Note 13. Spending Limit Adjustments For Prior Year Errors

With the addition of the ESRC, spending limit adjustments only impact the calculation of the Fiscal Year Spending Limit (FYSL). In Fiscal Year 2025 there were no prior year revenue recognition errors that were large enough to impact the prior year base, therefore there were no adjustments to the Fiscal Year 2025 FYSL.

Note 14. Enterprise Qualification and Disqualification

The TABOR amendment to the State Constitution specifies that qualification and disqualification of enterprises shall change the District base. In order to ensure comparability between the base and current year nonexempt revenue, when an activity qualifies as an enterprise the base is reduced by the activity's prior year non exempt revenue offset by revenue that would have been counted as nonexempt due to the activity's interaction with other State agencies. When a TABOR enterprise becomes disqualified, its current year nonexempt revenue is added to the base after application of the population and inflation growth adjustment and its prior year payments to other State agencies are removed from the base (before application of the allowable growth rate).

In Fiscal Year 2025, the Front Range Waste Diversion (FRWD) enterprise lost its enterprise status because HB 24-1449 replaced FRWD with the Colorado Circular Communities Enterprise (CCCE). This increased the ESRC and fiscal year spending limit by $13.1 million. College Assist was also disqualified as a TABOR-exempt enterprise in Fiscal Year 2025, but there was no impact on TABOR revenue or a base adjustment needed since all revenue in the fund was exempt.

Note 15. Treatment of Amounts Held For Future Refund

Section 24-77-103.5 C.R.S. requires that errors in the amount to be refunded be corrected in the year they are discovered. During Fiscal Year 2025, various departments in the State discovered $0.8 million of net revenue from the prior year that had been incorrectly recognized as revenue subject to the provisions of TABOR.

Note 16. Future Refunds

At the beginning of Fiscal Year 2025, the State had an outstanding TABOR refund liability of $1,669.7 million. During the year the State refunded $1,673.4 million, creating an overrefund of approximately $3.7 million. State revenues during the fiscal year were $309.8 million over the ESRC. Therefore, the TABOR refund payable as of June 30, 2025 is $306.1 million (See Note 2B of the the basic financial statements for additional detail). See Note 6 for a description of the refund mechanisms in place for Fiscal Year 2025 excess state revenues.

COLORADO
Office of the State Controller
Department of Personnel & Administration

Statistical Section

Annual Comprehensive Financial Report

For the Fiscal Year Ended June 30, 2025

Statistical Section

This section of the State of Colorado's Comprehensive Annual Financial Report presents detailed current and historical information as a context for understanding what the information in the financial statements, note disclosures, and required supplementary information says about the State's overall financial health.

Financial Trends	These schedules contain trend information to help the reader understand how the State's financial performance and fiscal health have changed over time at both the entity wide and fund-level perspectives.
Revenue Capacity	These schedules contain information to help the reader assess the factors affecting the State's ability to generate and retain major revenue streams including income and sales taxes.
Debt Capacity	These schedules present information to help the reader assess the sustainability of the State's current levels of outstanding debt and the State's ability to issue additional debt in the future.
Demographic And Economic Information	These schedules offer demographic and economic indicators to help the reader understand the environment within which the State's financial activities take place.
Operating Information	These schedules contain information about the State's operations and resources to help the reader understand how the information in the State's financial report relates to the services the State provides and the activities it performs.

Government-Wide Schedule Of Net Position Governmental Activities
Last Ten Fiscal Years
(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Assets:										
Current Assets:										
Cash and Pooled Cash	$ 8,133,229	$ 9,902,252	$ 11,973,905	$ 13,920,593	$ 11,224,875	$ 2,521,649	$ 3,658,234	$ 3,107,217	$ 2,567,219	$ 2,703,416
Restricted Cash and Pooled Cash	-	-	2,630,952	3,067,114	122,403	611,626	-	-	-	-
Taxes Receivable, net	3,376,224	2,589,549	2,246,561	1,557,088	1,739,314	2,746,658	1,722,496	1,476,297	1,325,689	1,251,185
Other Receivables, net	965,427	948,171	960,863	803,926	663,412	609,665	708,209	654,761	717,660	572,655
Due From Other Governments	1,247,025	1,608,171	1,741,951	2,309,326	1,638,331	803,219	468,940	754,910	524,240	440,053
Internal Balances	123,006	38,817	75,085	59,557	48,657	179,643	43,557	38,459	26,262	28,967
Due From Component Units	-	-	-	-	-	-	19	18	154	347
Inventories	142,254	150,115	231,261	249,611	269,427	142,367	101,161	52,102	54,152	53,261
Prepaids, Advances and Deposits	328,169	348,938	201,257	149,493	122,230	544,537	90,371	84,277	72,047	67,468
Total Current Assets	14,315,334	15,586,013	20,061,835	22,116,708	15,828,649	8,159,364	6,792,987	6,168,041	5,287,423	5,117,352
Noncurrent Assets:										
Restricted Assets:										
Restricted Cash and Pooled Cash	2,962,569	3,453,623	844,539	405,850	2,971,240	1,810,813	1,742,791	1,589,926	1,493,996	1,923,920
Restricted Investments	1,756,910	1,599,606	1,413,529	1,237,772	1,324,475	1,212,311	1,098,543	847,587	867,572	732,662
Restricted Receivables	624,675	490,383	414,152	346,150	323,485	453,551	445,384	633,173	587,580	510,028
Investments	825,998	759,993	1,206,887	151,960	158,487	1,564,800	1,177,035	449,308	255,069	219,369
Other Long- Term Assets	1,281,001	1,063,876	950,428	776,847	763,849	771,885	758,544	613,249	614,932	675,809
Depreciable/Amortizable Capital Assets, net	11,635,638	11,608,243	11,030,703	10,313,213	10,063,683	9,856,574	10,101,317	10,242,384	9,994,890	9,976,023
Land and Nondepreciable Capital Assets	3,624,462	3,133,277	3,648,283	3,362,892	3,005,913	2,739,690	2,121,606	1,914,285	2,041,812	1,851,910
Capital Assets Held as Investments	-	-	-	-	-	-	-	42,896	42,899	33,055
Total Noncurrent Assets	22,711,253	22,109,001	19,508,521	16,594,684	18,611,132	18,409,624	17,445,220	16,332,808	15,898,750	15,922,776
Total Assets	37,026,587	37,695,014	39,570,356	38,711,392	34,439,781	26,568,988	24,238,207	22,500,849	21,186,173	21,040,128
Deferred Outflow Of Resources:	1,898,340	2,173,039	4,441,520	2,379,265	1,654,895	2,348,666	4,421,051	2,563,034	3,503,643	818,761
Liabilities:										
Current Liabilities:										
Tax Refunds Payable	2,702,935	1,907,701	1,211,037	1,153,949	1,154,442	951,302	927,857	918,688	886,992	856,076
Accounts Payable and Accrued Liabilities	2,264,817	2,231,721	1,961,289	2,031,900	1,756,431	1,428,804	1,318,548	1,369,262	1,165,137	1,166,681
TABOR Refund Liability (Note 2B)	306,090	1,669,690	3,678,327	3,848,101	547,872	143,993	431,685	39,837	21,807	31,358
Due To Other Governments	350,827	368,652	555,136	487,922	379,075	375,757	283,432	306,883	395,627	232,724
Unearned Revenue	490,807	1,108,509	3,157,667	3,801,840	4,513,916	1,291,503	150,512	185,677	126,307	123,769
Accrued Compensated Absences	29,126	19,575	18,534	21,087	15,331	15,719	14,097	12,758	11,865	11,522
Claims and Judgments Payable	56,866	41,751	42,147	46,036	45,135	46,660	42,298	42,812	46,369	46,343
Leases Payable	85,792	84,071	68,739	44,761	30,538	27,212	26,162	25,789	28,254	28,261
Notes, Bonds, and COPs Payable	165,033	166,370	238,123	144,466	110,285	70,565	50,865	55,515	46,990	171,835
Other Current Liabilities	105,178	87,277	107,688	31,332	24,245	23,647	31,020	22,837	27,678	29,525
Total Current Liabilities	6,557,471	7,685,317	11,038,687	11,611,394	8,577,270	4,375,162	3,276,476	2,980,058	2,757,026	2,698,094
Noncurrent Liabilities:										
Deposits Held In Custody For Others	256	308	1,481	1,482	1,779	598	584	136	116	90
Accrued Compensated Absences	239,328	250,719	222,577	203,695	214,870	197,457	166,680	162,645	158,435	154,510
Claims and Judgments Payable	128,591	115,407	116,812	126,846	141,339	151,757	168,190	180,865	260,535	276,010
Leases Payable	318,383	231,390	216,966	217,666	87,460	92,610	97,438	106,084	113,899	122,404
Notes, Bonds, and COPs Payable	4,330,277	4,213,317	4,367,514	4,609,947	3,881,964	2,837,608	2,108,495	1,379,778	1,266,507	1,174,467
Net Pension Liability	7,681,941	6,900,679	11,446,317	5,828,306	5,874,655	7,804,791	9,377,357	11,933,852	10,919,603	6,295,004
Other Postemployment Benefits	103,371	153,521	170,741	182,721	203,724	233,180	284,264	272,038	-	-
Other Long- Term Liabilities	410,459	381,526	381,942	235,415	228,926	229,134	267,983	457,567	407,912	415,669
Total Noncurrent Liabilities	13,212,606	12,246,867	16,924,350	11,406,078	10,634,717	11,547,135	12,470,991	14,492,965	13,127,007	8,438,154
Total Liabilities	19,770,077	19,932,184	27,963,037	23,017,472	19,211,987	15,922,297	15,747,467	17,473,023	15,884,033	11,136,248
Deferred Inflow Of Resources:	1,504,958	2,522,542	771,227	3,689,509	3,531,733	3,704,384	4,997,905	560,903	98,746	133,375
Net investment in Capital Assets:	10,360,616	10,247,991	10,063,658	8,901,296	9,172,398	9,648,006	10,327,956	10,879,491	14,071,021	11,330,474
Restric ted for:										
Construction and Highway Maintenance	730,893	723,066	510,993	656,022	671,488	874,840	954,461	885,775	915,033	966,743
Consumer Protection	66,272	70,153	-	-	-	-	-	-	-	-
Education	1,108,155	1,587,133	1,612,022	964,741	724,957	194,060	203,648	295,468	107,012	309,957
Debt Service	122,461	85,833	155,147	144,800	148,326	115,664	104,011	91,950	79,966	68,105
Emergencies	525,990	472,861	337,867	349,981	244,000	208,095	191,245	201,166	194,369	217,328
Permanent Funds and Endowments:										
Expendable	14,597	13,486	11,570	12,954	8,886	8,936	10,651	8,267	7,643	5,801
Nonexpendable	2,003,892	1,777,196	1,539,295	1,396,078	1,457,856	1,419,630	1,291,071	1,087,000	1,020,225	950,976
School Capital Construction Assistance	483,176	533,096	-	-	-	-	-	-	-	-
Other Purposes	267,385	244,919	1,069,918	1,144,759	839,781	1,079,316	1,042,422	831,995	671,306	717,185
Unrestricted	1,966,455	1,657,593	(22,858)	813,045	83,264	(4,257,574)	(6,211,579)	(7,251,155)	(8,359,538)	(3,977,303)
Total Net Position	$ 17,649,892	$ 17,413,327	$ 15,277,612	$ 14,383,676	$ 13,350,956	$ 9,290,973	$ 7,913,886	$ 7,029,957	$ 8,707,037	$ 10,589,266

Government-Wide
Schedule Of Net Position
Business-Type Activities
Last Ten Fiscal Years
(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Assets:										
Current Assets:										
Cash and Pooled Cash	$ 4,522,452	$ 4,552,383	$ 3,179,952	$ 3,125,906	$ 2,662,612	$ 2,023,015	$ 1,841,335	$ 3,093,539	$ 2,846,015	$ 2,525,453
Restricted Cash and Pooled Cash	-	-	-	-	-	391,766	-	-	-	-
Investments	3,677,904	3,520,820	3,299,384	2,861,839	2,261,237	1,926,752	344,755	1,827,559	549,079	392,188
Restricted Investments	-	-	-	-	-	123,303	-	-	-	-
Taxes Receivable, net	277,390	206,884	158,455	149,003	125,713	87,301	115,535	111,099	125,258	123,638
Other Receivables, net	1,851,128	1,558,317	1,229,726	1,072,292	827,965	783,784	770,415	601,666	490,427	640,664
Due From Other Governments	1,044,471	1,133,549	1,126,518	1,004,537	2,550,350	970,990	172,251	145,051	136,231	94,860
Internal Balances	(123,006)	(38,817)	(75,085)	(59,557)	(48,657)	(179,643)	(43,557)	(38,459)	(26,262)	(28,967)
Due From Component Units	17,171	21,045	14,489	22,131	24,857	26,385	28,175	16,174	23,041	18,188
Inventories	46,684	43,735	42,096	49,356	50,406	57,124	58,481	54,944	59,196	54,748
Prepaids, Advances and Deposits	57,390	50,637	56,119	41,143	37,461	37,686	41,567	29,020	31,679	28,756
Total Current Assets	11,371,584	11,048,553	9,031,654	8,266,650	8,491,944	6,248,463	3,328,957	5,840,593	4,234,664	3,849,528
Noncurrent Assets:										
Restricted Assets:										
Restricted Cash and Pooled Cash	1,926,286	1,345,583	542,690	217,265	353,797	511,559	1,562,065	284,025	241,268	457,926
Restricted Investments	43,372	53,863	46,838	55,762	131,547	172,683	72,895	106,798	95,280	167,540
Restric ted Rec eivables	13,650	18,710	25,302	32,006	20,808	22,651	39,570	35,362	38,605	40,009
Investments	1,745,911	1,573,713	1,455,552	1,374,316	2,109,357	1,441,901	2,900,742	995,987	2,097,484	1,941,040
Other Long- Term Assets	203,532	207,134	198,316	220,812	114,217	123,685	109,831	130,529	129,350	129,425
Depreciable/Amortizable Capital Assets, net	10,416,581	10,307,445	9,783,960	9,635,331	9,042,147	8,471,869	8,341,557	8,028,339	7,502,858	7,050,226
Land and Nondepreciable Capital Assets	3,120,509	2,355,860	2,081,470	2,701,291	2,195,349	2,349,747	1,952,976	1,843,135	1,921,788	1,652,441
Total Noncurrent Assets	17,469,841	15,862,308	14,134,128	14,236,783	13,967,222	13,094,095	14,979,636	11,424,175	12,026,633	11,438,607
Total Assets	28,841,425	26,910,861	23,165,782	22,503,433	22,459,166	19,342,558	18,308,593	17,264,768	16,261,297	15,288,135
Deferred Outflow Of Resources:	923,448	1,063,162	1,115,118	871,551	909,377	534,121	931,725	1,750,279	2,332,443	649,853
Liabilities:										
Current Liabilities:										
Tax Refunds Payable	-	-	5,754	-	-	-	-	-	-	-
Accounts Payable and Accrued Liabilities	1,251,590	1,393,441	1,124,313	1,018,688	955,419	705,641	697,916	592,545	786,944	771,248
Due To Other Governments	2,049,325	1,383,842	1,348,881	1,497,932	1,693,848	375,140	73,297	64,474	46,765	38,615
Due To Component Units	239	116	12,603	330	240	151	206	44	1,249	645
Unearned Revenue	653,050	668,273	598,384	455,854	421,714	770,398	351,010	345,734	328,261	306,222
Accrued Compensated Absences	57,527	39,681	38,385	38,223	31,583	28,747	27,340	26,203	25,381	22,761
Claims and Judgments Payable	14,642	14,359	1,310	1,014	819	1,273	1,581	-	-	-
Leases Payable	61,294	54,986	54,460	21,276	5,984	5,832	5,474	6,529	7,292	9,132
Notes, Bonds, and COPs Payable	309,137	437,122	420,298	158,167	104,291	179,765	196,235	154,053	146,604	267,134
Other Postemployment Benefits	21,290	20,135	20,305	16,560	14,753	16,448	-	-	-	-
Other Current Liabilities	273,715	438,168	368,252	391,334	2,813,580	813,537	323,850	191,660	134,584	139,765
Total Current Liabilities	4,691,809	4,450,123	3,992,945	3,599,378	6,042,231	2,896,932	1,676,909	1,381,242	1,477,080	1,555,522
Noncurrent Liabilities:										
Deposits Held In Custody For Others	30	30	25	25	25	25	25	20	20	20
Accrued Compensated Absences	516,392	520,801	477,181	441,545	433,340	397,622	350,352	339,007	317,070	293,365
Claims and Judgments Payable	58,642	60,953	59,071	54,933	52,714	45,168	42,390	35,505	37,361	39,657
Leases Payable	177,265	173,165	181,984	137,846	68,240	29,813	31,928	41,623	42,599	47,994
Derivative Instrument Liability	1,179	1,088	4,836	5,041	25,602	46,864	14,193	6,837	9,251	13,222
Notes, Bonds, and COPs Payable	6,020,197	5,760,148	5,372,816	5,753,609	5,082,716	4,917,042	4,757,334	4,970,288	4,638,363	4,480,091
Due to Component Units	1,382	1,370	1,334	1,364	1,458	1,704	1,798	1,692	1,678	1,631
Net Pension Liability	3,089,596	3,340,320	3,702,857	2,582,558	3,370,077	3,570,647	4,237,019	7,448,575	6,934,505	3,957,073
Other Postemployment Benefits	1,749,090	1,539,616	1,219,983	1,368,070	1,041,543	835,859	1,015,792	938,450	343,570	289,133
Other Long- Term Liabilities	376,457	324,243	146,094	141,674	138,497	102,896	110,482	59,956	15,863	28,569
Total Noncurrent Liabilities	11,990,230	11,721,734	11,166,181	10,486,665	10,214,212	9,947,640	10,561,313	13,841,953	12,340,280	9,150,755
Total Liabilities	16,682,039	16,171,857	15,159,126	14,086,043	16,256,443	12,844,572	12,238,222	15,223,195	13,817,360	10,706,277
Deferred Inflow Of Resources:	725,320	804,305	830,595	1,473,096	1,260,085	1,918,407	2,482,076	620,945	206,047	250,058
Net investment in Capital Assets:										
Restric ted for:	7,004,954	6,554,259	5,679,176	6,151,070	5,973,861	5,923,907	5,618,074	5,108,898	6,982,288	5,051,345
Restricted for:										
Education	693,036	591,234	639,644	738,283	632,230	978,486	870,941	470,363	504,096	462,636
Unemployment Insurance	134,548	69,590	-	-	-	(18,877)	1,258,552	1,070,082	911,183	740,049
Debt Service	33,866	36,878	30,175	33,648	36,346	16,081	80,693	219,248	28,429	85,617
Emergencies	-	-	-	-	-	34,000	34,000	34,000	34,000	34,000
Permanent Funds and Endowments:										
Expendable	244,613	225,289	212,155	200,814	232,960	173,493	173,553	173,406	165,637	157,611
Nonexpendable	92,515	91,332	89,955	88,147	89,102	83,909	83,198	84,480	91,878	83,274
Other Purposes	12,931	12,413	43,697	34,778	34,494	34,528	118,895	65,961	65,961	101,209
Unrestricted	4,141,051	3,416,866	1,596,377	569,105	(1,146,978)	(2,111,827)	(3,717,886)	(4,055,531)	(4,213,139)	(1,734,088)
Total Net Position	$ 12,357,514	$ 10,997,861	$ 8,291,179	$ 7,815,845	$ 5,852,015	$ 5,113,700	$ 4,520,020	$ 3,170,907	$ 4,570,333	$ 4,981,653

Government-Wide
Schedule Of Net Position
Total Primary Government
Last Ten Fiscal Years
(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Assets:										
Current Assets:										
Cash and Pooled Cash	$ 12,655,681	$ 14,454,635	$ 15,153,857	$ 17,046,499	$ 13,887,487	$ 4,544,664	$ 5,499,569	$ 6,200,756	$ 5,413,234	$ 5,228,869
Restricted Cash and Pooled Cash	-	-	2,630,952	3,067,114	122,403	1,003,392	-	-	-	-
Investments	3,677,904	3,520,820	3,299,384	2,861,839	2,261,237	1,926,752	344,755	1,827,559	549,079	392,188
Restricted Investments	3,653,614	2,796,433	2,405,016	-	-	123,303	-	-	-	-
Taxes Receivable, net	2,816,555	2,506,488	2,190,589	1,706,091	1,865,027	2,833,959	1,838,031	1,587,396	1,450,947	1,374,823
Other Receivables, net	2,291,496	2,741,720	2,868,469	1,876,218	1,491,377	1,393,449	1,478,624	1,256,427	1,208,087	1,213,319
Due From Other Governments	-	-	-	3,313,863	4,188,681	1,774,209	641,191	899,961	660,471	534,913
Due From Component Units	17,171	21,045	14,489	22,131	24,857	26,385	28,194	16,192	23,195	18,535
Inventories	188,938	193,850	273,357	298,967	319,833	199,491	159,642	107,046	113,348	108,009
Prepaids, Advances and Deposits	385,559	399,575	257,376	190,636	159,691	582,223	131,938	113,297	103,726	96,224
Total Current Assets	25,686,918	26,634,566	29,093,489	30,383,358	24,320,593	14,407,827	10,121,944	12,008,634	9,522,087	8,966,880
Noncurrent Assets:										
Restricted Assets:										
Restricted Cash and Pooled Cash	4,888,855	4,799,206	1,387,229	623,115	3,325,037	2,322,372	3,304,856	1,873,951	1,735,264	2,381,846
Restricted Investments	1,800,282	1,653,469	1,460,367	1,293,534	1,456,022	1,384,994	1,171,438	954,385	962,852	900,202
Restricted Receivables	638,325	509,093	439,454	378,156	344,293	476,202	484,954	668,535	626,185	550,037
Investments	2,571,909	2,333,706	2,662,439	1,526,276	2,267,844	3,006,701	4,077,777	1,445,295	2,352,553	2,160,409
Other Long- Term Assets	1,484,533	1,271,010	1,148,744	997,659	878,066	895,570	868,375	743,778	744,282	805,234
Depreciable/Amortizable Capital Assets, net	22,052,219	21,915,688	20,814,663	19,948,544	19,105,830	18,328,443	18,442,874	18,270,723	17,497,748	17,026,249
Land and Nondepreciable Capital Assets	6,744,971	5,489,137	5,729,753	6,064,183	5,201,262	5,089,437	4,074,582	3,757,420	3,963,600	3,504,351
Capital Assets Held as Investments	-	-	-	-	-	-	-	42,896	42,899	33,055
Total Noncurrent Assets	40,181,094	37,971,309	33,642,649	30,831,467	32,578,354	31,503,719	32,424,856	27,756,983	27,925,383	27,361,383
Total Assets	65,868,012	64,605,875	62,736,138	61,214,825	56,898,947	45,911,546	42,546,800	39,765,617	37,447,470	36,328,263
Deferred Outflow Of Resources:	2,821,788	3,236,201	5,556,638	3,250,816	2,564,272	2,882,787	5,352,776	4,313,313	5,836,086	1,468,614
Liabilities:										
Current Liabilities:										
Tax Refunds Payable	2,702,935	1,907,701	1,216,791	1,153,949	1,154,442	951,302	927,857	918,688	886,992	856,076
Accounts Payable and Accrued Liabilities	3,516,407	3,625,162	3,085,602	3,050,588	2,711,850	2,134,445	2,016,464	1,961,807	1,952,081	1,937,929
TABOR Refund Liability (Note 2B)	306,090	1,669,690	3,678,327	3,848,101	547,872	143,993	431,685	39,837	21,807	31,358
Due To Other Governments	2,400,152	1,752,494	1,904,017	1,985,854	2,072,923	750,897	356,729	371,357	442,392	271,339
Due To Component Units	239	116	12,603	330	240	151	206	44	1,249	645
Unearned Revenue	1,143,857	1,776,782	3,756,051	4,257,694	4,935,630	2,061,901	501,522	531,411	454,568	429,991
Accrued Compensated Absences	86,653	59,256	56,919	59,310	46,914	44,466	41,437	38,961	37,246	34,283
Claims and Judgments Payable	71,508	56,110	43,457	47,050	45,954	47,933	43,879	42,812	46,369	46,343
Leases Payable	147,086	139,057	123,199	66,037	36,522	33,044	31,636	32,318	35,546	37,393
Notes, Bonds, and COPs Payable	474,170	603,492	658,421	302,633	214,576	250,330	247,100	209,568	193,594	438,969
Other Postemployment Benefits	21,290	20,135	20,305	16,560	14,753	16,448	-	-	-	-
Other Current Liabilities	378,893	525,445	475,940	422,666	2,837,825	837,184	354,870	214,497	162,262	169,290
Total Current Liabilities	11,249,280	12,135,440	15,031,632	15,210,772	14,619,501	7,272,094	4,953,385	4,361,300	4,234,106	4,253,616
Noncurrent Liabilities:										
Deposits Held In Custody For Others	286	338	1,506	1,507	1,804	623	609	156	136	110
Accrued Compensated Absences	755,720	771,520	699,758	645,240	648,210	595,079	517,032	501,652	475,505	447,875
Claims and Judgments Payable	187,233	176,360	175,883	181,779	194,053	196,925	210,580	216,370	297,896	315,667
Capital Lease Payable	495,648	404,555	398,950	355,512	155,700	122,423	129,366	147,707	156,498	170,398
Derivative Instrument Liability	1,179	1,088	4,836	5,041	25,602	46,864	14,193	6,837	9,251	13,222
Notes, Bonds, and COPs Payable	10,350,474	9,973,465	9,740,330	10,363,556	8,964,680	7,754,650	6,865,829	6,350,066	5,904,870	5,654,558
Due to Component Units	1,382	1,370	1,334	1,364	1,458	1,704	1,798	1,692	1,678	1,631
Net Pension Liability	10,771,537	10,240,999	15,149,174	8,410,864	9,244,732	11,375,438	13,614,376	19,382,427	17,854,108	10,252,077
Other Postemployment Benefits	1,852,461	1,693,137	1,390,724	1,550,791	1,245,267	1,069,039	1,300,056	1,210,488	343,570	289,133
Other Long- Term Liabilities	786,916	705,769	528,036	377,089	367,423	332,030	378,465	517,523	423,775	444,238
Total Noncurrent Liabilities	25,202,836	23,968,601	28,090,531	21,892,743	20,848,929	21,494,775	23,032,304	28,334,918	25,467,287	17,588,909
Total Liabilities	36,452,116	36,104,041	43,122,163	37,103,515	35,468,430	28,766,869	27,985,689	32,696,218	29,701,393	21,842,525
Deferred Inflow Of Resources:	2,230,278	3,326,847	1,601,822	5,162,605	4,791,818	5,622,791	7,479,981	1,181,848	304,793	383,433
Net investment in Capital Assets:	17,365,570	16,802,250	15,742,834	15,052,366	15,146,259	15,571,913	15,946,030	15,988,389	21,053,309	16,381,819
Restric ted for:										
Construction and Highway Maintenance	730,893	723,066	510,993	656,022	671,488	874,840	954,461	885,775	915,033	966,743
Consumer Protection	66,272	70,153	-	-	-	-	-	-	-	-
Education	1,801,191	2,178,367	2,251,666	1,703,024	1,357,187	1,172,546	1,074,589	765,831	611,108	772,593
Unemployment Insurance	134,548	69,590	-	-	-	(18,877)	1,258,552	1,070,082	911,183	740,049
Debt Service	156,327	122,711	185,322	178,448	184,672	131,745	184,704	311,198	108,395	153,722
Emergencies	525,990	472,861	337,867	349,981	244,000	242,095	225,245	235,166	228,369	251,328
Expendable	259,210	238,775	223,725	213,768	241,846	182,429	184,204	181,673	173,280	163,412
Nonexpendable	2,096,407	1,868,528	1,629,250	1,484,225	1,546,958	1,503,539	1,374,269	1,171,480	1,112,103	1,034,250
School Capital Construction Assistance	483,176	533,096	-	-	-	-	-	-	-	-
Other Purposes	280,316	257,332	1,113,615	1,179,537	874,275	1,113,844	1,161,317	897,956	737,267	818,394
Unrestricted	6,107,506	5,074,459	1,573,519	1,382,150	(1,063,714)	(6,369,401)	(9,929,465)	(11,306,686)	(12,572,677)	(5,711,391)
Total Net Position	$ 30,007,406	$ 28,411,188	$ 23,568,791	$ 22,199,521	$ 19,202,971	$ 14,404,673	$ 12,433,906	$ 10,200,864	$ 13,277,370	$ 15,570,919

Government-Wide
Schedule Of Changes In Net Position
Governmental Activities
Last Ten Fiscal Years
(Dollars In Thousands)

Functions/Programs	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Program Revenues:										
Charges for Services:										
Licenses and Permits	$ 685,681	$ 716,321	$ 644,321	$ 673,509	$ 598,900	$ 559,579	$ 559,093	$ 564,076	$ 541,936	$ 518,820
Service Fees	702,532	506,672	460,047	385,121	379,086	406,363	390,589	358,109	1,006,976	1,139,226
Fines and Forfeits	253,369	351,162	292,171	187,272	210,963	190,399	225,878	190,733	206,662	195,256
Rents and Royalties	282,002	255,790	269,809	228,547	131,454	156,296	175,085	147,310	132,310	142,752
Sales of Products	3,052	11,661	2,842	3,783	4,964	16,763	10,042	3,218	3,205	3,303
Unemployment Surcharge	14,980	17,201	49,519	48,730	40,154	38,076	34,091	34,245	32,507	30,768
Other	490,402	351,162	322,055	385,954	369,431	187,856	211,706	152,285	138,928	143,251
Operating Grants and Contributions	13,082,412	13,458,702	11,739,867	11,040,507	10,495,268	7,788,096	6,822,479	6,627,757	8,149,334	8,578,146
Capital Grants and Contributions	890,863	815,778	651,505	604,090	544,553	617,224	428,332	745,497	814,739	819,321
Total Program Revenues	16,405,293	16,484,449	14,432,136	13,557,513	12,774,773	9,960,652	8,857,295	8,823,230	11,026,597	11,570,843
Expenses:										
General Government	1,208,052	686,041	1,874,530	653,468	822,391	1,214,677	1,493,871	739,872	653,247	485,611
Business, Community, and Consumer Affairs	1,726,127	1,508,254	1,503,579	1,602,867	1,368,553	713,827	734,786	912,495	919,676	777,458
Education	9,154,401	9,056,365	8,497,292	8,127,798	6,656,947	6,875,955	6,469,072	6,086,573	6,045,204	5,859,964
Health and Rehabilitation	1,872,439	1,704,496	1,941,186	2,230,242	1,660,656	836,872	935,044	1,258,445	1,170,889	2,898,841
Justice	3,275,067	2,969,866	2,657,026	2,303,604	1,691,958	1,734,902	1,970,515	3,254,155	2,974,666	2,209,158
Natural Resources	236,371	219,090	177,343	161,976	99,053	90,248	123,036	219,659	169,528	135,491
Social Assistance	15,450,544	13,849,567	12,843,160	11,812,410	10,157,280	9,430,179	8,589,168	8,810,715	10,489,419	8,825,599
Transportation	2,260,134	2,444,886	2,117,396	1,941,505	1,632,855	1,884,872	1,875,438	2,179,299	2,105,462	1,830,368
Interest on Debt	198,268	208,719	187,327	117,938	135,332	103,339	109,075	60,778	58,764	62,021
Total Expenses	35,381,403	32,647,284	31,798,839	28,951,808	24,225,025	22,884,871	22,300,005	23,521,991	24,586,855	23,084,511
Net (Expense) Revenue	(18,976,110)	(16,162,835)	(17,366,703)	(15,394,295)	(11,450,252)	(12,924,219)	(13,442,710)	(14,698,761)	(13,560,258)	(11,513,668)
General Revenues And										
Other Changes In Net Position:										
Sales and Use Taxes	4,946,216	4,953,358	4,866,608	4,632,361	3,954,846	3,703,217	3,632,282	3,449,844	3,151,679	2,940,839
Excise Taxes	497,713	409,121	482,359	547,853	433,686	330,600	301,292	311,625	321,419	290,276
Individual Income Tax	9,147,220	8,855,648	6,609,219	7,157,507	8,292,319	8,037,272	7,505,245	6,978,833	6,291,376	6,061,679
Corporate Income Tax	2,415,768	2,582,887	2,265,237	1,471,691	1,090,209	638,303	963,380	714,313	432,802	643,761
TABOR Excess Revenue	(129,536)	(1,214,908)	-	-	-	-	-	-	-	-
Other Taxes	939,973	961,347	1,441,205	924,118	517,762	562,124	705,986	577,961	452,042	410,277
Restricted Taxes	1,705,368	1,858,461	1,718,955	1,627,154	1,468,337	1,271,553	1,348,050	1,273,482	1,169,457	1,132,687
Unrestricted Investment Earnings (Losses)	187,219	265,282	194,952	70,997	50,931	37,599	30,196	21,798	16,987	15,705
Other General Revenues	112,900	102,003	125,003	114,568	104,683	95,460	95,051	199,934	103,476	107,005
(Transfers-Out) / Transfers-In	(607,502)	(584,434)	189,744	(443,435)	(366,962)	(395,097)	(279,131)	(254,324)	(353,647)	(352,733)
Internal Capital Contributions	-	-	-	-	-	-	-	44	-	(1,583)
Permanent Fund Additions	3,135	406,715	350,885	315,002	141,128	580	1,062	277	766	80
Total General Revenues And Other Changes In Net Position:	19,218,474	18,595,480	18,244,167	16,417,816	15,686,939	14,281,611	14,303,413	13,273,787	11,586,357	11,247,993
Total Changes In Net Position	242,364	2,432,645	877,464	1,023,521	4,236,687	1,357,392	860,703	(1,424,974)	(1,973,901)	(265,675)
Net Position - Beginning	17,413,327	15,277,612	14,383,676	13,350,956	9,290,973	7,913,886	7,029,957	8,707,037	10,589,266	10,796,794
Restatement	(5,799)	(296,930)	16,472	8,978	(196,566)	19,695	23,226	8,583	91,672	58,147
Accounting Changes	-	-	-	221	19,862	-	-	(260,689)	-	-
Net Position, Fiscal Year Beginning (As Restated)	17,407,528	14,980,682	14,400,148	13,360,155	9,114,269	7,933,581	7,053,183	8,454,931	10,680,938	10,854,941
Net Position - Ending	$ 17,649,892	$ 17,413,327	$ 15,277,612	$ 14,383,676	$ 13,350,956	$ 9,290,973	$ 7,913,886	$ 7,029,957	$ 8,707,037	$ 10,589,266

Government-Wide
Schedule Of Changes In Net Position
Business-Type Activities
Last Ten Fiscal Years
(Dollars In Thousands)

Functions/Programs	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Program Revenues:										
Charges for Services:										
Licenses and Permits	$ 336,034	$ 287,480	$ 269,743	$ 224,091	$ 219,820	$ 205,044	$ 179,382	$ 168,045	$ 165,182	$ 159,704
Service Fees	4,350,121	4,044,954	3,748,988	3,408,111	2,932,454	2,766,551	2,712,042	2,449,817	1,404,677	1,297,576
Education - Tuition, Fees, and Sales	4,184,909	4,015,767	3,707,977	3,504,334	3,055,836	3,483,570	3,484,740	3,404,969	3,239,887	3,005,967
Fines and Forfeits	43,144	32,868	6,392	3,090	3,336	3,648	3,493	4,630	5,769	4,101
Rents and Royalties	76,699	100,503	88,028	83,401	67,981	69,154	52,866	74,482	45,177	40,077
Sales of Products	886,682	956,045	944,631	889,172	847,369	722,152	747,732	686,196	622,179	661,084
Unemployment Surcharge	2,566,681	2,422,737	828,946	741,627	602,104	546,038	546,650	562,095	646,336	603,708
Other	270,260	308,357	265,369	270,765	202,739	243,765	207,087	164,008	188,112	165,237
Operating Grants and Contributions	8,748,179	7,581,936	7,511,633	7,371,360	14,095,372	8,374,699	5,119,323	5,082,655	2,556,915	2,449,163
Capital Grants and Contributions	140,373	252,030	127,011	153,514	183,207	123,273	62,609	89,542	43,873	42,996
Total Program Revenues	21,603,082	20,002,677	17,498,718	16,649,465	22,210,218	16,537,894	13,115,924	12,686,439	8,918,107	8,429,613
Expenses:										
Higher Education Institutions	10,695,481	9,923,368	9,350,370	8,339,105	6,900,408	6,993,311	7,111,041	8,612,196	7,829,889	6,446,902
Healthc are Affordability	5,588,853	4,991,029	5,130,361	4,550,548	4,198,822	3,515,207	3,414,018	3,294,611	-	-
Unemployment Insurance	2,458,104	1,159,090	488,008	1,607,811	9,465,001	4,765,139	385,192	444,181	518,891	531,607
Lottery	748,025	784,634	772,292	717,699	691,944	582,721	580,808	547,805	494,110	517,847
Parks and Wildlife	328,886	311,163	287,308	225,095	170,705	166,782	184,870	294,065	257,959	203,794
College Assist	127,609	204,498	178,136	171,430	79,637	201,200	222,726	247,361	315,478	320,774
Other Business- Type Activities	963,603	739,227	642,460	496,569	523,885	128,606	212,190	301,094	219,844	282,471
Total Expenses	20,910,561	18,113,009	16,848,935	16,108,257	22,030,402	16,352,966	12,110,845	13,741,313	9,636,171	8,303,395
Net (Expense) Revenue	692,521	1,889,668	649,783	541,208	179,816	184,928	1,005,079	(1,054,874)	(718,064)	126,218
General Revenues And Other Changes In Net Position:										
Other Taxes	-	-	13,084	11,556	9,238	-	-	-	-	-
Special and/or Extraordinary Items	-	-	-	-	-	-	-	-	(808)	-
(Transfers-Out) / Transfers-In	607,502	584,434	(189,744)	443,435	366,962	395,097	279,131	254,324	353,647	352,733
Internal Capital Contributions	-	-	-	-	-	-	57,541	51,439	-	10,183
Permanent Fund Additions	-	-	10	8	5	-	-	-	-	-
Other Changes In Net Position:	607,502	584,434	(176,650)	454,999	376,205	395,097	336,672	305,763	352,839	362,916
Total Changes In Net Position	1,300,023	2,474,102	473,133	996,207	556,021	580,025	1,341,751	(749,111)	(365,225)	489,134
Net Position - Beginning	10,997,861	8,291,179	7,815,845	5,852,015	5,113,700	4,520,020	3,170,907	4,570,333	4,981,653	4,497,828
Restatement	35,190	232,580	-	978,053	181,689	11,209	7,362	-	545	(5,309)
Accounting Changes	24,440	-	2,201	(10,430)	605	2,446	-	(650,315)	(46,640)	-
Net Position, Fiscal Year Beginning (As Restated)	11,057,491	8,523,759	7,818,046	6,819,638	5,295,994	4,533,675	3,178,269	3,920,018	4,935,558	4,492,519
Net Position - Ending	$ 12,357,514	$ 10,997,861	$ 8,291,179	$ 7,815,845	$ 5,852,015	$ 5,113,700	$ 4,520,020	$ 3,170,907	$ 4,570,333	$ 4,981,653

Government-Wide
Schedule Of Changes In Net Position
Total Primary Government
Last Ten Fiscal Years
(Dollars In Thousands)

Functions/Programs	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Program Revenues:										
Charges for Services:										
Licenses and Permits	$ 1,021,715	$ 1,003,801	$ 914,064	$ 897,600	$ 818,720	$ 764,623	$ 738,475	$ 732,121	$ 707,118	$ 678,524
Service Fees	5,052,653	4,551,626	4,209,035	3,793,232	3,311,540	3,172,914	3,102,631	2,807,926	2,411,653	2,436,802
Education - Tuition, Fees, and Sales	4,184,909	4,015,767	3,707,977	3,504,334	3,055,836	3,483,570	3,484,740	3,404,969	3,239,887	3,005,967
Fines and Forfeits	296,513	384,030	298,563	190,362	214,299	194,047	229,371	195,363	212,431	199,357
Rents and Royalties	358,701	356,293	357,837	311,948	199,435	225,450	227,951	221,792	177,487	182,829
Sales of Products	889,734	967,706	947,473	892,955	852,333	738,915	757,774	689,414	625,384	664,387
Unemployment Surcharge	2,581,661	2,439,938	878,465	790,357	642,258	584,114	580,741	596,340	678,843	634,476
Other	760,662	659,519	587,424	656,719	572,170	431,621	418,793	316,293	327,040	308,488
Operating Grants and Contributions	21,830,591	21,040,638	19,251,500	18,411,867	24,590,640	16,162,795	11,941,802	11,710,412	10,706,249	11,027,309
Capital Grants and Contributions	1,031,236	1,067,808	778,516	757,604	727,760	740,497	490,941	835,039	858,612	862,317
Total Program Revenues	38,008,375	36,487,126	31,930,854	30,206,978	34,984,991	26,498,546	21,973,219	21,509,669	19,944,704	20,000,456
Expenses:										
General Government	1,208,052	686,041	1,874,530	653,468	822,391	1,214,677	1,493,871	739,872	653,247	485,611
Business, Community, and Consumer Affairs	1,726,127	1,508,254	1,503,579	1,602,867	1,368,553	713,827	734,786	912,495	919,676	777,458
Education	9,154,401	9,056,365	8,497,292	8,127,798	6,656,947	6,875,955	6,469,072	6,086,573	6,045,204	5,859,964
Health and Rehabilitation	1,872,439	1,704,496	1,941,186	2,230,242	1,660,656	836,872	935,044	1,258,445	1,170,889	2,898,841
Justice	3,275,067	2,969,866	2,657,026	2,303,604	1,691,958	1,734,902	1,970,515	3,254,155	2,974,666	2,209,158
Natural Resources	236,371	219,090	177,343	161,976	99,053	90,248	123,036	219,659	169,528	135,491
Social Assistance	15,450,544	13,849,567	12,843,160	11,812,410	10,157,280	9,430,179	8,589,168	8,810,715	10,489,419	8,825,599
Transportation	2,260,134	2,444,886	2,117,396	1,941,505	1,632,855	1,884,872	1,875,438	2,179,299	2,105,462	1,830,368
Interest on Debt	198,268	208,719	187,327	117,938	135,332	103,339	109,075	60,778	58,764	62,021
Higher Education Institutions	10,695,481	9,923,367	9,350,370	8,339,105	6,900,408	6,993,311	7,111,041	8,612,196	7,829,889	6,446,902
Healthc are Affordability	5,588,853	4,991,029	5,130,361	4,550,548	4,198,822	3,515,207	3,414,018	3,294,611	-	-
Unemployment Insurance	2,458,104	1,159,090	488,008	1,607,811	9,465,001	4,765,139	385,192	444,181	518,891	531,607
Lottery	748,025	784,634	772,292	717,699	691,944	582,721	580,808	547,805	494,110	517,847
Parks and Wildlife	328,886	311,163	287,308	225,095	170,705	166,782	184,870	294,065	257,959	203,794
College Assist	127,609	204,498	178,136	171,430	79,637	201,200	222,726	247,361	315,478	320,774
Other Business- Type Activities	963,603	739,227	642,460	496,569	523,885	128,606	212,190	301,094	219,844	282,471
Total Expenses	56,291,964	50,760,292	48,647,774	45,060,065	46,255,427	39,237,837	34,410,850	37,263,304	34,223,026	31,387,906
Net (Expense) Revenue	(18,283,589)	(14,273,166)	(16,716,920)	(14,853,087)	(11,270,436)	(12,739,291)	(12,437,631)	(15,753,635)	(14,278,322)	(11,387,450)
General Revenues And Other Changes In Net Position:										
Sales and Use Taxes	4,946,216	4,953,358	4,866,608	4,632,361	3,954,846	3,703,217	3,632,282	3,449,844	3,151,679	2,940,839
Excise Taxes	497,713	409,121	482,359	547,853	433,686	330,600	301,292	311,625	321,419	290,276
Individual Income Tax	9,147,220	8,855,648	6,609,219	7,157,507	8,292,319	8,037,272	7,505,245	6,978,833	6,291,376	6,061,679
Corporate Income Tax	2,415,768	2,582,887	2,265,237	1,471,691	1,090,209	638,303	963,380	714,313	432,802	643,761
TABOR Excess Revenue	(129,536)	(1,214,908)	(1,214,908)	(1,214,908)	(1,214,908)	(1,214,908)	(1,214,908)	(1,214,908)	(1,214,908)	(1,214,908)
Other Taxes	939,973	961,347	1,454,289	935,674	527,000	562,124	705,986	577,961	452,042	410,277
Restricted Taxes	1,705,368	1,858,461	1,718,955	1,627,154	1,468,337	1,271,553	1,348,050	1,273,482	1,169,457	1,132,687
Unrestricted Investment Earnings (Losses)	187,219	265,282	194,952	70,997	50,931	37,599	30,196	21,798	16,987	15,705
Other General Revenues	112,900	102,003	125,003	114,568	104,683	95,460	95,051	199,934	103,476	107,005
Special and/or Extraordinary Items	-	-	-	-	-	-	-	-	(808)	-
Internal Capital Contributions	-	-	-	315,010	-	-	57,541	51,483	-	8,600
Permanent Fund Additions	3,135	406,715	350,895	-	141,133	580	1,062	277	766	80
Total General Revenues And Other Changes In Net Position:	19,825,976	19,179,914	18,067,517	16,872,815	16,063,144	14,676,708	14,640,085	13,579,550	11,939,196	11,610,909
Total Changes In Net Position	1,542,387	4,906,748	1,350,597	2,019,728	4,792,708	1,937,417	2,202,454	(2,174,085)	(2,339,126)	223,459
Net Position - Beginning	28,411,188	23,568,791	22,199,521	19,202,971	14,404,673	12,433,906	10,200,864	13,277,370	15,570,919	15,294,622
Restatement	29,391	(64,350)	16,472	987,031	(14,877)	30,904	30,588	8,583	92,217	52,838
Accounting Changes	24,440	-	2,201	(10,209)	20,467	2,446	-	(911,004)	(46,640)	-
Net Position, Fiscal Year Beginning (As Restated)	28,465,019	23,504,441	22,218,194	20,179,793	14,410,263	12,467,256	10,231,452	12,374,949	15,616,496	15,347,460
Net Position - Ending	$ 30,007,406	$ 28,411,188	$ 23,568,791	$ 22,199,521	$ 19,202,971	$ 14,404,673	$ 12,433,906	$ 10,200,864	$ 13,277,370	$ 15,570,919

Schedule Of Revenues, Expenditures, And Changes In Fund Balance All Governmental Fund Types

Last Ten Fiscal Years

(Dollars In Millions)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016 [1]
Revenues:										
Taxes	$ 19,510	$ 18,474	$ 17,398	$ 16,414	$ 15,837	$ 14,616	$ 14,199	$ 13,389	$ 11,835	$ 11,471
Licenses, Permits, and Fines	1,012	1,047	978	961	895	832	869	940	838	810
Charges for Goods and Services	707	605	469	389	386	426	403	363	1,012	1,144
Rents	55	54	270	228	131	156	175	147	132	143
Investment Inc ome	990	935	309	(1,009)	164	397	352	41	46	139
Federal Grants and Contracts	12,528	13,094	12,031	12,588	10,847	7,837	6,680	7,047	8,685	9,047
Additions to Permanent Funds	3	407	-	-	-	-	-	-	-	-
Unclaimed Property Receipts	304	258	129	110	143	55	47	78	64	65
Other	1,026	915	447	749	472	354	426	397	338	321
Total Revenues	36,135	35,789	32,031	30,430	28,875	24,673	23,151	22,402	22,950	23,140
Expenditures:										
Current:										
General Government	639	613	505	412	467	401	377	381	344	324
Business, Community and Consumer Affairs	1,227	1,161	1,050	1,122	880	526	493	480	453	474
Education	1,542	1,817	1,587	1,432	698	982	911	832	869	852
Health and Rehabilitation	1,552	1,471	1,522	2,029	1,623	911	846	778	770	1,784
Justice	2,900	2,760	2,324	2,237	2,108	2,103	1,971	1,808	1,705	1,741
Natural Resources	191	186	147	146	120	131	129	128	113	107
Social Assistance	13,990	12,433	11,494	10,543	9,072	8,345	7,539	7,572	9,358	8,726
Transportation	1,746	1,550	1,691	1,529	1,485	1,555	1,298	1,348	1,364	1,331
Capital Outlay	402	469	356	593	393	418	265	272	189	191
Intergovernmental:										
Cities	642	597	507	637	587	523	503	471	491	425
Counties	2,441	2,396	2,121	2,107	2,205	1,751	1,916	1,759	1,740	1,656
School Districts	7,622	7,291	6,919	6,754	6,033	5,961	5,594	5,171	5,122	4,995
Special Districts	251	260	-	-	-	-	-	-	-	-
Federal	21	10	-	-	-	-	-	-	-	-
Other	448	262	748	539	393	451	410	244	255	227
Debt Service	402	479	369	318	229	163	179	128	239	280
Total Expenditures	36,016	33,755	31,340	30,398	26,293	24,221	22,431	21,372	23,012	23,113
Excess Of Revenues Over (Under) Expenditures	119	2,034	691	32	2,582	452	720	1,030	(62)	27
Other Financing Sources (Uses)										
Transfers- In	2,418	2,200	2,859	3,076	2,737	1,702	1,813	5,447	5,851	4,915
Transfers-Out:										
Higher Education	(284)	(284)	(284)	(284)	(284)	(284)	(376)	(230)	(230)	(181)
Other	(2,727)	(2,368)	(3,019)	(3,226)	(2,812)	(1,811)	(1,711)	(5,458)	(5,966)	(5,079)
Face Amount of Debt Issued	253	-	-	650	775	666	740	156	129	11
Bond Premium/Discount	27	-	-	155	178	137	57	21	14	-
Capital Lease Debt Issuance	157	60	47	288	5	1	1	4	1	-
Sale of Capital Assets	1	43	14	11	7	55	24	10	15	7
Insurance Recoveries	17	11	6	2	6	3	2	7	8	5
Debt Refunding Issuance	-	-	-	-	19	-	-	-	-	-
Debt Refunding Premium Proceeds	-	-	-	-	4	-	-	-	-	-
Debt Refunding Payments	-	-	-	-	(23)	-	-	-	-	-
Total Other Financing Sources (Uses)	(138)	(338)	(377)	672	612	469	550	(43)	(178)	(322)
Net Change In Fund Balance	(19)	1,696	314	704	3,194	921	1,270	987	(240)	(295)
Fund Balance - Beginning	15,260	13,885	13,459	12,746	9,492	8,579	7,349	6,364	6,609	6,847
Restatement	(34)	(322)	16	9	40	(8)	(40)	(2)	(5)	58
Accounting Changes	-	-	-	-	20	-	-	-	-	-
Fund Balance, Fiscal Year Beginning (As Restated)	15,226	13,563	13,476	12,755	9,552	8,571	7,309	6,362	6,604	6,905
Fund Balance - Ending	$ 15,207	$ 15,260	$ 13,885	$ 13,459	$ 12,746	$ 9,492	$ 8,579	$ 7,349	$ 6,364	$ 6,609

General Purpose Revenue (After TABOR Refunds)
General Fund
In Dollars And As A Percent Of Total
Last Ten Fiscal Years
(Dollars In Millions)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Income Tax:										
Individual	$ 8,769	$ 8,600	$ 6,516	$ 7,163	$ 8,306	$ 8,056	$ 7,328	$ 7,006	$ 6,209	$ 5,993
Corporate	2,353	2,535	2,167	1,469	1,118	670	856	736	467	606
(Refunds)										
Net Income Tax	$ 11,122	$ 11,135	$ 8,683	$ 8,632	$ 9,424	$ 8,726	$ 8,184	$ 7,742	$ 6,676	$ 6,599
Sales, Use, and Excise Taxes	$ 4,941	4,990	4,919	4,689	4,033	3,759	3,695	3,501	3,188	2,996
Less: Excess TABOR Revenues	(130)	(1,215)	-	-	-	-	-	-	-	-
Net Sales, Use, and Excise Taxes	4,811	3,775	4,919	4,689	4,033	3,759	3,695	3,501	3,188	2,996
Insurance Tax	$ 659	542	517	390	336	337	315	304	291	280
Gaming and Other Taxes	363	48	57	39	45	40	53	156	-	16
Investment Income	167	252	188	69	50	31	27	20	15	13
Severence Taxes to be Refunded	-	-	-	-	-	-	-	-	54	-
Other	-	-	-	-	-	-	-	-	40	26
Total General Revenues	$ 17,123	$ 15,751	$ 14,364	$ 13,819	$ 13,888	$ 12,893	$ 12,274	$ 11,723	$ 10,264	$ 9,930
Percent Change From Previous Year	8.7%	9.7%	3.9%	-0.5%	7.7%	5.0%	4.7%	14.2%	3.4%	3.0%
(As Percent Of Total Excluding TABOR Refund)										
Net Income Tax	65.0%	70.7%	60.4%	62.5%	67.9%	67.7%	66.7%	66.0%	65.0%	66.5%
Sales, Use, and Excise Taxes	28.9	31.7	34.3	33.9	29.0	29.2	30.1	29.9	31.2	30.1
Insurance Tax	3.9	3.4	3.6	0.0	2.4	2.6	2.6	2.6	2.8	2.8
Other Taxes	2.1	0.3	0.4	0.4	0.3	0.3	0.4	1.3	0.0	0.2
Interest	1.0	1.6	1.3	0.6	0.4	0.2	0.2	0.2	0.1	0.1
Severence Taxes to be Refunded	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5	0.0
Other	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.4	0.3
Total General Revenues	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Expenditures By Department[(1)] And Transfers Funded By General Purpose Revenues

Last Ten Fiscal Years

(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Department: [(1)]										
Agriculture	$ 19,903	$ 17,041	$ 17,082	$ 41,887	$ (17)	$ 12,018	$ 11,346	$ 10,428	$ 10,639	$ 10,050
Corrections	746,305	512,913	908,691	856,220	2,841	876,905	837,497	773,788	748,559	758,545
Early Childhood	293,856	300,225	-	-	-	-	-	-	-	-
Education	4,523,559	4,682,188	4,495,205	4,283,225	14,771	4,412,459	4,114,576	4,070,889	3,764,298	3,477,785
Governor	1,449,936	49,412	65,882	85,577	827,832	45,321	42,375	36,283	39,615	34,609
Health Care Policy and Financing	5,221,077	4,597,910	3,607,140	3,012,391	4,079,836	3,021,536	2,923,196	2,727,717	2,468,392	2,446,338
Higher Education	1,679,672	1,519,928	1,360,951	1,224,482	84,070	1,110,841	1,001,121	894,450	870,664	856,849
Human Services	1,317,152	868,521	1,085,027	1,095,826	3,179,655	1,088,434	1,055,818	984,291	918,130	936,071
Judicial Branch	630,783	445,512	659,901	609,860	611,554	597,673	561,799	514,874	487,636	481,550
Labor and Employment	37,974	32,594	21,904	20,152	1,003,256	24,341	20,539	21,302	21,579	7,754
Law	25,895	23,195	20,452	15,069	558,991	17,553	16,396	15,722	14,774	14,525
Legislative Branch	80,276	73,918	66,900	59,410	18,334	54,052	51,082	48,202	44,880	43,410
Local Affairs	74,023	51,635	51,661	51,338	13,694	46,290	37,125	29,184	25,235	25,481
Military and Veterans Affairs	16,342	13,813	12,053	11,216	53,583	10,924	10,983	30,814	8,253	7,907
Natural Resources	45,094	41,669	37,386	41,140	114,198	34,282	32,307	30,882	28,711	27,519
Personnel & Administration	35,723	37,764	24,355	20,072	9,917	16,229	13,971	12,088	12,273	11,034
Public Health and Environment	156,827	139,230	185,700	83,264	33,469	60,841	53,492	46,506	48,448	49,964
Public Safety	281,314	293,849	217,194	156,970	30,679	163,721	185,018	124,204	122,404	113,976
Regulatory Agencies	3,510	13,555	5,762	2,869	63,890	2,334	6,224	5,964	5,742	6,073
Revenue	304,850	300,899	327,583	336,448	39,138	327,633	260,583	250,438	90,957	149,361
Transportation	-	-	-	-	-	-	-	-	392	102
Treasury	692,951	660,405	1,323,593	1,401,545	(10,375)	660,126	774,821	190,457	15,908	12,522
Transfer to Capital Construction Fund	234,090	331,353	117,894	227,003	1,286,711	112,692	90,382	92,084	84,484	271,130
Transfer to Various Cash Funds	2,358,500	2,031,500	1,997,100	1,612,200	361,300	361,300	814,200	674,900	194,735	90,196
Transfer to the Highway Users Tax Fund	-	-	-	-	-	-	-	-	79,000	199,200
Other Transfers and Nonoperating Disbursements	284,132	280,378	249,023	249,023	25,125	25,125	278,999	181,151	153,379	143,492
Totals	$ 20,513,744	$ 17,319,407	$ 16,858,439	$ 15,497,187	$ 12,402,452	$ 13,082,630	$ 13,193,850	$ 11,766,618	$ 10,259,087	$ 10,175,443
Percent Change	18.4%	2.7%	8.8%	25.0%	-5.2%	-0.8%	12.1%	14.7%	0.8%	9.1%
(As Percent Of Total)										
Education	22.1%	27.0%	26.7%	27.6%	0.1%	33.7%	31.2%	34.6%	36.7%	34.2%
Health Care Policy and Financing	25.5	26.5	21.4	0.2	32.9	23.1	22.2	23.2	24.1	24.0
Higher Education	8.2	8.8	8.1	0.1	0.7	8.5	7.6	7.6	8.5	8.4
Human Services	6.4	5.0	6.4	0.1	25.6	8.3	8.0	8.4	8.9	9.2
Corrections	3.6	3.0	5.4	0.1	0.0	6.7	6.3	6.6	7.3	7.5
Transfer to Capital Construction Fund	1.4	1.9	0.7	0.0	10.4	0.9	0.7	0.8	0.8	2.7
Transfer to Various Cash Funds	11.5	11.7	11.8	0.1	2.9	2.8	6.2	5.7	1.9	0.9
Transfers to the Highway Users Tax Fund	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.8	2.0
Judicial	3.1	2.6	3.9	0.0	4.9	4.6	4.3	4.4	4.8	4.7
Revenue	1.5	1.7	1.9	0.0	0.3	2.5	2.0	2.1	0.9	1.5
All Others	16.7	11.8	13.7	0.1	22.2	8.9	11.5	6.6	5.3	4.9
Totals	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

1 - Expenditures in this schedule are reported on the modified accrual basis (GAAP basis) rather than the budgetary basis, which defers certain payroll, Medicaid costs and related revenues, and other statutorily defined expenditures to the following fiscal year. Certain expenditures are shown in the department that makes the external payment rather than being shown in the department that receives the original general- funded appropriation.

Fund Balance
Governmental Fund Types
Last Ten Fiscal Years
(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
General:										
Nonspendable:										
Inventories	$ 24,495	$ 22,613	$ 44,954	$ 47,144	$ 70,664	$ 14,343	$ 9,944	$ 7,975	$ 8,503	$ 7,522
Prepaids	68,678	63,415	47,088	49,094	50,702	69,432	38,547	38,173	39,348	37,977
Restricted	755,826	634,469	881,487	735,951	609,779	823,528	814,658	626,068	442,249	497,814
Committed	3,676,568	2,763,010	2,606,660	2,584,838	1,287,662	616,483	1,114,406	970,235	646,700	513,986
Assigned	85,082	115,479	87,068	83,302	123,036	35,241	33,264	29,641	17,218	19,283
Unassigned	(823,686)	146,445	(564,991)	701,946	2,403,821	842,567	52,088	334,660	-	-
Total Fund Balance	3,786,963	3,745,431	3,102,266	4,202,275	4,545,664	2,401,594	2,062,907	2,006,752	1,154,018	1,076,582
Federal Special Revenue:										
Nonspendable:										
Inventories	40,485	611	116	-	-	-	-	-	-	-
Prepaids	45,990	70,290	36,405	14,137	-	-	-	-	-	-
Restricted	134,224	31,360	-	-	11,373	21,350	-	-	-	-
Unassigned	100,592	(70,901)	-	(136,403)	-	-	-	-	-	-
Total Fund Balance	321,291	31,360	36,521	(122,266)	11,373	21,350	-	-	-	-
Highway Users Tax:										
Nonspendable:										
Long-term Portion of Interfund Loans Receivable	-	-	-	-	-	-	-	-	-	30
Inventories	22,262	20,270	19,527	18,793	17,908	20,946	18,012	8,281	9,334	8,860
Prepaids	13,725	13,283	2,553	295	6,077	5,032	3,717	3,729	679	1,252
Restricted	721,184	690,030	484,151	630,718	679,412	900,962	961,284	882,113	917,778	975,001
Committed	46,181	52,902	62,939	58,510	49,045	51,413	59,641	58,076	52,929	46,278
Total Fund Balance	803,352	776,485	569,170	708,316	752,442	978,353	1,042,654	952,199	980,720	1,031,421
All Other Governmental Funds:										
Nonspendable:										
Long-term Portion of Interfund Loans Receivable	-	-	85	-	-	-	13	12	-	19,141
Inventories	52,810	103,163	163,554	181,625	179,646	105,795	72,311	35,171	35,445	36,166
Permanent Fund Principal	1,974,475	1,751,649	1,516,090	1,374,975	1,438,292	1,398,247	1,274,846	1,186,138	1,122,480	1,043,619
Prepaids	163,061	157,751	84,502	62,106	46,242	35,781	39,324	38,387	27,007	24,046
Restricted	1,522,295	1,897,066	1,781,321	1,332,860	986,088	558,485	503,018	516,128	418,847	607,618
Committed	6,583,158	6,796,754	6,675,326	5,719,530	4,785,759	3,992,116	3,583,836	2,614,577	2,624,986	2,770,832
Total Fund Balance	10,295,799	10,706,383	10,220,878	8,671,096	7,436,027	6,090,424	5,473,348	4,390,413	4,228,765	4,501,422
Total Fund Balance	$ 15,207,405	$ 15,259,659	$ 13,928,835	$ 13,459,421	$ 12,745,506	$ 9,491,721	$ 8,578,909	$ 7,349,364	$ 6,363,503	$ 6,609,425

TABOR Revenues, Expenditures, Fiscal Year Spending Limitations, And Refunds
Last Ten Fiscal Years
(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
District Revenues:										
Exempt District Revenues	$ 36,061,202	$ 32,358,538	$ 30,207,103	$ 29,465,154	$ 27,782,645	$ 20,523,556	$ 18,613,345	$ 17,388,665	$ 17,784,588	$ 18,170,415
Nonexempt District Revenues	19,463,198	19,427,704	20,220,690	19,741,291	16,169,779	14,873,754	14,788,420	13,720,881	12,891,657	12,824,408
Total District Revenues	55,524,400	51,786,243	50,427,793	49,206,445	43,952,424	35,397,310	33,401,765	31,109,546	30,676,245	30,994,823
Percent Change In Nonexempt District Revenues	0.2%	-3.9%	2.4%	22.1%	8.7%	0.6%	7.8%	6.4%	0.5%	2.3%
District Expenditures:										
Exempt District Expenditures	36,061,202	32,358,538	30,207,102	29,465,154	27,782,645	20,523,556	18,613,345	17,388,666	17,784,588	18,170,415
Nonexempt District Expenditures	19,073,971	16,430,913	16,444,583	15,189,294	12,287,617	13,759,681	13,001,752	12,852,870	13,251,437	13,076,457
Total District Expenditures	55,135,173	48,789,451	46,651,685	44,654,448	40,070,262	34,283,237	31,615,097	30,241,536	31,036,025	31,246,872
Percent Change In Nonexempt District Expenditures	16.1%	-0.1%	8.3%	23.6%	-10.7%	5.8%	1.2%	3.0%	1.3%	6.9%
Total District Reserve/Fund Balance Increase (Decrease)	$ 389,227	$ 2,996,791	$ 3,776,108	$ 4,551,997	$ 3,882,162	$ 1,114,073	$ 1,786,668	$ 868,010	$ (359,780)	$ (252,049)
Fiscal Year Spending Limit										
Prior Fiscal Year Spending Limitation	$ 18,073,161	$ 13,445,208	$ 12,930,252	$ 12,628,068	$ 12,249,004	$ 11,759,345	$ 11,220,749	$ 10,761,667	$ 10,427,606	$ 9,976,946
Adjustments To Prior Year Limit (1)	13,144	-	(26,981)	(3,037)	(3,315)	-	-	(24,108)	10,480	(45,595)
Adjusted Prior Year Fiscal Spending Limitation	18,086,305	13,445,208	12,903,271	12,625,031	12,245,689	11,759,345	11,220,749	10,737,559	10,438,086	9,931,351
Allowable Growth Rate (Population Plus Inflation)	5.9%	8.5%	4.2%	2.2%	3.1%	4.1%	4.8%	4.5%	3.1%	4.4%
Current Fiscal Year Spending Limitation	19,153,397	14,588,051	13,445,208	12,902,782	12,625,305	12,241,478	11,759,345	11,220,749	10,761,667	10,368,330
Adjustments To Current Year Limit	0	-	-	27,470	2,763	7,525	-	-	-	59,276
Adjusted Current Year Fiscal Spending Limitation	19,153,397	14,588,051	13,445,208	12,930,252	12,628,068	12,249,003	11,759,345	11,220,749	10,761,667	10,427,606
Excess State Revenue Cap (ESRC) (2)	19,153,397	18,073,161	16,657,291	16,012,864	15,644,324	14,956,372	14,360,084	13,702,371	13,327,811	12,946,499
Nonexempt District Revenues	19,463,198	19,427,704	20,220,690	19,741,291	16,169,779	14,873,754	14,788,420	13,720,881	12,891,657	12,824,408
Amount Over(Under) Adjusted Fiscal Year Spending Limitation	4,000,533	4,839,653	6,775,482	6,811,039	3,541,711	2,624,751	3,029,075	2,500,132	2,129,990	2,396,802
Amount Over(Under) Excess State Revenue Cap	309,801	1,354,544	3,563,399	3,728,427	525,455	(82,618)	428,336	18,510	(436,154)	(122,091)
Correction Of Prior Years' Refunds	(3,711)	-	-	-	-	575	3,207	-	(346)	(13,899)
Fiscal Year Refund	$ 306,090	$ 1,354,544	$ 3,563,399	$ 3,728,427	$ 525,455	$ -	$ 431,685	$ 18,510	$ -	$ -

1 - Large Adjustments To The Prior Year Limit Are Primarily Related To Activities Qualifying As TABOR Enterprises, After Which The Activity's Revenues And Expenditures Are No Longer Shown In The District Amounts.

2 - Beginning In Fiscal Year 2011, With The Expiration Of The Referendum C Retention Period, Fiscal Year Refunds Are Based On The Excess State Revenue Cap Rather Than The Fiscal Year Spending Limit.

Debt Service Expenditures
All Governmental Fund Types
Last Ten Fiscal Years
(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Debt Service Expenditures:										
Principal	$ 197,756	$ 270,772	$ 173,940	$ 158,908	$ 98,582	$ 61,201	$ 85,722	$ 62,203	$ 177,925	$ 210,390
Interest	204,061	208,223	194,944	159,250	130,554	102,291	94,654	65,566	60,781	69,729
Total Debt Service Expenditures	$ 401,817	$ 478,995	$ 368,884	$ 318,158	$ 229,136	$ 163,492	$ 180,376	$ 127,769	$ 238,706	$ 280,119
Percent Change Over Previous Year	-16.1%	29.8%	15.9%	38.9%	40.2%	-9.4%	41.2%	-46.5%	-14.8%	3.9%
Total Noncapital Expenditures	34,298,847	32,569,769	30,163,492	28,715,830	24,893,602	22,859,536	21,394,396	20,293,035	21,788,949	22,034,812
Total Capital Expenditures	1,718,092	1,189,002	1,432,721	1,682,641	1,399,666	1,361,585	1,036,687	1,079,152	1,222,662	1,078,383
Total Governmental Expenditures	36,016,939	33,758,771	31,596,213	30,398,471	26,293,268	24,221,121	22,431,083	21,372,187	23,011,611	23,113,195
Debt Service Expenditures As Percent Of Total Noncapital Expenditures:										
Principal	0.6%	0.8%	0.6%	0.6%	0.4%	0.3%	0.4%	0.3%	0.8%	1.0%
Interest	0.6%	0.6%	0.6%	0.6%	0.5%	0.4%	0.4%	0.3%	0.3%	0.3%
Total Debt Service Expenditures	1.2%	1.5%	1.2%	1.1%	0.9%	0.7%	0.8%	0.6%	1.1%	1.3%

Total Outstanding Debt[1,2,3]
Primary Government
Last Ten Fiscal Years
(Dollars In Thousands)

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Governmental Activities:										
Revenue Backed Debt	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ 127,925
Certificates of Participation from Direct Borrowings and Direct Placements	284,199	293,388	296,742	299,880	318,542	322,824	97,451	1,426,314	1,302,382	1,205,172
Certificates of Participation from Non-Direct Borrowings and Non-Direct Placements	4,084,201	3,967,867	4,211,107	4,351,305	3,671,391	2,580,764	2,055,104	-	-	-
Leases	286,572	216,082	244,413	262,426	117,998	119,822	123,600	131,873	142,153	150,665
SBITA	117,603	99,379	41,292	-	-	-	-	-	-	-
Notes and Mortgages from Direct Borrowings and Direct Placements	115,987	105,778	647	1,483	2,315	4,585	6,805	8,979	11,115	13,205
Notes and Mortgages from Non-Direct Borrowings and Non-Direct Placements	10,923	12,654	97,141	101,745	-	-	-	-	-	-
Total Governmental Outstanding Debt	4,899,485	4,695,148	4,891,342	5,016,838	4,110,246	3,027,995	2,282,960	1,567,166	1,455,650	1,496,967
Business- Type Activities:										
Revenue Backed Debt	5,444,665	5,281,544	4,854,712	4,903,124	4,938,280	4,637,188	4,452,563	4,602,833	4,391,057	4,320,596
Certificates of Participation from Direct Borrowings and Direct Placements	8,961	11,085	13,147	15,233	17,796	18,371	20,842	461,461	346,769	372,661
Certificates of Participation from Non-Direct Borrowings and Non-Direct Placements	42,025	61,393	79,919	97,645	114,607	374,877	412,179	-	-	-
Leases	134,346	135,834	149,053	159,124	74,224	35,645	37,402	48,152	49,891	57,126
SBITA	104,213	92,317	87,392	-	-	-	-	-	-	-
Notes and Mortgages from Direct Borrowings and Direct Placements	153,823	157,726	141,328	187,304	106,568	56,226	57,471	60,047	61,396	53,968
Notes and Mortgages from Non-Direct Borrowings and Non-Direct Placements	679,860	685,522	704,007	708,470	9,757	10,145	10,514	-	-	-
Total Business-Type Outstanding Debt	6,567,893	6,425,421	6,029,558	6,072,482	5,261,232	5,132,452	4,990,971	5,172,493	4,849,113	4,804,351
Total Primary Government:										
Revenue Backed Debt	5,444,665	5,281,544	4,854,712	4,903,124	4,938,280	4,637,188	4,452,563	4,602,833	4,391,057	4,448,521
Certificates of Participation from Direct Borrowings and Direct Placements	293,160	304,473	309,889	315,113	336,338	341,195	118,293	1,887,775	1,649,151	1,577,833
Certificates of Participation from Non-Direct Borrowings and Non-Direct Placements	4,126,226	4,029,260	4,291,026	4,448,950	3,785,998	2,955,641	2,467,283	-	-	-
Leases	420,918	351,916	393,466	421,550	192,222	155,467	161,002	180,025	192,044	207,791
SBITA	221,816	191,696	128,684	-	-	-	-	-	-	-
Notes and Mortgages from Direct Borrowings and Direct Placements	269,810	263,504	141,975	188,787	108,883	60,811	64,276	69,026	72,511	67,173
Notes and Mortgages from Non-Direct Borrowings and Non-Direct Placements	690,783	698,176	801,148	810,215	9,757	10,145	10,514	-	-	-
Total Outstanding Debt [1]	$ 11,467,378	$ 11,120,569	$ 10,920,900	$ 11,087,739	$ 9,371,478	$ 8,160,447	$ 7,273,931	$ 6,739,659	$ 6,304,763	$ 6,301,318
Percent Change Over Previous Year	3.1%	1.8%	-1.5%	18.3%	14.8%	12.2%	7.9%	6.9%	0.1%	-2.0%
Colorado Population (In Thousands) Restated for Census	Not Available	5,919	5,735	5,736	5,736	5,759	5,772	5,672	5,594	5,524
Per Capita Debt (Dollars Per Person) Restated for Census	Not Available	$ 1,879	$ 1,904	$ 1,933	$ 1,634	$ 1,417	$ 1,260	$ 1,188	$ 1,127	$ 1,141
Per Capita Income (Thousands Per Person)	Not Available	$ 82.0	$ 62.1	$ 61.4	$ 61.4	$ 61.3	$ 59.0	$ 59.1	$ 55.8	$ 52.6
Per Capita Debt as a Percent of Per Capita Income	Not Available	2.3%	3.1%	3.1%	2.7%	2.3%	2.1%	2.0%	2.0%	2.2%

1 - General Obligation Debt is prohibited by the State Constitution except to fund buildings for state use, to defend the state or the U.S. (in time of war), or to provide for unforseen revenue deficiencies.

2 - Colorado State Constitution requires multi-years obligations to be approved by voters therefore there is no specific legal debt limitation.

3 - Beginning in Fiscal Year 2014 debt liabilities are not offset by unamortized refunding gains or losses. With GASB Statement No. 65, these balances became deferred inflows and/or outflows.

Revenue Bond Coverage[1]
Last Ten Fiscal Years
(Dollars In Thousands)

Fiscal Year	Gross Revenue	Direct Operating Expense	Net Revenue Available For Debt Service	Debt Service Requirements			Coverage
				Principal	Interest	Total	
Governmental Funds: Transportation Revenue Anticipation Notes (TRANs)							
2025	-	-	-	-	-	-	-
2024	-	-	-	-	-	-	-
2023	-	-	-	-	-	-	-
2022	-	-	-	-	-	-	-
2021	-	-	-	-	-	-	-
2020	-	-	-	-	-	-	-
2019	-	-	-	-	-	-	-
2018	-	-	-	-	-	-	-
2017	-	-	-	-	-	-	-
2016	1,566,285	1,437,505	128,780	126,100	2,680	128,780	1.00
Enterprise Funds (Excluding Higher Education): State Fair, College Invest, Statewide Bridge Enterprise, and Unemployment Insurance[2]							
2025	378,317	-	378,317	-	32,452	32,452	11.66
2024	258,017	-	258,017	-	25,271	25,271	10.21
2023	119,295	-	119,295	-	25,271	25,271	4.72
2022	123,525	-	123,525	-	25,271	25,271	4.89
2021	114,451	-	114,451	-	25,271	25,271	4.53
2020	112,362	-	112,362	-	17,699	17,699	6.35
2019	111,674	-	111,674	-	18,234	18,234	6.12
2018	106,022	-	106,022	-	18,234	18,234	5.81
2017	109,927	-	109,927	-	18,234	18,234	6.03
2016	231,775	-	231,775	124,965	20,546	145,511	1.59
Higher Education Institutions							
2025	4,351,835	886,683	3,465,152	220,955	166,147	387,102	8.95
2024	4,141,688	865,534	3,276,154	388,964	154,804	543,768	6.02
2023	3,925,013	772,306	3,152,706	129,694	109,452	239,146	13.18
2022	2,696,365	682,283	2,014,082	111,448	107,051	218,499	9.22
2021	2,210,602	586,621	1,623,981	84,250	80,160	164,410	9.88
2020	2,425,323	673,165	1,752,158	186,477	155,530	342,007	5.12
2019	2,419,403	685,793	1,733,610	132,929	159,090	292,019	5.94
2018	2,290,836	643,503	1,647,333	127,378	161,525	288,903	5.70
2017	2,170,616	618,649	1,551,967	117,118	160,835	277,953	5.58
2016	1,984,082	455,553	1,528,529	103,957	157,999	261,956	5.84

Colorado Demographic Data
Last Ten Fiscal Years

Year	Population (000)	Percentage Share of U.S. Population	Total Personal Income (Billions)	Per Capita Personal Income (Dollars)	% of U.S. Per Capita Income	Employment (000)	Unemploy-ment %
2025 Forecast	Not available	Not available	Not available	Not available	Not available	Not available	Not available
Revised 2024	5,958	0.0176	485.0	81,964	1.15	3,148	0.0
Revised 2023	5,875	1.76	464.0	78,946	114.9	3,148	3.2
Revised 2022	5,839	1.75	442.0	75,738	115.6	3,159	3.2
Revised 2021	5,811	1.75	418.0	71,927	111.6	3,024	5.4
Revised 2020	5,785	1.74	375.0	64,855	109.5	2,895	7.3
Revised 2019	5,735	1.74	351.0	61,269	109.91	3,062	2.7
Revised 2018	5,677	1.74	328.0	57,798	107.9	2,983	3.0
Revised 2017	5,600	1.72	309.4	55,253	106.6	2,903	2.6
Revised 2016	5,530	1.71	289.7	52,386	105	2,797	3.1

Source: U.S. Department of Commerce, Bureau of Economic Analysis, U.S. Census Bureau, and Colorado Department of Labor and Employment

Colorado Employment[1,2]
By Industry
Last Ten Fiscal Years
(Dollars In Thousands)

Industry	2025 Forecast	Revised 2024	Revised 2023	Revised 2022	Revised 2021	Revised 2020	Revised 2019	Revised 2018	Revised 2017	Revised 2016
Natural Resources and Mining	Not available	22.9	21.7	20.8	19.8	21.8	28.8	28.6	25.8	23.7
Construction	Not available	182.0	184.3	183.0	177.5	174.9	179.1	173.2	163.7	155.3
Manufacturing	Not available	150.0	151.4	153.0	149.2	146.8	150.5	147.5	144.3	142.7
Transportation, Trade, and Utilities	Not available	513.5	508.2	503.2	486.5	469.3	477.9	470.4	461.3	453.9
Information	Not available	76.5	77.5	79.5	76.2	75.1	77.1	75.6	72.3	72.2
Financial Activities	Not available	178.2	179.0	181.3	178.2	172.8	174.6	171.6	168.1	163.9
Professional and Business Services	Not available	514.9	500.4	484.2	453.8	430.4	439.2	423.5	412.4	405.4
Educational and Health Services	Not available	375.7	366.3	353.4	347.8	339.2	347.6	340.7	334.1	325.8
Leisure and Hospitality	Not available	356.0	351.0	338.3	305.6	272.0	345.4	339.7	333.2	323.6
Other Services	Not available	127.0	125.7	123.1	117.8	110.4	114.8	110.9	108.6	107.3
Government	Not available	482.4	471.5	452.8	438.5	440.2	455.1	445.6	436.7	428.1
Total	-	2,979.1	2,937.0	2,872.6	2,750.9	2,652.9	2,790.1	2,727.3	2,660.5	2,601.9

Source: Colorado Department of Labor and Employment and the Colorado Business Economic Outlook Committee.

[1] Provided in lieu of information regarding Colorado's principal employers because employer data could not be obtained.

[2] Excludes nonagricultural self- employed, unpaid family, and domestic workers.

Value Of Total Construction
In Colorado By Type
Last Ten Years
(Amounts In Millions)

Year	Residential	Non-Residential	Non-Building	Total
2025 Forecast	Not available	Not available	Not available	Not available
Revised 2024	10,713	5,500	5,000	21,213
Revised 2023	10,374	5,500	5,000	20,874
Revised 2022	12,946	6,715	4,747	24,408
Revised 2021	15,001	5,682	3,519	24,202
Revised 2020	12,184	5,600	2,944	20,728
Revised 2019	10,851	5,162	3,159	19,172
Revised 2018	11,773	8,132	4,521	24,426
Revised 2017	10,362	6,155	2,976	19,493
Revised 2016	10,161	5,988	2,706	18,855

Source: Department of Census, F.W. Dodge Company, Division of Mc Graw- Hill, the Colorado Contractors Assoc., and Colorado Business Economic Outlook Committee.

Colorado Sales And
Gross Farming Revenues
Last Ten Years

(Amounts In Billions)

Year	Retail Sales	Gross Farm Revenues
2025 Forecast	Not available	Not available
Revised 2024	144.00	11.37
Revised 2023	139.00	11.23
Revised 2022	136.00	11.10
Revised 2021	125.00	9.97
Revised 2020	109.00	9.11
Revised 2019	100.00	8.58
Revised 2018	95.00	8.30
Revised 2017	91.00	8.26
Revised 2016	88.00	7.62

Includes only those sales reported on sales tax reports.

Source: Colorado Business Economic Outlook Agricultural Committee

Demand Drivers Of The Primary Government[1]
By Functions/Programs
Last Ten Years[2]

	2025	2024	2023	2022	2021
Governmental Activities:					
General Government:					
Funds	1,124	1,185	1,118	1,096	1,020
Employees (calculated Average Employment)	79,453	77,908	82,577	79,964	78,990
Balance in Treasury Pool (in millions)	$ 15,879	$ 18,057	$ 18,776	$ 21,014	$ 17,709
Business, Community, and Consumer Affairs:					
Professional Licenses at Regulatory Agencies	Not available	Not available	Not available	1,048,156	972,910
Unemployment Rate (percent)[4]	4.2	4.1	3.2	3.2	5.4
Employment Level[4]	Not available	3,130,337	3,148,239	3,159,057	3,024,476
Education:					
Public Schools	Not available	1,907	1,890	1,885	1,875
Primary School Students	Not available	1,907	1,890	1,885	1,875
Health and Rehabilitation:					
Average Daily Population of Mental Health Institutes[3]	Not available	Not available	Not available	Not available	Not available
Average Daily Population of Regional Centers[3]	Not available	162	165	186	215
Justice:					
District Court Cases Filed [3]	Not available	Not available	Not available	Not available	Not available
County Court Cases Filed[3]	Not available	Not available	Not available	Not available	Not available
Inmate Admissions	Not available	Not available	Not available	5,335	5,086
Inmate Releases	Not available	Not available	Not available	6,254	7,122
Average Daily Inmate Population	Not available	Not available	Not available	15,862	16,293
Citations Issued by the State Patrol	Not available	93,927	95,503	101,367	113,837
Crashes Covered by the State Patrol	Not available	28,420	29,385	25,989	24,965
Natural Resources:					
Active Oil and Gas Wells[3]	Not available	Not available	Not available	Not available	Not available
Oil and Gas Drilling Permits[3]	Not available	Not available	Not available	Not available	Not available
Annual State Park Visitors[3]	Not available	Not available	Not available	Not available	Not available
Water Loans	306	305	301	316	328
Social Assistance:					
Medicaid Recipients[3]	Not available	Not available	Not available	Not available	Not available
Monthly Cases for Cash Assistance & Subsidy Payments[3]	Not available	Not available	Not available	Not available	Not available
Transportation:					
Lane Miles	Not available	Not available	23,235,290	23,275,689	23,117,096
Bridges	Not available	3,479	3,479	3,388	3,464
Business- Type Activities:					
Higher- Education:					
Resident Students[3]	Not available	Not available	Not available	Not available	Not available
Nonresident Students[3]	Not available	Not available	Not available	Not available	Not available
Unemployment Insurance:					
Individuals Served - Employment and Training[3]	Not available	378,115	331,510	657,374	202,869
Initial Unemployment Claims[3]	Not available	Not available	Not available	Not available	Not available
Lottery:					
Scratch Tickets Sold	70,995,117	73,482,029	79,498,559	82,024,371	94,634,346
Lotto Tickets Sold	19,934,988	18,727,946	17,614,092	27,201,416	19,159,180
Powerball Tickets Sold	23,701,149	51,160,734	41,516,617	31,474,738	26,960,528
Other Lottery Tickets Sold	62,371,559	60,256,264	74,064,101	52,336,943	61,337,174
Wildlife:					
Hunting & Fishing Licenses Sold[3]	Not available	Not available	Not available	Not available	1,800,000

*Data not available.
[1] All amounts are counts except where dollars or percentages are indicated.
[2] Data presented by either fiscal year or calendar year based on availability of information.
[3] Data represents estimates from budgetary documents and is not adjusted to actuals.
[4] Data represents annual averages of monthly estimates from Department of Labor and Employment statistical information and is not adjusted to actuals. Source: JBC Budget in Brief and Various State Agencies' Self- Reported Statistical Information.

	2020	2019	2018	2017	2016
	901	883	874	848	815
	79,974	78,213	76,578	74,252	72,483
	$ 9,358	$ 9,055	$ 7,763	$ 6,852	$ 7,414
	949,632	865,914	853,163	829,350	813,639
	6.7	2.8	3.3	2.7	3.2
	2,880,890	3,101,412	2,994,752	2,911,079	2,803,436
	1,864	1,861	1,889	1,833	1,853
	1,864	1,861	1,889	1,833	1,853
	709	595	581	543	545
	231	238	248	257	255
	233,682	216,437	218,413	225,438	216,970
	413,894	Not available	412,714	425,947	430,398
	7,982	9,691	9,972	8,851	9,912
	10,523	9,897	9,947	9,844	10,269
	19,466	20,223	20,003	20,000	20,179
	128,806	136,086	138,772	141,949	145,181
	26,300	29,767	28,964	30,264	30,542
	52,500	55,000	54,400	54,600	52,600
	7,000	6,200	4,460	4,620	3,725
	16,100,000	14,300,000	14,400,000	14,800,000	12,300,000
	328	326	318	328	312
	1,292,797	1,350,445	1,420,267	1,385,945	1,289,795
	Not available	Not available	Not available	Not available	Not available
	23,111,433	23,054,349	23,026,130	23,053,073	22,984,731
	3,467	3,462	3,451	3,455	3,427
	143,856	147,705	146,138	142,180	145,769
	38,218	37,952	32,884	32,884	30,869
	493,731	366,130	360,911	425,253	469,274
	504,839	101,599	107,471	129,887	152,658
	89,295,642	85,738,142	83,746,578	84,041,528	87,433,955
	16,791,434	28,034,842	28,462,945	30,609,106	27,422,320
	20,647,247	35,073,981	36,013,750	29,860,519	47,427,269
	50,733,691	67,466,124	56,312,662	54,533,766	29,682,863
	1,800,000	1,700,000	1,700,000	1,700,000	1,600,000

Count Of State Employees By Function As Of June 30
Last Ten Fiscal Years

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
General Government	**4,295**	**4,159**	**3,939**	**3,663**	**3,605**	**3,677**	**3,398**	**3,395**	**3,398**	**3,209**
Full-Time	3,959	3,844	3,615	3,374	3,312	3,319	3,151	3,148	3,140	2,974
Part-Time	336	315	324	289	293	358	247	247	258	235
Business, Community, and Consumer Affairs	**4,115**	**3,920**	**3,539**	**3,233**	**3,193**	**2,942**	**2,894**	**2,927**	**2,967**	**2,688**
Full-Time	3,758	3,565	3,226	2,922	2,800	2,666	2,649	2,643	2,690	2,409
Part-Time	357	355	313	311	393	276	245	284	277	279
Education	**79,025**	**76,562**	**75,266**	**71,618**	**66,428**	**68,739**	**70,215**	**70,283**	**65,834**	**64,196**
Full-Time	45,746	45,113	43,079	41,828	39,106	39,729	38,669	38,479	35,265	33,777
Part-Time	33,279	31,449	32,187	29,790	27,322	29,010	31,546	31,804	30,569	30,419
Health and Rehabilitation	**2,227**	**2,184**	**2,029**	**1,854**	**1,780**	**1,517**	**1,454**	**1,435**	**1,424**	**1,415**
Full-Time	2,143	2,073	1,928	1,758	1,616	1,397	1,351	1,330	1,325	1,304
Part-Time	84	111	101	96	164	120	103	105	99	111
Justice	**15,887**	**15,399**	**14,535**	**13,864**	**14,629**	**14,948**	**14,637**	**14,406**	**14,194**	**14,204**
Full-Time	15,272	14,761	13,920	13,274	14,011	14,304	13,966	13,739	13,532	13,541
Part-Time	615	638	615	590	618	644	671	667	662	663
Natural Resources	**2,908**	**2,807**	**2,687**	**2,534**	**2,496**	**2,447**	**2,468**	**2,439**	**2,446**	**2,484**
Full-Time	1,720	1,634	1,524	1,442	1,433	1,448	1,426	1,410	1,391	1,391
Part-Time	1,188	1,173	1,163	1,092	1,063	999	1,042	1,029	1,055	1,093
Social Assistance	**5,145**	**5,059**	**4,439**	**4,254**	**4,613**	**4,787**	**4,492**	**4,526**	**4,598**	**4,719**
Full-Time	4,874	4,757	4,132	3,962	4,271	4,389	4,096	4,129	4,167	4,294
Part-Time	271	302	307	292	342	398	396	397	431	425
Transportation	**2,118**	**2,325**	**2,635**	**2,980**	**3,121**	**3,175**	**3,064**	**3,035**	**3,112**	**3,067**
Full-Time	1,981	2,161	2,460	2,815	2,952	3,015	2,921	2,886	2,932	2,908
Part-Time	137	164	175	165	169	160	143	149	180	159
Total	**115,720**	**112,415**	**109,069**	**104,000**	**99,865**	**102,232**	**102,622**	**102,446**	**97,973**	**95,982**
Full-Time	79,453	77,908	73,884	71,375	69,501	70,267	68,229	67,764	64,442	62,598
Part-Time	36,267	34,507	35,185	32,625	30,364	31,965	34,393	34,682	33,531	33,384

- For the Institution of Higher Education, the information represents the Count of State Employees as of June 30. The information of the Adams State University is not included.

Colorado State Highway System
Centerline And Lane Miles
Last Ten Fiscal Years

Mileage Type	2024	2023	2022	2021	2020	2019	2018	2017	2016	2015
CenterLine Miles[1]										
Urban	1,573	1,498	1,498	1,500	1,500	1,500	1,502	1,510	1,510	1,523
Rural	7,498	7,574	7,574	7,574	7,574	7,575	7,575	7,578	7,578	7,580
Total Centerline Miles	9,071	9,072	9,072	9,074	9,074	9,075	9,077	9,088	9,088	9,103
Percent Change	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	-0.1%	0.0%	-0.2%	0.0%
Lane Miles[2]										
Urban	6,282	5,977	5,982	5,868	5,860	5,803	5,789	5,808	5,742	5,771
Rural	16,996	17,258	17,293	17,249	17,250	17,251	17,237	17,245	17,242	17,247
Total Lane Miles	23,278	23,235	23,275	23,117	23,110	23,054	23,026	23,053	22,984	23,018
Percent Change	0.0%	-0.2%	0.7%	0.0%	0.2%	0.1%	-0.1%	0.3%	-0.1%	0.0%
Roadways[3]										
Percent Rated Good/ Fair	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available	80	79	79	79
Percent Rated Poor	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available	20	21	21	21
Total Percentage	-	-	-	-	-	-	100	100	100	100

(1) Centerline miles measure roadway miles without accounting for the number of lanes.

(2) Lane miles measure the total distance of all roadway lanes, and are therfore a better indicator of actual maintentance requirements.

(3) In 2013 CDOT changed the overall metric by whic h pavement condition is measured. The new measure is based on Driveability Life, which identifies how long a pavement will last until the user experienc e becomes unacceptable.

Source: Department of Transportation

Colorado State-Owned Bridges
By Functional Classification
Last Ten Fiscal Years

Functional Classification	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Principal Arterial[1]	1,373	1,377	1,380	1,321	1,404	1,408	1,404	1,387	1,390	1,372
Other Principal Arterial	938	935	931	925	926	927	925	932	931	930
Minor Arterial	665	662	664	663	673	669	668	670	670	666
Collector	379	379	381	374	375	375	377	383	387	383
Local	127	123	123	105	88	88	88	79	77	76
Total Bridges	3,482	3,476	3,479	3,388	3,466	3,467	3,462	3,451	3,455	3,427
Percent Change	0.1%	-0.1%	2.7%	-2.3%	0.0%	0.1%	0.3%	-0.1%	0.8%	-0.3%
Percent Rated Poor[2]	4.52	4.43	4.43	4.17	5.64	6.27	6.32	4.42	4.90	5.60

(1) Includes Interstate, Expressways, and Freeways.

(2) In 2013 CDOT changed the overall metric for assessing bridges due to Public Law 112- 141. The focus is now on Structurally Deficient bridges.

Source: Department of Transportation

Building Square Footage
Owned By The Primary Government
By Functions/Programs
Last Ten Years

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Governmental Activities:										
General Government	Not available	4,045,357	3,876,500	4,258,458	4,184,192	4,221,513	3,732,465	3,975,641	4,110,351	4,091,577
Business, Community, and Consumer Affairs1	Not available	1,234,074	1,270,639	1,277,537	1,264,162	1,277,114	1,278,223	1,253,288	1,253,288	1,117,563
Education	Not available	322,484	322,302	322,302	322,302	322,484	322,484	322,484	322,484	322,484
Health and Rehabilitation	Not available	1,482,781	1,482,781	1,473,888	1,472,328	1,453,385	1,463,209	1,463,209	1,463,129	1,443,140
Justice	Not available	7,973,271	8,841,849	8,923,821	8,871,568	8,815,718	8,880,526	8,852,530	8,763,302	8,743,419
Natural Resources	Not available	Not available	Not available	Not available	812,177	865,529	915,362	788,919	775,567	754,116
Social Assistance	Not available	1,738,120	1,787,619	1,805,610	1,802,173	1,799,516	1,833,377	1,834,497	1,834,815	1,828,335
Transportation	Not available	Not available	Not available	3,707,653	3,699,793	3,681,410	4,445,286	4,057,721	3,450,675	3,652,382
Business- Type Activities:										
Higher Education	Not available	60,095,376	59,356,806	59,055,745	57,627,649	56,459,587	56,142,470	55,616,419	55,858,696	54,075,080
Parks and Wildlife	Not available	2,198,785	2,150,186	2,132,308	1,932,631	1,998,305	1,926,202	2,887,423	2,811,609	2,811,609
Total	-	79,090,248	79,088,682	82,957,322	81,988,974	80,894,561	80,939,604	81,052,131	80,643,916	78,839,705

Source: Colorado Office of the State Architect
(1) Building information for Unemployment Insurance (a business- type activity) cannot be segregated from the Colorado Department of Labor and Employment which is included in Business, Community, and Consumer Affairs.

Building Square Footage
Leased By The Primary Government
By Functions/Programs
Last Ten Years

	2025	2024	2023	2022	2021	2020	2019	2018	2017	2016
Governmental Activities:										
General Government	Not available	Not available	Not available	124,555	125,391	164,104	162,801	175,427	153,470	153,470
Business, Community, and Consumer Affairs(1)	Not available	Not available	Not available	605,517	612,312	612,459	632,311	635,899	640,803	623,742
Education	Not available	Not available	Not available	54,037	54,037	54,037	56,831	54,765	58,819	53,827
Health and Rehabilitation	Not available	Not available	Not available	491,758	500,208	508,207	478,241	470,748	477,717	473,440
Justice	Not available	Not available	Not available	672,566	670,604	617,670	567,155	473,032	525,493	453,320
Natural Resources	Not available	Not available	Not available	83,276	83,037	80,107	77,831	79,055	78,909	74,016
Social Assistance	Not available	Not available	Not available	103,706	103,706	103,706	103,706	96,465	99,256	99,256
Business-Type Activities:										
Higher Education	Not available	Not available	Not available	1,587,596	1,560,761	1,506,511	1,506,925	1,436,583	1,404,972	1,309,490
CollegeInvest	9,126	9,126	9,126	9,126	9,126	9,126	9,126	9,126	9,164	9,597
Lottery	Not available	Not available	Not available	55,598	67,560	67,327	67,327	67,327	67,327	67,327
Parks and Wildlife	Not available	Not available	23,042	19,154	19,415	22,969	23,635	70,058	83,036	76,448
College Assist	Not available	Not available	9,126	9,126	9,126	9,126	9,126	9,126	9,396	10,164
Total	9,126	9,126	41,294	3,816,015	3,815,283	3,755,349	3,695,015	3,577,611	3,608,362	3,404,097

Source: Colorado Office of the State Architect
(1) Building information for Unemployment Insurance (a business- type activity) cannot be segregated from the Colorado Department of Labor and Employment which is included in Business, Community, and Consumer Affairs.

Other Colorado Facts

Important Dates

1803	The United States purchases land, including what is now most of eastern Colorado, from France in the Louisiana Purchase.
1806	Lt. Zebulon M. Pike and a small party of U.S. soldiers sent to explore the southwestern boundary of the Louisiana Purchase discover the peak that bears his name but fail in their effort to climb it. However, they do reach the headwaters of the Arkansas River near Leadville.
1848	By the Treaty of Guadalupe Hidalgo, Mexico cedes to the United States most of that part of Colorado not acquired by the Louisiana Purchase.
1858	Gold is discovered along Cherry Creek near present day Denver.
1861	Congress establishes the Colorado Territory with the boundaries of the present State and chooses its name from the Spanish word for "colored red." President Lincoln appoints William Gilpin as the first territorial governor. The State Supreme Court is organized. The first assembly meets and creates 17 counties, authorizes the University of Colorado, and selects Colorado City as the territorial capital.
1867	Denver is established as the permanent seat of the territorial government by the legislature meeting in Golden.
1870	The Denver Pacific Railroad is completed to Denver.
1876	Colorado is admitted to the Union as the 38th state. John L. Routt is elected the first governor.
1877	The University of Colorado opens classes at Boulder with two teachers and forty-four students.
1894	The State Capitol Building, designed by Elijah E. Meyers, is completed at a cost of $2.5 million. Colorado becomes the second state, after Wyoming, to extend suffrage to women.
1906	The U.S. Mint at Denver issues its first coins.
1958	The U.S. Air Force Academy's permanent campus opens near Colorado Springs.
1992	TABOR amendment is added to the State Constitution.

Geography

Area: 103,718 square miles.

Highest Elevation: Mt Elbert – 14,433 feet above sea level.

Lowest Elevation: Along the Arikaree River in Yuma County – 3,315 feet above sea level. Colorado has the highest average elevation of all fifty states – 6,800 feet above sea level.

State Symbols and Emblems

State Motto – Nil Sine Numine – Nothing Without the Deity

State Nickname – Centennial State

State Animal – Rocky Mountain Bighorn Sheep

State Bird – Lark Bunting

State Fish – Greenback Cutthroat Trout

State Flower – White and Lavender Columbine

State Folk Dance – Square Dance

State Fossil – Stegosaurus

State Pet – Shelter and Rescue Dog and Cat

State Songs – "Where the Columbines Grow" and "Rocky Mountain High"

State Gemstone – Aquamarine

State Grass – Blue Grama Grass

State Insect – Colorado Hairstreak Butterfly

State Mineral – Rhodochrosite

State Reptile – Western Painted Turtle

State Amphibian – Western Tiger Salamander

State Rock – Yule Marble

State Tree – Colorado Blue Spruce

State Cactus – Claret Cup

COLORADO

Office of the State Controller

Department of Personnel & Administration