Budget Model Update: Allocation of State Funding and Internal Campus Budget Models

Regent Finance Committee
March 31, 2023
How Are State Dollars Allocated through the Higher Education Funding Model?

• Appropriation based on:
  o Ongoing additional dollars
  o Performance-based funding, core of the model (funds inflationary increases)
  o Temporary additional dollars
    ▪ Never used

• Specialty Fee-For-Service contracts
  o Funding for CU Anschutz Medical School
Higher Education Funding Model

Total FY 2023-24 State Funding
$1.2 billion

Ongoing Additional Funding: Master Plan and Base Adjustment
$34.0 million

Performance Based Funding
prior year base ($1.0 billion) +
additional funding ($85.9 million) =
$1.1 billion

Temporary Funding
$0

Funding flows from the state, through the funding model, and out to the IHEs.

Note: Dollar amounts reflect FY 2023-24 JBC action.
Higher Education Funding Model: Ongoing Additional Funding

- Ongoing additional funding (base building)
- Intended to increase prior-year appropriations in order to make progress toward master plan goals, such as:
  - Addressing base funding disparities
  - State funding priorities not addressed elsewhere
  - Resident first-generation undergraduate students

<table>
<thead>
<tr>
<th>Share</th>
<th>Proposed Distribution Formula</th>
</tr>
</thead>
<tbody>
<tr>
<td>20%</td>
<td>First-generation student FTE enrollment</td>
</tr>
<tr>
<td>20%</td>
<td>First-generation student headcount</td>
</tr>
<tr>
<td>20%</td>
<td>URM Race/Ethnicity headcount</td>
</tr>
<tr>
<td>20%</td>
<td>Pell (low income) headcount</td>
</tr>
<tr>
<td>20%</td>
<td>Retention of URM students</td>
</tr>
</tbody>
</table>
## Higher Education Funding Model: Ongoing Additional Funding

### Year-Over-Year Percent Increase by Governing Board

<table>
<thead>
<tr>
<th></th>
<th>FY 2023-24 Percent Change</th>
<th>FY 2022-23 Percent Change</th>
<th>FY 2021-22 Percent Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adams</td>
<td>14.3%</td>
<td>3.7%</td>
<td>1.8%</td>
</tr>
<tr>
<td>Mesa</td>
<td>15.8%</td>
<td>4.3%</td>
<td>2.4%</td>
</tr>
<tr>
<td>Metro</td>
<td>21.2%</td>
<td>5.0%</td>
<td>2.4%</td>
</tr>
<tr>
<td>Western</td>
<td>3.4%</td>
<td>9.7%</td>
<td>2.4%</td>
</tr>
<tr>
<td>CSU System</td>
<td>3.4%</td>
<td>10.9%</td>
<td>2.4%</td>
</tr>
<tr>
<td>FLC</td>
<td>4.5%</td>
<td>11.1%</td>
<td>2.4%</td>
</tr>
<tr>
<td>CU System</td>
<td>5.0%</td>
<td>11.5%</td>
<td>2.4%</td>
</tr>
<tr>
<td>Mines</td>
<td>8.3%</td>
<td>12.6%</td>
<td>1.9%</td>
</tr>
<tr>
<td>UNC</td>
<td>4.5%</td>
<td>7.3%</td>
<td>2.7%</td>
</tr>
<tr>
<td>CCCS</td>
<td>7.7%</td>
<td>19.2%</td>
<td>4.3%</td>
</tr>
</tbody>
</table>

### Note:

Dollar amounts reflect FY 2023-24 JBC action.
Higher Education Funding Model: Performance Based Funding

- Performance funding, core of the model
- Allocates 100% of prior year base through performance metrics
- Measures each governing board’s performance over time against itself
- Annual changes have compounding effect over time

### Share FY 2023-24 Performance Metrics

<table>
<thead>
<tr>
<th>Share</th>
<th>FY 2023-24 Performance Metrics</th>
</tr>
</thead>
<tbody>
<tr>
<td>10%</td>
<td>Resident student FTE enrollment</td>
</tr>
<tr>
<td>5%</td>
<td>Credential completion</td>
</tr>
<tr>
<td>20%</td>
<td>Resident Pell-eligible student population share</td>
</tr>
<tr>
<td>20%</td>
<td>Resident URM student population share</td>
</tr>
<tr>
<td>20%</td>
<td>Retention rate</td>
</tr>
<tr>
<td>10%</td>
<td>Graduation rate 100% time-to-degree</td>
</tr>
<tr>
<td>10%</td>
<td>Graduation rate 150% time-to-degree</td>
</tr>
<tr>
<td>5%</td>
<td>Resident first-generation student population share</td>
</tr>
</tbody>
</table>
Higher Education Funding Model: Performance Based Funding
Year-Over-Year Percent Increase by Governing Board

Note: Dollar amounts reflect FY 2023-24 JBC action.
## Higher Education Funding Model: Ongoing Additional Funding

<table>
<thead>
<tr>
<th></th>
<th>Adams</th>
<th>Mesa</th>
<th>Metro</th>
<th>Western</th>
<th>CSU</th>
<th>FLC</th>
<th>CU</th>
<th>Mines</th>
<th>UNC</th>
<th>CCCS</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>First Generation (SFTE)</strong></td>
<td>1.5%</td>
<td>4.7%</td>
<td>6.3%</td>
<td>0.7%</td>
<td>1.4%</td>
<td>1.5%</td>
<td>1.6%</td>
<td>0.7%</td>
<td>2.3%</td>
<td>5.3%</td>
<td></td>
</tr>
<tr>
<td><strong>First Generation (Headcount)</strong></td>
<td>1.0%</td>
<td>4.0%</td>
<td>6.0%</td>
<td>0.3%</td>
<td>1.2%</td>
<td>1.1%</td>
<td>1.3%</td>
<td>0.5%</td>
<td>1.7%</td>
<td>6.1%</td>
<td></td>
</tr>
<tr>
<td><strong>Race/Ethnicity distribution (Headcount)</strong></td>
<td>4.7%</td>
<td>2.7%</td>
<td>4.7%</td>
<td>3.4%</td>
<td>2.6%</td>
<td>3.1%</td>
<td>2.8%</td>
<td>1.9%</td>
<td>3.1%</td>
<td>3.7%</td>
<td>3.3%</td>
</tr>
<tr>
<td><strong>Pell distribution (Headcount)</strong></td>
<td>4.2%</td>
<td>3.7%</td>
<td>4.4%</td>
<td>1.9%</td>
<td>3.1%</td>
<td>3.4%</td>
<td>3.2%</td>
<td>2.4%</td>
<td>3.5%</td>
<td>3.0%</td>
<td></td>
</tr>
<tr>
<td><strong>Race/Ethnicity Retention</strong></td>
<td>3.4%</td>
<td>3.1%</td>
<td>3.4%</td>
<td>2.5%</td>
<td>3.3%</td>
<td>3.0%</td>
<td>3.4%</td>
<td>4.3%</td>
<td>2.6%</td>
<td>3.2%</td>
<td></td>
</tr>
<tr>
<td><strong>Funding Change Over FY 2022-23 (in millions)</strong></td>
<td>$0.6</td>
<td>$1.5</td>
<td>$4.1</td>
<td>$0.3</td>
<td>$2.9</td>
<td>$0.4</td>
<td>$4.8</td>
<td>$0.6</td>
<td>$1.5</td>
<td>$10.3</td>
<td>$27.0</td>
</tr>
<tr>
<td><strong>Percent Change Over FY 2022-23</strong></td>
<td>3.0%</td>
<td>3.7%</td>
<td>5.0%</td>
<td>1.8%</td>
<td>2.4%</td>
<td>2.4%</td>
<td>2.4%</td>
<td>1.9%</td>
<td>2.7%</td>
<td>4.3%</td>
<td>3.3%</td>
</tr>
</tbody>
</table>

Note: Dollar amounts reflect FY 2023-24 JBC action.
# Higher Education Funding Model: Performance Based Funding

<table>
<thead>
<tr>
<th></th>
<th>Adams</th>
<th>Mesa</th>
<th>Metro</th>
<th>Western</th>
<th>CSU</th>
<th>FLC</th>
<th>CU</th>
<th>Mines</th>
<th>UNC</th>
<th>CCCS</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resident Enrollment 10%</td>
<td>10.4%</td>
<td>9.3%</td>
<td>6.0%</td>
<td>11.7%</td>
<td>7.8%</td>
<td>8.6%</td>
<td>9.1%</td>
<td>12.8%</td>
<td>5.6%</td>
<td>8.1%</td>
<td></td>
</tr>
<tr>
<td>Credential Production 5%</td>
<td>8.7%</td>
<td>7.0%</td>
<td>9.1%</td>
<td>11.8%</td>
<td>8.4%</td>
<td>7.6%</td>
<td>9.6%</td>
<td>13.4%</td>
<td>6.7%</td>
<td>6.6%</td>
<td></td>
</tr>
<tr>
<td>Pell 20%</td>
<td>6.6%</td>
<td>8.8%</td>
<td>8.9%</td>
<td>3.0%</td>
<td>10.1%</td>
<td>9.6%</td>
<td>8.4%</td>
<td>9.2%</td>
<td>9.9%</td>
<td>6.8%</td>
<td></td>
</tr>
<tr>
<td>Race/Ethnicity 20%</td>
<td>7.8%</td>
<td>6.8%</td>
<td>9.2%</td>
<td>16.0%</td>
<td>7.3%</td>
<td>10.8%</td>
<td>8.0%</td>
<td>10.7%</td>
<td>8.9%</td>
<td>7.7%</td>
<td>8.3%</td>
</tr>
<tr>
<td>Retention Rate 20%</td>
<td>9.4%</td>
<td>7.7%</td>
<td>7.9%</td>
<td>11.2%</td>
<td>8.9%</td>
<td>4.5%</td>
<td>9.1%</td>
<td>8.3%</td>
<td>7.7%</td>
<td>7.6%</td>
<td></td>
</tr>
<tr>
<td>Grad. Rate (100%) 10%</td>
<td>15.0%</td>
<td>10.0%</td>
<td>10.1%</td>
<td>8.6%</td>
<td>6.5%</td>
<td>12.9%</td>
<td>8.1%</td>
<td>7.7%</td>
<td>7.6%</td>
<td>7.7%</td>
<td></td>
</tr>
<tr>
<td>Grad Rate (150%) 10%</td>
<td>8.0%</td>
<td>7.9%</td>
<td>8.4%</td>
<td>6.3%</td>
<td>7.4%</td>
<td>9.4%</td>
<td>8.5%</td>
<td>7.9%</td>
<td>10.3%</td>
<td>8.2%</td>
<td></td>
</tr>
<tr>
<td>1st Generation 5%</td>
<td>12.7%</td>
<td>8.5%</td>
<td>7.4%</td>
<td>12.7%</td>
<td>7.3%</td>
<td>12.7%</td>
<td>7.8%</td>
<td>12.7%</td>
<td>7.2%</td>
<td>8.0%</td>
<td></td>
</tr>
<tr>
<td>Funding Change Over FY 2022-23 (in millions)</td>
<td>$1.9</td>
<td>$3.3</td>
<td>$7.0</td>
<td>$1.8</td>
<td>$10.0</td>
<td>$1.6</td>
<td>$6.7</td>
<td>$3.0</td>
<td>$4.8</td>
<td>$18.3</td>
<td>$68.2</td>
</tr>
<tr>
<td>Percent Change Over FY 2022-23</td>
<td>9.2%</td>
<td>8.2%</td>
<td>8.5%</td>
<td>9.9%</td>
<td>8.2%</td>
<td>9.1%</td>
<td>8.5%</td>
<td>9.8%</td>
<td>8.3%</td>
<td>7.6%</td>
<td>8.3%</td>
</tr>
</tbody>
</table>

Note: Dollar amounts reflect FY 2023-24 JBC action.
## Higher Education Funding Model: Ongoing Additional Funding

<table>
<thead>
<tr>
<th></th>
<th>CU Boulder</th>
<th>UCCS</th>
<th>CU Denver</th>
<th>Sub-Total</th>
<th>CU SEP (CU Anschutz)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Generation (SFTE)</td>
<td>1.0%</td>
<td>1.7%</td>
<td>6.0%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>First Generation (Headcount)</td>
<td>1.9%</td>
<td>1.9%</td>
<td>4.1%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Race/Ethnicity distribution</td>
<td>2.0%</td>
<td>2.8%</td>
<td>3.1%</td>
<td>2.4%</td>
<td>3.3%</td>
<td>2.7%</td>
</tr>
<tr>
<td>(Headcount)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pell distribution (Headcount)</td>
<td>2.0%</td>
<td>2.9%</td>
<td>3.0%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Race/Ethnicity Retention</td>
<td>2.5%</td>
<td>2.2%</td>
<td>2.5%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Funding Change Over FY 2022-23</td>
<td>$1.9</td>
<td>$0.9</td>
<td>$1.9</td>
<td>$4.8</td>
<td>*$2.6</td>
<td>$7.4</td>
</tr>
<tr>
<td>Percent Change Over FY 2022-23</td>
<td>1.9%</td>
<td>2.3%</td>
<td>3.7%</td>
<td>2.4%</td>
<td>*3.3%</td>
<td>2.7%</td>
</tr>
</tbody>
</table>

*SEP dollars and percentages are calculated based on statewide % increase.
Note: Dollar amounts reflect FY 2023-24 JBC action.
Higher Education Funding Model: Ongoing Additional Funding

Undergraduate Enrollment

- CU Boulder: 29,817 (61%)
- UCCS: 9,020 (19%)
- CU Denver: 9,930 (20%)

Ongoing Additional Funding

- CU Boulder: $1,922,710 (40%)
- UCCS: $942,201 (20%)
- CU Denver: $1,916,457 (40%)

Note: Fall 2022 undergraduate headcount enrollment; dollar amounts reflect FY 2023-24 JBC action.
### Higher Education Funding Model: Performance Based Funding

<table>
<thead>
<tr>
<th>Category</th>
<th>CU Boulder</th>
<th>UCCS</th>
<th>CU Denver</th>
<th>Sub-Total</th>
<th>CU SEP (CU Anschutz)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resident Enrollment 10%</td>
<td>9.0%</td>
<td>7.4%</td>
<td>8.5%</td>
<td>8.5%</td>
<td>8.3%</td>
<td>8.5%</td>
</tr>
<tr>
<td>Credential Production 5%</td>
<td>7.9%</td>
<td>9.2%</td>
<td>9.4%</td>
<td>9.4%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pell 20%</td>
<td>8.7%</td>
<td>8.2%</td>
<td>8.4%</td>
<td>8.4%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Race/Ethnicity 20%</td>
<td>8.6%</td>
<td>9.0%</td>
<td>8.0%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Retention Rate 20%</td>
<td>8.6%</td>
<td>7.1%</td>
<td>9.6%</td>
<td>9.6%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grad. Rate (100%) 10%</td>
<td>9.6%</td>
<td>5.1%</td>
<td>9.2%</td>
<td>9.2%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Grad Rate (150%) 10%</td>
<td>9.2%</td>
<td>7.5%</td>
<td>8.0%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1st Generation 5%</td>
<td>8.0%</td>
<td>8.0%</td>
<td>10.0%</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Funding Change Over FY 2022-23</td>
<td>$9.0</td>
<td>$3.2</td>
<td>$4.5</td>
<td>$16.7</td>
<td>*$7.6</td>
<td>$24.3</td>
</tr>
<tr>
<td>Percent Change Over FY 2022-23</td>
<td>8.8%</td>
<td>7.7%</td>
<td>8.7%</td>
<td>8.5%</td>
<td>*8.3%</td>
<td>8.5%</td>
</tr>
</tbody>
</table>

*SEP dollars and percentages are calculated based on statewide % increase.
Note: Dollar amounts reflect FY 2023-24 JBC action.
CU Denver
Internal Campus Budget Model
CU Denver: Campus Budget Model

- New incentive-based budget model adopted in FY 2017-18
  - Model temporarily suspended beginning FY 2023-24
  - Strategic Realignment of Resources project underway
- Original model:
  - Aligns campus investments and resources with strategic priorities
  - Incentivizes activities that drive both student and financial success
  - Uses common and easily available data sources
  - Promotes fiscal year planning and utilization of all funding sources
  - Rewards growing revenues, reallocates resources, and better contains costs

1. Grow Revenue  
2. Contain Costs  
3. Reallocate Resources
CU Denver: How Budget Model Results in Reallocation

Provides incentives to take advantage of new markets and opportunities for growth in revenue including enrollment, research and donations.

Increased activity levels = Increased funding  Decreased activity levels = Decreased funding

- Projected Revenues
  - Differential Tuition
  - Extended Studies
  - Auxiliary Activities
  - Gifts
  - Indirect Cost Recovery (F&A)

100% to Assigned School/College

Central Support Unit Allocations
- Main Campus Tuition
- State Appropriations

School/College Specific Expenditures

Estimated Expenditures

Mission Enhancement Fund

Available Resources for the Fiscal Year

Participation Fee

Subvention

Strategic Initiatives

School/College Budget Allocation
"The budget model has driven us to look at the financial performance and viability of all of our programs."
–Dean of Engineering

"The new budget model allows us to be ‘early’ entrepreneurs to address opportunities and challenges with our academic suite of programs and ultimately rewarding us for program efficiency and effectiveness."
–Dean of School of Education
UCCS: Campus Budget Model Re-Design

- Parallel budget models in place for FY 2022-23
- Campus determined additional study of new model needed
- Re-Design Task Force began work in November 2022 to:
  - Consider pain points and campus feedback
  - Make improvements to incentive-based budget model
- Campus feedback dictated the model prioritize:
  - Simplicity
  - Transparency
  - Predictability
  - Stability
  - Create Incentives
UCCS: Campus Budget Model Re-Design

Preserves Goals of Original Budget Model

- Increases understanding of financial health of the campus and college activity
- Increases shared governance participation in budget decision-making
- Increases budget transparency

- Rewards increased enrollment, retention and academic progress
- Rewards increased research
- Rewards entrepreneurial efforts and collaboration
- Rewards cost control and resource reallocation

- Aligns metrics with strategic goal success metrics
UCCS: Campus Budget Draft Model Re-Design

Three Pool Model

Tuition and State Revenue

Core Campus Costs

- Student aid
- Debt service
- Merit pool
- Utilities
- Strategic investment

Allocable Spending Authority

1. Base Budget Pool (Stability)
   ~70% of prior year salary and operations costs

   College Unit

   Support Unit

2. UCCS Enrollment and Retention Pool

   College Unit
   Pool is function of unit cost adjusted based on University enrollment

   Support Unit
   Pool is function of unit cost adjusted based on University enrollment

3. Unit Incentive Pool

   College Metrics (TBD)
   - College student credit hours
   - Research/creative excellence

   Support Unit Metrics (TBD)
   - Ratio in-state vs out-of-state
   - Yield percentage
   - Faculty climate data / DEI
   - Financial Position
   - Retention and graduation rates

Remaining allocation split evenly between pools #2 and #3
CU Boulder: Campus Budget Model

- Budget model redesign project launched in December 2020
- Throughout FY 2020-21 and FY 2021-22, students, faculty and staff invited to engage in opportunities to learn about budget model redesign:
  - stakeholder meetings
  - listening sessions
  - open forum presentations
- Following campus engagement, design phase completed
- Hold harmless implementation began July 2022 for FY 2022-23

<table>
<thead>
<tr>
<th>Phase 1</th>
<th>Phase 2</th>
<th>Phase 3</th>
</tr>
</thead>
</table>
| “Alignment analysis” between guiding principles and current state across:  
  - Stakeholder interview themes  
  - Funds flows and incentives  
  - Context on historical allocations, including benchmarking  
  - Recommendations to inform future initiative activities | Determine organizational structure of the budget model  
  - Collect data and build actuals model  
  - Review decision points with Strategic Alignment Committee  
  - Further define model based upon Strategic Alignment Committee decisions  
  - Customize budget model  
  - Continue campus engagement | Determine if changes are needed to university budget processes and long-term governance  
  - Build budget templates or tools  
  - Training for university stakeholders |
CU Boulder: Campus Flow of Funds

The Boulder budget model starts with net tuition revenue, which is distributed using formulaic allocations.

1. Net Tuition
2. Strategic Pool
3. Mandatory Costs

Allocable Net Tuition

- Campus Support Units (36% UG, 25% Grad)
- College / School Portion (64% UG, 75% Grad)

Allocation Pools

- SCH/Enrollment Allocation (100%)
- College of Instruction (50%)
- College of Record (50%)

Supplemental Pool

Faculty Actions

- Graduate Portion
- Undergraduate Portion

- Other Priorities Allocation (10%)
- SCH/Enrollment Allocation (90%)

- Retention (50%)
- Graduation (50%)
- College of Instruction (70%)
- College of Record (30%)
The guiding principles of the model were designed to ensure that it supports the critical priorities of the campus. These principles were used throughout the decision-making process, to maintain alignment with core values and goals.

<table>
<thead>
<tr>
<th>CU Boulder’s budget model should:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reflect and execute the university’s mission and priorities</td>
</tr>
<tr>
<td>Be understandable, easy to manage, logical and transparent</td>
</tr>
<tr>
<td>Promote and reward performance, success, and innovation</td>
</tr>
<tr>
<td>Foster trust and responsibility around decision making</td>
</tr>
<tr>
<td>Provide predictable funding to support our ability to be strategic in our planning</td>
</tr>
</tbody>
</table>
CU Anschutz
Internal Campus Budget Model
CU Anschutz: Campus Budget Model

- The campus utilizes a budget model and financial framework referred to as “every tub on their own bottom”
  - Revenues generated by schools and colleges flow directly to them
    - Incremental State Appropriations allocated to schools and central administration through the campus budget model
  - Central administration expenses (net of centrally derived revenues, state appropriations and F&A) allocated via metrics to the schools through the campus budget model
- Entrepreneurial in nature
  - Schools have greater control and responsibility over own budgets
  - Encourages development of new revenue streams, efficiencies, and prioritization of resources
  - Every academic unit should be self sufficient
CU Anschutz: Campus Funds Flow (Budget Model)

- **Central Administration:**
  - Central Services and Administration
  - Academic and Student Affairs
  - Graduate School

- **Campus Budget Model Allocation:**
  - Revenue Allocation to CSA

- **Expense Allocation to Acad. Units**

**Central Administration:**
- Central Services and Administration
- Academic and Student Affairs
- Graduate School

**Campus Budget Model Allocation:**
- Central Admin Expenses
- Cost Pool Allocation
- Central Admin Revenue
- Expense Allocation to Academic Units

**Academic Units:**
- School of Medicine
- School of Dental Medicine
- School of Pharmacy
- College of Nursing
- Colorado School of Public Health
Appendix
Colorado Higher Education Funding Formula History

SB 04-189 – College Opportunity Fund (FY 2004-05 thru FY 2011-12)
• Created COF stipend and fee-for-service contracts (enterprise status)

SB 11-052 – Goals for Higher Education System (FY 2012-13 thru FY 2014-15)
• Performance-based funding allocation if state funding restored to specified level

HB 14-1319 – Outcomes-based Funding Model (FY 2015-16 thru FY 2020-21)
• Fee-for-service funding = role and mission funding + performance funding
  o Primarily tied to volume
• “Specialty Education Programs” funding (for CU Anschutz) = no less than statewide average change

HB 20-1366 – Higher Education Funding Allocation Model (FY 2021-22 thru FY 2025-26)
• Current funding model
  o Used internally to allocate state dollars to CU campuses