COLORADO

Department of
Regulatory Agencies

Colorado Office of Policy, Research &
Regulatory Reform

2025 Sunset Review

Business Intelligence Center Advisory Board

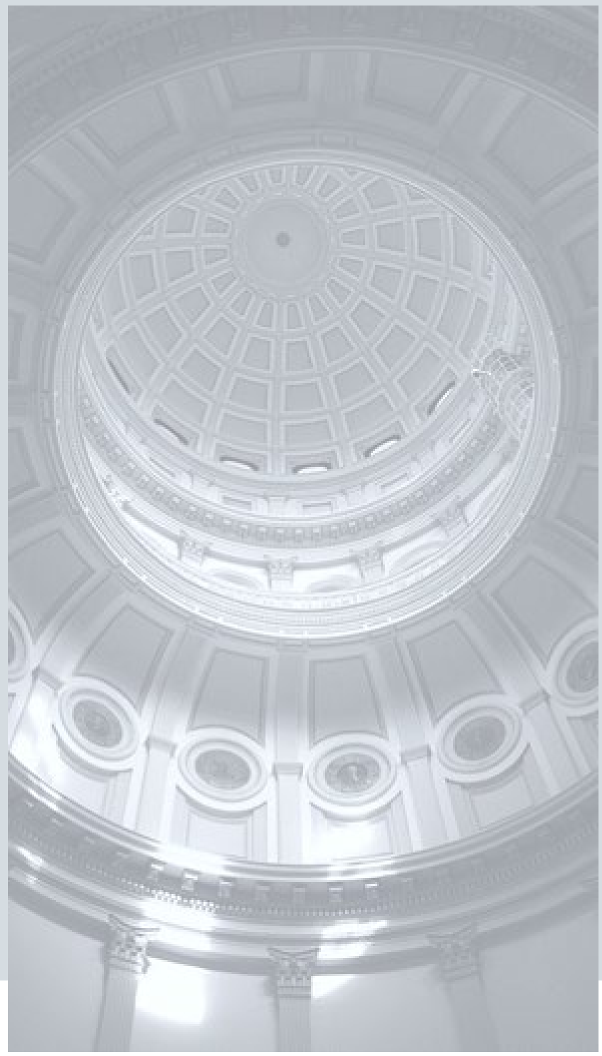
Compliance Advisory Panel

Colorado Food Systems Advisory Council

Colorado Forest Health Council

Kidney Disease Prevention and Education Task Force

Veterinary Pharmaceutical Advisory Committee



October 15, 2025

COLORADO
Department of Regulatory Agencies
Executive Director's Office

October 15, 2025

Members of the Colorado General Assembly
c/o the Office of Legislative Legal Services
State Capitol Building
Denver, Colorado 80203

Dear Members of the General Assembly:

The General Assembly established a sunset review process for advisory committees and boards in 1986 as a way to analyze and evaluate their efficacy and to determine whether they should continue. Pursuant to section 2-3-1203, Colorado Revised Statutes, the Colorado Office of Policy, Research and Regulatory Reform (COPRRR) at the Department of Regulatory Agencies undertakes a review process culminating in the release of multiple reports each year on October 15.

A national leader in regulatory reform, COPRRR takes the vision of their office, the department, and more broadly of our state government seriously. Specifically, the office contributes to the strong economic landscape in Colorado by ensuring that we have thoughtful, efficient, and inclusive regulations that reduce barriers to entry into various professions, and that open doors of opportunity for all Coloradans.

As part of this years' reviews, COPRRR has completed its evaluations of the Business Intelligence Center Advisory Board, Compliance Advisory Panel, Colorado Food Systems Advisory Council, Colorado Forest Health Council, Kidney Disease Prevention and Education Task Force and Veterinary Pharmaceutical Advisory Committee. I am pleased to submit this written report, which will be the basis for COPRRR's oral testimony before the 2026 legislative committees of reference.

The report discusses the effectiveness of the committees in carrying out the intention of the statutes and makes recommendations as to whether they should be continued.

To learn more about the sunset review process, among COPRRR's other functions, visit coprrr.colorado.gov.

Sincerely,

Patty Salazar

Patty Salazar
Executive Director

2025 Sunset Reviews of Advisory Committees

Sunset the Business Intelligence Center Advisory Board.

The Business Intelligence Center Advisory Board was established in 2016 under the Secretary of State. The purpose of the Board is to assist the Secretary in operating the Business Intelligence Center, which is a program that seeks to streamline access to public data throughout the state. After nine years, the Secretary now has the necessary expertise to operate the Center without the Board. Therefore, the General Assembly should sunset the Board.

Continue the Compliance Advisory Panel.

The Compliance Advisory Panel was created in 1992 under the Colorado Department of Public Health and Environment. The purpose of this Panel is to render advisory opinions to the Department regarding its Small Business Assistance Program. Even though the Panel is currently not meeting, the federal Clean Air Act requires its existence. As such, the General Assembly should continue the Panel.

Continue the Colorado Food Systems Advisory Council.

In 2010, the General Assembly created the Colorado Food Systems Advisory Council to focus, predominantly, on increasing access for all Coloradans to healthy food and to assist with the growth of local food systems and economies in the Colorado agricultural sector. Housed within Colorado State University, the Advisory Council fulfills an essential role through the expertise it provides and the relationships it develops to help ensure the future security and expansion of Colorado's food systems. Therefore, the General Assembly should continue the Advisory Council.

Continue the Colorado Forest Health Council.

The Colorado Forest Health Council was created in 2016 to provide a collaborative forum to advise policy makers on a variety of issues regarding Colorado's forests. Housed in the Department of Natural Resources, the Council's directive to provide legislative recommendations on an annual basis is valuable for addressing and elevating pertinent forest health needs. Therefore, the General Assembly should continue the Council.

Sunset the Kidney Disease Prevention and Education Task Force.

The Kidney Disease Prevention and Education Task Force was established in 2021 to work with policymakers, nonprofit organizations and healthcare entities to increase awareness regarding kidney disease throughout Colorado. It is anticipated that the work of the Task Force will be completed prior to the statutory repeal date of September 1, 2026, with the anticipated release of the Task Force's final report in August 2026. Therefore, the General Assembly should sunset the Task Force.

Sunset the Veterinary Pharmaceutical Advisory Committee.

The Veterinary Pharmaceutical Advisory Committee was created in 2016 under the State Board of Pharmacy in the Division of Professions and Occupations to address the Pharmacy Board's oversight of pharmaceuticals related to the practice of veterinary medicine. Since the Pharmacy Board has referred no cases to the Advisory Committee since 2021 and since the Pharmacy Board can retain the services of an expert should the need arise, the General Assembly should sunset the Advisory Committee.

Table of Contents

Background

Introduction

As part of the sunset review of an advisory committee, the advisory committee that is scheduled to repeal must submit to the Department of Regulatory Agencies, through the Colorado Office of Policy, Research and Regulatory Reform (COPRRR), on or before July 1 of the year preceding the year in which the advisory committee is scheduled to repeal:[1]

- The names of current members of the advisory committee;
- All revenues and all expenditures, including advisory committee expenses, per diem paid to members, and any travel expenses;
- The dates all advisory committee meetings were held and the number of members attending the meetings;
- A listing of all advisory proposals made by the advisory committee, together with an indication as to whether each proposal was acted upon, implemented or enacted into statute; and
- The reasons why the advisory committee should be continued.

Importantly, sunset reviews of advisory committees do not, generally, analyze the underlying program to which the committee is expected to render advice or recommendations. If an advisory committee is sunset, the underlying program will continue.

Sunset Process

As with sunset reviews of programs, agency officials and other stakeholders can submit input regarding an advisory committee through a variety of means, including at coprrr.colorado.gov.

The Business Intelligence Center Advisory Board, Compliance Advisory Panel, Colorado Food Systems Advisory Council, Colorado Forest Health Council, Kidney Disease Prevention and Education Task Force and Veterinary Pharmaceutical Advisory Committee shall terminate on September 1, 2026, unless continued by the General Assembly. It is the duty of COPRRR to conduct an analysis and evaluation of these advisory committees pursuant to section 2-3-1203, Colorado Revised Statutes.

The purpose of these reviews is to determine whether these committees should be continued for the protection of the public and to evaluate their performance. COPRRR's findings and recommendations are submitted via this report to the legislative committees of reference of the Colorado General Assembly.

---

[1] § 2-3-1203(2)(b)(I) and (II), C.R.S.

Business Intelligence Center Advisory Board

Creation, Mission and Make-Up

The Business Intelligence Center Advisory Board (Board) was created by the General Assembly in 2016 as part of House Bill 16-1014 (HB 1014). However, the history of the Board dates back to 2013. That year, Colorado launched the Business Intelligence Center pilot program.[2]

Departments and agencies within Colorado possess extensive amounts of public data regarding businesses and the economy. Such data can help businesses with strategic planning and should be made readily available for the public. Prior to 2013, however, Colorado did not have a central body for keeping such data. The Secretary of State (Secretary) was receiving an increasing number of inquiries from members of the business community asking to see more detailed public data in order to better understand the distribution of commerce and economic trends in Colorado.[3]

The availability of any economic data was dispersed. Any data that existed was located in a number of different places and was in vastly different formats, rendering it largely unusable. This created a need for data to be consolidated into a single, easily accessible platform. Hence the creation of the pilot program in 2013. The pilot program explored whether the Secretary could create a centralized data catalog that combines public data into a common platform.[4]

Following the pilot program, the General Assembly passed HB 1014. The bill acknowledged that public data is a valuable resource that can assist businesses with strategic planning and decision-making,[5] but that it is made available on disparate websites[6] and should be placed into a single platform.[7]

The bill officially created the Business Intelligence Center (Center), along with the Board. Only the Board is the subject of the sunset review.

The mission of the Board is to assist the Secretary in operating the Center.[8] It consists of the following members:[9]

---

[2] Colorado Secretary of State. *History of the Business Intelligence Center (BIC)*. Retrieved September 4, 2025, from https://www.sos.state.co.us/pubs/BIC/history.html

[3] Colorado Secretary of State. *The Colorado Business Intelligence Center: An Innovative Plan for Public Data Management and Economic Growth*. Retrieved September 1, 2025, from https://www.sos.state.co.us/pubs/BIC/files/20130423BIC.pdf

[4] Colorado Secretary of State. *The Colorado Business Intelligence Center: An Innovative Plan for Public Data Management and Economic Growth*. Retrieved September 1, 2025, from https://www.sos.state.co.us/pubs/BIC/files/20130423BIC.pdf

[5] § 24-21-116(1)(a)(I), C.R.S.

[6] § 24-21-116(1)(a)(II), C.R.S.

[7] § 24-21-116(1)(a)(III), C.R.S.

[8] § 24-21-116(4)(a), C.R.S.

[9] § 24-21-116(4)(b), C.R.S.

- The Secretary or their designee;
- A representative from the Governor's Office;
- A representative from the Colorado Office of Economic Development and International Trade (OEDIT);
- A representative from the Governor's Office of Information Technology (OIT);
- A representative from the Colorado Statewide Internet Portal Authority (SIPA); and
- Up to six representatives state or local government, the nonprofit community, or the private sector.

The six additional representatives are appointed by the Secretary.[10] The Secretary or their designee chairs the Board,[11] and may invite additional representatives to attend meetings and participate as non-voting members.[12]

Responsibilities of the Board

The Board is required to assist the Secretary in operating the Center. [13]

The Center's purpose is to streamline access to public data and to provide resources to make the data more useful.[14] To operate the Center, the Secretary may:[15]

- Assist state agencies and local governments in formatting and publishing data,
- Provide resources to facilitate a more effective use of public data,
- Request feedback from the business community to identify research tools and the types of public data that would be helpful, and
- Hold public contests to develop application software that helps businesses effectively use public data.

Revenues and Expenditures

No revenues or expenses were associated with the Board in either fiscal year 23-24 or 24-25, the two years under review. Members of the Board serve without compensation and without reimbursement for expenses.[16]

[10] § 24-21-116(4)(b)(VI), C.R.S.
[11] § 24-21-116(4)(c), C.R.S.
[12] § 24-21-116(4)(b)(VI), C.R.S.
[13] § 24-21-116(4)(a), C.R.S.
[14] § 24-21-116(3), C.R.S.
[15] § 24-21-116(3), C.R.S.
[16] § 24-21-116(4)(c), C.R.S.

Meetings of the Board

The Board meets at the discretion of the chairperson.[17] It did not have any meetings in either fiscal year 23-24 or 24-25. It last met in December 2022.

Proposals and Their Status

The Board did not make any proposals in fiscal year 23-24 or 24-25 as it did not meet in either year.

Reasons for Sunset

The Board is charged with assisting the Secretary in operating the Center. Following its creation in 2016, the Secretary relied heavily on the Board.

When it met, the Board consisted of representatives from OIT, SIPA, OEDIT, and the Governor's Office. This combination of perspectives was crucial, because public data was so disorganized and sporadically placed amongst various agencies. A statewide conversation between agencies to craft a more organized, singular approach was needed. The Board provided a perfect forum within which this could happen. Additionally, the Center is authorized to solicit feedback from the business community to identify research tools and the types of public data that would be helpful.[18] The Center accomplished this by turning to the Board, which includes members from the nonprofit community or the private sector.

All of these efforts culminated in the creation of the Colorado Information Marketplace (Marketplace). The Marketplace serves as the state's central, open data platform. Any member of the public may access the Marketplace's website.

The website contains research tools and datasets of economic, public, and financial information that might be useful to members of the public.[19] Datasets available on the website include:[20]

- Business registrations,
- Corporate transactions,
- Trademarks and trade names,
- Charity registrations,
- Elections data,

[17] § 24-21-116(4)(c), C.R.S.
[18] § 24-21-116(3)(c), C.R.S.
[19] Colorado Information Marketplace. *Open Data Portal*. Retrieved September 1, 2025, from https://data.colorado.gov
[20] Colorado Secretary of State. *Colorado Information Marketplace*. Retrieved September 1, 2025, from https://www.sos.state.co.us/pubs/info_center/COinfoMarket.html

- Lobbyists in Colorado,
- Notary information, and
- Uniform Commercial Code filings.

The Marketplace generates substantial web traffic and is updated by the Secretary. These efforts would not have been possible without the Board.

In addition to developing and maintaining the Marketplace, the Center focuses on holding contests to develop application software that improves the publishing and formatting of public data, as it is authorized to do in statute.[21] The Center's contest was known as Go Code Colorado, and was held yearly until 2022. It provided challenges for software developers, entrepreneurs, and analysts to use public data to solve business problems. Any interested entity, such as entrepreneurs, analysts, and academic institutions could form teams and compete. Cash rewards were available for winners of these contests. The six winners of the 2021 contest, for example, received $80,000.[22]

The contests helped the Secretary to discover helpful public data, along with new research tools, that can be implemented into the Marketplace. Given the amount of public cooperation needed to hold these contests, the Secretary relied largely on the assistance of the Board.

However, interest in the contest has dwindled in recent years. The Secretary and the Board had substantial difficulty finding contestants for the 2021 and 2022 contests, particularly because they had gone virtual. Additionally, when the General Assembly passed its "Long Bill" in 2023, under Senate Bill 23-214, the Center received less funding as it had in previous years. As such, the Center decided to create a smaller, more targeted contest known as the InnovateCO data challenge.[23] Given the smaller scope, and the fact that the Secretary had amassed nine years of experience with the larger Go Code contest, the assistance of the Board was no longer needed.

There seems to be no work left for the Board to complete. It held the necessary interagency conversations, which helped establish the Marketplace, the main goal of HB 1014. Moreover, the Secretary no longer holds Go Code contests. The Secretary once relied heavily on the advice of the Board to implement these contests.

[21] § 24-21-116(3)(d), C.R.S.
[22] Colorado Secretary of State. *Go Code Colorado Business Solutions Challenge Winners Announced* Retrieved September 1, 2025, from https://www.sos.state.co.us/pubs/newsRoom/pressReleases/2021/PR20210528GoCode.html
[23] Colorado Secretary of State. *Colorado Secretary of State's Office Presents the Inaugural InnovateCO Forum & Data Challenge*. Retrieved September 1, 2025, from https://www.sos.state.co.us/pubs/newsRoom/pressReleases/2023/PR20230110BIC.html

Analysis and Recommendation

The Board has one mission, which is to assist the Secretary in operating the Center. The Center required this assistance in its formative years. At that time, Colorado public data was disorganized and housed in various locations and formats. An interagency discussion to establish a more targeted, singular approach to publishing public data was needed. The Board was the ideal forum within which stakeholders could meet and craft Colorado's overall approach.

This led to the creation of the Marketplace. This website provides research tools and datasets that are useful to entrepreneurs, researchers, and citizens alike. The Center would not have been able to establish the Marketplace without the help of the Board.

Once these discussions were held, the Center focused on holding contests, such as Go Code Colorado, to find unique solutions in improving its public database. The Board worked closely with the Center to implement these contests each year until they were scaled back in 2023.

Because of this, the chairperson of the Board has had no reason to convene a meeting since December 2022. There is currently no more work left to be done by the Board.

There could always be advancements in the public sector data in coming years. This may require a body similar to the Board to guide the Secretary in navigating new areas. More agencies have been turning to artificial intelligence, for example, to help aggregate and improve their public databases. However, the Secretary has the ability to form temporary, ad hoc committees. Should a critical issue arise, the Secretary can form a committee similar in structure to the Board. Hence the continued existence of the Board is not necessary.

Therefore, the General Assembly should sunset the Board.

Compliance Advisory Panel

Creation, Mission and Make-Up

In 1970, Congress passed the Clean Air Act, which required the Environmental Protection Agency (EPA) to establish science-based standards for air quality and directed states to develop and adopt enforceable plans to meet those standards.[24] In 1990, Congress made substantial revisions to these statutes to focus, in part, on small business compliance. The 1990 Clean Air Act Amendments required states to form programs to help small businesses comply with air pollution regulations.[25] States must designate an agency to serve as an "ombudsman" for small businesses.[26] They must also create a compliance advisory panel of no less than seven members to:[27]

- Render advisory opinions concerning the effectiveness of the state program, difficulties encountered, and the degree and severity of enforcement;
- Review information for small businesses to assure it is understandable by the layperson; and
- Make periodic reports to the EPA regarding the program's compliance with various federal acts, including the Paperwork Reduction Act, the Regulatory Flexibility Act, and the Equal Access to Justice Act.

As a result of these federal mandates, the General Assembly passed Senate Bill 097 in 1992. The bill established the Small Business Assistance Program (Program) which is housed within Colorado Department of Public Health and Environment (CDPHE), Air Pollution Control Division. The bill also designated CDHPE to serve as the ombudsman as required by the Clean Air Act. The ombudsman is housed in CDPHE's Division of Environmental Health and Sustainability.[28]

The bill also created the Compliance Advisory Panel (Panel), which is the subject of this sunset review. The Panel is a seven-person panel[29] that renders advisory opinions concerning the effectiveness of the Program,[30] as required by the Clean Air Act.[31]

Members of the Panel serve three-year terms.[32] The Panel consists of:[33]

[24] U.S. Environmental Protection Agency. *Clean Air Act Requirements and History*. Retrieved September 12, 2025, from https://www.epa.gov/clean-air-act-overview/clean-air-act-requirements-and-history
[25] National Small Business Environmental Assistance Program. *About Us*. Retrieved September 12, 2025, from https://nationalsbeap.org/states/about
[26] 42 U.S.C. § 7661f(a)(3)
[27] 42 U.S.C. § 7661f(e)
[28] § 25-7-109.2(5), C.R.S.
[29] § 25-7-109.2(3), C.R.S.
[30] § 25-7-109.2(2), C.R.S.
[31] 42 U.S.C. § 7661f(e)
[32] § 25-7-109.2(4), C.R.S.
[33] § 25-7-109.2(3), C.R.S.

- Two members who are owners of or who represent small business stationary sources, one appointed by the Speaker of the House of Representatives and one appointed by the Minority Leader of that chamber;
- Two members who are or who represent owners of small business stationary sources, one appointed by the President of the Senate and one appointed by the Minority Leader of that chamber;
- Two members who do not own a small business stationary source, appointed by the Governor, to represent the public; and
- One member selected by the Executive Director of CDPHE to represent the department.

The Panel underwent a sunset review pursuant to Title 24, Colorado Revised Statutes (C.R.S.), in 2014. That year, the Colorado Office of Policy, Research and Regulatory Reform (COPRRR) recommended that the General Assembly continue the panel for 11 years and extend the terms of Panel members to three years. COPRRR also recommended that future sunset reviews of the Panel adhere to the standards set for advisory boards in Title 2, C.R.S., rather than the standards set for regulatory agencies and functions as set forth in Title 24, C.R.S. The General Assembly agreed with each of these recommendations and subsequently passed Senate Bill 15-103.

In 2022, the General Assembly also passed Senate Bill 22-013, which made changes to various boards, panels, and commissions. The bill added language stating that terms of members in the Panel shall be staggered, so that no more than four members' terms expire in the same year.

Responsibilities of the Panel

The Panel is required to:[34]

- Render advisory opinions concerning the effectiveness of the Program, whether any difficulties were encountered, the degree of enforcement, and severity of penalties;
- Make periodic reports to the Governor and the EPA;
- Review information for small business stationary sources to ensure it is understandable by the layperson; and
- Advise the Program, which shall serve as the secretariat for the creation and distribution of such reports and advisory opinions.

The Program is housed under CDHPE's Air Pollution Control Division. The Program provides free resources, guides, support, and education to help small business stationary sources in Colorado understand environmental regulations.[35]

[34] § 25-7-109.2(2), C.R.S.
[35] Colorado Department of Public Health and Environment. *Small Business Assistance Program*. Retrieved September 12, 2025, from https://cdphe.colorado.gov/small-business-assistance-program

A small business stationary source is defined as a business that is:[36]

- Owned or operated by a person that employs 100 or fewer individuals;
- Is a small business concern, as defined in the federal Small Business Act;
- Does not emit 50 tons or more per year of any regulated pollutant; and
- Emits less than 75 tons per year of all regulated pollutants.

Revenues and Expenditures

No revenues or expenditures were associated with the Panel in either fiscal year 23-24 or 24-25, the two years subject to review.

Meetings of the Panel

There were no meetings held in either fiscal year 23-24 or 24-25. The last meeting of the Panel took place in January 2020.

Proposals and Their Status

The Panel did not make any proposals in either fiscal year 23-24 or 24-25.

Reasons for Continuation

The Clean Air Act requires that states create programs to assist small businesses in complying with air pollution regulations.[37] States also need to create specific panels to help set up these programs.[38] This mandate in particular was the reason for the Panel's existence.

The Panel proved helpful following its formation in 1992. It gave CDPHE advice on which small business sectors to target first. It then met quarterly to review CDPHE's public guidance documents and ensure that they are comprehensible and easily understood by small businesses. It worked with other advisory boards, such as the Pollution Prevention Advisory Board, to discuss how the state could streamline pollution regulations. And it conducted outreach to trade associations and members of the General Assembly to make them aware of the Program so they could provide information to constituents about where to find assistance. The Panel also reviewed the Program's web site and provided suggestions to make it more effective and useful for small businesses.

[36] 42 U.S.C. § 7661f(c)(1)
[37] 42 U.S.C. § 7661f(a)
[38] 42 U.S.C. § 7661f(e)

Once the Program was fully functional, the Panel continued to be a useful source for CDPHE. Given the wide array of small business stationary sources, it was vital to help CDPHE provide guidance to different industries. It also helped CDPHE investigate whether guidance was needed for new industries. Given the variety of types of small businesses involved, Panel members represented a range of industries and were able to identify areas that needed state guidance.

The Panel underwent a sunset review in 2004 and 2014. The Panel was continued in 2005 as different industries and sectors of the regulated community were still awaiting guidance from the Program. The 2014 sunset report identified that some sectors still needed guidance, hence its continuation.

However, the 2014 sunset review noted that there was a growing lack of interest in the Panel. There was frequent turnover and delays in the appointment process, which meant the Panel lacked a quorum for several months and meetings were continuously rescheduled. Hence, the report recommended to extend the terms of the Panel members to three years to allow members to accrue institutional knowledge and reduce the time spent recruiting and appointing new members. This was adopted by the General Assembly.

Despite the change, the Panel continued to struggle in the area of appointments and attaining a quorum. In 2019, CDPHE attempted to revitalize the Panel. However, this was unsuccessful. Subsequent assessment by CDPHE reaffirmed the systemic difficulties in implementing an effective advisory committee. Senate Bill 22-013, which added language staggering the terms of members of the Panel, has not solved the quorum issue either.

In 2023, CDPHE surveyed other states to better understand how their panels are structured. In 1999, 45 states had an operational panel. By 2023, only 15 of the 34 responding states reported having such a panel. Five of the states had active panels that were meeting four or more times a year. The remaining 10 were operating at a reduced capacity.

State programs were required to make yearly reports to the EPA regarding the program's compliance with various federal acts, such as the Paperwork Reduction Act, the Regulatory Flexibility Act, and the Equal Access to Justice Act.[39] State programs also send statistics and report on the progress of their air quality goals. However, the EPA no longer collects data from state programs. The EPA currently contracts with a third-party organization, the National Small Business Environmental Assistance Program, to which states can voluntarily submit data. According to their website, only 10 states continue to provide information about their compliance advisory panels.[40]

Given these challenges with implementation and stakeholder feedback, CDPHE made a decision in 2023 to shift its focus to the ombudsman and Program. Small businesses work closely and actively with both and have not inquired of CDPHE about the Panel in

[39] 42 U.S.C. § 7661f(e)(1)(B)
[40] National Small Business Environmental Assistance Program. *Compliance Advisory Panel*. Retrieved September 12, 2025, from https://nationalsbeap.org/states/cap

recent years. However, although the Panel is currently not meeting, there could always be new issues arising in the sector of air pollution and small business compliance. The Program could utilize the Panel in such an instance if necessary.

More importantly, the Clean Air Act still mandates the Panel's existence. The Clean Air Act requires states to have a compliance advisory panel of no less than seven members to:[41]

- Render advisory opinions concerning the effectiveness of the state program, difficulties encountered, and the degree and severity of enforcement;
- Review information for small businesses to assure it is understandable by the layperson; and
- Make periodic reports to the EPA regarding the program's compliance with various federal acts including the Paperwork Reduction Act, the Regulatory Flexibility Act, and the Equal Access to Justice Act.

Because the Panel is still required under the Clean Air Act, the Panel should not sunset.

Analysis and Recommendation

The Panel was created in 1992 to comply with federal mandates, and to provide advice to CDPHE in setting up the Program. The Panel has achieved its mission of helping CDPHE establish the Program. Following their formation in 1992, the Program and Panel worked closely together to identify which small business sectors needed assessments and subsequently released guidance for the public. In its 33 years of existence, the Panel helped the state create a Program that is now actively supporting small businesses throughout the state.

The Program currently has resources addressing:[42]

- Agricultural operations,
- Construction,
- Auto Repair and Body Shops,
- Boilers,
- Crematories,
- Gasoline distribution,
- Hospitals,
- Dry cleaning,
- Metal recyclers,
- Mining and Mineral Processors,
- Coffee roasting,
- Composting facilities,

[41] 42 U.S.C. § 7661f(e)
[42] Colorado Department of Public Health. *Air permitting and reporting guidance for small businesses*. Retrieved September 12, 2025, from https://cdphe.colorado.gov/apen-and-permitting-guidance-from-sbap

- Incinerators, and
- Others.

Without the diverse perspectives of the Panel, CDPHE would not have been able to provide nuanced guidance for each of these industries. Although the Panel is currently not meeting, CDPHE engages stakeholders when developing resources. Because new industries or air pollution issues can always arise, the Program can reactivate the Panel if required.

Additionally, the Clean Air Act still mandates the existence of state advisory panels. Even though Colorado's Panel is currently not meeting, the General Assembly should continue the Panel to comply with federal law.

The General Assembly should therefore continue the Panel.

Colorado Food Systems Advisory Council

Creation, Mission and Make-Up

In 2010, the General Assembly created the Colorado Food Systems Advisory Council (Advisory Council) to focus, predominantly, on increasing access for all Coloradans to healthy food and to assist with the growth of local food systems and economies in the Colorado agricultural sector.[43]

In 2019, the General Assembly passed House Bill 19-1202, which transferred the Advisory Council from the Colorado Department of Agriculture to its current location within Colorado State University.

The Advisory Council comprises 23 members, appointed by various appointing authorities.

Six Advisory Council members are appointed in the following manner:[44]

- One member representing the Colorado Department of Education appointed by the Commissioner of Education,
- One member representing the Colorado Department of Agriculture appointed by the Commissioner of Agriculture,
- One member representing the Colorado Department of Public Health and Environment appointed by the department’s Executive Director,
- One member representing the Colorado Department of Human Services appointed by the department’s Executive Director,
- One member representing the Colorado State University Extension appointed by the extension’s Director, and
- One member representing the Colorado Office of Economic Development and International Trade appointed by the office’s Director.

Five Advisory Council members are appointed by the Governor, or their designee, in the following manner:[45]

- Two members who are recipients of benefits under a federal food assistance program, at least one of whom is a recipient of benefits under the Supplemental Nutrition Assistance Program;
- One member who possesses expertise in nutrition, preferably a registered dietician or a physician licensed in Colorado; and
- Two members who represent food retailers or food wholesalers, one of whom must also be a direct market retailer.

[43] § 23-31-1102(1), C.R.S.
[44] § 23-31-1102(2)(a), C.R.S.
[45] § 23-31-1102(2)(b), C.R.S.

The remaining 12 Advisory Council members are appointed by the Speaker of the House of Representatives, the Minority Leader of the House of Representatives, the President of the Senate and the Minority Leader of the Senate:[46]

- One member representing a statewide anti-hunger organization;
- Two members who have knowledge of federal agencies, one of whom possesses expertise in nutrition and food service programs and one of whom possesses expertise in community and economic development programs or rural and regional development programs;
- One member from an academic institution with specialization in agriculture, economic systems, or health care;
- Two members who represent institutional procurement, one of whom is from a health-care setting and one of whom is from an educational setting;
- One member representing a food hub or food distributor;
- One member representing a local, nonprofit, community organization that works with local food systems or farm-to-school programs;
- Two members from different sectors of agricultural production, at least one of whom must also sell agricultural products to a public school or public school district, and one of whom is a specialty crop seller;
- One member representing a statewide healthy food systems organization; and
- One member who is a representative of a food bank.

All members serve terms of three years, except that the Governor or their designee appoints six Advisory Council members to serve two-year terms and four members to serve four-year terms. Any appointing authority may reappoint a member to serve one additional three-year term.[47]

Appointing authorities are also directed to ensure, whenever possible, that the membership of the Advisory Council contains social and geographic diversity and a balance of expertise including governmental and nongovernmental perspectives regarding Colorado's food systems.[48]

Responsibilities of the Advisory Council

The purpose of the Advisory Council is, among other things, to:[49]

- Coordinate and collaborate with state and federal educational institutions, nongovernmental organizations, agricultural producers, and consumers to provide interconnectedness among state and federal agencies, as well as to provide agricultural producers with additional market opportunities;
- Conduct research regarding best practices for nutrition and food assistance, farm-to-school programs, institutional procurement, and market development;

[46] § 23-31-1102(2)(c), C.R.S.
[47] § 23-31-1102(4), C.R.S.
[48] § 23-31-1102(3), C.R.S.
[49] § 23-31-1103(1), C.R.S.

- Collaborate with local and regional food policy councils within Colorado, and to provide additional resources to policy councils; and
- Explore methods for the assessment and collection of data regarding Advisory Council activities.

Further, the Colorado Departments of Agriculture, Education, Human Services, and Public Health and Environment are directed to cooperate with the Advisory Council in the performance of its official duties.[50]

Subcommittees of the Advisory Council

The Advisory Council currently has three working groups to address specific topics related to strengthening the state's local and regional food systems, including:[51]

- Communications and Strategic Relations,
- Membership and Engagement, and
- Institutional Procurement.

Advisory Council members lead and identify subject matter for the working groups and all working groups are open for participation by individuals who are not members of the Advisory Council on a voluntary basis.

Revenues and Expenditures

The Advisory Council is authorized to accept grants, gifts, and donations as long as these funds are consistent with the purpose of the Advisory Council and the laws of the State of Colorado. Additionally, the Advisory Council may accept and expend federal funding when available.[52]

Members of the Advisory Council serve on a voluntary basis but may receive reimbursement from the Food Systems Advisory Council Fund for actual and necessary subsistence and travel expenses incurred.[53] If staffing is needed and funding is available, staff from Colorado State University may staff the Advisory Council.[54] Funds may also be utilized to fund programs that are initiated by the Advisory Council.[55]

Any funding received through grants, gifts or donations must be transmitted to the State Treasurer who will credit it to the Food Systems Advisory Council Fund. Any funds not expended by the Advisory Council may be invested by the State Treasurer in a method provided by law.[56]

[50] § 23-32-1103(2), C.R.S.
[51] Colorado Food Systems Advisory Council. *Working Groups*. Retrieved August 25, 2025, from cofoodsystemscouncil.org/working-groups/
[52] § 23-31-1105(1), C.R.S.
[53] § 23-31-1102(8), C.R.S.
[54] § 23-31-1102(9), C.R.S.
[55] § 23-31-1105(2)(c), C.R.S.
[56] § 23-31-1105(1), C.R.S.

Table 1 outlines the total revenue and expenditures of the Advisory Council for fiscal years 23-24 and 24-25.

Table 1
Total Advisory Council Revenue and Expenditures for Fiscal Years 23-24 and 24-25

Fiscal Year 23-24		Fiscal Year 24-25	
Revenue Type	**Total Revenue**	**Revenue Type**	**Total Revenue**
General Fund	$151,068	General Fund	$151,068
Other	$5,000	Other	$7,000
Expenditure Type	**Total Expenditures**	**Expenditure Type**	**Total Expenditures**
Staffing	$67,361	Staffing	$71,803
Communications	$4,783	Communications	$11,656
Consultants	$6,000	Consultants	$1,515
Supplies and Related Expenses	-	Supplies, Travel, and Related Expenses	$1,426
Per Diem	-	Per Diem	-
Travel Expenses	$1,489	Travel Expenses	$6,767
Other		Other	
Total	**$79,633**	**Total**	**$93,167**

The "Other" Revenue category includes funding for Colorado State University-funded Extension internships.

The Advisory Council employs staff to conduct research on an as needed basis to complete specific research projects such as issue briefs, and has contracted with consultants to complete strategic planning, outreach strategies, and increased communications.

Meetings of the Advisory Council

Table 2 provides the Advisory Council meeting dates and the number of members in attendance at each meeting.

Table 2
Advisory Council Meetings
Fiscal Years 23-24 and 24-25

Meeting Date	Number of Members in Attendance		
February 2, 2023	Members: 16	Guests: 5	Staff: 2
May 4, 2023	Members: 14	Guests: 5	Staff: 2
September 7, 2023	Members: 15	Guests: 5	Staff: 2
December 7, 2023	Members: 16	Guests: 6	Staff: 2
February 8, 2024	Members: 15	Guests: 10	Staff: 2
May 9, 2024	Members: 18	Guests: 7	Staff: 2
September 5, 2024	Members: 21	Guests: 2	Staff: 2
December 5, 2024	Members: 9 7 vacant seats at time of meeting	Guests: 9*	Staff: 2
February 6, 2025	Members: 15	Guests: 3	Staff: 2
May 1, 2025	Members: 14	Guests: 9	Staff: 2

*Includes members waiting for reappointment

The Advisory Council typically meets in person on a quarterly basis and meetings are open to the public, with an average attendance from fiscal year 23-24 and 24-25 of approximately 15 members per meeting.

Proposals and Their Status

During fiscal years 22-23 and 24-25 the Advisory Council, in close coordination with statewide partners, dedicated significant time and effort to analyzing the post-farmgate landscape (food moving from Colorado farmers to institutions and providing technical support to farmers and ranchers), engaging in statewide events, and advancing key initiatives. The Advisory Council's efforts focused on the following priority areas:

- Farm to Loading Dock Technical Assistance,
- State Agency Collaboration, and
- Tracking Institutional Food Purchasing.

The Advisory Council has helped to facilitate cross-sector dialogue and strategic alignment around each of these focus areas. The recommendations outlined below reflect this collaborative work.

Subsequent actions have been implemented and funded independently by state agencies, statewide organizations, and legislative initiatives.

- ***Recommendation - Accessible, accurate and detailed Colorado food purchasing data.***
    - Establish shared metrics across state agencies implementing local food procurement incentive programs.
    - Collect local food procurement data from multiple state agencies into a centralized database.
    - Publish statewide market prices and information reports.
    - ***Actions taken:***
        - Nourish Colorado is leading and executing a data-driven initiative to analyze and visually display food purchasing patterns associated with the Local Food Program (LFP) and Local Food for Schools (LFS) across Colorado.
        - The Advisory Council initiated ongoing research into the landscape of state-administered food systems programs, including identification of relevant state and federal funding streams. This work is intended to generate resources that support interagency collaboration and guide strategic investment.
- ***Recommendation - Coordination and increased awareness of Colorado food and agricultural technical assistance offerings.***
    - Create and maintain a centralized database of technical assistance providers including the services they offer.
    - Create and maintain a centralized database of food delivery providers and routes across Colorado.
    - ***Actions taken:***
        - Colorado State University Extension developed a centralized, publicly accessible database of technical assistance providers across Colorado, with descriptions of each provider's services, using *Farm to Loading Dock* interview data.
        - Nourish Colorado created the *Know Who Sells* map as part of the *Local Food Program Guidebook*. This resource identifies the counties served by each Colorado food hub, improving transparency and enabling buyers to more effectively identify distributors serving their region.
- ***Recommendation - Support regionally responsive and statewide connected value chain coordination.***
    - Develop training to ensure shared language and understanding of value chain coordination.
    - Establish clear lines of communication between state agencies, statewide technical assistance providers, and regional nodes, fostering two-way channels.
    - Continue to utilize established marketing tools.
    - ***Actions taken:***
        - Colorado State University Extension convened a working group of state agencies administering food and agriculture programs in

Colorado. This group facilitated interagency dialogue and produced a working inventory of state programs, establishing a foundation for improved alignment and resource sharing.
        - The Northwest and Rocky Mountain Regional Food Business Center developed a training course focused on Colorado value-chain coordination.
        - Advisory Council is undertaking a statewide assessment to map food and agriculture programs and funding streams. This ongoing effort seeks to identify trends in food systems funding across the state.
- ***Recommendation - Culinary capacity for cooking and prep required for scratch-cooking in institutional settings – including equipment, staffing, and cultural shifts.***
    - Invest in consistent and robust culinary and operational skills training and professional development.
    - Funding for kitchen infrastructure and equipment to support scratch-cooking.
    - Incentivize local and fresh food procurement for all taxpayer funded institutional meal programs.
    - Develop resources for promotion of local and scratch cooking in institutions.
    - ***Actions taken:***
        - House Bill 25-1274 was signed into law, referring Proposition LL and Proposition MM to Colorado voters. If approved, the measures would:
            - Ensure continuation of universal school meals statewide;
            - Extend the Local Food Purchasing Program pilot; and
            - Initiate a phased approach to Healthy School Meals for All (HSMA) grant programs focused on local procurement, technical assistance, and wages for school nutrition professionals.
- ***Recommendation - Fruit and vegetable processing capacity.***
    - Work to assure utilization of existing local and regional processing facilities to meet institutional processing needs before investing in new capacity.
    - Create a fund for co-packing space and on-farm processing.
    - Collect and share data on preferred products including final processed form and quantities needed by institutional buyers.
    - Educate and train existing processors about institutional food needs.
    - ***Actions taken:***
        - The Advisory Council's Institutional Procurement Working Group convened Colorado food hubs for discussions focused on local procurement practices and food tracking systems.

- ***Recommendation - Producer and intermediary equipment to support institutional food production and distribution.***
    - Flexible funding options intended for farm and ranch infrastructure and equipment including vehicle purchase and maintenance.
- ***Recommendation - Food safety training and support.***
    - Educate institutional buyers about tradeoffs and risk management and mitigation as it relates to food safety.
    - Explore opportunities for group good agricultural practices certification for farmers and ranchers.
    - Offer funding opportunities to farmers and ranchers to receive food safety training.
    - Support food and agricultural businesses in developing hazard analysis and critical control points (HACCP) plans.
    - Encourage clear communication from institutional buyers about their food safety certification requirements and potential exceptions.
    - ***Actions taken:***
        - These recommendations will be included in future Advisory Council workplans to better assess opportunities for engagement and collaboration with statewide partners actively working in these areas.
- ***Recommendation – Strengthen interagency coordination on food systems issues.***
    - Support efforts to promote coordination between state agencies that administer food and agriculture programs.
    - Make data on state programs more readily available to agency and community partners.
    - ***Actions taken:***
        - The Advisory Council compiled and disseminated quarterly updates from state agencies on food systems related policies, programs, funding opportunities, and events. These reports represent the first cross-agency compilation of food systems efforts and are shared at public quarterly meetings and via Advisory Council newsletters.
        - Colorado State University Extension convened a working group of state agencies administering food and agriculture programs in Colorado. This group facilitated interagency dialogue and produced a working inventory of state programs, establishing a foundation for improved alignment and resource sharing.
        - The Advisory Council launched ongoing research into the landscape of state-administered food systems programs, including identification of relevant state and federal funding streams. This project aims to generate resources that support interagency collaboration and guide strategic investment.

- ***Recommendation – Deepen understanding of local and non-local food aggregation and purchasing dynamics in Colorado.***
    - Collaborate with Colorado food hubs to better understand how they work with producers, consumers, and institutions to aggregate and distribute local food across the state.
    - Examine how broadline distributors purchase and track both local and non-local foods.
    - Work with Colorado producers, food hubs, distributors, and institutions to develop policy and programmatic strategies that promote viable local food purchasing practices.
    - ***Actions taken:***
        - Nourish Colorado conducted research into Colorado procurement guidelines and values-based purchasing, which culminated in a research roadmap.
        - The Advisory Council's Institutional Procurement Working Group convened panel discussions featuring Colorado food hubs and engaged state agencies, nonprofits, and aggregators in cross-sector conversations on local food purchasing.
        - The Advisory Council's Institutional Procurement Working Group, alongside statewide partners, is conducting in-depth research into federal and state food procurement guidelines, which will support the development of a visual diagram.
        - The Advisory Council's Institutional Procurement Working Group, in partnership with Nourish Colorado, is conducting interviews with broadline distributors to better understand their food purchasing and tracking mechanisms. Findings will contribute to an issue brief on institutional food procurement.

In addition to conducting research, Advisory Council members and staff have represented the Advisory Council in advisory roles across a range of statewide committees. These coalitions have supported the planning of statewide events, informed research initiatives, and shaped policy development. In fiscal years 22-23 and 24-25, this has included participation on the following committees:

- ***Colorado Food Summit Regional Convenings Statewide Steering Committee***
    - Advisory Council members and staff served on the statewide steering committee for a series of 15 regional food systems convenings held across Colorado in early 2025. The steering committee provided strategic input on the overall event framework and the development of post-event evaluation tools. Each convening was planned and executed by a regional host committee, which identified local focus areas, managed logistics, and engaged the community to deliver the events.
    - ***Actions taken:***

        - Convenings engaged over 1,000 Coloradans, including representatives from more than 300 statewide organizations, in discussions on regional food and agriculture. A significant number of event attendees were producers, helping to ensure that event outcomes are grounded in the perspectives and experiences of Colorado farmers and ranchers.
        - Convenings and post-event surveys identified regional food systems priorities and corresponding community-based solutions and policy strategies at the local and state levels. Colorado State University Extension and the Colorado Blueprint to End Hunger are leading a broader effort to continue distributing this survey and ensure resulting information is accessible and actionable across the food system.
        - Insights gathered during these convenings will directly inform the structural design and priority areas of the 2026 Colorado Food Summit.
        - The Colorado Blueprint to End Hunger is leveraging event outcomes and survey findings in the development of a statewide food systems tracker.
- ***Nutrition Network Project Nutrition Engagement Advisory Team***
    - Advisory Council staff served on this advisory committee guiding research led by the Rocky Mountain Prevention Research Center and the Colorado Department of Human Services. The project will utilize social network analysis to examine collaborative dynamics between Colorado organizations focused on nutrition education.
- ***Healthy School Meals for All Technical Advisory Group Focus Groups***
    - In accordance with House Bill 24-1390, the Colorado Department of Education convened the HSMA Technical Advisory Group and several stakeholder focus groups. Advisory Council staff participated in these focus groups, which met multiple times to develop recommendations on the future of the HSMA program, including strategies for improving program implementation and sustainability.
    - ***Actions taken:***
        - Recommendations from the HSMA focus group sessions informed a report submitted to the Joint Budget Committee (JBC).
        - *Farm to Loading Dock* research was cited in the final report to the JBC to underscore the need for grant programs that provide technical assistance for school food authorities.
        - House Bill 25-1274 was signed into law, referring Proposition LL and Proposition MM to Colorado voters. If approved, the measures would:
            - Ensure continuation of universal school meals statewide;

- Extend the Local Food Purchasing Program pilot; and
- Initiate a phased approach to HSMA grant programs focused on local procurement, technical assistance, and wages for school nutrition professionals.

Every other year, the Advisory Committee reports to the House Rural Affairs and Agricultural Committee and the Senate Agriculture and Natural Resources Committee, or their successor committees, regarding statewide data collection and assessment relating to the Advisory Council's activities.[57]

Going beyond these statutory requirements, the Advisory Council publishes annual reports which contain a summary of the food systems issues that the Advisory Council reviewed in the previous year. Additionally, the annual report contains the Advisory Council's recommendations as well as any suggestions for further action.

Reasons to Continue the Advisory Council

The Advisory Council is comprised of members from a variety of state and federal government entities, nonprofit organizations, consumers, and experts in agricultural production, procurement, distribution, and nutrition to provide recommendations to strengthen comprehensive food systems throughout the state of Colorado.

The Advisory Council addresses a range of complex issues and is unique in its ability to bring together a variety of interested stakeholders to address increasing demands on Colorado's local, regional, and statewide food systems.

Analysis and Recommendation

The Advisory Council fulfills an essential role through the expertise it provides and the relationships it develops to help ensure the future security and expansion of Colorado's food systems. Therefore, the General Assembly should continue the Advisory Council.

[57] § 23-31-1106, C.R.S.

Colorado Forest Health Council

Creation, Mission and Make-Up

The Forest Health Advisory Council, now the Colorado Forest Health Council (Council) was created in 2016 in the State Forest Service to provide a collaborative forum to advise the Governor, General Assembly and State Forester on a variety of issues, opportunities and threats regarding Colorado's forests.[58]

Today, the Council is housed in the Department of Natural Resources Division of Forestry (DNR),[59] which is required to provide office space, equipment and staff to support the Council's efforts.[60]

The Council comprises 26 members, including 6 *ex officio* members, or their designees:[61]

- Executive Director of DNR,
- State Forester,
- Director of the Division of Fire Prevention and Control,
- Regional Forester or Deputy Regional Forester for the U.S. Forest Service Region 2,
- Forestry Program Lead for the Federal Bureau of Land Management for Colorado, and
- State Conservationist for the Natural Resources Conservation Service of the U.S. Department of Agriculture.

The Governor appoints 17 members to the Council:

- An employee of the Colorado Office of Economic Development and International Trade with a leadership role in outdoor recreation;
- One member who is an enrolled member of a tribe that has a reservation in Colorado;
- Four county commissioners, two of whom represent counties west of the Continental Divide and two of whom represent counties east of the Continental Divide;
- One member who is employed by or associated with a forest collaborative organization;
- One member who is a forest scientist or is employed in forest research and has climate science expertise;
- One member who has forest policy experience and is employed by a research institution;

[58] §§ 23-31-316(1)(a)(I) and -316(2), C.R.S.
[59] § 23-31-316(2), C.R.S.
[60] § 23-31-316(5), C.R.S.
[61] § 23-31-316(3)(a)(I), C.R.S.

- Two members who are employed by a water supplier, one of whom resides west of the Continental Divide and one of whom resides east of the Continental Divide;
- One member who is employed by or associated with the timber industry;
- One member who is employed by or associated with a conservation organization;
- One member who is employed by or associated with the insurance industry;
- One member who is employed by a public utility that owns and operates transmission facilities;
- One member who owns a ranch with grazing rights on public lands; and
- One member who is employed by or associated with a wildlife organization.

Finally, two members of the General Assembly's Wildlife Matters Review Committee (WMRC) serve on the Council with one appointed by the Speaker of the House of Representatives and one by the President of the Senate. These legislative appointments must include a majority and minority representative.[62]

Gubernatorial appointees each serve three-year terms, while the remaining members serve five-year terms.[63] The Executive Director of DNR serves as the chair of the Council.[64]

The Council's mission is to improve forest health in the state through an integrated, science-based approach that focuses on collaboration among federal, state and local governments and private and nonprofit organizations to mitigate wildfires, restore ecological health, safeguard communities and water supplies, mitigate and adapt to climate change, support local economies and protect recreational settings.[65]

Responsibilities of the Council

The Council is specifically tasked with:[66]

- Making recommendations for forest health and wildfire mitigation capacity building and funding;
- Developing and making recommendations for attaining a 30-year vision for forest health in Colorado;
- Landscape-scale planning to identify state-level priorities for forest restoration and wildfire risk reduction;
- Monitoring trends related to forest ecosystem health, including those related to climate adaptation and advising on state-level action;
- Monitoring and identifying opportunities to support and promote synergy across forest-based collaboratives, including coordinating state funding sources and sharing best practices;

[62] § 23-31-316(3)(a)(III), C.R.S.
[63] § 23-31-316(3)(b), C.R.S.
[64] § 23-31-316(3)(a)(I)(A), C.R.S.
[65] § 23-31-316(4)(a), C.R.S.
[66] § 23-31-316(4)(b), C.R.S.

- Identifying strategies for building sustained capacity to conduct forest restoration and wildfire mitigation work through collaboration, public-private partnerships, innovative funding vehicles, shared stewardship and other solutions that emphasize leveraging and maximizing the impact and reach of state funding;
- Identifying workforce development challenges and opportunities, as well as the economic benefits associated with increased wildfire mitigation and forest restoration activities;
- Developing and supporting solutions to manage and utilize woody material produced by mitigation work;
- Developing legislative and regulatory recommendations for policies that support wildfire mitigation and forest restoration goals; and
- Providing technical expertise and recommendations to inform the General Assembly, the Executive Branch and federal and local agencies on forest health and wildfire mitigation issues.

Additionally, the Council is required to provide an annual briefing to the WMRC and to submit a report to the Governor.[67]

In addition, the Council hosts two subcommittees: the Committee on Leveraging Resources and the Legislative Subcommittee.

The Committee on Leveraging Resources was created in 2022 to:

- Develop shared strategies and vision for how resources and funding are directed on the ground, and
- Identify strategies to leverage existing funding streams or to increase their use.

The Legislative Subcommittee provides assistance and advice on the Council's legislative activities and generally acts in an advisory capacity unless the Council delegates specific authority to it.

Revenues and Expenditures

No revenues or expenditures were associated with the Council in either fiscal year 23-24 or 24-25.

Meetings of the Council

The Council met nine times in fiscal years 23-24 and 24-25. Table 3 indicates the Council's meeting dates and the number of members in attendance at each for the relevant time period.

[67] § 21-31-316(6), C.R.S.

Table 3
Council Meetings

Meeting Date	Number of Members in Attendance
July 2023	21
August 2023	15
October 2023	19
January 2024	23
April 2024	16
July 2024	18
October 2024	19
February 2025	18
April 2025	16

As Table 3 illustrates, an average of 18.3 members attended each meeting.

The Council generally tries to hold two of its meetings each year in person.

Proposals and Their Status

Each year, the Council forwards up to five recommendations to the WMRC.

In fiscal year 22-23, the Council made the following recommendations to the WMRC:

Invest in expanding forestry education in Colorado.
The Council recommended that the General Assembly invest in forestry programs at community colleges to increase the forestry workforce. Front Range Community College offers a Forestry Technology degree, accredited by the Society of American Foresters, and is the only two-year forestry program in the state. This program consistently produces students in high demand for public and private employment. However, the program was running at capacity and classes were frequently full, preventing students from completing their degrees on time. The program required at least two additional faculty members and a technical instructor to increase the number of students served, which could be assisted by increased funding through the Department of Higher Education.

Invest in workforce development programs.
The Colorado Youth Corps Association (CYCA) and Department of Corrections' State Wildland Inmate Fire Teams (SWIFT), and related programs, provide opportunities for youth and incarcerated men to gain experience in forestry work, wildfire mitigation and fire response in a supported environment. Ongoing

investments in these programs could expand the forestry and wildfire mitigation workforce in Colorado by increasing the number of participants exiting the programs with skills needed to enter the industry. DNR's Colorado Strategic Wildfire Action Program supports both CYCA and SWIFT crews in wildfire mitigation while the State Forest Service's Forest Restoration and Wildfire Risk Mitigation (FRWRM) grants favor proposals which engage CYCA.

Consistent investments in Good Neighbor Authority.
The Good Neighbor Authority (GNA) program allows the U.S. Forest Service (USFS) and U.S Bureau of Land Management (BLM) to enter into cooperative agreements with states to perform forest, rangeland and watershed restoration projects on federal lands. Under the agreement, the State Forest Service has the authority to conduct forest treatments on National Forests and BLM lands in Colorado, complementing work on state and private lands. Specific benefits of the GNA include greater efficiencies and less need for creating and maintaining roads to address project work. Eligible projects include those that protect water supplies, manage bark beetles, reduce wildfire risk and meet other forest management objectives. The Council recommended increasing the amount and/or consistency of funding for GNA work.

Invest in local/state agency planning and project management capacity.
As more money becomes available for implementing forest management, there are concerns about bottlenecks in the pipeline of "shovel ready" projects due to inadequate local, state and federal staff to plan and manage projects. The Council recommended that the General Assembly make additional resources available to help local governments and state agencies hire additional capacity for this work.

Create incentives for private industry (logging and grazing).
The Council recommended creating incentives for private industry in logging and grazing. Colorado has some existing incentives for private industry, including the Forest Business Loan Fund (FBLF), a revolving loan program, and historically had a state sales tax exemption for beetle-killed wood. The Council recommended the following:

- Creating a state cost-share wood products industry internship program,
- Additional investments in the FBLF through Healthy Forests - Vibrant Communities, and
- Creating more public-private partnerships to reduce barriers to grazing for fuels reduction.

The Council's recommendations on "Invest in workforce development programs" and "Consistent investments in GNA" resulted in Senate Bill 23-005, the Forestry and Wildfire Mitigation Workforce Bill. The bill had bipartisan sponsorship and allocated $2.6 million in fiscal year 23-24 and $2.1 million in fiscal year 24-25. The bill contained five components that support the development of Colorado's forestry workforce:

- Educational materials for high school guidance counselors and students related to forestry and wildfire mitigation professions;
- A cost share program for timber businesses, forest health or wildfire mitigation entities to hire interns;
- $1 million appropriated annually to the Colorado Strategic Wildfire Action Program;
- The development and expansion of forestry programs at community colleges, including the acquisition of a forestry simulator; and
- The development of a recruitment program for wildland fire prevention and mitigation educators for community colleges, area technical colleges and local district colleges. This program received an annual General Fund appropriation of $250,000.

In fiscal year 23-24, the Council made the following recommendations to the WMRC:

Annual Appropriation for GNA.
Recognizing the importance of the GNA program, as described above, the Council recommended the appropriation of additional dollars for GNA work.

Appropriate $1 million specifically for capacity building through the FRWRM Grant Program for three years.
The FRWRM Grant Program funds two types of projects: fuels and forest health projects (implementation on the ground) and capacity building. Language for capacity building projects in the original legislation allowed applicants to purchase equipment for project implementation. In 2021, Senate Bill 21-258 made several changes to the FRWRM grant program. These changes included expanding eligibility for Capacity Grant projects to those providing local governments, community groups, and collaborative forestry groups with the resources and staffing necessary to plan and implement forest restoration and wildfire risk mitigation projects. Other eligible capacity building costs include community and partner outreach and engagement, identifying priority project areas, prescription planning and acquiring community equipment for use by landowners. FRWRM's Capacity Grants were funded with up to 25 percent of the total FRWRM funds available, and the program had an annual appropriation of $8 million. The Council recommended that an additional appropriation of $1 million per year for three years, in addition to the 25 percent of existing FRWRM funds, to the FRWRM Capacity Grants program.

Pilot a statewide mitigation day(s) for counties to support private landowner slash[68] accumulation through curbside removal.
Biomass challenges are experienced at all levels of mitigation and forestry work. To make progress on removing biomass from the landscape at a property scale, the Council recommended the creation of a pilot program in interested counties. These pilot programs would offer mitigation day(s) where private landowners

[68] "Slash" generally refers to leaf and tree waste associated with logging.

could utilize county resources to remove slash created through mitigation and thinning.

Annual appropriation for the State Forest Service nursery for staff and facilities and equipment maintenance.
Nursery sales help to cover State Forest Service operating expenses; seedlings are thus cost prohibitive in large reforestation and conservation projects. The Council recommended an annual appropriation covering staff and facility expenses, the price of seedlings could be lower and accessible to more projects.

Support seed collection and reforestation.
There are limited resources in the state for seed collection and reforestation, particularly conifer seeds throughout the southern Rockies and Southwest United States. Building capacity in this specific skill set is important to increase the rate and success of reforestation. The Council recommended funding for entities already doing this work along with investments in workforce development. The Council's recommendation consisted of three parts:

a. Workforce development: Create a State Seed Collection and Reforestation Corps.
b. Create and fund a state grant program to broadly support seed collection and storage, post-fire reforestation and revegetation project implementation and monitoring programs.
c. Fund a Gap Analysis Study of the Reforestation Pipeline in Colorado to direct investment to areas of greatest need and identify the most impactful role for the state.

The Council's recommendation regarding "Pilot a statement mitigation day(s) for counties to support private landowner slash accumulation through curbside removal" resulted in Senate Bill 24-009, which did not become law.

In fiscal year 24-25, the Council made the following recommendations to the WMRC:

Additional Capacity Support for Forest Restoration and Wildfire Risk Mitigation.
The Council recommended that the General Assembly appropriate $1 million specifically for capacity building through the FRWRM grant program for at least one year, subject to available appropriations thereafter. The Council recommended that an additional $1 million per year be appropriated specifically for capacity requests for at least one year, in addition to the 25 percent of existing FRWRM funds. In total $3 million would be available for capacity support, up from $2 million.

Expand the State Forest Service Internship Program.
The Council recommended expanding and funding the State Forest Service Internship Program to include higher education programs located close to State Forest Service field offices. Due to increasing forest health challenges, it is

vitally important for the State Forest Service to invest in comprehensive training of the future workforce by permanently funding the State Forest Service Internship Program established in 2018. In Senate Bill 23-005, Colorado identified a need to find qualified and trained employees for the state's timber, forest health, and wildfire mitigation industries. The legislation recognized that students who wish to pursue careers in these industries face barriers to entry, such as lack of access to training programs and internship experiences that would provide real-world work experience. The State Forest Service Internship Program provides opportunities for student interns to seek permanent positions within the agency and with State Forest Service partners across Colorado and beyond. The internship program's two major goals are to increase professional development opportunities for students in forestry-related fields of study and to provide expanded seasonal staffing for State Forest Service projects and activities. Since its inception in 2018, the State Forest Service Internship Program has expanded from 5 interns to 21 interns in 2024.

Forestry career pathway awareness for students.
The Council recommended expanding forestry career pathway awareness in middle schools and high schools. Colorado State University Extension serves all of Colorado's 64 counties with non-credit programming for audiences from youth to older adults. This proposal addressed the need identified by the Council to reach youth and young adult audiences with education and career skills and provide workforce exposure and opportunities. Specifically, the Council sought to catalyze and increase youth engagement and career opportunities in the areas of forestry, wildland fire, and natural resources in select counties within two targeted Colorado regions – the Front Range and the Mountains. It is envisioned that this project would take place over a three-year period beginning July 2025 and ending June 2028. Its primary focus would be in five Front Range counties (along the mountain backdrop area) and five Mountain Region counties.

Colorado Community Navigator Program.
The Council recommended that the General Assembly direct the State Forest Service to create the "Rural Grant Navigator Grant Program" to provide grant money for non-governmental organizations providing outreach and technical assistance, including grant writing assistance, to rural communities seeking to apply for federal or state grants related to wildfire mitigation and preparedness. The Council further recommended that the General Assembly encourage the State Forest Service to consult with other departments on effective uses of money and successful outcomes to avoid duplicative efforts. The State Forest Service would be required to submit a report summarizing the program to the WMRC or the House and Senate Agriculture committees.

The Council's recommendation regarding "Colorado Community Navigator Program" was incorporated into House Bill 24-1006, which became law. It appropriated $300,000 in fiscal year 24-25 to create the grant program.

Although few of the Council's recommendations resulted in legislation, the number of proposals demonstrates that the Council is active in developing new ideas and ways to implement them. Additionally, the Council's recommendations align with the specific tasks set forth by the General Assembly.

Reasons for Continuation

The Council plays a vital role in identifying and addressing the state's forest health and wildfire mitigation needs and gaps. Approximately one-third (22.6 million acres) of Colorado's land area consists of forested land, and approximately three-quarters of that consist of public lands. Forests are an integral part of the state's economy and are under pressure from insects and disease, and climate impacts such as wildfire and drought.

The Council's diverse membership provides unique and important voices, and some members collaborate with other commissions to ensure there is alignment between them on the broader wildfire lens.

As required by statute, the Council adopted a 30-year *Vision for Forest Health* in April 2025, creating a roadmap and vision to guide the Council and stakeholders.

The Council has also undertaken various special projects to fulfill its statutory duties, including producing the *Forest Resilience Planning Guide (Guide)*, which provides a framework for aligning community values, and technical and financial resources for forest management planning. The goal of the *Guide* is to support communities, funders and policy makers in working together to develop and implement forest resilience strategies, to strengthen collaboration, integrate community values and access science-based resources tailored to local landscapes.

When budgets allow, the Council hosts two of its four annual meetings in person to provide an opportunity to meet with local and regional partners and learn about forest health challenges and successes. These in person meetings provide value to members and partners, as seeing the different forest types and treatment prescriptions on Council tours allow for a deeper understanding of forest health.

Most importantly, the Council's directive to provide legislative recommendations on an annual basis is valuable for addressing and elevating pertinent forest health needs.

Analysis and Recommendation

The challenges facing Colorado's forests are diverse and complex, and they include issues such as invasive species and wildfires. The trend towards larger, more destructive and more frequent wildfires is expected to continue.

The Council's focus on wildfire mitigation will help avoid more expensive fire suppression and recovery costs in the future, and the nexus between forests, watersheds and community health is strong. As a result, sustaining the state's forests is imperative and the Council plays a vital role in those efforts.

For these reasons, the General Assembly should continue the Council.

Kidney Disease Prevention and Education Task Force

Creation, Mission and Make-Up

The Kidney Disease Prevention and Education Task Force (Task Force) was established in 2021 as a result of the passage of House Bill 21-1171, to work with policymakers, nonprofit organizations and healthcare entities to increase awareness regarding kidney disease throughout Colorado.

The Task Force presently consists of nine voting members, who were appointed to serve until convening day of the first regular session of the 74th General Assembly (January 8, 2025).[69]

Members of the General Assembly (referred to as "elected members") are appointed in the following manner:[70]

- One member of the Senate, appointed by the President of the Senate; and
- One member of the House of Representatives, appointed by the Speaker of the House.

Additionally, section 25-1-136(2)(b), Colorado Revised Statutes (C.R.S.), states,

> The task force consists of the following other voting members, collectively referred to in this section as the "nonelected members", with four members being appointed by the President of the Senate and the Speaker of the House of Representatives and three members being appointed by the Minority Leader of the Senate and the Minority Leader of the House of Representatives:
>
> - The Executive Director of the Department [of Public Health and Environment] or the Executive Director's designee;
> - One member representing the renal provider community;
> - One member representing a Colorado medical center with a program dedicated to treating kidney disease;
> - One member representing the nephrologist community;
> - One member from a nonprofit organization focusing on kidney disease;
> - One member representing the kidney patient community; and
> - One member from an organization representing the health interests of minority populations.

The terms of the non-elected members last for the duration of the Task Force.[71]

[69] § 25-1-136(2)(a) and (3)(a), C.R.S.
[70] § 25-1-136(2)(a), C.R.S.
[71] § 25-1-136(3)(b), C.R.S.

Responsibilities of the Task Force

The responsibilities of the Task Force include:[72]

- The creation of health-care programs to increase awareness regarding kidney disease throughout the state;
- The examination of a variety of factors related to kidney disease, including transplantation, kidney donation, higher affliction rates in minority populations, and kidney disease in children and individuals with disabilities; and
- The development of a sustainable plan to raise awareness regarding early detection of kidney disease through a campaign which incorporates:
    - Preventative screenings,
    - Social media campaigns,
    - Television and radio commercials, and
    - Health education seminars and workshops.

Revenues and Expenditures

Table 4 provides the total revenues and expenditures of the Task Force during fiscal years 23-24 and 24-25.

Table 4
Total Task Force Revenue and Expenditures

Fiscal Year 23-24		Fiscal Year 24-25	
Revenue Type	**Total Revenue**	**Revenue Type**	**Total Revenue**
General Fund	$87,557	General Fund	$94,915
Expenditure Type	**Total Expenditures**	**Expenditure Type**	**Total Expenditures**
Staffing	$37,557	Staffing	$44,915
Other	$50,000	Other	$50,000
Total	**$87,557**	**Total**	**$94,915**

Section 25-1-136(6), C.R.S., requires that the Task Force utilize a Colorado medical center, "owned or operated by a hospital authority created in state law with a program dedicated to treating kidney disease" to administer the Task Force. The "other" category in the table above includes expenses related to administration provided by the University of Colorado Hospital Authority acting as a contracted facilitator during Task Force meetings.

[72] § 25-1-136(5), C.R.S.

Meetings of the Task Force

Table 5 reflects the total number of meetings held by the Task Force in fiscal years 23-24 and 24-25, as well as the total number of Task Force members in attendance for each meeting.

Table 5
Task Force Meetings
Fiscal Years 23-24 and 24-25

Meeting Date	Number of Members in Attendance
July 16, 2023	5
August 18, 2023	6
September 15, 2023	4
October 20, 2023	5
November 17, 2023	6
February 16, 2024	7
April 19, 2024	5
May 17, 2024	6
June 21, 2024	5
August 16, 2024	7
November 15, 2024	5
January 17, 2025	6
March 14, 2025	6
March 28, 2025	5
April 18, 2025	6
May 30, 2025	6

The Task Force typically meets on a monthly basis, and the average attendance of Task Force members was approximately six members per meeting.

Proposals and Their Status

The Task Force has completed work related to its statutorily mandated purpose in the following manner:

- Fiscal year 23-24:
    - The Task Force analyzed Medicaid and the Center for Improving Value in Healthcare (CIVHC) data to better understand costs and disparities related to kidney disease, particularly amongst minority populations.
    - Subject matter experts were utilized to share insights, and a public awareness campaign was proposed alongside discussions regarding financial modeling to support future legislative recommendations.

- Fiscal year 24-25:
    - The Task Force further evaluated outreach and marketing strategies utilizing partnerships with Cohn Marketing and the National Kidney Foundation to increase kidney disease screening and avoid duplicative efforts. This proposal was later revised to include direct outreach to Colorado primary care providers through mail and email to increase provider awareness regarding patient screening.
    - The Task Force also began to evaluate additional policy proposals which included kidney disease testing as a part of routine annual health maintenance.

The final report of the Task Force is scheduled to be released in August 2026.

Reasons for Sunset

During the 2025 General Assembly, Senate Bill 25-251 attempted to repeal the statutory provision which created the Task Force but failed to pass the House upon third reading. At the time, strategies related to the public outreach campaign were still in development, but it is anticipated that this work will be completed prior to the statutory repeal date of September 1, 2026, with the anticipated release of the Task Force's final report in August 2026.

The Task Force has worked diligently by analyzing related data sets, recruiting the assistance of experts, expanding outreach to primary care providers, and increasing public awareness regarding kidney disease and prevention screening.

Collectively, the work performed by the Task Force during fiscal years 23-24 and 24-25 fulfills the majority of its statutory mandates, and the Task Force has positioned the remainder of work to be completed through the contract established with the National Kidney Foundation.

Analysis and Recommendation

Since the work of the Task Force will be completed in August 2026 and the remainder of its work will be completed by the National Kidney Foundation, the General Assembly should sunset the Task Force.

Veterinary Pharmaceutical Advisory Committee

Creation, Mission and Make-Up

The Veterinary Pharmaceutical Advisory Committee (Advisory Committee) was created in 2016 by way of Senate Bill 62 as part of a broader effort to address the State Board of Pharmacy's (Pharmacy Board) oversight of pharmaceuticals related to the practice of veterinary medicine and in response to an enforcement action involving a veterinary wholesaler that involved multiple violations related to the distribution of prescription drugs for large food animals without proper prescriptions. It is housed in the Department of Regulatory Agencies' Division of Professions and Occupations (Division) as an advisory committee to the Pharmacy Board.

The Pharmacy Board is required to refer the following matters concerning veterinary pharmaceuticals to the Advisory Committee for recommendations on how the Pharmacy Board should proceed:[73]

- Whether and to what extent action, if any, should be taken on an investigation into or complaint of an alleged violation of the Pharmacy Practice Act;
- Review of license and registration applications and renewal, reactivation and reinstatement applications; and
- Promulgation of rules.

Veterinary pharmaceuticals are prescription drugs that are:[74]

- Intended solely for animal use,
- Distributed for animal use,
- Dispensed for animal use, or
- Administered to an animal.

VPAC comprises three members appointed by the State Veterinarian:[75]

- One who is a licensed veterinarian who works predominately with large animals, having at least five years of experience;
- One who is either a registered wholesaler engaged in the distribution of animal drugs, having at least five years of experience or a licensed veterinarian having at least five years of experience but who is not both a wholesaler and a veterinarian; and
- One who has a background in agriculture and who is not a pharmacist, pharmaceutical wholesaler or veterinarian.

[73] § 12-280-106(2)(a), C.R.S.
[74] 3 CCR § 719-1-28.00.10(b), State Board of Pharmacy Rules and Regulations.
[75] § 12-280-106(1)(a)(I), C.R.S.

At least one of the professional members must not do business along the Front Range.[76] Members serve three-year terms,[77] elect their own chair[78] and serve without compensation.[79]

Advisory Committee members are subject to certain conflict of interest provisions that prohibit them performing an official act that may provide a direct economic benefit to them or that involves a person with whom the member has had a substantial number of business dealings.[80]

Responsibilities of the Advisory Committee

The Advisory Committee is primarily responsible for reviewing disciplinary, licensing and rulemaking matters referred to it by the Pharmacy Board. When reviewing disciplinary matters, the Advisory Committee considers recommendations to the Pharmacy Board regarding whether to:[81]

- Suspend or revoke a license or registration,
- Impose a fine and the amount of any such fine,
- Pursue a restraining order or injunction in civil court, or
- Pursue other disciplinary action against the respondent.

The Pharmacy Board is required to share all relevant information with the Advisory Committee, and the Advisory Committee is required to maintain the confidentiality of any such material.[82]

The Pharmacy Board is required to adopt the Advisory Committee's recommendations unless it determines that there is material and substantial evidence that warrants a different resolution.[83]

Revenues and Expenditures

The Advisory Committee had no revenue or expenditures in either fiscal year 23-24 or 24-25, the two years examined for this sunset review.

[76] § 12-280-106(1)(a)(II), C.R.S.
[77] § 12-280-106(1)(b), C.R.S.
[78] § 12-280-106(1)(c)(I), C.R.S.
[79] § 12-280-106(1)(c)(II), C.R.S.
[80] § 12-280-106(1)(c)(III), C.R.S.
[81] § 12-280-106(2)(a)(I), C.R.S.
[82] § 12-280-106(2)(b), C.R.S.
[83] § 12-280-106(2)(c), C.R.S.

Meetings of the Advisory Committee

The Advisory Committee is only required to meet when the Pharmacy Board refers a matter to it.[84] Between fiscal years 23-24 and 24-25, the two fiscal years examined for this sunset review, the Pharmacy Board referred no matters to the Advisory Committee, so it did not meet. In fact, the Advisory Committee has not met since February 2021, and it met only five times since it was created in 2016.

Proposals and Their Status

Since the Advisory Committee has not met since 2021, it made no recommendations or other proposals to the Pharmacy Board during fiscal years 23-24 or 24-25, the two years examined for this sunset review.

Reasons for Sunset

The Advisory Committee was created nearly 10 years ago in response to a single enforcement action involving the distribution of prescription drugs for large food animals without proper prescriptions. Since its creation, the Advisory Committee has met only five times. Table 6 illustrates the dates of the meetings and the number of cases addressed at each meeting.

Table 6
Advisory Committee Meetings and Cases

Meeting Date	Number of Cases Addressed
December 2016	3
June 2017	2
October 2017	2
August 2020	6
February 2021	1

Although the Pharmacy Board referred a total of 14 cases to the Advisory Committee since its creation in 2016, according to Division staff, most of the cases addressed at each meeting were companion cases, meaning they were related to one another.

Given the definition of veterinary pharmaceuticals, the Pharmacy Board does not receive a lot of complaints related to them. Most Pharmacy Board complaints involving animals pertain to prescriptions for human drugs being taken by animals. Otherwise,

[84] § 12-280-106(2)(b), C.R.S.

most veterinary pharmaceuticals are dispensed by veterinarians or veterinary wholesalers and the Pharmacy Board has no jurisdiction over them.

In short, the Advisory Committee was created for a specific purpose that seems to have resolved itself. This is evidenced by the fact that the Pharmacy Board has not referred any cases to the Advisory Committee in nearly five years.

As a result, the State Veterinarian continues to appoint members to a committee that does not meet.

Analysis and Recommendation

The Pharmacy Board has not referred any cases to the Advisory Committee since 2021, nearly five years ago. In fact, the Advisory Committee has met only five times in its nearly 10 years of existence. This suggests that the Advisory Committee is no longer necessary and should be sunset.

Regardless, some argue that the Advisory Committee could provide a valuable service should the Pharmacy Board receive a complaint involving veterinary pharmaceuticals at some point in the future. While this may be true, the Pharmacy Board could also retain the services of an expert for any case that is opened, thus obviating the need for a standing committee that meets so rarely.

Some also point out that there are conflicts between the Veterinary Practice Act and the Pharmacy Practice Act, suggesting that the Advisory Committee play a role in resolving some of these conflicts. However, such is not the present charge of the Advisory Committee and this sunset review is limited to recommending continuing or sunsetting the Advisory Committee, not changing its mission.

Since the Pharmacy Board has referred no cases to the Advisory Committee in almost five years and since the Pharmacy Board can retain the services of an expert should it receive a complaint or other matter pertaining to veterinary pharmaceuticals, the General Assembly should sunset the Advisory Committee.