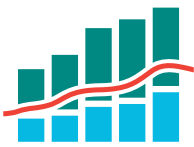




SHEEO

STATE HIGHER EDUCATION EXECUTIVE OFFICERS ASSOCIATION



SHEF

STATE HIGHER EDUCATION FINANCE

2021

ISSUE BRIEF: SOURCES AND
USES OF COVID-19 FEDERAL
STIMULUS FUNDING TO
SUPPORT HIGHER EDUCATION

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TABLE OF CONTENTS

INTRODUCTION	3
TIMELINE OF COVID-19 FEDERAL STIMULUS FUNDING FOR HIGHER EDUCATION	4
TOTAL FEDERAL STIMULUS FUNDING	5
SOURCES OF FEDERAL STIMULUS FUNDING	9
USES OF FEDERAL STIMULUS FUNDING	11
CONCLUSION.....	15

INTRODUCTION

In the wake of the economic slowdown stemming from the COVID-19 pandemic in 2020, the federal government provided significant funding to states and institutions of higher education to help them address sharp drops in revenue and increased costs incurred due to the pandemic. Federal stimulus funds were also provided during the Great Recession following the 2008 economic crisis. Because states cannot run deficits and are unlikely to raise taxes during economically challenging periods, the federal government, which can run deficits, provides funding to states to prevent mass layoffs and disruptions in public services, including higher education. These federal stimulus funds had a profound effect on government operating support for public higher education, protecting state revenues and enabling states to increase funding in 2020 and 2021 despite a short economic recession.¹

This report updates the information and data previously shared with the fiscal year (FY) 2020 State Higher Education Finance (SHEF) report,² and outlines the sources and uses of federal stimulus funding given to states and allocated by states to higher education during the COVID-19 pandemic from 2020 through 2022.^{3,4} We describe the total federal stimulus funding allocated by states to higher education by fiscal year and provide details on the sources of federal stimulus funds in each state. We also share new data on how states used federal stimulus funding for operating support at two- and four-year public institutions, financial aid, operating support at private institutions, and other uses. This report would not have been possible without the SHEEO agency staff who worked to provide additional information on federal stimulus funding through the annual SHEF data collection.⁵

Beginning with the FY21 SHEF data collection, we included the following new data elements to capture federal stimulus funding for higher education:

- 2020 Coronavirus Aid, Relief, and Economic Security (CARES) Act
 - Governor’s Emergency Education Relief Fund (GEERF)
 - Coronavirus Relief Fund (CRF)
- 2020 Coronavirus Response and Relief Supplemental Appropriations (CRRSA) Act
 - Governor’s Emergency Education Relief Fund (GEERF II)
- 2021 American Rescue Plan (ARP)
 - Coronavirus State and Local Fiscal Recovery Fund

1. State Higher Education Executive Officers Association. (2022). *State higher education finance: FY 2021*. shef.sheeo.org/wp-content/uploads/2022/06/SHEEO_SHEF_FY21_Report.pdf

2. Laderman, S., & Harnisch, T. (2021). *Analysis of federal stimulus funding to states and public institutions of higher education* (SHEF 2020 Issue Brief). State Higher Education Executive Officers Association.

3. This brief does not capture all federal relief and stimulus funding for higher education. The data presented here do not include federal stimulus funding allocated directly to higher education institutions with no involvement from the state, such as funds from the Higher Education Emergency Relief Fund (HEERF).

4. Fiscal year 2022 data are preliminary and include estimates for many states. FY22 data will be updated with the release of the FY22 SHEF report.

5. See shef.sheeo.org/data-provider-resources

TIMELINE OF COVID-19 FEDERAL STIMULUS FUNDING FOR HIGHER EDUCATION

The Coronavirus Aid, Relief, and Economic Security (CARES) Act, passed on March 27, 2020, allotted a total of \$2.2 trillion in aid for people and organizations negatively impacted by the COVID-19 pandemic. As part of the bill's Education Stabilization Fund (ESF), \$14 billion was allocated directly to Title IV-eligible institutions of higher education through the Higher Education Emergency Relief Fund (HEERF I), which was based on an FTE formula. Of this funding, at least 50% was required to be distributed to students in the form of emergency grants.⁶ HEERF was not part of the SHEF data collection for fiscal years 2020-2022, since it was allocated directly to colleges and universities.

The ESF also included \$3 billion for states through the Governor's Emergency Education Relief Fund (GEERF I) for K-12 and postsecondary education purposes. Governors were required to award this funding to institutions of higher education or local K-12 education agencies within one year of receiving the funding, and award recipients were required to expend GEERF I funding by September 30, 2022.⁷ This would mean funds would expire early in fiscal year 2023 for most states.

Also included in the CARES Act was \$150 billion for the Coronavirus Relief Fund (CRF), which was allocated to states to help cover expenses incurred as part of the COVID-19 public health emergency. States could choose to allocate CRF for higher education. CRF funding could only be used to cover expenses incurred in the period between March 1, 2020, and December 31, 2021.⁸

The Coronavirus Response and Relief Supplemental Appropriations Act, 2021 (CRRSA Act), enacted on December 27, 2020, provided a second tranche of funding for the Governor's Emergency Education Relief Fund (GEERF II), totaling \$4 billion for all states. Recipients of GEERF II must expend this funding by September 30, 2023.⁹ The CRRSA also included \$21.2 billion more of HEERF funding (HEERF II) for institutions of higher education.

A third round of federal stimulus relief funding was made available for states with the passage of the American Rescue Plan (ARP) Act on March 11, 2021. The ARP included \$350 billion for the Coronavirus State and Local Fiscal Recovery Fund, which allocated funding to states, counties, and local governments to cover lost public sector revenue and support industries and businesses negatively impacted by the pandemic. Once again, states were able to choose whether to allocate these funds to higher education. This funding must be expended by December 31, 2026.¹⁰ The ARP also included a third round of HEERF funding (HEERF III), totaling \$36 billion. As with HEERF I and HEERF II, this funding was not included in the SHEF data collection.

6. U.S. Department of Education. *CARES Act: Higher Education Emergency Relief Fund*. www2.ed.gov/about/offices/list/ope/caresact.html

7. U.S. Department of Education. *Frequently asked questions about the Governor's Emergency Education Relief Fund*. oese.ed.gov/files/2020/10/FAQs-GEER-Fund.pdf

8. U.S. Department of the Treasury. *Coronavirus Relief Fund*. home.treasury.gov/policy-issues/coronavirus/assistance-for-state-local-and-tribal-governments/coronavirus-relief-fund

9. U.S. Department of Education. *Fact sheet: Governor's Emergency Education Relief Fund II*. oese.ed.gov/files/2021/01/FINAL_-GEER_FactSheet_1.8.211.pdf

10. U.S. Department of the Treasury. *State and Local Fiscal Recovery Fund*. home.treasury.gov/system/files/136/SLFRF-Self-Service-Resources.pdf

TOTAL FEDERAL STIMULUS FUNDING

Table 1 shows total federal stimulus funding used for higher education purposes, broken out by state and year. Twenty-one states plus Washington, D.C., used stimulus funding for higher education in FY20, totaling \$1.29 billion. This mostly reflects GEERF I and CRF funding that was made available through the CARES Act, as this funding was allocated to states by early summer 2020, and the funding was allowed to cover expenses incurred dating back to March 2020 at the beginning of the public health emergency. Stimulus funding accounted for 1.3% of total state support in 2020, ranging between 0.01% of state support in North Carolina, to 14.8% of state support in Vermont. Alabama and Oklahoma were the only two states that reported using federal stimulus funding in FY20, but not in 2021 or 2022.

Forty-five states plus Washington, D.C., reported using a combined \$3.68 billion in stimulus funding for higher education in FY21. Stimulus funding made up 27.8% of state support in 2021 on average, ranging between 0.3% of state support in California, to over 25% of state support in Colorado, Vermont, and Washington, D.C. Some states used this funding to help substitute for pandemic-related declines in state revenue, which reduced state support for higher education. In Colorado, \$458 million in federal stimulus funding went to “facilitate compliance with COVID-19-related public health measures and provide economic support for the state through educating students,” accounting for nearly half (42.8%) of their total state support for higher education for that year.¹¹ Louisiana used \$100 million in CRF funding received to help alleviate a \$121 million general state fund reduction to higher education in FY21. This reduction was restored in FY22. In 32 states, 2021 was the highest year across the three reported fiscal years for federal stimulus funding, and seven of those states (Arkansas, Georgia, Kansas, Nebraska, North Dakota, Tennessee, and Washington) only used stimulus funding for higher education in 2021.

In FY22, \$2.51 billion in stimulus funding across 34 states was used for higher education. Federal stimulus funding comprised 2.4% of state support on average, ranging from 0.04% in Massachusetts to 32.1% in New Mexico. While some states, like Michigan and New Jersey, used the majority of their stimulus funding in 2020, other states, like New Mexico and North Carolina, did not report using most of their stimulus funding for higher education until 2022. In California, no federal stimulus funding was allocated in 2020, and 93% of all the state’s stimulus for higher education was allocated in 2022. No states, however, reported using stimulus funding in 2022 but not in 2020 or 2021.¹²

Table 2 shows total federal stimulus funding per FTE across states, for fiscal years 2020 and 2021. In 2020, the U.S. average was \$118 per FTE. New Jersey and Washington, D.C., had the highest stimulus funding per FTE in that year, at \$1,124 and \$3,571, respectively. Montana and North Carolina had the lowest stimulus funding per FTE, at under \$5, since most of their funding was used in the subsequent fiscal year. Most states used the majority of their funding in 2021, and the U.S. average increased to \$347 per FTE. Once again, Washington, D.C., had the highest rate at \$15,801 per FTE, followed by Wyoming at \$5,804 per FTE. In total, 11 states had more than \$1,000 in stimulus funding per FTE in 2021.¹³

11. Laderman, S. & Harnisch, T. (2021). *Analysis of federal stimulus funding to states and public institutions of higher education*. (SHEF 2020 Issue Brief). State Higher Education Executive Officers Association.

12. In Colorado and North Carolina, funds appropriated in FY22 will not necessarily be spent in 2022.

13. FTE enrollment data were not available for FY22 at the time of publication.

TABLE 1.
TOTAL FEDERAL STIMULUS FUNDING BY STATE, FY 2020-2022 (UNADJUSTED)

	2020		2021		2022	
	STIMULUS	% OF STATE SUPPORT	STIMULUS	% OF STATE SUPPORT	STIMULUS	% OF STATE SUPPORT
ALABAMA	\$104,995,290	5.6%	\$-	0.0%	\$-	0.0%
ALASKA	\$1,700,000	0.5%	\$16,832,201	5.3%	\$2,100,000	0.7%
ARIZONA	\$37,000,000	3.6%	\$129,300,000	11.8%	\$4,100,000	0.4%
ARKANSAS	\$-	0.0%	\$13,000,000	1.3%	\$-	0.0%
CALIFORNIA	\$-	0.0%	\$53,975,000	0.3%	\$722,500,000	3.5%
COLORADO	\$-	0.0%	\$458,362,140	42.8%	\$64,130,000	5.3%
CONNECTICUT	\$-	0.0%	\$8,881,682	0.7%	\$20,000,000	1.5%
DELAWARE	\$17,598,285	6.4%	\$45,243,548	14.8%	\$37,473,576	14.2%
FLORIDA	\$-	0.0%	\$24,868,734	0.4%	\$20,000,000	0.3%
GEORGIA	\$-	0.0%	\$29,555,785	0.8%	\$-	0.0%
HAWAII	\$7,641,399	1.0%	\$9,298,000	1.1%	\$32,030,000	4.2%
IDAHO	\$-	0.0%	\$10,751,243	2.0%	\$11,782,500	2.1%
ILLINOIS	\$-	0.0%	\$56,370,618	1.2%	\$43,054,700	0.9%
INDIANA	\$-	0.0%	\$19,000,000	1.1%	\$34,000,000	1.8%
IOWA	\$-	0.0%	\$8,795,836	1.0%	\$6,748,825	0.8%
KANSAS	\$-	0.0%	\$110,394,895	11.6%	\$-	0.0%
KENTUCKY	\$-	0.0%	\$49,883,597	4.1%	\$2,433,459	0.2%
LOUISIANA	\$15,705,633	1.3%	\$100,041,483	8.1%	\$16,629,635	1.3%
MAINE	\$-	0.0%	\$16,903,636	5.0%	\$15,000,000	4.5%
MARYLAND	\$39,675,252	1.8%	\$40,052,121	1.8%	\$-	0.0%
MASSACHUSETTS	\$-	0.0%	\$19,405,376	1.1%	\$777,675	0.0%
MICHIGAN	\$200,000,000	10.1%	\$24,000,000	1.1%	\$-	0.0%
MINNESOTA	\$93,361,184	5.2%	\$520,348,277	23.4%	\$35,000,000	2.0%
MISSISSIPPI	\$-	0.0%	\$169,088,285	15.6%	\$8,499,946	0.9%
MISSOURI	\$-	0.0%	\$160,572,526	14.4%	\$28,000,000	2.5%
MONTANA	\$126,218	0.0%	\$38,055,819	12.5%	\$116,459	0.0%
NEBRASKA	\$-	0.0%	\$7,696,531	0.9%	\$-	0.0%
NEVADA	\$29,972,380	3.7%	\$-	0.0%	\$46,614,427	6.3%
NEW HAMPSHIRE	\$5,249,581	3.4%	\$40,149,434	21.4%	\$5,757,942	3.9%
NEW JERSEY	\$294,066,711	10.6%	\$29,930,743	1.2%	\$-	0.0%
NEW MEXICO	\$-	0.0%	\$3,792,365	0.4%	\$302,421,000	32.1%
NEW YORK	\$-	0.0%	\$-	0.0%	\$-	0.0%
NORTH CAROLINA	\$367,069	0.0%	\$86,228,235	1.9%	\$168,505,629	3.8%
NORTH DAKOTA	\$-	0.0%	\$3,968,787	1.0%	\$-	0.0%
OHIO	\$-	0.0%	\$313,500,000	11.7%	\$25,632,000	1.1%
OKLAHOMA	\$7,000,000	0.8%	\$-	0.0%	\$-	0.0%
OREGON	\$-	0.0%	\$10,000,000	1.0%	\$18,295,512	1.7%
PENNSYLVANIA	\$162,817,000	8.1%	\$183,268,000	9.1%	\$-	0.0%
RHODE ISLAND	\$-	0.0%	\$28,252,278	12.7%	\$520,000	0.2%
SOUTH CAROLINA	\$-	0.0%	\$170,484,973	12.1%	\$21,093,241	1.5%
SOUTH DAKOTA	\$9,202,075	3.4%	\$7,027,838	2.6%	\$-	0.0%
TENNESSEE	\$-	0.0%	\$21,449,975	1.0%	\$-	0.0%
TEXAS	\$-	0.0%	\$284,863,341	3.3%	\$614,061,611	7.0%
UTAH	\$-	0.0%	\$7,425,428	0.6%	\$15,408,800	1.2%
VERMONT	\$16,762,445	14.8%	\$67,713,432	35.3%	\$22,633,149	18.7%
VIRGINIA	\$223,409,487	8.9%	\$22,000,000	0.9%	\$111,000,000	4.2%
WASHINGTON	\$-	0.0%	\$61,769,263	2.4%	\$-	0.0%
WEST VIRGINIA	\$8,377,001	1.6%	\$-	0.0%	\$48,000,000	9.0%
WISCONSIN	\$11,396,769	0.7%	\$73,023,500	4.3%	\$-	0.0%
WYOMING	\$-	0.0%	\$121,574,159	24.1%	\$6,785,146	2.0%
U.S.	\$1,286,423,779	1.3%	\$3,677,099,084	3.6%	\$2,511,105,232	2.4%
D.C.	\$11,342,002	10.1%	\$42,835,545	27.8%	\$-	0.0%

NOTES:

1. State support is a broad measure of how much money the state provides from state tax appropriations, non-tax funds (e.g., lottery revenue), and funds appropriated to other state entities for higher education (e.g., employee fringe benefits) to support all higher education. This measure does not include any sums for capital outlays and debt service or sums derived from federal sources, student tuition and fees, or auxiliary enterprises.
2. Federal stimulus funding is allocated to states for higher education to stabilize state and local sources of funding for higher education and provide additional resources during the COVID-19 pandemic. Federal stimulus funding excludes any funds (such as HEERF) allocated directly by the federal government to institutions or students. Federal stimulus funds were generally reported in the year(s) in which they were expended. Funds appropriated in FY22 will not necessarily be spent in FY22 for Colorado and North Carolina.
3. For Arkansas, Illinois, Michigan, and Wisconsin, all 2022 values are estimates or projections based on enacted state appropriations and prior year averages. 2022 state support includes tax appropriations and four-year public operating estimates for Alaska and Minnesota; 2022 research, agriculture, and medical appropriations estimates for Colorado, Kansas, Massachusetts, and Washington, D.C.; and initial estimated or projected appropriations for state financial aid in most states.
4. The U.S. calculation does not include the District of Columbia.

SOURCE: State Higher Education Executive Officers Association

TABLE 2.
TOTAL FEDERAL STIMULUS FUNDING BY STATE PER FTE, FY 2020-2021 (UNADJUSTED)

	TOTAL FEDERAL STIMULUS FUNDING PER FTE		INDEX TO U.S. AVERAGE	
	2020	2021	2020	2021
ALABAMA	\$522	\$-	4.44	-
ALASKA	\$113	\$1,225	0.96	3.53
ARIZONA	\$118	\$443	1.00	1.28
ARKANSAS	\$-	\$124	-	0.36
CALIFORNIA	\$-	\$34	-	0.10
COLORADO	\$-	\$2,551	-	7.35
CONNECTICUT	\$-	\$119	-	0.34
DELAWARE	\$495	\$1,243	4.20	3.58
FLORIDA	\$-	\$42	-	0.12
GEORGIA	\$-	\$83	-	0.24
HAWAII	\$220	\$272	1.87	0.78
IDAHO	\$-	\$200	-	0.58
ILLINOIS	\$-	\$185	-	0.53
INDIANA	\$-	\$80	-	0.23
IOWA	\$-	\$74	-	0.21
KANSAS	\$-	\$896	-	2.58
KENTUCKY	\$-	\$363	-	1.05
LOUISIANA	\$95	\$611	0.81	1.76
MAINE	\$-	\$514	-	1.48
MARYLAND	\$179	\$188	1.52	0.54
MASSACHUSETTS	\$-	\$133	-	0.38
MICHIGAN	\$560	\$70	4.75	0.20
MINNESOTA	\$517	\$3,037	4.39	8.76
MISSISSIPPI	\$-	\$1,391	-	4.01
MISSOURI	\$-	\$1,026	-	2.96
MONTANA	\$4	\$1,137	0.03	3.28
NEBRASKA	\$-	\$106	-	0.31
NEVADA	\$383	\$-	3.26	-
NEW HAMPSHIRE	\$151	\$1,241	1.28	3.58
NEW JERSEY	\$1,124	\$119	9.55	0.34
NEW MEXICO	\$-	\$58	-	0.17
NEW YORK	\$-	\$-	-	-
NORTH CAROLINA	\$1	\$220	0.01	0.63
NORTH DAKOTA	\$-	\$124	-	0.36
OHIO	\$-	\$838	-	2.42
OKLAHOMA	\$55	\$-	0.47	-
OREGON	\$-	\$77	-	0.22
PENNSYLVANIA	\$492	\$591	4.18	1.71
RHODE ISLAND	\$-	\$899	-	2.59
SOUTH CAROLINA	\$-	\$1,038	-	2.99
SOUTH DAKOTA	\$288	\$220	2.44	0.63
TENNESSEE	\$-	\$120	-	0.35
TEXAS	\$-	\$273	-	0.79
UTAH	\$-	\$57	-	0.17
VERMONT	\$815	\$3,471	6.92	10.01
VIRGINIA	\$740	\$74	6.29	0.21
WASHINGTON	\$-	\$287	-	0.83
WEST VIRGINIA	\$128	\$-	1.09	-
WISCONSIN	\$55	\$368	0.47	1.06
WYOMING	\$-	\$5,804	-	16.73
U.S.	\$118	\$347	1.00	1.00
D.C.	\$3,571	\$15,801	30.33	45.55

NOTES:

1. Federal stimulus funding is allocated to states for higher education to stabilize state and local sources of funding for higher education and provide additional resources during the COVID-19 pandemic. Federal stimulus funding excludes any funds (such as HEERF) allocated directly by the federal government to institutions or students. Federal stimulus funds were generally reported in the year(s) in which they were expended. Funds appropriated in FY22 will not necessarily be spent in FY22 for Colorado and North Carolina.
2. Full-time equivalent enrollment converts student credit hours to full-time, academic year students, but excludes medical students.
3. The U.S. calculation does not include the District of Columbia.
4. For Arkansas, Illinois, Michigan, and Wisconsin, all 2022 values are estimates or projections based on enacted state appropriations and prior year averages.

SOURCE: State Higher Education Executive Officers Association

SOURCES OF FEDERAL STIMULUS FUNDING

States varied considerably in the amounts of stimulus funding from the CARES Act, CRSSA Act, and ARP that they used for higher education purposes. Unlike with HEERF funding, which was allocated directly to institutions of higher education based on a formula, states had considerable discretion in whether to allocate their GEERF, CRF, and ARP funds to higher education. *Table 3* shows the percentage of each state's total federal stimulus funding for higher education in fiscal years 2020–2022 that came from the four sources of stimulus funding collected by SHEF.

With GEERF I and II funding, governors were permitted to distribute their state's allocation to local educational agencies, institutions of higher education, or other education-related entities. This included local school districts, state agencies for K-12 and postsecondary education, and institutions of higher education. States had considerable discretion in awarding these funds, as there were no federal requirements mandating how GEERF funding had to be distributed. GEERF I and II totaled \$1.58 billion from 2020–2022. In 10 states (Alabama, Arkansas, California, Maine, Nebraska, Nevada, New York, Oklahoma, Tennessee, and Vermont), governors awarded all of their state's GEERF I and II allocations to K-12, and no funding went toward higher education, as shown in *Table 3*. Washington, D.C., also allocated its entire GEER I and GEER II allocations to K-12 education. Conversely, three states (Kansas, New Jersey, and Washington) dedicated their entire GEER I allocation to higher education.¹⁴ Connecticut and Massachusetts both used only GEER I funding, and none of their GEER II, CRF, or ARP funding, for higher education. In thirteen states, at least half of their total federal stimulus funding for higher education came from GEER I or GEER II. In total, of the \$7.47 billion in federal stimulus funding that went to states and Washington, D.C., for higher education, 13.9% came from GEER I, and 7.3% came from GEER II.

CRF funding from the CARES Act was the largest source of stimulus funding for higher education for most states, totaling \$3.98 billion, or \$4.04 billion when including Washington, D.C. CRF comprised 53.3% of reported total U.S. stimulus funding for higher education across the three reported fiscal years (2020–2022).¹⁵ In 28 states plus Washington, D.C., at least half of total stimulus funding was from CRF, and in four states (Alabama, Nebraska, Oklahoma, and Tennessee) and Washington, D.C., CRF comprised 100% of all federal stimulus funding.

Coronavirus State and Local Fiscal Recovery Funds from the ARP accounted for just over a quarter of all state stimulus funding for higher education, totaling \$1.91 billion. However, only 17 states reported using any ARP funding to support higher education, the fewest of all four reported sources of COVID-19 stimulus funding. For California and New Mexico, over 90% of all stimulus funding that went toward higher education in their states came from ARP funds.

14. Custer, B. D. (2020, October 26). 5 Interesting ways governors are spending CARES Act GEER Funds on higher education. *Center for American Progress*. www.americanprogress.org/article/5-interesting-ways-governors-spending-cares-act-geer-funds-higher-education

15. This number is inclusive of all 50 states, but not Washington, D.C.

TABLE 3.
SOURCES OF FEDERAL STIMULUS FUNDING BY STATE, PERCENTAGE OF TOTAL, FY 2020-2022 TOTAL (UNADJUSTED)

	GEERF I	GEERF II	CRF	ARP	TOTAL FEDERAL STIMULUS
ALABAMA	0.0%	0.0%	100.0%	0.0%	\$104,995,290
ALASKA	18.4%	0.0%	81.6%	0.0%	\$20,632,201
ARIZONA	0.0%	70.6%	29.4%	0.0%	\$170,400,000
ARKANSAS	0.0%	0.0%	0.0%	0.0%	\$13,000,000
CALIFORNIA	0.0%	0.0%	7.0%	93.0%	\$776,475,000
COLORADO	1.6%	0.0%	86.1%	12.3%	\$522,492,140
CONNECTICUT	100.0%	0.0%	0.0%	0.0%	\$28,881,682
DELAWARE	9.0%	0.0%	53.7%	37.4%	\$100,315,409
FLORIDA	55.4%	44.6%	0.0%	0.0%	\$44,868,734
GEORGIA	91.0%	0.0%	9.0%	0.0%	\$29,555,785
HAWAII	11.4%	0.0%	25.5%	63.1%	\$48,969,399
IDAHO	69.6%	30.4%	0.0%	0.0%	\$22,533,743
ILLINOIS	56.7%	23.6%	0.0%	19.7%	\$99,425,318
INDIANA	0.0%	24.5%	75.5%	0.0%	\$53,000,000
IOWA	81.4%	0.0%	18.6%	0.0%	\$15,544,661
KANSAS	23.8%	10.6%	65.6%	0.0%	\$110,394,895
KENTUCKY	22.5%	1.0%	76.5%	0.0%	\$52,317,056
LOUISIANA	24.5%	0.0%	75.5%	0.0%	\$132,376,751
MAINE	0.0%	0.0%	53.0%	47.0%	\$31,903,636
MARYLAND	87.5%	12.5%	0.0%	0.0%	\$79,727,373
MASSACHUSETTS	100.0%	0.0%	0.0%	0.0%	\$20,183,051
MICHIGAN	10.7%	0.0%	89.3%	0.0%	\$224,000,000
MINNESOTA	0.8%	28.8%	14.4%	56.0%	\$648,709,461
MISSISSIPPI	8.4%	4.8%	86.8%	0.0%	\$177,588,231
MISSOURI	21.6%	6.4%	72.1%	0.0%	\$188,572,526
MONTANA	18.5%	0.0%	81.5%	0.0%	\$38,298,496
NEBRASKA	0.0%	0.0%	100.0%	0.0%	\$7,696,531
NEVADA	0.0%	0.0%	39.1%	60.9%	\$76,586,807
NEW HAMPSHIRE	22.5%	0.0%	71.6%	5.9%	\$51,156,957
NEW JERSEY	21.3%	9.2%	69.5%	0.0%	\$323,997,454
NEW MEXICO	1.2%	0.0%	0.0%	98.8%	\$306,213,365
NEW YORK					\$-
NORTH CAROLINA	7.7%	3.9%	31.5%	56.8%	\$255,100,933
NORTH DAKOTA	63.0%	0.0%	37.0%	0.0%	\$3,968,787
OHIO	9.2%	0.9%	89.9%	0.0%	\$339,132,000
OKLAHOMA	0.0%	0.0%	100.0%	0.0%	\$7,000,000
OREGON	40.3%	10.6%	0.0%	49.1%	\$28,295,512
PENNSYLVANIA	8.1%	5.5%	86.4%	0.0%	\$346,085,000
RHODE ISLAND	18.3%	1.8%	79.9%	0.0%	\$28,772,278
SOUTH CAROLINA	7.3%	11.0%	81.7%	0.0%	\$191,578,214
SOUTH DAKOTA	96.7%	0.0%	3.3%	0.0%	\$16,229,913
TENNESSEE	0.0%	0.0%	100.0%	0.0%	\$21,449,975
TEXAS	30.0%	0.0%	70.0%	0.0%	\$898,924,952
UTAH	32.5%	0.0%	0.0%	67.5%	\$22,834,228
VERMONT	0.0%	0.0%	85.6%	14.4%	\$107,109,026
VIRGINIA	6.6%	6.2%	56.1%	31.1%	\$356,409,487
WASHINGTON	91.9%	0.0%	8.1%	0.0%	\$61,769,263
WEST VIRGINIA	14.9%	0.0%	85.1%	0.0%	\$56,377,001
WISCONSIN	0.0%	24.7%	74.8%	0.5%	\$84,420,269
WYOMING	1.3%	0.5%	93.6%	4.7%	\$128,359,305
U.S.	13.9%	7.3%	53.3%	25.6%	\$7,474,628,095
D.C.	0.0%	0.0%	100.0%	0.0%	\$54,177,547

NOTES:

1. Federal stimulus funding is allocated to states for higher education to stabilize state and local sources of funding for higher education and provide additional resources during the COVID-19 pandemic. Federal stimulus funding excludes any funds (such as HEERF) allocated directly by the federal government to institutions or students. Federal stimulus funds were generally reported in the year(s) in which they were expended. Funds appropriated in FY22 will not necessarily be spent in FY22 for Colorado and North Carolina.
2. The U.S. calculation does not include the District of Columbia.
3. For Arkansas, Illinois, Michigan, and Wisconsin, all 2022 values are estimates or projections based on enacted state appropriations and prior year averages.

SOURCE: State Higher Education Executive Officers Association

USES OF FEDERAL STIMULUS FUNDING

States used the federal stimulus funding they allocated to higher education for a variety of purposes. For fiscal years 2020 through 2022, SHEEO collected data on the following broad categories of use for federal stimulus funding:

- **Student financial aid stimulus:** The portion of federal stimulus funding allocated to states and used for student financial aid at public and private institutions.
- **Two-year public operating stimulus:** The portion of federal stimulus funding allocated to states and used for operating at public two-year institutions.¹⁶
- **Four-year public operating stimulus:** The portion of federal stimulus funding allocated to states and used for operating at public four-year institutions (per Carnegie definitions), net of any agency funding, state financial aid, or RAM.
- **Independent (private) institution operating stimulus:** The portion of federal stimulus funding allocated to states and used for operating at private institutions.
- **Other uses of federal stimulus funding:** Federal stimulus funding not included in any of the categories, including but not limited to funds used for state agencies, non-credit and continuing education, RAM, or other purposes.

Table 4 shows the percentage of federal stimulus funds allocated to each use category across all three fiscal years (2020-2022). On average, states allocated 18.2% of federal stimulus funding to student financial aid, which supported students attending both public and private institutions. States allocated 18.4% to public two-year institution operations, and 42.9% (the largest proportion) to public four-year institution operations. Private (independent) institutions received 2.9% of the total federal stimulus funding for their operations, and the remaining 17.7% was used for other purposes.

Five states allocated more than 50% of their federal stimulus funding to student financial aid. In Connecticut, Florida, and Nebraska, 100% of federal stimulus funding went to student financial aid. Twelve states allocated more to two-year public institution operating than four-year public institution operating; in Iowa and North Carolina, more than 75% of federal stimulus funding went to two-year institutions. Thirty-one states allocated more to four-year public institution operating relative to two-year allocations; in nine states, more than 75% of federal stimulus funding went to four-year institutions.¹⁷

Federal stimulus funding supported independent (private) institution operations in 18 states. In four states (Alabama, Massachusetts, Ohio, and Tennessee), private institutions received more than 10% of total federal stimulus funding.

Four states (California, Idaho, Pennsylvania, and West Virginia) reported that the majority of their federal stimulus funding went to other uses. Other uses of federal stimulus funding included services and initiatives that were centralized to state agencies or institutional systems, such as student mental health services, expansion or improvement of online and distance education, and projects to mitigate and manage the effects of the pandemic. Other sources of federal stimulus funding also included funding for medical centers, funds that could be used for financial aid either to postsecondary institutions or non-credit institutions, funds used for joint partnerships between the two- and four-year public sectors, agency administrative funding, and centralized COVID-19 testing and personal protective equipment.

16. See the SHEF data definitions for the criteria we use to determine institutional sector: shef.sheeo.org/data-definitions

17. Alaska and Washington, D.C., are excluded from this analysis because they have no two-year public institutions.

TABLE 4.
USES OF FEDERAL STIMULUS FUNDING BY STATE, PERCENTAGE OF TOTAL, FY 2020-2022 TOTAL (UNADJUSTED)

	STUDENT FINANCIAL AID	TWO-YEAR PUBLIC OPERATING	FOUR-YEAR PUBLIC OPERATING	INDEPENDENT OPERATING	OTHER	TOTAL FEDERAL STIMULUS
ALABAMA	0.0%	26.0%	15.2%	16.4%	42.3%	\$104,995,290
ALASKA	0.0%	0.0%	100.0%	0.0%	0.0%	\$20,632,201
ARIZONA	3.1%	0.0%	96.9%	0.0%	0.0%	\$170,400,000
ARKANSAS	0.0%	28.5%	70.7%	0.0%	0.9%	\$13,000,000
CALIFORNIA	32.2%	7.0%	0.0%	0.0%	60.9%	\$776,475,000
COLORADO	0.0%	22.6%	63.5%	0.0%	13.9%	\$522,492,140
CONNECTICUT	100.0%	0.0%	0.0%	0.0%	0.0%	\$28,881,682
DELAWARE	11.0%	6.7%	82.3%	0.0%	0.0%	\$100,315,409
FLORIDA	100.0%	0.0%	0.0%	0.0%	0.0%	\$44,868,734
GEORGIA	16.9%	36.3%	16.7%	0.0%	30.1%	\$29,555,785
HAWAII	0.0%	20.7%	74.3%	0.0%	5.0%	\$48,969,399
IDAHO	0.0%	3.6%	15.2%	0.0%	81.2%	\$22,533,743
ILLINOIS	0.0%	41.4%	44.0%	2.6%	12.0%	\$99,425,318
INDIANA	86.4%	0.0%	0.0%	0.0%	13.6%	\$53,000,000
IOWA	0.0%	81.9%	8.9%	9.2%	0.0%	\$15,544,661
KANSAS	0.0%	10.4%	74.5%	4.5%	10.6%	\$110,394,895
KENTUCKY	1.9%	20.5%	75.8%	1.7%	0.0%	\$52,317,056
LOUISIANA	0.0%	14.8%	44.6%	0.0%	40.6%	\$132,376,751
MAINE	0.0%	50.8%	49.2%	0.0%	0.0%	\$31,903,636
MARYLAND	0.0%	22.9%	73.8%	3.3%	0.0%	\$79,727,373
MASSACHUSETTS	12.4%	38.8%	29.0%	14.3%	5.5%	\$20,183,051
MICHIGAN	10.7%	16.2%	73.1%	0.0%	0.0%	\$224,000,000
MINNESOTA	45.5%	35.8%	18.0%	0.3%	0.5%	\$648,709,461
MISSISSIPPI	2.0%	57.0%	34.2%	6.8%	0.0%	\$177,588,231
MISSOURI	0.0%	18.4%	67.3%	5.3%	9.0%	\$188,572,526
MONTANA	0.0%	13.8%	80.6%	2.3%	3.3%	\$38,298,496
NEBRASKA	100.0%	0.0%	0.0%	0.0%	0.0%	\$7,696,531
NEVADA	39.1%	12.4%	46.0%	0.0%	2.5%	\$76,586,807
NEW HAMPSHIRE	6.0%	9.7%	84.3%	0.0%	0.0%	\$51,156,957
NEW JERSEY	0.0%	21.8%	71.4%	6.5%	0.2%	\$323,997,454
NEW MEXICO	32.9%	21.7%	45.3%	0.0%	0.0%	\$306,213,365
NEW YORK						\$-
NORTH CAROLINA	9.1%	90.9%	0.0%	0.0%	0.0%	\$255,100,933
NORTH DAKOTA	0.0%	12.6%	50.4%	0.0%	37.0%	\$3,968,787
OHIO	0.0%	9.4%	57.1%	23.1%	10.4%	\$339,132,000
OKLAHOMA	0.0%	31.3%	53.0%	0.0%	15.6%	\$7,000,000
OREGON	0.0%	57.9%	27.9%	0.0%	14.1%	\$28,295,512
PENNSYLVANIA	11.6%	5.4%	1.9%	6.4%	74.9%	\$346,085,000
RHODE ISLAND	0.0%	17.4%	64.4%	0.0%	18.2%	\$28,772,278
SOUTH CAROLINA	8.9%	7.4%	81.6%	2.1%	0.0%	\$191,578,214
SOUTH DAKOTA	0.0%	16.8%	83.2%	0.0%	0.0%	\$16,229,913
TENNESSEE	0.0%	38.8%	41.3%	19.9%	0.0%	\$21,449,975
TEXAS	22.8%	0.8%	52.4%	0.0%	23.9%	\$898,924,952
UTAH	87.0%	0.0%	0.0%	0.0%	13.0%	\$22,834,228
VERMONT	42.1%	1.5%	56.4%	0.0%	0.0%	\$107,109,026
VIRGINIA	37.3%	4.6%	50.9%	7.2%	0.0%	\$356,409,487
WASHINGTON	8.1%	71.3%	20.6%	0.0%	0.0%	\$61,769,263
WEST VIRGINIA	0.3%	0.0%	3.4%	1.8%	94.5%	\$56,377,001
WISCONSIN	1.0%	9.7%	77.9%	0.0%	11.4%	\$84,420,269
WYOMING	8.0%	28.8%	58.6%	0.0%	4.7%	\$128,359,305
U.S.	18.2%	18.4%	42.9%	2.9%	17.7%	\$7,474,628,095
D.C.	40.4%	0.0%	59.6%	0.0%	0.0%	\$54,177,547

NOTES:

1. Federal stimulus funding is allocated to states for higher education to stabilize state and local sources of funding for higher education and provide additional resources during the COVID-19 pandemic. Federal stimulus funding excludes any funds (such as HEERF) allocated directly by the federal government to institutions or students. Federal stimulus funds were generally reported in the year(s) in which they were expended. Funds appropriated in FY22 will not necessarily be spent in FY22 for Colorado and North Carolina.
2. Sector is determined at the institution level using the Carnegie Basic Classification (carnegieclassifications.iu.edu). Baccalaureate/Associate's Colleges and "less-than-two-year" degree-granting institutions not assigned a Carnegie classification are considered two-year institutions.
3. The U.S. calculation does not include the District of Columbia. There are no two-year public institutions in Alaska or the District of Columbia.
4. For Arkansas, Illinois, Michigan, and Wisconsin, all 2022 values are estimates or projections based on enacted state appropriations and prior year averages.

SOURCE: State Higher Education Executive Officers Association

Table 5 lists the three largest known categories of federal stimulus funding uses: student financial aid, two-year public operating, and four-year public operating, from fiscal year 2020 through 2022. For each category, we include federal stimulus funding as a percentage of total funding in that area. For example, the first section of *Table 5* shows that states allocated \$1.36 billion in federal stimulus funding to student financial aid, which accounted for 3.6% of all state student financial aid from 2020 to 2022.

Federal stimulus for two-year public operating totaled \$1.38 billion, or 2.0% of all state funding for two-year operations. Four-year institutions received \$3.20 billion in federal stimulus funding over three years, over two times the amount allocated to two-year institutions. However, these funds made up just 2.1% of all state general operating appropriations for four-year institutions.

The percentages described above varied widely by state. For example, 27 states and Washington, D.C., allocated some federal stimulus funding to student financial aid. In six states, federal stimulus funding made up less than 1% of total state financial aid. In 11 states, it made up between 1-10% of total state financial aid. The remaining 10 states and Washington, D.C., allocated enough federal stimulus funding to student financial aid that it made up more than 10% of total state financial aid awarded to students between 2020 and 2022. In New Mexico and Washington, D.C., federal stimulus funding accounted for more than half of state financial aid.

Forty-one states allocated federal stimulus funding to two-year operating; these allocations ranged from less than 1% of the state total in 10 states to more than 10% in Colorado, Minnesota, Mississippi, and New Jersey. Forty-two states and Washington, D.C., allocated federal stimulus funding to four-year operating, and these allocations ranged from less than 1% of total appropriations in 14 states to more than 10% in six states and Washington, D.C. In Colorado and Vermont, federal stimulus accounted for more than 20% of all four-year operating support from 2020 to 2022.

TABLE 5.
USES OF FEDERAL STIMULUS FUNDING BY STATE, PERCENTAGE OF TOTAL STATE FINANCIAL AID & SECTOR SUPPORT, FY 2020-2022 TOTAL (UNADJUSTED)

	STUDENT FINANCIAL AID		TWO-YEAR PUBLIC OPERATING		FOUR-YEAR PUBLIC OPERATING	
	FEDERAL STIMULUS	% OF TOTAL STATE FINANCIAL AID	FEDERAL STIMULUS	% OF TOTAL TWO-YEAR OPERATING	FEDERAL STIMULUS	% OF TOTAL FOUR-YEAR OPERATING
ALABAMA	\$-	0.0%	\$27,345,000	2.2%	\$16,000,000	0.6%
ALASKA	\$-	0.0%	\$-	0.0%	\$20,632,201	2.5%
ARIZONA	\$5,300,000	9.0%	\$-	0.0%	\$165,100,000	7.6%
ARKANSAS	\$-	0.0%	\$3,701,974	0.7%	\$9,187,289	0.6%
CALIFORNIA	\$250,000,000	3.6%	\$53,975,000	0.2%	\$-	0.0%
COLORADO	\$-	0.0%	\$118,246,522	16.4%	\$331,753,478	21.3%
CONNECTICUT	\$28,881,682	22.0%	\$-	0.0%	\$-	0.0%
DELAWARE	\$11,000,459	18.4%	\$6,720,833	2.5%	\$82,594,117	15.6%
FLORIDA	\$44,868,734	1.4%	\$-	0.0%	\$-	0.0%
GEORGIA	\$5,000,000	0.2%	\$10,736,790	0.8%	\$4,922,341	0.1%
HAWAII	\$-	0.0%	\$10,114,171	1.5%	\$36,388,703	3.2%
IDAHO	\$-	0.0%	\$816,812	0.5%	\$3,419,657	0.3%
ILLINOIS	\$-	0.0%	\$41,153,142	1.6%	\$43,747,027	0.5%
INDIANA	\$45,793,500	4.0%	\$-	0.0%	\$-	0.0%
IOWA	\$-	0.0%	\$12,725,785	2.0%	\$1,384,390	0.1%
KANSAS	\$-	0.0%	\$11,436,044	2.1%	\$82,280,142	6.0%
KENTUCKY	\$1,016,463	0.1%	\$10,740,421	2.0%	\$39,662,612	2.4%
LOUISIANA	\$-	0.0%	\$19,624,902	4.9%	\$59,066,275	4.9%
MAINE	\$-	0.0%	\$16,219,019	6.8%	\$15,684,617	2.6%
MARYLAND	\$-	0.0%	\$18,272,486	1.6%	\$58,854,887	1.5%
MASSACHUSETTS	\$2,500,000	0.6%	\$7,832,500	0.6%	\$5,844,203	0.2%
MICHIGAN	\$24,000,000	14.3%	\$36,273,400	2.8%	\$163,726,600	3.8%
MINNESOTA	\$295,475,649	32.3%	\$231,921,275	13.9%	\$116,495,525	4.8%
MISSISSIPPI	\$3,500,000	2.4%	\$101,208,436	12.2%	\$60,811,946	5.2%
MISSOURI	\$-	0.0%	\$34,613,170	6.9%	\$126,959,356	5.5%
MONTANA	\$-	0.0%	\$5,283,019	5.8%	\$30,862,027	5.1%
NEBRASKA	\$7,696,531	9.7%	\$-	0.0%	\$-	0.0%
NEVADA	\$29,972,380	8.7%	\$9,510,529	2.0%	\$35,203,076	3.3%
NEW HAMPSHIRE	\$3,050,635	22.2%	\$4,957,543	2.9%	\$43,148,779	16.3%
NEW JERSEY	\$-	0.0%	\$70,591,684	11.5%	\$231,460,414	4.9%
NEW MEXICO	\$100,807,000	56.3%	\$66,561,923	9.8%	\$138,844,442	7.8%
NEW YORK	\$-	0.0%	\$-	0.0%	\$-	0.0%
NORTH CAROLINA	\$23,200,067	2.3%	\$231,900,866	6.9%	\$-	0.0%
NORTH DAKOTA	\$-	0.0%	\$500,000	0.3%	\$2,000,000	0.3%
OHIO	\$-	0.0%	\$31,714,558	2.2%	\$193,699,382	4.2%
OKLAHOMA	\$-	0.0%	\$2,193,810	0.5%	\$3,711,335	0.3%
OREGON	\$-	0.0%	\$16,390,951	1.6%	\$7,904,561	0.6%
PENNSYLVANIA	\$40,000,000	3.5%	\$18,598,932	2.2%	\$6,410,267	0.2%
RHODE ISLAND	\$-	0.0%	\$5,005,569	3.2%	\$18,520,000	4.4%
SOUTH CAROLINA	\$17,093,241	1.2%	\$14,228,139	2.6%	\$156,256,834	10.9%
SOUTH DAKOTA	\$-	0.0%	\$2,734,504	2.8%	\$13,495,409	2.8%
TENNESSEE	\$-	0.0%	\$8,326,125	0.7%	\$8,864,000	0.4%
TEXAS	\$204,991,008	19.9%	\$7,500,000	0.3%	\$471,233,944	5.6%
UTAH	\$19,869,648	15.6%	\$-	0.0%	\$-	0.0%
VERMONT	\$45,124,218	43.1%	\$1,610,478	5.2%	\$60,374,330	23.9%
VIRGINIA	\$133,000,000	10.6%	\$16,430,300	1.2%	\$181,256,687	4.6%
WASHINGTON	\$5,000,000	0.4%	\$4,027,389	1.6%	\$12,741,874	0.5%
WEST VIRGINIA	\$157,450	0.1%	\$-	0.0%	\$1,935,550	0.3%
WISCONSIN	\$835,500	0.2%	\$8,159,175	0.5%	\$65,779,457	3.2%
WYOMING	\$10,262,697	9.8%	\$36,910,832	9.5%	\$75,185,775	12.5%
U.S.	\$1,358,396,862	3.6%	\$1,376,814,008	2.0%	\$3,203,403,509	2.1%
D.C.	\$21,892,717	65.0%	\$-	0.0%	\$32,284,830	10.6%

NOTES:

1. Federal stimulus funding is allocated to states for higher education to stabilize state and local sources of funding for higher education and provide additional resources during the COVID-19 pandemic. Federal stimulus funding excludes any funds (such as HEERF) allocated directly by the federal government to institutions or students. Federal stimulus funds were generally reported in the year(s) in which they were expended. Funds appropriated in FY22 will not necessarily be spent in FY22 for Colorado and North Carolina.
2. State public operating appropriations are a measure of state support directly allocated to public two- and four-year institutions. State public operating excludes local appropriations, agency funding, RAM, and student financial aid.
3. State public financial aid is any state appropriated student financial aid for public institutions, excluding loans and aid for students attending medical schools. For many states, it includes aid for both tuition costs and living expenses.
4. For Arkansas, Illinois, Michigan, and Wisconsin, all 2022 values are estimates or projections based on enacted state appropriations and prior year averages.

SOURCE: State Higher Education Executive Officers Association

CONCLUSION

This issue brief analyzed federal stimulus funding that states used for higher education, based on SHEF data from fiscal years 2020 and 2021, and Grapevine data from fiscal year 2022. In the wake of the COVID-19 pandemic, the federal government distributed an unprecedented amount of stimulus funding for higher education to support expenses incurred due to the pandemic and to help replace declining revenues in states, which must present a balanced budget each year. As of this report's publication, over \$7.4 billion in stimulus funding had been allocated by states to higher education, which has helped to provide emergency aid to students, support institutional operations, and fund new and innovative grant programs across the nation. The data presented in this issue brief show that states varied considerably in both the types of stimulus funding they allocated to higher education (GEERF, CRF, and ARP) and how the funding was used (financial aid, public operating support, and private operating support). Data on HEERF funding, which was appropriated directly to institutions of higher education from the U.S. Department of Education, was not included.

Although the federal government has distributed all COVID-19 stimulus funding from the CARES, CRRSA, and ARP Acts, some states have yet to expend all of their funding. The deadline for spending down CRF funding has passed as of the end of fiscal year 2022, but unexpended GEERF I funds did not expire until the end of September 2022. GEERF II funds will not expire until the end of September 2023, and unexpended ARP funds will not expire until the end of 2026. The data presented here allow for a deeper understanding of how states can use federal funds to increase and supplement state support for higher education. In future years, SHEEO will continue to collect data from states on any expended federal stimulus funding that supports higher education.

Data referenced in this report are available for download online at shef.sheeo.org/wp-content/uploads/2022/11/SHEEO_SHEF_FY21_Issue_Brief_Federal_Stimulus.pdf.

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The State Higher Education Executive Officers Association (SHEEO) serves the chief executives of statewide governing, policy, and coordinating boards of postsecondary education and their staffs. Founded in 1954, SHEEO promotes an environment that values higher education and its role in ensuring the equitable education of all Americans, regardless of race/ethnicity, gender, or socioeconomic factors. Together with its members, SHEEO aims to achieve this vision by equipping state higher education executive officers and their staffs with the tools to effectively advance the value of higher education, promoting public policies and academic practices that enable all Americans to achieve success in the 21st century, and serving as an advocate for state higher education leadership. For more information, visit www.sheeo.org.

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