



**TO:** Colorado Department of Higher Education

**FROM:** University of Colorado System Office, Office of Institutional Research, ir@cu.edu

**SUBJECT:** Resident Admissions, Reporting for 2023-24 (C.R.S. 23-1-113.5)

**DATE:** November 19, 2025

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In compliance with reporting requirements specified in Colorado law (C.R.S. 23-1-113.5) and CCHE Admissions Standards Policy (from April 11, 2014), all campuses of the University of Colorado submit SURDS data files scheduled by the Colorado Department of Higher Education. Historically, these data include all necessary data elements to describe necessary populations. Since 2014, changes to the statute include weighting Colorado Scholars and Peace Corps volunteers in resident admissions reporting calculations and, in specific sections, excluding international and exclusive online enrollment. This memorandum serves as an addendum to SURDS data reporting to fulfill resident admissions reporting requirements.

In 2023, Colorado Senate Bill 23-096 was signed into law, revising C.R.S 23-1-113.5 to adjust the maximum allowable percentage of Colorado Scholars to fifteen percent and allowing for the classification of Peace Corps volunteers as Colorado residents.

#### Colorado Scholars

As specified in paragraph (5)(a), a state-supported institution of higher education or a campus of the institution may count each Colorado scholar who enrolls at the institution or the campus of the institution as two in-state students for purposes of calculating the percentages and fractions of in-state students. This weighting is subject to a limit, specified in paragraph (5)(d), as to not exceed fifteen percent of the total number of in-state students that the institution counts in the applicable fraction or percentage in that academic year.

#### International Enrollment

As specified in paragraph (4)(a)(I) and (4)(a)(II), the percentage of incoming freshman and the percentage of students enrolled at each campus exclude “foreign students”, applied in this report as international enrollment (non-resident aliens).

#### Exclusive Online Enrollment

As specified in paragraph (4)(a)(II), the percentage of students enrolled at each campus exclude “students enrolled solely in online courses.” An exclusive online student is one enrolled during the summer, fall, or spring term that enrolled exclusively in courses delivered online. In this report, all course credit hours taken during the fiscal year are evaluated and the student is flagged as exclusively online when 100% of their enrolled credit hours were delivered online.

#### Resident Admissions Reporting

Appendix A: Paragraph (4)(a)(I) requires the percentage of incoming freshmen admitted to the institution who are in-state students calculated on a three-year rolling average and excluding foreign students, is not less than fifty-five percent.



Appendix B: Paragraph (4)(a)(II) The percentage of students enrolled at each campus of the University of Colorado system who are in-state students is not less than fifty-five percent of the total student enrollment at each campus or of the University of Colorado System, respectively, including undergraduate and graduate students (accounting for Colorado Scholars and certified Peace Corps volunteers), calculated on a three-year rolling average and excluding foreign students and students enrolled solely in online courses.

Appendix C: Paragraph (4)(a)(V) requires that the total number of foreign students enrolled at each specific campus of the university of Colorado system does not exceed fifteen percent of the total student enrollment, including undergraduate and graduate students, respectively.

Appendix D: Paragraph (4)(b) requires that qualified in-state students are not displaced or denied admissions as a result of the provisions of this subsection (4) and that any increase in the enrollment of foreign students is a result of increased capacity.

Paragraph (4)(d)(III) requires annual reporting demonstrating that the academic admission standards for students who do not have in-state status are equal to or exceed those established for determining admission of in-state students and that qualified in-state students are not displaced or denied admission as a result of the provisions of this subsection (4).

Appendix E: Includes new reporting requirements under SB 23-096.

Paragraph (4)(a)(I) requires reporting about the use of tuition revenue associated with the Colorado Scholars Program for purposes of merit- and need-based scholarships for resident students; and reporting the number of entering first-year Colorado residents, by county, who qualify as a Colorado scholar.

Paragraph (5)(d.5) requires an effort to recruit in-state students who graduated from a high school that is a rural school or in a rural school district, as defined in section 23-76-102 (4).

Paragraph (5)(d.6) requires an effort to retain scholars from each demographic background with disproportionately low retention rates.

Should you have any questions regarding this data, please contact:

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**Appendix A**

C.R.S. 23-1-113.5

From paragraph (1), this requirement shall be met if the percentage of in-state students in the incoming freshman class for the then current fall term and the two previous fall terms averages not less than fifty-five percent.

(4)(a) The provisions of subsection (1) of this section regarding the percentage and fraction of students who are in-state students, as defined in section 23-7-102 (5), shall not apply to the university of Colorado system or to Colorado state university if the following requirements are met:

**(l) The percentage of incoming freshmen admitted to the institution who are in-state students calculated on a three-year rolling average and excluding foreign students, is not less than fifty-five percent;**

	Enrollment			Adjusted Enrollment			Residency Percentage			3-Yr Avg	≥ 55%
	FY 2022 (Fall 2021)	FY 2023 (Fall 2022)	FY 2024 (Fall 2023)	FY 2022 (Fall 2021)	FY 2023 (Fall 2022)	FY 2024 (Fall 2023)	FY 2022 (Fall 2021)	FY 2023 (Fall 2022)	FY 2024 (Fall 2023)		
<b>Resident Students</b>	<b>5,766</b>	<b>6,419</b>	<b>6,740</b>	<b>6,269</b>	<b>6,986</b>	<b>7,346</b>	-			-	-
CU Boulder	3,351	3,779	4,039	3,854	4,346	4,645	54%	58%	58%	57%	Yes
<b>Colorado Scholars*</b>	<b>503</b>	<b>567</b>	<b>606</b>	-	-	-	-	-	-		
<b>Peace Corps</b>	-	-	-	-	-	-	-	-	-		
CU Denver	1,337	1,335	1,331	1,337	1,335	1,331	82%	83%	86%	83%	Yes
UCCS	1,078	1,305	1,370	1,078	1,305	1,370	76%	80%	80%	79%	Yes
<b>Total Students</b>	<b>9,806</b>	<b>10,421</b>	<b>10,870</b>	<b>10,135</b>	<b>10,801</b>	<b>11,297</b>	-	-	-	-	-
<b>CU Boulder</b>	<b>6,719</b>	<b>7,100</b>	<b>7,536</b>	<b>7,093</b>	<b>7,551</b>	<b>8,024</b>	-	-	-	-	-
<b>CU Denver</b>	<b>1,660</b>	<b>1,674</b>	<b>1,608</b>	<b>1,629</b>	<b>1,613</b>	<b>1,555</b>	-	-	-	-	-
<b>UCCS</b>	<b>1,427</b>	<b>1,647</b>	<b>1,726</b>	<b>1,413</b>	<b>1,637</b>	<b>1,718</b>	-	-	-	-	-

**\* Colorado Scholars count limited to 15% of Residents**

- Source: SURDS End-of-term Enrollment File, fall term
- Data Filters: First-Time Freshman (Registration Status=1, Student Level<19); International exclusion (Ethnicity = Non-Resident Alien), Includes only student taking resident instruction hours; The data source, time period, and filters are specified in CDHE Admission Policy, section 7.02 and subsections 7.02.01 and 7.02.02.
- Colorado Scholars Source: CU-Boulder Office of Planning, Budget and Analysis
- Peace Corps volunteers with non-resident tuition classification who have been certified by the director of the Peace Corps as having served satisfactorily are counted as resident students.
- International Students with non-resident tuition classification are excluded per statute, but included for reference below

	Fall 2021	Fall 2022	Fall 2023
Boulder	129	116	118
Denver	31	61	53
UCCS	14	10	8

## Appendix B

C.R.S. 23-1-113.5

From paragraph (1), this requirement requires that the fraction of in-state students enrolled at each state-supported institution of higher education averages not less than fifty-five percent of the total fiscal year student enrollment for the then current fiscal year plus the two previous fiscal years.

(4)(a) The provisions of subsection (1) of this section regarding the percentage and fraction of students who are in-state students, as defined in section 23-7-102 (5), shall not apply to the university of Colorado system or to Colorado state university if the following requirements are met:

(II) The **percentage of students enrolled at each campus** of the university of Colorado system, or at Colorado state university, at the University of Northern Colorado, or at the Colorado School of Mines who are in-state students **is not less than fifty-five percent** of the total student enrollment at each campus or of the University of Colorado System, at Colorado state university, at the University of Northern Colorado, or at the Colorado School of Mines, respectively, including undergraduate and graduate students, calculated on a three-year rolling average and excluding foreign students and students enrolled solely in online courses

FTE Enrollment	FY 2021-22	FY 2022-23	FY 2023-24		FY 2021-22	FY 2022-23	FY 2023-24	3-Yr Avg	>=55%
<b>Resident</b>	40,033	39,341	40,018						
CU Boulder	18,099	18,175	18,985						
CU Denver	13,990	13,446	13,401						
UCCS	7,944	7,720	7,632						
<b>Non-Resident</b>	18,715	18,867	19,329						
CU Boulder	13,836	13,958	14,369						
CU Denver	3,553	3,637	3,668						
UCCS	1,326	1,271	1,292						
<b>International FTE (excluded per statute)</b>									
CU Boulder	1,814	1,908	1,808						
CU Denver	736	868	877						
UCCS	98	106	118						
<b>Exclusively Online Enrollment FTE (excluded per statute)</b>									
CU Boulder	894	946	1,133						
CU Denver	1,436	1,575	1,609						
UCCS	625	641	456						
<b>Colorado Scholars FTE (count twice per statute)*</b>									
CU Boulder	2,715	2,726	2,848						
CU Denver	-	-	-						
UCCS	-	-	-						
<b>Peace Corps FTE (counted as residents per statute)</b>									
CU Boulder	-	-	-						
CU Denver	-	-	-						
UCCS	-	-	-						
<b>Adjusted FTE Enrollment</b>	<b>FY 2021-22</b>	<b>FY 2022-23</b>	<b>FY 2023-24</b>		<b>FY 2021-22</b>	<b>FY 2022-23</b>	<b>FY 2023-24</b>		
<b>Adjusted Resident FTE</b>	42,629	41,948	42,729						
CU Boulder	20,757	20,838	21,762		63%	63%	63%	63%	Yes
CU Denver	13,939	13,406	13,352		83%	83%	83%	83%	Yes
UCCS	7,933	7,704	7,614		87%	87%	87%	87%	Yes

**\*Colorado Scholars count limited to 15% of Residents**

- FTE Source: CDHE FTE Report, Includes only student taking resident instruction hours
- International Data Source: SURDS End-of-Term Enrollment File, Academic Year, Total RI credit hours of Non-Resident Alien Students with RI credit hours, divided by 30; International Students with non-resident tuition classification are excluded per statute
- Colorado Scholars Source: CU Boulder Office of Planning, Budget and Analysis
- Peace Corps volunteers with non-resident tuition classification who have been certified by the director of the Peace Corps as having served satisfactorily are counted as resident students.

**Appendix C**

C.R.S. 23-1-113.5

(4)(a) The provisions of subsection (1) of this section regarding the percentage and fraction of students who are in-state students, as defined in section 23-7-102 (5), shall not apply to the university of Colorado system or to Colorado state university if the following requirements are met:

(V) The total number of foreign students enrolled at each specific campus of the university of Colorado system, or at Colorado state university, at the University of Northern Colorado, at the Colorado School of Mines does not exceed fifteen percent of the total student enrollment, including undergraduate and graduate students, enrolled at the campus, or at Colorado state university, at the University of Northern Colorado, or at the Colorado School of Mines, respectively.

	FY 2022 (Fall 2021)	FY 2023 (Fall 2022)	FY 2024 (Fall 2023)		FY 2022 (Fall 2021)	FY 2023 (Fall 2022)	FY 2024 (Fall 2023)		Less Than 15%
<b>Foreign Students</b>	<b>4,516</b>	<b>5,054</b>	<b>5,289</b>						
CU Boulder	2,757	3,080	3,250		7%	8%	8%		Yes
CU Denver	1,602	1,810	1,856		7%	8%	8%		Yes
UCCS	157	164	183		1%	1%	2%		Yes
<b>Other</b>	<b>70,782</b>	<b>69,706</b>	<b>70,858</b>						
CU Boulder	36,243	36,505	38,114						
CU Denver	22,665	21,934	21,553						
UCCS	11,874	11,267	11,191						
<b>Grand Total</b>	<b>75,298</b>	<b>74,760</b>	<b>76,147</b>						
<b>CU Boulder</b>	<b>39,000</b>	<b>39,585</b>	<b>41,364</b>						
<b>CU Denver</b>	<b>24,267</b>	<b>23,744</b>	<b>23,409</b>						
<b>UCCS</b>	<b>12,031</b>	<b>11,431</b>	<b>11,374</b>						

Source: SURDS End-of-Term Enrollment File, Foreign/International (Ethnicity = Non-Resident Alien), Includes students enrolled for credit in extended studies (cash-funded)



## Appendix D

C.R.S. 23-1-113.5

*(4)(b) The University of Colorado and Colorado State University shall annually report to the commission information demonstrating that qualified in-state students are not displaced or denied admissions as a result of the provisions of this subsection (4) and that any increase in the enrollment of foreign students at a specific campus of the university of Colorado system or at Colorado state university is a result of increased capacity at the campus or at Colorado state university, respectively.*

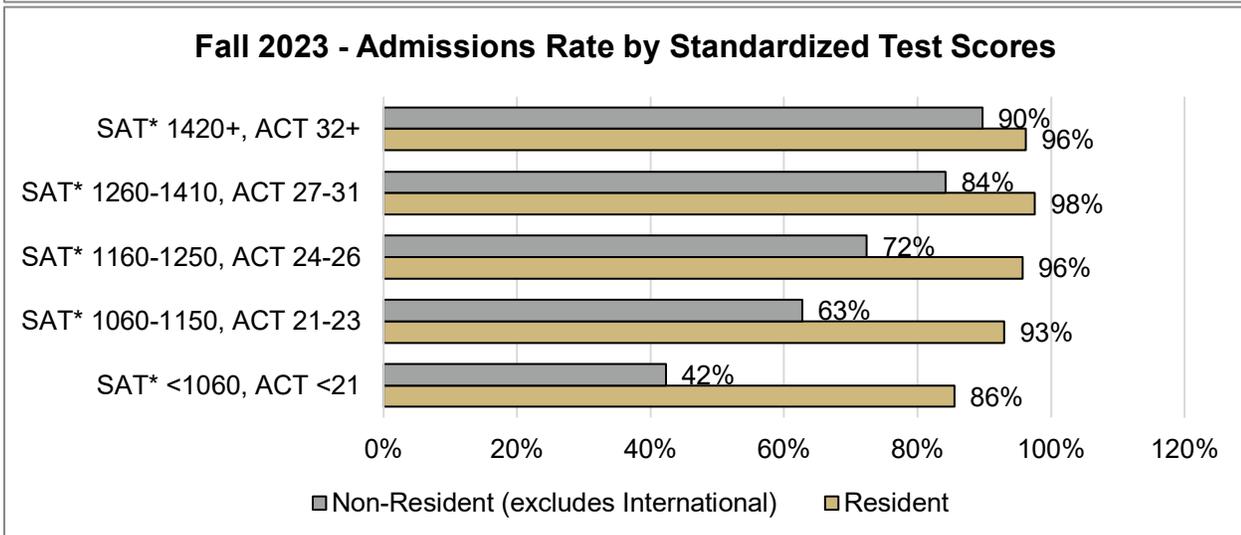
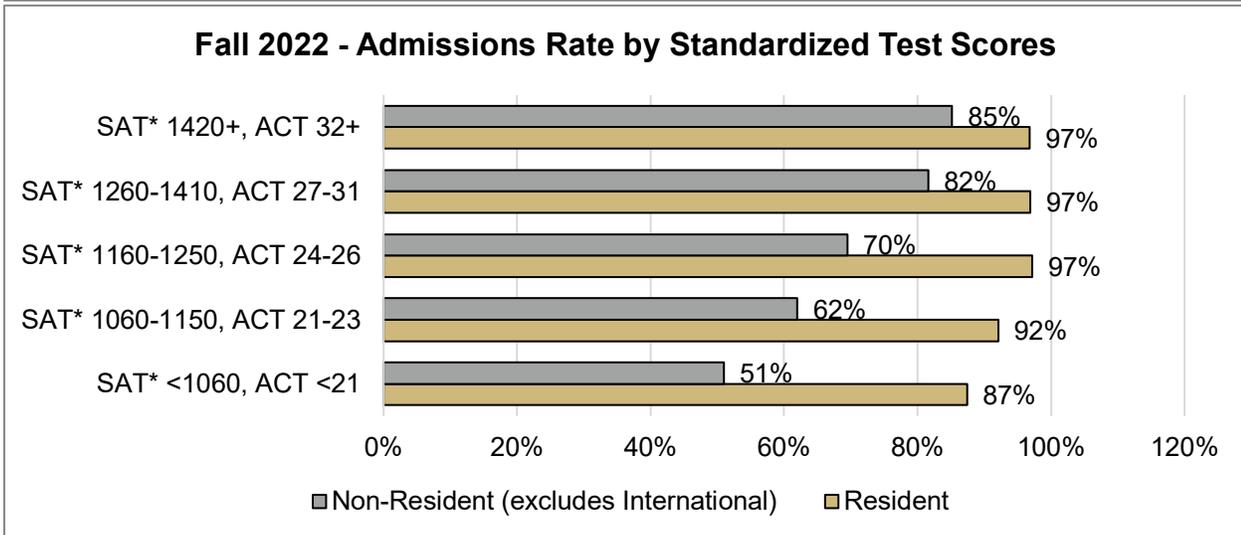
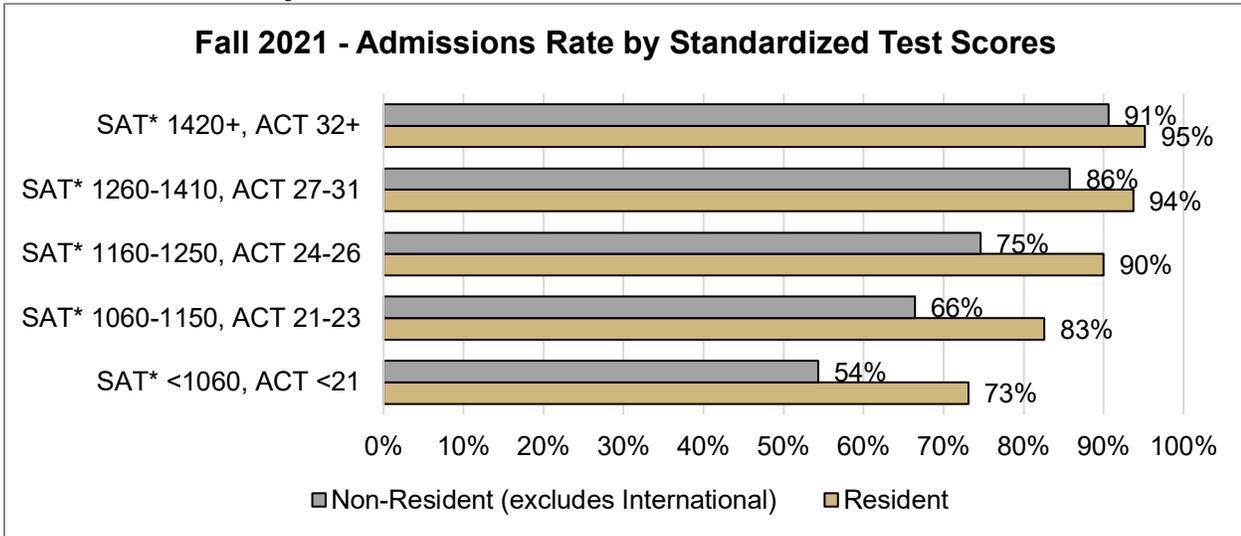
*(4)(d)(III) As part of the report required pursuant to this subsection (4)(d), in collaboration with the institutions, the department shall demonstrate that the institutions are complying with the provisions of section 23-1-113 (1)(a) that require that the academic admission standards for students who do not have in-state status, as determined pursuant to section 23-7-103, are equal to or exceed those established for determining admission of in-state students, and the requirements of subsection (4)(b) of this section, that require that certain institutions annually report information demonstrating that qualified in-state students are not displaced or denied admission as a result of the provisions of this subsection (4).*

### **Examples: Why CU Boulder first-year applicants might be denied**

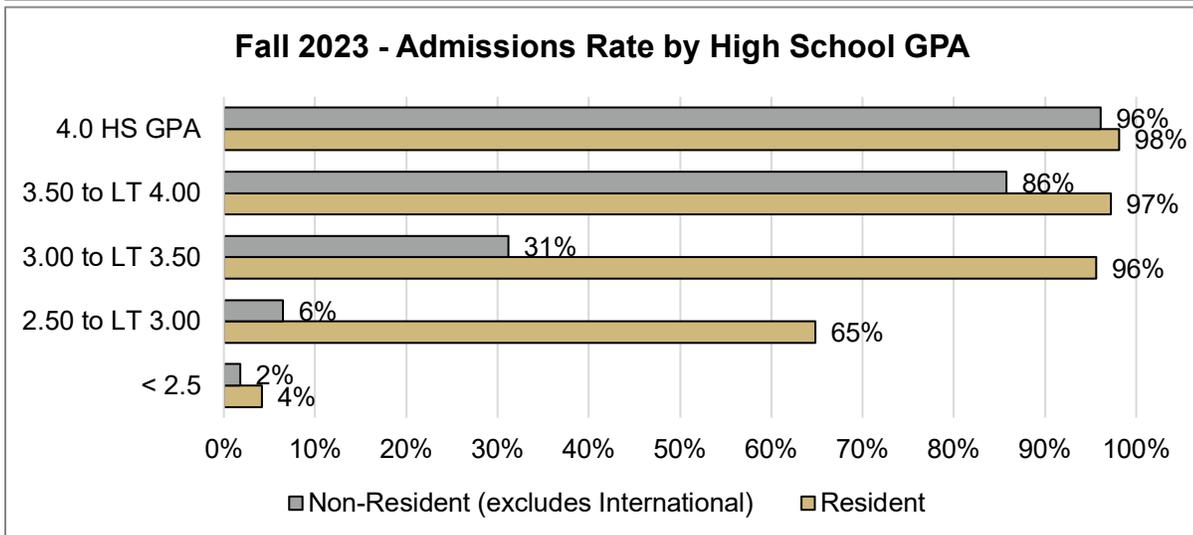
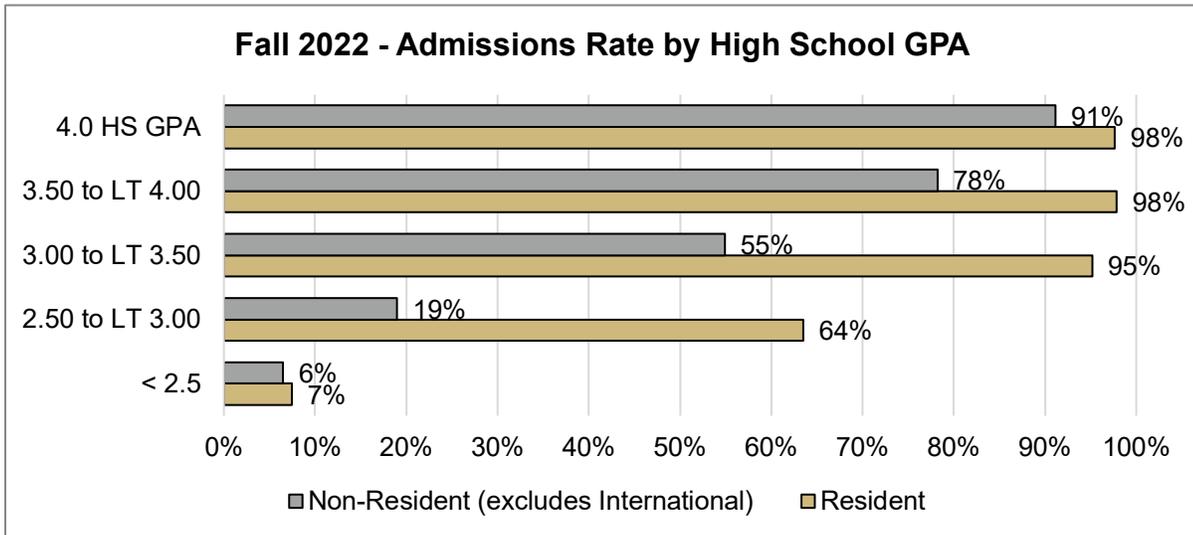
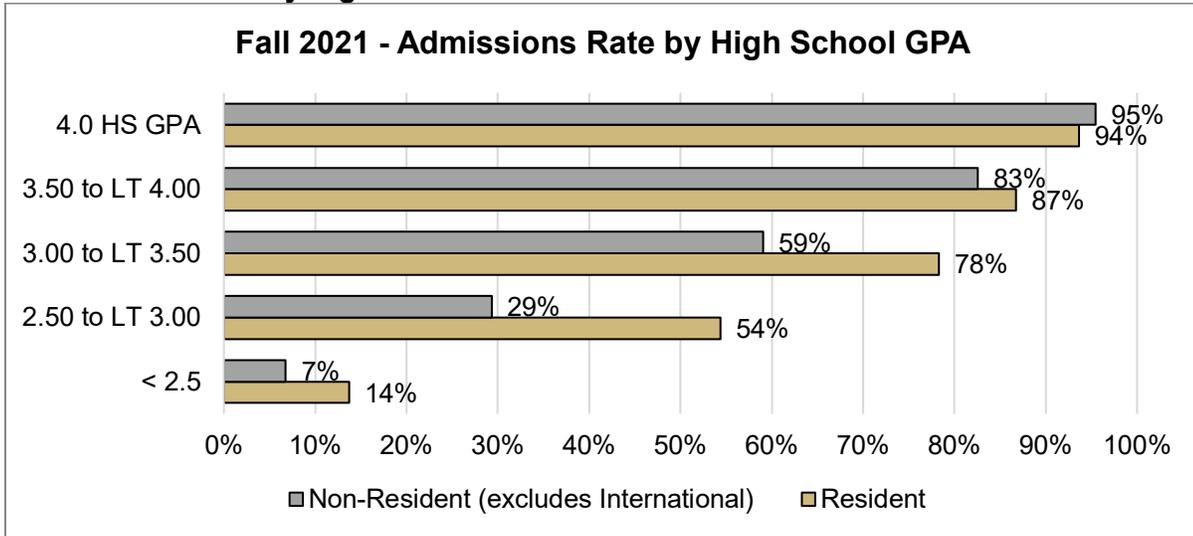
- a. Applicants may not have met graduation requirements and officially graduated from high school.
- b. Applicants may have academic suspensions or disciplinary suspensions from the high school that would warrant CU Boulder not offering admission.
- c. Applicants may have a criminal history that is serious enough that CU Boulder will not offer admission.
- d. Applicants may have poor grades in courses that are deemed necessary for success in certain majors at CU Boulder. (ex. math and sciences grades are poor and the student wants a CU Boulder STEM major)
- e. Recommendations may have information included that demonstrates there is concern about high school performance and whether the student can be successful in CU Boulder's academic environment.
- f. Applicants may have significant downward grade trend in their academic record (ex. 11<sup>th</sup> and 12<sup>th</sup> grade).
- g. Applicants may choose to omit information that demonstrates their qualifications or experience in their application



Admissions Rates by Standardized Test Scores



**Admissions Rates by High School GPA**





**Appendix E**

1. Section 23-1-113.5 (4)(d)(I)(A): ...reporting how state institutions of higher education that utilize the Colorado scholars program use associated tuition revenue for purposes of merit- and need-based scholarships for resident students; and reporting the number of entering first-year Colorado residents, by county, who qualify as a Colorado scholar.

**Statement on use of associated tuition revenue**

In addition to scholarships provided to Colorado Scholars, the associated revenue generated pursuant to Section 23-1-113.5 (4)(d)(I)(A) is used to benefit all resident undergraduate students. Between FY 2019-20 and FY 2021-22, about \$13.0 million was used annually to help provide merit- and need-based aid and to reduce the percent of total undergraduate tuition paid by resident students by about 2%.

**Number of entering first-year Colorado residents, by county, who qualify as a Colorado scholar**

**Number of Qualifying Colorado Scholars at CU Boulder (Fall 2023)**

County Name	Number of Admitted Students	County Name	Number of Admitted Students
ADAMS	1,009	LA PLATA	89
ALAMOSA	23	LAKE	2
ARAPAHOE	1,870	LARIMER	728
ARCHULETA	9	LAS ANIMAS	4
BACA	1	LINCOLN	1
BOULDER	1,600	LOGAN	2
BROOMFIELD	389	MESA	131
CHAFFEE	20	MINERAL	0
CHEYENNE	5	MONTEZUMA	15
CLEAR CREEK	7	MONTROSE	36
CONEJOS	7	MORGAN	20
COSTILLA	2	OTERO	10
CROWLEY	2	OURAY	22
CUSTER	1	PARK	11
DELTA	17	PHILLIPS	6
DENVER	1,744	PITKIN	67
DOUGLAS	1,623	PROWERS	5
EAGLE	197	PUEBLO	133
EL PASO	1,069	RIO BLANCO	5
ELBERT	19	RIO GRANDE	4
FREMONT	24	ROUTT	81
GARFIELD	158	SAGUACHE	4
GILPIN	8	SAN JUAN	1
GRAND	24	SAN MIGUEL	32
GUNNISON	31	SUMMIT	102
HINSDALE	1	TELLER	27
HUERFANO	2	WASHINGTON	2
JACKSON	2	WELD	581
JEFFERSON	1,576	YUMA	8
KIT CARSON	4		
TOTAL			13,573



2. Section 23-1-113.5 (5)(d.5) ... requires an effort to recruit in-state students who graduated from a high school that is a rural school or in a rural school district, as defined in section 23-76-102 (4).

- The Office of Admissions at the University of Colorado Boulder hosts numerous events focused on resident, first-year, and transfer students from rural areas in Colorado. Most of these events occur in rural communities and at the high school, but some happen on the Boulder campus. In April 2024, CU Boulder hosted the Black & Gold Visit Experience for Colorado high school seniors from rural areas and admitted to the fall 2024 first-year cohort. This two-day experience allowed Colorado high school seniors from rural areas to learn how CU Boulder supports students as they transition from smaller communities to a larger university. The CU Boulder Rural Network provides this support to students.
- The CU Boulder Rural Network started in April 2020 by Boulder employees as a cross-campus group to support students from rural areas and increase awareness of the rural student population. The Rural Network helps students from the 146 rural school districts in Colorado and from across the nation. The group facilitates campus awareness through shared resources for campus employees to support rural students.
- CU Boulder Rural Network <https://www.colorado.edu/initiative/cu-boulder-rural-network/>

3. Section 23-1-113.5 (5)(d.6) ... requires an effort to retain scholars from each demographic background with disproportionately low retention rates.

- The University of Colorado Boulder launched the Buff Undergraduate Success (BUS) initiative in fall 2021 with the intended priority of increasing retention rates and creating a sense of belonging among CU Boulder undergraduate students. The BUS Leadership Implementation Team has worked to advance undergraduate success efforts across campus through programs and policies developed via cross-campus collaboration and data-informed decision-making. Campus efforts focus on addressing barriers affecting student success as measured by second- and third-fall retention rates.
- Fall 2024 census data reflects several measures of success related to BUS initiatives, including record second-fall retention, which measures students retained after their first year, which reached 90.2% in 2024 for the fall 2023 cohort. This bests the previous record high second-fall retention rate of 89.1% set by the fall 2022 cohort. In addition, third-fall retention peaked at 83.8% which is an all-time high improving on the previous rate of 81.7% set by the fall 2021 cohort.
- The following CU Boulder BUS initiatives affect students by addressing barriers students experience and focusing campus efforts to improve student retention:
  - CU Boulder conducted a Basic Needs Security survey, which revealed that approximately one-third of survey participants experienced some level of basic need insecurity. Because of these results, campus opened the Basic Needs Center in fall 2022 that provides food and housing security resources to our students.



- CU Boulder launched the First-Year Student Success effort in fall 2022. This resource brings together key, current, and actionable student data from across student success domains including academic, social/emotional, and financial considerations. This resource provides data dashboards for campus users to access information about first year students and utilizes predictive analytics insights to identify students needing additional support based on academic performance, financial need, and other factors. While having access to information and predictive analytics is foundational, success for these efforts results from academic and administrative campus partners working together to proactively identify, outreach and support students throughout the semester. The First-Year Student Success Advisory Group developed a model for how to act on data/insights to provide cross-functional, data-informed student support.
- CU Boulder Buff Undergraduate Success (BUS) <https://www.colorado.edu/bus-lit>
- CU Boulder Basic Needs Center <https://www.colorado.edu/support/basicneeds/>