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Fiscal Note

Drafting Number: LLS 21-0748 **Date:** March 30, 2021
Prime Sponsors: Sen. Zenzinger; Rankin **Bill Status:** Senate Education
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Bill Topic: **SUPPORTING EDUCATOR WORKFORCE IN COLORADO**

Summary of Fiscal Impact:

<input type="checkbox"/> State Revenue	<input type="checkbox"/> TABOR Refund
<input checked="" type="checkbox"/> State Expenditure	<input type="checkbox"/> Local Government
<input type="checkbox"/> State Transfer	<input checked="" type="checkbox"/> School District

The bill requires promotion of existing programs and creates two new state programs to support students entering the teaching profession. The bill increases state expenditures beginning FY 2021-22.

Appropriation Summary: For FY 2021-22, the bill requires appropriations totaling at least \$2,267,942 to the Colorado Department of Education and the Community College System.

Fiscal Note Status: The fiscal note reflects the introduced bill.

**Table 1
State Fiscal Impacts Under SB 21-185**

	Budget Year FY 2021-22	Out Year FY 2022-23
Revenue	-	-
Expenditures		
General Fund	\$2,267,942	\$6,019,945
Centrally Appropriated	\$96,159	\$100,188
Total Expenditures	\$2,364,101	6,120,133
Total FTE	5.2 FTE	5.4 FTE
Transfers	-	-
TABOR Refund	-	-

Summary of Legislation

The bill makes several changes to address teacher recruitment, preparation, and retention.

Adjunct instructors. The bill allows an individual to obtain or renew an adjunct instructor authorization only at the request of the district or charter school that employs the individual, and restricts employment only to the requesting public school.

Promoting existing educator support programs. The Colorado Department of Education (CDE) must direct resources toward publicizing existing programs supporting teacher recruitment, preparation and retention, including alternative preparation and fellowship programs, support for student teachers in rural areas, loan forgiveness, and similar efforts to support entry to the educator workforce. CDE must also provide technical support to local education providers (LEPs) to access the programs.

Teaching career pathway. No later than the 2022-23 school year, the Colorado Community College System (CCCS), in collaboration with the CDE and institutions of higher education, must design a career pathway for students to enter the teaching profession. At a minimum, the pathway must include options for secondary and higher education students and adult learners, provide counseling and wraparound support services, and align with the performance-based teacher licensing standards adopted by the State Board of Education (SBE).

Teacher recruitment, education and preparation (TREP). The bill creates the Teacher Recruitment Education and Preparation Program (TREP) in the CDE. The program allows a participant to concurrently enroll in postsecondary courses for two years following the student's twelfth grade year. If a student is following the teaching career pathway, is on schedule to complete the specified courses by the senior year, and is enrolling in the pathway's postsecondary courses for the fifth and sixth year among other requirements, the CDE may designate the student a TREP program participant.

Beginning in the 2022-23 school year, the CDE must administer TREP pursuant to guidelines adopted by the Concurrent Enrollment Advisory Board and approved by the CCCS. In its annual budget request to the Joint Budget Committee (JBC), the CDE must report the total number of potential TREP participants for the following school year. The General Assembly must decide the number of TREP participants to fund in the Long Bill. A local education provider (LEP) that enrolls a TREP participant may include the student in the district's funded pupil count and receive extended high school funding for the student. If an LEP is already receiving extended high school funding for 5th & 6th year senior students (ASCENT), the school or district may spend funding on behalf of TREP students enrolling in higher education.

Educator recruitment and retention program. The bill creates the Educator Recruitment and Retention (ERR) Program in the CDE to provide support to members of the armed forces, nonmilitary-affiliated educator candidates, and LEPs to recruit and retain qualified educators. The SBE must adopt rules and the department must administer the program and collect data and report effectiveness and best practices. CDE must provide:

- one-on-one counseling and coaching;
- career and teacher job fairs;
- substitute teacher "boot camps" for newly authorized substitutes and LEPs;

- job placement platforms;
- professional development through the first three years of service; and
- retention counselling services for LEPs.

The ERR program must have an application and award procedure to provide participants with up to \$10,000 for tuition costs at an educator preparation program. The department distributes the financial assistance directly to the enrolling postsecondary educator preparation program. As part of its annual budget request, the department must prepare a progress report on program implementation and provide it to the SBE, the Governor, and the General Assembly.

State Expenditures

The bill increases state expenditures by at least \$2,364,101 and 5.2 FTE in FY 2021-22, and by at least \$6,120,133 and 5.4 FTE in FY 2022-23. The fiscal note estimates the minimum cost to implement the bill; however, actual costs will depend on the number of participants in the ERR and TREP programs, the amount of technical support, wraparound services, and professional development provided by CDE, the value of the TREP stipend in FY 2022-23, the number of qualifying students accessing the new career pathway, and future funding decisions made by the JBC. New expenditures are displayed in Table 2 and discussed below.

Table 2
State Expenditures under SB 21-185

Cost Components	FY 2021-22	FY 2022-23
Community College System		
Teacher Career Pathway	\$45,000	-
CCCS Subtotal	\$45,000	\$0
Department of Education		
Personal Services	\$488,047	\$510,470
Operating Expenses	\$7,695	\$7,290
Capital Outlay Costs	\$37,200	-
ERR Tuition Assistance	\$1,000,000	\$1,000,000
TREP Funding	-	\$3,812,185
Promotional Costs – Teacher Recruitment	\$575,000	\$575,000
Operating and Travel	\$115,000	\$115,000
Centrally Appropriated Costs ¹	\$96,159	\$100,188
CDE Subtotal	\$2,319,101	\$6,120,133
CDE FTE	5.2 FTE	5.4 FTE
Total	\$2,364,101	\$6,120,133
Total FTE	5.2 FTE	5.4 FTE

¹ Centrally appropriated costs are not included in the bill's appropriation.

Teacher career pathway. For FY 2021-22 only, CCCS requires funding to map secondary preparation pathways meeting unmet demand and to develop training and instructor professional development to be made available through open educational resources. Workload may also increase for the Department of Higher Education and other institutions of higher education to participate in the development of the pathway.

Colorado Department of Education. The CDE requires 0.7 to work with CCCS and other stakeholders to develop a teacher career pathway, promote existing recruitment and retention programs, and create the TREP program to be administered similar to the ASCENT program; 5.0 FTE and provide multiple services to teacher preparation students through the ERR program. Costs also increase to support hosting and maintenance of digital recruitment platforms, outreach and technical assistance, coordinating counseling and wraparound services, and for travel. Staffing costs in FY 2021-22 are prorated for the General Fund payday shift.

ERR tuition assistance. The bill requires that the ERR program develop a process to pay up to \$10,000 in tuition assistance directly to enrolling institutions of higher education. Assuming this portion of the program is funded with \$1.0 million, between 90-100 students could be supported with the full amount of tuition assistance, after some administrative costs to process payments to institutions.

TREP funding. The actual amount of TREP funding and the total number of eligible participants in their fifth and sixth year is unknown. The program must be developed in FY 2021-22, and funding for extended high school years begins in FY 2022-23. If 500 students are authorized to participate at a the estimated 2021-22 extended high school per pupil amount of \$7,625, state costs increase by about \$3.8 million beginning FY 2022-23.

Centrally appropriated costs. Pursuant to a Joint Budget Committee policy, certain costs associated with this bill are addressed through the annual budget process and centrally appropriated in the Long Bill or supplemental appropriations bills, rather than in this bill. These costs, which include employee insurance and supplemental employee retirement payments, are estimated to be \$96,159 in FY 2021-22, and \$100,188 in FY 2022-23.

School District Impact

Beginning with the 2022-23 school year, students identified and approved for participation in TREP can be counted in the enrollment of school districts for the purposes of determining school finance. Funding for each TREP participant is assumed to be the same as extended high school funding under the ASCENT program, currently about \$7,625 per student.

Technical Note

The JBC voted on March 26, 2021, to set aside about \$7.58 million for the programs created in SB 21-185. Should the bill be amended to include these full costs, the fiscal note will be revised.

Effective Date

The bill takes effect 90 days following adjournment of the General Assembly sine die, assuming no referendum petition is filed.

State Appropriations

For FY 2021-22, the bill requires at least the following appropriations:

- \$45,000 from the General Fund to the State Board for Community Colleges and Occupational Education; and
- \$2,222,942 from the General Fund to the Colorado Department of Education, and 5.2 FTE.

State and Local Government Contacts

Education

Higher Education

School Districts