

DEPARTMENT OF EDUCATION
FY 2023-24 JOINT BUDGET COMMITTEE HEARING AGENDA

Friday, December 9, 2022
1:30 pm – 5:00 pm

1:30-1:45 INTRODUCTIONS AND OPENING COMMENTS

Presenter: Dr. Katy Anthes, Commissioner of Education
Presenter: Angelika Schroeder, Chair - State Board of Education

1:45-1:55 COMMON QUESTIONS

Main Presenters:

- Dr. Katy Anthes, Commissioner of Education
- Wayne Peel, Budget Director

Topics:

- Question 1: Page 1, Question 1 in the packet, Slide 8
- Question 2: Page 4, Question 2 in the packet, Slide 8
- Question 3: Page 5, Question 3 in the packet, Slide 8
- Question 4: Page 6, Question 4 in the packet, Slide 8

1:55-2:00 LONG BILL REORGANIZATION AND VACANCY SAVINGS

Main Presenters:

- Dr. Katy Anthes, Commissioner of Education
- Wayne Peel, Budget Director

Topics:

- Question 5: Page 7, Question 5 in the packet, Slide 8
- Question 6: Page 7, Question 6 in the packet, Slide 8

2:00-2:20 DECISION ITEMS

Main Presenters:

- Dr. Katy Anthes, Commissioner of Education
- Wayne Peel, Budget Director

Supporting Presenters:

- Rhonda Haniford, Associate Commissioner of School Quality and Support
- Kate Bartlett, Executive Director of School District Operations
- Lindsey Jaeckel, Executive Director of School and District Transformation
- Bill Kottenstette, Executive Director of Schools of Choice

Topics:

- Inflationary Adjustment/IT Needs: Page 8, Question 7 in the packet, Slide 9
- Personnel for School Support Decision Item: Page 8, Questions 8-15 in the packet, Slides 10-14

- Proactive Intervention Turnaround Schools: Page 19, Question 16 in the packet, Slide 15
- Evaluation Support: Page 20, Questions 17-19 in the packet, Slide N/A

2:20-2:40 STUDENT OUTCOMES/EARLY LITERACY

Main Presenters:

- Dr. Katy Anthes, Commissioner of Education

Supporting Presenters:

- Joyce Zurkowski, Chief Assessment Officer
- Dr. Floyd Cobb, Associate Commissioner of Student Learning

Topics:

- Assessments: Page 21, Question 20 in the packet, Slides 17-18
- ESSER Update: Page 21, Question 20 in the packet, Slides 19-24
- READ Act Update: Page 25, Question 21 in the packet, Slides 25-28

2:40-3:00 UPDATES (NUTRITION, BEST, TEACHER SHORTAGES)

Main Presenters:

- Dr. Katy Anthes, Commissioner of Education
- Wayne Peel, Budget Director

Supporting Presenters:

- Dr. Colleen O'Neil, Associate Commissioner of Educator Talent

Topics:

- Nutrition Program Implementation of Prop FF: Page 26, Question 22 in the packet, Slides 29-30
- Public School Capital Construction: Page 26, Questions 23-24 in the packet, Slide 31
- Teacher Shortages: Page 28, Questions 25-26 in the packet, Slides 32-33

3:00-3:15 BREAK

3:15-3:30 SCHOOL FINANCE AND CATEGORICAL PROGRAMS

Main Presenters:

- Dr. Katy Anthes, Commissioner of Education
- Wayne Peel, Budget Director

Supporting Presenters:

- Dr. Floyd Cobb, Associate Commissioner of Student Learning
- Kate Bartlett, Executive Director of School District Operations

Topics:

- Gifted and Talented Categorical: Page 29, Question 27 in the packet, Slides 34-35
- Transportation Categorical: Page 29, Question 28 in the packet, Slides 34-35

3:30-3:45 FACILITY SCHOOL WORKGROUP REPORT/ DEPARTMENT EXCEPTIONAL STUDENT SERVICES UNIT

Main Presenters:

- Dr. Katy Anthes, Commissioner of Education
- Wayne Peel, Budget Director

Supporting Presenters:

- Dr. Floyd Cobb, Associate Commissioner of Student Learning
- Dr. Paul Foster, Executive Director of Exceptional Student Services

Topics:

- Facility Schools Workgroup: Page 30, Question 29-31 in the packet, Slides 36-47

3:45-4:15 COLORADO SCHOOL FOR THE DEAF AND BLIND

Main Presenters:

- Tera Spangler, Interim Superintendent
- Beth Oliver, Controller

Supporting Presenters:

- Kathy Emter, Director of Special Education
- Cheryl Austin, Director of Outreach

Topics:

- Colorado School for the Deaf and Blind: Page 32, Question 32-33 in the packet, Slides 61-69

4:15-4:45 CHARTER SCHOOL INSTITUTE

Main Presenters:

- Dr. Terry Croy Lewis, Executive Director

Supporting Presenters:

- Andra Denton, Chief of Finance and Operations

Topics:

- Charter School Institute: Page 34, Question 34-36 in the packet, Slides 77-79

DEPARTMENT OF EDUCATION
FY 2023-24 JOINT BUDGET COMMITTEE HEARING AGENDA

Friday, December 9, 2022

1:30 pm – 5:00 pm

LSB-B Hearing Room

COMMON QUESTIONS FOR DISCUSSION AT DEPARTMENT HEARINGS

- 1 Please describe the implementation plan for new programs added to the Department from one-time stimulus funds (such as the CARES Act, ARPA, and one-time General Fund), as well as any challenges or delays to program implementation.

CDE is in the process of finalizing a legislative report detailing the programs and other uses funded through one-time federal pandemic relief funds. Below are the primary programs currently being implemented through the use of these funds.

- Coronavirus State and Local Fiscal Relief Funds (SLFRF)
 - H.B. 21-1264 provided \$5 million in SLFRF funding to support the Adult Education and Literacy Act (AELA) Grant Program. Half of these funds were used to supplement the existing state grant in order to fully fund existing grantees at the levels of funding requested in their grant applications from the spring 2021 for the 2021-25 four-year grant cycle. The other half of the funds were used to run a new grant competition in fall 2021. This secondary grant cycle is 3.5 years, from January 2022 - June 2025. While grantees continue to balance spending of these long-term funds with annual appropriations, these funds are expected to be fully expended by the end of FY25.
 - S.B. 21-268 provided \$1.75 million in SLFRF funding to supplement the annual state appropriation of approximately \$1.45 million for the Concurrent Enrollment Expansion and Innovation Grant program. This program provides grants to partnering local education providers (LEPs) and institutions of higher education (IHEs) to expand and innovate concurrent enrollment opportunities to qualified students. Grants have been awarded under this program and are currently being implemented.
 - H.B. 22-1243 and S.B. 22-147 both provided funding (\$2 million from the former and \$5 million from the latter) to supplement the state appropriation for the School Health Professional Grant (SHPG) program. This program is designed to provide

funds to eligible education providers to enhance the presence of school health professionals (defined as School Nurses, School Psychologists, School Social Workers and School Counselors) in both elementary and secondary schools. The request for applications for this grant program was released earlier this fall and awards are expected to be made in early 2023.

- State (General Fund) Stimulus Programs
 - S.B. 21-268 originally allocated \$1.75 million in SLFRF funding to supplement the annual state appropriation of approximately \$4.5 million to support the Career Development Success Program, which provides financial incentives for school districts and charter schools that encourage high school students, grades 9-12, to complete (1) qualified industry credential programs; (2) internships, residencies, construction pre-apprenticeship or construction apprenticeship programs or; (3) qualified Advanced Placement (AP) courses. Since this initiative is an incentive program and not a grant, it was determined that this program would not be eligible for SLFRF funding and was subsequently moved to state funding. The program was recently completed at the end of FY22.
 - S.B. 21-202 appropriated \$10 million in general fund stimulus funding to support grants to eligible applicants for air quality improvement under the BEST program. CDE conducted two grant cycles of this grant program and was able to award every applicant without fully expending the appropriated funds. Additionally, some grantees were unable to fully expend the awarded funds before the appropriation expired at the end of FY22. Additional information on this program is available below within the questions on “Public School Capital Construction/B.E.S.T.”
 - H.B. 21-1234 appropriated \$5 million in general fund stimulus funding to support the High-Impact Tutoring Program which offers grants to local education providers (LEPs) to provide high-impact or high-dosage tutoring programs focused on accelerating learning as students recover from the pandemic. The first cohort of awards was made in January 2022 with these appropriated funds that expired at the end of FY22. Year 2 of this cohort of grantees is funded under additional state general funds and ESSER funding.
 - H.B. 21-1104 appropriated \$2.9 million in general fund stimulus funding to supplement educator licensure fee revenue to ensure that CDE would be able to maintain educator licensure, educator preparation program authorization reviews, and enforcement/disciplinary activities associated with licensure through FY22 and FY23 without raising licensure fees for educators. The need for this appropriation was due to the statutory change that extended the licensure renewal period from five to seven years which was expected to result in a reduction of licensure renewals during the FY21 and FY22. CDE continues to draw down on these funds and will do so through the end of FY23.
- Elementary and Secondary School Emergency Relief (ESSER) Funds

- Through three rounds of funding, the State of Colorado was awarded approximately \$1.8 billion in ESSER funds to support Colorado's districts, schools, and students in addressing the needs caused or exacerbated by the pandemic. By statute, 90% of those funds were directly allocated to districts through the Title I allocation formula. CDE has supported districts in identifying eligible uses of funds to meet the needs of their communities through an application review process. While ESSER I funds expired on September 30, 2022, LEAs are continuing to implement the approved programs under ESSER II and ESSER III funding. All Colorado LEAs have an approved ESSER II and III application and are in the process of implementing their approved plans. LEAs have until September 30, 2023 and September 30, 2024 to implement activities under ESSER II and III, respectively. If there are changes needed as LEAs implement the approved activities, they have the opportunity to request revisions to their approved plans. There were no delays or issues with implementation of ESSER I funded activities. At this time, it appears that all LEAs are on track for implementing plans.
- CDE was able to retain 10% of ESSER funding through a state reserve. The state reserve is intended to support state-level initiatives and support the state education agency in the administration of the ESSER funding. The majority of these funds (through ESSER III) were only able to be accessed once a state plan had been approved by the U.S. Department of Education which occurred in November 2021 as such the vast majority of these programs are in the process of being implemented by grantees. Since gaining approval on the state plan, CDE has awarded nearly \$127 million in ESSER funds through grant programs. In general, the ESSER state reserve funds have been used for four primary purposes:
 - (1) supporting districts in addressing the immediate impacts on their schools including supplemental funding for districts and schools receiving little or no funding through the Title I allocation, supporting the expansion of broadband for Colorado's students, and expanding access to online learning programs;
 - (2) programs to address pandemic-related learning loss including supplementing the High-Impact Tutoring Program, expanding funding for the Empowering Action for School Improvement (EASI) program, and a grant program to support the purchase of high-quality curricula and instructional materials;
 - (3) programs to expand learning opportunities and strengthen student engagement in learning for students—both during the school day and beyond—including programs for afterschool and summer learning and a Rural Coaction program that supports rural districts in collaboratively establishing and expanding CTE and other career-connected learning opportunities; and
 - (4) supporting the recruitment and retention of the educator workforce including the creation of a mentor grant for teachers that began their career

during or just prior to the pandemic, substitute teacher supports, and a program to support tutors in gaining their alternative licensure.

- Implementation for these programs is ongoing and for many of them just getting under way in the 2022-2023 school year. All grantees receiving funds under the supplemental funding have an approved application and are in the process of implementing their approved activities. As with the 90% awards, these entities have until the end of September of 2023 (for ESSER II-funded activities) and September of 2024 (for ESSER III-funded activities) to implement their approved plans and may continue to revise budgeted uses as needed. Additionally, CDE staff support grantees in all other programs in addressing necessary adjustments to approved activities so long as they fit within the parameters of the grant program.
- As CDE finalizes the final awards of ESSER funds, the primary focus for the Department turns to support grantees in the implementation of programs, continuing our monitoring role, understanding and communicating the impact of these programs and lessons learned.
- Emergency Assistance to Non-Public Schools (EANS)
 - Under both the Coronavirus Response and Relief Supplement Appropriations (CRRSA) Act and the American Rescue Plan (ARP) Act appropriated stimulus funding to offer pandemic relief supports to non-public schools. CDE is currently finalizing the final fund distributions through EANS 1 (CRRSA) and is finalizing awards for EANS II (ARP).

- 2 Please identify how many rules you have promulgated in the past year (FY 2021-22). With respect to these rules, have you done any cost-benefit analyses pursuant to Section 24-4-103 (2.5), C.R.S., regulatory analyses pursuant to Section 24-4-103 (4.5), C.R.S., or any other similar analysis? Have you conducted a cost-benefit analysis of the Department's rules as a whole? If so, please provide an overview of each analysis.

The table below provides details on the number of rulemakings promulgated by the State Board of Education, the Charter School Institute, the Capital Construction Assistance Board, and the Facility Schools Board from July 2021 through June 2022. The figures below represent the number of complete *permanent* rulemaking processes enacted by each entity.

	Total	Amended Rules	New Rules	Repealed Rules
State Board of Education	12	12	0	0
Charter School Institute Board	0	0	0	0
Facility School Board	0	0	0	0
Capital Construction School Board	2	2	0	0

The department did not conduct any cost-benefit analyses pursuant to Section 24-4-103 (2.5), C.R.S. or regulatory analyses pursuant to Section 24-4-103 (4.5), C.R.S. from July 2021 through June 2022, as such analyses were not been required for any of the rulemakings during that time. However, the

department recently conducted a cost-benefit analysis in October 2022 of rule 1 CCR 301-37 section 4.14(3), which details the requirements for an education interpreter authorization, in response to its proposed amendments to that section. The department submitted the analysis to the Department of Regulatory Affairs in compliance with section 24-4-103(2.5), C.R.S. The department did not receive further public comment in response to the published cost-benefit analysis. In addition, the department continues to review its rules to make sure they align with current practice and statute. The review includes an examination of the effectiveness and necessity of the department's current regulations and has resulted in recommendations for improving and sometimes repealing rules. This process has informed some of the rulemakings in the past year and will continue to do so in the coming year. The department has not conducted a cost-benefit analysis of its rules as a whole.

- 3 [Sen. Rankin] For how many temporary FTE has the department been appropriated funding in each of the following fiscal years: FY 2019-20, FY 2020-21, FY 2021-22, and FY 2022-23? For how many of the temporary FTE was the appropriation made in the Long Bill? In other legislation? Please indicate the amount of funding that was appropriated. What is the department's strategy related to ensuring the short term nature of these positions? Does the department intend to make the positions permanent in the future?

CDE's strategy to manage short-term positions/staff has typically been to hire them as "Term-limited" employees. The majority of the term-limited staff hired by the department over the past couple of years have been a result of federal COVID-relief funding. As they are federally funded, these positions are not appropriated. There have been approximately 25 term-limited federally funded FTE in recent months.

There has been some legislation that has appropriated FTE for short-term projects. Recent state funded short-term positions, with limited appropriation life spans include:

- FY 2019-20 - None found.
- FY 2020-21 - None found.
- FY 2021-22 - 1.3 FTE and \$121,870
- FY 2022-23 - 3.8 FTE and \$313,457

As with federal funds, CDE's strategy related to ensuring the short-term nature of these appropriated positions is to typically hire them as 'term-limited' positions to establish upfront that the position will not extend beyond a specified date. These term-limited positions, approximately 30 total FTE, (25 federally funded FTE and referenced 5.1 state appropriated FTE) are not intended to be made permanent.

However, if the question is referring to actual temporary employees CDE is unable to provide temporary FTE counts. Temporary FTE are not included in the statutory definition of FTE pursuant to Section 24-75-112(1)(d)(II), C.R.S. which states that FTE does not include contractual, temporary, or permanent season positions. The department has provided as part of the November 1 request the Schedule 14A and 14B which provides actual expenditures. For the

upcoming years, the department manages the dollar appropriation which has been affirmed by two Supreme Court cases (Colorado GA vs Owens and Anderson v Lamm).

- 4 [Sen. Zenzinger] Please provide a description, calculation, and the assumptions for the fiscal impact of implementing the provisions of the Partnership Agreement, including but not limited to changes in annual leave accrual, holiday pay, and paid family and medical leave. If your department includes employees who are exempt from the Partnership Agreement, please indicate whether or not you intend to implement similar benefit changes as those required for covered employees. Please provide a breakdown of the fiscal impact of implementing the provisions of the Partnership Agreement for: a) employees who are subject to the Agreement, and b) employees who are exempt from the Agreement.

The Department of Education has 86 covered employees and 503 employees exempt from the Agreement. Several years ago, CDE went through a process to ensure employees were appropriately defined as classified or non-classified. Per statute, existing employees in positions that were better defined as classified were given the option to choose to stay non-classified or move to classified. The majority of employees chose to remain non-classified (thus most employees are still non-classified).

The fiscal impact of the leave changes will not have an immediate budgetary impact on the Department. To the extent the employees take additional leave, workload will have to be managed by other staff members or through additional work hours given that a majority of CDE employees are exempt from overtime. In some other departments there is a need to staff a duty post in a specific manner throughout the year and an increase in leave time will increase the 'relief factor' and FTE needed to staff these positions. CDE does not have duty posts and therefore will not have a need for increased FTE in a similar manner as those departments.

With that being said, as employees separate from state service, there will be an increase in the funding needed to cover higher leave payouts due to a higher maximum accrual amount. Approximately 10% of our classified (covered) staff are at or near the leave maximum. The maximum accrual amount will increase by approximately 14.3%. Assuming the increase of 14.3% in the maximum accrual amount and classified staff leave payouts in FY 2021-22 were \$78,717, the department could expect an increase of approximately \$1,126 on average each year. Though it is more likely that the increase will be between \$0 and \$11,257, depending on how many of those departing are in the 10% of employees that are at or near the maximum. At present, there has been no change to the accrual rates for non-classified staff within the department, thus the cost is limited to the covered employees.

Further, there will be additional costs to the Department related to expanded recruitment efforts associated with Section 10.4 of the Partnership Agreement. It is unclear at present if these costs can be absorbed within current budgets. If they cannot, CDE will request funds through the normal budget process in a future decision item.

Section 32.2 that requires pay differentials for translation services. The Department has a number of staff that perform these duties and the Department has a decision item pending to add one additional staff in this area. The required pay differentials will increase Department expenditures.

Section 32.5, requires employees to have the choice to be paid on a bi-weekly cycle. Bi-weekly payroll results in more workload than monthly payroll. The Department is looking to implement Kronos to automate some of the manual payroll functions that could help if some staff move to bi-weekly payroll. However, as the number of staff that may select this option is unknown, the workload and fiscal impact is also unknown. If these additional costs prove to be greater than anticipated and automation of current processes is unsuccessful, the Department may consider a budget request in future years.

The cost to departments for employees using the paid family medical leave was requested and approved last year (DPA FY 2022-23 R-02). For FY 2023-24 the cost is part of the POTS appropriation called Temporary Employees Related to Authorized Leave. The adjustment to annual leave and the additional holiday, as noted in the fiscal note for the bill (S.B. 22-139) were expected to be minimal and if necessary will be addressed through the annual budget process. The Governor's November 1, 2022 budget included funding for the economic articles of the Partnership Agreement, including funding for paid family medical leave. The department is working with OSPB and DPA to submit a January budget amendment if necessary to seek additional adjustments related to the Partnership Agreement. In addition, OSPB will provide the JBC with a breakdown of the fiscal impact of implementing the Partnership Agreement by department.

DEPARTMENT OF EDUCATION BUDGET REORGANIZATION

- 5 [Sen. Zenzinger] Discuss the budget reorganization proposal. Where does the Department think adult education should fit?

The Adult Education program is currently proposed to be located in the new proposed division of Student Pathways, Office of Dropout Prevention and Student Reengagement subdivision. This position in the Long Bill is reflective of where the unit is structurally within CDE.

VACANCY SAVINGS/ COMMON RFI #1

- 6 [Rep. Bird] The Department's response to RFI 1 states that "...information regarding vacancy savings is not available on a systematic basis and cannot be quantified." Given the size of this department and the number of FTE, the Department should be able to provide this information. Please explain.

There are several challenges with effectively responding to the request. The Request For Information states:

How much in vacancy savings has the Department had in each of the past five fiscal years? How has the Department utilized these funds (i.e. increasing salaries within the salary range, providing bonuses or additional pay for certain positions, hiring additional staff, etc.)? Please provide a breakdown of the expenditures from vacancy savings, including the amount and purpose, for the past five fiscal years.

There are several ways to define vacancy savings. For example, the request stipulates as an example of one way vacancy savings can be used as ‘increasing salaries within the salary range’. This is not typically considered vacancy savings but a reallocation of resources between positions. Some positions might be hired at a lower salary level than it was at previously while others might be hired at a higher salary level than the position was previously filled at. The ebbing and flowing between positions must be balanced out but would not typically be considered a use of vacancy savings. .

Additionally, the provision of temporary pay increases for staff may, or may not be considered as a utilization of vacancy savings. For example, when additional funds are paid to an employee as they fill in for their supervisor in the event of a vacancy, it would not be considered vacancy savings by most definitions. In these cases, pay differentials are used to compensate employees for the work of the vacant position and are not savings but is considered using the funds for the positions funded. However, a bonus type payment for retention purposes, made available by vacancy savings earlier in the year, would be considered an expense utilizing vacancy savings. The original response, in part, refers to challenges like this where the system is not able to distinguish between these types of payments.

Thus, given the system issues, in order to provide a detailed response, it would be necessary to analyze all transactions for specific object codes and determine if any expenditures fall into any of the potential definitions of vacancy savings. The department is happy to analyze the available data in whatever format is most helpful if additional guidance can be provided.

R4 INFLATIONARY ADJUSTMENT/ IT NEEDS

- 7 [Sen. Rankin] The Department has requested funding for inflationary increases, primarily to address IT contract services. Is R4 required for CDE because it does not purchase services from OIT? What is the nature of these increases?

The IT contract services/license increase requests are all to support vendor platforms and technologies used to implement and support systems run by CDE. The nature of these increases are as referenced in the inquiry, inflationary, not growth or increased consumption. All agencies experience the same inflationary increases, but those that are supported by OIT are funded through a different statewide mechanism, i.e., common policy.

R6 PERSONNEL FOR SCHOOL SUPPORT

The decision item requests an increase of 3.5 FTE through a combination of General Fund and State Education funds. These FTE will increase capacity, services, and school supports in the areas of School Transformation (1.0 FTE), School Finance (1.0 FTE), Blended/On-line learning (1.0 FTE) and Innovation Schools (0.5 FTE).

****Questions 8, 9 and 10 are all answered separately for each component of the FTE request.**

- 8 [Sen. Zenzinger/ Rep. Sirota] Clarify components of the request for R6 and the need.

a) Provide an overview of the various elements of R6

- b) Clarify the number of FTE working in the units in which you are requesting increases
- c) Explain how the FTE requested in R6 relate to the existing staffing and the workload or other factors that warrant these increases.

- 9 [Sen. Rankin] R6: Provide data about school district requests for additional support or assistance that relates to the requested new positions.
- 10 [Sen. Bridges] Why weren't these FTE identified in the fiscal notes that created these programs?

School Transformation 1.0 FTE:

[Sen. Zenzinger/ Rep. Sirota] Clarify components of the request for R6 and the need.

- a) Provide an overview of the various elements of R6
 - The addition of 1.0 FTE for school transformation will enable the Department to serve school districts' ongoing and increasing school improvement needs.
 - Under current law, schools identified as Priority Improvement or Turnaround on the school performance framework face the strongest consequences if they remain on the Accountability Clock. The 2022 frameworks (pending State Board of Education approval at its regular December meeting) indicate that there are now 160 schools (8.5% of schools) identified for Priority Improvement or Turnaround, compared to 7.2% in 2021. CDE has a variety of support functions that are critical to the effective implementation of school improvement services. The increased FTE to support administration of these services is essential to ensure high quality service delivery.
- b) Clarify the number of FTE working in the units in which you are requesting increases
 - The School and District Transformation Unit has eight FTE. These FTE provide support to the schools furthest along the accountability clock (including those that are required to come before the state board for an accountability hearing), administer CDE's most intensive support programs, and are responsible for the administration of School Transformation Grant funds.
- c) Explain how the FTE requested in R6 relate to the existing staffing and the workload or other factors that warrant these increases.
 - Currently, there are eight FTE dedicated to supporting school and district transformation that serve schools and districts furthest along the accountability clock and others involved in CDE's most intensive services. These FTE work side by side with district leaders to support intensive and robust school improvement in the areas of leadership, school climate, instruction and talent management, support districts required to come before the state board for accountability hearings and are responsible for the administration of the School Transformation Grant. The 2022 preliminary frameworks indicate that 302 schools are on Performance Watch. In previous years, there were closer to 180 schools on Performance Watch. This is an increase of approximately 120 schools with the lowest ratings eligible to receive support from CDE. In addition, beginning this year, schools with an Improvement rating are also eligible for support. This has had the effect of increasing the number of schools eligible and requesting CDE support. The additional 1.0 FTE for school transformation will increase staff capacity to support the implementation of the CDE-sponsored programs, including Connect for Success, the Turnaround Network, Multi-Tiered Systems of Support (CO-MTSS), the School Turnaround Leaders' Development program, and support schools and districts planning for or implementing a state board directed accountability

pathway. The 1.0 FTE will increase staff capacity to support districts pursuing Exploration Supports and District Designed and Led supports. It is anticipated that the additional 1.0 FTE will directly support more schools, as well as build the capacity of the School Quality and Support division to meet increased statutory requirements and serve school districts' ongoing and increasing programmatic needs.

[Sen. Rankin] R6: Provide data about school district requests for additional support or assistance that relates to the requested new positions.

Anticipated increase in demand: In 2021-22, CDE received applications from 37 districts for EASI grants and supports. In 2021-22, CDE made 105 grants to eligible schools and districts. To date 44 districts or LEAs have indicated strong interest in applying for funding this year. These districts or LEAs represent over 500 eligible schools, 164 of which are considered "high priority" based on the level of their state or federal identification. Grant applications are due December 9th and CDE will be able to confirm demand for this round of applications after that date.

[Sen. Bridges] Why weren't these FTE identified in the fiscal notes that created these programs?

The School Transformation legislation fiscal note indicated there could be a future impact, it stated "During the development of the legislation, there were a number of unknowns about how many schools would be identified in each of the performance framework categories." As the department restarted these identifications in 2022, there were moving pieces that made estimating the actual number of eligible schools hard to predict last spring.

School Finance 1.0 FTE:

[Sen. Zenzinger/ Rep. Sirota] Clarify components of the request for R6 and the need.

a) Provide an overview of the various elements of R6

The addition of 1.0 FTE for school finance addresses risk associated with a lack of redundant systems managing data and distributions to school districts under the school finance formula and is intended to meet increasing requirements to serve school districts' ongoing financial data needs. There are two primary drivers of this need:

- The complexity of calculations and data checking required to perform the calculation of Total Program for 178 districts several times each year is extremely high. Districts have begun to expect state-wide projections for Total Program multiple times during the legislative session due to increased financial uncertainty. The Total Program formula has nearly 300 data elements, and each one is calculated for each district, resulting in over 1,000,000 different calculated values. In addition, districts frequently request—often multiple times—custom calculations for their own districts based on different enrollment scenarios. Finally, the calculation of monthly payments to districts is complex and time-consuming, requiring 3-5 days of work each month, and is also extremely high stakes given districts' reliance on accurate payments. The Department has one FTE assigned to all of the functions described here, with no redundancy for employee availability (sick or leave time) or error checking. Quite simply, it is a huge risk to the Department and the State to have one employee solely responsible for the accurate allocation of \$8.4 billion.
- New legislation has also made evident that the Department's system for collecting and tracking local revenue data for districts is woefully inadequate, manual and error-prone. Due to the

issues described above, the current single employee who oversees the entire school finance formula does not have the capacity to also design and implement the improved system for local revenue data collection and reporting that the new legislation (and districts) requires from the Department.

b) Clarify the number of FTE working in the units in which you are requesting increases

The School Finance program team that manages the data and distributions associated with over \$8 billion annually in Total Program funds has historically consisted of only 1.0 FTE. The department believes this is a critical need so is currently using one-time funding to pay for an additional staffer. The request is for ongoing funds to fund the second FTE on a permanent basis.

c) Explain how the FTE requested in R6 relate to the existing staffing and the workload or other factors that warrant these increases.

Historically, CDE has had a single dedicated FTE responsible for overseeing the calculations, data analysis, data publishing and payments associated with both the state and local share of total program, which now totals over \$8 billion annually. There has been little to no redundancy in the unit for the complex and critical functions this FTE performs. While individually funded via fiscal notes on a short-term basis, the sum of the impact of legislation is greater than the whole of its parts. In other words, there is a cumulative effect that the fiscal note process does not address. Several statutory changes over the past two years, particularly those related to mill levies, have also increased workload for this FTE to the point that the Department is stretched to provide timely and accurate financial information to districts.

[Sen. Rankin] R6: Provide data about school district requests for additional support or assistance that relates to the requested new positions.

Based on self-reported data (March 2021), 55% of districts say they contact the School Finance unit for assistance, on average, once a month. 20% report that they ask for assistance once or twice a year, and the remainder vary from less than once or twice a year to as frequently as once a week. Anecdotally, depending on the time of year, unit staff may spend 50% to as much as 75-80% of their time providing technical assistance to districts.

The unit also offers frequent training opportunities for districts. Since August 2022, School Finance has offered 11 training sessions for districts on topics ranging from audit preparation to budget planning and mill levy certification. These online offerings typically have 70-100 participants in attendance. During this same period, the unit has offered four one-day training opportunities for finance officials in collaboration with BOCES around the state, and has also continued its Cohort program, an intensive year-long program for 15 new lead finance professionals in which small, rural districts are prioritized for participation.

Specifically related to this position, the new FTE will be critical in implementing a new online system to streamline and increase accuracy for district mill levy certification submission. The improved processes will significantly improve the accuracy of data CDE receives and produces related to local share (property tax revenue). The unit has offered several trainings on the new system with a goal of educating district staff both on the process improvements as well as the “why” behind their local share.

[Sen. Bridges] Why weren't these FTE identified in the fiscal notes that created these programs?

Within the School Finance unit, the challenge is that multiple bills, which by themselves could be absorbable, along with the other factors described above have combined to create an untenable situation for the single FTE managing the calculations for the \$8 billion in distributions.

Online/Blended Learning 1.0 FTE:

[Sen. Zenzinger/ Rep. Sirota] Clarify components of the request for R6 and the need.

a) Provide an overview of the various elements of R6

The addition of 1.0 FTE for online and blended learning will enable the Department to hire an additional staff member to meet increased ongoing workload resulting from major increases in the use of online and blended learning within the K-12 system. For example, from School Year 19-20 through School Year 21-22:

- Enrollment in full-time online schools and programs increased by approximately 40%
- The state certified eight (8) additional multi-district online schools (note: this office manages the multi-district online certification application process for the state – and anticipates receiving at least three additional applications this year)
- Districts opened ten (10) additional single-district online schools and 32 additional single-district online programs
- Use of state-sponsored supplemental online learning through the 22-5-119, C.R.S. program increased approximately 256% (from 3,352 courses provided in 19-20 to 11,943 courses provided in 21-22)

Through federal relief dollars, the state has made major investments to expand capacity for online/blended/remote learning that has increased the need for additional Departmental support. Through the pandemic, the K-12 system now has:

- Greater capacity for providing student/educator access to supplemental online courses and a broader range of synchronous and asynchronous remote learning options
- Greater capacity for providing student/educator access to summer remote learning options (for example, course remediation, and learning acceleration to address learning loss)
- Access to an open education resource (OER) environment for K-12 educators to share, access, and collaborate in the development of learning materials that can be accessed remotely, through digital means
- More educators trained in (and direct experience) delivering online/blended learning courses.

Staffing has not adjusted to this major systemic shift. This position will help manage the increased workload.

b) Clarify the number of FTE working in the units in which you are requesting increases

The Blended/Online Schools Unit has 3.3 FTE which consists of: 0.3 FTE - Executive Director of Schools of Choice, 1.0 FTE - Online and Blended Learning Supervisor, 1.0 FTE - Online schools senior consultant, 1.0 FTE - blended learning senior consultant. The request is to add 1.0 additional FTE to this team at the senior consultant level.

c) Explain how the FTE requested in R6 relate to the existing staffing and the workload or other factors that warrant these increases.

As detailed above, from School Year 19-20 through School Year 21-22 there has been significant growth in the demand for on-line schools and we anticipate that demand will continue to grow.

This position will help manage the increased workload, which will include: helping manage certification processes and reviews, providing technical assistance to online/supplemental online/blended learning providers, advancing further use and development of the Open Education Resources (OER) environment for K-12 educators, supporting rulemaking and policy guidance activities that help adapt system designs to evolving educational practices (i.e. hybrid/remote learning models), assisting with data management activities (school code additions/changes, student enrollment coding, data analysis and dissemination activities, legislative report data evaluation and reporting, support of the school finance team on evaluating pupil count audit questions for online/blended models, etc.), and researching introduction of new educational technologies and innovations impacting online/blended/remote learning to evaluate how use of such technologies/innovations may or may not fit within current policy requirements/structures.

[Sen. Rankin] R6: Provide data about school district requests for additional support or assistance that relates to the requested new positions.

The number of districts with online schools and/or programs requiring support on an ongoing basis from the online and blended learning office has increased in the following way:

- 2019-20- 38 MDOLS, 11 SDOL schools, 27 programs
- 2021-22-44 MDOLs, 20 SDOL, 50 programs

In addition to the new schools and programs, there has been an increase in the number of existing online schools/programs that are expanding the grade levels served and require support as they adapt to the addition of the new grade levels.

The office also engages with districts in the planning stages of school/program design. The office receives about 8-10 inquiries a month with about 4-5 moving on to the application process where the engagement becomes more intensive.

Inquiries from districts who are offering supplemental online courses and/or blended learning course models are also received on a regular basis. The office receives approximately 10-12 inquiries a month and expects this trend to continue as districts continue to offer these options.

We also currently have 42 districts and schools that are offering supplemental online and/or a blended learning course model through the variance waiver process. We work with these schools/districts on a 1-1 basis throughout the year to review applicable policies (education process, attendance, etc.) and to ensure proper programmatic design.

Finally, the Office of Blended and Online Learning and the Executive Director, Schools of Choice are regularly called upon to present to school/district leadership groups (like the Colorado BOCES Association, Rural Alliance, and League of Charter Schools) on topics ranging from multi-district online school certification, to the blended learning initiative, and seat time funding/pupil count audit questions.

[Sen. Bridges] Why weren't these FTE identified in the fiscal notes that created these programs?

There is an existing FTE allocation for the online/blended learning work. The requested increase of 1.0 FTE is due to the increased workload resulting from the significantly expanded use of online learning across the K-12 system post-pandemic rather than past legislation.

Innovation Schools 0.5 FTE:

[Sen. Zenzinger/ Rep. Sirota] Clarify components of the request for R6 and the need.

a) Provide an overview of the various elements of R6

The addition of 0.5 FTE for work falling under the Innovation Schools Act will enable the Department to carry out statutory requirements under the Act and also meet expectations for public information and expertise.

- There is currently no state funding for this work. The Department is responsible for administering the following activities:
 - Authoring an annual legislative report(reports can be found [here](#)).
 - Managing and presenting agenda items for the State Board of Education to approve or deny innovation school/zone plans.
 - Managing a waiver database and creating public transparency [reports](#).
 - Responding to public inquiries related to innovation schools.Providing training on the process for pursuing innovation.
- Recently, workload demands have also increased in the following ways:
 - Managing state work for disputes between innovation zones with alternative governance and their school district boards of education.
 - Managing state work for community schools when included as part of an innovation plan.
 - Evaluating and advising on strategies that may enable local flexibility on a range of innovative, post-COVID learning structures.

b) Clarify the number of FTE working in the units in which you are requesting increases

The Schools of Choice Unit has 0.0 FTE allocated to support work related to 107 innovation schools, 16 districts of innovation, and 10 innovation zones (as of SY20-21). The requested 0.5 FTE would be the first official staffing for this function.

c) Explain how the FTE requested in R6 relate to the existing staffing and the workload or other factors that warrant these increases.

There is currently not a state appropriation for innovation schools work; however, there are significant work responsibilities placed on the Department related to the Act (for example, authoring annual legislative reports, managing innovation plan reviews, managing presentations/decision items for the State Board of Education, managing waiver databases, and establishing new procedures and processes related to innovation zone dispute resolution and community school designation through the innovation process). Currently, this work is managed primarily by the Executive Director, Schools of Choice, and the Senior Policy Consultant for the Schools of Choice Unit. The funding would be used to cover 0.5 FTE to ensure that there is dedicated staffing to manage the workload and deliver quality and timely products/services consistent with the Act.

[Sen. Rankin] R6: Provide data about school district requests for additional support or assistance that relates to the requested new positions.

Schools/districts on the state accountability clock that want to either pursue innovation status or create a community school as an accountability pathway regularly engage with the Schools of Choice office to receive training and guidance on how to develop an innovation/community school plan that meets statutory requirements. Typically, this involves more intensive engagement with 3-5 schools in a year.

CDE regularly receives inquiries about innovation school data and understanding of innovation procedures/requirements throughout the year. These inquiries tend to come from people exploring policy ideas, districts/schools looking to write innovation plans (not accountability related), and the media. CDE receives approximately 50 inquiries like this in a year.

State law requires districts to conduct a review of innovation schools every three years. Given that there are 107 innovation schools in the state, this means that approximately 35 schools are going through some type of district review each year. Many of these reviews will trigger some level of technical questions to the state (for example, questions about the process for modifying a plan or updating waiver requests).

[Sen. Bridges] Why weren't these FTE identified in the fiscal notes that created these programs?

Regarding the 0.5 FTE to carry out work under the Innovation Schools Act, this has been a compounding need. The Act itself was passed in 2008 - when there were no innovation schools and it was difficult to anticipate the long-term growth of innovation schools in the state. Since passage, there are now 107 innovation schools, and 10 innovation zones operating across 16 districts of innovation. These schools serve over 48,000 students (roughly 5.5% of the P-12 public school population in the state). Although much about innovation schools/zones is delegated to districts (i.e. placing low burden on the state), the compounding effect of having many innovation schools has resulted in a need to have a basic level of dedicated staffing with programmatic expertise at the state (authoring the legislative reports, ensuring accurate data/coding for innovation schools, responding to public inquiries, and ensuring innovation plans developed meet the requirements of the statute). Ultimately, the 0.5 FTE request incorporates compounding work over ~15 years of growth in schools, along with recent changes that have added work responsibilities.

ONLINE PROGRAMS

11 [Sen. Bridges/ Rep. Bird] R6: Describe the Department's role with respite to online and hybrid programs. Would these new FTE be focused on these hybrid models? Fully online models?

- At a high level, the role of the Department with respect to online schools/programs is to manage the certification process for multi-district online schools and to provide technical support to schools/districts/BOCES that are opening/operating single district online schools and programs to ensure that they are properly structured to meet state standards and funding requirements. These schools and programs vary between being fully online with no in person options, to some with daily options for in person support. Additionally, CDE oversees implementation of the statewide supplemental online and blended learning grant program that is awarded to the designated BOCES to help ensure the program's success in serving the state. CDE provides guidance to schools/districts/BOCES using blended forms of online learning (i.e. hybrid programs) to ensure they are implementing programs that meet applicable state requirements (i.e. funding requirements, accommodations requirements, etc.). CDE manages other administrative activities for online schools and programs, such as school code determinations, reviews of UIPs, data collections, and other activities. CDE also facilitates communities of practice for online leaders (inclusive of hybrid models) to share updates, learn about challenges, and access professional learning - among other topics. CDE aggregates information about online schools and programs and authors legislative reports that provide public insight into online operations/trends/outcomes.

- The 1.0 FTE of support would be used to increase capacity for properly responding to major shifts in how education services are delivered, through digital/online means, in a post-COVID public education environment. In particular, these shifts have created an urgent need for increased state capacity related to oversight and support of existing online schools and programs, supporting schools/districts/BOCES looking to open new online schools and programs, oversight and support of remote online learning for brick and mortar students (i.e. blended or hybrid learning), supporting schools/districts/BOCES looking to expand use of remote online learning for brick and mortar students, and properly responding to and evaluating advances in educational technology for remote/blended/hybrid learning as well as supporting structured professional learning for educators in this quickly advancing field.

12 [Rep. Bird] Why is the Department proposing to add staff related to online programs given enrollment trends? Aren't students and districts turning away from online, given the deficiencies identified during the pandemic?

- Even though CDE is anticipating a leveling (and perhaps, slight decrease of about 500 students) in full-time online student enrollment this year, the department is seeing an increase in the number of districts seeking to offer this option in some form (i.e. continued growth of schools and programs). The number and use of full-time online schools and programs has increased significantly during the pandemic and use/participation is expected to continue to expand in the years ahead. Ultimately, full-time online enrollment has grown approximately 40% from pre-pandemic to post-pandemic levels and this growth also does not capture the increased use of online instruction among students who are not counted as online students (i.e. blended/hybrid students), which the department has found to be significant. In addition, CDE is seeing growing use of blended programs (where students enrolled in brick and mortar schools are learning regularly for part of their week/semester at home through digital means), and these program types have increased workload on the office (evaluating funding eligibility and working with the School Finance Office to refine guidance to schools/districts/BOCES).
- It is important to note that the remote learning that occurred in the early phases of the pandemic was an emergency, unplanned response to educate students when in-person instruction was suspended and/or because of ongoing health concerns related to COVID. Because this instruction was unplanned and educators were largely untrained, aggregated data did not show great learning outcomes - particularly when compared to pre-pandemic indicators. Educators and systems did the best they could on short notice, but it's clear that emergency remote instruction, scaled across an entire system, did not advance student learning in a comparable way to the pre-pandemic system. That said, many education researchers have seen meaningful online/blended models that can be effective when implemented well and delivered to students seeking and prepared for the type of instructional delivery. CDE is starting to see greater investment in developing these more permanent models across the state (i.e. intentional school designs and permanent staffing changes where more highly qualified teachers are shifting to be online/hybrid teachers) and families making more long-term enrollment decisions toward online schooling.

13 [Sen. Rankin] Provide an update on utilization of both fully online and hybrid online programming.

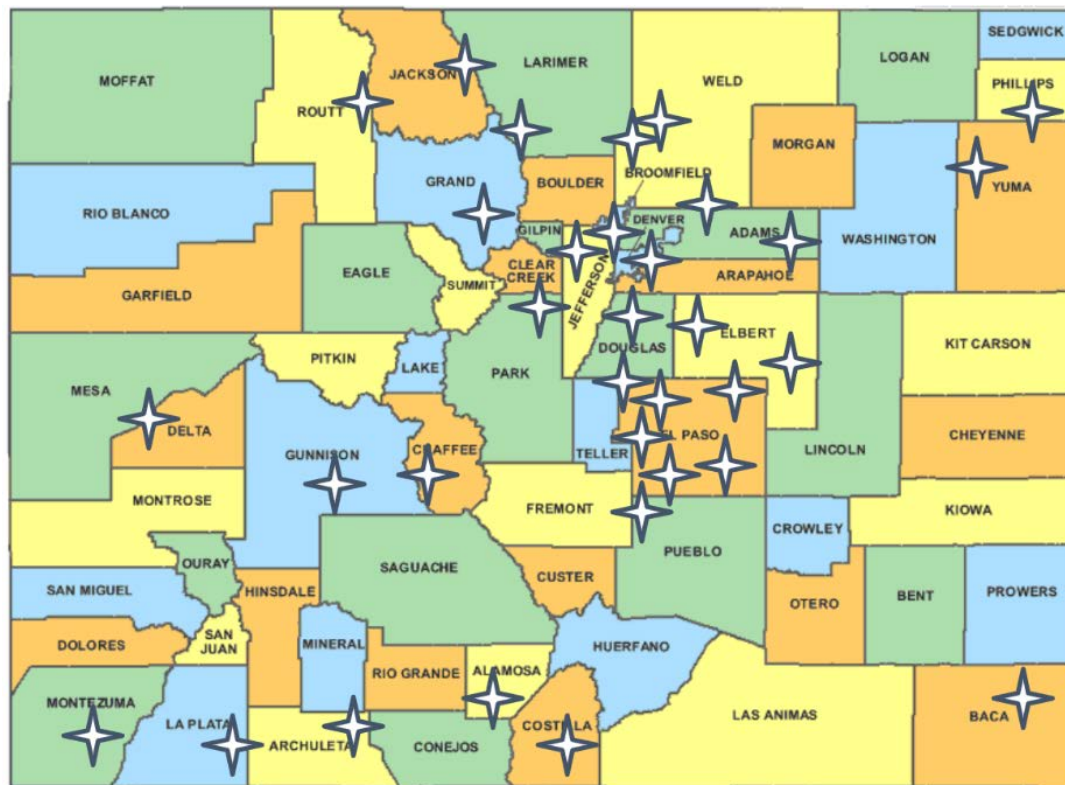
As education models evolve post-COVID, there will be a proliferation of practices in the online/blended space at a scale that the state has never before seen. Although not all will continue this practice, many schools and districts have a desire for increased use in a more systemic way). The problem for the state is to provide proper guidance to the field related to

evolving practices that are fundable and those that are not and to facilitate dissemination of promising instructional practices in online and blended learning environments. By building greater state capacity, the department also has an opportunity to help shape advanced thinking on policy considerations that can expand use of meaningful evolving practices and protect against ineffective practices.

- 14 [Sen. Bridges] Provide more information about the geographic disbursement of students accessing hybrid education program. Are these primarily accessed by students in rural areas?

Unfortunately, the state does not collect information on the use of hybrid models. For example, if a full-time student was enrolled in six classes and four of the classes were in-person and two were supplemental online, the department does not have any way of knowing that through existing data collections.

That said, the department did run a “variance waiver” process last year that allowed schools/districts greater flexibility if they shared information with the state about specific learning scenarios (for example, a brick and mortar student who took four online classes and only two in-person classes). The map below shows the geographic location of those schools/districts that sought variance waivers:



As you can see from the above graphic, there are a variety of districts in the front range and rural areas that sought waivers for the types of hybrid models they were using.

- 15 [Sen. Rankin] Discuss how Colorado Empowered Learning/Colorado River BOCES fits into the Department's role in supporting online instruction. Provide an update on the program.

Colorado Empowered Learning is the name associated with the Statewide Supplemental Online and Blended Learning program described in 22-5-119, C.R.S. The Colorado River BOCES is the administering BOCES selected for this program.

Under this program, the BOCES shall ensure that all school districts, charter schools, and BOCES in the state have access to:

- Supplemental online and blended learning resources, including supplemental online education resources available from contract providers (in this case, Colorado Digital Learning Solutions), and a library of digital course content
- Professional development resources that support teachers with integrating supplemental online and blended learning into educational programs
- Consulting assistance to schools, districts, and BOCES that choose to use supplemental online and blended learning for students

Thus, this program is a critical state resource for supporting schools, districts, and BOCES with utilizing blended and supplemental online learning.

The existing state appropriation for the program, \$1.2 million annually, was utilized to implement this program at a participation rate far below what was needed through the COVID-19 pandemic and to this present time. Through this period, the department has utilized federal relief dollars to expand capacity of the program to meet school/district/BOCES needs. CDE has also been able to use this relief funding to advance development of the "library of digital course content" that the department now refers to as the OER (open education resource) environment for K-12 educators. This project has been effectively managed by the BOCES. CDE is also working with the BOCES to pilot a synchronous online learning course option with Federal relief dollars as this is an area where the department currently lacks state capacity to respond to situations where systems need additional live teacher-pupil contact for students delivered remotely.

Last year, the department conducted a five-year review of the Colorado River BOCES as the administering BOCES for this program. This review included a review of a comprehensive body of evidence provided by the BOCES demonstrating the ways in which they have served the state through this time. From a review of the materials, interviews with leadership from the BOCES, and stakeholder engagement with the Colorado BOCES Association, the department determined that the work of the BOCES has been effective in administering this program and that it was clearly in the best interest of the state to continue working with the Colorado River BOCES on this project for the next five years.

As mentioned, the capacity of the BOCES to administer this program has been increased significantly in recent years through the use of federal COVID-19 relief dollars (GEER, ESSER I, and currently ESSER II and ESSER III). As these funds expire, the state will need to evaluate the extent to which CDE may be seeing a new, and permanent increased state demand for services from this program. Take for example, the following statistics on supplemental online course enrollment:

- SY19-20 - 3,352 course enrollments
- SY20-21 - 66,603 course enrollments

- SY21-22 - 11,943 course enrollments.

The department also anticipates seeing similar long-term increases in the need for educator professional development and access to online course content through the OER environment in the years ahead.

R7 PROACTIVE INTERVENTION TURNAROUND SCHOOLS

- 16 [Sen. Rankin] What evidence do you have that these programs have worked? Discuss how the Department is evaluating the impact of these grants and which interventions and consultants are effective?

CDE is deeply committed to evaluation and continuous improvement of the programs administered by the department. CDE has contracted for evaluation of the turnaround supports. The department worked with CU Boulder's Center for Assessment, Design, Research and Evaluation (CADRE) to conduct a review. According to CADRE's report on the program, "*the trends observed in the data are still consistent with positive, educationally meaningful improvements in student achievement for schools receiving supports to participate in the STN [School Turnaround Network] and STLD [School Turnaround Leadership Development] programs. In addition, by 2018-19, the most recent year for which SPF ratings were reported, the majority of schools that participated in either the STN or STLD earned Performance or Improvement SPF ratings, the two highest ratings.*" For example, for the first cohort of schools participating in the Turnaround Network, 100% of schools were in the bottom two performance categories. By the end of participation in the Turnaround Network, 92% of schools earned a Performance or Improvement SPF rating.

The [external evaluation](#) with CADRE was designed to support CDE in understanding the demographics and profile of schools that participate and their overall trajectory. Since the offered supports, like the School Turnaround Network and School Turnaround Leadership Development programs, are only provided for up to three years, the goal of these programs is to reverse negative trends in performance, and help create systems for longer-term, sustainable improvement that will occur during and after participation in the offered support. The report indicates that these offered supports are successful in achieving this goal. "The small positive trends detected for each cohort of participating schools holds promise that these initiatives are supporting improvements in student academic achievement rather than exacerbating low performance as observed during the years prior to joining these programs" (Shear et al., page 4)¹.

In the fall of 2021, CDE and CADRE began a more in-depth qualitative, case study evaluation of the School Transformation Network (STN) (previously called the "Turnaround Network"). The purpose of these case studies was to document and learn from the past and current work undertaken by schools to implement and sustain the improvement strategies that they embarked on during their time in STN. Additionally, these case studies will help the state learn about the components of STN that can lead to the effective implementation of improvement strategies, thus supporting current and future STN schools. The state legislature set aside funding to support this evaluation to inform future

¹ Although CADRE notes that the analyses cannot support strong causal claims, this is due to the analytical methodology rather than any ambiguity in the data. The CADRE report used a descriptive approach due to "the great difficulty of disentangling the effects of these two programs on student achievement from the effects of other factors" (Shear et al., 4).

state supports and policy decisions grounded in promising practices from the field that are research-based. This evaluation was designed to answer the following evaluation questions:

- i. What conditions and practices led to better outcomes in former turnaround schools?
- ii. Do things such as level of implementation of key school improvement strategies, leadership experience and background, specific support program(s) participated in, and district support for participating schools lead to improved outcomes in schools?

During the quantitative, descriptive analyses of STN, two schools that completed participation in STN were identified by CADRE as potential case study sites. These two schools were selected based on strong student achievement and growth gains made during their time in STN that were then sustained after participation ended. These two schools also demonstrated strong relationship building with their district leaders and CDE staff. These relationships continued after participation ended. These two schools are Centennial Elementary School and Prairie Heights Middle School in the Greeley-Evans 6 School District.

Summary highlights of this evaluation are also available on pages 6-9 of the [2022 School Transformation Grant Legislative Report](#).

Through the ongoing evaluation, CDE is excited to learn about the conditions needed to result in the significant turnarounds seen in some schools that have participated in the department's intensive support programs across the state. With that information, the state will be better equipped to support these conditions in the schools and districts where there haven't been as impressive results yet.

R8 EVALUATION SUPPORT

- 17 [Sen. Bridges] R8: How many evaluation specialists does the Department currently employ? Clarify how the new position fits into the Department's overall plans for evaluating programs.

The Department currently employs 9 FTE who spend the majority of their time on evaluation. There are other staff who provide some data and/or evaluation support, but it is not the majority of their job. The current staffing is not sufficient for thoroughly evaluating the dozens of programs that CDE administers. Currently OSPB is providing funding to CDE to evaluate the Behavioral Healthcare Matching Grant via the OSPB implementation and evaluation grant program. OSPB suggested CDE find a long-term source for funding this evaluation position; thus this budget request. The requested FTE would allow a move towards causal evidence in the evaluation of the Behavioral Healthcare Matching Grant as well as evaluating other grants that currently do not have formal evaluations developed or funded among the 40+ grant programs the Student Pathways Unit administers. The goal would be to evaluate at least three more grants with this funding now that a basic evaluation system has been established for the Behavioral Healthcare Matching Grant.

- 18 [Sen. Bridges] Last year the Department discussed wanting to hire a grant coordinator and a program evaluator. Has the Department hired additional staff for either purpose?

The Department has hired an Evaluation and Data Lead after the legislature's approval and funding of the request in 2022. The individual started at CDE mid-October 2022.

- 19 [Sen. Zenzinger] What evaluations have been completed so far on the Behavioral Health Care Professional Matching Grant Program? What do we know about its effectiveness? Discuss the plans for further evaluation.

Both quantitative and qualitative data are used to evaluate the Behavioral Health Care Professional Matching Grant Program, with the goal of gathering both process and outcome information to iteratively improve on program implementation. In its most recent Legislative Report (2020-21), the measures of effectiveness that were used were:

- Increase the presence of licensed school health professionals in Colorado K-12 schools: the grant was funding 153 school health professionals (school nurses, counselors, social workers, psychologists) in 54 districts, charter schools and BOCES.
- Provide behavioral health education and intervention to students who are enrolled in elementary and secondary schools: 120,590 students were provided with universal mental health promotion; 32,291 2020-21 students received targeted, small group intervention; 20,491 students were provided with individualized support.
- Provide training and resources for staff on implementation of evidence-based programming, substance use prevention, and behavioral/mental health promotion: training to 8,092 staff members provided information necessary to support student behavioral health needs.
- Allow school health professionals to connect students enrolled in elementary and secondary schools with services provided by community based organizations/ provide care coordination for students (implemented by more than 60% of grantees)

The most recent legislative report, as well as prior reports, can be found here:

<https://www.cde.state.co.us/healthandwellness/shpg#legreport>

The plan for future evaluation of this grant is to move towards causal evidence by comparing outcomes in the districts, charter schools and BOCES that benefited from the grants to outcomes in those that applied but were not funded, and even those that did not apply. The requested FTE would also build on the work that has been done on the Behavioral Health Care Professional Matching Grant Program (logic models, data collection templates and methods, etc.) to evaluate other, similar grant programs that are not currently evaluated.

STUDENT OUTCOMES/EARLY LITERACY

- 20 [Staff] How are students faring post-pandemic? Does the Department believe federal ESSER funds are being used effectively by districts to address learning loss/academic recovery?

How Students are Faring Academically Post-pandemic

In spring 2022, Colorado administered the Colorado Measures of Academic Success (CMAS) English language arts and math in grades 3-8 and PSAT/SAT to students in grades 9-11. In addition, ACCESS for ELLs, Colorado's English language proficiency assessment, was administered to multilingual learners in grades K-12. These assessments provide the only consistent measurement of state-level student achievement in Colorado, thereby providing unique information on achievement in Colorado.

In August, the department presented detailed 2022 state assessment results to the State Board of Education. The powerpoint may be found at [2022 CMAS and PSAT/SAT Assessment Results](#). Full assessment results may be found through [Assessment Division | CDE](#)

The state assessments provide indicators that student learning and achievement during the pandemic have been significantly impacted across our state. In general, this is evident across district settings, content areas, and grades. Student populations were not all impacted to the same degree; some student groups experienced disproportionate impact. If the Joint Budget Committee would like more detailed information on this topic, we are happy to provide additional information.

Key conclusions that can be made based on the spring 2022 CMAS data are:

CMAS:

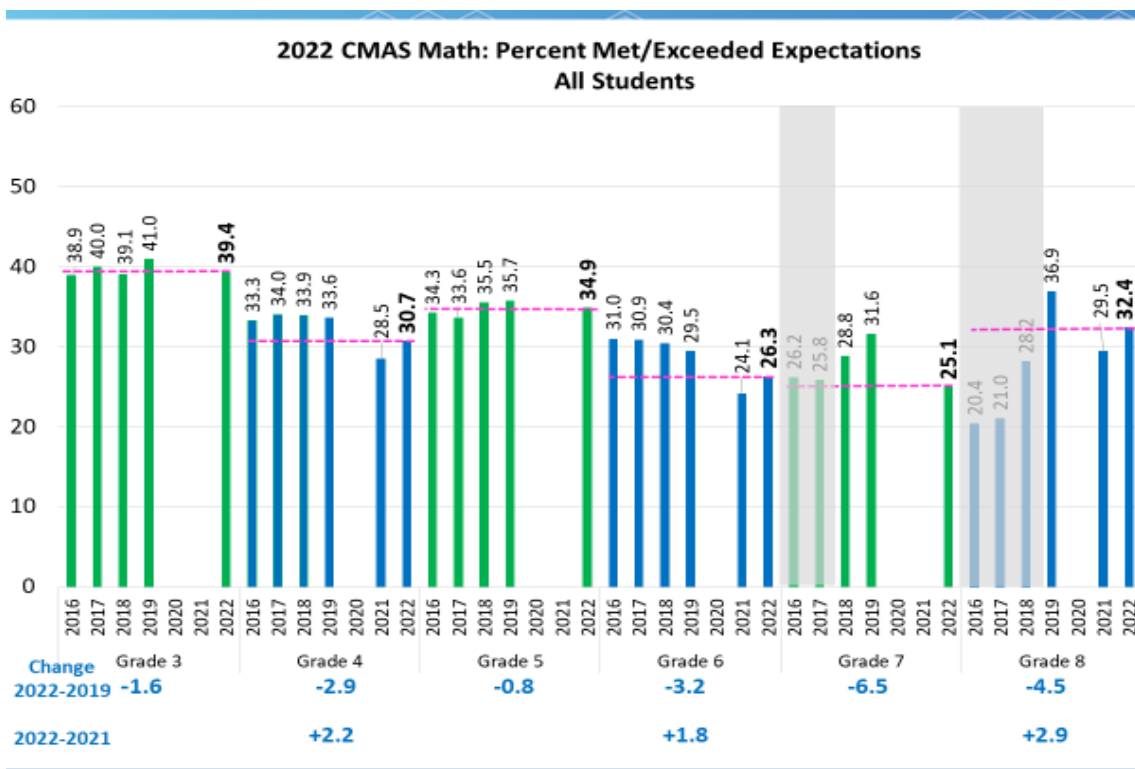
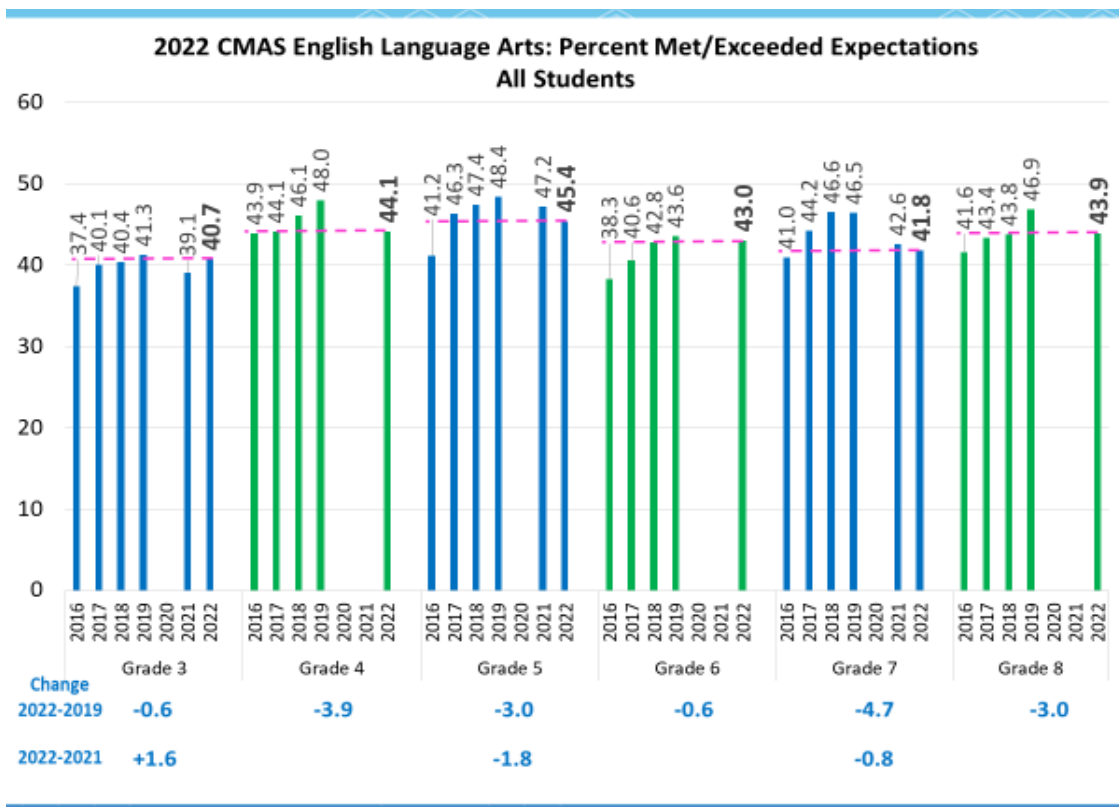
- While grade 3 English Language Arts (ELA) and all grades of Math tested in 2021 had a higher percentage of students who met/exceeded standards in 2022, all CMAS grades in ELA and Math had lower percentages of students who met/exceeded standards compared to 2019.
 - Decreases ranged by 0.6 (grade 3 ELA) to 6.5 (grade 7 math) percentage points
- Double digit gaps (23.3 to 42.6 percentage points) continue to exist between student groups based on race/ethnicity (white group compared to Black and Hispanic groups), free and reduced lunch status, IEP status and multilingual status.*

PSAT/SAT

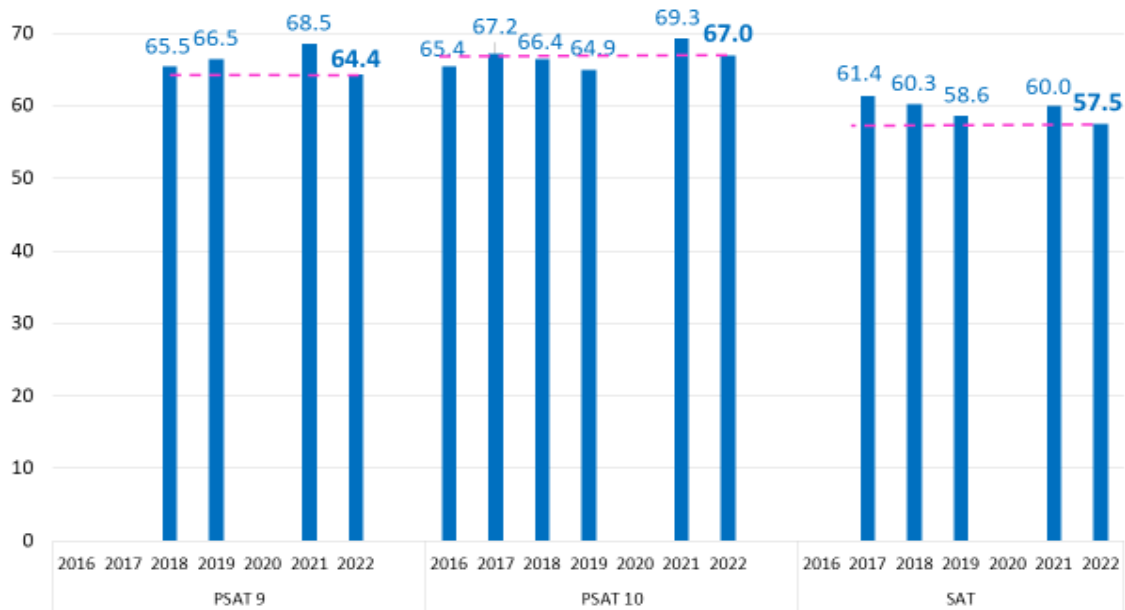
- While the percentages of students who met or exceeded expectations (college readiness benchmark) on PSAT 10 were higher compared to 2019, they were lower on PSAT 9 and SAT, with decreases larger in Math than Evidence-based Reading and Writing.
- Similar to CMAS, double digit gaps (27.0 to 59.3 percentage points) persist between key demographic groups.*

*Where gaps decreased in terms of met/exceeded expectations compared to 2019, it tended to be because the historically higher achieving group decreased more than the historically lower achieving group.

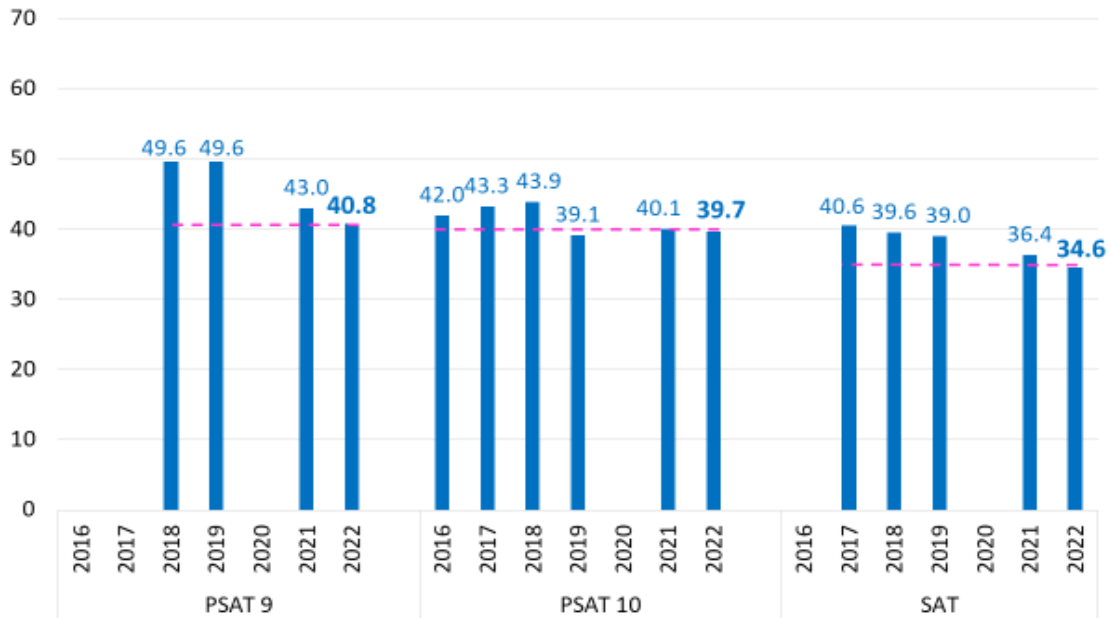
The following charts display the trends in achievement results by grade and content areas.



**2022 PSAT/SAT Evidence-based Reading and Writing (EBRW): Percent Met/Exceeded Expectations
(Percent At or Above Benchmark)
All Students**



**2022 PSAT/SAT Math: Percent Met/Exceeded Expectations
(Percent At or Above Benchmark)
All Students**



- *Does the Department believe federal ESSER funds are being used effectively by districts to address learning loss/ academic recovery?*

ESSER funding is allocated in two major ways. The first is a set formula based on the Title I allocation to districts. The second is through state-level distribution, based on determined needs and priorities, which can be competitive, formula-based, and/or direct services from CDE to districts. Every district receiving ESSER funds under the Title allocation formula (the 90%) has the flexibility to use those funds in eligible ways so long as those uses are allowable under federal law and address the specific pandemic-related needs of students and families in the communities they serve.

The uses of ESSER funds identified by districts has evolved over time. While ESSER I funds were generally focused on meeting the immediate need of students and families during the onset of the pandemic (e.g., technology to support remote learning, continuity of support services) and ESSER II funds were focused on the supports necessary to safely return to and operate schools (e.g., PPE, cleaning and sanitization supplies), ESSER III funds have been primarily focused on addressing learning loss and accelerating learning for those most impacted by the pandemic. When looking at the budgeted uses of funds across all three ESSER funds, almost 50% of all ESSER funds have been budgeted for an instructional use (e.g., specific activities to address learning loss, summer and supplemental afterschool programs, educational technology, remote learning supports, and other instructional programming). Many of those funded activities are currently being implemented and their impact on addressing learning loss can only be determined after implementation is complete.

As the academic assessment data above indicates, there is still much needed to fully address the learning impacts of the pandemic. However, the data also offer some indications that the return to school and the programs being offered are having some positive impact. For instance, when comparing achievement scores across 2021 and 2022, students in grades 4, 6, and 8 demonstrated increases in achievement in mathematics while the same was true for ELA for students in 3rd grade.

In addition, many districts indicated to CDE during the initial budgeting phases that they would be revisiting their plans for ESSER funding once the assessment data was made available and they were able to identify specific challenges to address. CDE continues to support districts in adjusting budgeted uses of ESSER funds as priorities and needs shift in their communities and will continue to monitor how the ESSER funds are impacting Colorado's students.

- 21 [Sen. Rankin] How are early literacy outcomes looking post-pandemic? Should the General Assembly consider further adjustments to early literacy programs and requirements?

Colorado supports early literacy through READ Act implementation. In 2021, 22.8% of students in kindergarten through third grade were identified under the READ Act as having a significant reading deficiency. In 2022, this number decreased to 21.3%, but is still higher than pre-pandemic rates. Colorado 3rd grade CMAS scores for the 2022 school year showed an increase (1.6%) in the percentage of students who met or exceeded expectations (40.7%) from the previous year inching closer to pre-pandemic level performance (41.3%). When comparing Colorado to other states using data from the National Assessment of Educational Progress (NAEP), it is among only 8 states that had a higher percentage of fourth grade students (38%) performing at or above the average NAEP proficiency score (32%). Furthermore, the majority of states in the union had students continue to score lower on the fourth grade literacy assessment while Colorado was among a handful of states that held steady.

NUTRITION PROGRAMS

- 22 [Sen. Zenzinger] Discuss your plans for implementing Proposition FF. Will additional legislation be needed? Do you anticipate requesting a supplemental appropriation for FY 2022-23?

CDE will be working with the State Board of Education to promulgate rules January-April 2023. FTE and updates to the CDE School Nutrition Technology system are needed to begin implementing the program. FTE will cover training and technical assistance to districts. Training began in November 2022 and will continue through June 2023. The technology system will need updates to allow for state reimbursement claims and program application criteria. The system will be upgraded and tested from January 2023-June 2023 to ensure new system functionality occurs starting July 2023. A supplemental appropriation for FY 2022-23 will be requested to cover the related expenses. These expenses are outlined in the fiscal note to HB22-1414.

PUBLIC SCHOOL CAPITAL CONSTRUCTION/B.E.S.T.

ONE-TIME FUNDING AUTHORIZED IN RECENT LEGISLATIVE SESSIONS

- 23 [Rep. Sirota/Sen. Bridges] Discuss why the B.E.S.T. program couldn't spend the full \$10 million authorized in S.B. 21-202 (Public School Air Quality) and any recommendations for using the balance of the funds (e.g., extend spending period for funds previously awarded, direct to other B.E.S.T. program needs, etc.)
- Staff ran two grant rounds and awarded \$7.2M in grants. Ultimately \$5.3M was reimbursed before the appropriation expired. Most applicants reported they were able to complete all purchases and reimbursements (some with savings). Some applicants ran out of time before they could complete their purchases (due to supply chain issues). The department knows of at least one smaller district that was unable to complete purchases and so their contractor never delivered. The department knows of a few larger districts that say they would continue to purchase extra filters if given the opportunity.
 - Timing was a factor for a few. The availability of resources (like ESSER) to address air quality in this manner may have also been saturated. CDPHE will be running a similar program this year.
 - Recommendations are to transfer the appropriation to either traditional BEST grants (with an equivalent increase to available grants next FY) or elsewhere, and/or extend the appropriation so that grantees who were not able to complete their purchases and reimbursement have more time--knowing that some larger districts will also take advantage.

RFI #4 – B.E.S.T. EFFICIENCIES

- 24 [Sen. Zenzinger] Please discuss your recommendations for ensuring the B.E.S.T. program uses its dollars as efficiently as possible.

BEST grants are awarded on an annual cycle. After each award cycle a staff and board meeting is held to review the entire grant process, identify areas of improvement, and then plan and execute those improvements. This year's meeting resulted in a recommendation to engage with BEST applicants, contractors, architects, and owners representatives to specifically address the importance of choosing efficient solutions, designs, and construction processes. Staff is currently looking into the following:

- How to highlight successful projects – including renovations, replacement schools, and maintenance projects
- Tours of successful projects
- Conference roundtables on lessons learned by superintendents and boards
- Mentorships for superintendents and boards
- Annual conference of vendors (owner's representatives, architects, project managers, etc.)

Staff and board also discussed changes to the BEST grant application and board scoring rubric to better emphasize maintenance requirements, require stronger justification for replacement schools vs. renovations, and to highlight space utilization efficiencies. This has resulted in the following revisions (to be implemented this grant round):

Application

Question F was revised to read “In the solution section, describe in detail how the solution being proposed efficiently and effectively addresses the specific deficiencies listed above. Describe the scope of work proposed to be completed with this BEST grant.”

Question G was revised to read “Describe the planning and diligence that has been undertaken to prepare the proposed solution, noting any architectural, functional, infrastructure, site analysis, technology, or construction standards used, and efforts to ensure the solution is the most efficient and effective use of state and local resources.”

Also, a request was added to include classroom utilization analysis in the submittal documents for new school and major renovation projects.

Scoring Rubric:

Solution question was revised to read “The solution presented by the applicant effectively and efficiently resolves all critical deficiencies noted within the application.”

Cost question revised to read “The project cost is appropriate and an effective use of state resources, evaluated in terms of total cost, cost per SF, cost per pupil, and/or other metrics at reviewer's discretion.”

Project Area question revised to read “The proposed project uses facility square footage efficiently for the student population and program. In the case of narrow scope renovation projects, the affected area of the project is supportable and appropriate for the proposed scope of work.”

TEACHER SHORTAGES

- 25 [Sen. Zenzinger] Provide the current data you have about teacher vacancy rates and shortages? Are there actions the General Assembly can take to address further?

The most recent data available is for FY 2021-22. Data for FY 2022-23 will not be available for several more months. FY 2021-22 data indicates:

- Approximately 7,000 teaching and Special Service Provider (SSP) positions needed to be hired for in 2021-22, which includes all available teacher and SSPs positions within a district and across districts. These positions are available to be filled by educators switching districts and/or schools and newly trained educators completing preparation programs. This represents 10% of all teaching and 16% of all SSP positions in the state. For the third consecutive year, the number of open positions was slightly lower than in the preceding school year for both teachers and SSPs in 2021-22. Over 300 principal/assistant principal positions and over 2,000 paraprofessional positions needed to be hired for in 2021-2022.
- Of the 5,729 teaching positions to hire, 440 (8%) remained unfilled for the school year and 1,128 (20%) were filled through a shortage mechanism. Despite the three-year decrease in total positions to be hired, there has been an increase in the percentage of positions that remain unfilled (+6% since 2019-2020) and that are filled via a shortage mechanism (+7% since 2019-2020).
- Of the 1,102 total SSP positions to hire, 192 (17%) remained unfilled for the school year and 98 (9%) were filled through a shortage mechanism. The proportion of unfilled SSP positions rose by 10% from the 2020-2021 academic year.
- Of the 302 total principal/assistant principal positions to hire, 8 (3%) remained unfilled for the entire school year and 9 (3%) were filled through a shortage mechanism, representing a slight increase in the percentages of principal/assistant principal positions unfilled and filled through a shortage mechanism compared to the prior year.
- Of the 2,174 total paraprofessional positions to hire, 205 (9%) remained unfilled for the entire school year and 48 (1%) were filled through a shortage mechanism. Though the percentage of paraprofessional positions unfilled or filled through a shortage mechanism was relatively stable in comparison to the prior year, there were nearly twice as many paraprofessional positions to hire for than in 2020-2021
- In core teaching subject areas, statewide shortages were greatest in the following areas: special education, mathematics, science, world languages, and early childhood education.
- In SSP categories, shortages of school psychologists, school occupational therapists, and school physical therapists were the most common statewide.

Feedback from educators or those who are trying to become educators continues to indicate that the most important things provided by the legislature are: 1) funding through grant programs directly to pre-service candidates to complete their educator preparation and bachelor degree programs; 2) ensuring funding for multiple pathways into the education profession, including paraprofessional

programs, grow your own, alternative and traditional programs; 3) stipends to support cost of housing and living; 4) for retention of educators, funding to increase salaries so they are at or above the cost of living in all communities across the state.

All educator shortage information can also be found online at <https://www.cde.state.co.us/educatortalent/edshortage-surveyresults>.

26 [Sen. Bridges] How many teachers have not come back and why?

Data for the current school year, 2022-23 is not collected until the end of 2023, so the department does not have statewide real time data on teacher employment. CDE collects teacher mobility data, which includes teachers that move from school to school or district to district. CDE does know if a teacher is no longer employed in a Colorado school district, but the department does not know if they left the profession or possibly moved out of state and are still in education.

In the 2021-22 school year approximately 17% of our educators moved positions in some capacity. Meaning they may have moved school districts or schools, or moved to central office positions, such as principal or district level employment. This is an increase from the 2020-21 year which was 14%. In a 2022 stakeholder meeting regarding educator retention and recruitment, feedback from teachers who were thinking about leaving the education profession cited the following reasons: stress of the job, lack of respect, lack of equitable pay that kept pace with cost of living (including housing costs), and lack of positive school level leadership.

CATEGORICAL PROGRAMS

27 When was the last time that the State (General Assembly, Department, or otherwise) reviewed the adequacy of funding for the Special Education Programs for Gifted and Talented Students line item? Please discuss the last formal review and any information that the Department can provide on the adequacy of funding at this point in time (FY 2022-23 or the most recent year for which information would be available).

The last time the budget was reviewed was with the passage of HB 14-1102 and the Universal Screening and Qualified Personnel (USQP) grant. Anecdotally, CDE distributes a little under \$11 million (3150 and 3228). Based on budget reports, AUs put in approximately \$32.5 million of their own funds.

28 Similarly, please discuss the adequacy of current funding provided through the Public School Transportation categorical program in supporting local education providers' costs in providing transportation services.

Public school transportation is funded as part of the categorical allocation annually. The following table shows the total funds provided via this categorical allocation for the past five years. The table also includes the state average for the percentage of districts' total transportation costs are reimbursed via the categorical allocation:

	Categorical Allocation	Statewide Average Percentage of Current Operating Expenditures Reimbursed
FY2017-18	\$58,325,859	22.83%
FY2018-19	\$59,702,367	21.63%
FY2019-20	\$60,798,417	22.17%
FY2020-21	\$61,987,589	24.01%
FY2021-22	\$61,980,701	21.35%

The categorical allocation from FY21 to FY22 is flat because the entire categorical allocation due to inflation was allocated to Special Education in FY22. Therefore, all of the other categoricals (transportation, English learners, gifted & talented, etc.) did not receive an increase in FY22. As the chart demonstrates, the current allocation for transportation reimburses just over 21% of district expenditures for transportation. This percentage has been steadily declining over time as the increases in the categorical allocation have not kept pace with the increases in district expenditures. For comparison, in FY15, the allocation reimbursed 26% of district expenditures. As a reminder, the only expenditures eligible for reimbursement are those associated with transporting students to and from school; costs associated with activities (i.e. sports, field trips) are not eligible. Capital expenditures (i.e. purchases of new school buses) are also not included or eligible for reimbursement.

In FY22, the Department convened a stakeholder working group with representatives from a wide range of districts to evaluate both the adequacy of transportation reimbursement funding and the formula and process for reimbursement. For reference, the current reimbursement formula is extremely complex and the data submission process has been identified by districts and the Department as both error-prone and cumbersome. Of the 176 data submissions in the fall of 2022, only two were error free. Many districts reported spending more than 40 hours on this submission.

The working group developed a set of recommendations for simplifying the formula for calculating transportation reimbursement, drastically simplifying the process by using only one or two data points (one of which the Department already collects) and creating a more equitable distribution of funds that more adequately reimburses small, rural districts in particular. Any time a distribution formula is adjusted, it creates changes in potential funding for most or all districts. If the working group's recommendations were adopted, the Department calculates that an additional investment of \$10-20M would negate the need for a hold harmless provision; all districts would receive the same or more funding for transportation as compared to what they currently receive. Adopting one or more of the working group recommendations would require legislative change, as the formula calculation is currently outlined in statute (C.R.S. 22-51-104).

FACILITY SCHOOL WORKGROUP REPORT/

DEPARTMENT EXCEPTIONAL STUDENT SERVICES UNIT

- 29 [Sen. Zenzinger] With the decline in the number of students receiving services from facility schools, how are these students now receiving services? What does the Department know about the quality of services for these students? Would potential new “Tier C” special education funding serve such students?

School districts may be providing the services within existing programs or homebound placements (for significant maladaptive behaviors) that interfere with the student’s ability to learn, or they are contracting with eligible facilities, private entities, or other programs that provide the specific services needed. It should be noted that while homebound services are appropriate in some specific situations, homebound services for students with significant social maladaptive behaviors is typically not an appropriate option to ensure students receive a free and appropriate education (FAPE) as required under the IDEA.

The school district bears the burden of ensuring quality services that meet the needs of students to ensure FAPE, regardless of where the student is being served. The department does not have oversight of the services provided by eligible facilities, private entities, or other programs outside school districts or CDE approval.

The current high-cost funding mechanism is sometimes referred to as “Tier C.” The current high-cost funding mechanism was established through House Bill 06-1375. Each year a total of \$4 million is appropriated under the ECEA to reimburse districts for students in high-cost placements or programs. Of the \$4 million annually allocated, \$2 million is designated for out-of-district (OOD) placements. In order to apply, districts must meet an annual expenditure threshold of \$40,000 per student. In addition, the fiscal impact of the student’s high-cost placement on the school district’s overall budget is reviewed as part of determining which districts are awarded reimbursement. While additional Tier C funding could be used to off-set the cost of placements in facility school settings, it would likely require a change in how Tier C funds are applied for and distributed, as well as an increase in the amount allocated for high-cost (Tier C) funding.

- 30 [Sen. Zenzinger] Discuss the proposal to add a Technical Assistance Center. What do we know about what districts need to serve students who used to be served in facility schools? How would additional technical assistance address that need?

Through the school district/BOCES survey conducted by the Model Facility Schools Workgroup established by Senate Bill 21-274, school districts and BOCES expressed the need for staff training, coaching, and support with program development. Examples of staff training to address student needs included: managing and instructing students with various disabilities who exhibit maladaptive behaviors that are harmful to self or others, students with serious emotional disabilities, with high acuity, students with multiple disabilities, traumatic brain injury, ADHD, and bipolar disorder. The technical assistance center could provide and/or deploy experts to provide training, coaching, resources, and support to rural/outlying school districts, in-person or remotely. With the proper training, resources, and support many rural/outlying school district educators could provide services to meet current student needs within their existing buildings.

In addition, rural/outlying areas in Colorado do not always have the staffing or community resources in all areas of student needs, especially acute behaviors. For this reason, the workgroup prioritized these geographic areas for technical assistance.

- 31 [Staff] Discuss the proposal to add new CDE-licensed Day Specialized Schools. How should the State differentiate between which schools for high needs students should be authorized and receive PPR/baseline support from the State and which should be authorized and receive PPR/baseline support from school districts?

The recommendation from the working group to create a new Specialized Day School is intended to address the increasing number of special education students in Colorado that are identified with disabilities such as autism spectrum disorder, intellectual disability, or developmental disability with significant maladaptive behavior issues, ADHD, and bipolar disorder. These schools would not provide clinical treatment and, therefore, would not require a treatment license through human services.

All new Specialized Day Schools would need to follow the CDE Office of Facility Schools approval process. Additional requirements for zoning, fire, and health department inspections would be included. Once approved by the Facility Schools Board, the school would be eligible to receive PPR/baseline funding through CDE, as do all approved facility schools. The school district would only be responsible to pay the tuition cost rate to the Specialized Day School. The tuition cost rate is established and approved annually by the Colorado State Board of Education.

Further, the working group recommended that any Specialized Day School program approved by CDE's Office of Facility Schools should receive PPR/baseline support. School districts could continue to contract for services outside these CDE approved facilities, but the district would assume responsibility for fully funding the placement and ensuring that facility was appropriate to needs of the student including the provision of FAPE for special education students.

COLORADO SCHOOL FOR THE DEAF AND THE BLIND

[Note: the following two questions are directed to both CSDB and the Department. Both are requested to respond]

- 32 [Staff] How can CSDB ensure that its students demonstrate excellent academic progress? Discuss the staff recommendation that CSDB works with the Department's Exceptional Student Services Unit to identify and track student outcomes measures for CSDB that both entities believe fairly represent CSDB's performance in comparison to other institutions serving deaf/hard of hearing and blind/visually impaired students.

The student population at CSDB is diverse and the only residential program for Deaf, Blind/Visually Impaired, or Deafblind students in Colorado. The CSDB and the CDE both agree that the CSDB needs to better represent student outcomes and commit to working collaboratively to identify the most appropriate way to do this. The Colorado Measures of Academic Success (CMAS) assessment data is from the 2019 school year, and no recent data has been provided. This is a start for demonstrating student outcomes. In addition, the CMAS assessment is only representing students in grade 3 – 8, so the sampling of academic progress is reflective of only a small number of students we serve on-campus. This sampling does not represent PreK through second grade, high school, or our

transition program. In addition, this sampling does not reflect the students we serve both in our Early Education programs, PreK-12 services statewide, or services provided to stakeholders.

The CSDB and the CDE agree that there are limitations to the comparison group due to the factors mentioned. In addition to the limitations of the small grade level sampling, and the fact that the data are not representative of all programs and services, the CSDB notes that there are other demographic factors that are not considered in the data sampling. The CMAS assessment measures students' proficiency of grade level standards. A considerable number of students who are Deaf are born to hearing parents, therefore do not have full access to an accessible, visual language, leading to significant language deprivation. This impacts the students' ability to learn academic content due to significant language gaps. For students who are Blind/Visually Impaired, the critical skills in the Expanded Core Curriculum are not assessed within CMAS assessments. A more holistic approach to measuring student progress and outcomes would include other assessments, in addition to CMAS, that represent these areas, as well as Social Emotional Learning measures. The CDE and the CSDB will work together to identify clear, measurable outcomes that could include district assessments as well as Kindergarten Readiness and READ Act assessments. In addition, the CDE and the CSDB will work to expand the outcomes to include other programs and services so they are represented in the student outcome data.

The other significant challenge with the outcome data is the ability to find an appropriate comparison group. Since the CSDB is the only residential school in the state of Colorado that serves Deaf, Blind/Visually Impaired, and Deafblind students, finding an appropriate comparison group is difficult. The CSDB will research other schools for the Deaf and Blind to identify the possibility of developing a national comparison. The CSDB would like to note these conversations have been happening on a national level for several years and the school has been part of those conversations. The ability to provide a national comparison relies on the willingness of other specialized schools and programs to share their student outcome data, as well as resources for significant data analysis. In addition, there are variables that will need to be considered related to the validity of the data to include a standardized process for administration and accommodations for assessments, finding enough similar local assessments with schools providing data to develop an adequate sample size, and concerns related to student data privacy.

In response to the recommendation in the Independent Program Review (IPR), the CSDB has also started the process of an additional accreditation through the Conference of Educational Administrators of Schools and Programs for the Deaf (CEASD), which is a national accreditation specifically for Schools for the Deaf. Simultaneously, the CSDB will be seeking accreditation through the Association for Education and Rehabilitation of the Blind and Visually Impaired (AER), which accredits schools for the blind/visually impaired. The estimated timeline for completion of the accreditation process may take 18-24 months. The CSDB will work with both accreditation organizations to identify additional ways to demonstrate student outcomes.

- 33 [Staff] Discuss the differences between CSDB's statewide responsibilities for deaf and hard of hearing/blind and visually impaired students versus those of the Department. Are changes needed (including to statute) to clarify or modify the responsibilities and resources of each entity?

The CSDB and the CDE both believe there are not changes needed to statute to clarify the roles and responsibilities of each entity. The departments have been collaborating to clarify roles during this school year and have begun regular meetings. The departments have discussed responsibilities and have identified the main differences in each entity's role. The CSDB provides student and family-focused programs and services across the state to include Early Intervention, PreK-12th grade

school-age services, and other stakeholder services such as American Sign Language (ASL) classes for the community, ASL on-line classes for students, and early literacy development initiative events. The CDE responsibilities focus on licensed staff support statewide to include professional development, mandated personnel competency supports, and statewide initiatives that impact students statewide. The most significant overlap between the departments is supporting professionals statewide and the departments are committed to working together to collaborate in this area.

The CSDB and the CDE are working collaboratively on a statewide needs assessment to identify additional statewide gaps in service delivery and support. After completion of the survey, the departments will work collaboratively to address identified needs based on the established roles. In addition, the CSDB is in the process of developing a statewide Deaf Advisory Committee and a statewide Blind Advisory Committee. These committees will include representatives from the CDE to ensure further collaboration.

CHARTER SCHOOL INSTITUTE

R10 CSIMLO EQUALIZATION

- 34 [Rep. Bird] Discuss the end-goal for mill levy override equalization. How much money would be required to fully equalize for all CSI schools? Some districts have agreements with their CSI schools to share mill levy revenue. Is that taken into account?

The end goal for mill levy override equalization is to ensure students attending CSI schools have access to the same level of mill levy override funding as their peers attending schools within the same geographic district. To this end, CSI continues to actively explore multiple pathways to achieve equity, including the Mill Levy Equalization Fund, district partnerships, and other funding mechanisms.

Full equalization, where students attending CSI schools are accessing the same level of funding as their district peers, requires \$41M total. CSI requests the \$7M included in the Governor's November 1st budget be allocated to the CSI Mill Levy Equalization Fund for FY24. Currently, the Fund has \$17M. If approved, this request would place the Fund at \$24M, leaving \$17M in remaining inequity.

The distribution of the CSI Mill Levy Equalization Fund to CSI schools is based on a statutory formula that seeks to ensure students attending CSI schools can receive the same level of funding as their geographic district's per pupil MLO. Therefore, in situations where a CSI school has an agreement to receive some level of MLO funds from their geographic district, the formula ensures the CSI school receives no more than the district's per pupil MLO amount.

- 35 [Rep. Sirota] If a school is authorized by its district, it should receive a share of district mill levy override (MLO) funding. Isn't it a choice for a school to become a CSI school and thus forgo MLO money from its district?

The history of mill levy overrides funding public education predates the establishment of the Charter School Institute:

1988: Legislation allows MLO; MLO shall not exceed 5% of total program
1990: MLO shall not exceed 7.5% of total program

1992: MLO shall not exceed 10% of total program
1993: Charter Schools Act
1994: MLO shall not exceed 20% of total program
2004: CSI established
2005: CSI opens first 2 schools
2009: MLO shall not exceed 25% of total program
2017: HB17-1375 passed, establishing the MLOE Fund
2017-18: CSI oversees 41 schools
2019-20: Districts must distribute 95% of MLOs with district charters or establish a plan for distributing revenue
2022-23: CSI oversees 43 schools, 4 of which have parity with their geographic districts

Several schools in the CSI portfolio today were existing charter schools that transferred from their geographic district to CSI prior to HB17-1375. At the time, MLO sharing with charter schools was not required, so this funding stream was likely not a consideration when applying to be a CSI school.

Now that HB17-1375 is in place, equity has been established for district-authorized charter schools. However, now there is a significant *inequity* for CSI schools compared to their district peers. For every year that the MLOE Fund is underfunded, CSI schools face a compounded financial inequity. Today, that compounded gap is over \$109M.

While not always the case, with the passage of HB17-1375, most CSI schools now need to think about MLO in determining whether they can afford to stay with CSI. CSI schools facing significant MLO inequities with district peers cannot even compete with salaries offered by the district, impacting recruitment and retention. This is affecting the viability of CSI schools, many of which are high-performing options offering unique models within their communities.

- Since the passage of the bill in 2017, six CSI schools, all performing well academically and two small, rural schools, closed due to financial constraints. Five of those six schools were in districts that had mill levy overrides.
- Last year, one CSI school transferred to the geographic district to access MLO dollars.
- Currently, at least three CSI schools are actively considering a transfer to their geographic districts to access MLO dollars.

While transfers to the geographic district are becoming more common due to this funding inequity, the reality is that not all charter schools have districts that are open to considering a transfer.

To say charter schools have a choice to become a CSI school versus a district school is not fully accurate and does not fully contemplate the complexity of considerations at the school level and district level in determining a charter authorizer. CSI has had many partnerships with school districts—from large, urban to small, rural—throughout its history, including districts that do not have capacity to oversee charter schools due to size, staffing, and district priorities at various points in their histories. In many instances, it is a district's decision whether a charter should consider CSI authorization since the vast majority of districts retain exclusive chartering authority.

This decision to provide equitable funding is not, and should not be, about a school's authorizer. It is about public school students receiving the funding they deserve. It is about ensuring a parent's choice to select the school that best fits the needs of their children and quite frankly, parents aren't

making schooling decisions based on the school's authorizer—many families aren't even aware whether the school they've chosen for their child is overseen by CSI or a school district.

- 36 [Staff] Some school districts have zero mill levy overrides while others have large overrides, creating big disparities. These disparities also affect the distribution of any mill levy override equalization money among CSI schools. Is CSI seeking changes (including statutory changes) that would reduce inequities among CSI schools?

CSI authorizes 43 schools across Colorado that offer 16 educational models. Due in part to the wide variety of geographies and models – ranging across Alternative Education, Classical, Dual-Language, Early College, Montessori, Project-based, and Waldorf –CSI does not evaluate one school's outcomes in comparison to other CSI schools.

Rather, CSI compares the performance of its schools to schools that those children might otherwise attend and evaluates the school's outcomes in comparison to the outcomes of the geographic district. This is seen in both the CSI annual evaluation that determines a school's accreditation rating as well as the annual review and associated programming related to special populations. Additionally, many state processes also consider the geographic district instead of CSI. For example, CSI schools are funded through the School Finance Act based on the per pupil revenues for schools in the geographic district in which each school is located. At-risk funding is determined when comparing a school's at-risk service to that of the geographic district.

While CSI agrees that the disparities across the state are significant, its efforts to date have been largely focused on ensuring equity for public schools within the same geographic districts as only 5 of CSI's 43 schools have achieved MLO parity with their geographic peers to date.

Colorado Department of Education

JBC Hearing

December 9, 2022



COLORADO
Department of Education



Today's Purpose and Agenda

PURPOSE

To respond to the Joint Budget Committee's questions and areas of interest.

AGENDA

- Welcome and CDE Overview
- Common/Reorg Questions
- Decision Item Questions
- Student Outcomes/ESSER and Early Literacy Update
- Nutrition/BEST/Teacher Shortage Updates
- School Finance and Categoricals
- Facility School Workgroup
- Colorado School For the Deaf and Blind

Welcome CDE Overview

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director

Angelika Schroeder
Chair
State Board of
Education



Colorado Education By the Numbers



COLORADO



178
SCHOOL
DISTRICTS

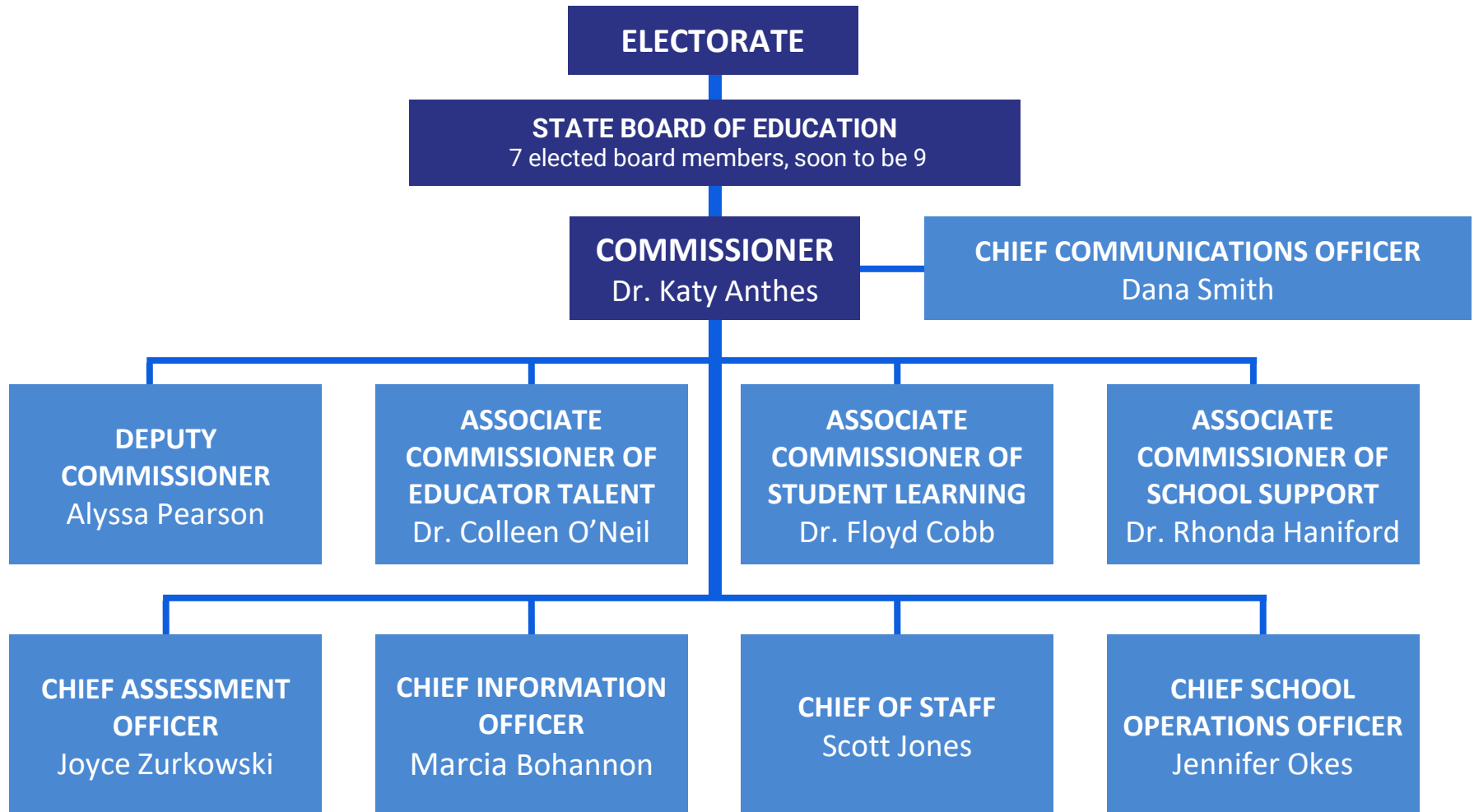
55,511
EDUCATORS

525
SUPERINTENDENTS,
ASSISTANT
SUPERINTENDENTS
AND BOCES
DIRECTORS

1,927
SCHOOLS

886,517
PUBLIC SCHOOL
STUDENTS

Organizational Chart



Strategic Plan



Recent Priorities

Supporting the State Board Changes

- Adding two new elected members
- Governance

READ Act Trainings and Assessments

- Detailed discussion to follow

Standards Revisions and Adoption

- Adopted revised standards for Social Studies and the arts disciplines.

Pandemic Recovery

- Awarded nearly \$127 million in ESSER state reserve grants
- Closed out ESSER I
- Detailed discussion to follow

Common Questions/RFI/ Long Bill Reorg

QUESTIONS 1-6

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director



Decision Items

QUESTIONS 7-19

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director

SUPPORTING PRESENTERS

Dr. Rhonda Haniford
Associate Commissioner
of School Quality
and Support

Kate Bartlett
Executive Director of
School District
Operations

Bill Kottenstette
Executive Director of
Schools of Choice

Lindsey Jaekel
Executive Director of School
and District Transformation



R6 Personnel for School Support

The decision item requests an increase of 3.5 FTE through a combination of General Fund, and State Education funds. These FTE will increase capacity, services, and school supports in the areas of:

School Transformation (1.0 FTE)

School Finance (1.0 FTE)

Blended/Online Learning (1.0 FTE)

Innovation Schools (0.5 FTE)



School Transformation (1.0 FTE)

- Schools identified as Priority Improvement or Turnaround on the school performance framework face the strongest consequences if they remain on the Accountability Clock.
- The 2022 preliminary frameworks indicate there is an increase in the number of schools with Priority Improvement and Turnaround ratings.
- SB 22-137 (Transition Back to Standard K-12 Accountability) extended eligibility for state funding for schools receiving improvement ratings.
- CDE has a variety of support functions that are critical to the effective implementation of school improvement services. The increased FTE to support administration of these services is essential to ensure high quality service delivery.

R6 Personnel for School Support

School Finance



School Finance (1.0 FTE)

- Historically, have had a single FTE responsible for overseeing Total Program, over \$8 billion annually.
- Increased focus on mill levy and property tax data means the Department is stretched to provide timely and accurate financial information to districts.
- CDE prioritized adding capacity / redundancy in this area of responsibility for FY 2022-23 via one-time funds.
- Starting in FY 2023-24, the Department requests ongoing funding to support an additional FTE on a permanent basis.

R6 Personnel for School Support Blended/Online Learning

Blended/Online Learning (1.0 FTE)

- Enrollment in full-time online schools and programs increased 40%
- Use of the state-sponsored supplemental online learning through the 22-5-119, C.R.S. program increased 256% (from 3,352 courses in 2019-2020 to 11,943 courses provided in 2021-2022)

The state expanded capacity for online/blended/remote learning that increased the need for additional Departmental support.

- Greater capacity to provide student/educator access to supplemental online courses
- Greater capacity to provide summer remote learning options
- Access to an open education resource environment
- More educators trained in delivering online/blended learning courses

R6 Personnel for School Support Innovation Schools



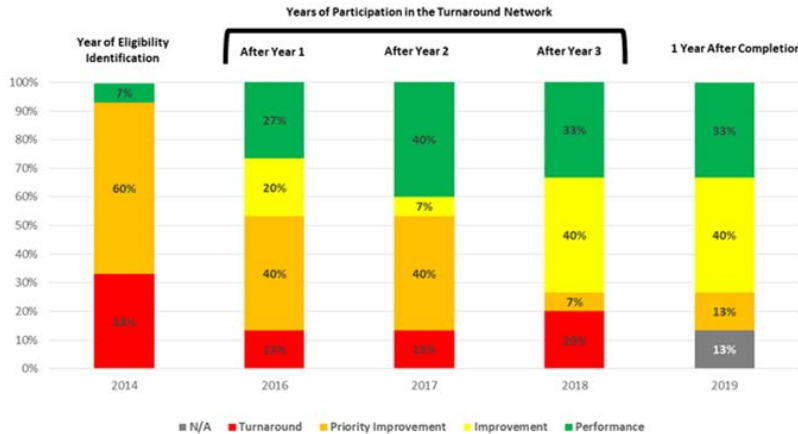
Innovation Schools (0.5 FTE)

- Currently no state funding supports the Innovation Schools Act. However, the Department is responsible for administering the following:
 - Authoring an annual legislative report
 - Managing and presenting agenda items for the State Board of Education to approve or deny innovation school/zone plans
 - Managing a waiver database and creating public transparency reports
 - Responding to public inquiries related to innovation schools
 - Providing training on the process for pursuing innovation
- Increased workload in the following areas:
 - Managing state work for disputes between innovation zones with alternative governance and their school district boards of education
 - Managing state work for community schools
 - Evaluating and advising on strategies that may enable local flexibility on a range of innovative, post-COVID learning structures.

R7 Proactive Intervention Turnaround Schools

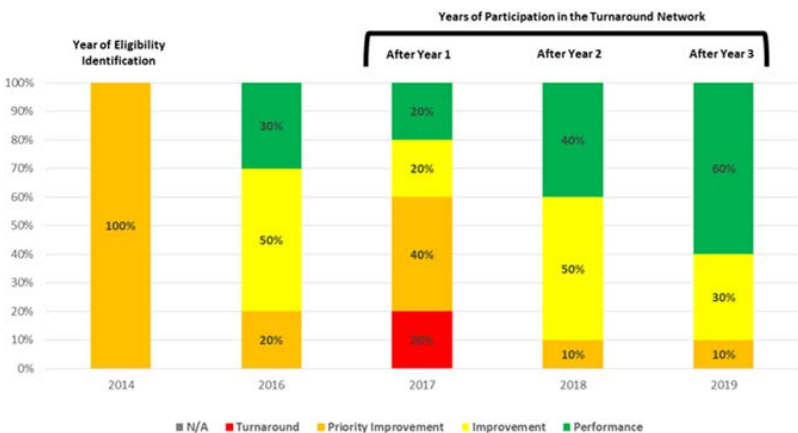
School Turnaround Network Cohort 2 SPFs

n = 15 schools



School Turnaround Network Cohort 3 SPFs

n = 10 schools



Evaluation

Multi-Phase Evaluation. CDE has partnered with an external evaluator for a three-phased evaluation including a quantitative analysis and an in-depth qualitative, case study of the Transformation Network, which identified conditions that led to better outcomes in turnaround schools. These include:

- Leverage a Performance Management Tool
- Align State and District Supports
- Integrate Routine Observations and Professional Learning
- Distribute Leadership to Advance a Supportive and Collaborative Staff and School Culture

State Board of Education Vote

During the November Board meeting, the State Board of Education voted unanimously to support the decision items from the Governor's Office. These include:

- R7 - Proactive Intervention in Turnaround Schools
- R11 - Imagination Library Growth
- R12 - Developing a Vision for Strategic Alignment

Student Academic Achievement Spring 2022

QUESTION 20

PRESENTERS

Dr. Katy Anthes
Commissioner

SUPPORTING PRESENTERS

Joyce Zurkowski
Chief Assessment Officer



Student Academic Achievement Spring 2022

CMAS

- While grade 3 English Language Arts (ELA) and all grades of Math tested in 2021 had a higher percentage of students who met/exceeded standards in 2022, all CMAS grades in ELA and Math had lower percentages of students who met/exceeded standards compared to 2019.
 - Decreases ranged by 0.6 (grade 3 ELA) to 6.5 (grade 7 math) percentage points
- Double digit gaps (23.3 to 42.6 percentage points) continue to exist between student groups based on race/ethnicity (white group compared to black and Hispanic groups), free and reduced lunch status, IEP status and multilingual status.*

PSAT/SAT

- While the percentages of students who met or exceeded expectations (college readiness benchmark) on PSAT 10 were higher compared to 2019, they were lower on PSAT 9 and SAT, with decreases larger in Math than Evidence-based Reading and Writing.
- Similar to CMAS, double digit gaps (27.0 to 59.3 percentage points) persist between key demographic groups.*

*Where gaps decreased in terms of met/exceeded expectations compared to 2019, it tended to be because the historically higher achieving group decreased more than the historically lower achieving group.

Federal Pandemic Assistance Update

QUESTION 20

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director



Federal Pandemic Assistance Significant CDE Federal Stimulus Funding

Stimulus Funding	Authorizing Legislation	Federal Funding Received
Elementary & Secondary School Emergency Relief Fund I (ESSER I)	CARES Act	\$120,993,782
Elementary & Secondary School Emergency Relief Fund II (ESSER II)	CRRSA Act	\$519,324,311
Elementary & Secondary School Emergency Relief Fund III (ESSER III)	ARP Act	\$1,167,153,961
Emergency Assistance to Non-Public Schools I (EANS I)	CRRSA Act	\$28,433,931
Emergency Assistance to Non-Public Schools II (EANS II)	ARP Act	\$28,709,729
Individuals with Disabilities Education Act (IDEA)	ARP Act	\$41,260,993
Coronavirus State and Local Fiscal Relief Funds (SLFRF)	ARP Act	\$13,750,000

Federal Pandemic Assistance Total ESSER Funding

	ESSER I (CARES Act) March 2020	ESSER II (CRRS Act) December 2020	ESSER III (ARP Act) March 2021
Total State Allocation	\$120,993,782	\$519,324,311	\$1,167,153,961
Allocation to LEAs	\$108,894,404 \$120.81 per pupil 90% of total funding Title I formula	\$467,391,880 \$518.70 per pupil 90% of total funding Title I formula	\$1,050,438,565 \$1,164.93 per pupil 90% of total funding Title I formula
State Reserve	\$12,099,378 10% of total funding	\$51,932,431 10% of total funding	\$116,715,396 10% of total funding
Funding Period	Through Sept. 30, 2022	Through Sept. 30, 2023	Through Sept. 30, 2024

Federal Pandemic Assistance Allowable Uses



All ESSER funds must be tied to preventing, preparing for, or responding to the COVID-19 pandemic.



Expense categories include:

- Personnel,
- Technology,
- Educational materials & supports,
- Facilities & health/safety,
- Student and staff supports,
- Professional development, and
- Communications/ family engagement.

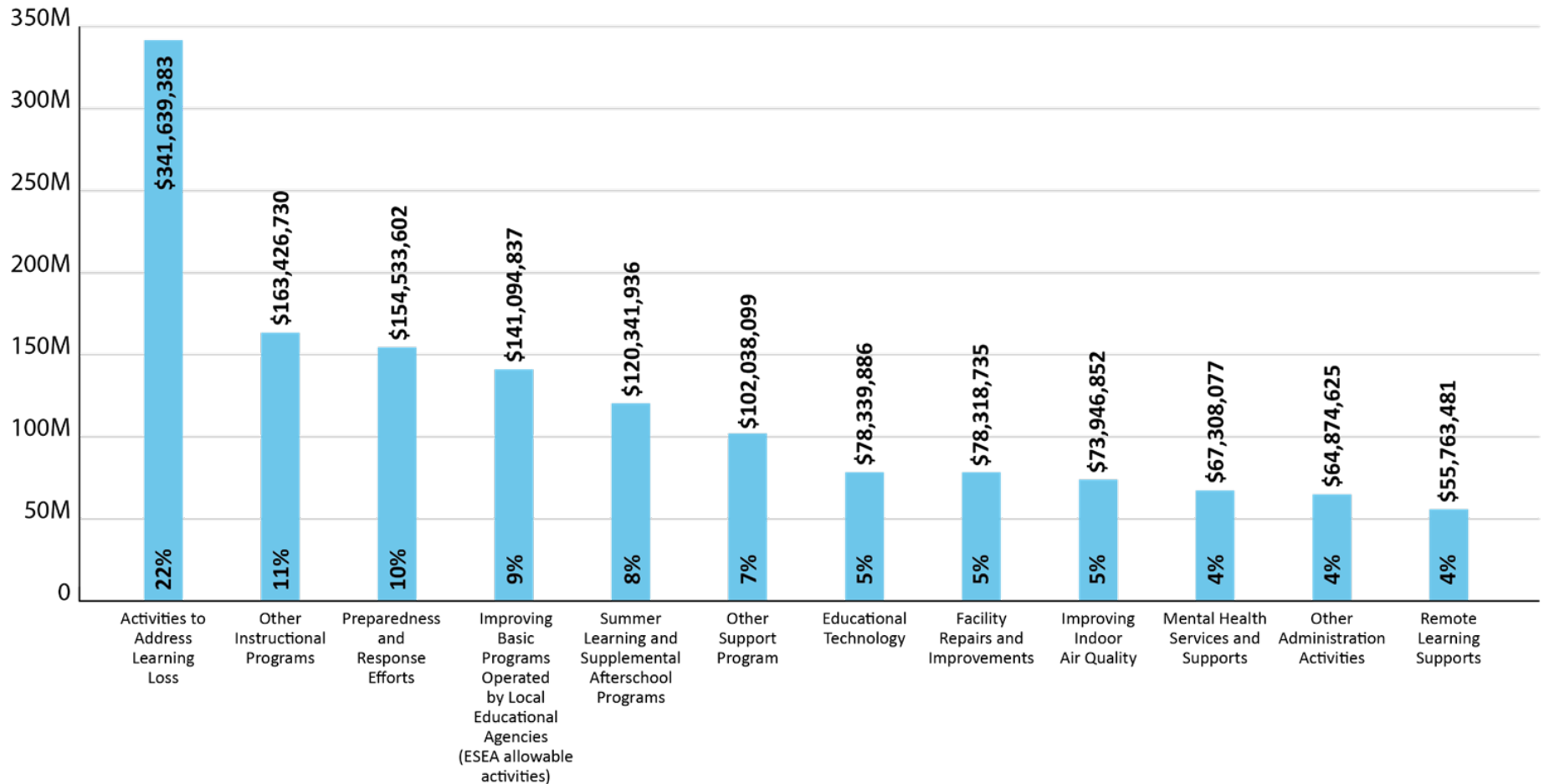


Additionally, Local Education Agencies (LEAs) may use ESSER funds to support activities authorized by

- The Elementary & Secondary Education Act (ESEA),
- IDEA, the Adult Education & Family Literacy Act (AEFLA),
- Perkins, and McKinney-Vento, among others.

Federal Pandemic Assistance (ESSER I, II, & III combined)

Top 12 Budgeted Uses of Funds



*Use of Funds are as of Nov. 30, 2022. LEAs may revise the application based on changing needs.

Federal Pandemic Assistance ESSER III State Reserve Focus Areas

ACADEMIC ACCELERATION

- Tutoring
- Before & After School
- School Improvement Grants
- Curricula
- Ed Workforce



ENGAGE & EXPAND LEARNING

- Enrichment
- Rural Career Zones
- Community Partnerships
- Before & After School



STRENGTHEN STATE CAPACITY

- Data Systems
- Learning
- Equity & Resources
- Transparency



OUR STRATEGIC PLAN IS STILL FOUNDATIONAL.

Update on READ Act Implementation

QUESTION 21

PRESENTERS

Dr. Katy Anthes
Commissioner

SUPPORTING PRESENTER

Dr. Floyd Cobb
Associate Commissioner
of Student Learning



Colorado READ Act Implementation Milestones

- All districts kindergarten through grade three teachers completed the training in evidence based literacy practices or showed good faith effort.
- Release of READ per pupil funds to school districts was contingent upon alignment to allowable uses of funds and completion of the training.
- CDE launched the [literacy curriculum transparency](#) website that informs parents of the early literacy programming in schools across the state.
- The second year of the [independent evaluation](#) was completed
- The department's public information campaign "Food. Water. Shelter. Love. Reading." continued, emphasizing that reading by third grade is a fundamental need for all children to thrive.



Significant Reading Deficiency Rates 2012 - 2022

School Year	Number of K-3 Students Assessed	Number of K – 3 Students Identified with a Significant Reading Deficiency	Percent of K – 3 Students Identified with a Significant Reading Deficiency
2012-13	258,009	42,479	16.5%
2013-14	261,343	37,506	14.4%
2014-15	264,307	36,420	13.8%
2015-16	262,878	39,014	14.8%
2016-17	258,779	40,533	15.7%
2017-18	255,114	39,614	15.5%
2018-19	250,923	41,004	16.3%
2019-20	No testing due to the pandemic		
2020-21	231,886	52,927	22.8%
2021-22	235,334	50,190	21.3%

Indicators of System Change for Early Reading: Teacher Training and Instructional Programs

K - 3 Teacher Training Requirement

- Colorado school districts were required to ensure all K - 3 teachers complete evidence-based training in teaching reading by the fall of 2022 (and annually thereafter) in order to receive per pupil intervention funds
- All districts completed this requirement or completed a good faith effort
- Over 23,000 educators completed the training and passed an end of course assessment of knowledge.

Elementary Reading Instructional Programs

- All districts are required to use instructional programs in reading that are evidence- and scientifically based and annually report their programs through their UIPs
- In the 2021-2022 data collection, 95% of districts reported adopting and evidence based core program that is on state's advisory list.
- Awarded 43 grants to districts and charter schools to support the purchase and implementation of READ Act-Approved Core Instructional Programs for grades K-3.

HB22-1414

Healthy Meals for All Update

QUESTION 22

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director



Healthy School Meals for All Program

Planning for implementation has begun

- District Training: November 2022 - June 2023
- Promulgate Rules: January - April 2023
- Hire FTE: January 2023
- Update CDE Technology: January - June 2023
- Supplemental appropriation for FY 22-23 will be requested based on fiscal note

Building Excellent Schools Today (BEST)

QUESTIONS 23-24

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director

SUPPORTING PRESENTER

Andy Stine
Director of Capital Construction



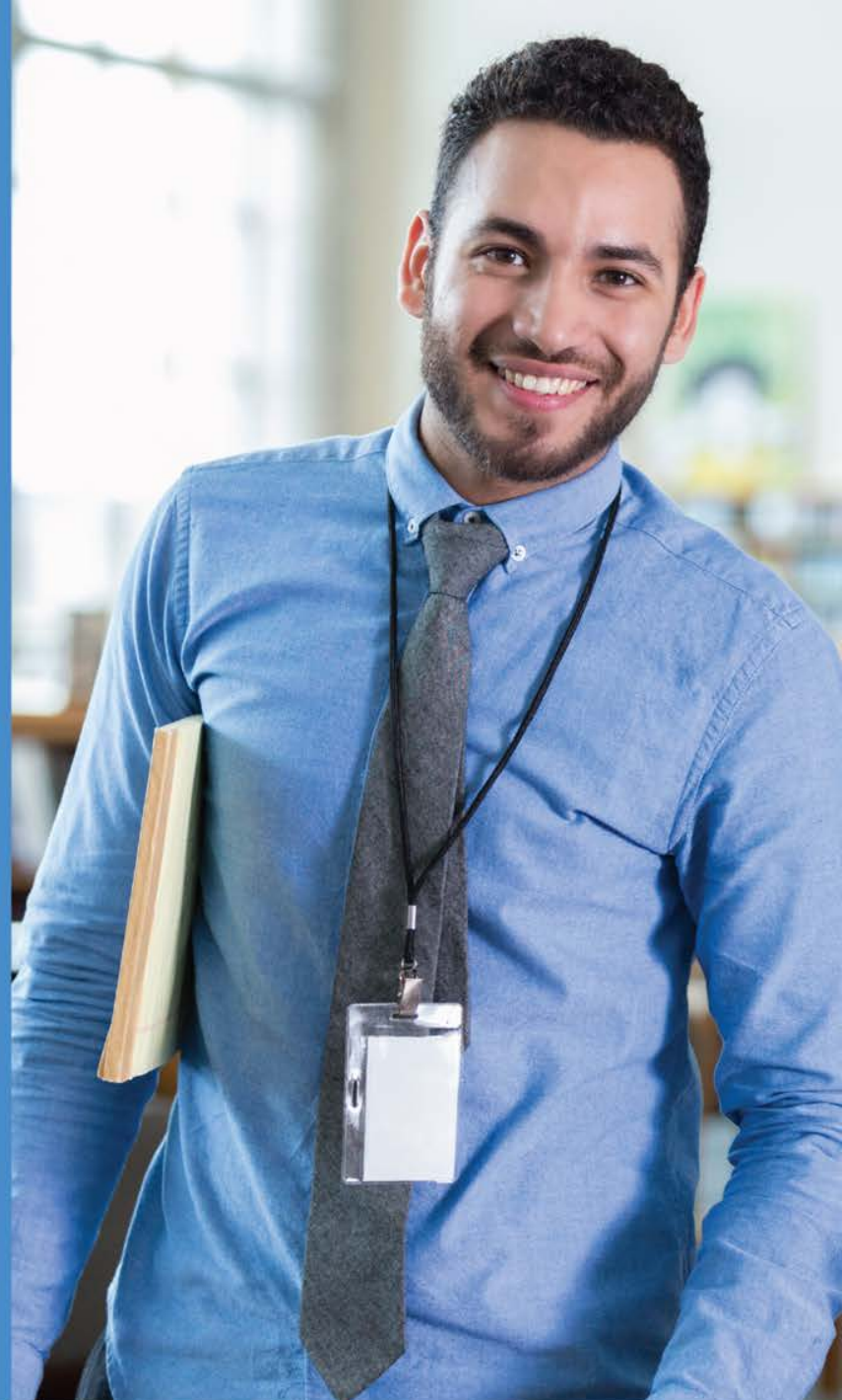
District Workforce Needs/Teacher Shortages

QUESTIONS 25-26

PRESENTERS

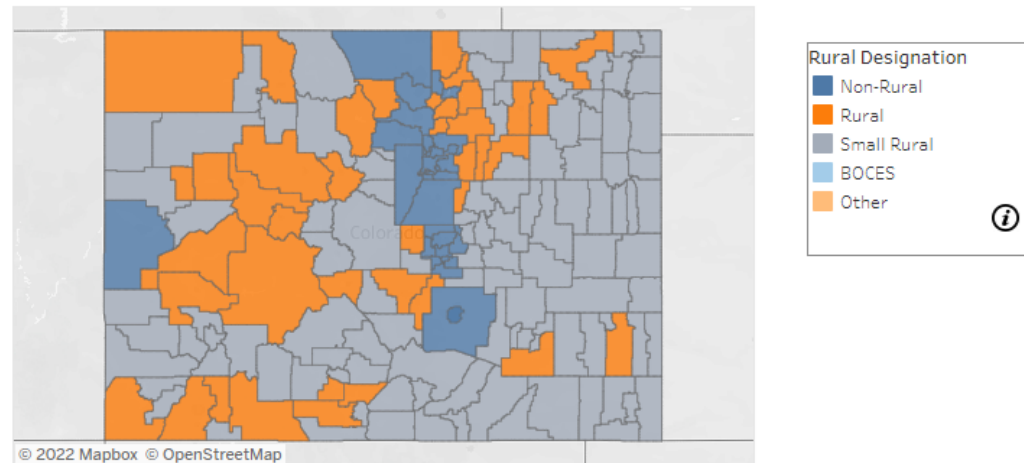
Dr. Katy Anthes
Commissioner

Dr. Colleen O'Neil
Associate Commissioner
of Educator Talent

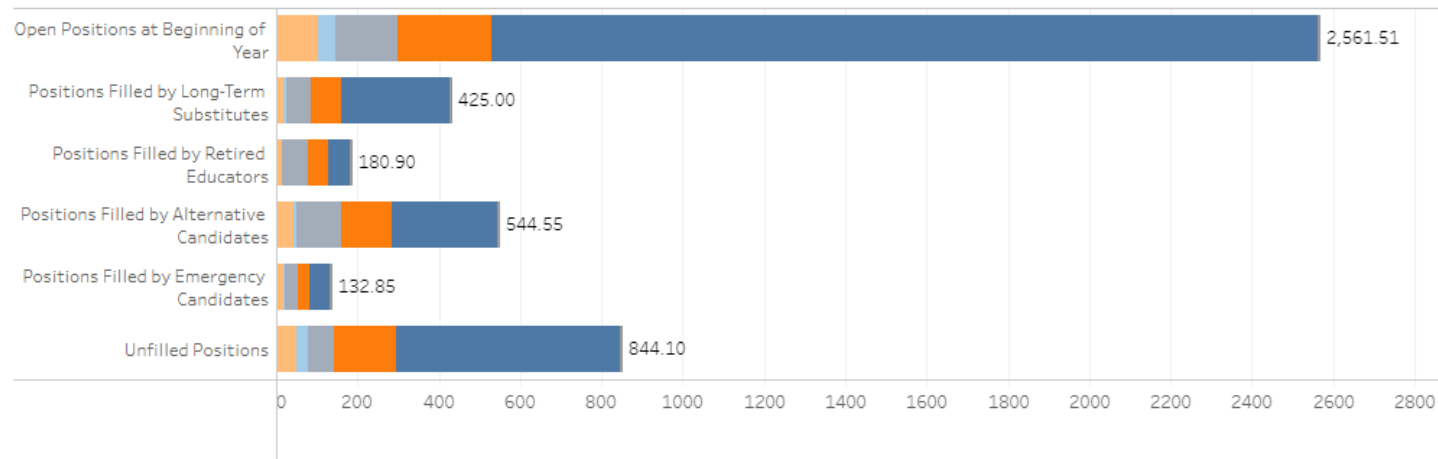


District Workforce Needs

District Level Shortage Data | 2021-2022 | All



State Level Shortage Data | 2021-2022 | All



School Finance and Categorical Programs

QUESTIONS 27-28

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director

SUPPORTING PRESENTERS

Kate Bartlett
Executive Director of
School District Operations

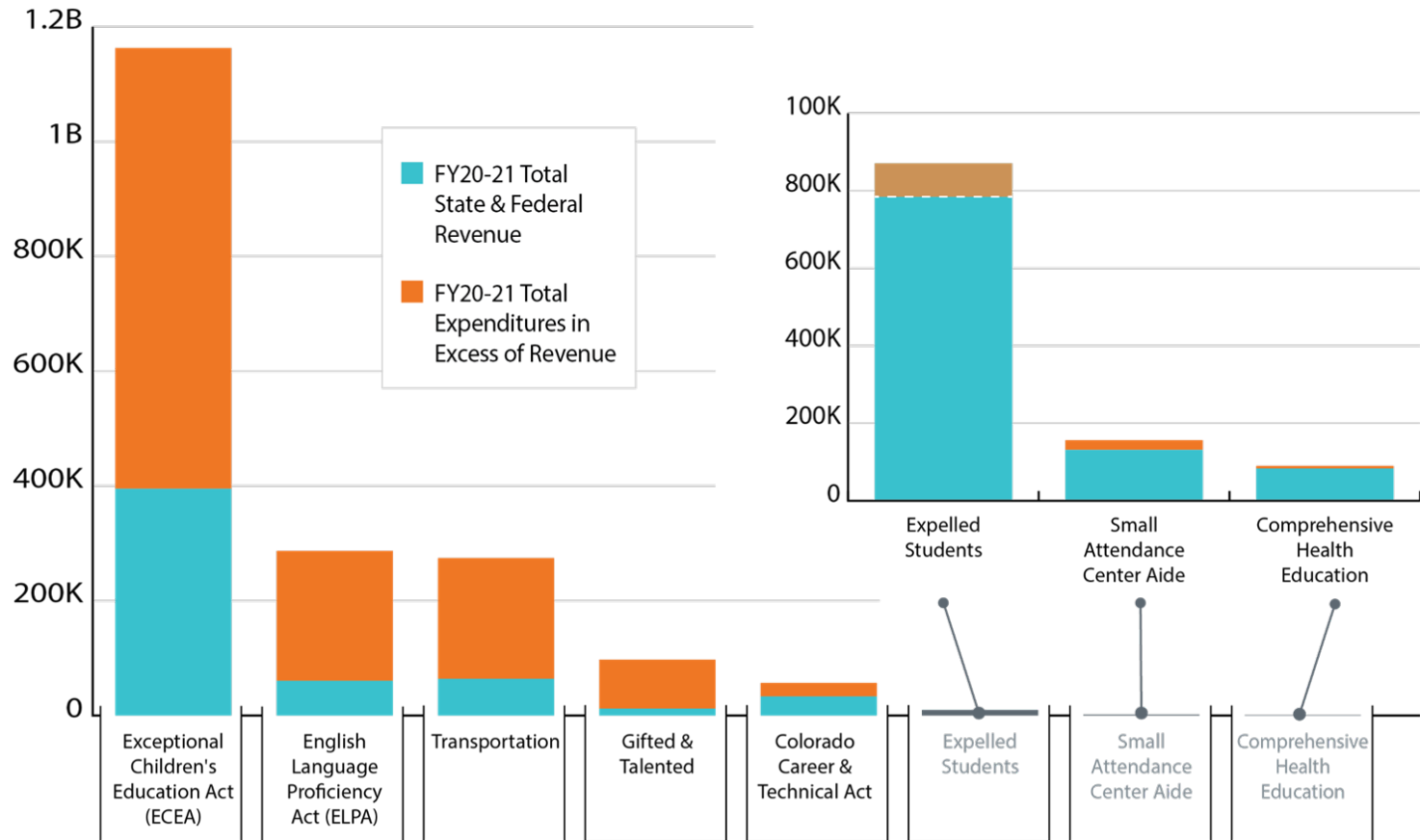
Floyd Cobb
Associate Commissioner
of Student Learning



School Finance and Categorical Programs

FY21 Categorical Revenue & Excess Expenditures

Categorical Programs: Total District Expenditures in Excess of State & Federal Revenue, 2020-21



Facility School Report: SB21-274

QUESTIONS 29-31

PRESENTERS

Dr. Katy Anthes
Commissioner

Wayne Peel
Budget Director

Dr. Floyd Cobb
Associate Commissioner
of Student Learning



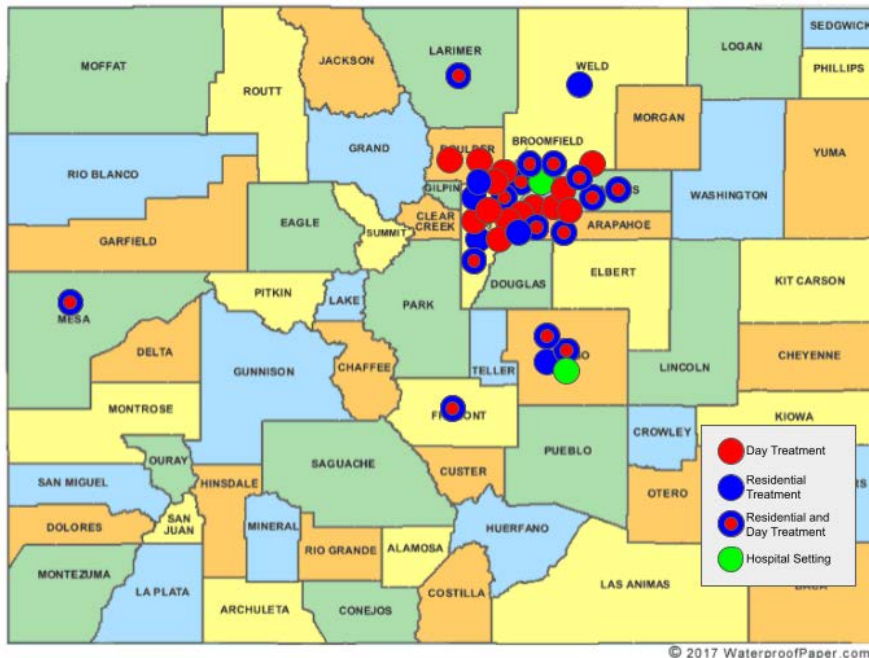


Additional information for the CDE Hearing before the JBC on December 9, 2022

ON OR BEFORE DECEMBER 31, 2022, THE COMMISSIONER OF EDUCATION, AS DEFINED IN SECTION 22-2-102, SHALL PRESENT THE REPORT COMPILED PURSUANT TO SUBSECTION (4)(b) OF THIS SECTION TO THE JOINT BUDGET COMMITTEE, INCLUDING DETAILS OF THE MODEL, THE IMPLEMENTATION PLAN AND TIMELINE, ANY FISCAL IMPACT OF IMPLEMENTING THE MODEL, ANY NECESSARY STATUTORY CHANGES, AND ANY RECOMMENDATIONS TO INCREASE COLORADO'S SYSTEM TO SERVE AND ITS CAPACITY TO SUPPORT STUDENTS IN THE TARGET POPULATION, INCLUDING SHORT-TERM STRATEGIES DEVELOPED TO ADDRESS LOST FACILITY SCHOOL CAPACITY.

Current State of Facility Schools

WORKGROUP

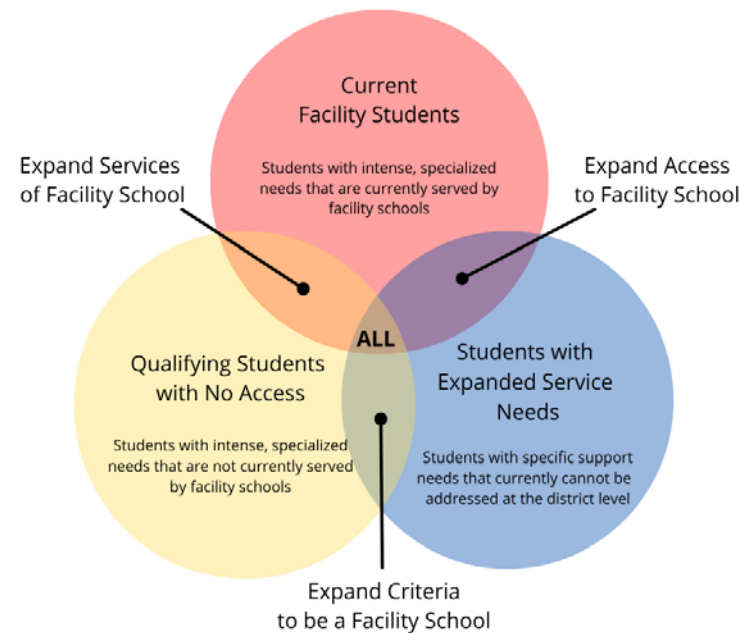


© 2017 WaterproofPaper.com

- The Colorado General Assembly passed ***Senate Bill 21-274***, which established a work group that was tasked with developing a sustainable facility school model to better serve students.
- Facility Schools serve approximately 6,000 students per year and approximately 800 on any given day.
- ***Facility Schools provide educational services outside of the traditional classroom to students with physical, behavioral, mental health, or special education needs.***
- Most Facility Schools are located on the Front Range.
- Current Approved Facility Schools operate as day and/or residential treatment facilities or in a hospital setting.
- ***Over the last 5 years the number of facility schools in Colorado has decreased by 30%¹***. This decrease has impacted the number of students that can be supported across the state.

How Do We Maximize Impact for Students?

- ***The Work Group prioritized developing recommendations that would provide the maximum impact for the students of Colorado.***
- Information collected from school districts across the state as well as students, parents, guardians, and advocates helped the Work Group to develop a student focused framework that was utilized to develop recommendations to guide impactful and sustainable system level change.
- Three distinct groups of students were identified and recommendations were designed to address their unique needs.
 - ***Current Facility Students***- Expand existing resources and ensure quality education and treatment at Facility Schools
 - ***Qualifying Students***- Expand available slots *and* develop mechanisms to support students in their home districts whenever possible.
 - ***Students with Expanded Needs***- Expand the continuum of Facility Schools to help ensure that all student needs are being met



How Do We Maximize Change Within the System?

WORKGROUP

The current funding model utilized to support Facility Schools is not sufficient to “keep the doors open”. **At present, ALL Facility Schools are operating at a deficit**, resulting in many of the closures that have happened in recent years.

Funding

Current funding for Facility Schools is based on a fixed daily per pupil rate and tuition cost per student. Schools only receive funding for days that students are in attendance, making revenue streams for many schools inconsistent (*the average student attends a Facility School of 90 days or less*). However, school needs such as staff, classroom items, and operational services must be planned on a year-long not day-to-day basis. ***This misalignment makes long term planning and budgeting a challenge.***

Capacity

The majority of existing Facility Schools are currently located on the Front Range. Very few options are available in other parts of the state, particularly in more rural areas of the state. As a result, many students don't have easy access to Facility Schools. Additional resources and training could benefit rural/outlying school districts and students. ***Without more in-district support some of Colorado's most high need students will not have access to the services and support they need to succeed.***

Continuum

Current state and federal laws/ regulations limit the number of students existing Facility Schools can enroll at any one time¹. These limitations work to compound the revenue issues for Facility Schools and thus reduce the number of available slots and access to needed educational services to students across the state. ***With limited numbers of Facility Schools and limited slots at the existing facility Schools, many students who would benefit from placement in Facility Schools are not able to attend.***

Supplemental Funding provided by the General Assembly to Facility Schools has enabled existing Facility Schools to pay for several basic necessities, including classroom furniture, building repairs, updating technology, safety/security, curriculum resources, and staff compensation, however, this is only a temporary fix, a more sustainable funding model and expanded resources are needed to ensure positive outcomes for all students of Colorado.

SB21-274 Recommendations Overview

WORKGROUP

RECOMMENDATION	DESCRIPTION
Funding Recommendation A: Facility School Quality Baseline Funding	Create a minimum funding level for the educational and therapeutic costs of each facility school, designed in accordance with the minimum required set of student-facing staff and resources.
Funding Recommendation B: Facility School Shared Operational Services	Funding to identify and develop a set of shared operational services across interested Facility Schools, to realize economies of scale for non-student-facing staff, services, and/or resources.
Capacity Recommendation A: Development of a technical assistance center to support school districts	Create a technical assistance center for the provision of training and professional development to support districts to help increase the number of students that can remain in their home district.
Continuum Recommendation A: Expand Access and Locations for Students Services in the Facility School Continuum	Expand the definition of facility schools to address the disparity between student needs and the existing continuum of services within Colorado
Continuum Recommendation B: Clarify and Improve the Process to Qualify as a Facility School	Collaboration of state-level entities to promote revisions, clarifications, or additional support for the licensure and approval process to become a facility school
Sustain the Facility School Work Group following passage of any recommendations	Maintain a Facility Schools Work Group, to advise the State, made up of key stakeholders appointed by the Commissioner of Education to inform and guide implementation of approved recommendations and necessary adjustments.

This set of recommendations work together to facilitate changes that can maximize the resources, reach, and scope of Facility Schools across the state

Evaluating Outcomes

Recommendations	Tracking Components	Purpose
Facility School Quality Baseline Funding	<ul style="list-style-type: none"> ● Revenue vs Spending before and after implementation ● Average teacher salary and vacancy rates ● Ability to address previous budgetary shortfalls ● Changes in school capacity before and after implementation 	Demonstrate that under the new funding model Facility Schools have increased capacity to expand services and resources beyond what was previously possible.
Facility School Shared Operational Services	<ul style="list-style-type: none"> ● Year 1: Development and award of RFP to coordinate shared services and development of plan to identify and operationalize one shared service. ● Year 2: Development and award of RFP to operationalize shared services. Track spending before and after implementation of shared services and effectiveness and quality of shared service. 	Demonstrate that Facility Schools are more sustainable through the development of a coalition to share the costs of non-student facing operational expenditures.
Development of a technical assistance center to support school districts	<ul style="list-style-type: none"> ● Recruitment and hiring of personnel ● Identification of statewide priorities ● Number, location, and specifics of district requires ● Satisfaction information from districts ● Number a students retained in district 	Determine if districts are benefiting from available training and professional development and whether students have access to more resources and support in-district.
Expand Access and Locations for Students Services in the Facility School Continuum	<ul style="list-style-type: none"> ● Changes to application process ● Changes to the definition of Facility School ● Number of newly approved Facility Schools ● Number of students being served ● Satisfaction information from organizations ● Satisfaction information from students and parents/guardians 	Determine if changes are increasing the number of Facility Schools statewide, the number of students served by Facility Schools, and the scope of student needs covered by Facility Schools.
Clarify and Improve the Process to Qualify as a Facility School		

Implementation Plan, Timeline, Fiscal Impact

WORKGROUP

Fiscal Year	Funding Recommendation A - Baseline Funding	Funding Recommendation B - Shared Operational Services	Capacity Recommendation A - Technical Assistance Center	Continuum Recommendation A - Expanding Access and Locations	Total Yearly Fiscal Impact
2023-2024	Goal- Stabilize existing Facility Schools by funding at Current student levels Fiscal Impact- ~\$6m - ~\$9M	Goal- Identify potential shared service and service provider Fiscal Impact- \$100,000	Goal- Identify statewide need and plan for prioritizing district supports Fiscal Impact- \$100,000	Goal- Begin building Facility School continuum through the addition of a new school or schools that support up to 100 additional students per year Fiscal Impact- ~\$700K - ~\$3.5M* (depending on breakdown of schools and students served)	~\$7M - ~\$13M
2024-2025	Goal- Strengthening existing Facility School capacity by funding at potential student capacity^ Fiscal Impact- ~\$14M - ~\$20**	Goal- Implement shared Services Fiscal Impact- \$200,000	Goal- Begin buildout of statewide support Fiscal Impact- \$200,000	Goal- Begin building Facility School continuum through the addition of a new school or schools that support up to 100 additional students per year Fiscal Impact- ~\$700K - ~\$3.5M* (depending on breakdown of schools and students served)	~\$15M - ~\$24M**
2025-2026	Goal- Strengthening existing Facility School capacity by funding at potential student capacity^ Fiscal Impact- ~\$14M - ~\$20**	Goal- Maintain implemented shared service Fiscal Impact- \$0	Goal- Continue to buildout statewide support Fiscal Impact- \$300,000	Goal- Begin building Facility School continuum through the addition of a new school or schools that support up to 100 additional students per year Fiscal Impact- ~\$700K - ~\$3.5M* (depending on breakdown of schools and students served)	~\$15M - ~\$24M**
2026-2027	Goal- Strengthening existing Facility School capacity by funding at potential student capacity^ Fiscal Impact- ~\$14M - ~\$20**	Goal- Maintain implemented shared service Fiscal Impact- \$0	Goal- Continue to buildout statewide support Fiscal Impact- \$400,000	Goal- Begin building Facility School continuum through the addition of a new school or schools that support up to 100 additional students per year Fiscal Impact- ~\$700K - ~\$3.5M* (depending on breakdown of schools and students served)	~\$15M - ~\$24M**

* Range is based on 1 school of 10 students, 2 schools of 50 students each or 5 schools of 10 students each

** Does not include any potential additional facility schools added from the previous year

^ Achieving full capacity equates to ~450 additional students

The Benefits of Funding Recommendations (SY 23-24)

WORKGROUP

Funding Recommendations will help provide needed student-facing positions and resources to facility schools. Baseline funding will provide amounts required to cover positions that will help to ensure students are getting the educational support they need. Shared Services funding will provide the amounts required to cover operational cost that will help keep the doors open.

Current Facility School Funding

Funding allocated to cover student-facing resources/materials AND operational expenses*

Total Yearly Per Pupil Rate \$8.6M

One-time Supplemental Funding \$5.7M
(funding provided by state total \$14.3M)

Funding to cover SPED staff salaries*

Total Yearly Tuition \$11.5M
(funding provided by school districts)

This funding model change will:

1. Help address student need
2. Ensure students receive support they need
3. Reduce redundant spending

Estimated Facility School Funding Requirements

Funding needed to cover essential student-facing staff salaries and in class materials

Baseline Funding- If funded to cover current student numbers
~\$31M - ~\$34M**

(\$14.3M + \$11.5M existing funds &
(~\$6M - ~\$9M)** new funds)

If funded to cover potential school capacity
~\$40M - ~\$46M**

(\$14.3M + \$11.5M existing funds &
(~\$14M - ~\$20M)** new funds)

Funding to cover one essential operational service

Shared Service-
Year 1: \$100,000
Year 2: \$200,000

* SY2122

** Range of funds are a result of two possible baseline methodologies

The Benefits of Capacity Recommendations (SY23-24)

Capacity Recommendation will help increase the number of students that can be successfully supported in their home district and help ensure that all students in Colorado, regardless of location, get the educational support they need. Creation of a technical assistance center will help to identify district needs and help prioritize the most effective means of providing support

Many rural district don't currently have the resources available to address student needs that are beyond the capacity of a typical classroom. Although specific needs will vary from district to district state funding will help enhance educational capacity across the state.

Funding will:

1. Help address student need in home district
2. Ensure students receive support they need

Estimated Statewide Funding to support districts to address student needs that are beyond the capacity of a typical classroom

Year 1= \$100,000 (FTE coordinator)

Overall budget would increase by \$100,000 each year for 5 years as priorities are identified and available supports grow

The Benefits of Continuum Recommendations

WORKGROUP

Continuum Recommendations will help expand slots so more students can be served in CDE approved Facility Schools and ensure that some needs which are currently not being supported can be. Expanding Access and Locations will help to ensure every student that needs a slot has one and Clarifying and Improving the process will help ensure that all eligible schools become part of the continuum of schools.

Expanding the Facility School Continuum be take place through a phased in approach. A combination of sites will be approved each year with a total combined student population of approximately 100.

Funding will:

- 1.Help address student need in home district
- 2.Ensure students receive support they need
- 3.Reduce redundant spending
- 4.Minimize out-of-state spending

Estimated Cost of First Phase of Expansion

Number of Students:
Approximately 100

Estimated Cost:
(1 school w/ 10 students = total \$700,000)
(1 school w/ 50 students = total \$1.7M)
(2 schools w/ 50 students = total \$3.4M)
(5 schools w/ 10 students = total \$3.5M)

* SY2122

** Was approximated based off of SY2122 attendance, avg tuition rate of \$114 and a 70% Special Education Rate

^ Baseline Funding was calculated utilizing SY2122 attendance figures (~922 students) vs total capacity of Facility Schools (1,347)

The Individuals with Disabilities Education Act (IDEA) requires all states to provide a full continuum of services for students with specific support needs. Additionally, S.B. 21-274 resolves and declares that recommendations should address the educational, physician, behavioral, and mental health needs of children and youth who need advanced services through the provision of adequate educational options not only through Facility Schools, but also within school districts across the state. Without passage of these recommendations Colorado may fall short of these requirements.

FUNDING

Without increased funding for Facility Schools it will be hard to ensure that their students are receiving the individualized support required for students to achieve academic success. ***Additional funding will create a more sustainable system to ensure educational services are provided to at-risk students including students with disabilities.***

CAPACITY

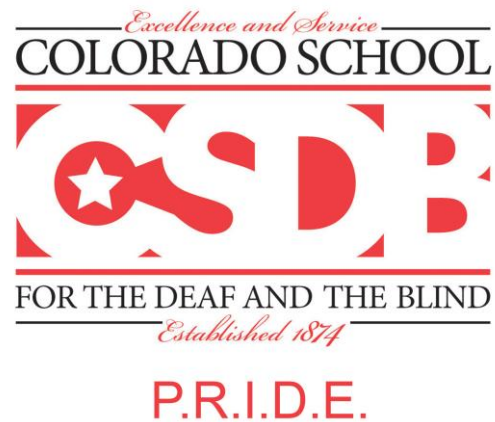
Without increased capacity to address student needs in-district across the state, many students will fall behind academically and not be able to catch up. ***More support in-district will help ensure that student's needs are met and it will additionally increase the number of students that can remain in-district and at home leading to better environments to help maximize academic outcomes.***

CONTINUUM

Without increasing the continuum to expand the types and locations of programs available in Colorado there will always be some students that don't have access to the support they need. ***A larger Facility School continuum will help provide access for each and every student that needs support beyond what is possible in the traditional classroom leading to improved academic outcomes.***

Thank You





Joint Budget Committee Hearing

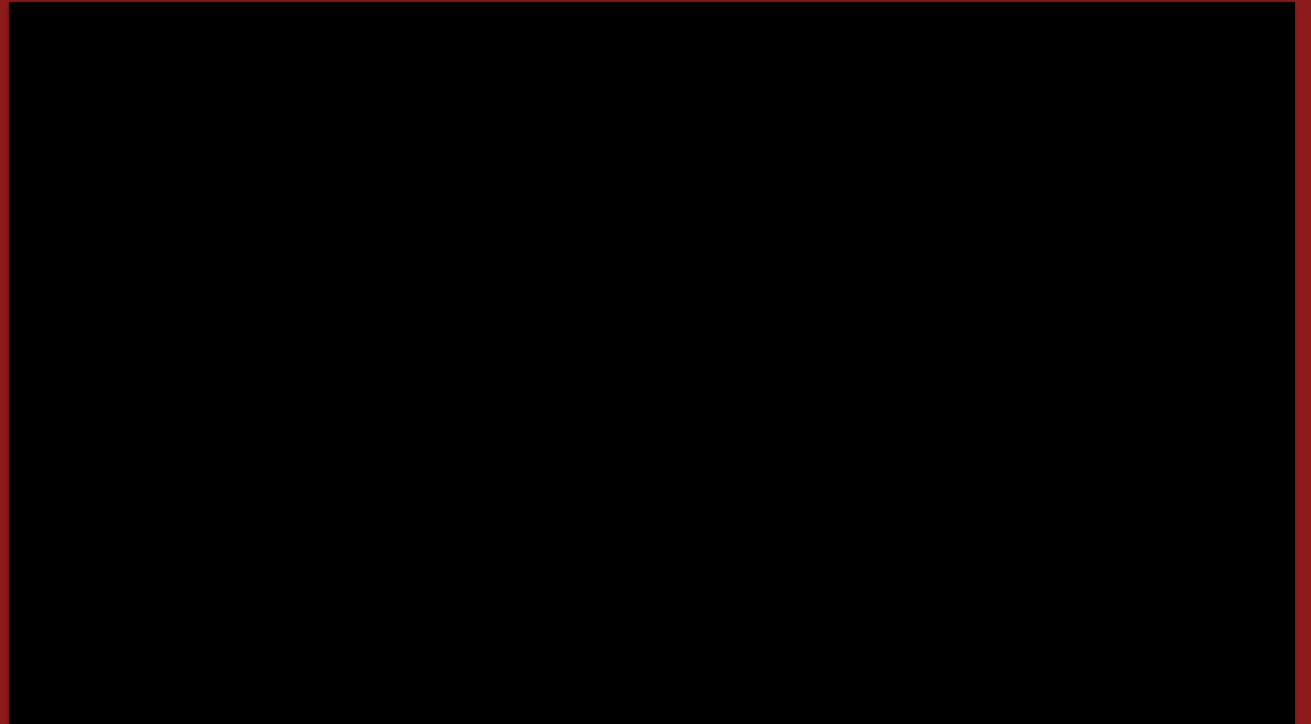
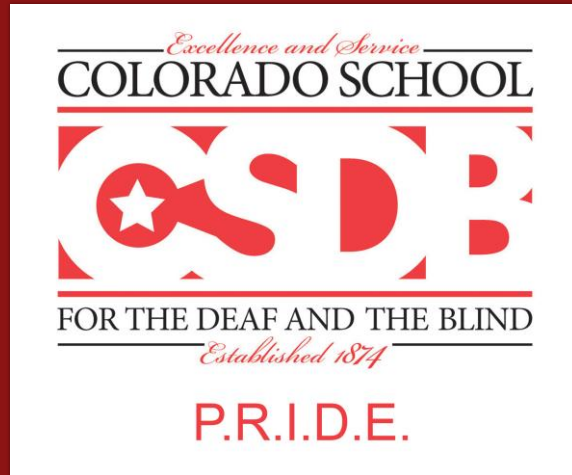
December 9, 2022



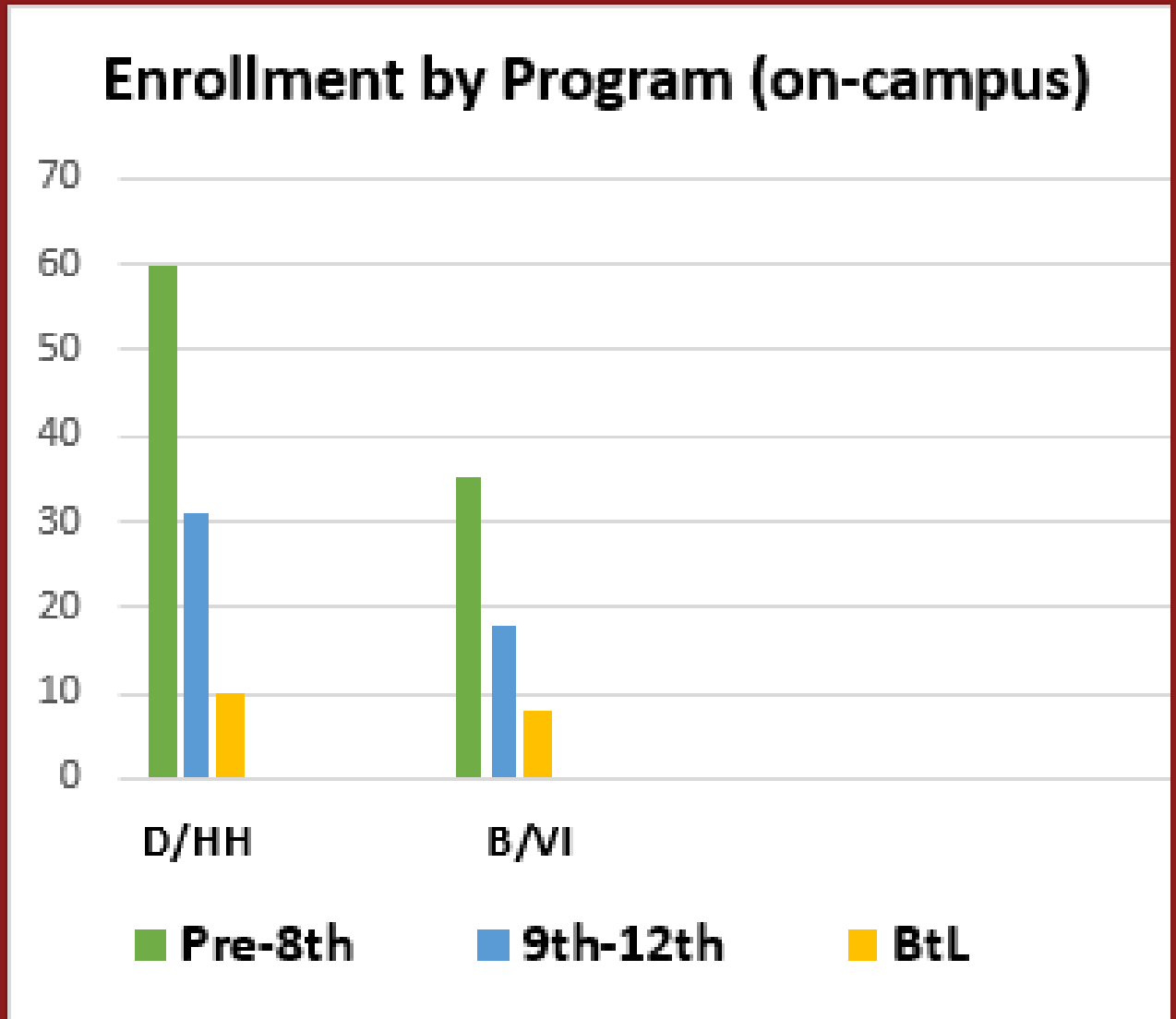
CSDB Mission

The Colorado School for the Deaf and the Blind (CSDB), in collaboration with families, school districts and community partners, educates and inspires learners throughout the state, birth through age 21, to achieve their full potential through comprehensive, individualized academic, transition, residential and outreach programs and resources.

Our Story

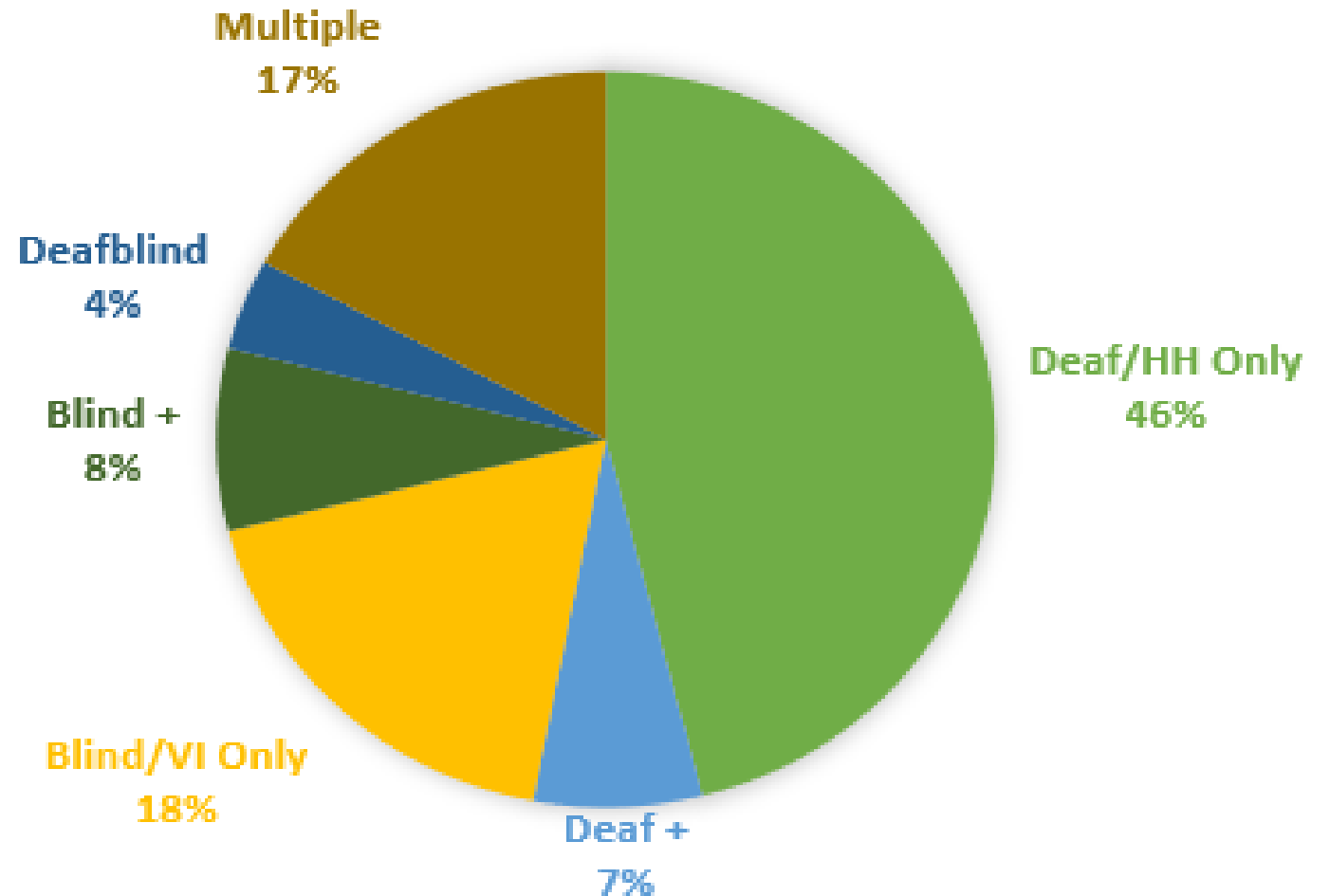


CSDB On-Campus Programs



CSDB On-Campus Programs

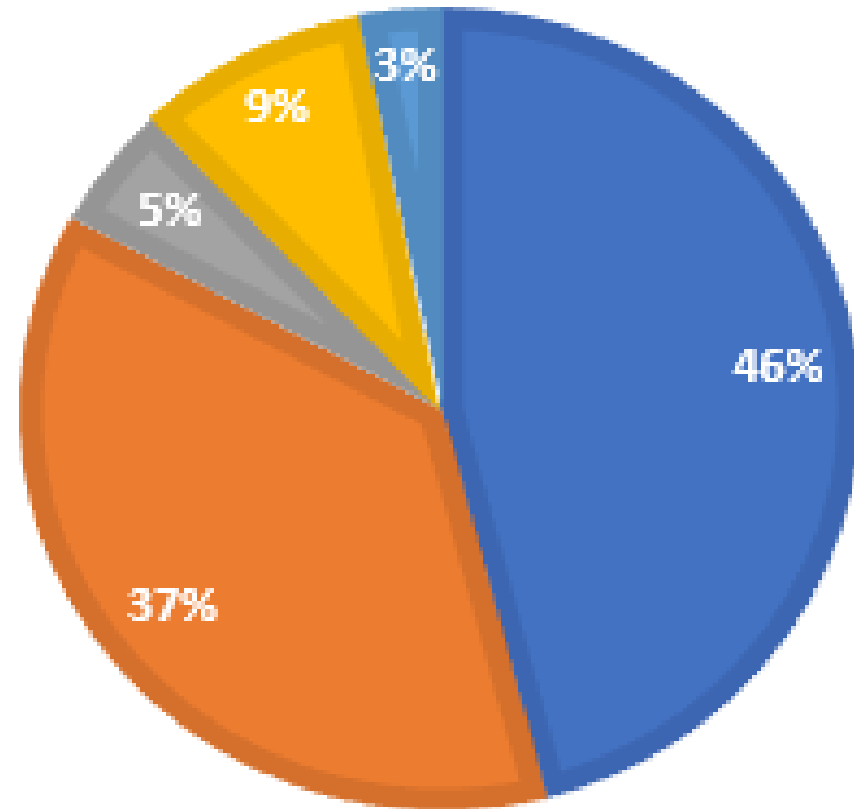
STUDENT (ON-CAMPUS) PRIMARY DISABILITY



CSDB On-Campus Programs

STUDENT DEMOGRAPHICS

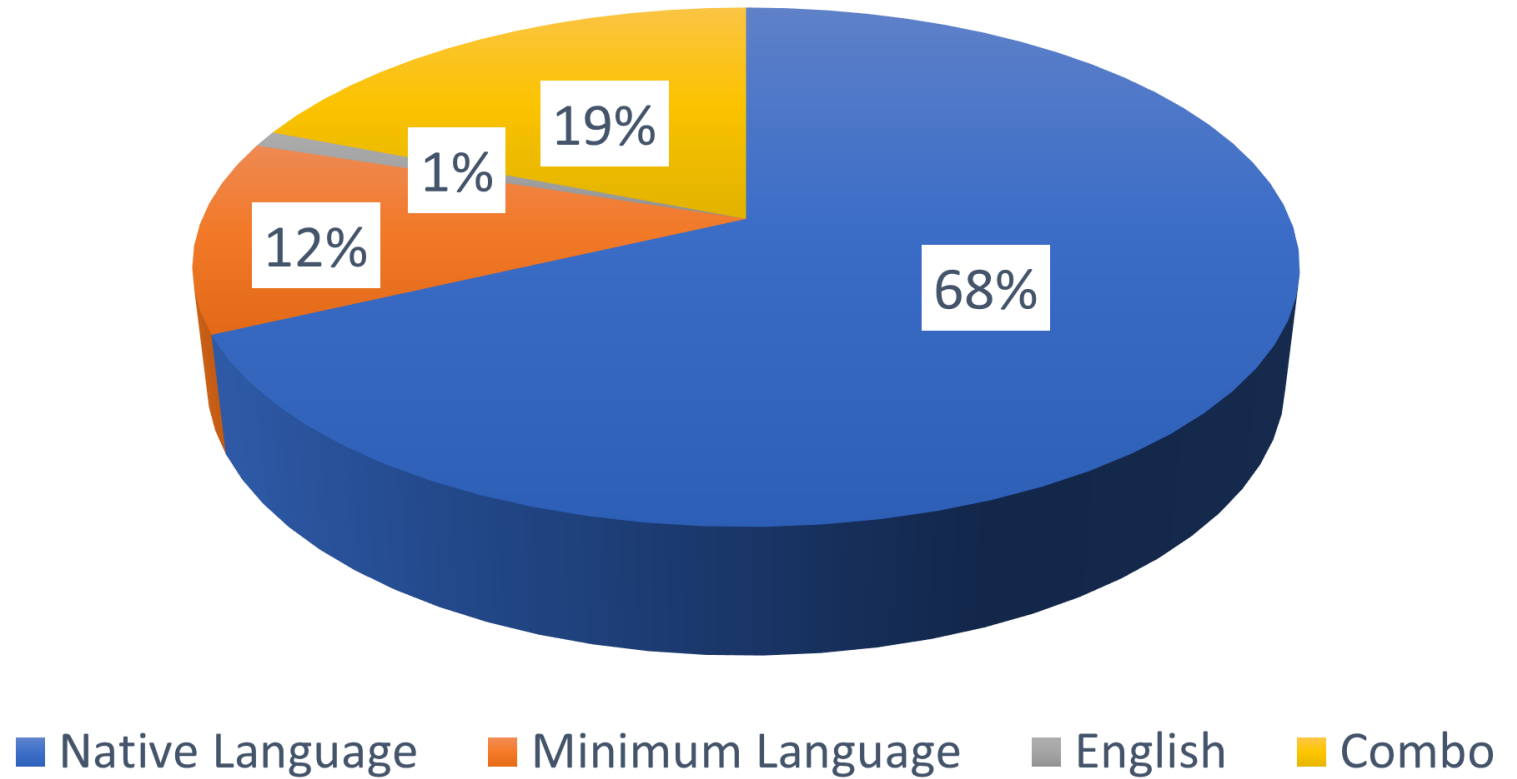
■ Hispanic ■ White ■ Asian ■ Black ■ 2+ Races



CSDB On-Campus Programs (Deaf)



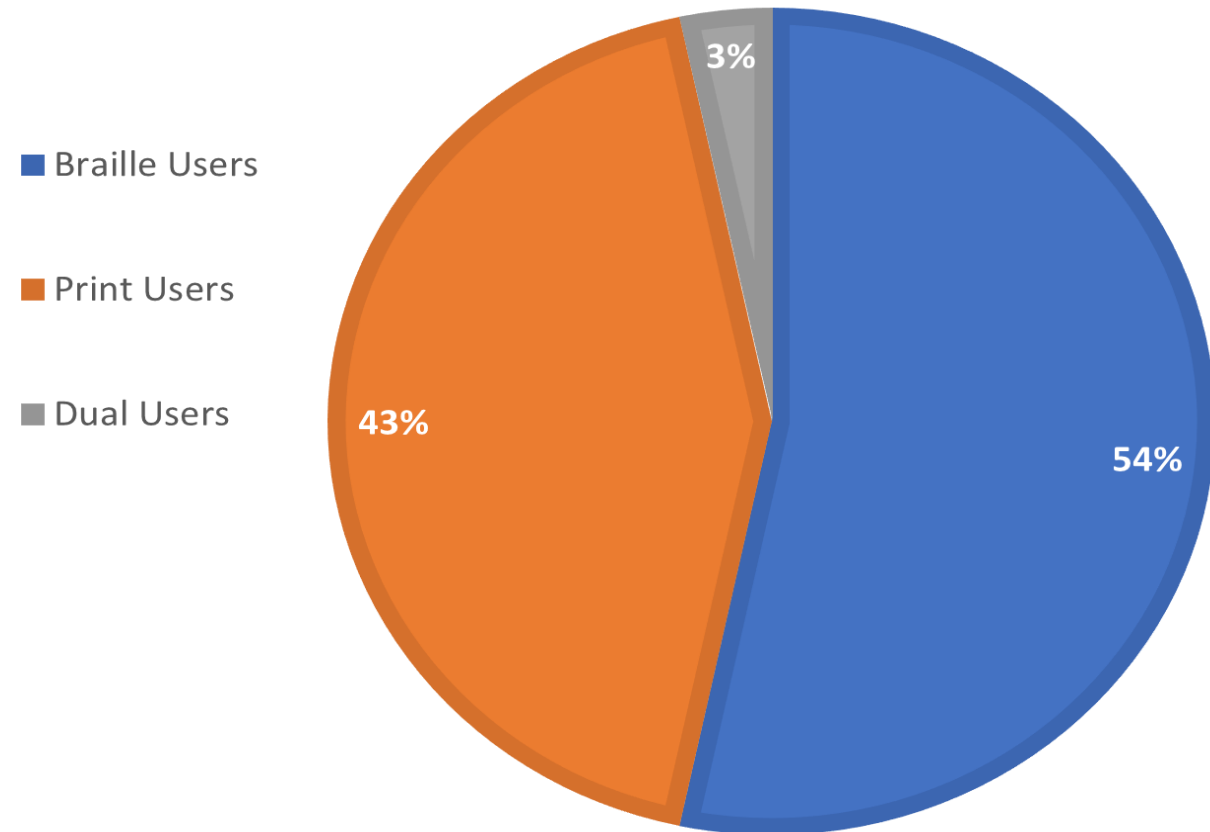
Communication Preference
Students (on-campus) Deaf



CSDB On-Campus Programs (Blind/Visually Impaired)



STUDENTS' ON-CAMPUS LITERACY MODALITY SCHOOL FOR THE BLIND



CSDB Outreach Programs Early Intervention

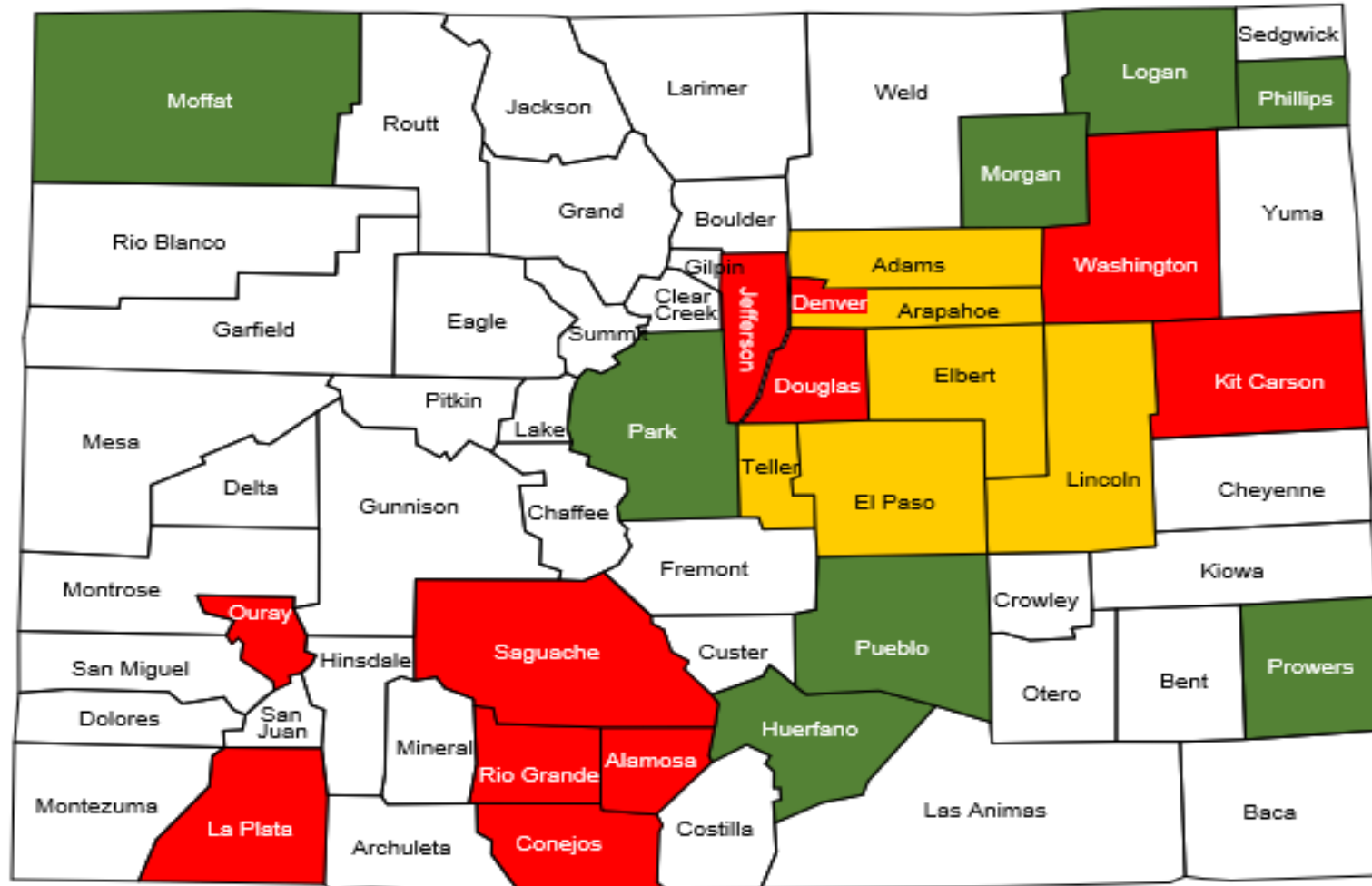
		Total Unique #	Metro	North Central	Northeast	Northwest	Pikes Peak	Southeast	Southwest	West Central
Early Education, birth - 8										
	Colorado Home Intervention Program (CHIP) families, birth to 3, Deaf/Hard of Hearing	578	349	49	25	15	102	6	17	15
	Families with children birth to 3, Blind Visually Impaired	50					50			
	Early Literacy Development Initiative (ELDI), birth - 8, Deaf/Hard of Hearing	126	regional data not available							
	Early Literacy Regional Events, birth - 5 years old, Deaf/Hard of Hearing; 13 events, 7 events in-person, 6 events virtual	184	110	25	0	2	31	0	1	15

CSDB Outreach Programs School Age PreK-12

School Age Students, Grades PreK - 12		Total Unique #	Metro	North Central	Northeast	Northwest	Pikes Peak	Southeast	Southwest	West Central
	School Age Students - Deaf/Hard of Hearing	94	13	0	26	22	2	11	20	0
	School Age Students - Blind Visually Impaired	69	3	1	0	6	49	3	7	0
	Colorado Digital Learning Solutions (CDLS), on-line classes for Colorado high school students learning American Sign Language (ASL)	189	regional data not available							

CSDB Outreach Programs K-12

School Age Services, Grades PreK - 12, by County



Red = hearing services

Green = vision services

Gold = hearing and vision services

CSDB Outreach Programs Statewide Stakeholders

Stakeholders throughout Colorado		Total Unique #	Metro	North Central	Northeast	Northwest	Pikes Peak	Southeast	Southwest	West Central
	Community Events - Statewide Collaborations, Deaf/Hard of Hearing families, 3 events = Fall Festival, Holiday Party, Children's Museum	data not available	regional data not available							
	Grand Junction	15				15				
	Community American Sign Language (ASL) Classes	141	11	3	0	0	127	0	0	0
	American Sign Language (ASL) Immersion for Education Professionals	78	33	3	0	0	42	0	0	0

JBC Question – Academic Progress

- ◆ **How can CSDB ensure that its students demonstrate excellent academic progress? Discuss the staff recommendation that CSDB works with the Department's Exceptional Student Services Unit to identify and track student outcomes measures for CSDB that both entities believe fairly represent CSDB's performance in comparison to other institutions serving deaf/hard of hearing and blind/visually impaired students.**

Response— Academic Progress

CSDB and CDE both agree there are limitations with the comparison groups to include:

- ◆ **CMAS data represents on-campus students 3rd – 8th grade and is not representative of the outcomes of all programs to include all grade levels on-campus, as well as outreach programs.**

Response— Academic Progress

- ❖ **CMAAS comparisons include students who have a primary disability of Deafness or Blindness/Visually Impaired. CSDB has a significant number of students who have a secondary disability.**
- ❖ **CMAAS is measuring academics only, not language development which is critical for students who are Deaf and Expanded Core Curriculum (ECC), which is critical for students who are Blind/Visually Impaired.**

Response— Academic Progress

- ❖ **CSDB and CDE are open to investigating other options for comparison groups and will work together to identify other options to include the possibility of RMDS in state, as well as other residential schools. Due to data privacy, and varying assessments, other schools may be hesitant share comparison data.**

Response— Academic Progress

- ❖ **CSDB and CDE will also identify ways in which we can report on outcomes for other programs to include Outreach PreK-12 and Early Intervention.**
- ❖ **CSDB and CDE will also work together to investigate using READ Act data as another measure**

Response— Academic Progress

- ❖ **CSDB has begun the CEASD and AER accreditation process and through that process will work with the accreditation team to identify other ways to demonstrate student outcomes.**

JBC Question – CSDB and CDE Roles

- ◆ **Discuss the differences between CSDB's statewide responsibilities for deaf and hard or hearing/blind and visually impaired students versus those of the Department. Are changes needed (including to statute) to clarify or modify the responsibilities and resources of each entity?**

Response— CSDB and CDE Roles

CSDB and CDE do not believe legislation is needed to clarify roles. The team has been working to identify roles and responsibilities. These include:

- ◇ CSDB – student and family-focused programs and services and support of professionals PreK-12**
- ◇ CSDB – state-wide direct services for students K-12**
- ◇ CSDB – statewide role in Early Intervention**

Response— CSDB and CDE Roles

- ❖ **CDE – provides staff professional development focused statewide, mandated personnel competency supports statewide initiatives from CDE**
- ❖ **Statewide Needs Assessment – develop collaboratively to identify needs and/or gaps in services for both**
- ❖ **Statewide Deaf Advisory and Blind Advisory Committees, CDE will be represented in this to continue to foster collaboration**

CSI MLO Equalization Budget Request

December 9, 2022



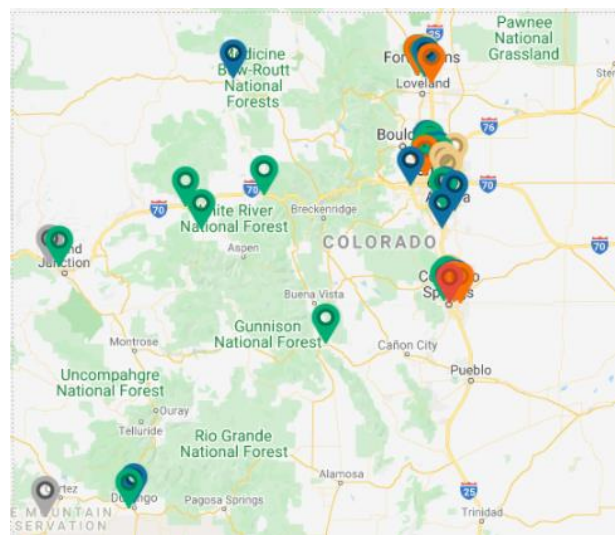
CSI Overview

CSI's mission is to foster **high-quality** school **choices** that serve **all** students.





Our portfolio of schools is diverse.



43
schools

21K
students



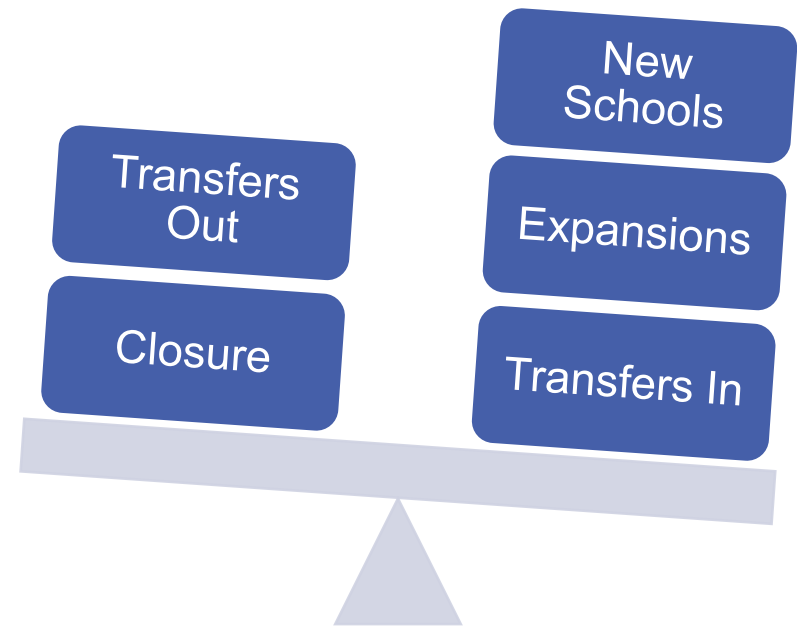
16
models



Our portfolio is dynamic.

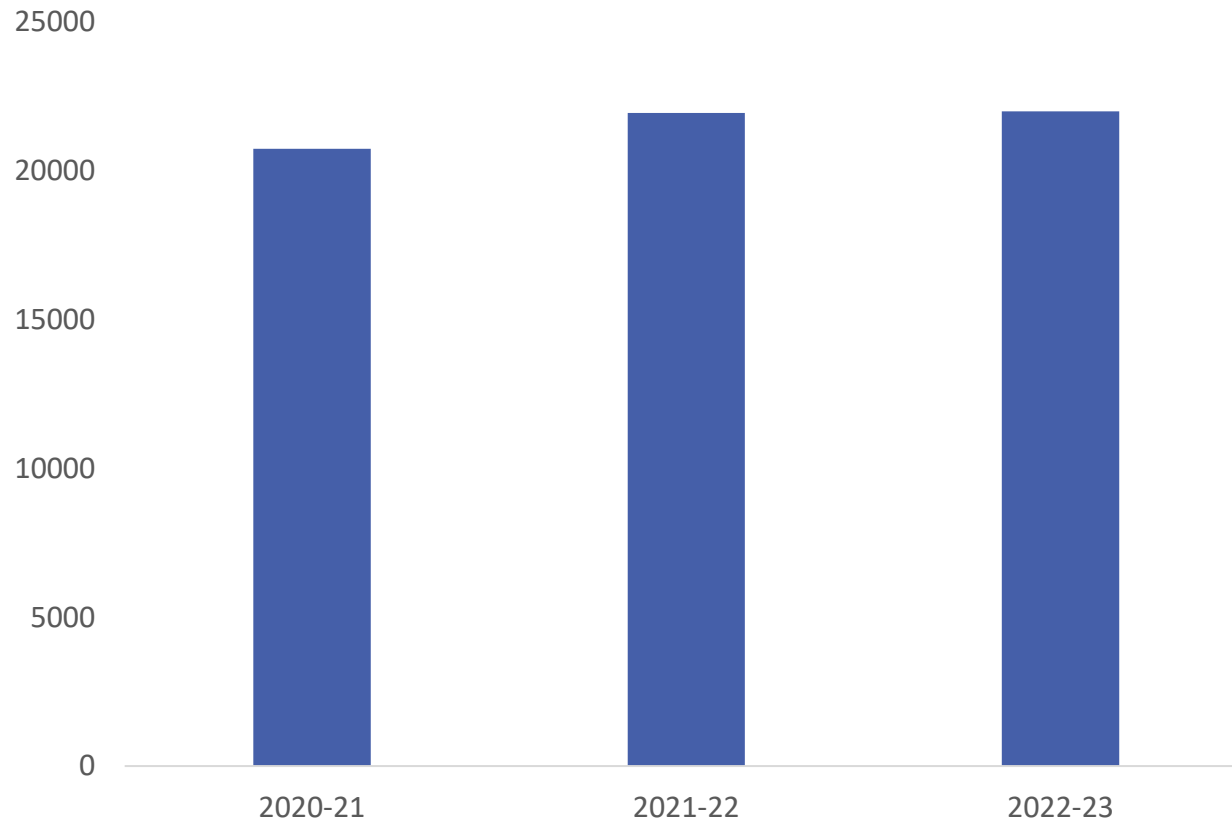
Over the past year, CSI's portfolio has seen:

- Closure
- New school openings
- Expansion of existing schools
- Transfer to district





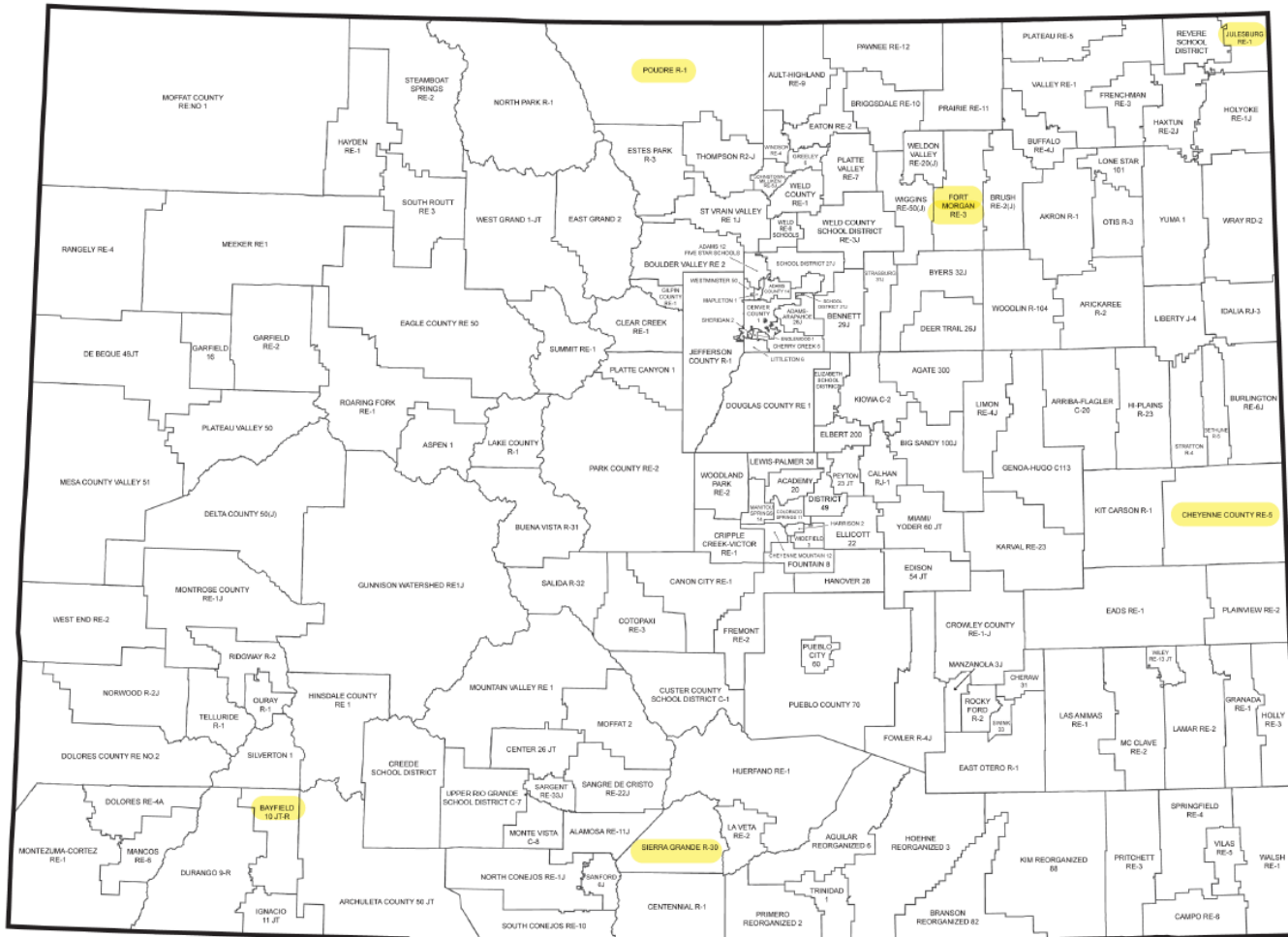
Our enrollment remains steady.





How do schools come to CSI?

Colorado School District Map

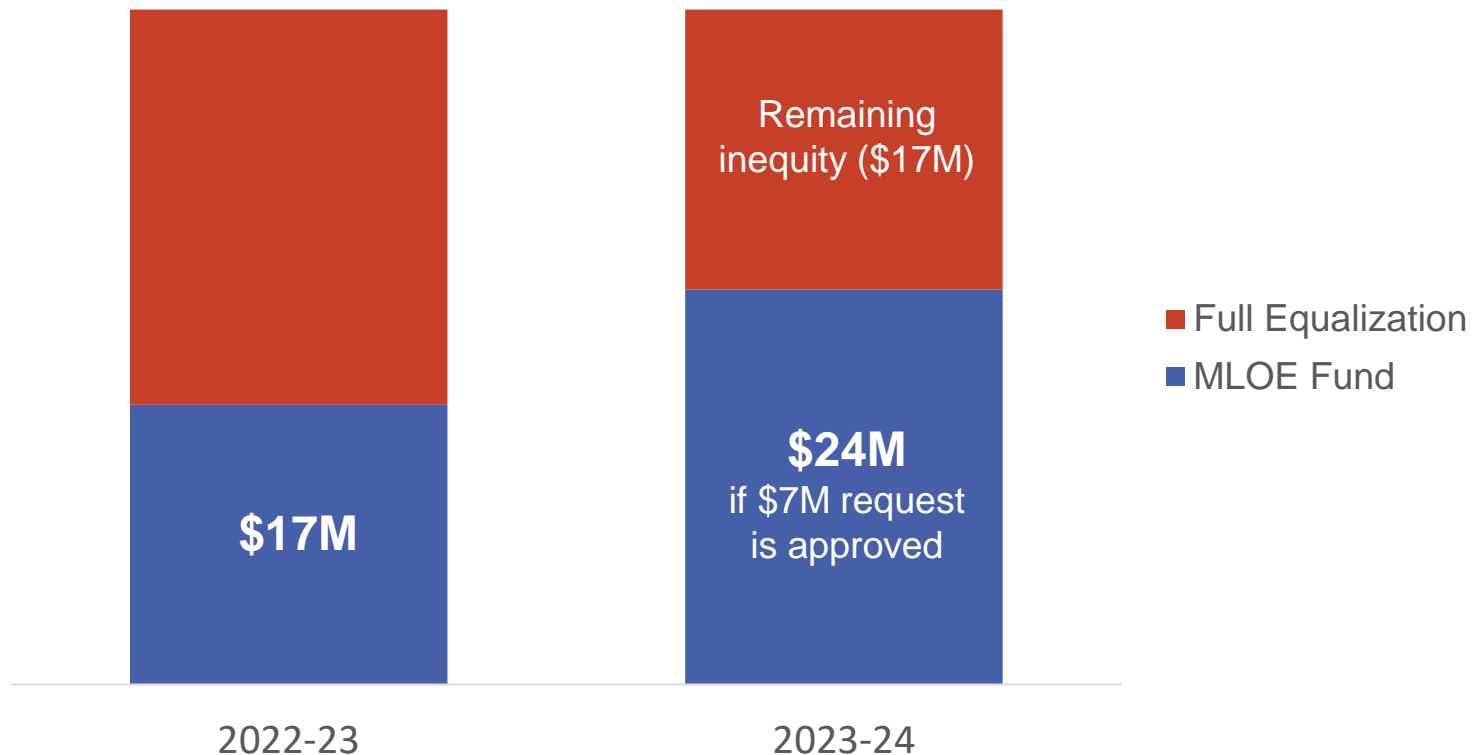


Districts that **do not** retain exclusive chartering authority



Budget Request

CSI requests \$7M to be allocated to the CSI MLOE Fund for FY24.



The existing MLO inequity is significant in many communities.



Colorado International Language Academy

Colorado International Language Academy serves students in grades K-5 in Colorado Springs, offering instruction in **French, German, Mandarin Chinese, and Spanish**. CILA continues to serve a **higher percentage of multilingual learners** than the geographic district.

CILA students receive \$1,950 LESS than their district peers.



New Legacy Charter School

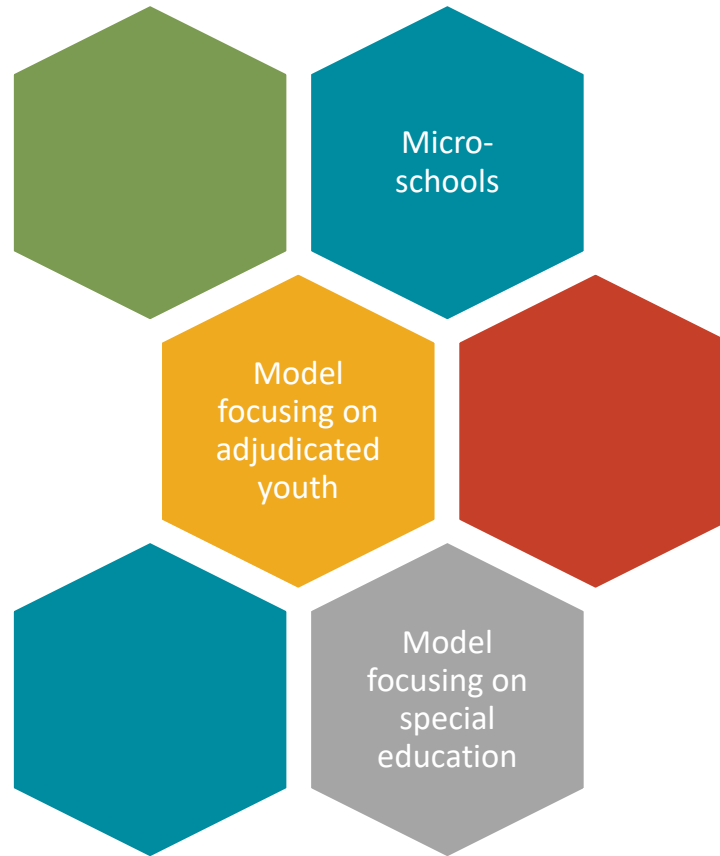
New Legacy Charter School serves **pregnant and parenting teens and their young children** in Aurora.

New Legacy has seen a **steady decline in its dropout rate** over time, which is now more than 10% lower than the national average for pregnant and parenting students.

New Legacy students receive \$1,785 LESS than their district peers.



Funding challenges can be a barrier to innovation.



Funding the MLOE Budget Request would help address schools' greatest needs.



Staff Salaries

CSI school teachers and principals **earn over \$10k less than district peers.**



Staff Attrition

The **teacher turnover rate of CSI charters is nearly double the state average,** likely due to lower compensation.



Staff Shortages

Roughly **80% of CSI schools had vacant positions** at the start of the 2021-22 school year.

