SB 21-274, Facility Schools Model Workgroup Meeting Notes

March 3, 2022, 9:00 - 12:00 PM Virtual - Zoom Meeting

Workgroup Members Present: Laurie Burney, Kari Chapman, Michele Craig, Stacey Davis, Wendy Dunaway, Paul Foster, Samantha Garrett, Sonjia Hunt, Elizabeth Lucier, Sandy Malouff, Germaine Meehan, Becky Miller-Updike, David Molineux, Tiffeny O'Dell, Kelly O'Shea, Steven Ramirez, Deon Roberts, Robin Singer, Carolena Steen, Judy Stirman, Ann Symalla, Barb Taylor, Kevin Tracy, Callan Ware, Maureen Welch, Laura Writebol

Workgroup Members Absent: Doug Hainley, Brandon Miller, Erin Osterhaus, Betsy Peffer

Guest Observers: Lori Kochevar, Sonia Sutton, Isabel Broer, Annie Haskins

Facilitator & Support: Virginia (G) Winter, Equinox Consultancy LLC, Quinn Enright, CDE
Analysis Team: Nick Stellitano – Dillinger Research & Applied Data

Reviewed agenda, zoom features, and the Guidelines for Interaction, Deliberation and Collaboration.

Public Comment: no public comment

Accountability:
- Pre-read – System model, baseline funding, and support

1. Coming present
1) Dillinger Research & Applied Data reviewed the work flow and plan as well as the current status of pending surveys
2) Outcomes for success from 10/2021 were review as well as the Objectives for the meeting

2. Baseline quality + funding for a Facility School (System Model)
1) In reference to the slide & pre-read diagram, feedback to consider: on system visual - "not meeting criteria vs. non-qualifying" and continuum representation for students in facilities not approved by CDE.
2) Dillinger Research & Applied Data presented baseline quality + funding - there was considerable input and active dialogue. Adjusted slides are #13 and #15.
3) In lieu of a decision today; the WG made a short list of some considerations/amendments for the final iteration; up for decision by April. See slide 16 with captured meeting notes.

3. Essential staff or supports known to be vital to a quality system model for FS

    1) Members worked in four separate breakouts and generated options for sharing with regard to staff, resources, and services. The question was: What components within each of the three areas could facility schools legitimately share across organizations?

    2) In lieu of a consensus decision, several ideas were repeated ideas/themes. See slides 19 and 20 with captured meeting notes.

4. Training and Technical Assistance for students with no or misaligned access to FS

    1) Dillinger Research & Applied Data introduced the concept of support to school districts and their students, if there is no access to a Facility school.

    2) The workgroup engaged in whole group 'prototyping' discussions.

    3) The output of this discussion will be utilized to formulate a proposed center structure that will be reviewed and agreed upon at the April workgroup meeting. See slide 28 with captured meeting notes.

Next Steps
- [Post-Meeting slides](#)
- There was general agreement that Thursday's or Friday's work well for monthly meetings after May. The second of June (6/2/2022) was supported for the regular June meeting.

- Next meeting is Friday, April 1, 9:00 – Noon

- Should you be unable to attend a regularly scheduled Workgroup meeting, PLEASE remember to access and review all post meeting slide decks and meeting notes and support materials to stay abreast of the Workgroup's progress meeting to meeting.

- Stay tuned! Dillinger Research & Applied Data will review the inputs from today regarding the baseline model, shared services and outreach/trng./TA.

Greetings Facility Schools Workgroup Members and Guest Observers

A few notes prior to the meeting starting:

- **Workgroup Members please have your camera on and relevant documents available at the beginning of the meeting.**

- **If you are a guest observer to our meeting and would like to participate in the public comment portion of the meeting, please submit your name, group or entity you are representing, and public comment topic in an email to:*Quinn Enright (Enright_Q@cde.state.co.us) Note: we request that this is done 24 hours before scheduled meeting times.***

- **The Workgroup has allocated time for public comment near the beginning of each meeting. Reference the Agenda, the exact time varies slightly.**

- **The guidelines for the public comment include: 3 minutes per person, with a maximum of 5 people (or 15 minutes total) allowed.**

COLORADO
Department of Education

March 3, 2022

Virtual Meeting

DILLINGER
RESEARCH & APPLIED DATA INC.

equinox
CONSULTANCY LLC

- Be open minded; Avoid bringing any hidden agendas to the table.
- Not afraid to express your opinion.
- Listen to understand, not respond.
- Don't be afraid of change. Expect changes.
- _____ in why we're here.
- Tap into the variety of perspectives and expertise available.
- Full understanding of purpose.
- Giving everyone a chance to be heard
- Challenge ourselves to be innovative.
- Be respectful of different points of view.
- Consistent attendance, participation, and engagement.
- Focus and stay on track with the agenda and tasks at hand.

- Create a safe environment to discuss disagreements.
- What is the common denominator we go away with? (i.e. Can we agree on a global fix?)
- Leave room for all voices.
- Focus on the kids. Keep it kid-focused. Kids and family-focused.
- Patience with opposing viewpoints and creative thinking.
- Come to the meeting prepared; adhere to timelines.
- Allow folks that are speaking to finish their comments without interruption.
- Assume positive intention.
- Respect voices for representing constituencies. (Appreciate that members may serve as liaisons to a constituency).
- Good access to materials. Maintain the Google drive with the background information which will help us and aid transparency.

Developing a new model

Plan overview through June...

Dec	Jan	Feb	Mar	Apr	May	June
Prioritization	**Funding Focus (Costs)**	**Funding Focus (Revenue)**	**Facilities Focus**	**Student Focus**	**Outcomes**	**Short Term Capacity**
Come to consensus on which perspective should be the primary focus moving forward	*What are the minimum required financial supports needed for students and or facility schools?* *How could facility schools realize economies of scale?*	*What are alternative methods of funding beyond Tuition and PPR?* *How much money, on a PPR basis, is required?*	*What are min staffing levels required for any type of facility schools?* *How could facility schools realize economies of scale?*	*What types of student need (disability, type, diagnosis, etc…) will facility schools support?*	*What are proposed metrics to measure equitable access, support, and or achievement for students?*	*What are an agreed upon set of timelines and deadlines for implementation?*

Facility Survey

How we define success -

- Finding long-term - not Band-Aid- solutions;
- Addressing rates and the rate-setting process;
- Creating state-wide sustainable options;
- Resources are more accessible for all students;
- Providing services without limitations;
- Increasing capacity and having sustainable capacity;
- Improvement in residential programs goes hand-in-hand with improvement in educational programs;
- There are quality programs everywhere;
- Simplify processes to minimize red tape;
- Sustainable without having to rely on other systems and/or stakeholders in order for facilities to continue providing services.

Product of the Facility Schools Model Workgroup - October 7, 2021

Non-linear Design Thinking Process Loop Diagram

Empathize

Member perspectives, external surveys and interviews

Ideate

Workgroup mtg products from breakouts - Etcetera!

Define

Data/Research and Workgroup dialogue

Test

Prototype

Collaborative research and development in between & at WG meetings

6

Today's Objectives - Agenda Items 2, 3, and 4

 # 2. Baseline quality + funding for a Facility School
- Understand what a plausible, flexible, sustainable FS looks like in a systems model
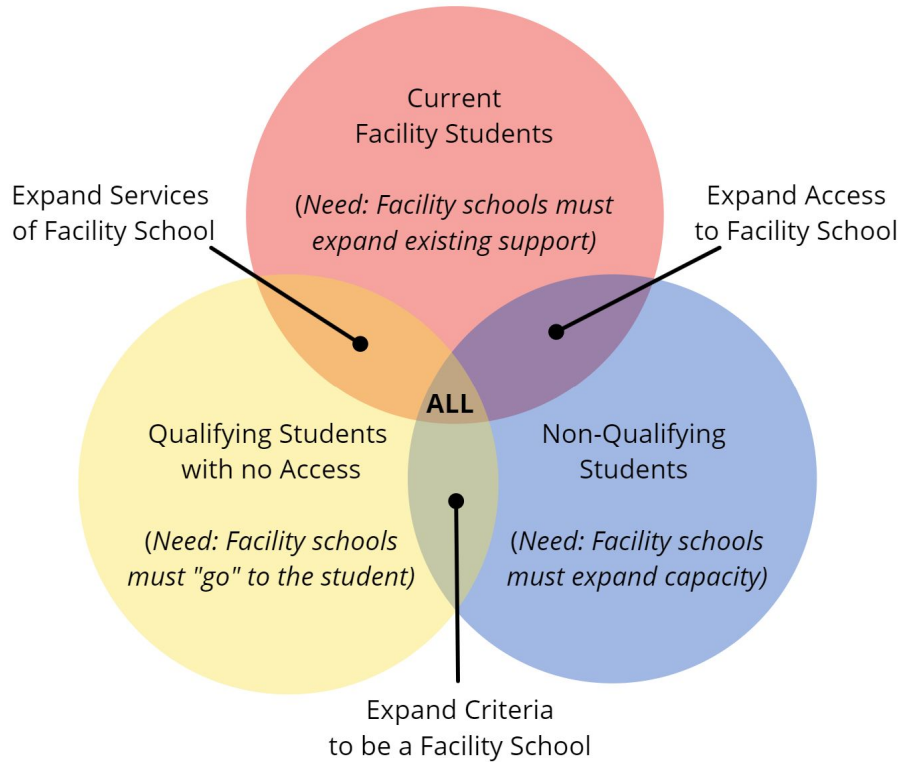- Seek consensus decision on a recommendation to support the core rationale and features

#3. Essential staff or supports known to be vital to a quality systems model for FS
- Break-outs. Review & give input on flexible, non-student facing, staff/services that could be cooperatively shared
- Seek consensus decision on a separate recommendation to support staff/services that would be options to share

#4. Training and TA for students with no or misaligned access to facility schools
- Context: understand this sub-component of a model continuum
- Break-outs. Give input on questions that will lead to formulating a recommendation draft for the April Meeting

Systems Model

Current
Facility Students

(*Need: Facility schools must expand existing support*)

Expand Services
of Facility School

Expand Access
to Facility School

ALL

Qualifying Students
with no Access

(*Need: Facility schools must "go" to the student*)

Non-Qualifying
Students

(*Need: Facility schools must expand capacity*)

Expand Criteria
to be a Facility School

Plausible Recommendations will help to ensure that they are passed by the legislator.

Flexible Recommendations will help ensure that if legislators decide to pass only selected portions of the recommendations, the system will not fall apart.

Sustainable Recommendations will help ensure that as Colorado youth needs grow over time, the system can adapt to meet those needs.

Optimization Components from Jan. 7 Workgroup Meeting

	Student/Parent/Guardian	Referral Source (Person/entity placing student)	Service Provider (Education / Related Services)
Staffing	- Staff to student ratio is as low as possible - Access to all special service providers in the school	Licensed special educators & practitioners would be great	- Licensed special educators & practitioners would be great
Resources	- The ability to meet educational and behavioral health treatment needs - More robust funding formula that can provide the needed resources for students - Students have access to adaptive technologies - More resources to support families as well (students who are not in home place that we prevent out of home placement) - Want to maintain relationship with Home district and being able to access home district resources	Utilize shared expertise from community	- More robust funding formula that can provide the need resources for staff
Space	- Having quality space that students can be proud of - Space is accessible to students with disabilities (beyond just the legal requirements) - Ensuring physical and emotional safe space for students	- CLose proximity to students home - The ability to have staff to meet students where they are	- Educational providers are not constrained by square footage - Ensuring emotional and physical safety for staff
Access/Equity	- More places that can help youth (more options based on geography and or need) - Widening the scope of what counts as needed to receive supports - Funding does not mean students have or don't have access - All kinds of needs, deaf hard of earring, as well as other needs (intellectual disabilities) - Gender, LGBTQ, trans gender, autistic or non-binary. have access as well	- Shared criteria on making referrals - Support doesn't equate to placement - Support means meeting educational and behavioral health treatment needs - I can access facilities for all types of learners	- Differentiated levels of support for staff - Need to build and improve capacity

Facility Baseline Buildout

What should be included in a baseline funding model for facility schools to be sustainable?

Staffing Essentials	Other Resource Essentials
One Facility Director (Administrator)	Transportation Costs & transportation coordinator / driver / van
One coordinator for referrals (administrator)	Rent, utilities, communication costs, building insurance, prof insurance, transportation insurance
One full time financial person (could possibly overlap with coordinator; administrator; proficient in Medicaid, braided funding, etc.) HR & Marketing	Property destruction and maintenance
One Treatment Leader for every 25 youth in care (Master's level)	BCBA: allows facilities to access Medicaid funding, not required in legislation but is best practice
Transition Coordinator (back to home school) Behavioral Analyst	Technology for students and staff General Cleaning (custodian? Contract or service)
Therapist for aux services (OT,PT speech) Day Treatment: therapeutic support Education coordinator School social worker/psych Counselor (1 x # of students) Para (1 x # students) Teacher (1 x ratio, e.g., 8-10 students)	Food Service (Breakfast and lunch) PD: staff training Instructional Materials Furniture and Fixtures

Baseline Funding

*Baseline Funding **establishes a minimum funding allocation** needed to ensure schools have enough revenue for essential operating costs.*

Many school districts across the country utilize baseline funding to support schools, especially those that are educating smaller and more specialized groups of children.

*Baseline funding can be **calculated using a variety of components**, including but not limited to:*
- *Staff*
- *Operational costs*
- *Other resources*

Remember:
Facility Schools don't have to purchase the baseline components - the model just **establishes what the minimum amount of funding** is required to run a facility school

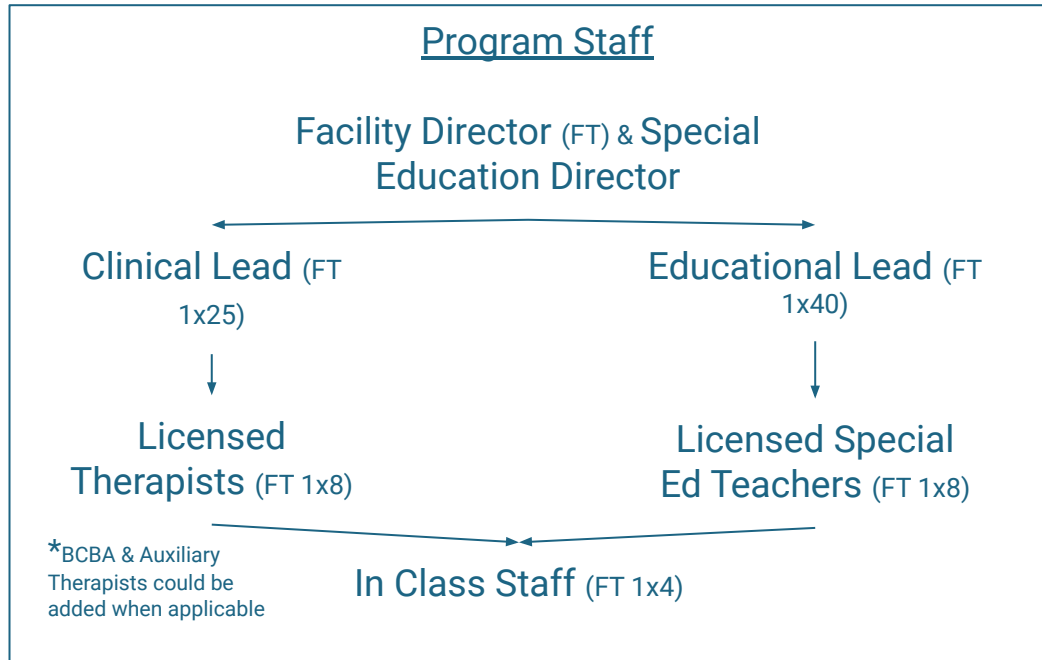# Baseline Funding Draft

Major Funding Categories

Process

1. Reviewed need for Baseline Funding

2. Identified and recommended Baseline Staffing, Services, and Resources

3. Drafted proposed Baseline Funding

Defining
Ideating
Prototyping

4. *Coming to consensus*

Staffing

Supplies

Overhead

Baseline Funding- Staff

Program Staff

Facility Director (FT) **& Special Education Director**

Clinical Lead (FT 1x25)

Educational Lead (FT 1x40)

Licensed Therapists (FT 1x8)

Licensed Special Ed Teachers (FT 1x8)

*BCBA & Auxiliary Therapists could be added when applicable

In Class Staff (FT 1x4)

Support Staff

- Custodian
- Financial Coordinator
- Human Resources
- Maintenance
- Referral Coordinator
- Transition Coordinator
- Quality Control
- Food Services

Student facing staff could be considered a priority over support positions by legislators. Splitting staff type in the recommendations could increase the likelihood of funding approval.

Baseline Funding- Supplies

Furniture/Equipment/Supplies
- CORE - Classroom items
- Non-CORE - Office Items

Technology
- CORE - Classroom Technology
- Non-CORE - Office Technology

Instruction
- CORE - Classroom Curriculum
- Non-CORE - Field trips/enrichment

Student Database Software
- Non-CORE - Clinical and SIS software

Food
- Non-CORE - Breakfast & Lunch

Supplies related to direct instructional costs (CORE) would likely take priority in legislators minds. By splitting instructional (CORE) and non-instructional (Non-CORE) supplies in the recommendations, there may be a higher likelihood of Baseline Funding approval.

Baseline Funding- Overhead

Overhead for an organization is calculated by *dividing indirect costs by direct costs and multiplying by 100*.

CORE Overhead

- Property Destruction & Maintenance ★
- Transportation
- Utilities
- Insurance
- Communication
- Security Equipment/Services ★

Non-CORE Overhead

- Professional Development/Training
- Conference space/equipment

Overhead costs are ongoing expenses required to operate a business and can not be directly attributed to a given service (in this case educating students).
CORE Overhead was defined as expenses that are required to "keep the doors open".

★ Items that were identified by multiple facilities as regular, additional costs

Is there a decision in support of the baseline model as presented today?

In lieu of a decision today; the WG made a short list of some considerations/amendments:

- **Under program staff, there would be a facility director and a SPED director**
- **Under program staff, changing "teacher" to "licensed teacher (special education)" and "unlicensed teacher" (SPED requires specific license, change in cost, will use sped teacher average salary from state-wide)**
- **Under program staff, changing therapist to licensed therapist**
- **Clinical specialist?**
- **Security Equipment into CORE**

What is a Shared Service? Shared services is the consolidation of business operations that are used by multiple parts of the same organization

Why it matters…

- Shared Services can centralize back-office operations that are used by multiple divisions of the same company and eliminate redundancy.
- They can allow each business division to focus its limited resources on activities that support the division's business goals.

Should the workgroup create an additional baseline funding model that helps create a set of shared services that facility schools can opt into?

Ideate in Breakouts!

Consider each of the three areas in your breakout conversations

Options for cooperatively sharing...

- **Staff**

- **Services**

- **Resources**

What components within each area

Keep in mind, these don't need to be a requirement but could be something facility schools opt into...

Breakout Group - Share Out - Record

Staff	Services	Resources
[highlighted]	[highlighted]	[highlighted] Shiloh is currently sharing between their different campuses Pros and cons of sharing resources (consolidating vs. sharing)
Nurse and/or therapist Transition coordinator Assistive Technology Specialist Tech Support	Benefits? [highlighted] (retaining staff? - can help)	[highlighted]
[highlighted] coordinator Grant Writer Development Coordinator Psychiatrist IEP Coordinator	Entity that helps bring down the costs for centralized purchasing services (like cleaning)	Money for services that can be allocated across different sites (cleaning, school needs, or contracted) Flexibility in how schools can spend funds based on their needs
[highlighted] Budget and Finance Recruiter Centralized admissions staff	Centralized admissions process Billing (in particular for medicaid) Shared insurance (liability)	[highlighted] Professional development [highlighted]

Do we have themes that we can fully support regarding shared services options?

Seek consensus decision on a separate recommendation to support staff/services that would be options to share. If we cannot see clear themes we should reflect on this until April meeting

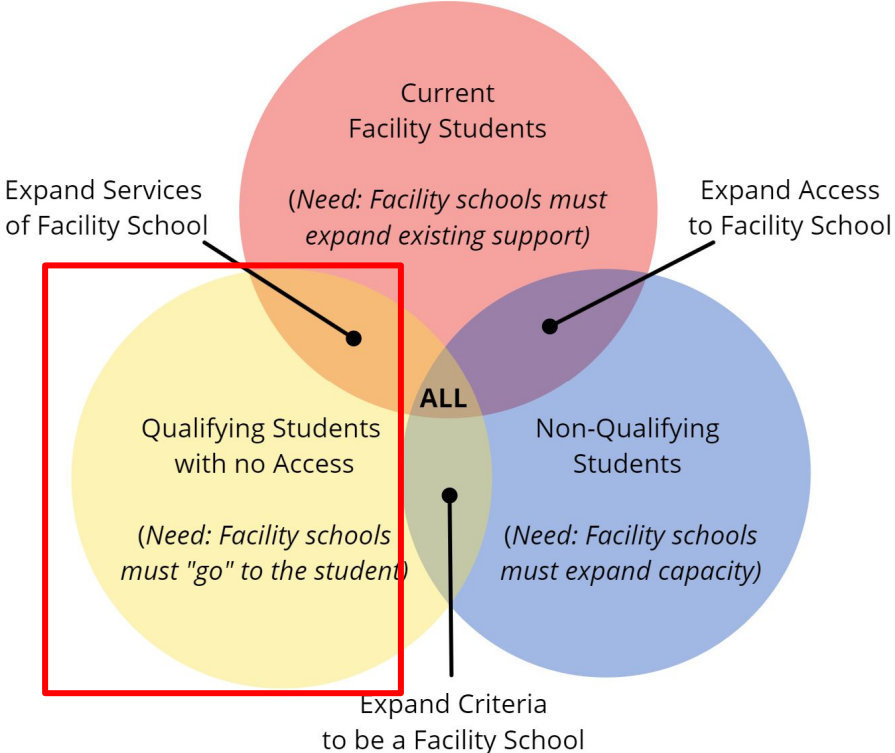Summary notes of themes from previous report-out slide

NOTE ALL YELLOW HIGHLIGHTED ITEMS AS REPEATED IDEAS/THEMES

10 Minute Break

Qualifying Students with No Access. How to expand FS Reach…

Your past work defined needs & identified students with no access or service misalignment

Facility Needs
We need to find a way to support current facilities to enable them to *not only continue but expand their work*.

Students Needs
We need to find a way to *expand support to students* **that can not currently access** facility schools.

During the January meeting you decided:
- Models that provided **flexibility and support around staffing** were preferable.
- Models that provided **supports to kids in more rural areas** were preferable.
- Models that provided more **flexibility around resource allocation** were preferable.
- Models that represented **collaboration between school districts and facilities** were preferable.
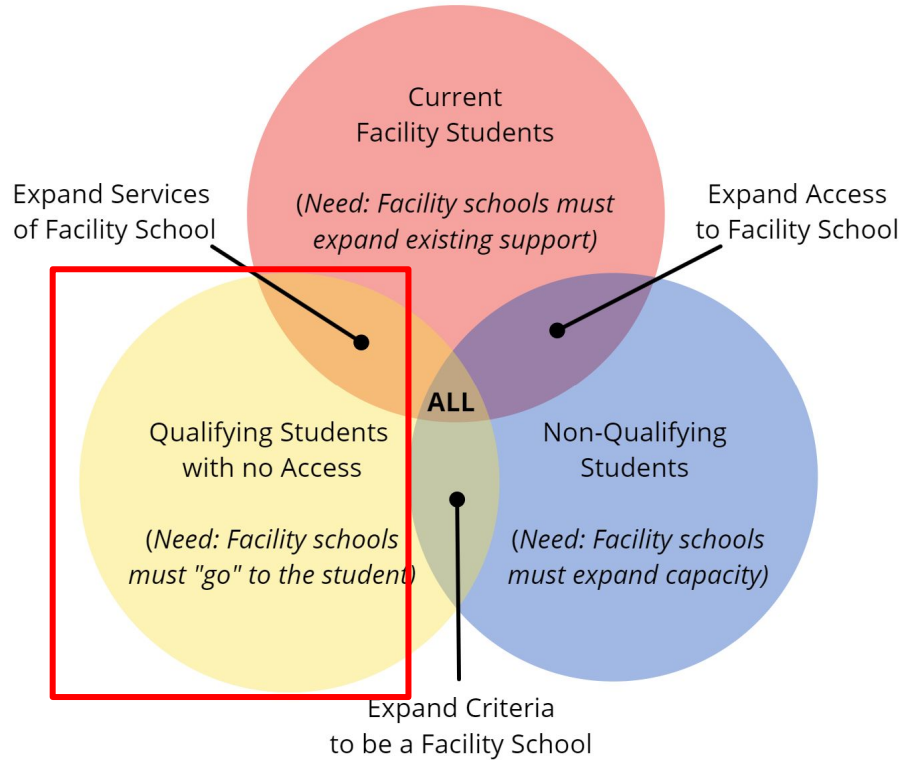- Models that allowed **more kids to stay in their home** district were preferable.

*We must enable **individualized solutions to take shape** where and how they need to*

23

Expanding the reach to qualified students who don't have access

How do we ensure that students with no direct access to facility schools have the support needed to thrive, even when there may only be one or two students that need support?

***Can we "send" the school to the student instead
of "sending" the student to the school?***

Current
Facility Students

(*Need: Facility schools must expand existing support*)

Expand Services
of Facility School

Expand Access
to Facility School

ALL

Qualifying Students
with no Access

(*Need: Facility schools must "go" to the student*)

Non-Qualifying
Students

(*Need: Facility schools must expand capacity*)

Expand Criteria
to be a Facility School

How Do We Support Qualifying Students with NO Access?

Last month you made a list of possible in-district supports that could be provided for the following examples of students that didn't have access to current facility schools.

Example One: ● 3rd grade boy, Yuma ● Attends Yuma Elementary School , lives with mom & dad ● Has moderate autism with extremely aggressive behaviors and development issues	**Example Two:** ● 7th grade student, Delta County ● Attends Hotchkiss Middle School, lives with grandparents ● Was sexually abused by a family member ● Dealing with trauma & has self-abusive behaviors	**Example Three:** ● High School boy, Lamar ● Attends Lamar High School, single mom ● Has Emotional Disorder, demonstrating signs of conduct disorder and has been identified as a sexual offender	**Example Four:** ● High School girl, Craig ● Attends Craig High School, foster family with behavioral issues ● Is legally blind
● Autism program ● Trained staff and support 1:1 needs ● Transportation costs	● Sexual abuse/trauma therapist ● Trusted space ● Family therapy ● GAL advocate ● 504/IEP assessment ● Transportation ● Peer support ● SEL worker ● Support & training for staff	● Physical space in school ● Peer support ● Line-of-sight supervision ● Community supports ● Mental health supports ● SEL support ● Wrap around services ● Post-graduation planning	● Visual supports ● Visibility specialist ● Accommodations in classroom ● Behavioral service provider ● Treatment coordination during all activities ● IEP ● SEL support

You have 12 - 15 minutes; have a conversation that produces responses to both questions below:

1. **Using some of the examples/supports we just reviewed, how would you structure a *Training & Technical Assistance Center* made up of 5 Support FTEs? (Please include what services/support each FTE would be qualified to provide to the BOCES/District)**

2. **Who would "Lead" this center and how would it be situated within the larger Facilities Continuum?**

- Have a recorder to take notes; we will do audio report-outs to cross share and make whole group notes.

- This discussion will be utilized to formulate a proposed center structure that will be reviewed and agreed upon at the April workgroup meeting.

Prototyping:Training and Technical Assistance for Non-metro BOCES & School Districts

What are potential components of a Training and Technical Assistance Buildout which could provide for students who don't have access to current facility schools?

Training and Technical Assistance - Structure Ideas	Training and Technical Assistance - Lead/Leadership Ideas
● 5 FTE is maybe…what about 1 or 2 FTEs and it is a networking place - facilities that exist that are specialized in certain practices and so it is a coordination among supply and demand ● 1 FTE - Centralized referral base…referred to the appropriate facility. Identify the need and refer appropriately (+1) ● Those 5 FTE represent coaches that go out to districts, etc. and provide supports (+1) ● These 5 FTEs would require a large amount of subject matter expertise. Do we need FTEs or folks who could come in and provide their specific expertise as needed? ● Taking ideas from the expertise of these FTEs to the school district (has been done in the past and worked well) ● Community outreach program services ● Professional develop (think more) - not just training but services how do we provide specialized services ● Not just PD, it is staying there, providing staff, role modeling, giving ideas classroom, environment, staffing requirements etc… clinical side needs to be addressed too.	● One of the larger facility schools could potentially take this on because they have a larger staff and more training (potential conflict of interest) ● Want to make sure this entity is a neutral agent (+1) ● Independent trade association (from chat) ● DHS model - centralized base contracted through an agency, criteria to be chosen ("no one's benefiting while everyone's benefiting") ● Can be held at a community based non-profit, which gave it more flexibility and independence than if state organization (RFP could be put out)

Wrap Up and Recap of Today's Decisions

Recap of today's recommendation decisions

Next meeting April 1st (no fooling)

July, August, September meeting dates - does first Thursday or Friday still work?

Kelly Colgan Azar/USFWS

What caption would you write for this photo?