

Long-Range Financial Plan Overview

Pursuant to HB18-1430 (§2-3-209, C.R.S.), each state agency is required to submit an annual longrange financial plan beginning November 1, 2019. The statutory elements required in the plan include:

- Statement of an agency's mission
- Description of an agency's major functions
- Description of an agency's performance goals
- Performance evaluation of an agency's major programs with recommendations to improve performance
- Description of anticipated trends, conditions, or events affecting the agency
- Description of any programs funded by federal funds or gifts, grants, and donations that may decrease in the future.

This long-range financial plan covers the five-year period beginning in the current fiscal year (from FY 2019-20 through FY 2023-24). The plan is not a policy document but rather a management tool to support effective planning and resource allocation. As such, it does not reflect the impact of policy proposals. In addition, given the November 1 statutory deadline for this report, it was developed prior to the finalization of the Governor's FY 2020-21 budget request, and thus may not reflect all technical changes prepared for the budget.

The Office of State Planning and Budgeting (OSPB) has developed a statewide overview of the long-range plan submissions, which can be viewed on OSPB's website at: https://www.colorado.gov/ospb



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SECTION 1: Introduction to the State Agency

OUR VISION

OUR MISSION

All students graduate ready for college and careers, and prepared to be productive citizens of Colorado. All students graduate ready for college and careers, and prepared to be productive citizens of Colorado.

Strategic Initiatives and Activities



Strong Foundations – Support high quality early learning for all students <u>Strategic Activities:</u>

- CDE will promote and develop high-quality, evidence-based early learning and literacy strategies.
- CDE will strengthen partnerships with state and local agencies, communities, and libraries to support early learning and literacy in preschool through third grade.
- CDE will support districts in implementing full-day kindergarten programs. *Progress by 2022:*
- By 2022, 50% of students who were identified with a significant reading deficiency in kindergarten, first or second grade are no longer identified by third grade.

All Means All – Expand access and opportunity for historically underserved students

Strategic Activities:

• CDE will establish a Strategic Equity Team within in the department to align data, projects, systems, practices and programs to facilitate closing the opportunity and achievement gaps across Colorado.

Progress by 2022:

- By 2022, 35% of students with Individualized Education Programs (IEPs) who spend the majority of their time in general education settings will show high growth on the state assessment.
- By 2022, 50% of underserved students will complete an Advanced Placement (AP) course or obtain college credit while still in high school.







Quality Schools – Prioritize and maximize support for schools and districts with struggling students

Strategic Activities:

- CDE will strategically allocate both human and financial resources to maximize impact for schools and districts needing improvement.
- CDE will work across the department to leverage our expertise and resources in support of schools and districts in the areas of leadership, talent, culture, instruction, including early literacy, services for English learners and students with disabilities, dropout prevention and wraparound service models.
- CDE will develop and promote a single menu of all CDE supports and interventions for schools and districts needing improvement.
- CDE will evaluate the effectiveness of our support for schools and districts and make adjustments needed to increase students' academic outcomes. <u>Progress by 2022:</u>
- By 2022, 80% of the 170 schools with the lowest two ratings on the state's accountability system in 2017 will improve to earn a satisfactory rating or higher rating and will sustain that rating for at least three years.
- By 2022, 80% of districts with eligible schools will receive support and/or funding through the single application process.

More Options – Expand high school options to ensure all students are ready for college and/or living-wage jobs

Strategic Activities:

- CDE will increase awareness and availability of public school choice options designed to support students who are at risk of not graduating.
- CDE will help school districts implement rigorous and useful Graduation Guidelines.
- CDE will foster expansion of innovative models and promising practices that are making a difference.
- CDE will promote Individual Career and Academic Planning (ICAP) as a tool to help students complete high school and plan for their futures. *Progress by 2022:*
- By 2022, 90% of all students will complete a high school credential within six years.
- By 2022, there will be a 100% increase in the number of high school students attaining an industry credential.
- By 2022, 50% of all students will earn college credit in high school.







Educators Matter – Develop a strong pipeline of high-quality teachers and principals and provide deeper support for school and district leaders

Strategic Activities:

- CDE will work in partnership to create high-quality educator preparation programs.
- CDE will improve support to future and current educators and expand quality educator pipelines
- CDE will deepen our support for principals as they work to hire, develop and retain high-quality teachers to provide the highest outcomes for students.

Progress by 2022:

• By 2022, there will be an 18% increase in initial educator licenses.



SECTION 2: Program and Goal Evaluation

The Department has included its operational measures as reported in its SMART Act quarterly performance evaluation reports below. All measures are on track, with the exception of the Strong Foundations measure and All Means All dropout rate for foster care students.



Strong Foundations – Support high quality early learning for all students

<u>Strategic Activities</u>: Promote and develop high-quality, evidence-based early learning and literacy strategies; expand professional training and ongoing development of preschool through third-grade educators; strengthen partnerships with state and local agencies, communities, and libraries to support early learning and literacy in preschool through third grade.

Measure	FY16 Actual	FY17 Actual	FY18 Actual	FY19 Actual	1-Year Goal
Students identified with Significant Reading Deficiency (SRD) in kindergarten or	N/A	60.5%	59.7%	60.7%	2% point annual
first grade, 50% are no longer identified by third grade	N/A	60.5%	59.7%	60.7%	decrease

*These data represent the percentage of students no longer identified with an SRD in third grade when previously identified with an SRD at some time during their K-1 experience. Due to the nature of this analysis, students were required to have data at every time point for the specific cohort. Data are also reported annually on a lag, so FY 2020 data will be available in the fall of 2020.

Comments on Measure Performance to Goal: SB19-199 reauthorized the "Colorado Reading to Ensure Academic Development Act" to accelerate performance in Early Literacy, and the Department is working to implement those changes in FY2019-20.

Major Program Areas Relevant to Performance Measure:

Program Area	Relation to Performance Goal
Early Literacy Grant Program In 2012, the Colorado READ Act established an Early Literacy Grant Program. This is a comprehensive grant program focused on system-wide early literacy efforts. In 2018, House Bill 18-1393, revised READ Act to expand Early Literacy Grants to include two additional grant programs - Sustainability Grants for those completing a Comprehensive Early Literacy Grant and an Annual Literacy Professional Development Grant.	The Early Literacy Grant Program has the specific and intended purpose of improving early literacy efforts, using a system-wide approach. SB 19-199 expanded the program, and CDE is in the process of implementing those changes.
READ Act Implementation The Colorado Reading to Ensure Academic Development Act (READ Act), passed by the Colorado legislature in 2012, focuses on early literacy development for all students and especially for students at risk to not read	The READ Act is specifically intended to improve literacy and decrease significant reading deficiency outcomes across the state. S.B. 19-199 made several changes to the READ Act, including greater monitoring and



	at grade level by the end of the third grade. The READ Act focuses on literacy development for kindergarteners through third-graders. Students are tested for reading skills, and those who are not reading at grade level are given individual READ plans.	oversight duties for CDE. CDE is in the process of implementing these new provisions and programs.	
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All Means All – Expand access and opportunity for historically underserved students

<u>Strategic Activities</u>: Establish a Strategic Equity Team within CDE to align data, projects, systems, practices, and programs to facilitate closing the opportunity and achievement gaps; identify and engage external partners that will work collaboratively with CDE and districts to address issues of equity, access, and opportunity.

Measure	FY15 Actual	FY16 Actual	FY17 Actual	FY18 Actual	FY19 Actual	1-Year Goal
Dropout rate for minority students (non-white students)	3.6% (represents 7,127 dropouts	3.3% (represents 6,859 dropouts	3.2% (represents 6,748 dropout)	3.1% (represents 6,743 dropouts	N/A (Data are reported annually on a lag)	3.0%
Dropout rate for students in foster care	6.8% (represents 239 dropouts)	9.3% (represents 372 dropouts)	8.4% (represents 284 dropouts)	8.6% (represents 355 dropouts)	N/A (Data are reported annually on a lag)	7.0%

*Data are aligned to End of Year data reporting cycle. FY19 actual data reflect outcomes from the 2018-19 school year, which will be finalized in January 2020. FY20 actual data reflect outcomes from the 2019-20 school year, which will be finalized in January 2021.

Comments on Measure Performance to Goal: The foster care data is based on a smaller size than other student populations that experience achievement gaps. For example, since 2012, the number of students in foster care in grades 7-12 ranged from 3,560 to 4,116. Given the small size of the population, there can be large variations in rates from year to year in both graduation and dropout rates.

Over the last ten years, Colorado has had a dramatic reduction in the dropout rate as a whole, but for students in foster care, the dropout rates consistently increase. Similarly, the graduation rates for the state increase, and graduation rates decreased for students in foster care. Current research in dropout rates for foster care indicates that students in foster care who are not on grade level in math or reading in the prior year are expected to have a 58% and 81% increase in the risk of dropout, respectively. The likelihood of dropping out of school increases by 10% for each school change (Clemens, et al., 2018).



Major Program Areas Relevant to Performance Measure:

Program Area	Relation to Performance Goal
Colorado Student Re-engagement Grant Program The grant program is authorized by C.R.S. 22-14-109 to assist local education providers in providing educational services and supports to students to maintain student engagement and support student re- engagement at the secondary level. State appropriation for this new grant program began in January 2016.	By funding activities such as transition programs, multiple pathways to graduation, re-engagement of out-of-school youth, and credit recovery, the Student Re-engagment Grant Program works to address the dropout rate for underserved students. The foster care data is based on a smaller size than other student populations that experience achievement gaps. For example, since 2012, the number of students in foster care in grades 7-12 ranged from 3,560 to 4,116. Given the small size of the population, there can be large variations in rates from year to year in both graduation and dropout rates. Over the last ten years, Colorado has had a dramatic reduction in the dropout rate as a whole, but for students in foster care, the dropout rates consistently increase. Similarly, the graduation rates for the state increase, and graduation rates for foster care indicates that students in foster care who are not on grade level in math or reading in the prior year are expected to have a 58% and 81% increase in the risk of dropout, respectively. The likelihood of dropping out of school increases by 10% for each school change (Clemens, et al., 2018).
Education Stability Grant Program In 2018, Colorado passed House Bill 18-1306; Concerning Ensuring Educational Stability for Students in Out-of-Home Placement. This bill included the creation of the Educational Stability Grant Program, which is intended to support educational stability of highly mobile students. In this context, highly mobile refers to students who experience (or are at risk of experiencing) multiple school moves during their K-12 education outside of regular grade promotion. This includes youth in foster care, those experiencing homelessness, and migrant students.	The Educational Stability Grant Program at CDE aims to address these barriers by reducing the number of school changes for children and youth in foster care and provides additional resources to educators to fill academic achievement gaps. This grant program is intended to decrease the dropout rate and increase graduation rates for students in foster care through targeted intervention and support. As the program is in its first year of funding, the effects of these new efforts are not yet present in the data reported.





Quality Schools – Prioritize and maximize support for schools and districts with struggling students

<u>Strategic Activities</u>: Strategically allocate both human and financial resources to maximize impact for schools and districts needing improvement; leverage expertise and resources in support of schools and districts in the areas of leadership, talent, culture, instruction, services for English learners and students with disabilities, dropout prevention and wrap-around service models; develop and promote a single menu of all CDE supports and interventions for districts and schools needing improvement; evaluate the effectiveness of support for districts and schools and make adjustments needed to increase students' academic performance.

Measure	FY16 Actual	FY17 Actual	FY18 Actual	FY19 Actual	1-Year Goal
Percent of districts with eligible schools that apply for support and/or funding through the new single application (EASI).	N/A	N/A	51%	58%	80%
Percent Priority Improvement or Turnaround schools from the prior year that improved enough to earn an Improvement or Performance rating in the subsequent year.*	55.3%	54.7%		62.4% (preliminary results, will be final in Dec. 2019)	

*Data are aligned to the School and District Performance Framework year reporting cycle and exclude schools that received insufficient state data or closed. FY20 actual data reflect outcomes from the 2020 Performance Frameworks, which will be released in the fall of 2020 and approved in December 2020.

Major Program Areas Relevant to Performance Measure:

Program Area	Relation to Performance Goal
Empowering Action for School Improvement (EASI) Application Process With the passage of the Every Student Succeeds Act (ESSA) and with revisions to the state's Educational Accountability Act (HB 17-1355), CDE has changed the way school improvement funds (1003a through ESSA and the state School Transformation Grant) are awarded to LEAs. Rather than multiple applications on separate timelines, CDE now streamlines school improvement opportunities into a single application and uses a "needs- based approach" to award services and funding.	The intent of the EASI program is to develop a robust process of matching schools' needs with rigorous, evidence-based strategies and adequate resources in order to accelerate school improvement. Additionally, awarded funds enhance districts' and schools' ability to meet the ESSA and state requirements (e.g., stakeholder engagement, improvement plan, and implementation of evidence-based interventions) in a way that directly benefits students. Each district is assigned a support coordinator from CDE to facilitate the EASI application process, broker school improvement services and in some cases provide tailored services. The support coordinator plays an important role in helping the district to match the best service to the needs of their schools in order to positively impact student performance.
Turnaround Network The Colorado Turnaround Network is designed to accelerate student achievement for select schools through targeted support, resources, and flexibility. The Network is a highly collaborative and accountable endeavor	Each Network school is assigned a Turnaround Support Manager from CDE, who serves as a resource and partner to the LEA and school. All participating Network schools are required to engage a "district partner" to serve as a key support and advocate for the school at the LEA level. By supporting both



between local schools, their LEAs, and the Colorado Department of Education. Schools in the Network will benefit from enhanced diagnostic reviews and planning support; personalized, professional learning opportunities with a cohort of peer schools; and additional resources through supplemental grant funding.	LEAs and schools together, CDE expects to see lasting, sustained improvement in the lowest-performing schools. Based on the most recent, final data, Turnaround Network schools have experienced higher rates of improvement than those not receiving supports.
Improvement Planning <i>CDE works with schools and districts to engage in a cycle of continuous</i> <i>improvement to manage their performance. This program assists schools</i> <i>and districts in creating an annual improvement plan through technical</i> <i>assistance and its unified improvement plan (UIP) template.</i>	By engaging in this cycle of continuous improvement, Colorado schools and districts can improve student learning and system effectiveness. CDE supports districts in this process by analyzing performance data, assistance with root cause analyses, developing improvement strategies, and setting targets and benchmarks.



More Options – Expand high school options to ensure all students are ready for college and/or living-wage jobs

<u>Strategic Activities</u>: Increase awareness and availability of public school choice options designed to support students who are at risk of not graduating; help districts implement rigorous and useful Graduation Guidelines; foster expansion of innovative models and promising practices that are making a difference; promote Individual Career and Academic Plans as a tool to help students complete high school and plan for their futures; engage community partners as an effective resource for getting students to the finish line and planning for their futures.

Measure	FY16 Actual	FY17 Actual	FY18 Actual	FY19 Actual	1-Year Goal
Percent of students obtaining a high school credential within six years.	87.1%	87.5%	88.0%	N/A (Data are reported annually on a lag)	88.25%
Percent of students that earn a postsecondary credential, degree, or certificate after high school.*	56.2% (Class of 2012)	Available February 2020	Available February 2021	Available February 2022	57%
Percent of students earning college credit in high school.**	31%	32%	35%	N/A (Data are reported annually on a lag)	40%

*Data do not include industry credentials.

**Data are collected annually in the following spring. FY 2019 data will become available in March of 2020. FY 2020 data will become available in March of 2021.



Major Program Areas Relevant to Performance Measure:

Program Area	Relation to Performance Goal
Graduation Guidelines Colorado Graduation Guidelines are a road map to help students and their families plan for success after high school. In order to graduate from high school, students choose from a Menu of Options - adopted at the local school board level - to demonstrate Postsecondary and Workforce Readiness (PWR) in English and math. The guidelines go into effect for the Class of 2021.	The guidelines have two purposes in relation to CDE's goal. The first is to articulate Colorado's shared beliefs about the value and meaning of a high school diploma. The second is to outline the minimum components, expectations, and responsibilities of local districts and the state to support students in attaining their high school diploma and demonstrating Postsecondary and Workforce Readiness.
Concurrent Enrollment In May 2009, the Colorado State Legislature passed House Bill 09-1319 and Senate Bill 09-285, the Concurrent Enrollment Programs Act. The act created the concurrent enrollment program, defined as the simultaneous enrollment of a qualified student in a local education provider and in one or more postsecondary courses, including academic or career and technical education courses, which may include course work related to apprenticeship programs or internship programs, at an institution of higher education. In May 2019, the Colorado State Legislature passed SB19-176 seeking to expand concurrent enrollment across the state by requiring local education providers to provide access to concurrent enrollment options for eligible students. To achieve this goal, this bill also created the Concurrent Enrollment Expansion and Innovation Grant Program and a state-level, comprehensive website to provide consolidated information for students and families.	CDE works to broaden access to and improve the quality of concurrent enrollment programs, improve coordination between institutions of secondary education and institutions of higher education and ensure financial transparency and accountability. Beyond coordinating and clarifying the existing concurrent enrollment programs, CDE also coordinates the "5th year" ASCENT program for students to continue participating in concurrent enrollment for one year following their 12th grade year. CDE administers the Concurrent Enrollment Expansion and Innovation Grant Program and oversees the development and maintenance of the concurrent enrollment statewide website. These efforts all serve to help students earn college credit while in high school.



Educators Matter – Develop a strong pipeline of high-quality teachers and principals and provide deeper support for school and district leaders

<u>Strategic Activities</u>: Work in partnership to support high-quality educator preparation programs; improve support to future and current educators and expand educator pipelines; deepen our support for principals as they work to hire, develop, and retain high-quality teachers to provide the highest outcomes for students.



Measure	FY16 Actual	FY17 Actual	FY18 Actual	FY19 Actual	1-Year Goal
Increase in initial educator licenses issued by CDE.	7,578	7,193	6,722	6,995	4% increase (7,275)

*Data reflect teacher, specialized service professional, and alternative initial teacher licenses.

Major Program Areas Relevant to Performance Measure:

Program Area	Relation to Performance Goal
Educator Preparation Authorization CDE reviews each program for content, rigor and completeness to ensure it addresses the requisite standards established by the Colorado State Board of Education, and to present these findings to the state board for its consideration to either authorize new programs or reauthorize existing programs (every five years).	The authorization process is carried out collaboratively by the Colorado Department of Higher Education and CDE and includes initial approval and re-authorization not more than once every five years. Initial approval and re-authorization are required for any institution offering educator preparation programs leading to endorsement in Colorado, including public and private entities.
	Alternative teacher preparation programs offered via designated agencies must also meet standards defined in statute, rules and policy. The approval process is carried out solely by the Colorado Department of Education and includes initial authorization and re-authorization not more than once every five years.
	By ensuring that educator preparation programs meet requisite standards, the program helps CDE in attaining its goal of developing a strong pipeline of high-quality teachers.
Educator Development Programs The Educator Development program at CDE supports educators in their preservice preparation, early career induction and mentoring as well as their career-long professional development.	This program area helps districts to ensure high quality educator development experiences including induction, mentoring, support and networking. It includes grant funding, such as Troops to Teachers and the Retaining Teachers Grant Program—both administered by CDE. Educator Development also oversees the implementation of new educator endorsements and implementation of educator recruitment strategies for our educator preparation pathways.
	This program serves to deepen support for current educators and retain high-quality teachers.



Organizational Excellence:



<u>Strategic Activities:</u> By committing to excellence in our core programs and functions, we can support each of our key initiatives and ultimately accomplish our goals. Several teams within the department are responsible for essential programmatic and operational functions that allow the department to achieve our broader goals. These teams include School Finance, Human Resources, Accountability and Continuous Improvement, Standards, Assessments, Educator Talent, Communications and Information Management Services.

Measure	FY16 Actual	FY17 Actual	FY18 Actual	FY19 Actual	1-Year Goal
Percent of error-free grant distributions by line item, per cycle	99.9%	99.9%	99.9%	99.9%	100%
Percent of assessments fully developed and available for administration on the scheduled assessment date	100%	100%	100%	100%	100%
Percent of district and school performance frameworks produced error-free*	100%	100%	100%	100%	100%
Average licensure cycle time – from receipt of a completed application and cleared fingerprint report to a PDF license sent via email (in days)	40.75	17.33	13.38	12.23	10.0
Staff compliance (full-time CDE employees) with annual cyber security training**	100%	100%	100%	100%	100%

*Data are aligned to the School and District Performance Framework year reporting cycle. FY20 Actual data reflect outcomes from the 2020 Performance Frameworks, which will be released in the fall of 2020 and approved in December 2020.

**Data reflect full and part-time regular staff and are reported for the calendar year, rather than fiscal year.

Major Program Areas Relevant to Performance Measure:

Program Area	Relation to Performance Goal
Fiscal Management	Districts rely on CDE to allocate funds as part of its implementation of the
The Office of Grants Fiscal Management and the Office of School finance	School Finance Act and various other state and federal grant programs.
ensure s that State and Federal funds are administered in accordance with	Because district budgets depend on these funds, it is imperative these
applicable State and Federal laws, regulations, EDGAR, Office of	allocations are made with accuracy and efficiency. As such, the distribution
Management and Budget (OMB) circulars, and specific grant terms and	of funding to school districts is a foundational function of CDE and helps to
conditions. The Offices provide s consistency across programs in the	ensure that the department can achieve its key initiatives and broader
interpretation and application of State and Federal fiscal requirements, and	goals.
determines local education agency (LEA) allocations. It also provides	
support and technical assistance to program managers and grantees	
regarding Single Assurance requirements, budgets, fiscal reporting and	
funding projections.	



Assessment Unit Assessments administered by the unit include the Colorado Measures of Academic Success (CMAS) and SAT suite of assessments as the state's summative content assessments for measures of college/career readiness, the ACCESS English language proficiency assessments, and the CoAlt alternate content assessments for students with the most significant cognitive disabilities. The CMAS are the state tests in English language arts and math for grades three through eight; science for grades five, eight and 11; and social studies, which is sampled in grades four, seven and 11. Colorado administers the PSAT in grades nine and 10 and the SAT in grade 11.	Colorado's state assessments provide critical data and feedback to determine whether educational goals are being met. CDE is responsible for administering these assessments and any subsequent changes approved by the legislature and State Board of Education.
Accountability and Continuous Improvement Unit The Accountability and Continuous Improvement Unit calculates, reports, analyzes and uses education data to hold districts and schools accountable for student performance and to inform improvement efforts in Colorado.	This team is responsible for creating the school and district performance frameworks, the public performance reports for districts, schools and the public to use in better understanding academic performance. The team must ensure that the data in the reports are calculated and reported accurately. Timely and accurate reporting is a key component to public trust in the data.
Educator Licensure At present, CDE offers 31 various applications for educator authorizations, credentials or licensure. Four primary license types – teachers, principals, administrators and special services providers – are issued with one or more of 60-plus endorsements, pending license type and applicant qualifications. In addition, we also issue 12 types of authorizations, including 34 different Career and Technical Education (CTE) credentials.	For the department to meet its key initiatives and broader goals, Colorado must have a strong pool of qualified, licensed professional educators to work in our schools and support student achievement. The licensing process must be efficient to make sure these educators are available to schools in a timely manner. With this in mind, the Educator Talent Unit strives to continually decrease the amount of time it takes to process educator licenses.
Information Management Services <i>CDE's Information Management Services Unit (IMS) supports the</i> <i>department and Colorado school districts through multiple services,</i> <i>including: providing network and Help Desk services; overseeing data</i> <i>collection, management and reporting; delivering project management;</i> <i>and ensuring information privacy and security.</i>	IMS supports internal and external customer data needs and technology tools, while protecting state systems and sensitive information. It is essential that the IMS teams provide secure tools for everyday use across CDE, while at the same time ensuring that technology can be used in a manner that reduces burden on school and district personnel. IMS also ensures that the rest of CDE is part of the strategy to keep our information secure by conducting cyber security training for staff so that they are trained in the latest methods to protect our information and systems.



SECTION 3: Financial Structure

Total Appropriations for Department

Past 5 Fiscal Years

Fiscal Year	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Total
FY2015-16	\$3,478,443,043	\$1,146,145,308	\$31,757,276	\$650,649,929	\$5,306,995,556
FY2016-17	\$3,764,862,059	\$1,012,079,491	\$33,261,008	\$648,328,512	\$5,458,531,070
FY2017-18	\$4,071,447,763	\$737,188,510	\$34,930,424	\$648,233,511	\$5,491,800,208
FY2018-19	\$4,116,113,086	\$1,146,052,221	\$39,385,509	\$617,194,961	\$5,918,745,777
FY2019-20 Current Total Appropriation	\$4,405,170,565	\$1,118,704,379	\$42,577,029	\$619,445,796	\$6,185,897,769



Appropriations by Division

1) Management and Administration

Fiscal Year	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Total
FY2015-16	\$13,598,970	\$34,057,733	\$17,593,195	\$18,490,898	\$ 83,740,796
FY2016-17	\$12,180,414	\$35,002,577	\$21,596,779	\$16,044,493	\$84,824,263
FY2017-18	\$15,614,705	\$32,995,676	\$25,105,842	\$15,725,733	\$89,441,956
FY2018-19	\$24,243,381	\$33,766,242	\$30,677,304	\$13,767,631	\$102,454,558
FY2019-20	\$24,593,275	\$34,649,470	\$32,579,536	\$14,652,931	\$106,475,212

Programs Aligned with Management and Administration

This division provides support to the State Board of Education, the Commissioner of Education, and general department administrative responsibilities, including human resources, budgeting, accounting, information management, assessments, and data analyses. This division also includes funding for the Office of Professional Services, the Division of On-line Learning, activities associated with educator effectiveness, and the State Charter School Institute.

- <u>Schools of Choice</u>: Manages the federal Charter Schools grant for expansions of existing schools and new schools, and provides technical support and assistance to all existing charter schools throughout the state.
- <u>Statewide Assessment Program</u>: Conducts all statewide assessments, including the SAT, Colorado Measures for Academic Success (CMAS), and all other assessments.
- <u>Accountability and Unified Improvement Planning</u>: These programs provide turnaround support to districts, support the SchoolView information for parents and students, and maintain the state accountability system.
- <u>State Charter School Institute (CSI)</u>: Provides funding and support to the all CSI charter schools.



2) Assistance to Public Schools

Fiscal Year	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Total
FY2015-16	\$3,448,807,372	\$1,110,739,784	\$10,150,474	\$629,050,377	\$5,198,748,007
FY2016-17	\$3,736,275,516	\$975,728,054	\$7,647,760	\$629,139,627	\$5,348,790,957
FY2017-18	\$4,039,504,810	\$702,843,974	\$5,414,907	\$629,363,386	\$5,377,127,077
FY2018-19	\$4,075,310,059	\$1,110,934,220	\$4,481,398	\$600,245,512	\$5,790,971,189
FY2019-20	\$4,362,897,971	\$1,082,692,701	\$5,504,803	\$601,558,535	\$6,052,654,010

Programs aligned with Assistance to Public Schools

This division provides funding that is distributed to public schools or is used to directly support public schools (e.g., federally-funded Department staff that provide technical assistance to districts concerning special education programs).

- <u>State Share and Total Program</u>: The statewide per pupil funding, at-risk funding, and School Finance Administration.
- <u>Categorical Programs:</u>
 - ECEA--Special Education
 - $\circ \quad \text{ECEA Gifted Education} \quad$
 - English Language Proficiency
 - Public School Transportation
 - Assistance for Vocational Education
 - o Expelled and At-Risk Student Services Grant
 - Small Attendance Center Aid
 - Comprehensive Health Education
- Health and Nutrition: Manages Department of Agriculture School Breakfast and Lunch programs and Breakfast After the Bell.
- <u>Behavioral Health Care Professional Matching Grant Program</u>: Formerly known as the School Health Professionals grant, this program provides funding to increase the presence of licensed school health professionals to develop and support school-based prevention and early intervention services.
- <u>Building Excellent Schools Today (BEST)/Public School Capital Construction</u>: Administers the debt and cash grants that make up the BEST program.



3) Library Programs

Fiscal Year	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Total
FY2015-16	\$4,787,725	\$272,791	\$360,000	\$3,108,654	\$8,529,170
FY2016-17	\$4,824,022	\$273,860	\$360,000	\$3,144,392	\$8,602,274
FY2017-18	\$4,824,022	\$273,860	\$710,000	\$3,144,392	\$8,952,274
FY2018-19	\$4,864,213	\$275,296	\$510,000	\$3,181,818	\$8,831,327
FY2019-20	\$5,390,864	\$281,686	\$760,000	\$3,234,330	\$9,666,880

Programs Aligned with Library Programs:

This division contains appropriations for all library-related programs and staff. There are approximately 1,800 publicly-funded libraries in Colorado, including libraries operated by school districts, higher education institutions, and counties and municipalities, as well as institutional libraries at nursing homes, correctional facilities, and similar institutions.

- <u>Library Administration</u>: The State Librarian and staff who support public libraries throughout the state.
- <u>Colorado Talking Book Library and Reading Services for the Blind</u>: Provides materials for individuals with disabilities, such as audio books for vision-impaired residents.
- <u>State Grants to Publicly Supported Libraries</u>: Provides grants for libraries to acquire and maintain collections of educational materials that support literacy and learning.



4) School for the Deaf and the Blind

Fiscal Year	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Total
FY2015-16	11,248,976	1,075,000	3,653,607	-	15,977,583
FY2016-17	11,582,107	1,075,000	3,656,469	-	16,313,576
FY2017-18	11,504,226	1,075,000	3,699,675	-	16,278,901
FY2018-19	11,695,433	1,076,463	3,716,807	-	16,488,703
FY2019-20	12,288,455	1,080,522	3,732,690	-	17,101,667

Programs aligned with School for the Deaf and the Blind

Colorado School for the Deaf and the Blind (CSDB) is located in Colorado Springs. The CSDB provides educational services for children throughout the state who are deaf, hard of hearing, blind, or visually impaired, and under the age of 21. In FY 2018-19, the CSDB had an on-campus enrollment of 209 students (ages 3 to 21). In addition to the on-campus enrollment, the school provided in-home services to 336 children from birth to age 3 (and their families) through the early intervention (CO-Hears) program and 151 children from birth to age 8 through the Early Literacy Development Initiative (ELDI). The school also provided outreach services to 119 school-age students being served in local districts, supported in part by fees paid by the local school districts.

- <u>Colorado School for the Deaf and the Blind</u>: Provides residential and daily education services to deaf and vision impaired students.
- <u>Outreach Services</u>: CSDB provides expertise to school districts throughout the state in educating students with disabilities.



Capital Construction Information

The Colorado School for the Deaf and the Blind (CSDB) is the only division within the Department that has received capital appropriations. The CSDB has a campus located in Colorado Springs for both residential students and students who only attend during the day. The CSDB has received appropriations to maintain and improve the buildings and other infrastructure over the last 5 years. The table below provides the amounts by fiscal year for CSDB.

	Controlled	C	Capital Renewal &	Capital		
Fiscal Year	Maintenance		Recapitalization	Expansion	IT Projects	Total
2015-16	\$ 570,175	\$	8,074,925			\$ 8,645,100
2016-17	\$ -	\$	7,600,185			\$ 7,600,185
2017-18	\$ 1,322,910					\$ 1,322,910
2018-19	\$ -					\$ -
2019-20	\$ 972,421					\$ 972,421

A summary of the items listed above:

- FY2015-16: Upgrade to campus security systems
- FY2016-17: Jones and Palmer Hall renovations/improvements
- FY2017-18: Repairs/Safety upgrades to Locker Room and Gymnasium
- FY2019-20: Replacement of campus hot water system

Ongoing Debt Obligations

The Office of Capital Construction within the Department manages the Building Excellent Schools Today (BEST) Program, which provides resources for public school construction funding. The Office primarily manages a competitive grant program and lease-purchase grants program to fund capital improvements to schools throughout the state.

The lease-purchase grants are used for larger projects and are financed through debt instruments called Certificates of Participation (COPS) and are repaid through the revenues received by the BEST program. The Capital Construction Assistance Board instructs the State Treasurer to enter into lease-purchase agreements on behalf of the State to provide financial assistance to applicants by financing public school facility capital construction projects for which the State Board has recommended and the Capital Development Committee has authorized the provision of financial assistance that involves a lease-purchase agreement pursuant to C.R.S. 22-43.7-110.

Since the program's inception in 2009, the State of Colorado has executed over \$1 billion of COPS for the BEST Program. As August 2019, the outstanding amount of BEST COPS obligations was approximately \$1.5 billion. The schedule on the next page provides the outstanding debt from inception to retirement for the BEST program. The area highlighted in yellow represents the currently outstanding amount through its expected repayment in FY 2042-43.



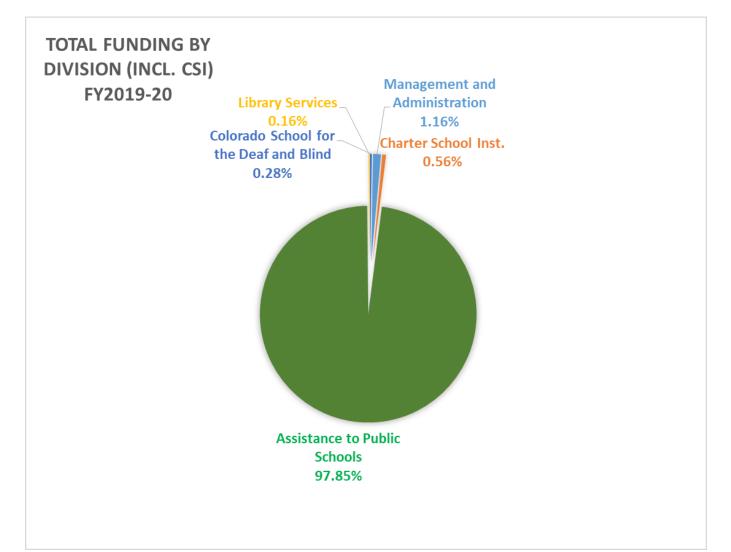
Building Excellent Schools Today (BEST) Total Debt Service Schedule Inception Through Retirement

Fiscal Year	Principal	Interest	Net
FY 2009-10	3,535,000.00	-	3,535,000.00
FY 2010-11	8,150,000.00	5,481,927.61	11,879,355.27
FY 2011-12	22,060,000.00	24,679,321.38	35,313,692.49
FY 2012-13	20,430,000.00	26,019,630.76	36,941,399.62
FY 2013-14	22,470,000.00	34,473,985.78	47,466,340.80
FY 2014-15	25,765,000.00	37,795,595.49	54,122,903.15
FY 2015-16	27,660,000.00	36,087,348.82	54,355,324.48
FY 2016-17	28,255,000.00	35,441,101.82	54,356,891.42
FY 2017-18	39,660,000.00	35,296,175.50	65,713,148.08
FY 2018-19	37,000,000.00	42,002,288.06	71,850,336.24
FY 2019-20	32,135,000.00	46,975,974.80	73,943,714.80
FY 2020-21	33,015,000.00	46,031,374.80	73,879,114.80
FY 2021-22	33,980,000.00	45,061,424.80	73,874,164.80
FY 2022-23	34,990,000.00	44,031,924.80	73,854,664.80
FY 2023-24	36,030,000.00	42,981,099.80	73,843,839.80
FY 2024-25	37,115,000.00	41,884,299.80	73,832,039.80
FY 2025-26	38,620,000.00	40,364,699.80	73,817,439.80
FY 2026-27	40,165,000.00	38,801,999.80	73,799,739.80
FY 2027-28	41,820,000.00	37,133,949.80	73,786,689.80
FY 2028-29	45,230,000.00	28,862,262.50	74,092,262.50
FY 2029-30	47,310,000.00	26,770,062.50	74,080,062.50
FY 2030-31	46,620,000.00	24,580,462.50	71,200,462.50
FY 2031-32	44,335,000.00	22,316,912.50	66,651,912.50
FY 2032-33	44,210,000.00	20,170,262.50	64,380,262.50
FY 2033-34	41,440,000.00	18,593,087.50	60,033,087.50
FY 2034-35	40,655,000.00	17,113,937.50	57,768,937.50
FY 2035-36	42,080,000.00	15,677,975.00	57,757,975.00
FY 2036-37	44,150,000.00	13,603,787.50	57,753,787.50
FY 2037-38	46,350,000.00	11,396,287.50	57,746,287.50
FY 2038-39	44,585,000.00	9,113,075.00	53,698,075.00
FY 2039-40	39,600,000.00	7,195,050.00	46,795,050.00
FY 2040-41	41,325,000.00	5,471,862.50	46,796,862.50
FY 2041-42	43,125,000.00	3,674,612.50	46,799,612.50
FY 2042-43	44,995,000.00	1,799,800.00	
Tatala	1 240 005 000 00		
Totals:	1,218,865,000.00	886,883,560.92	1,935,720,437.25



Graphics and Discussion Based on Long Bill Appropriations

The graphic below summarizes the divisions within the Department's Long Bill and special bill appropriations for FY 2019-20. The one exception is the Charter School Institute (CSI), which is included in the Department's Management and Administration Division; it has been broken out here for reference, since it is controlled by a Board separate from the Department.

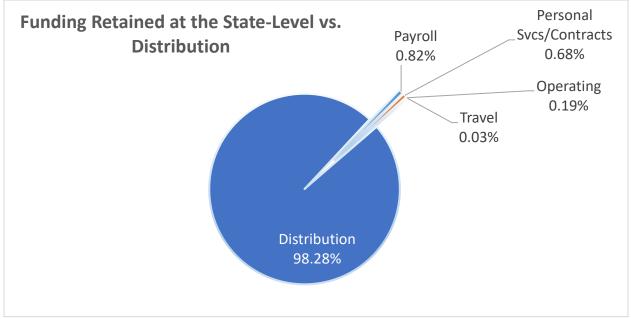


The FY 2019-20 appropriations for the graphic above are detailed below:

Long Bill Division	Appropriation
Management and Administration	\$71,915,212
Charter School Inst.	\$34,560,000
Assistance to Public Schools	\$6,052,654,010
Library Services	\$9,666,880
Colorado School for the Deaf and Blind	\$17,101,667



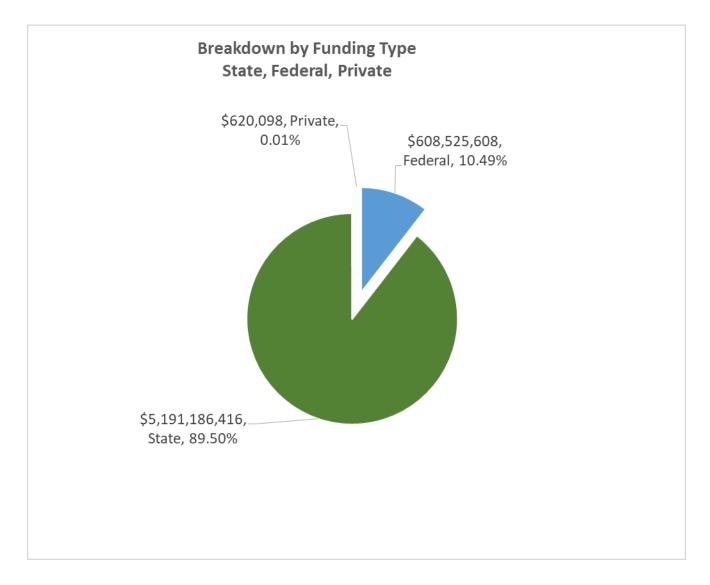
The graphs presented below depict Department expenditures by category for FY 2018-19. The first graph depicts how much of the Department's funding is distributed in grants and other assistance to school districts, BOCES, and other recipients versus how much is retained at the state-level for program implementation and operating.



Note - Expenditure data from CSDB and CSI have not been included in the graph. Likewise, the amounts reflect cash outlays; depreciation and non-cash items have been removed wherever possible.

The second graph, below, provides insight into how the funding the Department receives from state, federal and private sources is actually spent. The graph below depicts totals from each major funding source: state, federal, and private gifts grants and donations. As the graph shows, the Department does not rely heavily on private gifts, grants, and donations; however, the one exception is the Colorado Talking Book Library, which receives the majority of its funding for staff and operations from private grants. Please see a more detailed discussion of that funding in the Anticipated Funding Decreases Section.







SECTION 4: Financial Forecast

Baseline Forecast: Budget Drivers and Environment

The financial forecast, below, reflects the two constitutionally required budget drivers that are projected to increase the Department's budget, irrespective of other state or federal policy changes. First, the State Share of Total Program for FY 2019-20 is \$4.6 billion – 76% of the Department's budget – and is split between General Fund and cash funds, specifically the State Education Fund and the State Public School Fund. The allocation of funding sources for Total Program is requested by the Governor and allocated at the discretion of the General Assembly, based on available money in the State Education Fund and State Public School Fund. The Department has estimated Total Program increases split across General Fund and cash funds for FY 2020-21 through FY 2023-24, based on historical growth rates and fund splits for FY 2015-16 through FY 2019-20, below.

Second, State funding for Categorical programs comprises a total of \$338 million of the Department's FY 2019-20 budget. As required by Amendment 23, Categorical programs must increase by at least the rate of inflation annually. Based on the OSPB September 2019 Economic Forecast, the Department has estimated Categorial program increases at an inflationary rate of 1.7%, funded entirely with cash funds in FY 2020-21 through FY 2023-24, below.

The table, below, outlines one financial forecast scenario driven by the Department's two key budget drivers – Total Program and Categorical programs. Given the November 1 statutory deadline for this forecast, it was developed prior to the finalization of the Department's FY 2020-21 Total Program budget request and thus does not reflect all updated assumptions and calculations which are included in the Department's November 1 budget submission. For example, the Total Program forecast projects pupil count based on a five-year historic average; whereas, preliminary Legislative Council and Department expectations for FY 2020-21 pupil count growth are lower than in the past.

Fiscal Year	General Fund	Cash Funds	Reappropriated Funds	Federal Funds	Total Appropriation
FY2019-20	\$4,405,170,565	\$1,118,704,379	\$42,577,029	\$619,445,796	\$6,185,897,769
FY2020-21	\$4,481,781,213	\$1,135,615,950	\$42,577,029	\$619,445,796	\$6,279,419,988
FY2021-22	\$4,559,847,463	\$1,152,837,348	\$42,577,029	\$619,445,796	\$6,374,707,636
FY2022-23	\$4,639,396,971	\$1,170,374,263	\$42,577,029	\$619,445,796	\$6,471,794,059
FY2023-24	\$4,720,457,921	\$1,188,232,491	\$42,577,029	\$619,445,796	\$6,570,713,237

Additional discussion on these key budget drivers can be found in the Background Information and Drivers section, below.



Background Information and Drivers

1.) Total Program

State Share of Total Program

The General Assembly has established a statutory public school finance formula under which all public school districts operate. The formula takes into consideration several factors in order to equalize funding among districts and provide uniform educational opportunities throughout the state. The formula allocates state and local funds to school districts by calculating a specific per pupil level of funding for each district as well as the specific split of state and local share of funding for each district.

To start, the formula provides the same base amount of funding per pupil for every district, known as the statewide base per pupil funding. Section 17 of Article IX of the State Constitution requires the General Assembly provide annual inflationary increases in base per pupil funding.

The formula then increases the statewide base funding per pupil for each district based on factors that affect districts' costs of providing educational services. As a result of the factors, per pupil funding varies for each district based on the impact of the following factors:

- Districts with a higher cost of living (cost of living factor)
- The presence of at-risk students, i.e. those who may be at risk of failing or dropping out of school (at risk factor)
- Districts with lower enrollments to address/mitigate the economies of scale larger districts experience (size factor)
- Finally, the formula also establishes a minimum/floor level of funding per pupil regardless of the impact of the three factors described above

In addition to the factors above, annual changes in pupil count are the final piece of the State Share calculation. The Department must submit an annual supplemental request to the General Assembly to consider whether to fund changes in pupil count for the current or following year during the annual legislative session. The statewide pupil count is conducted on October 1, and the Department and districts spend the next three months finalizing the counts to ensure accurate information for the statutorily required supplemental request that is submitted to the General Assembly for consideration on January 15 each year.

The final variable to consider for Total Program is the Budget Stabilization Factor (BSF). Due to the economic downturn that began in 2008, the final adjustment to the School Finance formula is the BSF. Created by HB10-1369 during the 2009 legislative session, the



BSF proportionally reduces the amount of total funding for each school district after all other factors and calculations are applied.

The amount of the budget stabilization factor is set by the General Assembly each year based on available state revenue and other budget priorities. From FY 2009-10 through FY 2012-13, the General Assembly increased the BSF each year to enable funding of other State activities. Beginning in FY 2014-15, the General Assembly began 'buying down' the BSF, or decreasing it. Therefore, while the application of the BSF continues to reduce Total Program funding, since FY2013-14 the BSF has been decreasing in both dollars and as a percentage of Total Program funding. The following table provides the amount of the BSF from FY2009-10 through FY2019-20:

Fiscal Year	BSF Amount	BSF Buy-Down Amount	BSF as % of Total Program
2009-10	\$130 million	-	2%
2010-11	\$381 million	-	7%
2011-12	\$774 million	-	13%
2012-13	\$1.01 billion	-	16%
2013-14	\$1.004 billion	\$7 million	15%
2014-15	\$880 million	\$124 million	13%
2015-16	\$831 million	\$49 million	12%
2016-17	\$828 million	\$2 million	12%
2017-18	\$822 million	\$6 million	11%
2018-19	\$672 million	\$150 million	9%
2019-20	\$572 million	\$100 million	7%

Under current law, as set by Senate Bill 19-246, the amount of the BSF for FY2020-21 cannot exceed the FY 2019-2020 level of \$572 million.

Local Share of Total Program

The local share of Total Program is not appropriated to or distributed by the Department, but the local share in total provides 39% on average of funding for Colorado schools in FY2019-20.¹ While on average the local share finances 39% of Total Program, the actual amount will vary from district to district. The local share is comprised of two local sources of revenue: property taxes and specific ownership (i.e. vehicle registration) taxes. Total Program is first funded by these local sources, and if these sources are insufficient to meet the required level of per pupil funding, the State Share finances the remaining amount.

Total Program and Full-Day Kindergarten

During the 2019 legislative session, HB19-1262 State Funding for Full-Day Kindergarten modified the School Finance formula to provide full per pupil funding for students

¹ Legislative Council Staff, Memorandum, "Financing of Public Schools for Fiscal Year 2019-20"



enrolled in full day kindergarten programs throughout the state. Prior to HB19-1262, school districts could receive state funding for kindergarten students at a rate of 0.58 FTE. This bill increased the statewide funded per pupil count at 1.0 FTE. The actual change in funding for full-day kindergarten will be determined by the FY 2019-20 October Pupil Count and the January 15 Total Program supplemental request to the General Assembly.

Total Program Forecast FY 2019-20 through FY 2023-24

To ensure consistency with existing appropriations and the process for adjusting Total Program, the Department has used Legislative Council and JBC staff information to develop the forecast. The table below shows the last 5 fiscal years of the State Share portion of Total Program.²

Fiscal Year	State Share Appropriation	% Change Appropriation	Funded Pupil Count	% Change Pupil Count
2015-16	\$3,979,778,973	0.7%	853,215	1.0%
2016-17	\$4,115,122,505	3.4%	858,872	0.7%
2017-18	\$4,121,072,695	0.1%	865,017	0.7%
2018-19	\$4,468,585,178	8.4%	870,085	0.6%
2019-20	\$4,619,755,891	3.4%	894,569	2.8%

The projection for FY 2020-21 through FY 2023-24, below, assumes:

- <u>State Share Appropriation Forecast</u>: The average growth in appropriations has been 3.2% (average of FY 2015-16 – FY 2019-20); however, the 8.4% increase to State Share in FY 2018-19 is an anomaly, so the Department has elected a more conservative assumption of 1.9% growth, based the historical trends without the FY 2018-19 outlier. The projections hold BSF constant (current law) as the General Assembly annually determines whether to increase the 'buy-down' of the BSF, based available state resources.
- <u>Funded Pupil Count Forecast:</u> The average growth in funded pupil count has been 0.75% between FY 2015-16 through FY 2018-19, before the full-day kindergarten one-time increase. The higher percent change in pupil count for FY 2019-20 is a result of HB19-1262 State Funding for Full-Day Kindergarten. The Department anticipates that future fiscal year pupil count growth will return to average levels from this new base count.

Fiscal Year	State Share Appropriation Forecast	Funded Pupil Count Forecast
2019-20	\$4,619,755,891	894,569
2020-21	\$4,707,531,253	901,278
2021-22	\$4,796,974,347	908,038
2022-23	\$4,888,116,859	914,848
2023-24	\$4,980,991,080	921,709

² JBC Appropriations Report Fiscal Year 2019-20



2.) Categorical Funding

State funding for Categorical programs comprises a total of \$338 million of the Department's FY 2019-20 budget. Categorical programs provide funding for specific educational programs. Each program and its appropriation are in the table below.

Categorical Program	FY2019-20 Appropriation
ECEA Special Education	\$202,700,611
ECEA Gifted Education	\$12,697,199
Expelled/At-Risk Students	\$9,493,560
English Language Proficiency (ELPA)	\$22,994,436
Public School Transportation	\$60,480,645
Assistance for Vocational Education	\$27,238,323
Small Attendance Centers	\$1,314,250
Comprehensive Health Education	\$1,131,396
Total	\$338,050,420

While the appropriations for the Categorical programs are considerably less than State Share of Total Program funding, the Categorical programs represent a significant budget driver as well. As a result of Amendment 23, the Categorical programs must increase by at least the rate of inflation annually. The OSPB September 2019 Economic Forecast indicates a 1.7% inflationary rate for FY 2020-21. The Department has elected to apply this percentage to its forecast for Categoricals. Since there is no requirement that each Categorical program be increased, the forecast below reflects totals for all Categorical programs.

Fiscal Year	Estimated Categorical Appropriation
2019-20	\$338,050,420
2020-21	\$343,797,277
2021-22	\$349,641,831
2022-23	\$355,585,742
2023-24	\$361,630,700

3.) Federal Funds

Federal Funds are also a significant factor in the Department's budget and environment. Federal funds comprise a little less than 50% of the Department's annual payroll and operating financing, and over \$700 million in distributions to school districts, BOCES and other grantees. However, the Department has not seen a significant change in federal funding for major programs, such as IDEA and Title I-A, over the last several years and, thus, the Department has held federal funds constant in this financial forecast.



Downturn Scenario

An economic downturn is likely to significantly impact the entire Department, and especially the programs described above. For example, the General Assembly implemented the Budget Stabilization Factor (BSF) in response to the 2008 economic downturn.

In the event of a downturn, the Department intends to work closely with the Governor's Office to identify options and potential solutions to address any decrease in available state funding.

On the other hand, federal funding actually increased significantly for the Department during the last economic downturn with the American Recovery and Reinvestment Act (ARRA). However, the Department cannot anticipate that in the event of another downturn the federal government will react as it did in 2008. This makes it difficult to anticipate or estimate the impact a downturn would have on the Department's federal funding based on historical experience.



SECTION 5: Anticipated Funding Decreases

For the Department's federal programs, there are no funding decreases expected, based on current information from the U.S. Department of Education and the U.S. Department of Agriculture.

The Department's only program funded with gifts, grants, or donations is the Colorado Talking Book Library (CTBL), which receives a private endowment and grant funding for 2.77 FTE and approximately \$230,000 per year. Currently these FTE and associated costs at the CTBL are funded through the Mary Jones Trust and the Friends of the Talking Book Library. The Mary Jones Trust was established in 1981 by a bequest in SB80-330. The Trust principal and interest is to be used to fund the CTBL, and the Department is authorized to seek, accept and expend gifts, grants and donations. In addition to the Trust, the Friends of the Talking Book Library is a non-profit organization that provides annual funding of approximately \$170,000. In total, the CTBL has 2.77 FTE and annual costs of approximately \$230,000. The Friends of CTBL supports the volunteer program, which provides an additional 12-13 FTE and helps the library achieve its patron satisfaction rating of 98% over the last 15 years.

Based on current projections, the Trust may be unable to sustain the current rate of expenditures in the coming 3-5 years. Likewise, declining philanthropic support for the Friends of the Talking Book Library would lead to diminished funding for the CTBL over the next 5-7 years. If these funding sources were to decrease, the Department anticipates potential impacts to the operations of and services provided by the library.