



**COLORADO**  
Department of Education

# 2025 Legislative Report: Y339 Goodwill of Colorado, Excel Center

By:

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Colorado Department of Education/Student Pathways & Engagement/Adult Education Initiatives

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# Introduction

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The passage of [Senate Bill 23-003](#) (SB 23-003) created the term-limited Colorado Adult High School Program within the Adult Education Initiatives office (AEI) at the Colorado Department of Education (CDE). Statute required that the adult high school program serve Colorado residents who were 21 years of age by the pupil enrollment count date and that the educational service offered should be free of charge to any learner interested in participating. Applicants were required to be classified as a Colorado community based non-profit organization in order to apply.

After the 2023 Request for Applications (RFA) process concluded, Goodwill Industries of Colorado (The Excel Center) was selected for the Colorado Adult High School Program grant. The Excel Center is located in Aurora, Colorado.

Beginning July 1, 2024, five million dollars was allocated to the Colorado Department of Education for the Colorado Adult High School Program. \$4,798,852.00 was available for distribution to the Excel Center, with \$201,148.00 retained at CDE for administrative purposes. The annual funding allocations and expenditures are as follows:

<b>Grant Year</b>	<b>Performance Period</b>	<b>Award</b>	<b>Grantee Funding Used</b>
1	July 1, 2023 - June 30, 2024	\$306,868.00	\$184,898.76
2	July 1, 2024 - June 30, 2025	\$1,424,943.00	\$1,324,537.35
3	July 1, 2025 - June 30, 2026	\$1,731,963.00 (pending)	

## Statutory Requirements of the Colorado Adult High School Program per C.R.S. 22-10-202(2) & Implementation Status

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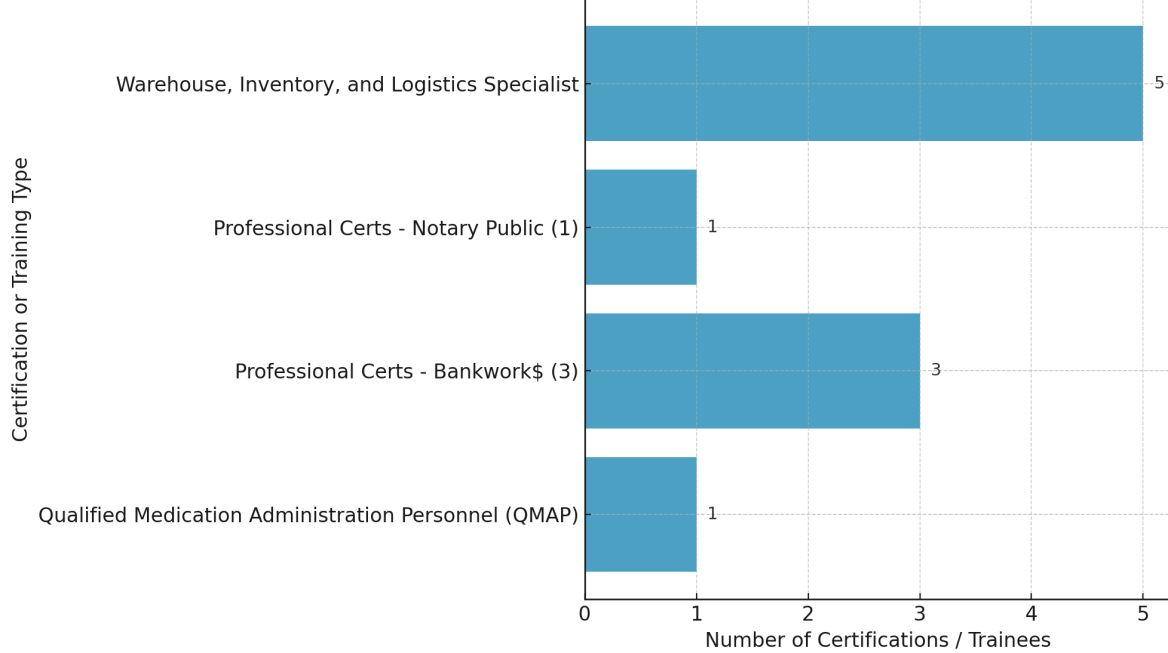
Statue Requirements	PY23-24	PY24-25
Create individualized education programs for students with disabilities	No	Unsure/No
<p><b>Notes:</b> CDE reached out to request special education program details and did not receive a response. It is unknown how the Excel Center creates or supports individualized education programs for students with disabilities. A Special Education Coordinator was hired to assist in this process. For a full staff list please click <a href="#">here</a>.</p>		
Statue Requirements	PY23-24	PY24-25
Secure and maintain a building for the program	Yes	Yes
<p><b>Notes:</b> The Excel Center secured a space located at 15445 E Iliff Avenue Aurora, CO 80013</p>		
Statue Requirements	PY23-24	PY24-25
Contribute funding annually for operating and facility costs	Yes	Yes
<p><b>Notes:</b> The Excel Center has contributed 85% of the total salary for the employee who oversees all aspects of Excel Center operations including budgeting, financial review, audits, invoicing, etc. Facility costs have been paid with non-CDE funds.</p>		
Statue Requirements	PY23-24	PY24-25
Hire educators and school personnel including, including life coaches to help students navigate academic and personal challenges	Yes	Yes
<p><b>Notes:</b> The Excel Center stated in their application that the required life coach positions would be called <i>Student Support Specialists</i> and would be primarily responsible for keeping students engaged and motivated. Each Student Support Specialist carries a caseload of no more than 70 students. Currently the Excel Center has four life coaches on staff. For a full staff list please click <a href="#">here</a>.</p>		
Statue Requirements	PY23-24	PY24-25

Propose an academic accountability system	Yes	Yes
<p><b>Notes:</b> The Excel Center opted out of the state utilized system comprised of LACES for student demographic and academic progress reporting, and DiplomaSender for officially recording high school diplomas. The Excel Center opted to utilize Synergy/Edupoint for student demographic and academic progress reporting, and have not identified an accessible diploma repository system. The Excel Center stated in their narrative reports they have issues with their new system training and functionality as they were unable to submit complete data reports the first two quarters of the 24-25 program year. The Excel Center submitted inaccurate data for the 24-25 Industry Recognized Credentials and resubmitted data in October of 2025.</p>		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
Establish minimum graduation requirements	No	Yes
<p><b>Notes:</b>  Graduation requirements are as follows:</p> <ul style="list-style-type: none"> <li>• English - 4 credits</li> <li>• Math - 4 credits</li> <li>• Science - 3 credits</li> <li>• Social Studies - 3 credits (1 US History, 1 Genocide &amp; Holocaust, 1 Civil Government)</li> <li>• College &amp; Career Readiness or Financial Literacy - 1 credit</li> <li>• Elective &amp; Additional core Academic Courses - 5 credits</li> </ul>		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
Utilize an evidence based model that a third party evaluator has proven effective through randomized control trial or experimental student	Unknown	Unknown
<p><b>Notes:</b> The Excel Center stated in the application that they planned to evaluate their program through third-party studies, surveying of students and student focus groups. The Excel Center is not required to submit information about this process to CDE.</p>		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
Develop classes that may be offered in person	Yes	Yes
<p><b>Notes:</b> Direct instruction courses were scheduled Monday-Thursday with Friday being available for self-directed student learning (tutoring, meeting one-on-one with teachers or the ability to make-up missed</p>		

work).		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
Develop online classes that may be offered to a student who takes at least fifty percent in person classes and demonstrates academic readiness for remote work	No	No
<b>Notes:</b> The Excel Center has stated their model of adult high school does not offer online classes at this time.		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
Consult with a non-profit organization that has implemented evidence based educational model for adults with proven effectiveness in another state	Yes	Yes
<b>Notes:</b> It was stated in their application that the Excel Center Network is an evidence-based adult high school model that started with one school and has become The Excel Center National Network (Network) with 40 adult high schools.		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
No more than four hundred students enrolled at one time	N/A	Yes
<b>Notes:</b> Goodwill Industries stated that it would serve 250 adult learners in the 2024-2025 program year (July 1, 2024 - June 30, 2025). The Excel Center served 350 students in the 2024-2025 program year. The Excel Center was not offering programming in 23-24.		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
Create enrollment plans for students	No	Yes
<b>Notes:</b> The Excel Center required students to fill out an application and attend an orientation. All students must be working toward gaining a high school diploma to attend. For multi-lingual learners, the center develops an Individual Learning Plan, based on the Home Language Survey and other assessments.		
<b>Statue Requirements</b>	<b>PY23-24</b>	<b>PY24-25</b>
Comply with state and federal law concerning students with	No	Unknown

disabilities, including students with accommodations pursuant to Section 504 of the Federal Rehabilitation Act of 1973		
<p><b>Notes:</b> Goodwill of Colorado outlined a plan in their application to support learners with disabilities and comply with all state and federal laws related to disabilities. They hired a Special Education Coordinator to assist in this process.</p>		
Statue Requirements	PY23-24	PY24-25
Collaborate with local district colleges, community colleges, and area technical colleges or post-secondary career and technical education program to ensure students can access courses that can lead to graduation with an industry-recognized certificate	No	No
<p><b>Notes:</b> The Excel Center is not currently collaborating with local district college, community college or area technical colleges to offer industry-recognized certificates.</p>		
Statue Requirements	PY23-24	PY24-25
Fund industry-recognized and career and technical education certificate programs at no cost to students	No	Yes/Needs Review
<p><b>Notes:</b> The Excel Center stated in their application they were partnering with three industry-recognized credential service providers: BankWork\$, International Facilities Management Association Foundation and LIFT Information Technology Training Program. The Excel Center would then provide a number of different industry-recognized certifications and micro-credentials to learners from these partnership and online platforms.</p> <p>The Excel Center reported 100 industry-recognized certificates earned in the 2024-2025 program year. However, upon further review and verification utilizing the <a href="#">Eligible Training Provider List</a> (ETPL) and the <a href="#">Career Development Incentive Program</a> (CDIP) list, only 10 of the offerings are industry-recognized certificates. The Excel Center did not meet their goal of 65% of students earning an Industry Recognized Certificate.</p>		

**Certifications and Professional Trainings Overview**



Statue Requirements	PY23-24	PY24-25
Create a plan in collaboration with institutions of higher education to authorize teachers to teach courses for college credit and align teacher qualification requirements with the concurrent enrollment program	No	No

**Notes:** In order to provide access to postsecondary education and career and technical training as defined in SB23-003, The Excel Center identified the Community College of Aurora, Emily Griffith Technical College, and Pickens Technical College as partners to help support these efforts. The Excel Center indicated the exact classes would be determined once the staff was hired. The expected courses were: English Composition, College Algebra, Intro to Statistics, Intro to Business, Public Speaking and Interpersonal Communication. Currently the Excel Center is not offering learners college credits or certificates through any of the three partners outlined in their request for application.

Statue Requirements	PY23-24	PY24-25
Operate licensed on-site child care center for students with children	Yes	Yes

**Notes:** The Excel Center operates an on-site childcare center that serves children ages 2.5 to 12 and operates on a drop-in basis. In 2024-2025, 42 students used the childcare center.

Statue Requirements	PY23-24	PY24-25
Offer transportation assistance to students	Yes	Yes

**Notes:** The Excel Center outlined four options in their application to support student transportation needs;; 1.gas cards for students with their own vehicle, 2. public transit passes, 3. carpooling arrangements, 4. (offer classes at) a location that allows walking and biking.

The Excel Center reported that 70 learners received transportation support, 0 students received gas cards, 1,645 RTD passes were provided, and 0 students received car pool support.

Statue Requirements	PY23-24	PY24-25
Award high school diploma to a student who successfully completed the graduation requirements	No	Yes

**Notes:** The Excel Center did not award diplomas in 23-24. In 24-25, 72 diplomas were awarded.

Statue Requirements	PY23-24	PY24-25
Report required information: Proposed academic accountability standards that include but are not limited to; -Graduation rate metrics that measure graduation ratio for the entire student population -Postsecondary and Workforce Readiness metrics that measure percentage of graduate who earn with an Industry-Recognized certificate or at least three college credits -Student demographic data disaggregated	No	Yes

**Notes:** The Goodwill of Colorado grant began in PY2023-2024, however The Excel Center did not begin programming, or enrolling learners for high school, until PY2024-2025. Outcome metrics were created for each

year. These metrics were not met the first year of the grant (PY2023-2024) due to the space being unusable as construction was progressing. The Excel Center reported zero performance metrics in all categories including enrollment, graduates, industry recognized certificates, and college credits for PY 2023-2024 and did not submit data to the Colorado Department of Education.

The Excel Center stated in their narrative reports they have issues with their new system training and functionality as they were unable to submit complete data reports the first two quarters of the 24-25 program year. The Excel Center submitted inaccurate data for the 24-25 Industry Recognized Credentials and resubmitted data in October of 2025 for the 24-25 program year. AEI does not have direct access to the data system The Excel Center utilizes. AEI will request modifications to the current data submissions to include the average secondary credits attained per term per student.

## Outcome Metrics

The Excel Center indicated the following Outcome Metrics for this Program in their Request for Application:

<b>Outcome Metric: Rationale</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>
Average Student Enrollment: As the community gains awareness of the school, student demand will increase.*	150	250	300	350
Graduation Ratio: Similar to a traditional high school, The Excel Center strives to graduate approximately 25% of its student population each year.**	10% of Average Student Enrollment	18% of Average Student Enrollment	20% of Average Student Enrollment	25% of average student Enrollment
College & Career Readiness Rate: Students earning industry certifications and/or college credit will have the technical skills they need for college or starting a degree program.	50%	65%	75%	80%
Percentage of graduates who complete employment readiness training (digital literacy, mock interviewing, resume writing, etc.).	50%	60%	70%	80%
Projected number of diplomas to be awarded: Based on the graduation ratio above.	15	45	60	87

\*Average enrollment will be calculated based on the number of students enrolled at the school each term.

\*\*This number increases each year before leveling out because during the first few years, due to student remediation needs, graduate numbers are likely to be lower. 10% is the average graduation ratio for The Excel Centers during their first year of operation.

# Student Data

**Table 1**

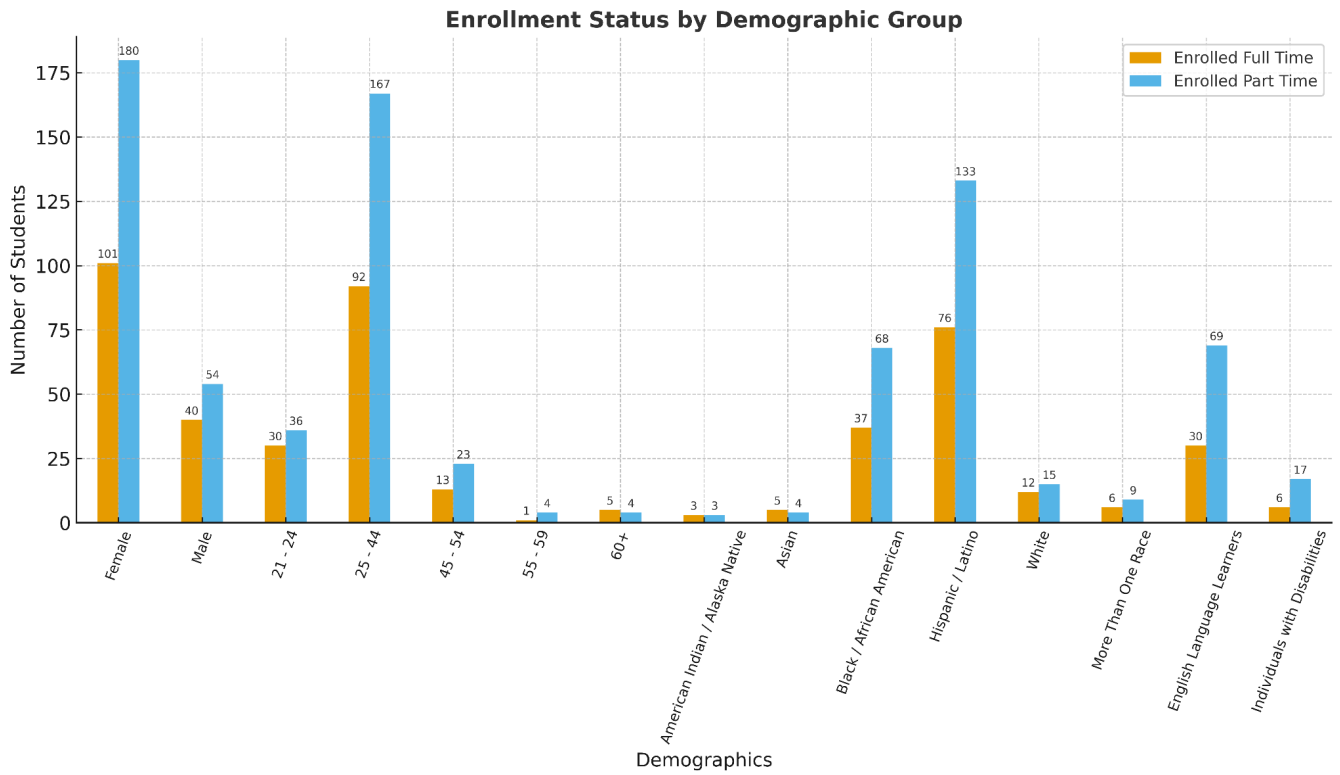


Table 1 illustrates the numbers of students enrolled at the Excel Center broken down by; sex, age, race, English language learners and disability. The orange color (on the left) represents learners who are enrolled full time and the blue color (on the right) represents students who are enrolled part time.

**Table 2**

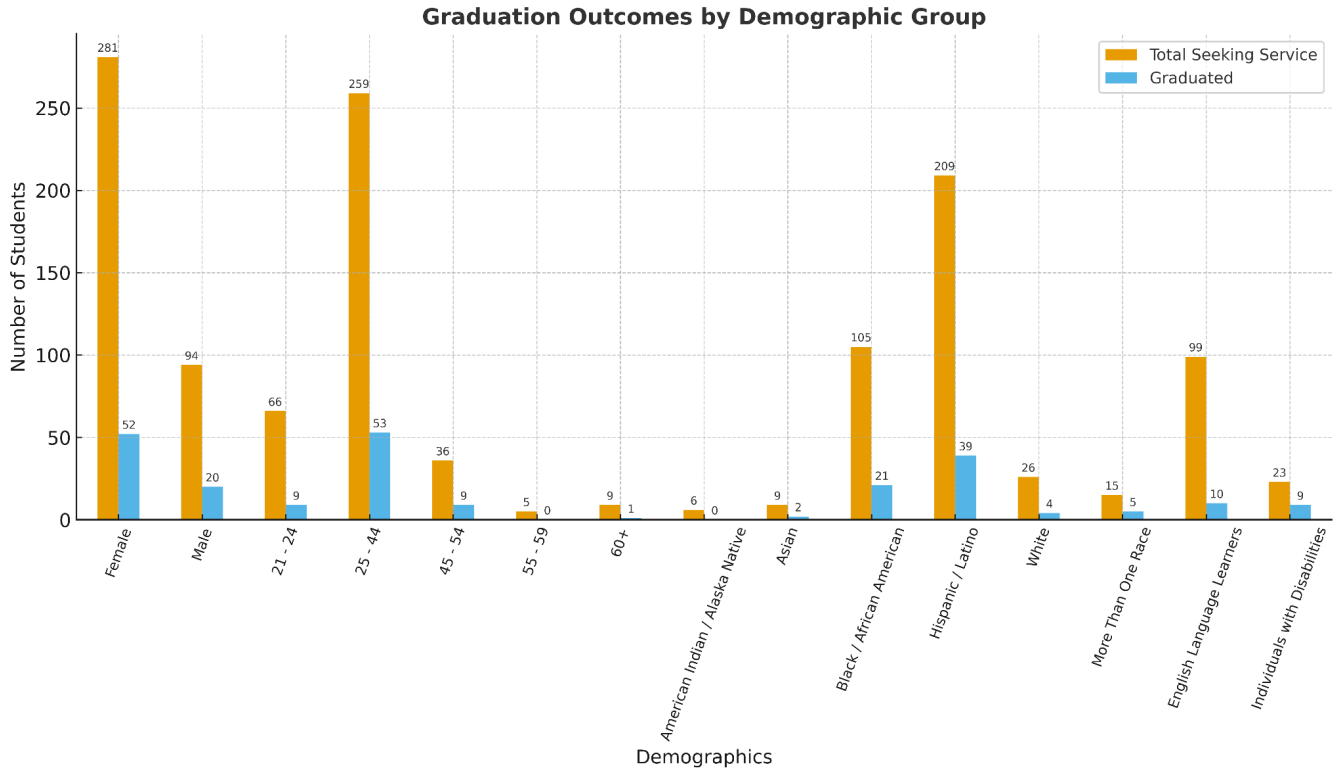


Table 2 illustrates graduation outcomes by demographic group. The orange color (on the left) represents the total number of students seeking services at the Excel Center and the blue color (on the right) represents the number of students who graduated at the Excel Center. The graph then shows how many students sought services or graduated broken down by; sex, age, race, English language learners and individuals with disabilities.

**Table 3**

**Table 2 - Enrollment & Outcomes by Entry Assessment Level**

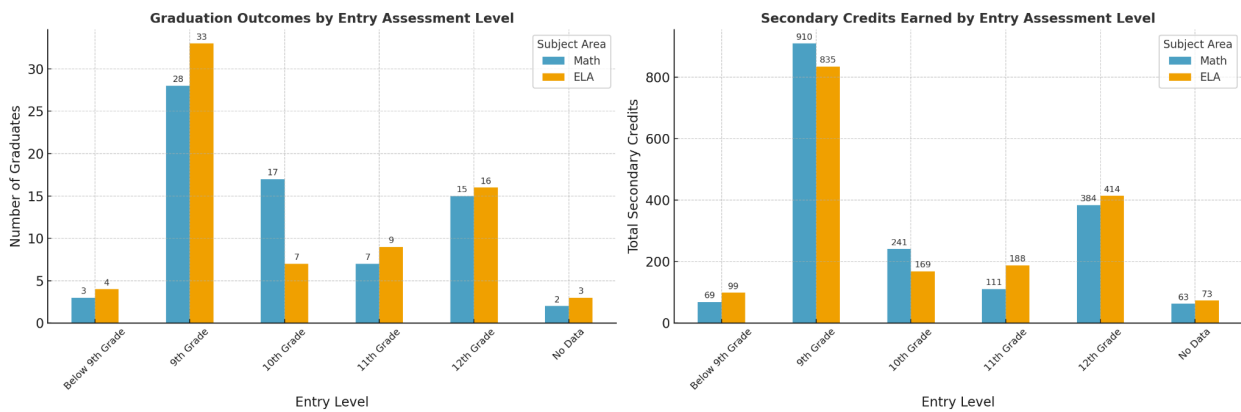


Table 3 illustrates overall enrollment and outcomes by entry level assessment data. The left graph shows the number of students who graduated based on their entry level assessment data or grade level broken down to; below 9th grade, 9th grade, 10th grade, 11th grade, 12th grade and no data. The blue color (on the left) represents entry level data for math and the orange color (on the right) represents entry level data for English language acquisition (ELA). The right graph shows the total number of secondary credits earned based on a student's entry level assessment data. The entry levels are broken down by; below 9th grade, 9th grade, 10th grade, 11th grade, 12th grade and no data. The blue represents entry level assessment data for math and the orange represents entry level assessment data for english language acquisition.

## Excel Center Goal Target vs. Performance

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**Table 4**

<b>Outcome Metric:</b>	<b>Year 1 Goal</b>	<b>Year 1 Actuals</b>	<b>Year 2 Goal</b>	<b>Year 2 Actuals</b>
<b>Average Student Enrollment:</b>	150	0	250	350
<b>Graduation Ratio:</b>	10%	0%	18%	19%
<b>College &amp; Career Readiness Rate: Industry certifications and/or college credit</b>	50%	0%	65%	3%
<b>Percentage of graduates who complete employment readiness training (digital literacy, mock interviewing, resume writing, etc.).</b>	50%	Excel Center did not report on this	60	Excel Center did not report on this

<b>Projected number of diplomas to be awarded: Based on the graduation ratio above.</b>	15	0	45	72
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Table 4 illustrates the Excel Center goals they outlined in their application compared to the actual numbers the Excel Center reported for program year 1 and program year 2.

## Recommendations

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- AEI recommends that The Excel Center create quarterly incremental targets in order to scaffold practices and build structures to better meet larger goals of the grants.
- AEI recommends stronger partnerships with postsecondary institutions for concurrent enrollment and transfer opportunities. Currently no postsecondary credits are offered through the Excel Center.
- AEI recommends that the Excel Center create a robust special education team to help support the implementation of the “Individualized Education Program” in statute.
- AEI recommends that The Excel Center only offer validated Industry-Recognized Certificates included on the Eligible Training Provider List and Career Development Incentive Program list in order to best follow the statute and to maximize opportunities to turn learners into earners.
- AEI recommends that The Excel Center creates a curriculum for the employment readiness training programming and decide how students will show success in that program/curriculum. Additionally, The Excel Center will need to create policies and practices that will track student progression and assess the program for effectiveness.