School Finance in Colorado

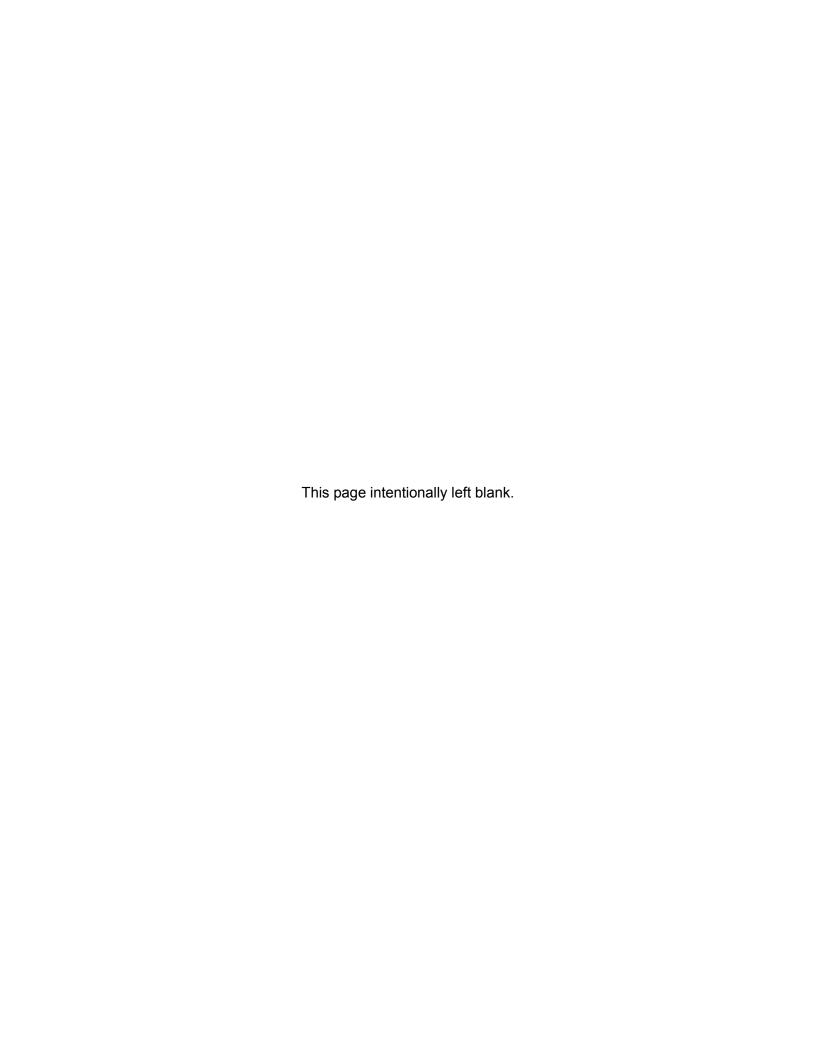


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FOREWORD

The purpose of this publication is to help readers understand how Colorado finances its public elementary and secondary schools. The major focus is an explanation of the funding formula included in the Public School Finance Act of 1994, including amendments made to the act in 2016. Several illustrations are provided to help readers calculate funding under the formula. The booklet also describes several other provisions of law that relate to school district funding. These provisions include a description of revenue that is earmarked for specific functions, other local sources of revenue, categorical programs, and the Colorado Preschool Program. Please note that this publication is intended to provide a summary overview of programs that affect funding for schools; state law should be consulted for more specific details on the operation of the programs or for information on other programs that provide money to school districts.

This publication was prepared by the Colorado Legislative Council Staff, the nonpartisan research staff of the Colorado General Assembly. It is available on the internet at: http://leg.colorado.gov/publications/school-finance-colorado-booklet.

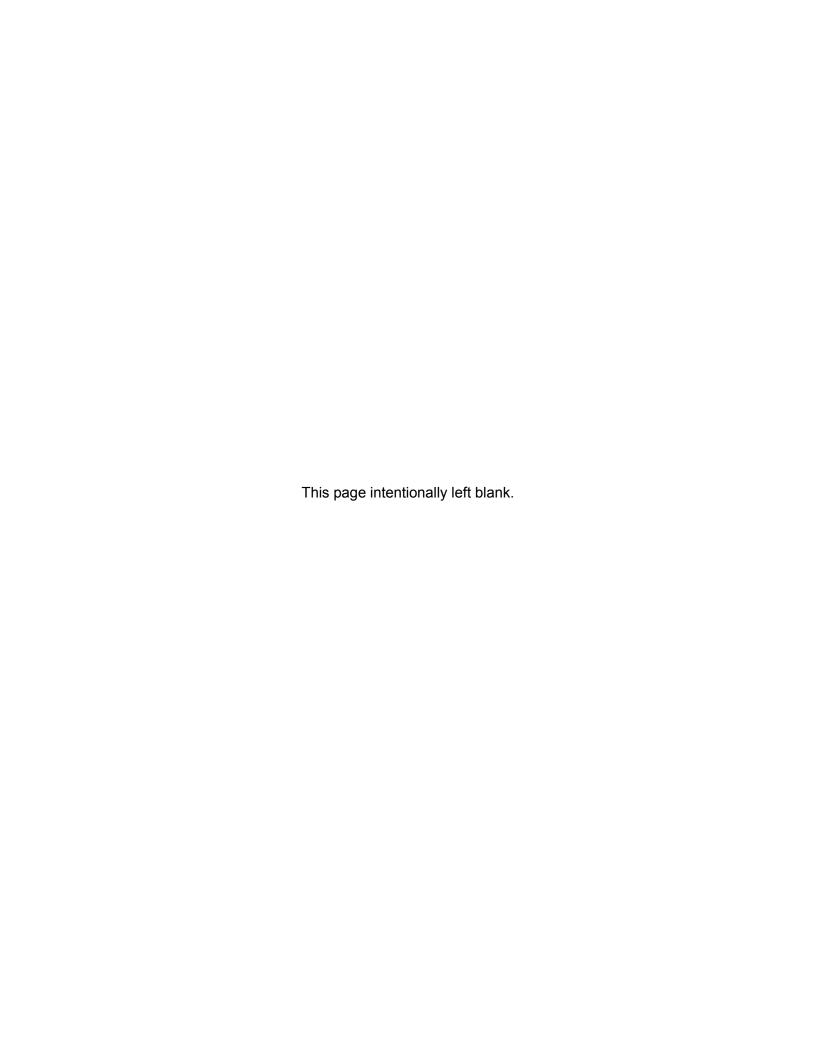
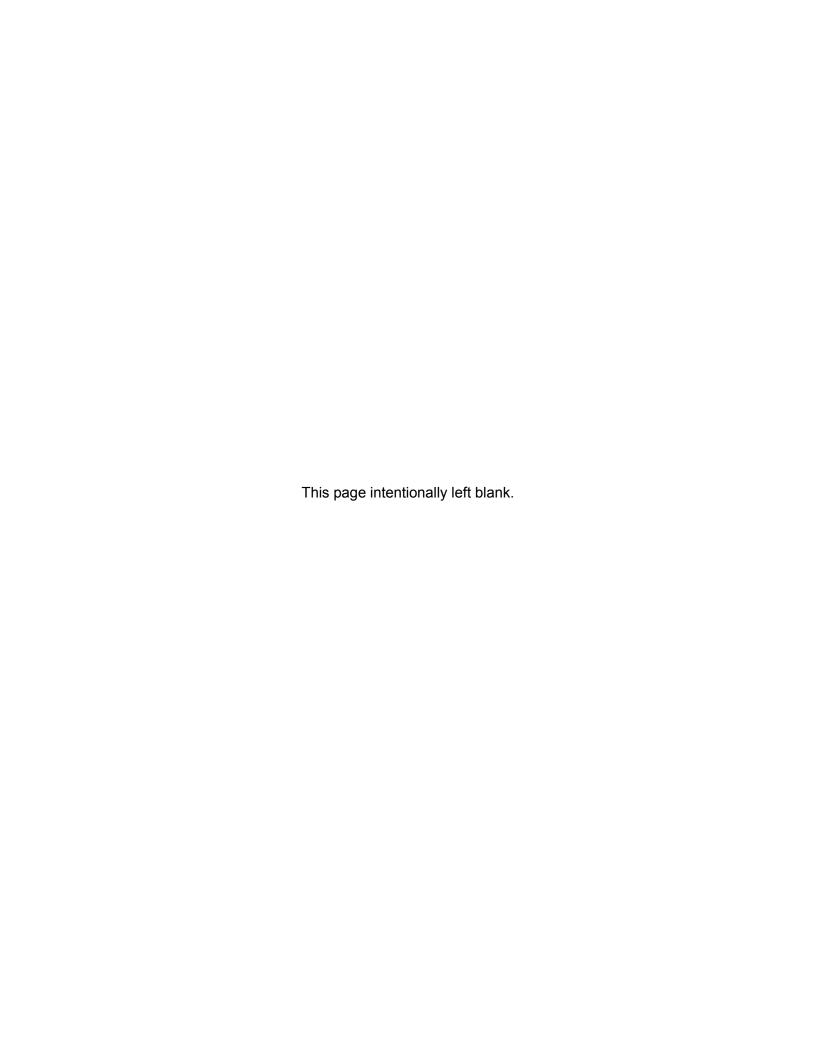


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SUMMARY OF SCHOOL FINANCE FUNDING

1) Calculate Per Pupil Funding for Each District

Multiply statewide base per pupil funding by district-level factors to determine per pupil funding for each district.



2) Calculate Total Funding Required for Each District

To determine total funding for each district, multiply district per pupil funding by the number of students in the district, then add funding for at-risk, online, and ASCENT students.



3) Determine the Local Share of Funding

The local government share of funding comes from property tax and specific owner tax collections from property owners in the district.



4) Determine the Required Amount of State Aid

Subtract the local share of funding across all districts from the total funding required across all districts to determine the total amount of state aid required by the school finance act.

5) Apply the Negative Factor

The negative factor is a state budget element that proportionately reduces the amount of total funding for each district, such that state aid is reduced.



PER PUPIL FUNDING BY DISTRICT

Figure 1 shows total per pupil funding across the state's 178 school districts for FY 2016-17. In FY 2016-17, funding per pupil ranged from \$15,604 in the Silverton School District to \$6,984 in the Branson School District. A key for the school districts is provided as Appendix A on page 39. Per pupil funding is highest in rural districts due primarily to the enrollment size factor adjustment in the school finance formula. Per pupil funding is lowest in districts that qualify for little additional funding from the size, cost-of-living, or at-risk adjustment factors. Per pupil funding amounts shown in Figure 1 are after the application of the negative factor, which reduces funding across most districts proportionally (see page 12 for more information). A history of total school finance act funding and average per pupil funding is provided on page 28.

\$12,001 - \$15,604 \$10,001 - \$12,000 \$9,001 - \$10,000 \$8,001 - \$9,000 \$6,984 - \$8,000

Figure 1 FY 2016-17 Total Per Pupil Funding

Source: Legislative Council Staff.

WHO PAYS FOR A SCHOOL DISTRICT'S FUNDING?

Most school districts rely on a combination of state and local sources of revenue to pay for school finance, or what is also called total program funding. Normally, state aid makes up the difference between a district's total funding and what is provided from local tax revenue. The state's share of funding for districts varies based on the amount of local tax revenue generated in each district.

The following describes in greater detail how the various elements of the school finance funding formula are calculated. It also highlights recent changes in school finance funding, such as the use of the negative factor to achieve budget savings for the state by reducing each district's total funding.

In FY 2016-17, total funding for school finance was \$6.4 billion, with the state contribution at \$4.1 billion, or 65 percent of the total, and the local contribution at \$2.3 billion, or 35 percent of the total. The average per pupil funding was \$7,421 for all districts. The lowest district received \$6,984 per pupil, and the highest district received \$15,604 per pupil.

Local Contribution

A school district receives revenue directly from individuals and businesses in the form of property taxes and specific ownership taxes.

State Aid

The state's contribution to a district's funding comes mostly from state income and sales taxes, which are primarily deposited into the state General Fund.

Over time, the state share of funding across all school districts has increased, as shown in Figure 2. For more information on why the state share has increased, see the Legislative Council Staff memo titled, "School Finance and the State Constitution."

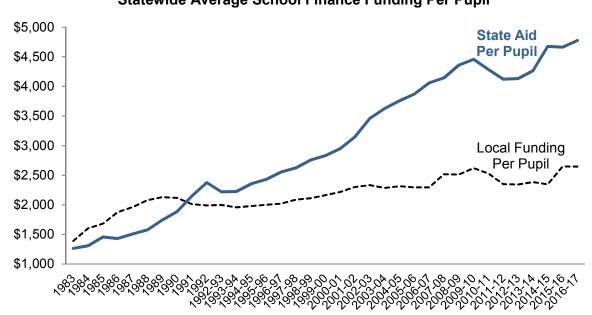


Figure 2
Statewide Average School Finance Funding Per Pupil

Source: Joint Budget Committee Staff.

COLORADO'S SCHOOL FINANCE ACT

Colorado's school finance act distributed nearly \$6.4 billion in state and local dollars to the state's 178 school districts for K-12 public education in FY 2016-17. Currently, this money is allocated under a law called the "Public School Finance Act of 1994." The school finance act contains a formula that calculates a per pupil funding amount for each school district based on the individual characteristics of the district, such as the cost to live in the district and the number of students enrolled. The act is explained in detail on the following pages, including amendments made under the most recent school finance bill. House Bill 16-1422.

THE FUNDING FORMULA

A district's funding under the school finance act is the number of pupils in the district multiplied by the district's preliminary per pupil funding level, plus an amount of money provided to compensate a district for at-risk pupils, online students, and pupils participating in the accelerating students through concurrent enrollment (ASCENT) program.

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School District Funding =

(Number of Pupils × Preliminary Per Pupil Funding) + At-Risk Funding + Online and ASCENT Funding × Negative Factor
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The following describes elements contained in state law that determine how pupils are counted and how a school district's per pupil funding is adjusted by certain factors. Most recently, because of ongoing state budget constraints, the **negative factor** was implemented to reduce each school district's funding by a fixed percentage. This reduction is made after all other adjustments in the funding formula are calculated. An example of this adjustment is illustrated on page 27.

How Are Pupils Counted?

Funding under the school finance act is based on the number of pupils enrolled in the school district on October 1. Thus, the number of pupils counted on October 1, 2016, determines funding for the budget year beginning July 1, 2016. Because the fiscal year begins before the count date, state aid is distributed based on estimated pupil counts. State aid is adjusted to reflect the actual count, usually starting in January of the fiscal year.

The act provides an alternative to the October 1 count date in certain instances, such as when students in a year-round educational program will be on vacation on October 1. This alternative count date must be within 45 calendar days of the first school day after October 1.

The pupil count is expressed in full-time equivalent (FTE) pupils to reflect the amount of time a student spends in an instructional setting. Preschool students are usually counted half time, and kindergarten students are counted as 0.58 of a pupil. A school district's pupil count also includes students who are enrolled in online programs and students who are eligible to complete a fifth year of high school while enrolled concurrently in higher education courses. The latter is called the ASCENT program.

The formula also makes enrollment allowances for districts that lose pupils from one year to the next, recognizing that such districts may have difficulty budgeting for fewer pupils. The pupil count for **declining enrollment districts** is the greater of a two-year, three-year, four-year, or five-year average of the October counts.

Funded Pupil Count =

0.5 x Preschool Count

- + Online and ASCENT Counts
- + .08 Kindergarten Count
- + Greater of One- to Five-Year Average K-12 Counts

Online, ASCENT, and a portion of preschool, kindergarten, and Charter School Institute students are not included in the averaging formula. The number of pupils for which a district receives funding is called the **funded pupil count**.

Figure 3 shows the funded pupil count for FY 2016-17, ranging from the smallest districts funded at the minimum level of 50 FTE to Denver, funded at 86,193 FTE. The highest density of students is along the Front Range from Pueblo north through Fort Collins. Other districts with relatively high enrollment include those containing the cities of Grand Junction and Durango and districts located along the western I-70 corridor between Summit County and Glenwood Springs. The smallest districts are in the central and southern portions of the Eastern Plains and the southern portion of the San Luis Valley.

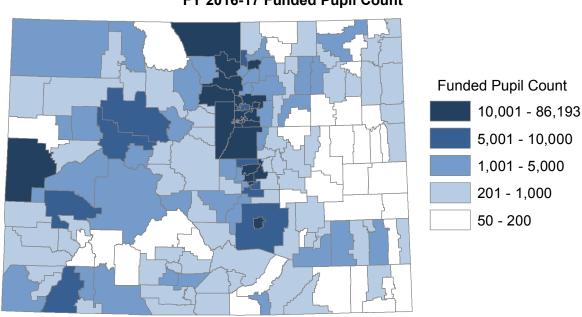


Figure 3
FY 2016-17 Funded Pupil Count

Source: Colorado Department of Education. Map created by Legislative Council Staff.

How Is Per Pupil Funding Calculated?

A district's preliminary per pupil funding is the result of adjusting the statewide base by various factors representing district-specific characteristics including cost-of-living, personnel and nonpersonnel costs, and enrollment size.

Preliminary Per Pupil Funding =

(Statewide Base × Personnel Costs Factor × Cost of Living Factor) + (Statewide Base × Nonpersonnel Costs Factor)

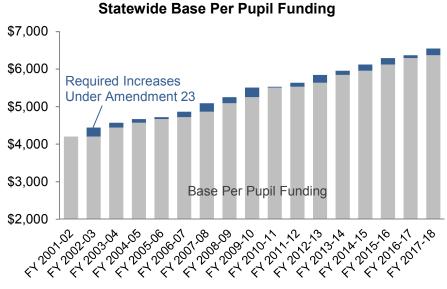
× District Size Factor

Statewide Base is Starting Point

The calculation of each district's pupil funding starts with a statewide base per pupil funding amount which is set annually by the General Assembly. The statewide base for FY 2016-17 is \$6,367.90, an increase of 1.2 percent (\$75.51) over the prior year. Base funding accounts for about \$5.5 billion of the money allocated under the formula in FY 2016-17, or about 75.9 percent of total funding before application of the negative factor.

Although the General Assembly sets the base annually, Article IX, Section 17, of the Colorado Constitution, commonly referred to as Amendment 23, requires minimum increases for the base. The amendment required that through FY 2010-11, the General Assembly increase the base each year at least by the rate of inflation plus 1 percent, and by inflation thereafter. Because the inflation rate for calendar year 2016 was 2.8 percent, that is the minimum increase for FY 2017-18 required by Amendment 23. Figure 4 provides a history of statewide base per pupil funding dating back to FY 2001-02. The gray portion of each bar represents the previous year's per pupil funding, while the blue portion represents the per pupil increase required by Amendment 23.

Figure 4



Source: Legislative Council Staff.

The Statewide Base Is Adjusted for Cost of Living

Each school district is assigned a factor to indicate the cost of living in the district relative to the cost of living in other districts in the state. For FY 2016-17, the cost-of-living factors for school districts range from about 1 percent to 65 percent. Statewide, an estimated \$1.1 billion in FY 2016-17 school finance funding is attributed to the cost-of-living factor, or 14.7 percent of total funding, before application of the negative factor.

State law contains the method for calculating cost-of-living factors, but not the actual factors themselves. Cost-of-living factors are certified to the Colorado Department of Education by the Legislative Council Staff every two years following a study that measures the cost in each district of an identical set of items, such as housing, goods and services, and transportation. The 2015 study set factors for the 2016-17 and 2017-18 budget years. Under state law, a district's factor from the prior two-year cycle is increased when the cost of living in the district increases by a greater percentage than the increase in the statewide average teacher salary used in the study. The 2015 study uses representative purchases made by a household earning an average teacher's salary of \$51,930 per year. This amount reflects the average salary for a teacher with a bachelor's degree and ten or more years of teaching experience, and represents a 5.38 percent increase over the \$49,277 salary for a comparable teacher in 2013.

In periods when average salaries increase by 1.0 percent or more, the increase in the factor is equal to the percentage change in the district's cost of living divided by the percentage change in the salary level divided by 1,000. The increase in the factor is rounded to three decimal places.

District "Personnel Costs Factor" Defines the Portion of the Statewide Base Adjusted for Cost of Living

The formula recognizes that differences in the cost of living primarily affect the salaries that must be paid to hire and retain qualified personnel. Therefore, the cost-of-living factor is applied only to the portion of the base that relates to personnel, as defined by the personnel costs factor.

The personnel costs factor ranges from 79.9 percent to 90.5 percent and differs by district according to enrollment. Smaller districts have smaller factors and, therefore, a smaller portion of the base is increased for cost of living. Larger districts spend a higher proportion of their budgets on personnel costs than smaller districts, and thus receive a larger increase to their base from the cost-of-living factor. The formula for determining district personnel costs factors is illustrated on page 24.

Each district's **"nonpersonnel costs factor"** is the difference between 100 percent and the district's personnel costs factor. It is the portion of the base that is *not* adjusted for cost of living and ranges from 9.5 percent to 20.1 percent.

For FY 2016-17, Figure 5 shows the adjustments made for cost of living and personnel costs across school districts. Adjustments range from \$10 to \$3,559 per pupil. As the figure demonstrates, the highest cost-of-living adjustments come in districts associated with the resort communities of Aspen and Telluride. Districts along the Front Range and in other areas of the mountain region also receive relatively high cost-of-living adjustments. Rural districts in the central and southern portions of the Eastern Plains receive the lowest adjustments for this factor.

\$2,001 - \$3,559 \$1,001 - \$2,000 \$751 - \$1,000 \$501 - \$750 \$10 - \$500

Figure 5

Per Pupil Funding Increase from

Cost-of-Living and Personnel Cost Factor Adjustments, FY 2016-17

Source: Legislative Council Staff.

Enrollment Size Factor Adjusts for Economies of Scale

The act includes an enrollment size factor that provides additional money to all school districts, but particularly small school districts unable to take advantage of economies of scale. In FY 2016-17, approximately \$307 million is allocated through the size factor, or about 4.3 percent of total funding, before application of the negative factor.

Like the personnel costs factor, a size factor is calculated under a formula using district enrollment. The smallest districts — districts with enrollments of fewer than 5,000 students — receive the largest size factors and, therefore, more funding per pupil. All other districts receive a size factor, which provides an increase in per pupil funding of just under 3 percent. The formula for calculating a school district's size factor appears on page 25.

Since the formula for determining the size factor is based on a district's enrollment, the act acknowledges that the formula inherently provides incentives and disincentives for districts to reorganize and take advantage of the formula. For example, when a reorganization results in a lower size factor, and less funding per pupil, the lower size factor is phased in over six years. When a reorganization results in a higher size factor, and more funding per pupil, the district or districts involved in the reorganization receive the lower size factor of the original district. Thus, the act lessens the negative fiscal impact of reorganization, while prohibiting a district from taking advantage of a higher size factor following reorganization.

The act also attempts to minimize the effect that charter schools may have on the size factor of small school districts. The size factor for districts with fewer than 500 pupils is calculated using the district's enrollment minus 65 percent of the pupils enrolled in charter schools.

For FY 2016-17, Figure 6 shows the adjustment made for the enrollment size factor across school districts. Adjustments range from \$56 to \$10,096 per pupil. Districts that receive the largest funding adjustment from this factor are the small rural districts concentrated on the Eastern Plains and the southern portion of the San Luis Valley. The largest enrollment districts, receiving the smallest funding adjustment from this factor are clustered along the Front Range and the western I-70 corridor.

\$5,001 - \$10,096 \$2,001 - \$5,000 \$1,001 - \$2,000 \$501 - \$1,000 \$56 - \$500

Figure 6
Per Pupil Funding Increase from the
Enrollment Size Factor Adjustment, FY 2016-17

Source: Legislative Council Staff.

What Is At-Risk Funding?

Colorado's school finance act provides additional funding for school districts that serve students who are at risk of failing or dropping out of school. The additional funding depends on the district's preliminary per pupil funding, the number of at-risk students, and the proportion of at-risk students in the district. In FY 2016-17, the act provides \$334 million in at-risk funding statewide, or 4.6 percent of total funding, before application of the negative factor. At-risk funding is determined according to the following formula.

At-Risk Funding =

(At-Risk Pupils × 12% × Preliminary Per Pupil Funding) + At-Risk Funding Premium

Definition of At-Risk Pupils Follows the Federal Free Lunch Program and Includes Some Students With Limited English Skills

Under the act, at-risk pupils are defined as students from low-income families, as measured by eligibility for free lunches under the National School Lunch Act. The definition of at-risk pupils also includes a limited number of non-English-speaking students.

Students qualify for free meals at school based on their family's income. The act defines at-risk pupils as those who are *eligible* for free lunches so districts can receive funding for students who do not actually participate in the federal program. As an alternative, the act allows districts to use the proportion of free-lunch students in grades one through eight multiplied by the district's enrollment if it produces a larger number than the actual count. This alternative count is provided because some high schools do not offer free lunches, and some students choose not to participate in the free lunch program, especially at the high school level.

A student with limited English skills, as defined by the English Language Proficiency Act, can be included in the at-risk count if the student meets one of two criteria. First, a student can be counted if he or she took the statewide assessment in a language other than English in the preceding year. Second, a student can be counted if the student's assessment scores were not included in calculating school academic performance. In either case, a student can be counted as at-risk only once; therefore, a student who is counted under the income guidelines of the free lunch program cannot be counted because of limited proficiency in English.

Preschool students are not included in a district's at-risk count. The official date for counting at-risk pupils is October 1.

Proportion of At-Risk Students Determines At-Risk Funding

The proportion of at-risk students in a district determines the amount of funding a district receives for its at-risk pupils. Every district receives at least 12 percent of its preliminary per pupil funding for each at-risk pupil.

Districts with higher-than-average proportions of at-risk students receive a premium above this initial amount for those at-risk pupils. The amount of this premium depends upon enrollment in the district and the degree to which the district's share of at-risk students exceeds the statewide average. For districts with enrollments between 459 and 50,000, the premium is equal to 12 percent plus 0.30 of a percentage point for each percentage point that the district's at-risk percentage exceeds the statewide average. Thus, if the statewide average is 30 percent, and 41 percent of a particular district's students qualify for at-risk funding, the district would receive a premium of 15.3 percent $(12.0 + (0.3 \times 11) = 15.3)$ for qualifying students. For districts with enrollments greater than 50,000, the premium is equal to 12 percent plus 0.36 of a percentage point for each percentage point that the district's at-risk percentage exceeds the statewide average. The premium is capped at 30 percent, so 18 percentage points is the maximum that can be added to the existing 12 percent of per pupil funding provided for each at-risk student.

The at-risk funding premium is provided only for pupils over the statewide average percentage of at-risk pupils. So, the district described above with 41 percent at-risk students would receive 12 percent more in per pupil funding for 30 percent of its students and 15.3 percent more in per pupil funding for the other 11 percent of its students who are at risk. In addition, only districts with more than 459 pupils qualify for the at-risk funding premium.

Figure 7 shows the share of total pupils that are classified as at-risk in each district for FY 2016-17. The highest concentrations of at-risk students are in the urban districts in the Denver and Pueblo metro areas, and scattered rural districts throughout the state. The lowest concentrations are in Boulder and Douglas counties, and districts containing the resort communities of Aspen, Steamboat Springs, and Telluride.

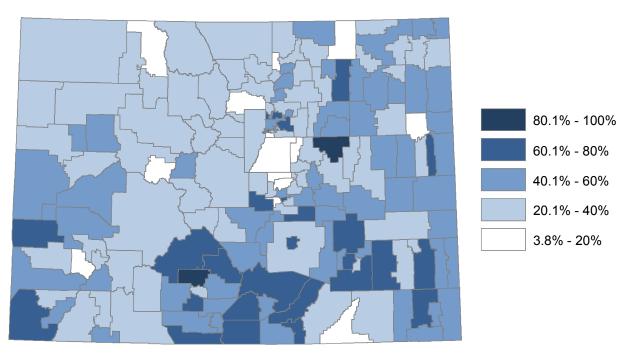


Figure 7
Share of At-Risk Students, FY 2016-17

Source: Colorado Department of Education. Map created by Legislative Council Staff.

How Are Online and ASCENT Students Funded?

Students who participate in public online education programs or the ASCENT program are funded through the school finance act. Online students participate either in programs that serve students from multiple districts (multi-district programs) or in a program offered by the student's home district (single-district program). The vast majority of online students participate in multi-district programs. Both multi-district online and ASCENT students were funded at a uniform \$7,679 per pupil in FY 2016-17, accounting for about \$23 million in school finance funding, before application of the negative factor. After the negative factor, this amount was reduced to \$6,795, which compares with statewide average per pupil funding of \$7,421.

What Is the Negative Factor?

In an effort to generate budget savings for the state, House Bill 10-1369 included a new factor called the budget stabilization factor for FY 2010-11 and FY 2011-12. For most districts, after all the funding adjustments required by the school finance act are calculated, this factor reduced total funding proportionately across districts.

Senate Bill 11-230 changed the name of this factor to the negative factor and extended its applicability indefinitely. In FY 2016-17, for most districts, the negative factor reduced total funding by approximately 11.51 percent, or a total of \$828 million compared to what would have been funded without the factor. Per pupil funding fell by a similar percentage, although certain districts with limited state aid did not lose as much funding. Districts with limited state aid were instead required to contribute through a buyout of state spending on categorical programs, described on page 17.

For FY 2016-17, Figure 8 shows the adjustment made for the negative factor across school districts, ranging from about \$750 to just over \$2,000 per pupil. While the negative factor imposes the same percentage reduction on total and per pupil funding for all districts not fully paid with local sources, the per pupil reduction can vary widely on a level basis. Front Range districts incur a smaller funding reduction because they have lower per pupil funding levels. In contrast, small rural districts on the Eastern Plains incur a larger reduction on a per pupil basis due to their higher per pupil funding levels. In FY 2016-17, the funding reduction for Jefferson County School District was \$942 per pupil while the funding reduction for the Karval School District was \$1,950 per pupil. In general, the per pupil reduction is inversely related to the degree to which the district is locally funded, and the funded pupil count.

(\$747) to (\$999) (\$1,000) to (\$1,249) (\$1,250) to (\$1,499) (\$1,500) to (\$1,749) (\$1,750) to (\$2,030)

Figure 8
Negative Factor Per Pupil Funding Decrease, FY 2016-17

Source: Legislative Council Staff.

LOCAL SHARE AND STATE AID

The money to fund the school finance act comes from a combination of local and state sources. In FY 2016-17, local taxes contributed 35 percent of total funding, or \$2.3 billion, while state sources accounted for the remaining 65 percent, or \$4.1 billion. These percentages vary widely among individual school districts, however, because districts have different amounts of property wealth and different property tax rates. Under the act, each district's local share is calculated first, and state aid makes up the difference between the local portion and the total funding need identified through the formula. The principle of using state aid to make up for differences in local property wealth is called "equalization."

How Is the Local Share Calculated?

A district's local share comes from two sources — property taxes and specific ownership taxes. Property taxes are paid on real estate and business equipment; specific ownership taxes are paid on motor vehicles. Of the two taxes, property taxes produce the vast majority of the local contribution, roughly 93 percent of the total. Both of these taxes are described in greater detail below.

Local Share = Current Year Property Taxes + Prior Year Specific Ownership Taxes

Property Taxes Provide Most Local Revenue



Statewide, property taxes contributed almost \$2.10 billion in funding for school finance in FY 2016-17, or 33 percent of total school finance act funding. A school district's property taxes are the result of multiplying a district's taxable property value (assessed value) by its property tax rate (mill levy). The assessed value of a district is determined each year, and it includes all taxable property in the district.

Based on the Colorado Supreme Court decision on Senate Bill 07-199, commonly referred to as the mill levy freeze or stabilization bill, state law requires most districts to impose the school finance mill levy from the prior budget year. In cases where a school district has not obtained voter approval to retain and spend revenues in excess of the property tax revenue limit, a modified mill levy formula applies: the change in a school district's property tax revenue is limited to the sum of the Denver, Boulder, Greeley inflation rate and the percentage change in the district's enrollment. If a district's property tax revenue exceeds that amount with the prior year's levy, the district must reduce its mill levy so that property tax revenue does not grow more than the maximum allowed.

The law also includes a ceiling on school finance mill levies. For all districts, the maximum mill levy for school finance is 27 mills. In addition, a district's levy cannot be higher than the levy required to cover the district's total funding less specific ownership tax revenue.

For FY 2016-17, Figure 9 shows mill levies for school finance across districts, ranging from a low of 1.7 mills to the cap of 27 mills. The 64 districts at or near the cap include most districts in the Denver and Pueblo metro areas, a cluster of rural districts in the northern portion of the Eastern Plains, and another cluster at the southern end of the San Luis Valley. The 18 districts in the lowest mill levy category include high property wealth districts either in the resort communities such as Aspen and Telluride or districts in the oil and gas producing areas of Weld County, the Piceance Basin in northwest Colorado, and the San Juan Basin in southwest Colorado. Because the state does not allow districts to collect more revenue than the amount required to fund statutory school finance obligations, mill levies in these districts have been reduced over time as property values have increased. For a more detailed discussion of why school finance mill levies have decreased, see the Legislative Council Staff memo titled, "School Finance and the State Constitution."

24.1 - 27.0 20.1 - 24.0 16.1 - 20.0 8.1 - 16.0 1.7 - 8.0

Figure 9
District Mill Levies for the School Finance Act, FY 2016-17

Source: Legislative Council Staff.

Specific Ownership Taxes Supplement Property Taxes



Specific ownership taxes provided about \$168 million for school finance in FY 2016-17, bringing the local share to 35 percent of total school finance act funding. Specific ownership taxes are paid annually on motor vehicles. Counties collect specific ownership

taxes and distribute them to all governments in the county that collect property taxes, such as school districts, cities, special districts, and the county itself. By law, counties distribute specific ownership tax revenue to these governments in proportion to the amount of property taxes collected by each. Thus, a school district that receives 50 percent of all the property taxes collected in a county would receive 50 percent of the specific ownership taxes collected in the county.

The funding formula does not count all specific ownership tax revenue against the district's local share, however. Some districts collect more specific ownership taxes than others because the voters in those districts have approved additional property taxes. The formula specifically does not count any specific ownership taxes attributable to a bond redemption (debt) or override (operating) mill levy, if the mill levy was approved by the district's voters.

The formula uses specific ownership taxes collected in the previous fiscal year because they are the most recent actual figures. Thus, the local share in FY 2016-17 reflects the FY 2015-16 specific ownership tax revenue.

How Is State Aid Calculated?

State aid provides the difference between a district's total school finance act funding and the district's local share. In school finance, this concept of state assistance supplementing local resources is called "equalization." An equalized school finance system allows similar districts to spend similar amounts regardless of property wealth. For FY 2016-17, the school finance act drives state aid of \$4.1 billion, or 65 percent of total funding.

State Aid = Total Funding – Local Share

The state distributes money to school districts in 12 approximately equal monthly payments. In the first half of the fiscal year, the payments are based upon pupil count and assessed value estimates, because the state does not know exact pupil counts or district assessed values during that time period. The payments are later adjusted to reflect actual pupil counts and assessed values. These approximately equal monthly payments may cause some districts to experience cash flow problems at certain times of the year, so the state offers a loan program to qualifying school districts. This loan program is discussed in further detail on page 20.

State Aid Comes Primarily From Three Sources

Three sources of revenue provide money for the state aid appropriation for school finance. The state General Fund provides the vast majority of money: in FY 2016-17, 87.3 percent of the appropriation, or \$3.6 billion, was provided by the General Fund.

The State Education Fund also contributes to the state aid appropriation. The State Education Fund, created by Article IX, Section 17, of the Colorado Constitution (Amendment 23), receives revenue equal to a tax of one-third of 1 percent on federal taxable income. Its contribution to the state aid appropriation was about \$467 million in FY 2016-17, or 11.3 percent of the state aid package. The balance comes from the State Public School Fund, which consists primarily of federal mineral lease revenue and a portion of rent and royalties from state school lands.

Figure 10 shows the state share of total funding across school districts for FY 2016-17, ranging from a low of 0 percent to a higher of 94.7 percent. Four districts — Clear Creek, Wiggins, Pawnee, and Prairie — were fully locally funded in FY 2016-17. As discussed on page 17, these districts had to buy back some of their state funding for categorical programs, as they could not fully implement the required negative factor reduction. Districts receiving a relatively

high state share include districts in the Las Animas, Piceance, and San Juan basins where oil and natural gas production has declined. As a result, because district mill levies were previously reduced, the decline in the property tax base required additional state funding for school finance.

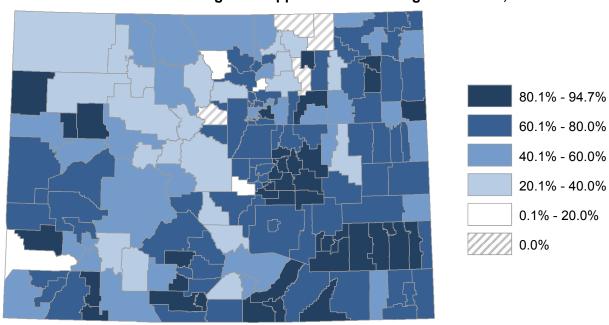


Figure 10
State Share of Total Funding After Application of the Negative Factor, FY 2016-17

Source: Legislative Council Staff.

MODIFICATIONS TO THE FUNDING FORMULA

The state's basic funding formula applies to nearly all districts. However, the act makes modifications to the formula to account for unusual situations or to achieve policy objectives. These modifications may cause a district's total funding to be computed differently than the formula described in the preceding pages. In addition, the act contains modifications that may alter the share of a district's funding that comes from state or local sources. These modifications include the following.

- The law guarantees that all districts receive a minimum level of per pupil funding. Minimum per pupil funding applies to any school district that would have a lesser per pupil funding amount under the formula described on the preceding pages. The minimum per pupil funding level is benchmarked to the state average per pupil funding, excluding online funding. In FY 2016-17, state law set minimum per pupil funding at 95 percent of the state average, or \$7,966, before application of the negative factor. Thirteen districts benefitted from minimum per pupil funding, totaling about \$12.7 million.
- Increases in total program for districts are capped at a district's constitutional spending limit percentage (inflation plus the percentage change in district enrollment). The law allows a district to receive the total amount of funding from the school finance act if it receives voter approval to exceed its constitutional spending limit. Most districts have held such elections, and 174 of 178 have received voter approval.

- The categorical buyout provisions of the school finance act require certain districts to offset or "buy out" state aid for categorical programs with local property tax revenue. This requirement applies when a district can raise enough money from local property taxes to cover its total formula funding, less specific ownership taxes, with a levy less than the prior year's levy. Depending on the level of increase in the district's property tax base, the district may maintain its mill at the prior year's level and use the revenue to cover both its school finance funding and "buy out" a portion of its state aid for categorical programs. Alternatively, if the increase in the property tax base is sufficient to cover both school finance funding and state categorical funding at a lower mill levy, the mill levy will be reduced. No school districts are in this position in FY 2016-17.
- A school district may have to buy out additional state support for categorical program funding if it does not have enough state aid to rescind the full amount of the negative factor, specified in House Bill 16-1422. Four districts are in this position in FY 2016-17, refunding a total of \$523,000 as a further offset against categorical program funding.
- **State aid to school districts may be reduced** if the General Assembly's appropriation is not sufficient to pay for its share of the cost of the school finance act. In these instances, state aid is reduced by the same percentage of total funding in all districts, but no district loses more state aid than it actually receives.
- A district's enrollment is modified to prevent a school district from using enrollment averaging to increase its funded pupil count when a charter school originally authorized by the district is subsequently converted to an institute charter school.

EARMARKED REVENUE

School districts are no longer required to earmark revenue for instructional supplies, materials, capital outlay, capital reserve, and risk management. However, districts are still required to allocate a portion of the at-risk moneys they receive for specific purposes. Seventy-five percent of at-risk moneys must be allocated for instructional programs or staff development efforts that relate directly to at-risk pupils. All other money distributed to school districts under the school finance act can be spent at the discretion of districts.

UNEQUALIZED LOCAL REVENUE

Many school district revenues are equalized, meaning that the state provides funding to equalize property wealth. However, the school finance act also allows local school districts some discretion to raise additional local revenue, for which the state provides no equalization. A description of these unequalized local revenue sources follows.

School Districts May Raise Additional Property Taxes for Operating Purposes

With voter approval, the act allows districts to raise and spend property taxes over and above those that support the school finance act. These additional property taxes are called overrides. The act limits overrides to 25 percent of a district's total funding, prior to application of the negative factor, or \$200,000, whichever is greater, plus the FY 2001-02 supplemental

cost-of-living adjustments. (The FY 2001-02 supplemental cost-of-living adjustment is a flat dollar amount in 104 districts that resulted from a calculation required by law based on the results of the 1999 cost-of-living study.)

The school finance act counts other revenue sources against a district's override limit. These other sources of revenue may limit a district's ability to request voter approval for a property tax increase equal to the full amount of the limit. For example, the override for 34 districts includes approximately \$21 million in property taxes relating to hold harmless provisions that used to be in the law. This funding was designed to hold districts harmless from any decrease in per pupil funding resulting from the passage of the 1994 act.

In FY 2016-17, 119 school districts authorized \$966 million in override property taxes. Since some districts are phasing in overrides, the amount of taxes collected may be somewhat less than the amount authorized by voters.

For FY 2016-17, Figure 11 shows per pupil mill levy override funding across districts. In FY 2016-17, 119 districts received mill levy override revenue, and 59 districts did not. Districts without overrides are concentrated on the Eastern Plains and the southern end of the San Luis Valley. Pueblo is the only Front Range metropolitan district without an override. Most of the other metropolitan districts have overrides, but the funding per pupil is relatively low because enrollment is comparatively high. The highest override per pupil funding levels occur in resort communities and a handful of districts on the Eastern Plains with low enrollment.

\$4,001 - \$4,689 \$3,001 - \$4,000 \$2,001 - \$3,000 \$1,001 - \$2,000 \$0.01 - \$1,000 \$0

Figure 11
Mill Levy Override Funding Per Pupil, FY 2016-17

Source: Legislative Council Staff.

Unequalized District Property Taxes Also Pay for Debt

Independent of the school finance act, state law permits school districts to request voter approval to incur debt by issuing bonds. This is known as bonded debt. Districts repay the debt with a dedicated mill levy. Bonded debt is generally used by school districts for major capital

construction projects. Revenue collected from a bonded debt mill levy must be credited to the district's bond redemption fund and used to repay the bondholders. In FY 2016-17, 135 school districts collected about \$887 million from bonded debt mill levies.

State law imposes a limit on the amount of bonded debt a school district may incur. Districts are prohibited from issuing bonded debt in excess of 20 percent of the district's assessed valuation or 6 percent of market value, whichever is greater. For districts that meet specified enrollment growth criteria, the limit is the greater of 25 percent of assessed value or 6 percent of market value.

"Growth" Districts May Raise Additional Property Taxes for Capital Improvements

Growth districts may request voter approval to levy additional property taxes for capital projects. The money must be deposited into the district's capital reserve fund and can be used to pay for capital projects outright or to repay loans from the Public School Fund or the Colorado Educational and Cultural Facilities Authority. Growth districts are districts in which the supplemental enrollment count grows by at least 1 percent or 50 students, whichever is less, over the October count.

The number of mills a growth district may levy is based on a district's property wealth relative to the statewide average. A district with an assessed value per pupil that exceeds the statewide average may impose an additional levy of up to one mill. The number of mills a district may levy increases as district property wealth decreases below the state average, up to a maximum of five mills. For instance, a district with an assessed value per pupil of \$20,000 could impose five mills, if the statewide average assessed value per pupil was \$100,000.

Transportation Levies Require Voter Approval

State law permits school districts to request voter approval to impose a levy to pay for transportation costs not reimbursed by the state. The proceeds from this levy must be deposited in the district's transportation fund.

Full-Day Kindergarten May Be Funded From Voter-Approved Property Taxes

State law requires school districts to offer kindergarten to children who are eligible for first grade the next year. The school finance act counts kindergarten students at 0.58, thus providing a little more than one-half the amount of per pupil funding for each kindergarten student. With voter approval, school districts may raise additional property taxes to pay for full-day kindergarten programs and the associated capital costs. For the operational costs of full-day kindergarten programs, property taxes cannot exceed the cost of the program less one-half of the district's per pupil funding multiplied by the number of students enrolled. Property taxes must be deposited in a full-day kindergarten fund and, if an election includes a levy for capital purposes, the proceeds of such a levy must be deposited in the capital construction account of the fund.

Voters May Also Approve Special Building or Technology Levies

School districts may also request voter approval to levy up to ten mills for up to three years to maintain and construct schools or to purchase and install instructional technology. The proceeds from such a levy are deposited in the district's special building and technology fund.

CASH FLOW LOAN PROGRAM

School districts may participate in an interest-free cash flow loan program sponsored by the state. Under this program, the state borrows money on behalf of school districts and pays the interest costs of the loan. In some circumstances, the state may lend money directly to school districts, charging the district interest. Participating school districts are required to pledge their property taxes toward the loan's repayment. The loan program was created to help districts deal with the fact that property tax collections occur late in the budget year. A school district applies to the State Treasurer for a loan. A district is eligible for a loan from the state in any month in which the district can demonstrate that a cash deficit will exist in its general fund and that it has the capacity to repay the loan by June 25 of the state fiscal year in which the loan was made. A loan may not be made to provide assistance for matters eligible for payment from the contingency reserve or to cover a foreseeable level of uncollectible property taxes, nor may a loan be used by a district for arbitrage.

STATE CONTINGENCY RESERVE

State law requires the General Assembly to annually determine the amount to appropriate to a contingency reserve fund to provide supplemental assistance to school districts. Money in the fund can be allocated by the State Board of Education to school districts for certain types of financial emergencies. Money may also be allocated in the following situations: if a district's abatement levy is insufficient to refund property taxes; if children placed in the district by a court create an unusual financial burden; to offset the impact of a decline in enrollment resulting from a detachment and annexation; or to offset the cost of pupils moving to a district after the count date. This last option is only available for districts with fewer than 2,000 pupils and only for the cost of the additional pupils.

In cases of extreme emergency, the state board may consider factors that are not specifically delineated in law and may provide financial aid from the contingency reserve to districts that could not maintain their schools without such additional assistance. In determining which districts receive payments from the contingency reserve and the amount of the payment, the state board must consider the amount of assistance requested as a percentage of each district's total funding.

In some situations, such as when disputed property taxes are eventually paid to a district, districts reimburse the state, thereby providing a source of revenue for the fund. For FY 2016-17, the General Assembly appropriated \$1.2 million to the fund.

CAPITAL CONSTRUCTION

The state offers several programs to assist with school district capital construction projects. Depending on the program, the state provides assistance as a grant or a matching grant.

The Public School Capital Construction Assistance Fund Provides Matching Grants to School Districts

Through the Building Excellent Schools Today (BEST) Act, the Public School Capital Construction Assistance Fund provides matching grant money to school districts, charter schools, and boards of cooperative services to ensure that the condition and capacity of public school facilities are sufficient to provide a safe and uncrowded environment that is conducive to learning. The State Treasurer is authorized to enter into lease-purchase agreements and to sell certificates of participation to raise money to finance public school capital construction projects.

Under the law, a board within the Colorado Department of Education is responsible for establishing construction guidelines. These guidelines, which are used to assess and prioritize capital construction needs and evaluate requests for assistance, are required to identify construction, renovation, and equipment standards that meet educational and safety needs at a reasonable cost. In addition, the board is responsible for the conduct of a financial assistance priority assessment. For purposes of awarding assistance, the law prioritizes projects as follows:

- projects that address safety hazards and health or security concerns at existing public school facilities:
- projects that relieve overcrowding; and
- projects that are designed to incorporate technology into the educational environment.

Recipients of assistance from the BEST program are expected to pay a portion of the cost of the project unless a waiver is granted. Among the criteria taken into account in determining the local portion of a project's cost are the property and income wealth of a district and current efforts of districts and schools to finance capital improvements.

The Public School Capital Construction Assistance Fund is capitalized from a variety of revenue sources: state public school lands income; the proceeds from the sale of certificates of participation; some lottery money; and local matching money. In addition, starting in FY 2013-14, the fund will receive the first \$40 million collected annually from an excise tax on retail marijuana. The fund is used to provide financial assistance for projects, pay the administrative costs of the program, and to make lease payments. The amount of the annual lease payments is limited by law to \$80 million.

Charter Schools Receive Money for Capital

The General Assembly appropriated \$25.0 million from the State Education Fund for charter school capital construction in FY 2016-17. A charter school qualifies for money if it has costs associated with constructing, demolishing, remodeling, financing, purchasing or leasing land, buildings, or facilities. Each charter school receives its proportionate share of the appropriation based on the number of pupils enrolled in the charter school.

FUNDING FORMULAS

Type of Funding	Formula Used
School District Funding	(Pupils × Preliminary Per Pupil Funding) + At-Risk Funding + Online and ASCENT Funding
	0.5 x Preschool Count + Online/ASCENT Counts + .08 Kindergarten
Funded Pupil Count	Count + the Greater of: the Current Year's K-12 Count or a Two-year, Three-year, Four-year, or Five-year average of the October Counts
Preliminary Per Pupil Funding	[(Statewide Base × Personnel Costs Factor × Cost of Living Factor) + (Statewide Base × Nonpersonnel Costs Factor)] × District Size Factor
At-Risk Funding	At-Risk Pupils × 12% × Preliminary Per Pupil Funding + At-Risk Funding Premium
Online + ASCENT Funding	(Online + ASCENT Pupil Count) × Per Pupil Funding for Online and ASCENT Students
Local Share	Current Year Property Taxes + Prior Year Specific Ownership Taxes
State Aid	Total Funding – Local Share

CALCULATION EXAMPLES

The following tables are provided for two purposes: first, to help illustrate the calculations included in the formula; and second, to provide data on how to determine the factors used in the formula. The two hypothetical districts used in these illustrations represent (A) a large district with a relatively high percentage of at-risk students; and (B) a small district with a relatively low percentage of at-risk students. Both districts are assumed to have the same cost-of-living factor.

Illustration 1 shows how base per pupil funding is multiplied by the cost-of-living, personnel and nonpersonnel costs, and size factors to determine preliminary per pupil funding (last row). District A (larger district) benefits more from the cost-of-living factor because of its higher personnel costs factor, but District B (smaller district) benefits more from the size factor. As a result, the smaller district's preliminary per pupil funding is \$1,429 higher than the larger district (\$9,191 versus \$7,762).

Illustration 2 multiplies preliminary per pupil funding by pupil count and adds the amount of at-risk funding and online/ASCENT funding to determine total funding. The larger district benefits more from the at-risk funding element because it has more at-risk students. This calculation narrows the per pupil funding difference to \$1,257.

ILLUSTRATION 1: CALCULATING PRELIMINARY PER PUPIL FUNDING

Preliminary Per Pupil Funding = [(Base × Personnel Costs Factor × Cost-of-Living Factor) +

(Base × Nonpersonnel Costs Factor)] × District Size Factor

	District A	District B
Base Per Pupil	\$6,367.90	\$6,367.90
× Cost-of-Living Factor	× 1.203	× 1.203
× Personnel Costs Factor	× 0.9050	× 0.8255
	\$6,932.83	\$6,323.81
Base Per Pupil	\$6,367.90	\$6,367.90
× Nonpersonnel Costs Factor	× .095	× .1745
<u> </u>	\$604.95	\$1,111.20
Total Adjustment Per Pupil	\$6,932.83	\$6,323.81
•	+ \$604.95	+ \$1,111.20
	\$7,537.78	\$7,435.01
Total Adjustment Per Pupil	\$7,537.78	\$7,435.01
× Size Factor	× 1.0297	× 1.2362
= Preliminary Per Pupil Funding	\$7,761.65	\$9,191.16

ILLUSTRATION 2: CALCULATING TOTAL AND PER PUPIL FUNDING

Total Funding = (Preliminary Per Pupil × Funded Pupil Count) + At-Risk Funding + Online and ASCENT Funding

	District A	District B
Preliminary Per Pupil Funding (see Illustration 1)	\$7,761.65	\$9,191.16
× Pupils*	<u>× 30,000</u>	<u>× 450</u>
	\$232,849,523	\$4,136,022
+ At-Risk Funding (see Illustrations 5 and 6)	+ \$10,307,433	+ \$110,294
+ Online/ASCENT Funding (see Illustration 7)	+ \$575,925	+ \$153,580
Total Funding	\$243,732,882	\$4,399,896
Funded Pupil Count**	30,075	470
Per Pupil Funding	\$8,104	\$9,361

^{*}Excludes Online and ASCENT pupils.

Illustrations 3 and 4 show how the personnel costs and size factors are set in state law, based on a district's pupil count.

ILLUSTRATION 3: DETERMINING THE PERSONNEL COSTS FACTOR

For a pupil count of:	The district's personnel cost factor is:
Less than 453.5	0.8250 – (0.0000639 × the difference between the pupil count and 453.5)
453.5 or more but less than 1,568	0.8595 – (0.0000310 × the difference between the pupil count and 1,567.5)
1,567.5 or more but less than 6,682	$0.8850 - (0.0000050 \times \text{the difference between the pupil count and } 6,682)$
6,682 or more but less than 30,000	0.905 – (0.0000009 × the difference between the pupil count and 30,000)
30,000 or more	0.905

^{**}Includes Online and ASCENT pupils.

ILLUSTRATION 4: DETERMINING THE SIZE FACTOR

For a pupil count of:	The district's size factor is:
Less than 276	1.5457 + (0.00376159 × the difference between the district's pupil count and 276)
276 or more but less than 459	1.2385 + (0.00167869 × the difference between the district's pupil count and 459)
459 or more but less than 1,027	1.1215 + (0.00020599 × the difference between the district's pupil count and 1,027)
1,027 or more but less than 2,293	1.0533 + (0.00005387 × the difference between the district' pupil count and 2,293)
2,293 or more but less than 3,500	1.0368 + (0.00001367 × the difference between the district's pupil count and 3,500)
3,500 or more but less than 5,000	1.0297 + (0.00000473 × the difference between the district's pupil count and 5,000)
5,000 or more	1.0297

Note: The size factor for districts with fewer than 500 pupils is calculated using the district's enrollment minus 65 percent of the district's pupils in charter schools.

Illustration 5 shows how the at-risk factor is determined, with District A getting additional funding for at-risk students that exceed the statewide average. In this example, District A's percentage of at-risk students exceeds the statewide average by 5.9 percentage points. As a result, District A's at-risk funding for students above the statewide average is equal to 13.8 percent of its preliminary per pupil funding (last row).

Illustration 6 shows how the at-risk factor is applied to these two school districts, with District A receiving additional funding for the number of at-risk students exceeding the statewide average (last row).

ILLUSTRATION 5: DETERMINING THE AT-RISK FACTOR

At-Risk Factor = 12.0% of preliminary per pupil funding for pupils below the statewide average; 12.0% plus 0.3 (0.36 for districts with pupil counts greater than 50,000) for each percentage point over the statewide average

	District A	District B
At-Risk Pupils Divided by Total Pupils	10,800 ÷ 30,075 = 35.9%	100 ÷ 470 = 21.3%
State Average At-Risk Percent	30.0%	30.0%
Does District Percentage Exceed Statewide Average	Yes: 35.9% - 30.0% = (5.9% pts. Over)	No: 21.3% - 30.0% = (8.7% pts. under)
District Receives 0.3 Percentage Points for Each Percentage Point Over Statewide Average	5.9% × 0.3 = 1.8%	0.0% × 0.3 = 0.0%
At-Risk Factor for Pupils > State Average	12.0% + 1.8% = 13.80%	12.0% + 0.0% = 12.0%

ILLUSTRATION 6: CALCULATING AT-RISK FUNDING

	District A	District B
At-Risk Pupils Divided by Total Pupils	10,800 ÷ 30,075	100 ÷ 470
•	= 36.0%	= 21.3%
State Average At-Risk Percent	30%	30%
•	(9,023 pupils)	(141 pupils)
Funding for Students Below State Average	12.0%	12.0%
(12% × Per Pupil Funding × Pupils Below	× \$7,761.65	× \$9,191.16
Average)*	× 9,023	× 100
•	\$8,403,539	\$110,294
Funding for Students Above State Average	13.8%	12.0%
(At-Risk Factor × Per Pupil Funding × Pupils Above	× \$7,761.65	× \$9,191.16
Average)	× 1,778	× 0
•	\$1,903,894	\$0
Below Average	\$8,403,539	\$110,294
+ Above Average	+ \$1,903,894	+ \$0
= Total At-Risk Funding	\$10,307,433	\$110,294

^{*} Excludes online and ASCENT students.

Illustration 7 shows how a district's funding for online and ASCENT students is determined, before application of the negative factor.

ILLUSTRATION 7: DETERMINING ONLINE AND ASCENT STUDENT FUNDING

	District A	District B
Online/ASCENT Der Dunil Funding	\$7,679	\$7,679
Online/ASCENT Per Pupil Funding × Online and ASCENT Pupils	<u>× 75</u>	<u>× 20</u>
^ Offilite and ASCENT Fupils	\$575,925	\$153,580

Illustration 8 shows how the negative factor is applied to each school district. For most districts, total program funding is reduced proportionately, or by 11.51 percent in this example. The reduction in total program funding for a district decreases its amount of state aid by the same dollar amount. This results in the same proportional cut in per pupil funding for each district. A small number of districts with limited state aid are unable to realize the full proportional reduction (see pages 12 and 17).

ILLUSTRATION 8: DETERMINING TOTAL PROGRAM WITH NEGATIVE FACTOR*

	District A	District B
Before Negative Factor		
Total Program Funding from Illustration 2	\$243,732,882	\$4,399,896
Funded Pupil Count (includes Online and ASCENT pupils)	30,075	470
Final Per Pupil Funding	\$8,104	\$9,361
After Negative Factor		
Assuming a 11.51% factor applied to a district's total program	(\$28,053,655)	(\$506,428)
Total Program with Negative Factor % Change	\$215,679,227 (11.51%)	\$3,893,468 (11.51%)
Total Per Pupil Funding with Negative Factor % Change	\$7,171 (11.51%)	\$8,284 (11.51%)

^{*}Assumes enough state aid to enact full 11.51 percent rescission.

School Finance in Colorado

A History of School Finance Act Funding (\$ in thousands, except for per pupil funding)

1									Per Pupil	
Year	Pupil Count	Pct Chg	Local Share	Pct Chg	State Share [*]	Pct Chg	Total Funding	Pct Chg	Funding	Pct Chg
1993-94	598,723	Ν	\$1,173,360	ΑN	\$1,333,473	N/A	\$2,506,833	N/A	\$4,187	∀ N
1994-95	612,503	2.30%	\$1,212,975	3.40%	\$1,442,538	8.20%	\$2,655,513	2.90%	\$4,336	3.50%
1995-96	627,934	2.50%	\$1,257,025	3.60%	\$1,524,452	2.70%	\$2,781,477	4.70%	\$4,430	2.20%
1996-97	644,226	2.60%	\$1,301,484	3.50%	\$1,644,771	7.90%	\$2,946,255	2.90%	\$4,573	3.20%
1997-98	657,531	2.10%	\$1,372,814	2.50%	\$1,724,017	4.80%	\$3,096,831	5.10%	\$4,710	3.00%
1998-99	670,913	2.00%	\$1,417,205	3.20%	\$1,848,346	7.20%	\$3,265,110	5.40%	\$4,867	3.30%
1999-00	681,749	1.60%	\$1,476,033	4.20%	\$1,929,349	4.40%	\$3,405,202	4.30%	\$4,995	2.60%
2000-01	693,644	1.70%	\$1,538,639	4.20%	\$2,046,026	6.10%	\$3,584,665	2.30%	\$5,168	3.50%
2001-02	707,202	2.00%	\$1,626,653	2.80%	\$2,229,715	8.90%	\$3,856,367	%09'.	\$5,453	2.50%
2002-03	717,465	1.50%	\$1,676,235	2.90%	\$2,481,879	11.50%	\$4,158,114	7.90%	\$5,796	6.30%
2003-04	722,980	0.80%	\$1,673,550	-0.20%	\$2,623,125	2.70%	\$4,296,675	3.30%	\$5,943	2.50%
2004-05	729,377	%06:0	\$1,688,649	%06:0	\$2,741,477	4.50%	\$4,430,127	3.10%	\$6,074	2.20%
2005-06	741,328	1.60%	\$1,702,468	%08.0	\$2,869,702	4.70%	\$4,572,170	3.20%	\$6,168	1.50%
2006-07	753,065	1.60%	\$1,730,169	1.60%	\$3,058,693	%09.9	\$4,788,862	4.70%	\$6,359	3.10%
2007-08	760,884	1.00%	\$1,915,780	10.70%	\$3,152,505	3.00%	\$5,068,285	2.80%	\$6,661	4.80%
2008-09	778,108	2.30%	\$1,955,982	2.10%	\$3,393,038	%09.2	\$5,349,019	2.50%	\$6,874	3.20%
2009-10	789,511	1.50%	\$2,068,809	2.80%	\$3,518,763	3.70%	\$5,587,572	4.50%	\$7,077	3.00%
2010-11	798,677	1.20%	\$2,018,856	-2.40%	\$3,422,747	-2.70%	\$5,441,603	-2.60%	\$6,813	-3.70%
2011-12	808,139	1.10%	\$1,900,525	-2.90%	\$3,331,921	-2.70%	\$5,232,446	-3.80%	\$6,475	-5.00%
2012-13	817,645	1.18%	\$1,918,249	0.93%	\$3,379,714	1.43%	\$5,297,963	1.25%	\$6,480	%20.0
2013-14	830,831	1.61%	\$1,938,833	1.07%	\$3,588,100	6.17%	\$5,526,934	4.32%	\$6,652	2.67%
2014-15	844,528	1.65%	\$1,983,293	2.29%	\$3,950,500	10.10%	\$5,933,793	7.36%	\$7,026	5.62%
2015-16	852,323	0.92%	\$2,259,786	13.94%	\$3,979,716	0.74%	\$6,239,501	5.15%	\$7,321	4.19%
2016-17	858,796	0.76%	\$2,257,705	-0.09%	\$4,115,128	3.40%	\$6,372,832	2.14%	\$7,421	1.37%
i										

¹ The local share includes property and specific ownership taxes to support total program in the school finance act.

² For FY 1993-94, the state share includes funding for increasing enrollment and House Bill 93-1320; for FY 2010-11, the state share includes \$216.4 million in federal funds.

CATEGORICAL PROGRAMS

School districts in Colorado receive state revenue through a variety of programs designed to serve special groups of students or student needs. The state constitution designates a specific group of these programs as "categorical programs." Article IX, Section 17, of the Colorado Constitution, commonly referred to as Amendment 23, defines categorical programs as programs for transportation, English language proficiency, expelled and at-risk students, children with disabilities and gifted children, suspended students, vocational education, small attendance centers, comprehensive health education, and any other accountable program specifically identified in law as a categorical program. The General Assembly is required to increase the sum of funding for all of these programs by the rate of inflation. The General Assembly may use money in the State Education Fund to provide the increased funding. The state appropriation figures and the descriptive paragraphs below are limited to the appropriations that are regulated by Amendment 23, which are primarily paid from the General Fund and State Education Fund. However, federal and local funds are also used to pay for these services. Table 1 summarizes state funding for these categorical programs.

Table 1
State Funding for Categorical Programs
Millions of Dollars

Categorical Program	FY 2015-16	FY 2016-17	% Change
Special Education	\$165.2	\$167.1	1.2%
Gifted and Talented Children	\$12.1	\$12.2	0.6%
Public School Transportation	\$55.6	\$56.2	1.1%
Vocational Education	\$25.4	\$25.6	0.8%
English Language Proficiency	\$18.1	\$18.8	3.5%
Small Attendance Centers	\$1.1	\$1.1	0.0%
Comprehensive Health Education	\$1.0	\$1.0	0.0%
Expelled and At-Risk Student Services	\$7.5	\$7.5	0.0%
TOTAL	\$286.1	\$289.5	1.2%

School Finance in Colorado

Special Education

The state provides special education funding for disabled students, as well as for gifted and talented students. The Exceptional Children's Educational Act (ECEA) dictates how funding is distributed.

The State Provides \$167.1 Million in Funding for Students with Disabilities

State funding for the education of students with disabilities totals \$167.1 million in FY 2016-17. This money is used to provide special services to about 95,000 Colorado public school students with disabilities, or roughly 10.0 percent of total pupil membership.

Funding to provide educational services to students with disabilities is distributed to administrative units. An administrative unit could be a school district, a board of cooperative services, or a combination of school districts. Under the law, an administrative unit receives \$1,250 for each student with a disability. Administrative units also receive an additional distribution based on each unit's proportion of students with specific disabilities compared to the number of students statewide with these disabilities. These specific disabilities include vision or hearing disabilities, autism, a significant identifiable emotional disability, a traumatic brain injury, multiple disabilities, or significant limited intellectual capacity. These distribution mechanisms account for about \$160.1 million of the special education appropriation.

A relatively small portion of the appropriation (\$7.0 million) is set aside for three specific purposes. Administrative units that pay tuition to facilities to provide special education services to students whose parents cannot be located or are incarcerated or whose parents' rights have been relinquished or terminated receive \$500,000 of the appropriation for services for children with disabilities. Four million dollars is distributed in grants to administrative units for "high cost" students. Administrative units also receive funding — about \$2.5 million in FY 2016-17 — to identify children who may benefit from early intervention services.

The State Provides Funding for Programs to Serve Gifted and Talented Students

For FY 2016-17, the General Assembly appropriated about \$12.2 million for district gifted and talented programs. These programs serve about 68,000 students, representing about seven percent of the student population. This money is used to provide staff, activities, and educational materials and equipment to serve gifted students.

Public School Transportation

School districts are reimbursed for some of the cost of transporting pupils between their home and school. The reimbursement formula is two-pronged; it takes into account mileage and costs. The formula provides 37.87 cents for each mile traveled, plus 33.87 percent of the difference between district transportation expenditures and the mileage allowance. Transportation expenditures that are reimbursable include items such as motor fuel and oil, vehicle maintenance costs, equipment, facilities, driver employment costs, and insurance. Districts are not eligible for reimbursement for the cost of purchasing buses or for field trips.

The law sets a minimum funding level equal to the amount a district was entitled to receive in the prior year. However, the law also applies a cap of 90 percent of allowable district transportation expenditures. For FY 2016-17, the General Assembly appropriated just over \$56.2 million for the transportation program. Each district's funding is prorated if the appropriation is less than the required amount.

Vocational Education

Unlike the school finance act and the other categorical programs discussed in this booklet, which are administered by the Colorado Department of Education, the vocational education program is administered by the State Board for Community Colleges and Occupational Education. Vocational education courses are designed to provide students with entry-level occupational skills and knowledge required by business and industry. Any school district conducting approved vocational education courses is entitled to funding from moneys appropriated by the General Assembly.

Vocational education aid is disbursed to districts according to the full-time equivalent (FTE) cost of a program. The state provides funding for instructional personnel, contracted educational services, books and supplies, and equipment. Each district is required to pay its program costs per FTE at 70 percent of its per pupil revenue. For costs exceeding 70 percent, the state pays 80 percent of the first \$1,250 per FTE and 50 percent of any additional costs above the \$1,250 level. If the state appropriation is less than the amount required by the funding formula, district allocations are prorated. The FY 2016-17 appropriation for this program is \$25.6 million.

English Language Proficiency

The English Language Proficiency Act (ELPA) provides financial assistance to districts with students whose dominant language is not English. Districts are required to identify, assess, and provide programs for students in the following classifications:

- a) students who do not comprehend or speak any English;
- b) students who comprehend or speak some English but whose predominant language is not English; and
- c) students who comprehend and speak English and at least one other language, whose dominant language is difficult to determine, and who score at or below an acceptable level on a state-developed test.

ELPA funding is disbursed to districts for up to two years for each participating student. The state appropriation for this program in FY 2016-17 is \$18.8 million. Of this total, 95 percent is distributed to districts with students in classifications (a) and (b). The remainder is distributed to districts with students in category (c). Money is allocated to districts on a per pupil basis: the respective portions of the appropriation are divided by the total number of students in categories (a) and (b) and the total number of students in category (c); each district receives the per pupil funding amount for qualifying students.

Small Attendance Centers

The state provides additional funding for school districts that operate small attendance centers, which are defined as schools with fewer than 200 pupils that are at least 20 miles from a similar school in the same district. To receive funding for such a school, a district must have received funding prior to the 2008-09 budget year.

Eligible districts receive 35 percent of the difference between the district's per pupil funding and the per pupil funding the school would receive if it were a separate school district. This amount is further refined to take into account the size of the school relative to the cut-off point of 200 pupils for small attendance center funding. Smaller schools receive a higher percentage of the calculated per pupil funding, while larger schools receive a smaller percentage. The General Assembly appropriated just under \$1.1 million for this program in FY 2016-17. Thirteen schools in eleven districts gualify for funding this year.

Expelled and At-Risk Student Services Grant Program

For FY 2016-17, the General Assembly appropriated about \$7.5 million to the Colorado Department of Education to distribute as grants for programs to serve expelled and truant students and students at risk of expulsion or suspension. The department may distribute money to school districts, charter schools, public alternative schools, non-parochial private schools whose programs have been approved by the state board, boards of cooperative services, the state Department of Military and Veterans Affairs, and pilot schools under contract with the state board to serve expelled and at-risk students.

In awarding grants, the state board must consider, among other issues, the quality and cost-effectiveness of the services to be provided, the demonstrated effectiveness of services funded by previous grants to an applicant, and the number of students receiving services. Forty-five percent of the appropriation must be awarded to applicants who provide services to students from more than one school district.

Comprehensive Health Education

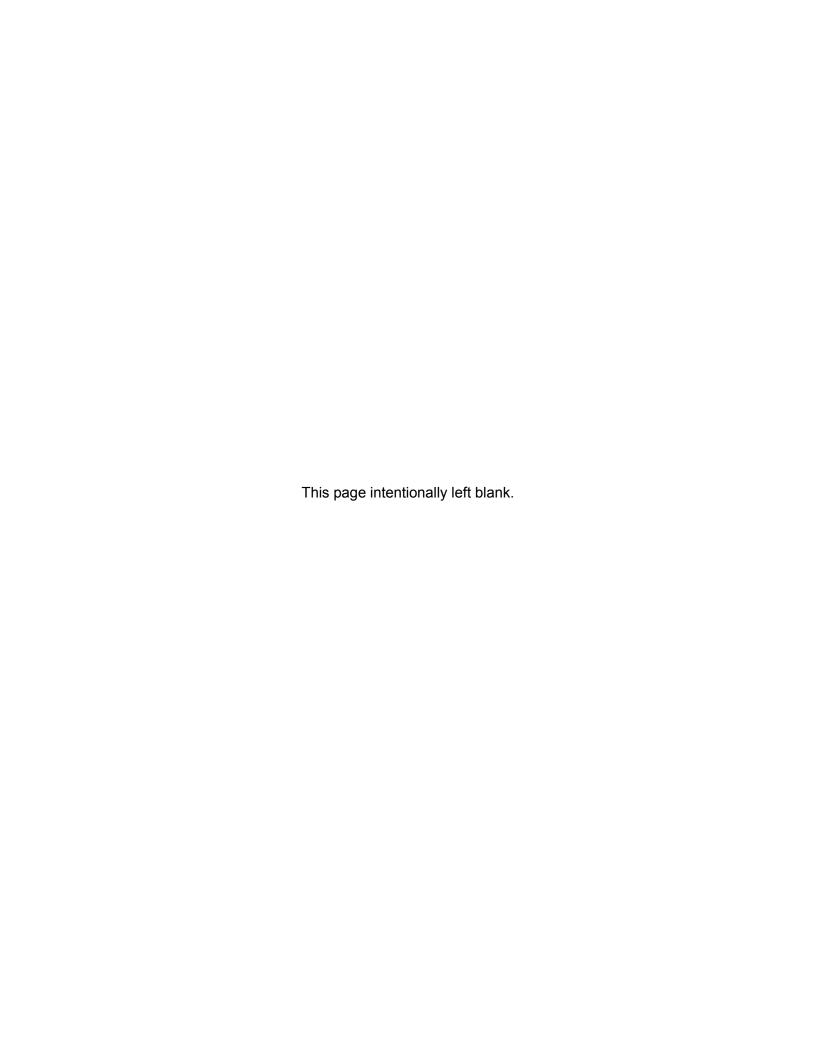
School districts and boards of cooperative services may receive grants to provide a local comprehensive health education program, which must include a law-related education program to reduce the incidence of gang involvement and substance abuse, and a local student wellness program. State law requires that student wellness programs be coordinated with health education to receive funding. One revenue source for the grant program is money appropriated, but not spent, for school finance; the program receives 50 percent of any unspent money. For FY 2016-17, the General Assembly appropriated \$1.0 million for this program.

COLORADO PRESCHOOL PROGRAM

The Colorado Preschool Program, which has been in operation since 1989, serves children aged three to five years old who lack overall learning readiness, who are in need of language development, or who participate in state programs for neglected or dependent children. A school district may provide the program itself, or contract with a Head Start or local child care agency to provide all or a portion of the program. School districts must meet specific state requirements regarding class size, parental involvement, and teacher training and planning to participate in the program.

The Colorado Preschool Program is funded through the school finance act. Children participating in the program are counted as half-day pupils. For FY 2016-17, state law caps the number of children who are funded in the program at 28,265. Funding provided for the program may be used to fund a full day of either preschool of kindergarten. In FY 2016-17, approximately \$109 million may be attributed to school finance funding, prior to application of the negative factor.

Prior to FY 2008-09, the Colorado Preschool Program had a full-day kindergarten component through which a specified proportion of preschool slots were set aside for full-day kindergarten. When this set-aside was eliminated, a "hold harmless" provision was established that essentially provides funding in perpetuity for the 2,454 full-day kindergarten slots in existence at the time of the program's repeal. In FY 2016-17, the hold harmless provision is estimated to cost \$7.9 million.



GLOSSARY

- Accelerating Students through Concurrent Enrollment (ASCENT): A program that allows eligible students to complete a fifth year of high school while enrolled concurrently in higher education courses. Students who have completed at least 12 credit hours of postsecondary coursework prior to completion of their 12th grade year may be eligible for the ASCENT Program. They remain students in their Local Education Provider (LEP) for one year following their 12th grade year, and the LEP receives ASCENT specific per pupil funding that it uses to pay their college tuition at the resident community college rate. Students receive their high school diplomas at the end of their ASCENT year.
- **Amendment 23:** A constitutional amendment adopted in 2000 that sets minimum levels of increase in the statewide base per pupil funding amount and for total categorical program funding. It also creates the State Education Fund and earmarks a portion of income tax revenue for the fund. Amendment 23 is codified as Article IX, Section 17, Colorado Constitution.
- **Assessed Value:** The taxable value of property as determined by a tax assessor or government agency. Property taxes are paid on the basis of a property's assessed valuation, which represents only a fraction of a property's market value.
- **At-Risk Pupils:** Students who are eligible for the federal free lunch program because they come from families with incomes below a certain level or who lack proficiency in English. The act provides additional funding based on the number of at-risk pupils enrolled in each district.
- **At-Risk Factor:** The percentage increase in a district's per pupil funding for the presence of at-risk pupils. Each district starts with an at-risk factor of 12.0 percent. Districts with more than the statewide average proportion of at-risk pupils receive an at-risk factor of 12.0 percent plus three-tenths of one percentage point 0.36 percentage point for a district with a pupil count greater than 50,000 for every percentage point that the district's proportion exceeds the statewide average, up to 30 percent.
- Base Funding Amount: See Statewide Base Per Pupil Funding Amount.
- **Bonded Indebtedness:** Obligations of a school district to make payments on a loan, generally for major capital construction projects. With voter approval, districts can issue bonded debt and impose a mill levy to repay the debt over time.
- **Budget Year:** Same as a fiscal year, the period beginning on July 1 of each year and ending on the following June 30.
- **Capital Outlay:** Money spent to acquire fixed assets that can be expected to last for more than one year. Fixed assets include land, buildings, machinery, and furniture.
- Capital Reserve Fund: A fund used by school districts for long-term capital outlay expenditures. Districts can only use the capital reserve fund to acquire land and buildings, construct new buildings or additions to buildings, purchase equipment and furnishings, alter or improve existing buildings when the cost exceeds \$2,500, acquire school buses or other equipment with a per unit cost of at least \$1,000, enter into long-term lease agreements, or purchase software licenses that cost at least \$1,000. Starting in FY 2009-10, districts are no longer required to allocate a specified amount of money per pupil to the capital reserve fund or the risk management fund.

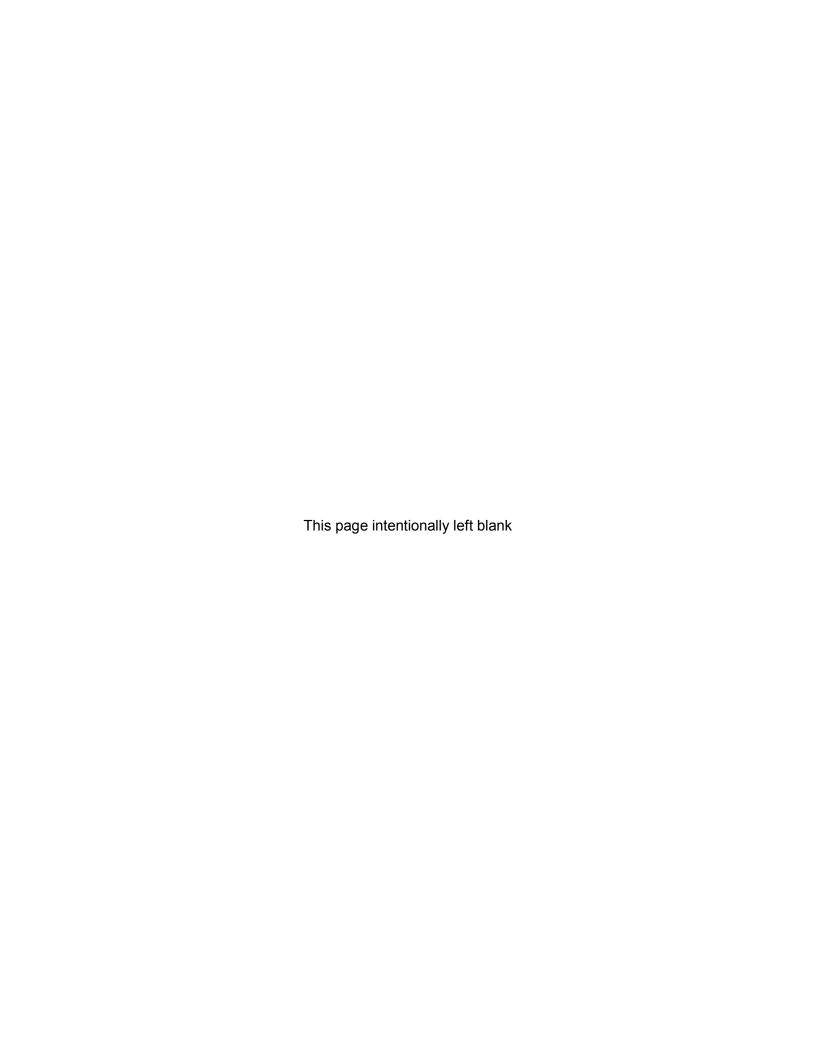
- **Categorical Programs:** Programs that are funded separately from the school finance act and are identified in the state constitution. Examples include vocational education, special education, and pupil transportation.
- **Charter School:** A public school operated by a group of parents, teachers and/or community members as a semi-autonomous school of choice within a school district, operating under a charter between the members of the charter school community and an authorizer, which is either the local board of education or the state Charter School Institute.
- **Constitutional Spending Limit:** The maximum allowable change in a school district's spending from one year to the next. The limit for school districts is equal to the percentage change in a district's enrollment plus the Denver-Boulder-Greeley inflation rate in the prior calendar year.
- **Cost-of-Living Factor:** One of the three main factors used in calculating a district's per pupil funding. The cost-of-living factor reflects the relative differences among the state's 178 districts in the costs of housing, goods, and services for the regions in which districts are located.
- **District Per Pupil Funding:** The amount that results from combining the statewide base with the components of the formula. A district's per pupil funding is multiplied by its pupil count to determine funding, before accounting for online and at-risk students.

Enrollment: The number of pupils enrolled on October 1 within the budget year.

Equalization Aid: State funding provided to equalize the property wealth of districts.

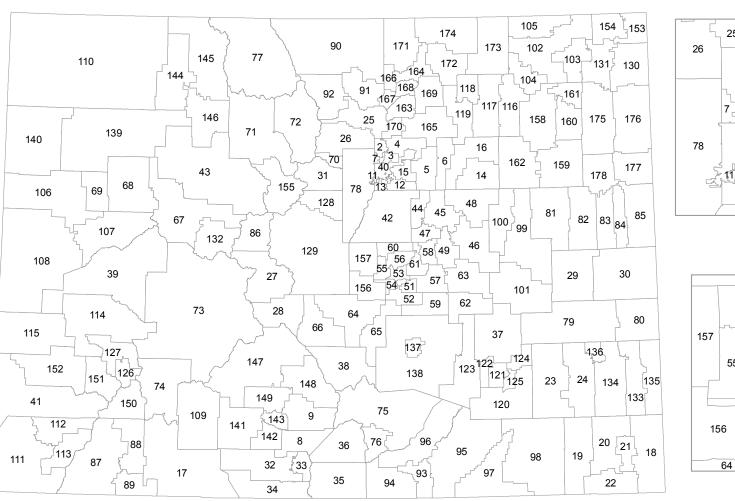
- **Growth Districts:** School districts whose February enrollment count grows by at least 1 percent or 50 students, whichever is less, over the October count. Growth districts can request voter approval to levy additional property taxes for capital projects.
- **Local Share:** The portion of a district's total program contributed directly by local taxpayers of the district. A district's local share includes revenue from property taxes and specific ownership taxes.
- **Mill Levy:** A property tax rate based on dollars per thousand of assessed valuation. One mill is the same as one tenth of one percent (.001). Thus, one mill will generate \$1 when levied on \$1,000 of a property's assessed value.
- **Minimum Per Pupil Funding:** A minimum funding level guaranteed to each district. In FY 2016-17, the law guarantees 95 percent of statewide average per pupil funding, or \$7,965.68 per pupil before application of the negative factor. After application of the negative factor, minimum per pupil finding is \$7,048.85 in FY 2016-17.
- **Minimum State Aid District:** A district that can generate its entire total program from local property and specific ownership taxes and, thus, only receives the minimum amount of state aid per pupil. House Bill 10-1318 eliminated minimum state aid through FY 2014-15, and Senate Bill 15-267 eliminated minimum state aid altogether.
- **Negative Factor:** A new factor introduced in House Bill 10-1369 and extended indefinitely in Senate Bill 11-230, to achieve budget savings for the state. In FY 2016-17, the factor reduced total funding for school finance by \$828 million, or 11.51 percent.
- **Nonpersonnel Costs Factor:** A percentage representing the difference between 100 percent and a district's personnel costs factor.

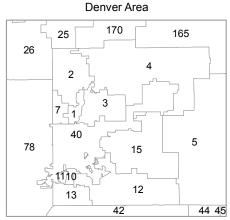
- **Online Students:** Students enrolled in an online education program that provides a sequential program of instruction through the use of technology via the internet in a virtual or remote setting. Some students participate in programs that serve students from more than one school district (multi-district programs) and some participate in programs offered by their own district (single district programs).
- **Override:** Local voter-approved property tax revenue in excess of funding provided through the school finance act.
- **Personnel Costs Factor:** One of the factors used in calculating a district's per pupil funding. The personnel costs factor is a percentage that represents the estimated portion of a district's budget that is attributed to personnel costs. It is formula-driven and differs by district based on enrollment.
- **Per Pupil Revenues/PPR:** A district's total funding divided by its funded pupil count. It represents a district's final per pupil funding.
- **Preliminary Per Pupil Funding:** The amount that results from combining the statewide base with the components of the formula. A district's preliminary per pupil funding is multiplied by its pupil count to determine funding, before accounting for online, ASCENT, and at-risk students.
- **Property Tax:** A local tax that is calculated by applying a mill levy to assessed value. Revenue from the property tax represents the primary source of local funding for K-12 public education.
- **Pupil Count/Funded Pupil Count:** The number of pupils for which a school district receives funding under the school finance act. For funding purposes, pupils are counted on October 1 within the applicable budget year.
- **Size Factor:** One of the three main factors used in calculating a district's per pupil funding. The size factor is designed to compensate smaller districts for being unable to realize economies of scale. It is formula-driven and based on enrollment.
- **Specific Ownership Tax:** A tax paid annually on motor vehicles instead of property taxes. Specific ownership taxes are part of a district's local contribution to school funding.
- **Small Attendance Center:** A school of fewer than 200 students that is located more than 20 miles from a similar school in the same district. Small attendance centers are eligible for categorical program funding.
- **State Aid:** Funding provided by the state under the school finance act. State aid is the difference between a district's total funding and what is provided from local property and specific ownership taxes.
- **Statewide Base Per Pupil Funding Amount:** The dollar amount to which the factors are applied in determining each district's per pupil funding level. Each district receives the same base per pupil funding amount. For FY 2016-17, the base is \$6,368.

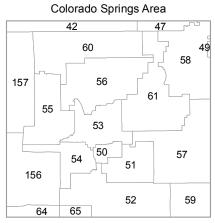


APPENDIX A: SCHOOL DISTRICT MAP KEY

Colorado School Districts







Colorado School Districts Sorted by Number

		- 4		404	14		
1	Mapleton	51	Widefield	101	Karval	151	Telluride
2	Adams 12	52	Fountain	102	Valley	152	Norwood
3	Commerce City	53	Colorado Springs	103	Frenchman	153	Julesburg
4	Brighton	54	Cheyenne Mountain	104	Buffalo	154	Platte Valley RE-3
5	Bennett	55	Manitou Springs	105	Plateau	155	Summit
6	Strasburg	56	Academy	106	DeBeque	156	Cripple Creek
7	Westminster	57 50	Ellicott	107	Plateau Valley	157	Woodland Park
8	Alamosa	58	Peyton	108	Mesa Valley	158	Akron
9	Sangre de Cristo	59	Hanover	109	Creede	159	Arickaree
10	Englewood	60	Lewis-Palmer	110	Moffat County RE 1	160	Otis
11	Sheridan	61	Falcon	111	Montezuma	161	Lone Star
12	Cherry Creek	62	Edison	112	Dolores RE-4A	162	Woodlin
13	Littleton	63	Miami-Yoder	113	Mancos	163	Gilcrest
14	Deer Trail	64	Canon City	114	Montrose	164	Eaton
15	Aurora	65	Florence	115	West End	165	Keenesburg
16	Byers	66	Cotopaxi	116	Brush	166	Windsor
17	Archuleta	67	Roaring Fork RE-1	117	Fort Morgan	167	Johnstown
18	Walsh	68	Rifle	118	Weldon	168	Greeley
19	Pritchett	69	Parachute	119	Wiggins	169	Platte Valley RE-7
20	Springfield	70	Gilpin	120	East Otero	170	Fort Lupton
21	Vilas	71	West Grand	121	Rocky Ford	171	Ault-Highland
22	Campo	72	East Grand	122	Manzanola	172	Briggsdale
23	Las Animas	73	Gunnison	123	Fowler	173	Prairie
24	McClave	74	Hinsdale	124	Cheraw	174	Pawnee
25	St. Vrain	75	Huerfano	125	Swink	175	West Yuma
26	Boulder	76	La Veta	126	Ouray	176	East Yuma
27	Buena Vista	77	North Park	127	Ridgway	177	Idalia
28	Salida	78	Jefferson	128	Platte Canyon	178	Liberty
29	Kit Carson	79	Eads	129	Park County		
30	Cheyenne R-5	80	Plainview	130	Holyoke		
31	Clear Creek	81	Arriba-Flagler	131	Haxtun		
32	North Conejos	82	Hi Plains	132	Aspen		
33	Sanford	83	Stratton	133	Granada		
34	South Conejos	84	Bethune	134	Lamar		
35	Centennial	85	Burlington	135	Holly		
36	Sierra Grande	86	Lake	136	Wiley		
37	Crowley	87	Durango	137	Pueblo City		
38	Westcliffe	88	Bayfield	138	Pueblo Rural		
39	Delta	89	Ignacio	139	Meeker		
40	Denver	90	Poudre	140	Rangely		
41	Dolores County RE-2	91	Thompson	141	Del Norte		
42	Douglas	92	Estes Park	142	Monte Vista		
43	Eagle	93	Trinidad	143	Sargent		
44	Elizabeth	94	Primero	144	Hayden		
45	Kiowa	95	Hoehne	145	Steamboat Springs		
46	Big Sandy	96	Aguilar	146	South Routt		
47	Elbert	97	Branson	147	Mountain Valley		
48	Agate	98	Kim	148	Moffat 2		
49	Calhan	99	Genoa-Hugo	149	Center		
50	Harrison	100	Limon	150	Silverton		
		•	-	- •			

APPENDIX B: SCHOOL DISTRICTS IN COLORADO HOUSE DISTRICTS

Legend **House Districts** Fort Collins-Loveland Area School Districts Denver Area Colorado Springs Area

Legend

House Districts
School Districts

School district identification number corresponding to map

School district
40 Denver 8.6%

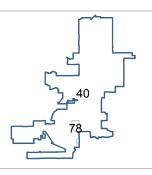
Share of the school district in a legislative district*

*School districts with minimal intersections with House districts are omitted.

House District 1

Rep. Susan Lontine

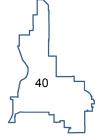
40 Denver 8.6% 78 Jefferson 0.0%



House District 2

Rep. Alec Garnett

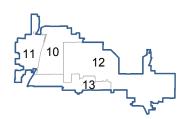
40 Denver 7.4%



House District 3

Rep. Jeff Bridges

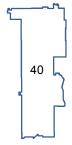
10 Englewood 99.9% 11 Sheridan 97.9% 13 Littleton 14.8% 12 Cherry Creek 13.1%



House District 4

Rep. Dan Pabon

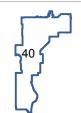
40 Denver 7.1%



House District 5

Rep. Crisanta Duran

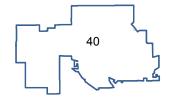
40 Denver 10.6%



House District 6

Rep. Chris Hansen

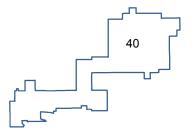
40 Denver 8.8%



House District 7

Rep. James Coleman

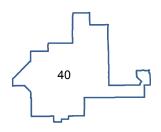
40 Denver 41.6%



House District 8

Rep. Leslie Herod

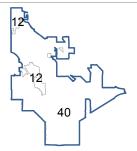
40 Denver 7.7%



House District 9

Rep. Paul Rosenthal

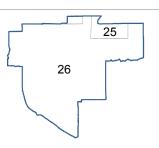
40 Denver 7.7% 12 Cherry Creek 1.1%



House District 10

Rep. Edie Hooton

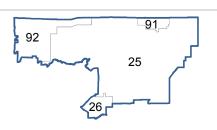
26 Boulder 8.0% 25 St. Vrain 0.8%



House District 11

Rep. Jonathan Singer

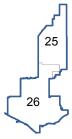
25 St. Vrain 42.8% 92 Estes Park 7.1% 26 Boulder 1.9% 91 Thompson 1.7%



House District 12

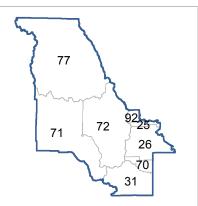
Rep. Mike Foote

9.4% 26 Boulder 25 St. Vrain 6.8%



House District 13

Rep. KC Becker

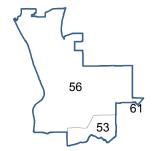


House District 14

Rep. Dan Nordberg

56	Academy	23.0%
53	Colorado Springs	4.7%
61	Folcon	0 10/

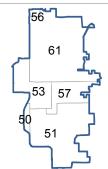
61 Falcon 0.1%



House District 15

Rep. Dave Williams

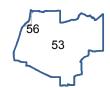
61 Falcon	41.1% 24.8% 13.0% 7.9% 3.3% 0.5%
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House District 16

Rep. Larry Liston

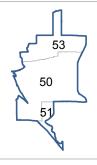
53 Colorado Springs	28.8%
56 Academy	0.2%



House District 17

Rep. Tony Exum

50	Harrison	67.9%
53	Colorado Springs	6.7%
51	Widefield	2.0%



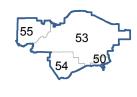
House District 18

Rep. Pete Lee

53	Colorado Springs	30.1%
54	Cheyenne Mountain	9.4%
		0.00/

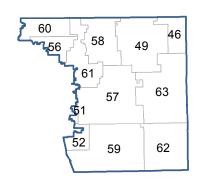
55 Manitou Springs 6.2%

50 Harrison 5.5%



House District 19

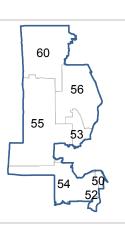
Rep. Paul Lundeen



House District 20

Rep. Terri Carver

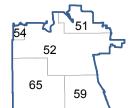
55	Manitou Springs	93.8%
54	Cheyenne Mountain	80.8%
60	Lewis-Palmer	45.1%
56	Academy	39.4%
50	Harrison	18.5%
53	Colorado Springs	16.7%
52	Fountain	1.8%



House District 21

Rep. Lois Landgraf

52	Fountain	73.5%
51	Widefield	43.7%
65	Florence	19.4%
59	Hanover	15.1%
54	Cheyenne Mountain	9.8%



House District 22

Rep. Justin Everett

78 Jefferson 3.0%



House District 23

Rep. Chris Kennedy

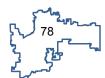
78 Jefferson 3.3%



House District 24

Rep. Jessie Danielson

78 Jefferson 4.7%



House District 25

Rep. Timothy Leonard

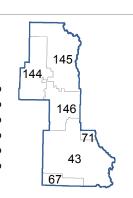
78 Jefferson 74.5%



House District 26

Rep. Diane Mitsch Bush

145	Steamboat Springs	100%
144	Hayden	100%
146	South Routt	97.8%
	Eagle	75.8%
67	Roaring Fork	17.6%
71	West Grand	5.9%



House District 27

Rep. Lang Sias

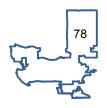
78 Jefferson 7.4%



House District 28

Rep. Brittany Pettersen

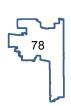
78 Jefferson 3.1%



House District 29

Rep. Tracy Kraft-Tharp

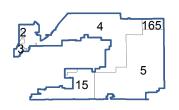
78 Jefferson 3.5%



House District 30

Rep. Dafna Michaelson Jenet

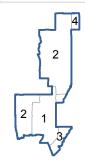
4	Brighton	52.8%
5	Bennett	39.4%
15	Aurora	33.0%
3	Commerce City	9.1%
2	Adams 12	2.1%
165	Keenesburg	1.7%



House District 31

Rep. Joseph Salazar

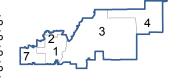
1	Mapleton	32.3%
2	Adams 12	17.7%
3	Commerce City	2.8%
4	Brighton	0.2%



House District 32

Rep. Adrienne Benavidez

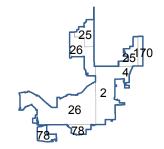
3	Commerce City	88.1%
1	Mapleton	67.5%
7	Westminster	42.6%
4	Brighton	7.0%
2	Adams 12	1.5%



House District 33

Rep. Matt Gray

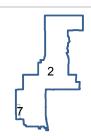
2	Adams 12	22.7%
26	Boulder	5.6%
25	St. Vrain	1.7%
170	Fort Lupton	1.5%
78	Jefferson	0.5%
4	Brighton	0.0%



House District 34

Rep. Steve Lebsock

2	Adams 12	25.7%
7	Westminster	1.8%



House District 35

Rep. Faith Winter

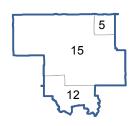
7	Westminster	55.1%
2	Adams 12	19.7%



House District 36

Rep. Mike Weissman

15	Aurora	50.1%
12	Cherry Creek	12.1%
5	Bennett	1.5%



House District 37

Rep. Cole Wist

12 Cherry Creek 25.3%



House District 38

Rep. Susan Beckman

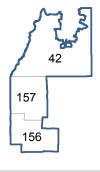
13	Littleton	85.0%
11	Sheridan	1.1%



House District 39

Rep. Polly Lawrence

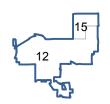
156	Cripple Creek	100%
157	Woodland Park	100%
42	Douglas	78.4%



House District 40

Rep. Janet Buckner

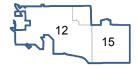
12 Cherry Creek 15.8% 15 Aurora 2.6%



House District 41

Rep. Jovan Melton

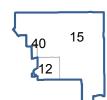
12 Cherry Creek 7.1% 15 Aurora 4.3%



House District 42

Rep. Dominique Jackson

15 Aurora 8.7% 12 Cherry Creek 0.9% 40 Denver 0.1%



House District 43

Rep. Kevin Van Winkle

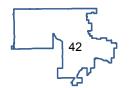
42 Douglas 2.2%



House District 44

Rep. Kim Ransom

42 Douglas 5.2%



House District 45

Rep. Patrick Neville

42 Douglas 11.3%



House District 46

Rep. Daneya Esgar

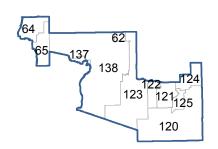
137 Pueblo City138 Pueblo Rural28.1%



House District 47

Rep. Clarice Navarro

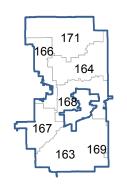
125	Swink	100%	138	Pueblo Rural	65.3%
121	Rocky Ford	100%	65	Florence	42.0%
120	East Otero	100%	137	Pueblo City	27.4%
124	Cheraw	99.9%	64	Canon City	23.9%
123	Fowler	88.1%	62	Edison	8.8%
122	Manzanola	83.6%			



House District 48

Rep. Stephen Humphrey

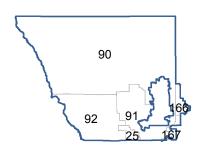
163	Gilcrest	79.9%
167	Johnstown	68.2%
168	Greeley	65.7%
166	Windsor	56.2%
164	Eaton	37.6%
171	Ault-Highland	20.0%
169	Platte Valley	0.6%



House District 49

Rep. Perry Buck

90	Poudre	96.2%
92	Estes Park	82.1%
91	Thompson	74.3%
166	Windsor	43.8%
167	Johnstown	28.0%
25	St. Vrain	8.3%



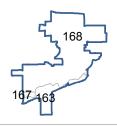
House District 50

Rep. Dave Young

 168 Greeley
 29.5%

 163 Gilcrest
 2.6%

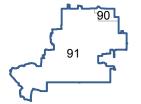
 167 Johnstown
 0.7%



House District 51

Rep. Hugh McKean

91 Thompson 22.3% 90 Poudre 0.2%



House District 52

Rep. Joann Ginal

90 Poudre 2.4% 91 Thompson 0.3%



House District 53

Rep. Jeni James Arndt

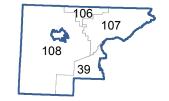
90 Poudre 1.2% 91 Thompson 1.1%



House District 54

Rep. Yeulin Willett

107	Plateau Valley	100%
108	Mesa Valley	97.5%
39	Delta	26.7%
106	DeBeque	16.0%



House District 55

Rep. Dan Thurlow

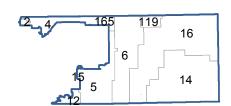
108 Mesa 2.5%



House District 56

Rep. Phil Covarrubias

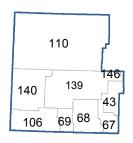
14	Deer Trail	100%	12	Cherry Creek	24.5%
16	Byers	100%	2	Adams 12	10.6%
6	Strasburg	100%	119	Wiggins	7.9%
5	Bennett	59.1%	165	Keenesburg	4.7%
4	Brighton	35.7%	15	Aurora	1.3%



House District 57

Rep. Bob Rankin

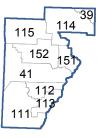
68	Rifle	100%
139	Meeker	100%
140	Rangely	100%
110	Moffat County	100%
69	Parachute	100%
106	DeBeque	84.0%
67	Roaring Fork	34.3%
	Eagle	24.2%
146	South Routt	2.2%



House District 58

Rep. Marc Catlin

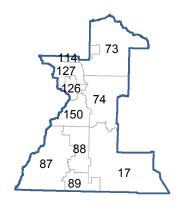
			Г
152	Norwood	100%	445
115	West End	100%	115
151	Telluride	100%	ີ່າ 152
111	Montezuma	100%	41
41	Dolores County	100%	3 11
112	Dolores	100%	31
113	Mancos	100%	111
114	Montrose	92.0%	
39	Delta	8.7%	



House District 59

Rep. Barbara McLachlan

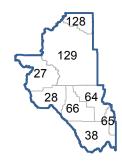
88	Bayfield	100%
126	Ouray	100%
17	Archuleta	100%
74	Hinsdale	100%
89	Ignacio	100%
150	Silverton	100%
127	Ridgway	100%
87	Durango	100%
73	Gunnison	30.4%
114	Montrose	8.0%



House District 60

Rep. James Wilson

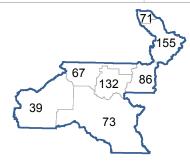
66	Cotopaxi	100%
27	Buena Vista	100%
129	Park County	100%
128	Platte Canyon	100%
28	Salida	100%
38	Westcliffe	100%
64	Canon City	76.1%
65	Florence	38.7%



House District 61

Rep. Millie Hamner

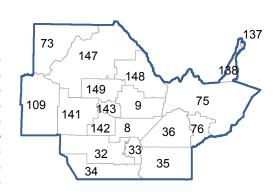
132	Aspen	100%
86	Lake	100%
155	Summit	100%
39	Delta	64.6%
73	Gunnison	48.7%
	Roaring Fork	48.1%
71	West Grand	8.2%



House District 62

Rep. Donald Valdez

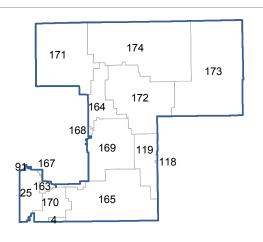
143	Sargent	100%	147	Mountain Valley	100%
149	Center	100%	109	Creede	100%
8	Alamosa	100%	34	South Conejos	100%
142	Monte Vista	100%	148	Moffat 2	100%
141	Del Norte	100%	35	Centennial	100%
36	Sierra Grande	100%	75	Huerfano	100%
9	Sangre de Cristo	100%	73	Gunnison	20.9%
33	Sanford	100%	137	Pueblo City	20.7%
76	La Veta	100%	138	Pueblo Rural	6.6%
32	North Conejos	100%			



House District 63

Rep. Lori Saine

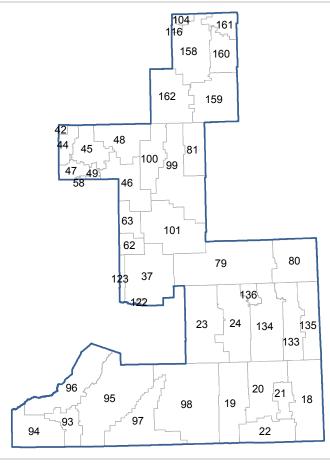
174	Pawnee	100%	119	Wiggins	39.9%
	Briggsdale	99.9%		St. Vrain	30.1%
	Prairie	99.9%	163	Gilcrest	17.5%
169	Platte Valley	99.4%	168	Greeley	4.8%
170	Fort Lupton	98.5%	4	Brighton	4.2%
165	Keenesburg	93.6%	167	Johnstown	3.2%
171	Ault-Highland	80.0%	118	Weldon	0.5%
164	Eaton	62.4%	91	Thompson	0.2%



House District 64

Rep. Kimmi Lewis

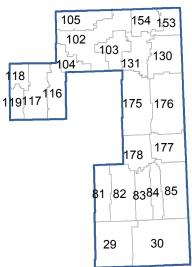
136	Wiley	100%	160	Otis	100%
133	Granada	100%	162	Woodlin	100%
134	Lamar	100%	159	Arickaree	100%
24	McClave	100%	37	Crowley	100%
20	Springfield	100%	135	Holly	100%
21	Vilas	100%	80	Plainview	100%
19	Pritchett	100%	158	Akron	100%
100	Limon	100%	47	Elbert	100%
93	Trinidad	100%	44	Elizabeth	100%
101	Karval	100%	161	Lone Star	100%
98	Kim	100%	46	Big Sandy	89.4%
94	Primero	100%	81	Arriba-Flagler	48.0%
95	Hoehne	100%	63	Miami-Yoder	47.2%
22	Campo	100%	62	Edison	44.2%
48	Agate	100%	49	Calhan	20.8%
45	Kiowa	100%	104	Buffalo	20.5%
99	Genoa-Hugo	100%	122	Manzanola	16.4%
23	Las Animas	100%	123	Fowler	11.9%
79	Eads	100%	116	Brush	7.9%
97	Branson	100%	58	Peyton	7.7%
18	Walsh	100%	42	Douglas	2.9%
96	Aguilar	100%			

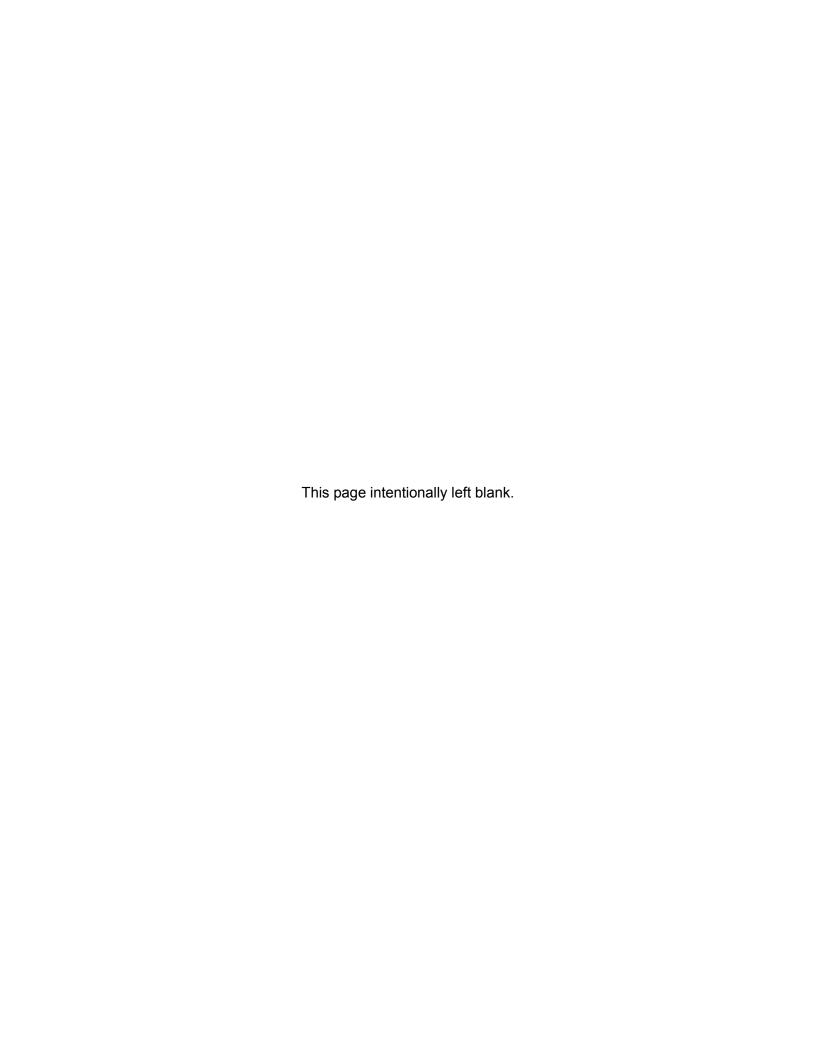


House District 65

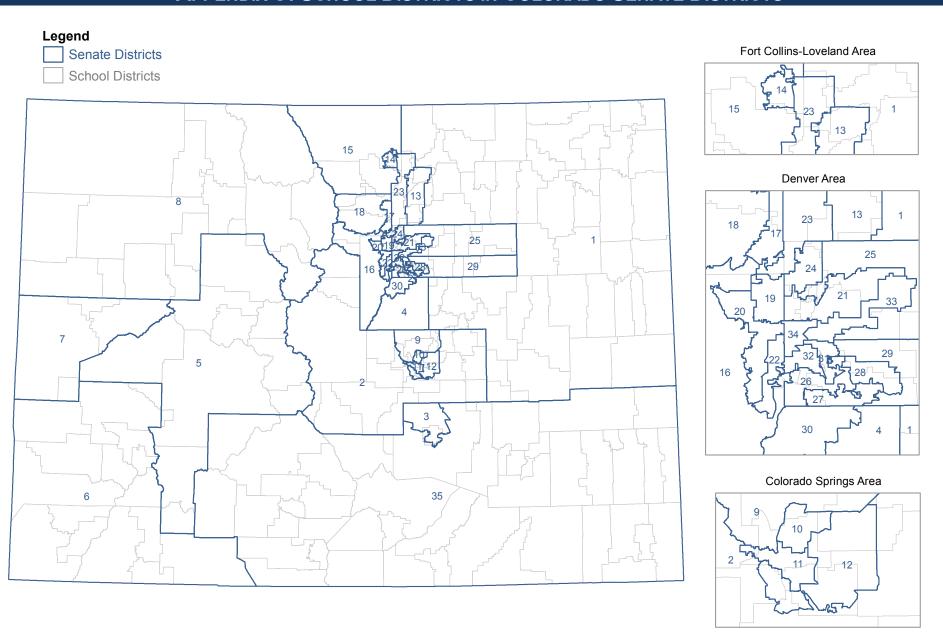
Rep. Jon Becker

84	Bethune	100%	29	Kit Carson	100%
83	Stratton	100%	178	Liberty	100%
131	Haxtun	100%	130	Holyoke	100%
154	Platte Valley	100%	153	Julesburg	100%
177	Idalia	100%	117	Fort Morgan	100%
176	East Yuma	100%	175	West Yuma	100%
82	Hi Plains	100%	118	Weldon	99.5%
103	Frenchman	100%	116	Brush	92.1%
105	Plateau	100%	104	Buffalo	79.5%
102	Valley	100%	119	Wiggins	52.2%
85	Burlington	100%	81	Arriba-Flagler	52.0%





APPENDIX C: SCHOOL DISTRICTS IN COLORADO SENATE DISTRICTS



Legend

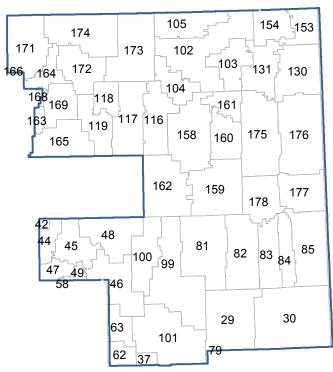
Senate Districts	School district identification number	School district	
School Districts	corresponding to map	84 Bethune	/ in a legislative district*

^{*}School districts with minimal intersections with Senate districts are omitted.

Senate District 1

Sen. Jerry Sonnenberg

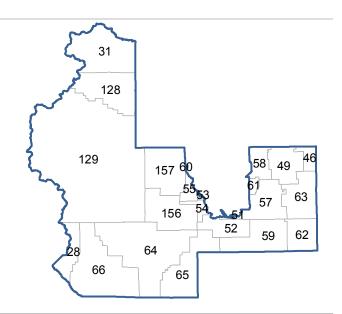
84 Bethune	100%	48	Agate	100%
118 Weldon	100%	45	Kiowa	100%
160 Otis	100%	105	Plateau	100%
82 Hi Plains	100%	174	Pawnee	100%
99 Genoa-Hugo	100%	29	Kit Carson	100%
169 Platte Valley	100%	85	Burlington	100%
158 Akron	100%	101	Karval	100%
81 Arriba-Flagler	100%	30	Cheyenne R-5	100%
116 Brush	100%	162	Woodlin	100%
172 Briggsdale	100%	130	Holyoke	100%
103 Frenchman	100%	117	Fort Morgan	100%
161 Lone Star	100%	47	Elbert	100%
159 Arickaree	100%	153	Julesburg	100%
178 Liberty	100%	173	Prairie	100%
175 West Yuma	100%	44	Elizabeth	100%
104 Buffalo	100%	171	Ault-Highland	99.1%
83 Stratton	100%	164	Eaton	92.7%
131 Haxtun	100%	119	Wiggins	92.1%
100 Limon	100%	165	Keenesburg	90.3%
154 Platte Valley	100%	46	Big Sandy	89.4%
177 Idalia	100%	63	Miami-Yoder	47.2%
176 East Yuma	100%	62	Edison	44.2%
102 Valley	100%	163	Gilcrest	33.0%
84 Bethune	100%	49	Calhan	20.8%
118 Weldon	100%	168	Greeley	20.1%
160 Otis	100%	166	Windsor	9.3%



Senate District 2

Sen. Kevin Grantham

156	Cripple Creek	100%	49	Calhan	79.2%
129 64 66 128 157 31 59 52 57 65	Park County Canon City Cotopaxi Platte Canyon Woodland Park Clear Creek Hanover Fountain Ellicott Florence	100% 100% 100% 100% 100% 100% 100% 95.4% 88.5% 83.4%	54 55 63 62 28 51 61 46 53 60	Cheyenne Mountain Manitou Springs Miami-Yoder Edison Salida Widefield Falcon Big Sandy Colorado Springs Lewis-Palmer	71.7% 57.3% 52.8% 46.9% 27.1% 20.9% 18.3% 10.6% 3.3% 0.3%
58	Pevton	80.0%			



Senate District 3

Sen. Leroy Garcia

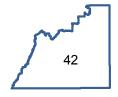
137 Pueblo City 77.0%138 Pueblo Rural 18.9%



Senate District 4

Sen. Jim Smallwood

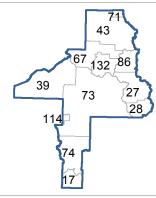
42 Douglas 82.5%



Senate District 5

Sen. Kerry Donovan

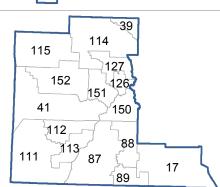
132 Aspen	100%	28 Salida	72.9%
86 Lake	100%	43 Eagle	71.5%
27 Buena Vista	100%	67 Roaring Fork	65.7%
74 Hinsdale	100%	17 Archuleta	18.9%
39 Delta	82.0%	71 West Grand	5.9%
73 Gunnison	79.1%	114 Montrose	3.9%



Senate District 6

Sen. Don Coram

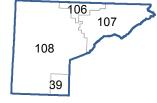
151	Telluride	100%	111	Montezuma	100%
	Norwood	100%		West End	100%
	Mancos	100%		Ouray	100%
	Dolores	100%		Dolores County	100%
127	Ridgway	100%	150	Silverton	100%
88	Bayfield	100%	114	Montrose	96.1%
87	Durango	100%	17	Archuleta	81.1%
89	Ignacio	100%	39	Delta	8.7%



Senate District 7

Sen. Ray Scott

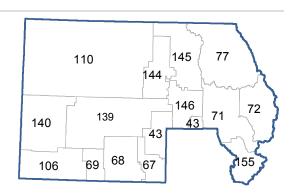
108	Mesa Valley	100%
107	Plateau Valley	100%
106	DeBeque	16.0%
39	Delta	9.3%



Senate District 8

Sen. Randy Baumgardner

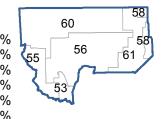
140	Rangely	100%	72	East Grand	100%
145	Steamboat Springs	100%	69	Parachute	100%
	Meeker	100%	155	Summit	100%
144	Hayden	100%	71	West Grand	94.1%
68	Rifle	100%		DeBeque	84.0%
146	South Routt	100%	67	Roaring Fork	34.3%
110	Moffat County	100%	43	Eagle	28.5%
77	North Park	100%			



Senate District 9

Sen. Kent Lambert

56 61 55 53	Lewis-Palmer Academy Falcon Manitou Springs Colorado Springs Peyton	99.7% 94.7% 39.6% 39.2% 18.4% 12.3%
50	i Cyton	12.570



Senate District 10

Sen. Owen Hill

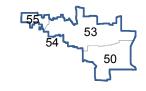
53	Colorado Springs	34.3%
56	Academy	5.3%
61	Falcon	4.3%



Senate District 11

Sen. Michael Merrifield

50	Harrison	80.4%
53	Colorado Springs	28.5%
55	Manitou Springs	3.6%
54	Cheyenne Mountain	0.1%

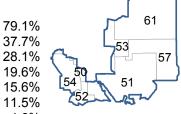


Senate District 12

Sen. Bob Gardner

51 Widefield

61	Falcon	37.7%
54	Cheyenne Mountain	28.1%
50	Harrison	19.6%
53	Colorado Springs	15.6%
57	Ellicott	11.5%
52	Fountain	4 6%



Senate District 13

Sena	ate District 13		464
Sen.	John Cooke		164
			166 168
170	Fort Lupton	80.1%	
168	Greeley	79.8%	
163	Gilcrest	60.9%	167
167	Johnstown	36.5%	163
166	Windsor	15.3%	1
4	Brighton	4.2%	
165	Keenesburg	3.3%	165
164	Eaton	1.0%	25 170
25	St. Vrain	0.1%	
			165
			4

Senate District 14

Sen. John Kefalas

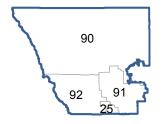
90	Poudre	3.2%
91	Thompson	1.3%



Senate District 15

Sen. Kevin Lundberg

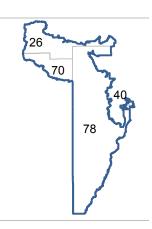
90	Poudre	95.4%
91	Thompson	88.8%
92	Estes Park	82.1%
25	St. Vrain	7.9%



Senate District 16

Sen. Tim Neville

70	Gilpin	100%
78	Jefferson	77.4%
26	Boulder	29.8%
40	Denver	4.5%



Senate District 17

Sen. Matt Jones

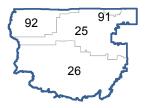
25 St. Vrain 10.7% 26 Boulder 7.3%



Senate District 18

Sen. Stephen Fenberg

26 Boulder 60.7% 25 St. Vrain 50.0% 92 Estes Park 17.9% 91 Thompson 1.7%



Senate District 19

Sen. Rachel Zenzinger

78 Jefferson 5.8%



Senate District 20

Sen. Cheri Jahn

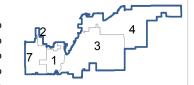
78 Jefferson 11.3%



Senate District 21

Sen. Dominick Moreno

3	Commerce City	89.6%
7	Westminster	83.4%
1	Mapleton	74.1%
4	Brighton	19.5%
2	Adams 12	4.6%



Senate District 22

Sen. Andy Kerr

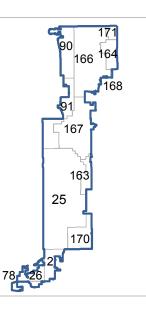
78 Jefferson 4.9%



Senate District 23

Sen. Vicki Marble

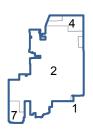
166	Windsor	75.4%
167	Johnstown	63.5%
25	St. Vrain	31.3%
2	Adams 12	22.7%
170	Fort Lupton	19.8%
91	Thompson	8.1%
164	Eaton	6.3%
163	Gilcrest	6.1%
26	Boulder	2.2%
90	Poudre	1.4%
171	Ault-Highland	0.9%
78	Jefferson	0.5%



Senate District 24

Sen. Beth Martinez Humenik

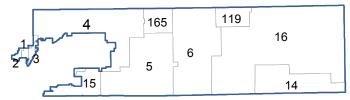
2	Adams 12	64.7%
7	Westminster	16.1%
4	Brighton	1.8%
1	Mapleton	1.0%



Senate District 25

Sen. Kevin Priola

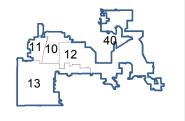
16	Byers	80.6%	14	Deer Trail	22.8%
4	Brighton	74.5%	3	Commerce City	10.4%
6	Strasburg	70.0%	2	Adams 12	8.1%
5	Bennett	50.8%	119	Wiggins	7.9%
15	Aurora	33.0%	165	Keenesburg	6.4%
1	Mapleton	24.8%			
5 15	Bennett Aurora	50.8% 33.0%	119	Wiggins	



Senate District 26

Sen. Daniel Kagan

10 Englewood 99.9% 11 Sheridan 99.0% 13 Littleton 64.0% 12 Cherry Creek 24.9% 40 Denver 0.2%



Senate District 27

Sen. Jack Tate

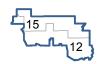
13 Littleton 35.9% 12 Cherry Creek 28.3%



Senate District 28

Sen. Nancy Todd

12 Cherry Creek 21.4% 15 Aurora 16.3%



Senate District 29

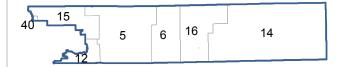
Sen. Rhonda Fields

 14 Deer Trail
 77.2%
 12 Cherry Creek
 24.2%

 15 Aurora
 50.7%
 16 Byers
 19.4%

 5 Bennett
 49.1%
 40 Denver
 0.1%

 6 Strasburg
 29.9%



Senate District 30

Sen. Chris Holbert

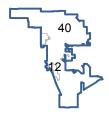
42 Douglas 14.7%



Senate District 31

Sen. Louis Court

40 Denver 13.9% 12 Cherry Creek 1.1%



Senate District 32

Sen. Irene Aguilar

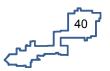
40 Denver 16.2%



Senate District 33

Sen. Angela Williams

40 Denver 49.0%



Senate District 34

Sen. Lucia Guzman

40 Denver 15.9%



Senate District 35

Sen. Larry Crowder

98 143 136 76 149 122 133 24 134 148 20 8 120 96	Hoehne Kim Sargent Wiley La Veta Center Manzanola Granada McClave Lamar Moffat 2 Springfield Alamosa East Otero Aguilar Las Animas	100% 100% 100% 100% 100% 100% 100% 100%	141 36 124 125 9 33 121 21 19 94 32 93 109 34	Monte Vista Del Norte Sierra Grande Cheraw Swink Sangre de Cristo Sanford Rocky Ford Vilas Pritchett Primero North Conejos Trinidad Creede South Conejos Mountain Valley	100% 100% 100% 100% 100% 100% 100% 100%	38 75 123 35 79 97 18 135 80 37 138 137 73 65	Campo Westcliffe Huerfano Fowler Centennial Eads Branson Walsh Holly Plainview Crowley Pueblo Rural Pueblo City Gunnison Florence Edison	100% 100% 100% 100% 100% 100% 100% 100%
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