STUDY OF AT-RISK FUNDING IN THE SCHOOL FINANCE FORMULA

Report to the
Colorado General Assembly

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January 2000

To Members of the Sixty-second General Assembly:

Submitted herewith is the final report of the Study of At-Risk Funding in the School Finance Formula. The study is required pursuant to Section 22-54-103 (1) (d), C.R.S.

Respectfully submitted,

Charles S. Brown
Director
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CB/CE-JB/ed

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Executive Summary

Study Charge

Section 22-54-103 (1) (d), C.R.S., directs the Legislative Council staff to conduct a study of the definition of at-risk pupils and make a report of its findings to the General Assembly no later than January 15, 2000.

Staff Activities

This report examines the definition of at-risk pupils as used in the Colorado School Finance Act of 1994. The study is organized into the following four areas:

- background on the at-risk factor in Colorado's school finance formula, including a description of the factor and how it affects school district funding, a summary of the origin and history of the factor, and an overview of at-risk funding in other states;
- a review of current literature on at-risk students;
- an overview of the current method of counting at-risk students, including a review of the process, trends in at-risk funding over the last five years, and a summary of factors that may have an impact on at-risk funding; and
- policy considerations for future at-risk funding.

Study Findings

Colorado's school finance act includes three factors intended to compensate districts for cost pressures beyond their control. The at-risk factor recognizes that at-risk students, defined as those who have the potential to perform poorly in or drop out of school, may require additional resources to meet their needs. In FY 1999-00, the at-risk factor accounts for over $110 million, or just over 3 percent of the act's total funding.

The at-risk factor is based on a district's at-risk count and modified according to whether the district has a higher percentage of at-risk students than the statewide average. In FY 1999-00, the statewide average is 24.54 percent. All districts receive at least an additional 11.5 percent in per pupil funding for each at-risk student; districts with more than 459 students that have a percentage of at-risk students greater than 24.54 receive further compensation.

Eligibility for free lunch pursuant to the National School Lunch Act was determined to be the best proxy for the presence of at-risk youth; therefore, a district's at-risk count represents the number of students eligible for free lunch. Each year, districts submit information on the number of students receiving free lunch to the Colorado Department of Education and receive additional funding

accordingly. In the past five years, the number of at-risk students and the amount of funding each district has received for those students have fluctuated somewhat. Among the trends discussed in this study include:

- The number of at-risk students statewide has grown more slowly than the total population of students in grades K-12;
- Colorado's percentage of at-risk students has declined over the last five years;
- Total funding for at-risk students has slowed;
- Per pupil at-risk funding has increased at a greater rate than base per pupil funding; and
- The rate of growth in per capita income has exceeded the rates of growth of income eligibility for free lunch and the statewide at-risk count.

Factors that may have had an impact on these trends include the enactment of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, or the Welfare Reform Act, and increased economic growth in the state in recent years.

A variety of policy considerations arise when evaluating Colorado's at-risk factor. Foremost among these considerations may be whether or not there is a need to alter the existing factor at all. The final section of this study examines four policy issues that appear to be important in making decisions about at-risk funding: adding students eligible for reduced-price lunch to the at-risk count; linking funding to assessment results; changing the factor percentage; and considering categorical funding.

I. Background

This chapter presents background information on Colorado's at-risk factor, including a description of the current factor as well as its origin and history. In addition, the chapter outlines the approaches other states have taken to at-risk funding.

Introduction to Colorado's At-Risk Factor

As a component of Colorado's school finance act, the at-risk factor plays an important role in funding the state's public schools. The factor recognizes that at-risk students, those who have the potential to perform poorly in or drop out of school, may require additional resources to meet their needs. In FY 1999-00, the at-risk factor accounts for over $110 million, or just over 3 percent of the act's total funding. Since 1997, school districts have been required to earmark at least 75 percent of their at-risk funding for direct instruction of at-risk students or staff development geared toward at-risk programs.

What is the at-risk factor? A school district's at-risk factor is determined based on the greater of two counts: the number of district pupils eligible for free lunch pursuant to the "National School Lunch Act;" or the district's percentage of pupils eligible for free lunch multiplied by the district's enrollment. The district's percentage of pupils eligible for free lunch is defined in the act as pupils in grades one through eight eligible for free lunch divided by the district enrollment in grades one through eight. Using the district's percentage eligible for free lunch multiplied by enrollment allows a district to account for high school students who might otherwise be left out of an at-risk count.

Once a school district's at-risk count is established, its particular "at-risk factor" can be determined for purposes of calculating funding. The base at-risk factor is 11.5 percent, which is the minimum factor for each school district. School districts with a percentage of at-risk students that is higher than the state average qualify for an additional adjustment to their factor. This adjustment, which pertains only to school districts with at least 459 pupils, adds three-tenths of a percentage point for each percentage point that the district's at-risk percentage exceeds the statewide average. The higher factor may not exceed 30 percent.

How does the at-risk factor affect per pupil funding? The at-risk factor increases per pupil funding for every school district in the state. The base factor entitles every school district to an additional 11.5 percent of its per pupil funding for each at-risk pupil. For those school districts with greater percentages of at-risk pupils and with enrollments of over 459, a higher factor will further increase per pupil funding. For example, if the statewide average of at-risk pupils is 25 percent, and school district A's at-risk percentage is 30 percent, school district A will receive 11.5 percent in additional per pupil funding for each at-risk student up to 25 percent, *plus* an additional three-tenths of a percent for the 5 percent over the statewide average. Thus, the district's at-risk factor is actually 13 percent (11.5 + (0.3 x 5) = 13).

At-risk factor = 11.5% for pupils below the statewide average;
11.5% + 0.3 for each percentage point over the statewide average.

Origin and History of the At-Risk Factor

The Public School Finance Act of 1988 did not contain provisions for funding at-risk students. The Public School Finance Act of 1988 contained eight categories of similarly situated school districts and stipulated that equal levels of revenue be provided to all districts within each category. The categories were identified using factors and characteristics established in an attempt to provide greater equity and precision in school funding than existed in the prior act. However, concern arose over the use of setting categories because of a lack of comprehensive economic and demographic data and because of the extreme difficulty associated with moving school districts from one setting category to another.

In 1992, House Bill 92-1344 directed the Legislative Council staff to examine the factors and characteristics utilized in the Public School Finance Act of 1988 and to recommend changes if warranted. It further directed that additional data be examined for purposes of determining characteristics of each school district. In consultation with an advisory committee, staff selected several data elements from information available from the 1990 Census and other sources. The data elements selected were organized into three classes thought to impact school district cost: 1) economic data; 2) economies of scale data; and 3) at-risk characteristics of pupil populations, reflecting the assumption that high concentrations of at-risk pupils require greater levels of educational services. The remainder of this section will focus on the data elements related to at-risk characteristics.

An at-risk index was created. Among the data elements studied relating to at-risk characteristics were: levels of income; the number of single parent households; the dominant language spoken in households; the level of educational attainment of parents; and eligibility for free and reduced meals. Analysis of the data revealed three data elements that could be derived from the census as proxies for the presence of at-risk youth: 1) the percentage of children age 5 to 17 living in poverty; 2) the percentage of persons age 18 and older without a high school diploma; and 3) the percentage of children age 5 to 17 who speak English "not well" or "not at all."

These three data elements were used to establish an "at-risk index" for each school district. The Legislative Council's March 1993 report to the General Assembly recommended that at-risk factors not be addressed through the use of categories of school districts, but rather through a funding formula that recognizes individual district variation. However, the data included in the at-risk index raised several issues regarding their use in allocating revenue. Because the data are available only after each decennial census, gradual changes in the demographics of a district would not be recognized on an annual basis. In addition, census data elements used to derive the index were primarily sample data and subject to error, particularly in the smaller population districts. Further, while the index may have measured an at-risk climate, it would not have provided data on the actual number of at-risk students in a school district.

A proxy for the at-risk index was identified. With further examination of funding for at-risk students authorized in Senate Bill 93-87, efforts focused on identifying a proxy for the at-risk index that would provide a fair representation of the at-risk population, be available annually, and be subject to verification. Two types of proxies were examined: measures of achievement and measures related to socioeconomic status. Linking at-risk funding to measures of achievement proved to be unfeasible

due to the lack at that time of a uniform statewide testing system. Data elements related to socioeconomic status that were examined included the following:

- number of children from families receiving Aid to Families with Dependent Children (AFDC);
- number of children qualifying for Chapter 1 assistance;
- number of children who qualify for federal free or reduced price lunch under the National School Lunch Act;
- number of juvenile arrests;
- number of low birth-weight babies born;
- number of teen births; and
- graduation and dropout rates.

Several of these data elements were eliminated immediately because of lack of timeliness, inconsistencies in data collection, insufficient data, and lack of data on a school district basis. As a consequence of these various limitations, the at-risk index was correlated with the variables that were available on a school district basis to determine each variable's feasibility as a proxy. These variables included the percentage of children participating in the free lunch or reduced price lunch programs and the numbers of children who qualify for AFDC funding. Of these data, the number of students enrolled in the federal free lunch program correlated most highly with the at-risk index derived from census data, with a coefficient of 0.7612. When correlating the at-risk index with the percentage of children receiving free lunch in just those districts with enrollments over 300, the coefficient increased to 0.9155. The coefficient for the correlation of the index and free and reduced price lunches was 0.7427, while the coefficient for the AFDC count was 0.6771. From these results, it was determined that the number of children who participate in the free lunch program provided the best proxy of the at-risk index.

The Public School Finance Act of 1994 contains provisions for at-risk funding. Based upon these recommendations, the at-risk factor was incorporated into the Public School Finance Act of 1994. According to the new law, a district's at-risk count was based on the number of students eligible for free lunch under the National School Lunch Act and funding was to be distributed based on the district's proportion of at-risk students compared to the statewide average. Since 1994, the at-risk funding component of the school finance act has changed only slightly. The original act included a provision, effective in FY 1995-96, that modified the procedure for counting at-risk students to the current method of calculating the percentage of at-risk students in grades one through eight and applying that percentage to the total number of students in grades K-12. The at-risk count in FY 1994-95 was calculated to account for only 25 percent of the difference between the two counts. In addition, a provision was added in 1997 that stipulated that districts must use at least 75 percent of their at-risk funding for direct instruction of at-risk students or for staff development related to at-risk students. Also beginning in FY 1997-98, the minimum factor that each district receives was raised from 11 percent to 11.5 percent.

Other States' Experiences Defining and Funding At-Risk Students

A sample of other state funding mechanisms. A survey of other states' statutes indicates where Colorado, almost six years after the enactment of the Public School Finance Act of 1994, finds itself on the spectrum of at-risk funding. States were surveyed to ascertain whether at-risk funding is a component of their state education funding. Using a sample of 14 states that distribute at-risk funds, our analysis includes their measures of "at-risk" and the type of funding and distribution undertaken. These 14 states are indicated in Table 1.1.

State policymakers face many issues when considering at-risk students in school funding. The variety of approaches states have taken to at-risk funding underscores the challenges and decisions involved. Is at-risk funding best targeted toward specific programs or allocated as a part of general funding? What is an appropriate measure of at-risk? In an era of state assessments and state standards, do achievement measures have any role to play in decisions about funding?

Building at-risk funding into the basic finance formula. Building an at-risk factor into a state's basic school funding distribution mechanism, as Colorado does, remains a common method of distribution. Eight of the 14 states surveyed incorporate at-risk funding into their basic school finance formula. However, the degree to which these funds are targeted toward programs or have "strings attached" varies. For example, Minnesota includes at-risk funding within its basic funding formula and requires that the money be targeted for specific types of programs and activities. Termed "compensatory education revenue," Minnesota's at-risk funding may be used for special needs programs including remedial and after-hours instruction, individual tutoring, and counseling services. Louisiana, on the other hand, also allocates at-risk funding in its basic funding formula, but does not attach specific requirements to the money.

Categorical funding of at-risk programs. Six of the 14 states surveyed recognize at-risk student needs within a school district through categorical funding separate from the basic finance formula. In utilizing this approach, these states suggest that at-risk students are better served by funding specific programs, such as remediation or extended instruction, than by funding an "at-risk factor" in a school finance formula. Interesting examples exist. Kentucky targets its at-risk students through an Extended School Services (ESS) program. This categorical program provides after-hours instruction and counseling to students who need individualized attention. North Carolina directs at-risk student services funding to districts where decisions may be made to provide summer school programs, remediation, alcohol and drug prevention programs, or early intervention programs.

Use of free and reduced lunch eligibility as a measure of at-risk. Eligibility for free and reduced lunch appears to be the most common proxy used by states to measure the number of at-risk students within a district. This proxy brings the advantages of a regular, measurable count and a link to poverty guidelines. Of the states included in the sample, more states use ***both*** free and reduced lunch eligibility in their measurement than use free lunch eligibility exclusively. Minnesota bases funding on both free and reduced lunch counts, but weights reduced lunch enrollment less in its formula, at 50 percent of the weight of the free lunch count.

Alternative measures. Other states do use alternative measures in distributing at-risk funds. Indiana provides an interesting example because it has established an at-risk index for school districts based on census data. The percentage of families below the poverty level, the percentage of single parent households, and the percentage of the adult population in the district that has not completed high school comprise Indiana's at-risk index. Kentucky includes state assessment results in their formula for at-risk distribution. In Vermont, eligibility for food stamps is used as an at-risk proxy.

State studies. It is interesting to note, however, that other states also continue to study and consider whether a proxy based on poverty is the most appropriate way to target at-risk students. In 1998, the Minnesota Office of the Legislative Auditor issued a report on compensatory revenue which recommended that the legislature consider distributing some portion of compensatory revenue and remedial funds based upon measures of student need for remediation rather than measures of poverty.[1] In Ohio, the Legislative Office of Education Oversight is preparing a report that will recommend a new indicator for distributing resources to school districts with high concentrations of poverty because of the decrease in the number of families receiving public assistance.

Table 1.1
At-Risk Funding in Other States: Measure of Eligibility and Type of Distribution

State	Measure of Eligibility	Type of Distribution
Colorado	Eligibility for free lunch	Weighted at 11.5%-30% in school finance formula, depending on concentration
Indiana	At-Risk index established for district using census data: based on those living below federal poverty level, children in single-parent families, and percentage of population without a high school diploma	Categorical funding to eligible districts based on the index and weighted at: percentage of families in poverty (16%); single parent homes (40%); and population without high school diploma (44%).
Kansas	Eligibility for free lunch	Weighted at 8% in school finance formula
Kentucky	50% - pupil enrollment 50% - free and reduced lunch, assessment scores, and dropout rate	Categorical funding for Extended School Services
Louisiana	Eligibility for free and reduced lunch	Weighted at 17% in school finance formula
Maine	Eligibility for free and reduced lunch	Weighted at 20% in school finance formula
Michigan	Eligibility for free lunch	Categorical funding to eligible districts, weighted at 11.5%

1. Minnesota Office of the Legislative Auditor, *Remedial Education*, 1998.

State	Measure of Eligibility	Type of Distribution
Minnesota	Eligibility for free lunch - fully weighted Eligibility for reduced lunch - weighted at 50%	Weighted at 0%-60% in the school finance formula, depending on concentration
Missouri	Eligibility for free and reduced lunch	Categorical funding, weighted at 20%-30%, depending on concentration
North Carolina	Enrollment, number of students in treatment programs, number of students living in poverty	Categorical funding for at-risk student services
Ohio	Five-year average number of children living in families receiving public assistance	Weighted in school finance formula, equal to $230 per pupil, depending on the use for certain programs
South Carolina	Eligibility for free and reduced lunch	Weighted at 26% in school finance formula
Texas	Average of six months' enrollment in free and reduced lunch program	Weighted at 20% in school finance formula
Vermont	Eligibility for food stamps	Weighted at 25% in school finance formula
Virginia	Eligibility for free lunch, but distribution is also based on summer school enrollment and personnel needs to meet basic instruction requirements	Categorical funding for summer school and for remediation; $328 per pupil, based on the district's composite index

II. Review of Literature

In order to gain a clearer perspective on the issues surrounding funding for at-risk students, a review of recent literature on at-risk youth was conducted. As many researchers point out, developing a better understanding of the factors that may place students at risk is critical because at-risk students are currently a large segment of the student population in the United States and the numbers are growing continually. One study speculates that "by the year 2020, the majority of America's public school students will be living under conditions that place them at risk of educational failure."[2]

Definition of "at risk." What does it mean to be "at risk"? Researchers use a variety of operating definitions, but they are all very similar. Essentially, the phrase "at risk" refers to those students who have the potential to perform poorly in or to drop out of school prior to graduation from the 12th grade. Over the past several years, the definition has evolved to include poor performance in school as well as dropout status as indicators for being at risk. Researchers generally agree that poor performance in school is as strong a sign of school failure as dropping out altogether.

Factors that may place a student at risk. Numerous factors are thought to be responsible for placing students at risk of school failure. Until recently, demographic characteristics, such as race/ethnicity and socioeconomic status, were thought to be the primary predictors of a student's success in school. Now, however, researchers agree that while demographic characteristics may still be strong predictors of school failure, there are many other factors that may place a child at risk. One comprehensive study identified neonatal conditions, quality of health, family characteristics, peer influences, community climate and resources, and social status as having strong impacts on students' readiness to learn and on their overall success in school.[3]

Another prominent study, The National Education Longitudinal Study of 1988 sponsored by the National Center for Education Statistics, looked at characteristics of students in the eighth-grade cohort of 1988 who were at risk for school failure and then re-surveyed them in 1990. In that study, seven variables were examined: basic demographic characteristics; family and personal background characteristics; the amount of parental involvement in the child's education; the student's academic history; student behavioral factors; teacher perceptions; and school characteristics. Measures used to determine school failure were scores on math and reading achievement tests and dropout status as of the spring of 1990. Findings of the study included:

- Black, Hispanic, and Native American students and students of low socioeconomic status were more likely to be deficient in math and reading skills and more likely to drop out;
- Males were more likely than females to have low basic skills but were not more likely to drop out; and

2. Irmsher, Karen, *Education Reform and Students at Risk*, ERIC Digest, Number 112, April 1997.

3. Robert Rossi and Alesia Montgomery, *Education Reforms and Students at Risk: A Review of the Current State of the Art*, January 1994.

- After controlling for gender and socioeconomic status, black and Hispanic students were no more likely than white students to drop out, but they were more likely to perform below basic proficiency in math and reading.

After controlling for demographic variables (gender, race/ethnicity, and socioeconomic status), the following groups of students were found to be more likely to be at risk:

- students from single parent families, students older than their grade-level peers, or those who changed schools frequently;
- students whose parents were not involved in the school or whose parents had low expectations for their child's success in school;
- students who repeated a grade, had a history of poor grades in math and English, and students who did little homework;
- students who came to school unprepared, cut class, or were frequently late or absent from school;
- students whom teachers thought were passive, disruptive, inattentive, or underachievers; and
- students from urban schools or schools with large minority populations.[4]

Another study identified five factors, after controlling for demographic factors, that increased students' chances of being at risk and dropping out: living in a single parent household; having an older sibling who dropped out; changing schools two or more times; having below average grades; and repeating a grade. An important finding of this particular study was that a student's level of risk also depended heavily on the number of risk factors accumulated.[5]

Research on "resilience." Much of the recent literature on at-risk students focuses on "resilience," or the ability of an at-risk student to succeed in school. Many long-term studies have been performed in very high-risk environments, including poverty-stricken or war-torn communities, and researchers have discovered that at least 50 percent, and sometimes up to 70 percent, of the children born into these communities have grown up to be what society would label as "successful" adults.[6] This research recognizes that not all at-risk students actually do perform poorly in or drop out of school and that it is equally important to identify protective factors as it is to identify the factors that place students at risk in the first place. Resilience theory also helps to prevent students from being "labeled," which may place them even further at risk.

One longitudinal study of at-risk 8th graders looked at factors such as family stability, parental involvement in school activities, students' attitudes about learning, and peer associations. After

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4. National Center for Education Statistics, *National Education Longitudinal Study of 1988: Characteristics of At-Risk Students in NELS:88*, August 1992.

5. Office of Educational Research and Improvement, *Toward Resiliency: At Risk Students Who Make it to College*, May 1998.

6. Bonnie Benard, *Turning it Around for All Youth: From Risk to Resilience*, ERIC Digest, Number 126, 1997.

comparing the characteristics of resilient students, or those at-risk students who graduated from high school, to characteristics of students who dropped out, the researchers determined that the resilient students had more positive attitudes about school in general, more cohesive families, supportive parents, and peers who were not at risk of dropping out.[7]

Many of the researchers note that, not only do protective factors exist that can make students more resilient, but that schools and teachers can actually promote resilience in students deemed to be at risk. For example, one study concludes that teachers can foster resilience in the classroom by providing three factors: caring relationships, positive and high expectations, and opportunities for students to participate and contribute.[8]

Identification of at-risk students. As noted earlier, identifying at-risk students can be a sensitive issue. Often, at-risk students are identified based on exterior characteristics, such as race/ethnicity or poverty. This "predictive"approach is dangerous because it can label a child, lower teachers' expectations, and put the student in a position of blame for being at risk. Another common approach to identifying at-risk students is the descriptive approach, which identifies students after they exhibit signs of school failure. Intervention starts once problems actually begin to occur. However, the problem with this approach is that identification and intervention may begin much too late in a child's academic career to have much of an impact. In one study, the authors suggest a more "ecological" approach to identifying at-risk students that recognizes that there are many influences that may place a child at risk, including: the social and academic organization of the school; the personal and background characteristics and circumstances of the students and their families; the communities in which the students, families, and schools exist; and the relationship of each of these factors to the others.[9]

Types of programs used to address the needs of at-risk students. Numerous studies have been performed in an attempt to assess what kinds of programs most effectively address the needs of at-risk students. In 1991, Congress commissioned the Department of Education's Office of Educational Research and Improvement to look at different aspects concerning education reform. One of the twelve resulting studies looked at the effects of school reform on at-risk students in an attempt to determine the components of effective programs for youth at risk. The study found two broad characteristics of programs and schools serving at-risk students that appear to be successful: the schools are caring, cohesive communities; and they operate similarly to high-reliability organizations, which are organizations that have an expectation of 100 percent success, such as air traffic control towers.[10]

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7. *Toward Resiliency*, p. 1.

8. *Turning it Around for All Youth*.

9. J. Hixson and M.B. Tinzmann, *Who Are the 'At-Risk' Students of the 1990s?*, 1990.

10. *Education Reforms and Students at Risk.*

In terms of specific approaches to addressing the needs of at-risk students, research appears to indicate that effective programs emphasize prevention and attempt to increase quality of education and other services for all students. As one report comments:

> Notable in the literature is a shift away from a single-minded focus on crisis intervention to an emphasis on preventive or developmental services that bolster families and address multiple needs. While many of these interventions may center on schools or involve collaborations between schools and communities, others may require fundamental changes in social services and society. Specific strategies include . . . improvements in health, nutrition, and prenatal care programs; enhancement of living conditions; strengthening families and preventing abuse; expansion of youth programs; increased school, community, and parent collaborations; and community development and social change.[11]

Another prominent researcher discovered that at-risk students fell further and further behind the longer they were in school. He found that schools and teachers were actually helping to keep these children at risk because compensatory education is designed to slow down the level of instruction. The study concluded that the opposite is true: effective instruction for at-risk students must require higher expectations on the part of teachers and must be at a faster pace so that students can move more quickly back into the mainstream classroom. This researcher started the Stanford Accelerated Schools Project which is premised on the idea that at-risk students must learn at a faster rate than more privileged students and not at a slower rate which keeps them further and further behind. Accelerated Schools are designed to bring at-risk students back into the educational mainstream by the end of elementary school.[12]

Costs of not addressing the needs of at-risk students. A number of studies have been done on the social costs of not addressing the needs of at-risk students. Most researchers agree that failing to address the needs of at-risk students will lead to high social costs in terms of reduced workforce productivity and higher costs of public services. Recent research has focused on other social costs as well. One researcher notes that "education is not only linked to public assistance and criminal justice, it is also linked to health, status, and a variety of other important social outcomes. In fact, when all the identifiable outcomes associated with education are taken into account, it has been estimated that the overall return on education is twice as high as when only its effect on income is considered."[13]

The same researcher has performed cost-benefit analyses of dropout prevention programs and estimates that the benefits of educational interventions are about three to six times as high as

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11. *Education Reforms and Students at Risk: A Review of the Current State of the Art,* Executive summary.

12. Henry M. Levin, *The Economics of Education for At-Risk Students,* Undated, pp. 24-25.

13. Levin, p. 18.

estimated costs for at-risk students.[14] He further notes that "most of these estimates are subject to understatement because they tend to be limited to the effects of educational investments on productivity and earnings and do not capture the value of reductions in the costs of health, public assistance, criminal justice, and a variety of other benefits."[15]

14. Levin, pp. 18-21.

15. Levin, p. 23.

III. Children Eligible for Free Lunch as an At-Risk Proxy

The Public School Finance Act of 1994 defines at-risk students as students from low-income families, as measured by eligibility for free lunches under the National School Lunch Act. This chapter provides an overview of the process for counting at-risk students using eligibility for free lunch as a proxy. Trends in at-risk funding over the last five years are also discussed, along with factors that may have impacted the at-risk count.

Process for Counting At-Risk Students

Previous chapters have detailed the process by which funding is allocated to districts for the education of at-risk students. But, how does a district actually determine the number of students that may be counted for the purposes of receiving at-risk funding? As mentioned above, districts receive additional funding based on the number of students eligible for free lunches under the National School Lunch Act. This section details eligibility requirements stipulated by the act and describes the process by which Colorado school districts determine their free lunch, and therefore at-risk, count.

National School Lunch Act. The National School Lunch Act was passed by Congress in 1946 to subsidize the provision of free or low-cost lunches to low-income school children around the country. Under the act, the federal government annually reimburses states for lunches and afterschool snacks served to children participating in the National School Lunch Program. Children are eligible for free or reduced price lunch based upon income guidelines set by the Department of Agriculture. The act requires schools to serve *free* meals to all children from households with income at or below 130 percent of the federal income poverty guidelines. Schools must serve *reduced price* meals to all children from households with income higher than 130 percent, but at or below 185 percent of the poverty guidelines. Income eligibility guidelines for July 1, 1999 to June 30, 2000 are shown in Appendix 1.

The National School Lunch Act also stipulates that children in families receiving food stamps or welfare benefits are automatically eligible for free lunch. Automatic eligibility is also granted for children enrolled in Head Start programs.

At-risk funding in Colorado is based on the number of students eligible for free lunch. Colorado's school finance law defines at-risk students as those who are eligible for free lunches, so districts can receive funding even if students do not participate in the federal program. As discussed above, eligibility for free or reduced price lunch is based on income guidelines prescribed by the National School Lunch Act. Families wishing to take advantage of the program must submit an application containing household income information to the school district. The school district makes the final decision of whether a particular child qualifies for free or reduced price lunch. The total number of students who qualify for free lunch is submitted by the district to the Colorado Department of Education as the district's at-risk count.

Direct certification of at-risk count. According to the National School Lunch Act, children in families receiving food stamps or welfare benefits are automatically eligible for free lunch. In other words, families need only provide proof of participation in these federal programs to qualify their children for free lunch benefits. However, according to the Colorado Department of Education (CDE), there has been some confusion about whether the federal welfare program change from Aid to Families with Dependent Children (AFDC) to Temporary Assistance to Needy Families (TANF) has affected eligibility criteria. Under TANF, individual counties in Colorado are authorized to set their own income eligibility criteria within federal guidelines, resulting in considerable variance statewide. Therefore, Colorado no longer uses a family's eligibility for welfare benefits as an automatic qualification for free lunch. The department determined that most families who qualify for TANF also qualify for food stamps, so provision of a food stamp number is currently the only way a student may automatically qualify for free lunch in Colorado.[16] Otherwise, families must submit income information to the district. It is important to note that even though income eligibility guidelines for receiving food stamps and free lunch benefits are the same, actual participation in the programs may vary.

Direct certification allows a district to match its student data base with the statewide food stamp data base maintained by the Colorado Department of Human Services to generate a list of students eligible for free lunch. A district can then directly certify those students for whom there is a match. In this process, no application by the family is necessary for a student to receive free lunch benefits. Students who are not receiving food stamps but who are otherwise eligible for free lunch may submit an application to the district and are added to the count generated by direct certification. According to CDE, only about 30 districts out of 176 currently use the direct certification process. However, these 30 districts contain approximately 75 percent of Colorado students eligible for free lunch.

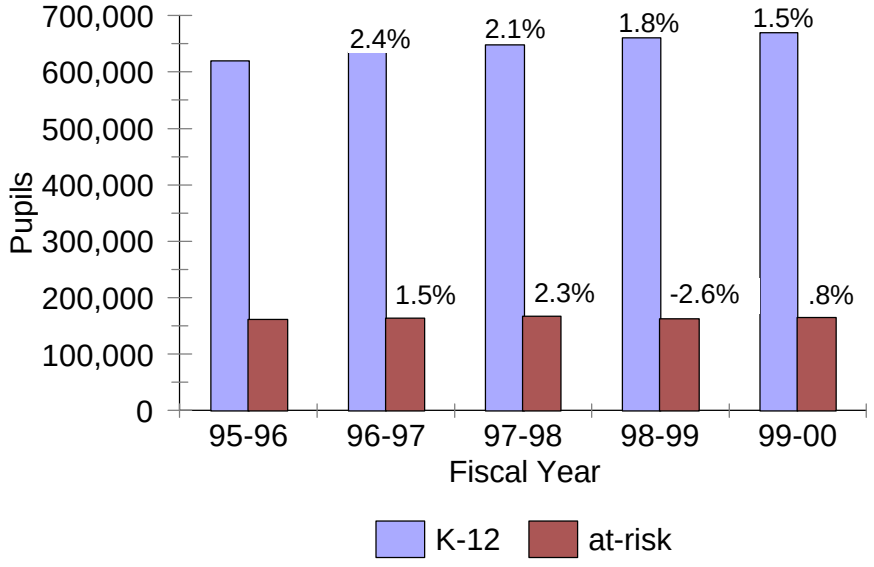
16. Districts may still opt to use TANF as a method of determining eligibility, but they must have a written declaration from the county social services office and contact the Colorado Department of Education to obtain the appropriate forms.

Trends in At-Risk Funding

The at-risk factor was added to the school finance formula in the Public School Finance Act of 1994. Since then, the number of at-risk students and the amount of funding each district has received for those students have fluctuated somewhat. The following section looks at statewide trends in the at-risk population and at-risk funding over the last five years. The final section in this chapter examines factors that may have an impact on the number of at-risk students and therefore the amount of funding received by districts. A district-by-district breakdown of the percentage of at-risk students and at-risk funding is contained in Appendix 2.

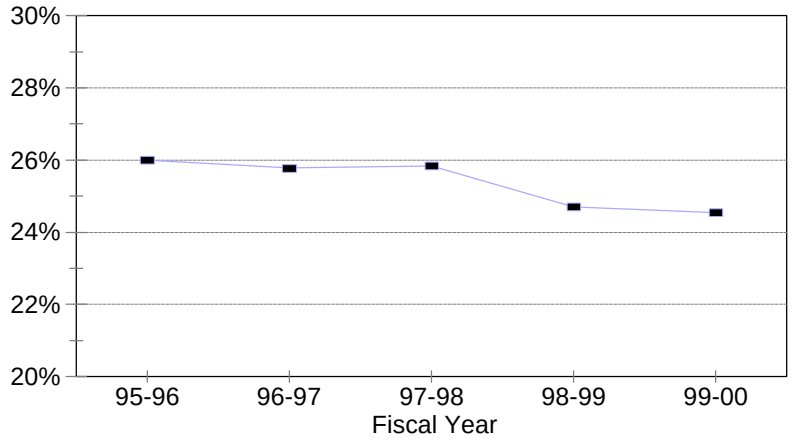
At-risk count and K-12 member count. Chart 3.1 shows the statewide at-risk population compared to the total K-12 population over the last five years, with percentage changes from year to year shown above each bar. As the chart indicates, the number of at-risk students has grown more slowly than the total population of students in grades K-12. The population of at-risk students across the state increased by about 2.5 percent from approximately 161,000 in FY 1995-96 to about 164,000 in FY 1999-00. Over the same period, the total number of students in grades K-12 increased by approximately 8.1 percent, from 620,000 to almost 670,000.

Chart 3.1
K-12 Member and At-Risk Count
(FY 1995-96 through FY 1999-00)



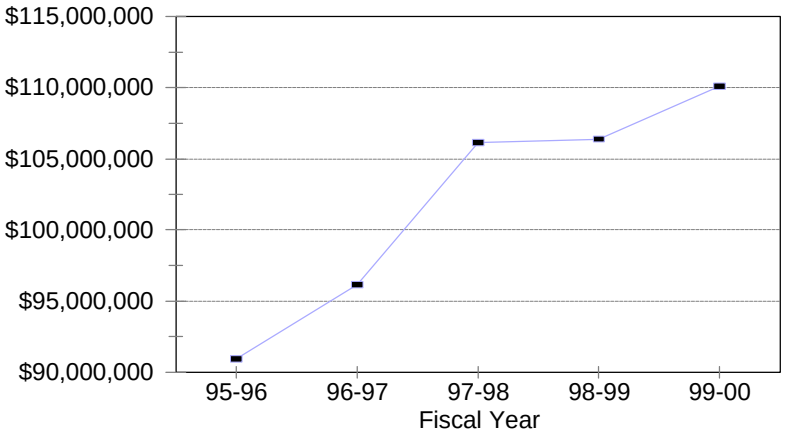
Statewide percentage of at-risk students. Colorado's percentage of at-risk students statewide has declined over the last five years. Chart 3.2 illustrates the decline from 26.00 percent in FY 1995-96 to 24.54 percent in FY 1999-00. This decline may be attributed to a number of factors which will be discussed in the following section. And while the statewide at-risk percent may be decreasing, other trends may be found in individual districts. In FY 1999-00, for example, 82 school districts saw increases in their percentage of at-risk students.

Chart 3.2
Statewide Percentage of At-Risk Pupils
(FY 1995-96 through FY 1999-00)



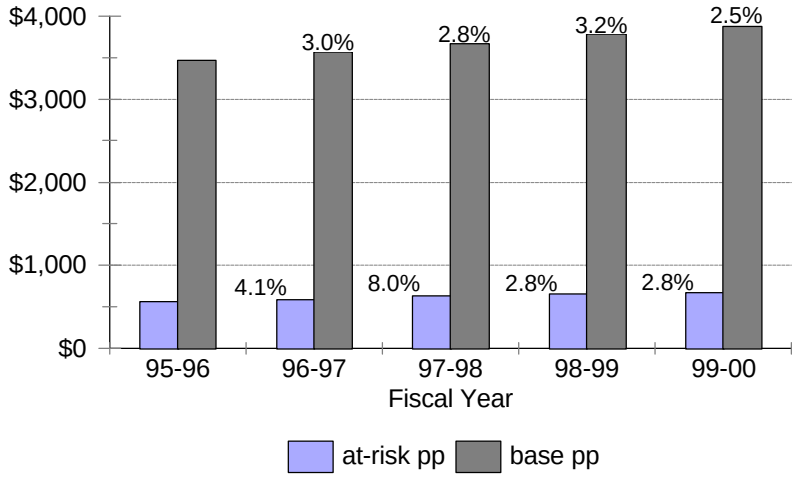
Total at-risk funding. The growth in at-risk funding statewide is illustrated in Chart 3.3. From almost $91 million in FY 1995-96, at-risk funding for the state's school districts has increased to over $110 million in FY 1999-00. Several significant points can be made about the trends in funding, however. Despite continued enrollment growth in the state, a lower percentage of at-risk students statewide has slowed the rate of growth in at-risk funding. After growth of 6 percent and 10 percent in FY 1996-97 and FY 1997-98 respectively, total funding grew by only .2 percent in 1998-99 and then increased by 3.5 percent in FY 1999-00. The strong growth in FY 1997-98 may be attributed in part to the statutory increase in the factor from 11 percent to 11.5 percent.

Chart 3.3
Statewide At-Risk Funding
(FY 1995-96 through FY 1999-00)



At-risk and base per pupil funding. Chart 3.4 shows increases in per pupil at-risk funding compared with the statewide base per pupil funding over the last five years, with percentage increases by year shown above each bar. Since FY 1995-96, base per pupil funding has increased about 11.4 percent, from approximately $3,500 per pupil in FY 1995-96 to approximately $3,900 in FY 1999-00. In comparison, average per pupil funding for at-risk students has increased by approximately 19 percent over the same period, from $564 to $670. It is important to note that the annual rates of growth for both categories of funding have been comparable, with the exception of FY 1997-98, when the at-risk factor was raised from 11 to 11.5 percent.

Chart 3.4
At-Risk and Base Per Pupil Funding
(FY 1995-96 through FY 1999-00)



State at-risk count and state per capita income. Because the state at-risk count reflects Colorado families living at or near poverty, the juxtaposition of the trends in the state's at-risk count and the state's per capita income provides an interesting point of comparison. Charts 3.5 and 3.6 indicate these two statewide totals over the past five years. Chart 3.5 illustrates the increases and decline in the state's total at-risk count, as was also shown in Chart 3.1.

Per capita income in Colorado, represented in Chart 3.6, has grown at a rate of between 5 percent and 7 percent for each year from 1995 through 1999. The five-year chart shows growth from approximately $24,000 to $31,000. The steady growth in Colorado's per capita income seems to be consistent with the decline in the state's count of at-risk students.

Chart 3.5
Statewide At-Risk Count
(FY 1995-96 through FY 1999-00)

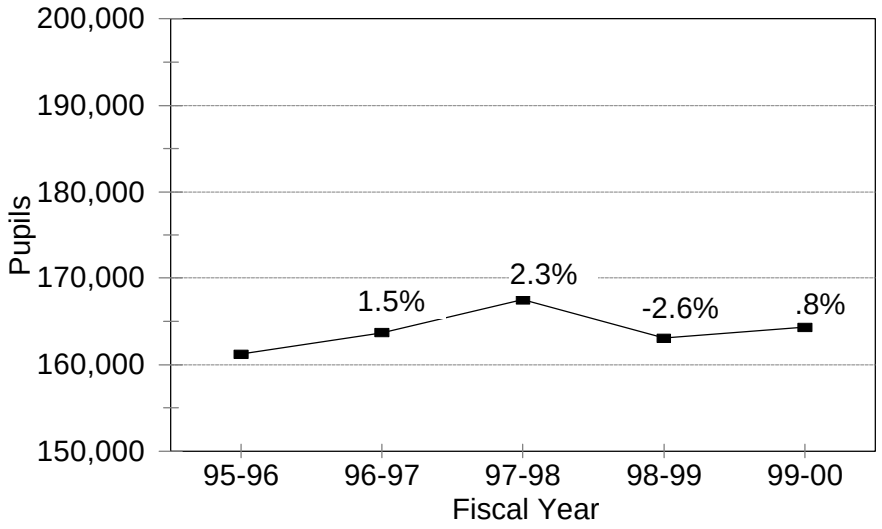
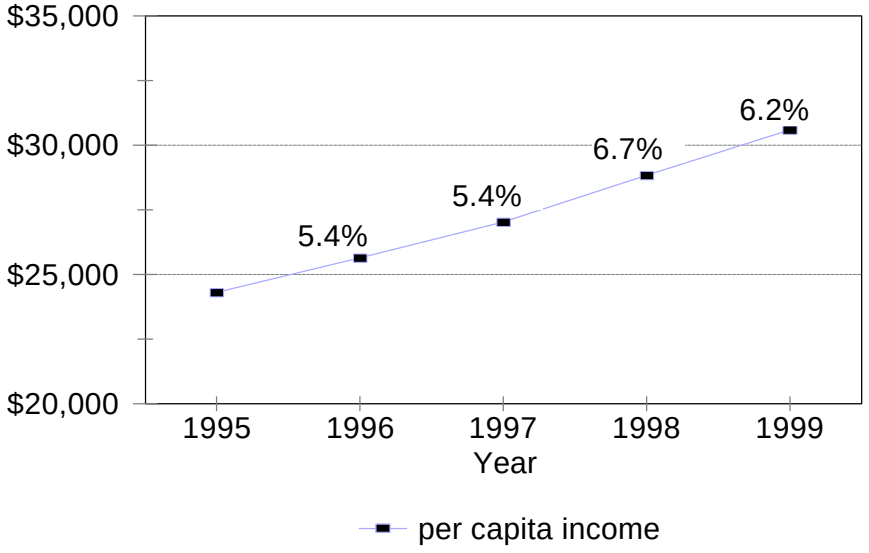


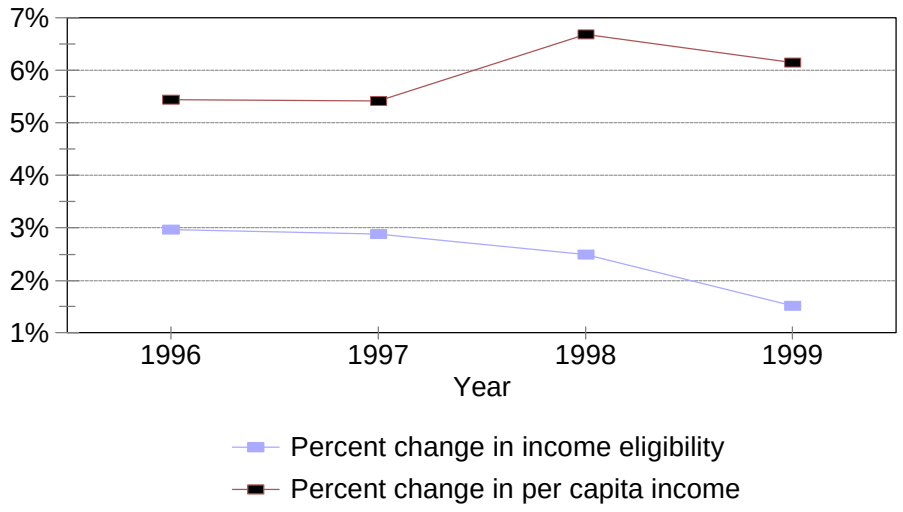
Chart 3.6
State Per Capita Income*



* Per capita income for 1999 is based on economic projections by Legislative Council staff.

Percent change in state per capita income and income eligibility for free lunch. Chart 3.7 shows the percent change in state per capita income compared to the percent change in the federal income guidelines for free lunch for a family of four. As referenced earlier, per capita income has grown steadily in the last five years, with the most recent rate of growth exceeding 6 percent. In comparison, federal income eligibility guidelines for free lunch have also increased, but at a much slower rate. As Chart 3.7 depicts, the rate of growth in income eligibility has declined from approximately 3 percent in FY 1995-96 to 1.5 percent in FY 1999-00.

Chart 3.7
Percent Change in Per Capita Income and Free Lunch Income Eligibility



Variables Impacting At-Risk Funding

Much discussion by policymakers and stakeholders in recent years has centered upon the various factors impacting at-risk funding. While normal fluctuations and unique district circumstances cannot be ignored, welfare reform and the state of the economy appear to be two factors worth study and analysis. In order to put these factors in context and to delineate them further, a brief look at circumstances nationally will be followed by a discussion of welfare reform and economic factors in Colorado.

The Personal Responsibility and Work Opportunity Reconciliation Act of 1996. Welfare reform originated from Congress with the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, or the Welfare Reform Act. As an act that promoted self-sufficiency and employment, the Welfare Reform Act gave states increased flexibility in allocating benefits and tightened eligibility standards for programs such as food stamps. Specifically in regard to the food stamp program, the Welfare Reform Act established work requirements for healthy recipients without dependents and disqualified many resident aliens from the program.

Welfare reform may also affect food stamp participation in indirect ways as well. For example, in some states, welfare recipients, including those with children, are encouraged to find jobs because of time limits on benefits. They may stop applying for food stamp benefits because of confusion as to whether they are still eligible for food stamps or because they find jobs and their incomes increase.

A national decline in food stamp participation. The United States has seen a nationwide decline in the number of food stamp recipients for each of the last five years, according to the United States General Accounting Office (GAO).[17] In July 1999, the General Accounting Office issued a report on the Food Stamp Program with the title "Various Factors Have Led to Declining Participation." The report analyzed data and compilations from all 50 states in order to come to conclusions about the declining number of participants in the food stamp program. Food stamp participation dropped in every state, with an average decline of 24 percent between 1996 and 1998. The report points to welfare reform initiatives and the strong United States economy as the primary reasons for the decline. Also noted by the General Accounting Office is a decline in children's participation in the food stamp program that is sharper than the decline in the number of children living in poverty. According to the report, this gap demonstrates a growing gap between need and assistance.

Welfare reform and food stamp participation in Colorado. In Colorado, the number of recipients of Temporary Aid for Need Families (TANF) benefits declined almost 49 percent between 1996 and 1998. Colorado's decrease in food stamp participation was average for the nation, with a decline of 23 percent during the same two-year period .[18] For comparison, the state at-risk student count decreased .5 percent between 1996 and 1998. Thus, Colorado's at-risk student count is not declining at the same pace as Coloradans' participation in the TANF or food stamp programs.

The Colorado economy. As the number one reason given by most states for the decline in food stamp participation, according to the GAO report, the state of the economy is an important factor to consider in Colorado. Between 1995 and 1998, the unemployment rate in Colorado declined from 4.2 percent to 3.8 percent, and is projected to decline further for 1999. Personal income increased by an average of 8 percent during the same period. In terms of comparative economic growth in 1998, Colorado ranked sixth in the nation in employment growth and ninth in per capita income.[19]

Impact on Colorado's at-risk count. From data regarding Colorado's food stamp program participation and the state of Colorado's economy, there appear to be a number of factors that impact Colorado's at-risk count. The complexity of the interrelationships make it difficult to project cause-and-effect relationships and to take into account the individual decisions and circumstances of Colorado families.

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17. Report to Congressional Requesters, *Food Stamp Program: Various Factors Have Led to Declining Participation,* United States General Accounting Office, July 1999, p. 5

18. *Food Stamp Program,* p. 30.

19. Colorado Legislative Council, *Focus Colorado: Economic & Revenue Forecast, 1999-2000,* September 1999.

IV. Policy Considerations for Future At-Risk Funding

A variety of policy considerations arise when evaluating Colorado's at-risk factor. Foremost among these considerations may be whether or not there is a need to alter the existing factor. In concluding this study, the final section examines four policy issues that appear to be important in making decisions about at-risk funding. Although these four issues — adding reduced-price lunch students, linking funding to assessment results, changing the factor percentage, and considering categorical funding — are not exhaustive, they appear to represent many of the current discussions in Colorado and across the country regarding funding needs for at-risk students.

Addition of Students Eligible for Reduced-Price Lunch to the At-Risk Count

One consideration to explore when thinking about at-risk funding is whether to add students eligible for reduced-price lunch to the at-risk count. As previously discussed, the count is currently based upon the number of students eligible for free lunch according to federal income guidelines. The National School Lunch Act requires schools to serve *free* meals to all children from households with income at or below 130 percent of the federal income poverty guidelines. Schools must serve *reduced price* meals to all children from households with income higher than 130 percent, but at or below 185 percent of the poverty guidelines. Because eligibility for free lunch is a proxy for factors associated with being at risk, the argument can be made that eligibility for reduced-price lunch may also indicate a need for additional resources. Further, the free lunch count has decreased in some districts; some of the students now eligible for reduced-price lunch may have previously received free lunch and may still be in need of additional educational resources.

Two recent studies have considered using eligibility for reduced-price lunch as a factor in allocating at-risk funding to districts. The Legislative Council Staff's 1993 study of school district setting categories looked at a number of proxies for the at-risk index which was established as a measure of the presence of at-risk youth. The index was derived from a combination of three data elements: the percentage of children age 5 to 17 living in poverty; the percentage of persons age 18 and older without a high school diploma; and the percentage of children age 5 to 17 who speak English "not well" or "not at all." The study recommended that a proxy for the at-risk index be identified because the index utilized census data which is available only every ten years. Among the proxies examined, the number of students receiving free lunch and the number of students receiving reduced-price lunch had the highest correlations with the at-risk index. The coefficient for the correlation between the index and the number of students receiving free and reduced-price lunches was 0.7427, while the coefficient using free lunch alone was 0.7612. Though the correlation with free lunch is higher, it could be argued that the correlation using free and reduced-price lunch is also significant.

A May 1999 study by Augenblick & Myers analyzed the relationship between the proportions of students eligible for free or reduced-price lunch and student performance, as measured by Colorado Student Assessment Program (CSAP) results.[20] The authors determined that the proportions of both populations were negatively correlated with performance; in other words, districts with higher percentages of students eligible for free or reduced lunch tended to perform at lower levels on the CSAP. In school year 1997-98, the correlation between district performance and the proportion of free lunch students was -.858, while the correlation between performance and the proportion of reduced-price lunch students was -.654. Based on these results, the authors conclude that it would make sense to account in some way for students eligible for reduced-price lunches in allocating at-risk funding, though they suggest that eligibility for reduced-price lunch be weighted at less than full value.[21]

Table 4.1 presents possible amounts of additional at-risk funding if reduced-price lunch students are included. Table 4.1 shows estimates of the amount of additional at-risk funding that would be allocated to districts if students eligible for reduced-price lunch are included in the at-risk count. Funding figures represent additional, rather than total, at-risk funding; percent changes from the actual amounts received by districts are also indicated in the table. The reduced-price lunch counts used to calculate possible additional funding are from the Colorado Department of Education's October 1999 pupil count and were added in full or in part to the free lunch count to obtain funding estimates. The first column shows estimates for additional funding with students eligible for reduced-price lunch weighted at half the value of the free lunch students; the third column shows additional funding with reduced-lunch students weighted at the full value of free lunch students. The second and fourth columns indicate percent changes from actual at-risk funding.

Actual at-risk funding in FY 1999-00 totaled $110 million. As the table shows, adding the full reduced-price lunch count to the at-risk count would require approximately an additional $32 million. If students eligible for reduced-price lunch are weighted at half the value of students eligible for free lunch, the state would spend an additional $16 million on at-risk funding. The full and 50 percent weightings were chosen arbitrarily to present a range of funding levels. However, a different percentage could be used, such as the 67 percent weighting suggested by the Augenblick & Myers study. Partial weighting of reduced-lunch students may be justified because the research-based correlation is not quite as high as with free lunch alone. Further, it could be argued that students eligible for reduced-price lunch may not require the same level of additional resources.

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20. Augenblick & Myers, *An Analysis of the Use of the Count of Pupils Eligible for Reduced-Price Lunches in Determining the Number of At-Risk Pupils in Colorado School Districts*, May 1999.

21. Based upon their research, the authors recommend that students eligible for reduced-price lunch be weighted at 67 percent of the value of those eligible for free lunch.

Table 4.1
Estimates of Additional At-Risk Funding Levels Using Full Reduced-Price Lunch Count or One-Half Reduced-Price Lunch Count

County	District	(1) Additional Funding with .5 Reduced Lunch Count	(2) Percent Change from Base	(3) Additional Funding with Full Reduced Lunch Count	(4) Percent Change from Base
ADAMS	MAPLETON	$180,799	21.81%	$369,461	44.57%
ADAMS	NORTHGLENN	518,914	21.51%	1,037,829	43.01%
ADAMS	COMMERCE CITY	382,955	15.13%	781,915	30.90%
ADAMS	BRIGHTON	104,546	16.21%	209,100	32.41%
ADAMS	BENNETT	28,894	50.73%	57,789	101.46%
ADAMS	STRASBURG	14,079	32.80%	28,159	65.60%
ADAMS	WESTMINSTER	426,087	20.57%	869,893	41.99%
ALAMOSA	ALAMOSA	98,916	11.01%	200,157	22.29%
ALAMOSA	SANGRE DE CRISTO	12,836	14.95%	25,672	29.90%
ARAPAHOE	ENGLEWOOD	100,930	18.96%	202,049	37.96%
ARAPAHOE	SHERIDAN	109,576	17.00%	223,673	34.71%
ARAPAHOE	CHERRY CREEK	488,263	32.13%	976,526	64.27%
ARAPAHOE	LITTLETON	138,667	19.29%	277,334	38.57%
ARAPAHOE	DEER TRAIL	13,320	84.37%	26,640	168.75%
ARAPAHOE	AURORA	556,401	9.81%	1,114,128	19.64%
ARAPAHOE	BYERS	16,600	25.35%	33,200	50.71%
ARCHULETA	ARCHULETA	56,363	24.05%	115,452	49.25%
BACA	WALSH	7,729	19.00%	15,459	38.00%
BACA	PRITCHETT	6,365	19.35%	12,730	38.71%
BACA	SPRINGFIELD	12,784	13.89%	25,569	27.78%
BACA	VILAS	10,599	24.88%	21,198	49.75%
BACA	CAMPO	3,193	10.17%	6,386	20.34%
BENT	LAS ANIMAS	57,613	17.04%	118,494	35.05%
BENT	MCCLAVE	5,273	6.68%	10,547	13.36%
BOULDER	ST VRAIN	207,924	11.01%	415,847	22.01%
BOULDER	BOULDER	197,330	12.92%	394,660	25.84%
CHAFFEE	BUENA VISTA	29,978	26.63%	59,956	53.25%
CHAFFEE	SALIDA	33,467	19.68%	67,444	39.66%
CHEYENNE	KIT CARSON	4,895	26.04%	9,791	52.08%
CHEYENNE	CHEYENNE	12,563	39.33%	25,126	78.65%
CLEAR CREEK	CLEAR CREEK	27,936	23.81%	55,872	47.62%
CONEJOS	NORTH CONEJOS	71,889	14.71%	146,669	30.00%
CONEJOS	SANFORD	21,344	16.70%	42,687	33.40%
CONEJOS	SOUTH CONEJOS	20,116	12.79%	40,232	25.58%
COSTILLA	CENTENNIAL	18,985	15.69%	37,970	31.37%
COSTILLA	SIERRA GRANDE	18,267	14.18%	36,534	28.35%
CROWLEY	CROWLEY	55,257	22.85%	114,751	47.46%
CUSTER	WESTCLIFFE	7,358	11.41%	14,715	22.82%
DELTA	DELTA	187,086	22.03%	383,735	45.19%
DENVER	DENVER	2,559,955	7.63%	5,146,966	15.35%
DOLORES	DOLORES	13,216	20.59%	26,432	41.19%
DOUGLAS	DOUGLAS	90,140	35.83%	180,280	71.67%
EAGLE	EAGLE	101,497	21.30%	202,993	42.61%
ELBERT	ELIZABETH	15,302	25.30%	30,605	50.61%
ELBERT	KIOWA	15,385	55.41%	30,769	110.82%
ELBERT	BIG SANDY	13,467	17.42%	26,935	34.84%

County	District	(1) Additional Funding with .5 Reduced Lunch Count	(2) Percent Change from Base	(3) Additional Funding with Full Reduced Lunch Count	(4) Percent Change from Base
ELBERT	ELBERT	7,255	25.91%	14,510	51.83%
ELBERT	AGATE	7,384	59.09%	14,768	118.18%
EL PASO	CALHAN	19,017	24.86%	38,179	49.90%
EL PASO	HARRISON	606,450	21.72%	1,250,303	44.79%
EL PASO	WIDEFIELD	150,611	19.33%	301,222	38.67%
EL PASO	FOUNTAIN	240,429	39.28%	516,648	84.42%
EL PASO	COLORADO SPRINGS	814,894	18.34%	1,640,277	36.92%
EL PASO	CHEYENNE MOUNTAIN	25,757	27.42%	51,513	54.85%
EL PASO	MANITOU SPRINGS	18,202	20.03%	36,403	40.05%
EL PASO	ACADEMY	82,941	35.88%	165,883	71.76%
EL PASO	ELLICOTT	50,117	26.22%	104,073	54.44%
EL PASO	PEYTON	19,364	41.78%	38,728	83.56%
EL PASO	HANOVER	8,277	16.51%	16,554	33.03%
EL PASO	LEWIS-PALMER	12,055	14.57%	24,109	29.14%
EL PASO	FALCON	93,212	36.42%	186,425	72.84%
EL PASO	EDISON	6,333	17.74%	12,665	35.48%
EL PASO	MIAMI-YODER	11,233	11.80%	22,465	23.59%
FREMONT	CANON CITY	126,715	20.16%	257,016	40.90%
FREMONT	FLORENCE	49,346	12.99%	99,073	26.09%
FREMONT	COTOPAXI	10,752	11.38%	21,504	22.76%
GARFIELD	ROARING FORK	78,098	17.82%	156,196	35.65%
GARFIELD	RIFLE	63,489	21.81%	126,979	43.62%
GARFIELD	PARACHUTE	27,696	19.90%	56,188	40.38%
GILPIN	GILPIN	5,779	19.70%	11,559	39.41%
GRAND	WEST GRAND	21,444	46.28%	42,887	92.57%
GRAND	EAST GRAND	20,015	33.85%	40,030	67.70%
GUNNISON	GUNNISON	16,934	19.87%	33,868	39.73%
HINSDALE	HINSDALE	3,017	54.35%	6,033	108.70%
HUERFANO	HUERFANO	43,762	14.34%	89,124	29.20%
HUERFANO	LA VETA	8,778	15.53%	17,557	31.06%
JACKSON	NORTH PARK	19,192	31.95%	38,384	63.91%
JEFFERSON	JEFFERSON	1,187,003	21.72%	2,374,006	43.43%
KIOWA	EADS	9,127	21.85%	18,253	43.71%
KIOWA	PLAINVIEW	4,713	37.50%	9,427	75.00%
KIT CARSON	ARRIBA-FLAGLER	14,919	40.48%	29,839	80.96%
KIT CARSON	HI PLAINS	8,333	51.52%	16,667	103.03%
KIT CARSON	STRATTON	10,140	31.60%	20,280	63.21%
KIT CARSON	BETHUNE	9,803	20.08%	19,607	40.15%
KIT CARSON	BURLINGTON	29,438	17.69%	59,652	35.85%
LAKE	LAKE	84,006	29.15%	176,039	61.08%
LA PLATA	DURANGO	83,628	16.67%	167,255	33.34%
LA PLATA	BAYFIELD	26,600	31.23%	53,200	62.46%
LA PLATA	IGNACIO	53,118	21.33%	108,962	43.76%
LARIMER	POUDRE	304,151	16.84%	608,301	33.67%
LARIMER	THOMPSON	249,662	21.96%	499,324	43.92%
LARIMER	ESTES PARK	11,152	13.13%	22,304	26.26%
LAS ANIMAS	TRINIDAD	121,101	20.75%	250,583	42.95%
LAS ANIMAS	PRIMERO	9,654	16.85%	19,309	33.71%
LAS ANIMAS	HOEHNE	26,407	32.26%	52,814	64.52%
LAS ANIMAS	AGUILAR	12,437	13.34%	24,874	26.68%

County	District	(1) Additional Funding with .5 Reduced Lunch Count	(2) Percent Change from Base	(3) Additional Funding with Full Reduced Lunch Count	(4) Percent Change from Base
LAS ANIMAS	BRANSON	3,769	10.57%	7,538	21.15%
LAS ANIMAS	KIM	7,219	25.45%	14,438	50.91%
LINCOLN	GENOA-HUGO	12,687	32.38%	25,374	64.76%
LINCOLN	LIMON	22,237	28.12%	44,915	56.79%
LINCOLN	KARVAL	6,425	38.71%	12,850	77.42%
LOGAN	VALLEY	92,974	19.72%	189,052	40.10%
LOGAN	FRENCHMAN	17,780	42.36%	35,560	84.71%
LOGAN	BUFFALO	8,098	17.65%	16,196	35.29%
LOGAN	PLATEAU	10,687	29.49%	21,374	58.98%
MESA	DEBEQUE	11,046	109.52%	22,093	219.05%
MESA	PLATEAU	11,560	11.85%	23,120	23.71%
MESA	MESA VALLEY	557,548	17.78%	1,127,049	35.94%
MINERAL	CREEDE	6,627	25.29%	13,254	50.58%
MOFFAT	MOFFAT	43,539	16.75%	87,077	33.49%
MONTEZUMA	MONTEZUMA	118,745	13.48%	239,891	27.23%
MONTEZUMA	DOLORES	27,665	20.38%	56,502	41.62%
MONTEZUMA	MANCOS	10,996	20.67%	21,992	41.33%
MONTROSE	MONTROSE	156,196	16.48%	315,188	33.26%
MONTROSE	WEST END	22,859	24.68%	47,110	50.87%
MORGAN	BRUSH	46,367	12.69%	93,256	25.52%
MORGAN	FT. MORGAN	116,510	10.51%	234,472	21.15%
MORGAN	WELDON	8,902	15.60%	17,805	31.20%
MORGAN	WIGGINS	29,302	30.48%	61,274	63.74%
OTERO	EAST OTERO	81,120	14.78%	164,878	30.04%
OTERO	ROCKY FORD	71,823	13.82%	146,668	28.23%
OTERO	MANZANOLA	8,449	6.23%	16,899	12.46%
OTERO	FOWLER	17,709	26.37%	35,418	52.74%
OTERO	CHERAW	14,032	24.05%	28,063	48.10%
OTERO	SWINK	9,203	25.24%	18,405	50.49%
OURAY	OURAY	10,328	39.86%	20,655	79.71%
OURAY	RIDGWAY	7,109	21.25%	14,217	42.50%
PARK	PLATTE CANYON	15,526	22.75%	31,053	45.49%
PARK	PARK	15,623	26.40%	31,245	52.80%
PHILLIPS	HOLYOKE	20,480	24.48%	41,307	49.37%
PHILLIPS	HAXTUN	16,337	57.64%	32,675	115.29%
PITKIN	ASPEN	763	3.51%	1,526	7.02%
PROWERS	GRANADA	9,683	12.43%	19,365	24.86%
PROWERS	LAMAR	62,873	12.09%	126,665	24.36%
PROWERS	HOLLY	12,265	11.38%	24,530	22.77%
PROWERS	WILEY	16,882	19.16%	33,764	38.31%
PUEBLO	PUEBLO CITY	752,233	12.34%	1,523,584	25.00%
PUEBLO	PUEBLO RURAL	150,084	25.10%	300,169	50.20%
RIO BLANCO	MEEKER	17,756	17.47%	35,677	35.10%
RIO BLANCO	RANGELY	11,162	26.35%	22,323	52.70%
RIO GRANDE	DEL NORTE	37,610	17.07%	76,822	34.87%
RIO GRANDE	MONTE VISTA	50,476	9.60%	101,626	19.33%
RIO GRANDE	SARGENT	16,130	18.83%	32,261	37.67%
ROUTT	HAYDEN	12,467	33.16%	24,935	66.32%
ROUTT	STEAMBOAT SPRINGS	10,298	24.44%	20,597	48.88%
ROUTT	SOUTH ROUTT	11,634	31.42%	23,269	62.84%

County	District	(1) Additional Funding with .5 Reduced Lunch Count	(2) Percent Change from Base	(3) Additional Funding with Full Reduced Lunch Count	(4) Percent Change from Base
SAGUACHE	MOUNTAIN VALLEY	18,894	25.15%	37,789	50.30%
SAGUACHE	MOFFAT	6,966	8.52%	13,931	17.05%
SAGUACHE	CENTER	18,620	3.42%	37,436	6.87%
SAN JUAN	SILVERTON	0	0.00%	0	0.00%
SAN MIGUEL	TELLURIDE	2,448	11.63%	4,897	23.26%
SAN MIGUEL	NORWOOD	9,477	21.24%	18,953	42.48%
SEDGWICK	JULESBURG	15,049	21.45%	30,098	42.90%
SEDGWICK	PLATTE VALLEY	10,668	15.47%	21,336	30.94%
SUMMIT	SUMMIT	35,728	28.53%	71,456	57.06%
TELLER	CRIPPLE CREEK	17,573	16.36%	35,375	32.94%
TELLER	WOODLAND PARK	29,035	21.78%	58,069	43.57%
WASHINGTON	AKRON	22,664	30.07%	47,318	62.77%
WASHINGTON	ARICKAREE	11,317	25.58%	22,633	51.16%
WASHINGTON	OTIS	12,691	21.77%	25,382	43.55%
WASHINGTON	LONE STAR	3,303	12.77%	6,605	25.53%
WASHINGTON	WOODLIN	5,531	19.16%	11,063	38.33%
WELD	GILCREST	75,272	18.66%	153,294	38.01%
WELD	EATON	29,441	17.92%	58,883	35.84%
WELD	KEENESBURG	49,701	20.20%	100,670	40.92%
WELD	WINDSOR	27,235	23.12%	54,470	46.25%
WELD	JOHNSTOWN	47,988	19.73%	97,042	39.89%
WELD	GREELEY	492,689	13.07%	992,518	26.34%
WELD	PLATTE VALLEY	30,580	17.24%	61,665	34.76%
WELD	FT. LUPTON	88,692	9.73%	178,495	19.57%
WELD	AULT-HIGHLAND	47,737	26.69%	99,031	55.38%
WELD	BRIGGSDALE	12,373	44.28%	24,747	88.56%
WELD	PRAIRIE	9,508	33.33%	19,016	66.67%
WELD	PAWNEE	9,240	18.37%	18,479	36.73%
YUMA	WEST YUMA	43,822	14.90%	88,927	30.23%
YUMA	EAST YUMA	57,813	45.33%	126,629	99.29%
STATE	**TOTALS**	**$16,050,850**	**14.58%**	**$32,404,331**	**29.43%**

It should be noted that the table assumes that reduced lunch students will account for additional funding. An alternative, also suggested by Augenblick & Myers, would be to simply redistribute existing funding to include the reduced-price lunch count in addition to the free lunch count. In this case, each district's at-risk count would be modified to account for the numbers of students receiving reduced-price lunch; the total amount of at-risk funding would then be redistributed, with districts receiving funding in proportion to their adjusted at-risk counts. Again, decisions would need to be made about how much reduced-price lunch students should be weighted in relation to free lunch students.

At-Risk Funding and Student Achievement

The August 1993 Legislative Council report on setting categories explored the possibility of tying at-risk funding to a measure of achievement in order to direct resources to improve student performance. As the report noted, linking at-risk funding to achievement seems to be appropriate because the phrase "at risk" refers to those students who have the potential to perform poorly in or to drop out of school prior to graduation. In other words, "at risk" appears to be defined by academic achievement, so the report postulated that it might make sense to allocate funding for at-risk students based on achievement.

The 1993 report did not recommend linking at-risk funding to achievement, however, because of the lack of statewide student achievement data at the time. House Bill 93-1313 established the mechanism for statewide standards and assessments, but statewide testing did not actually occur until 1996. So, at the time, data did not exist to base at-risk funding on student achievement. However, the Colorado Student Assessment Program (CSAP) has now been implemented for three years and additional tests and grade levels continue to be added each year. If the General Assembly decided to link at-risk funding to student achievement, it could now do so using CSAP data.

The report prepared by Augenblick & Myers in May 1999[22] examined the relationship between student achievement and district proportions of three populations of students: students eligible for free lunch; estimated number of students eligible for reduced-price lunch;[23] and students participating in English Language Proficiency Act (ELPA) programs. The authors found that there were strong negative correlations between district performance scores and the proportions of students in all three populations. Further, they determined that the combination of the three factors accounted for approximately 80 percent of the variation in district performance scores, with the proportion of students eligible for free lunch contributing about 50 percent more to the equation than the proportion of students eligible for reduced-price lunch. The authors concluded from their analysis that both students eligible for free lunches and students eligible for reduced-price lunches tend to perform at low levels on the CSAP and that it would make sense to consider the numbers of both populations in providing additional funding for at-risk students if higher student performance is a goal.

If the General Assembly chose to link at-risk funding to student achievement, there would still be a number of factors to consider. For example: additional funding could be used to reward districts for performing at high levels or to subsidize those districts performing at low levels. The current accreditation system penalizes districts that consistently perform at low levels on the assessments. However, the philosophy behind at-risk funding historically has been to provide additional money for districts to accommodate the specialized needs of at-risk students and so decisions would need to be made about how to integrate the two policies. Further, providing additional funding for low achievement could be perceived as rewarding districts for poor performance.

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22. Augenblick & Myers, *An Analysis of the Use of the Count of Pupils Eligible for Reduced-Price Lunches in Determining the Number of At-Risk Pupils in Colorado School Districts*, May 1999.

23. Estimates of numbers of students eligible for reduced-price lunches were calculated in the report by determining the ratio of free lunches served to the number of students eligible for free lunch (actual free lunch count) and applying that ratio to the number of reduced-price lunches served.

Change in the Base Factor

The weight of the at-risk factor in the school finance formula and its use as a tool to reach a desired funding level remain key policy considerations in the at-risk debate. The General Assembly raised the base at-risk factor from 11 percent to 11.5 percent in 1997, and could do so again if it determined to adjust at-risk funding.

Use of a new higher base at-risk factor would seem to extend the state's commitment to at-risk funding and to recognize the strength of the correlation found in the 1993 Legislative Council study between free lunch students and a census-based at-risk index. In addition, continued exclusive use of the free lunch count as the at-risk proxy carries the advantages of historical precedent and counting mechanisms that are already in place.

Table 4.2 indicates the impact on funding when the at-risk factor is increased at two arbitrarily chosen increments. Based on 1999-00 funding levels, Table 4.2 calculates at-risk funding at the current factor of 11.5 percent, as well as at increased factors of 12 percent and 14 percent. A 0.5 percent increase in the factor grows funding by approximately $4 million, while the 2.5 percent increase raises total at-risk funding by almost $20 million.

Table 4.2:
Comparison of Funding Levels Using Different Base Factor

County	District	11.50%	12%	14%
ADAMS	MAPLETON	$828,907	$863,755	$1,003,145
ADAMS	NORTHGLENN	2,412,816	2,517,721	2,937,341
ADAMS	COMMERCE CITY	2,530,513	2,604,273	2,899,314
ADAMS	BRIGHTON	645,122	673,171	785,366
ADAMS	BENNETT	56,955	59,431	69,336
ADAMS	STRASBURG	42,927	44,793	52,259
ADAMS	WESTMINSTER	2,071,426	2,155,800	2,493,297
ALAMOSA	ALAMOSA	898,050	926,030	1,037,951
ALAMOSA	SANGRE DE CRISTO	85,858	89,591	104,523
ARAPAHOE	ENGLEWOOD	532,323	555,468	648,046
ARAPAHOE	SHERIDAN	644,489	666,377	753,932
ARAPAHOE	CHERRY CREEK	1,519,495	1,585,560	1,849,821
ARAPAHOE	LITTLETON	719,005	750,267	875,311
ARAPAHOE	DEER TRAIL	15,787	16,473	19,218
ARAPAHOE	AURORA	5,673,897	5,903,279	6,820,805
ARAPAHOE	BYERS	65,471	68,318	79,704
ARCHULETA	ARCHULETA	234,406	244,494	284,842
BACA	WALSH	40,682	42,450	49,525
BACA	PRITCHETT	32,885	34,315	40,034
BACA	SPRINGFIELD	92,048	96,050	112,058
BACA	VILAS	42,609	44,461	51,871
BACA	CAMPO	31,397	32,763	38,223
BENT	LAS ANIMAS	338,045	347,796	386,803
BENT	MCCLAVE	78,949	82,382	96,112
BOULDER	ST VRAIN	1,889,011	1,971,142	2,299,666
BOULDER	BOULDER	1,527,208	1,593,608	1,859,209
CHAFFEE	BUENA VISTA	112,591	117,487	137,068
CHAFFEE	SALIDA	170,074	177,466	207,036

County	District	11.50%	12%	14%
CHEYENNE	KIT CARSON	18,798	19,615	22,885
CHEYENNE	CHEYENNE	31,946	33,335	38,890
CLEAR CREEK	CLEAR CREEK	117,330	122,432	142,837
CONEJOS	NORTH CONEJOS	488,868	503,619	562,620
CONEJOS	SANFORD	127,791	133,347	155,571
CONEJOS	SOUTH CONEJOS	157,278	164,116	191,469
COSTILLA	CENTENNIAL	121,031	126,293	147,342
COSTILLA	SIERRA GRANDE	128,853	134,455	156,864
CROWLEY	CROWLEY	241,793	249,664	281,147
CUSTER	WESTCLIFFE	64,479	67,282	78,496
DELTA	DELTA	849,137	883,777	1,022,336
DENVER	DENVER	33,534,574	34,473,213	38,227,767
DOLORES	DOLORES	64,170	66,960	78,120
DOUGLAS	DOUGLAS	251,555	262,492	306,241
EAGLE	EAGLE	476,450	497,166	580,027
ELBERT	ELIZABETH	60,473	63,102	73,619
ELBERT	KIOWA	27,764	28,971	33,800
ELBERT	BIG SANDY	77,310	80,671	94,116
ELBERT	ELBERT	27,995	29,212	34,081
ELBERT	AGATE	12,496	13,039	15,212
EL PASO	CALHAN	76,512	79,839	93,145
EL PASO	HARRISON	2,791,520	2,891,652	3,292,179
EL PASO	WIDEFIELD	779,030	812,901	948,384
EL PASO	FOUNTAIN	612,019	638,609	744,966
EL PASO	COLORADO SPRINGS	4,442,716	4,635,000	5,404,134
EL PASO	CHEYENNE MOUNTAIN	93,917	98,000	114,333
EL PASO	MANITOU SPRINGS	90,893	94,845	110,652
EL PASO	ACADEMY	231,166	241,216	281,419
EL PASO	ELLICOTT	191,154	198,818	229,476
EL PASO	PEYTON	46,348	48,364	56,424
EL PASO	HANOVER	50,122	52,302	61,019
EL PASO	LEWIS-PALMER	82,738	86,336	100,725
EL PASO	FALCON	255,935	267,062	311,572
EL PASO	EDISON	35,693	37,245	43,453
EL PASO	MIAMI-YODER	95,223	99,363	115,923
FREMONT	CANON CITY	628,437	655,271	762,606
FREMONT	FLORENCE	379,752	394,904	455,509
FREMONT	COTOPAXI	94,478	98,586	115,017
GARFIELD	ROARING FORK	438,156	457,206	533,408
GARFIELD	RIFLE	291,070	303,726	354,347
GARFIELD	PARACHUTE	139,148	145,053	168,673
GILPIN	GILPIN	29,330	30,606	35,707
GRAND	WEST GRAND	46,331	48,346	56,403
GRAND	EAST GRAND	59,130	61,701	71,985
GUNNISON	GUNNISON	85,245	88,952	103,777
HINSDALE	HINSDALE	5,551	5,792	6,757
HUERFANO	HUERFANO	305,217	314,699	352,626
HUERFANO	LA VETA	56,532	58,990	68,822
JACKSON	NORTH PARK	60,059	62,670	73,115
JEFFERSON	JEFFERSON	5,465,884	5,703,531	6,654,120
KIOWA	EADS	41,763	43,579	50,842
KIOWA	PLAINVIEW	12,569	13,115	15,301
KIT CARSON	ARRIBA-FLAGLER	36,855	38,457	44,867
KIT CARSON	HI PLAINS	16,177	16,880	19,693

County	District	11.50%	12%	14%
KIT CARSON	STRATTON	32,086	33,481	39,062
KIT CARSON	BETHUNE	48,830	50,953	59,445
KIT CARSON	BURLINGTON	166,416	173,178	200,228
LAKE	LAKE	288,210	299,329	343,808
LA PLATA	DURANGO	501,654	523,465	610,710
LA PLATA	BAYFIELD	85,180	88,884	103,698
LA PLATA	IGNACIO	249,025	258,685	297,325
LARIMER	POUDRE	1,806,476	1,885,019	2,199,189
LARIMER	THOMPSON	1,136,837	1,186,265	1,383,976
LARIMER	ESTES PARK	84,933	88,626	103,397
LAS ANIMAS	TRINIDAD	583,481	602,104	676,597
LAS ANIMAS	PRIMERO	57,283	59,774	69,736
LAS ANIMAS	HOEHNE	81,862	85,421	99,658
LAS ANIMAS	AGUILAR	93,231	97,284	113,498
LAS ANIMAS	BRANSON	35,642	37,192	43,391
LAS ANIMAS	KIM	28,360	29,593	34,525
LINCOLN	GENOA-HUGO	39,180	40,883	47,697
LINCOLN	LIMON	79,090	82,529	96,284
LINCOLN	KARVAL	16,598	17,319	20,206
LOGAN	VALLEY	471,454	491,007	569,220
LOGAN	FRENCHMAN	41,978	43,804	51,104
LOGAN	BUFFALO	45,888	47,883	55,864
LOGAN	PLATEAU	36,238	37,814	44,116
MESA	DEBEQUE	10,086	10,524	12,278
MESA	PLATEAU	97,520	101,648	118,160
MESA	MESA VALLEY	3,136,244	3,266,363	3,786,838
MINERAL	CREEDE	26,202	27,341	31,898
MOFFAT	MOFFAT	259,980	271,283	316,497
MONTEZUMA	MONTEZUMA	880,838	912,682	1,040,058
MONTEZUMA	DOLORES	135,754	141,274	163,356
MONTEZUMA	MANCOS	53,209	55,522	64,776
MONTROSE	MONTROSE	947,525	986,554	1,142,669
MONTROSE	WEST END	92,607	96,492	112,031
MORGAN	BRUSH	365,382	379,337	435,155
MORGAN	FT. MORGAN	1,108,398	1,143,982	1,286,316
MORGAN	WELDON	57,073	59,555	69,481
MORGAN	WIGGINS	96,137	100,263	116,768
OTERO	EAST OTERO	548,804	567,388	641,721
OTERO	ROCKY FORD	519,589	534,319	593,237
OTERO	MANZANOLA	135,650	141,548	165,139
OTERO	FOWLER	67,160	70,080	81,760
OTERO	CHERAW	58,338	60,874	71,020
OTERO	SWINK	36,457	38,042	44,382
OURAY	OURAY	25,913	27,040	31,546
OURAY	RIDGWAY	33,453	34,907	40,725
PARK	PLATTE CANYON	68,257	71,225	83,096
PARK	PARK	59,175	61,748	72,039
PHILLIPS	HOLYOKE	83,676	87,315	101,867
PHILLIPS	HAXTUN	28,342	29,574	34,503
PITKIN	ASPEN	21,750	22,695	26,478
PROWERS	GRANADA	77,890	81,277	94,823
PROWERS	LAMAR	519,870	538,527	613,151
PROWERS	HOLLY	107,735	112,419	131,155
PROWERS	WILEY	88,131	91,962	107,289

County	District	11.50%	12%	14%
PUEBLO	PUEBLO CITY	6,093,882	6,286,757	7,058,259
PUEBLO	PUEBLO RURAL	597,974	623,972	727,968
RIO BLANCO	MEEKER	101,634	106,026	123,593
RIO BLANCO	RANGELY	42,357	44,199	51,565
RIO GRANDE	DEL NORTE	220,306	228,101	259,281
RIO GRANDE	MONTE VISTA	525,851	542,308	608,137
RIO GRANDE	SARGENT	85,649	89,373	104,268
ROUTT	HAYDEN	37,599	39,234	45,773
ROUTT	STEAMBOAT SPRINGS	42,135	43,967	51,295
ROUTT	SOUTH ROUTT	37,031	38,641	45,081
SAGUACHE	MOUNTAIN VALLEY	75,128	78,394	91,460
SAGUACHE	MOFFAT	81,730	85,283	99,497
SAGUACHE	CENTER	544,897	557,182	606,319
SAN JUAN	SILVERTON	45,344	47,316	55,202
SAN MIGUEL	TELLURIDE	21,055	21,971	25,632
SAN MIGUEL	NORWOOD	44,619	46,559	54,319
SEDGWICK	JULESBURG	70,157	73,208	85,409
SEDGWICK	PLATTE VALLEY	68,954	71,952	83,944
SUMMIT	SUMMIT	125,227	130,671	152,450
TELLER	CRIPPLE CREEK	107,382	111,873	129,837
TELLER	WOODLAND PARK	133,287	139,082	162,263
WASHINGTON	AKRON	75,380	78,626	91,613
WASHINGTON	ARICKAREE	44,238	46,161	53,854
WASHINGTON	OTIS	58,288	60,822	70,959
WASHINGTON	LONE STAR	25,871	26,996	31,495
WASHINGTON	WOODLIN	28,864	30,119	35,139
WELD	GILCREST	403,298	419,185	482,734
WELD	EATON	164,311	171,455	200,031
WELD	KEENESBURG	245,991	256,572	298,898
WELD	WINDSOR	117,785	122,906	143,390
WELD	JOHNSTOWN	243,269	253,752	295,688
WELD	GREELEY	3,768,538	3,906,497	4,458,335
WELD	PLATTE VALLEY	177,423	184,941	215,017
WELD	FT. LUPTON	911,961	941,170	1,058,003
WELD	AULT-HIGHLAND	178,826	186,117	215,282
WELD	BRIGGSDALE	27,943	29,158	34,018
WELD	PRAIRIE	28,525	29,765	34,726
WELD	PAWNEE	50,304	52,491	61,240
YUMA	WEST YUMA	294,179	304,850	347,534
YUMA	EAST YUMA	127,534	133,077	155,251
STATE	**TOTALS**	**$110,111,506**	**$114,066,071**	**$129,884,333**

Categorical Funding

A final policy consideration for at-risk funding concerns the possibility of targeted, or categorical, funding for at-risk students. Categorical funding generally is distributed to school districts for programs designed to serve specific student populations. As discussed earlier, a number of other states distribute categorical funds for programs serving at-risk students. Generally, these funds are allocated based on total enrollment, on a measure of poverty in the school district, or on the basis of student performance as measured by state assessments, or on some combination of those factors.

Categorical funding for an at-risk program would be a change in policy direction from Colorado's recent history of including an at-risk factor in the school finance formula. What would distinguish categorical funding from current funding mechanisms is the separate appropriation for the program and the specific nature of the funding. Such funding could replace or be done in addition to the current at-risk factor in the school finance formula.

New categorical funding for an at-risk program could be targeted in a number of different ways in Colorado and could focus on a specific population. Depending on policy priorities, possibilities for categorical funding might include remedial or extended instruction for poorly performing students or literacy programs for early elementary students. It would appear that either one of those categorical funding options would recognize priorities that have already been established by the state.

Appendix 1
Income Eligibility Guidelines
(Effective July 1, 1999 to June 30, 2000)

	Free Meals - 130% of Federal Poverty Guidelines					Reduced Price Meals - 185% of Federal Poverty Guidelines				
Household Size	Annually	Monthly	Weekly	Every Two Weeks	Twice a Month	Annually	Monthly	Weekly	Every Two Weeks	Twice a Month
1	$10,712	$893	$206	$412	$447	$15,244	$1,271	$294	$587	$636
2	$14,378	$1,199	$277	$553	$600	$20,461	$1,706	$394	$787	$853
3	$18,044	$1,504	$347	$694	$752	$25,678	$2,140	$494	$988	$1,070
4	$21,710	$1,810	$418	$835	$905	$30,895	$2,575	$595	$1,189	$1,288
5	$25,376	$2,115	$488	$976	$1,058	$36,112	$3,010	$695	$1,389	$1,505
6	$29,042	$2,421	$559	$1,117	$1,211	$41,329	$3,445	$795	$1,590	$1,723
7	$32,708	$2,726	$629	$1,258	$1,363	$46,546	$3,879	$896	$1,791	$1,940
8	$36,374	$3,032	$700	$1,399	$1,516	$51,763	$4,314	$996	$1,991	$2,157
Additional family member, add	$3,666	$306	$71	$141	$153	$5,217	$435	$101	$201	$218

Source: Colorado Department of Education

Appendix 2
At-Risk Funding and At-Risk Student Percentages, FY 1995-96 through FY 1999-00

County	District	FY 1995-96 At-risk Funding	FY 1995-96 District % At-risk	FY 1996-97 At-risk Funding	FY 1996-97 District % At-risk	FY 1997-98 At-risk Funding	FY 1997-98 District % At-risk	FY 1998-99 At-risk Funding	FY 1998-99 District % At-risk	FY 1999-00 At-risk Funding	FY 1999-00 District % At-risk
ADAMS	MAPLETON	$653,605	30.34%	$`660,768	29.14%	$722,771	29.69%	$715,216	29.30%	$828,904	30.90%
ADAMS	NORTHGLENN	2,182,369	20.55%	2,194,636	19.27%	2,676,001	20.78%	2,484,565	17.80%	2,412,815	16.25%
ADAMS	COMMERCE CITY	2,003,348	55.85%	2,458,683	61.14%	2,406,311	58.85%	2,155,377	53.52%	2,530,509	57.45%
ADAMS	BRIGHTON	659,843	33.43%	577,456	28.30%	632,249	28.04%	701,529	28.56%	645,123	24.15%
ADAMS	BENNETT	84,195	16.74%	71,240	13.80%	87,520	16.01%	71,957	13.17%	56,955	10.35%
ADAMS	STRASBURG	39,170	16.01%	37,287	14.39%	35,104	11.75%	40,822	11.96%	42,927	10.61%
ADAMS	WESTMINSTER	1,735,406	34.30%	1,974,226	36.68%	2,006,871	35.07%	2,030,623	34.02%	2,071,424	33.89%
ALAMOSA	ALAMOSA	694,047	50.16%	594,036	45.25%	742,107	48.80%	786,504	49.43%	898,034	52.85%
ALAMOSA	SANGRE DE CRISTO	72,196	37.27%	71,065	36.47%	70,797	35.51%	67,476	30.80%	85,858	37.63%
ARAPAHOE	ENGLEWOOD	581,248	28.36%	498,906	24.14%	588,875	26.37%	529,955	23.09%	532,323	23.51%
ARAPAHOE	SHERIDAN	485,690	43.87%	572,726	46.67%	591,315	44.47%	605,098	44.26%	644,501	47.01%
ARAPAHOE	CHERRY CREEK	997,733	6.02%	1,014,640	5.71%	1,304,851	6.57%	1,374,709	6.46%	1,519,495	6.78%
ARAPAHOE	LITTLETON	557,800	8.07%	598,960	8.28%	745,790	9.55%	725,428	8.85%	719,005	8.48%
ARAPAHOE	DEER TRAIL	47,705	30.42%	40,392	26.76%	38,019	21.96%	21,682	13.55%	15,787	8.91%
ARAPAHOE	AURORA	3,776,226	30.35%	4,366,448	32.52%	5,723,233	37.26%	4,689,980	31.02%	5,673,910	34.53%
ARAPAHOE	BYERS	60,754	27.10%	61,221	25.94%	76,493	28.07%	76,370	27.42%	65,471	23.36%
ARCHULETA	ARCHULETA	174,399	25.35%	193,598	26.96%	256,806	31.92%	201,746	24.26%	234,405	27.86%
BACA	WALSH	50,872	30.91%	38,798	25.00%	58,130	33.76%	53,313	32.58%	40,682	24.81%
BACA	PRITCHETT	36,394	45.11%	33,643	47.37%	34,766	40.23%	27,809	31.40%	32,885	38.99%
BACA	SPRINGFIELD	71,059	37.18%	56,696	29.91%	68,574	32.04%	92,419	40.98%	92,048	41.83%
BACA	VILAS	45,337	64.71%	33,689	44.32%	40,767	51.87%	33,084	45.00%	42,609	46.21%
BACA	CAMPO	38,331	51.90%	35,629	47.50%	35,290	43.48%	26,647	33.33%	31,397	34.91%
BENT	LAS ANIMAS	243,544	52.63%	259,265	53.92%	267,155	53.72%	340,575	58.39%	338,046	58.16%
BENT	MCCLAVE	64,256	40.71%	58,287	34.88%	60,688	35.62%	72,210	40.53%	78,949	45.96%
BOULDER	ST VRAIN	1,397,162	18.99%	1,571,497	20.36%	1,607,327	18.94%	1,742,792	19.18%	1,889,009	19.78%
BOULDER	BOULDER	1,353,125	11.94%	1,369,164	11.47%	1,515,333	11.57%	1,551,475	11.11%	1,527,208	10.61%
CHAFFEE	BUENA VISTA	85,038	20.04%	92,777	19.89%	90,450	18.36%	98,917	19.74%	112,591	19.76%
CHAFFEE	SALIDA	202,005	31.47%	178,653	28.22%	164,121	24.84%	177,081	25.73%	170,074	25.06%
CHEYENNE	KIT CARSON	39,415	33.31%	24,967	21.85%	15,918	12.96%	18,310	14.75%	18,798	16.00%
CHEYENNE	CHEYENNE	37,699	19.44%	40,464	19.91%	46,526	20.80%	30,765	14.20%	31,946	15.01%
CLEAR CREEK	CLEAR CREEK	85,957	13.24%	106,900	15.19%	107,370	14.53%	135,206	17.73%	117,330	15.68%
CONEJOS	NORTH CONEJOS	353,322	49.20%	404,648	52.27%	404,013	50.14%	436,635	51.57%	488,862	55.05%
CONEJOS	SANFORD	110,873	56.74%	119,369	57.60%	135,674	61.24%	137,454	58.94%	127,791	54.27%
CONEJOS	SOUTH CONEJOS	150,849	65.36%	221,740	59.80%	162,322	62.93%	150,545	59.30%	157,278	62.51%

County	District	FY 1995-96 At-risk Funding	FY 1995-96 District % At-risk	FY 1996-97 At-risk Funding	FY 1996-97 District % At-risk	FY 1997-98 At-risk Funding	FY 1997-98 District % At-risk	FY 1998-99 At-risk Funding	FY 1998-99 District % At-risk	FY 1999-00 At-risk Funding	FY 1999-00 District % At-risk
COSTILLA	CENTENNIAL	156,192	73.61%	160,140	72.84%	162,426	71.32%	162,183	76.24%	121,031	58.52%
COSTILLA	SIERRA GRANDE	118,440	59.38%	132,457	62.55%	145,171	65.29%	147,651	70.52%	128,853	61.54%
CROWLEY	CROWLEY	274,200	59.07%	230,565	52.68%	316,622	60.37%	265,351	54.66%	241,812	49.87%
CUSTER	WESTCLIFFE	69,628	30.81%	63,440	27.28%	73,508	30.55%	78,255	31.91%	64,479	25.20%
DELTA	DELTA	847,748	37.76%	764,717	34.39%	919,018	37.19%	891,878	35.33%	849,137	33.76%
DENVER	DENVER	27,152,194	62.00%	29,469,277	62.46%	33,085,273	63.37%	33,472,226	61.69%	33,534,572	60.30%
DOLORES	DOLORES	41,079	20.51%	60,062	27.50%	48,558	21.36%	54,282	24.24%	64,170	27.66%
DOUGLAS	DOUGLAS	234,229	2.43%	251,196	2.25%	256,688	1.91%	234,369	1.53%	251,555	1.46%
EAGLE	EAGLE	306,737	16.91%	293,720	15.24%	322,426	14.74%	341,596	14.60%	476,450	19.20%
ELBERT	ELIZABETH	31,009	3.13%	31,769	2.84%	45,818	3.64%	43,801	3.30%	60,473	4.19%
ELBERT	KIOWA	23,356	12.58%	23,417	10.88%	23,212	9.89%	25,822	10.37%	27,764	10.25%
ELBERT	BIG SANDY	89,901	42.85%	77,545	35.01%	92,379	39.60%	98,211	38.36%	77,310	29.83%
ELBERT	ELBERT	21,428	12.73%	19,028	10.61%	20,246	10.58%	21,349	10.45%	27,995	13.39%
ELBERT	AGATE	28,007	35.85%	24,462	25.00%	26,923	35.94%	29,595	35.54%	12,496	12.50%
EL PASO	CALHAN	68,507	26.48%	46,230	18.08%	49,465	16.42%	67,902	20.33%	76,512	22.13%
EL PASO	HARRISON	2,232,488	42.04%	2,567,674	45.06%	2,417,941	41.87%	2,410,230	40.34%	2,791,519	43.30%
EL PASO	WIDEFIELD	722,962	20.90%	685,333	19.15%	727,478	18.96%	791,768	19.47%	779,030	18.55%
EL PASO	FOUNTAIN	674,650	34.46%	518,329	25.81%	570,168	26.31%	537,883	23.88%	612,020	25.39%
EL PASO	COLORADO SPRINGS	4,138,329	28.69%	4,447,302	29.39%	4,471,134	27.88%	4,606,276	27.84%	4,442,719	26.70%
EL PASO	CHEYENNE MOUNTAIN	60,393	4.13%	80,704	5.09%	70,655	3.97%	83,537	4.30%	93,917	4.56%
EL PASO	MANITOU SPRINGS	98,919	15.74%	136,188	19.98%	116,761	16.14%	102,717	13.65%	90,893	12.03%
EL PASO	ACADEMY	243,420	4.00%	176,010	2.69%	217,095	2.96%	192,007	2.42%	231,165	2.68%
EL PASO	ELLICOTT	175,124	44.82%	141,108	38.45%	160,444	37.29%	162,592	33.72%	191,147	35.22%
EL PASO	PEYTON	47,956	19.48%	53,704	18.20%	27,659	7.86%	57,213	14.25%	46,348	11.57%
EL PASO	HANOVER	42,822	34.04%	63,444	47.02%	47,404	30.79%	54,132	31.30%	50,122	26.65%
EL PASO	LEWIS-PALMER	65,590	4.14%	54,945	3.13%	74,145	3.78%	70,160	3.31%	82,739	3.61%
EL PASO	FALCON	209,113	13.22%	216,774	12.08%	234,655	10.62%	300,302	11.94%	255,935	9.23%
EL PASO	EDISON	31,725	65.53%	29,340	59.35%	15,420	29.03%	31,542	42.97%	35,693	39.74%
EL PASO	MIAMI-YODER	67,692	40.26%	77,315	41.47%	93,580	42.65%	76,200	33.96%	95,223	39.82%
FREMONT	CANON CITY	486,639	28.28%	493,741	27.41%	538,550	27.24%	609,347	28.68%	628,438	29.05%
FREMONT	FLORENCE	330,932	35.22%	342,173	35.69%	445,660	39.88%	389,478	36.20%	379,754	35.61%
FREMONT	COTOPAXI	69,746	37.59%	76,791	38.59%	88,747	41.01%	90,670	39.91%	94,478	38.64%
GARFIELD	ROARING FORK	248,921	11.46%	307,917	13.62%	361,987	14.55%	400,490	15.46%	438,156	16.55%
GARFIELD	RIFLE	281,083	20.45%	293,940	20.19%	290,379	18.03%	360,964	20.81%	291,070	16.60%
GARFIELD	PARACHUTE	91,457	28.69%	94,419	27.77%	106,107	26.84%	106,318	25.58%	139,147	29.84%
GILPIN	GILPIN	29,280	13.32%	27,481	12.28%	12,954	5.78%	30,225	11.98%	29,330	10.88%
GRAND	WEST GRAND	61,764	20.74%	52,711	16.66%	68,565	20.97%	52,740	16.40%	46,331	14.02%
GRAND	EAST GRAND	68,075	12.24%	59,234	9.86%	64,473	9.92%	61,295	9.13%	59,130	8.33%

County	District	FY 1995-96 At-risk Funding	FY 1995-96 District % At-risk	FY 1996-97 At-risk Funding	FY 1996-97 District % At-risk	FY 1997-98 At-risk Funding	FY 1997-98 District % At-risk	FY 1998-99 At-risk Funding	FY 1998-99 District % At-risk	FY 1999-00 At-risk Funding	FY 1999-00 District % At-risk
GUNNISON	GUNNISON	86,280	10.93%	69,427	8.86%	72,025	8.28%	97,376	10.77%	85,245	9.19%
HINSDALE	HINSDALE	3,482	10.31%	3,604	11.19%	5,053	12.84%	4,996	8.16%	5,551	8.76%
HUERFANO	HUERFANO	444,334	67.05%	449,058	65.68%	413,967	60.21%	369,300	57.22%	305,198	53.05%
HUERFANO	LA VETA	47,215	29.33%	48,741	28.29%	55,869	28.50%	42,639	20.56%	56,532	27.01%
JACKSON	NORTH PARK	65,747	32.87%	55,411	27.70%	58,682	28.57%	64,700	29.55%	60,059	26.64%
JEFFERSON	JEFFERSON	4,548,147	11.79%	4,787,153	11.83%	5,370,387	12.17%	5,335,024	11.62%	5,465,885	11.61%
KIOWA	EADS	32,634	19.35%	60,297	36.09%	50,610	28.05%	65,358	33.74%	41,763	22.93%
KIOWA	PLAINVIEW	17,766	24.24%	18,874	25.47%	25,033	28.93%	22,319	26.19%	12,569	16.44%
KIT CARSON	ARRIBA-FLAGLER	25,823	17.16%	41,177	25.37%	42,717	25.52%	43,504	24.15%	36,855	19.87%
KIT CARSON	HI PLAINS	28,372	29.49%	22,142	23.94%	29,896	28.92%	29,227	27.26%	16,177	14.41%
KIT CARSON	STRATTON	27,781	16.19%	27,316	15.43%	39,585	19.80%	31,799	16.76%	32,086	17.72%
KIT CARSON	BETHUNE	40,938	37.91%	35,880	29.58%	54,096	40.20%	52,957	37.65%	48,830	33.00%
KIT CARSON	BURLINGTON	124,870	32.63%	120,768	30.83%	130,906	30.22%	188,245	38.16%	166,412	34.10%
LAKE	LAKE	169,002	29.29%	212,478	34.46%	226,818	33.54%	276,408	37.91%	288,211	38.16%
LA PLATA	DURANGO	338,531	15.78%	315,488	14.24%	425,982	17.60%	489,157	19.37%	501,655	19.24%
LA PLATA	BAYFIELD	76,412	15.39%	71,998	13.55%	92,683	16.09%	88,671	15.06%	85,180	14.21%
LA PLATA	IGNACIO	234,409	39.88%	253,059	40.15%	256,967	39.18%	264,019	38.24%	249,026	37.76%
LARIMER	POUDRE	1,472,745	16.39%	1,623,968	17.15%	1,754,307	16.60%	1,770,000	15.70%	1,806,476	15.34%
LARIMER	THOMPSON	928,635	16.39%	1,036,720	17.19%	1,102,926	16.72%	1,120,109	16.11%	1,136,837	15.86%
LARIMER	ESTES PARK	162,458	24.51%	78,089	11.81%	80,119	11.31%	85,881	11.81%	84,933	11.19%
LAS ANIMAS	TRINIDAD	607,618	57.24%	544,101	54.25%	671,454	57.98%	664,878	56.75%	583,476	51.20%
LAS ANIMAS	PRIMERO	46,426	32.25%	67,414	43.50%	68,652	42.10%	19,174	11.93%	57,283	37.08%
LAS ANIMAS	HOEHNE	57,023	28.24%	70,677	34.27%	73,396	33.54%	81,877	35.57%	81,862	35.08%
LAS ANIMAS	AGUILAR	71,209	53.98%	87,420	62.03%	74,321	49.05%	72,869	53.51%	93,231	64.25%
LAS ANIMAS	BRANSON	39,721	78.92%	33,430	72.45%	37,465	72.55%	39,371	73.01%	35,642	70.43%
LAS ANIMAS	KIM	25,979	40.97%	27,290	40.54%	18,003	26.86%	21,698	28.00%	28,360	38.73%
LINCOLN	GENOA-HUGO	31,805	19.45%	37,539	21.92%	40,210	21.51%	35,782	17.62%	39,180	19.63%
LINCOLN	LIMON	79,853	27.95%	90,473	29.80%	77,140	24.66%	81,427	23.29%	79,091	21.77%
LINCOLN	KARVAL	12,306	15.70%	29,983	37.43%	19,750	22.26%	7,277	8.33%	16,598	19.87%
LOGAN	VALLEY	427,649	33.05%	438,615	33.20%	433,533	31.89%	451,252	31.97%	471,457	32.27%
LOGAN	FRENCHMAN	40,404	28.93%	47,475	29.65%	42,867	24.71%	56,817	31.68%	41,978	24.76%
LOGAN	BUFFALO	49,079	27.67%	33,218	18.19%	49,171	25.14%	38,708	19.77%	45,888	21.83%
LOGAN	PLATEAU	17,192	14.23%	52,381	41.69%	24,703	17.88%	31,810	20.87%	36,238	23.17%
MESA	DEBEQUE	38,522	31.18%	33,233	25.24%	42,319	28.69%	30,385	20.57%	10,086	6.93%
MESA	PLATEAU	99,143	32.94%	106,850	34.78%	109,321	32.79%	66,804	20.85%	97,521	30.14%
MESA	MESA VALLEY	3,587,593	41.21%	4,053,368	43.00%	3,145,794	34.61%	2,864,626	31.02%	3,136,248	32.24%
MINERAL	CREEDE	24,640	23.57%	19,564	15.63%	29,696	22.50%	24,740	17.36%	26,202	18.69%
MOFFAT	MOFFAT	216,930	18.52%	221,491	18.52%	268,249	20.74%	231,192	18.09%	259,979	20.62%

County	District	FY 1995-96 At-risk Funding	FY 1995-96 District % At-risk	FY 1996-97 At-risk Funding	FY 1996-97 District % At-risk	FY 1997-98 At-risk Funding	FY 1997-98 District % At-risk	FY 1998-99 At-risk Funding	FY 1998-99 District % At-risk	FY 1999-00 At-risk Funding	FY 1999-00 District % At-risk
MONTEZUMA	MONTEZUMA	664,309	39.49%	697,713	40.33%	819,308	43.19%	905,793	44.26%	880,829	42.76%
MONTEZUMA	DOLORES	113,636	33.33%	111,454	32.24%	115,332	31.47%	121,118	32.71%	135,759	34.04%
MONTEZUMA	MANCOS	84,966	30.01%	65,770	23.52%	76,874	26.33%	65,742	20.97%	53,209	17.70%
MONTROSE	MONTROSE	640,379	28.41%	678,811	28.46%	793,621	30.71%	874,003	31.79%	947,520	32.92%
MONTROSE	WEST END	85,806	29.43%	74,161	25.14%	93,469	30.80%	124,047	36.84%	92,603	31.13%
MORGAN	BRUSH	276,708	36.81%	287,570	36.58%	381,964	41.56%	385,196	40.88%	365,390	38.91%
MORGAN	FT. MORGAN	661,714	43.06%	795,209	46.37%	967,624	49.16%	1,049,333	50.20%	1,108,396	50.82%
MORGAN	WELDON	47,505	40.23%	28,066	22.85%	33,207	23.90%	41,028	29.85%	57,073	36.06%
MORGAN	WIGGINS	83,898	30.06%	90,148	30.34%	79,182	25.14%	134,157	36.28%	96,136	28.29%
OTERO	EAST OTERO	573,477	49.88%	598,034	50.61%	560,448	47.08%	578,803	47.27%	548,819	47.22%
OTERO	ROCKY FORD	630,659	68.92%	661,336	69.90%	573,113	63.94%	615,244	65.13%	519,570	59.39%
OTERO	MANZANOLA	135,270	76.13%	120,307	66.89%	120,166	65.32%	113,027	55.75%	135,650	67.28%
OTERO	FOWLER	84,650	36.36%	72,561	32.20%	57,256	25.01%	71,845	30.67%	67,160	26.62%
OTERO	CHERAW	55,063	33.79%	69,791	40.71%	57,705	34.15%	70,805	40.19%	58,338	32.74%
OTERO	SWINK	64,432	30.45%	56,298	26.16%	40,105	18.31%	48,139	20.38%	36,457	15.37%
OURAY	OURAY	23,759	13.29%	15,249	8.11%	25,196	11.99%	19,691	9.04%	25,913	11.79%
OURAY	RIDGWAY	12,785	6.37%	8,992	4.22%	11,673	4.96%	10,617	4.70%	33,453	13.89%
PARK	PLATTE CANYON	89,019	12.02%	81,259	10.29%	81,284	9.51%	72,830	8.68%	68,257	7.93%
PARK	PARK	67,788	25.93%	77,243	26.23%	83,241	24.64%	65,998	19.34%	59,175	17.41%
PHILLIPS	HOLYOKE	83,299	26.09%	68,773	21.27%	87,605	25.31%	82,661	22.89%	83,676	22.66%
PHILLIPS	HAXTUN	35,215	19.28%	37,763	19.90%	31,016	15.44%	33,639	17.44%	28,342	14.94%
PITKIN	ASPEN	0	0.00%	0	0.00%	0	0.00%	12,351	1.33%	21,750	2.34%
PROWERS	GRANADA	73,883	39.00%	71,561	41.75%	82,612	42.13%	81,239	39.59%	77,890	37.84%
PROWERS	LAMAR	458,258	43.40%	433,889	41.71%	526,973	45.08%	493,658	42.87%	519,865	43.27%
PROWERS	HOLLY	90,331	48.46%	91,967	47.60%	102,107	50.93%	89,733	42.09%	107,735	49.54%
PROWERS	WILEY	55,612	30.27%	116,049	62.96%	68,774	33.66%	77,189	35.62%	88,131	42.28%
PUEBLO	PUEBLO CITY	4,484,677	47.91%	4,663,916	47.75%	5,475,174	50.56%	5,729,033	50.62%	6,093,890	51.77%
PUEBLO	PUEBLO RURAL	528,766	24.93%	540,405	23.12%	564,911	20.58%	624,684	20.35%	597,974	17.96%
RIO BLANCO	MEEKER	80,642	22.05%	81,848	22.50%	72,172	19.10%	101,217	25.61%	101,632	27.08%
RIO BLANCO	RANGELY	50,284	13.70%	54,770	14.25%	53,079	13.99%	41,329	10.74%	42,357	11.11%
RIO GRANDE	DEL NORTE	212,686	45.59%	284,153	53.83%	272,642	50.00%	217,861	44.76%	220,320	44.23%
RIO GRANDE	MONTE VISTA	434,858	51.18%	407,267	48.09%	421,181	47.40%	459,354	48.89%	525,865	52.54%
RIO GRANDE	SARGENT	63,887	28.86%	64,429	27.71%	64,347	27.09%	75,212	30.79%	85,649	33.72%
ROUTT	HAYDEN	29,842	11.38%	29,481	10.56%	30,190	10.18%	49,601	15.02%	37,599	11.43%
ROUTT	STEAMBOAT SPRINGS	37,882	4.13%	49,495	5.07%	59,429	5.74%	60,730	5.66%	42,135	3.83%
ROUTT	SOUTH ROUTT	32,683	13.18%	34,648	13.39%	48,856	16.89%	44,606	15.58%	37,031	12.55%
SAGUACHE	MOUNTAIN VALLEY	95,977	65.90%	76,354	52.15%	72,590	48.43%	75,296	47.68%	75,128	45.75%
SAGUACHE	MOFFAT	34,488	25.22%	55,112	37.20%	52,778	31.84%	71,054	42.71%	81,730	43.03%

County	District	FY 1995-96 At-risk Funding	FY 1995-96 District % At-risk	FY 1996-97 At-risk Funding	FY 1996-97 District % At-risk	FY 1997-98 At-risk Funding	FY 1997-98 District % At-risk	FY 1998-99 At-risk Funding	FY 1998-99 District % At-risk	FY 1999-00 At-risk Funding	FY 1999-00 District % At-risk
SAGUACHE	CENTER	505,723	77.75%	503,023	75.00%	563,697	78.76%	538,025	75.22%	544,909	76.83%
SAN JUAN	SILVERTON	0	0.00%	0	0.00%	0	0.00%	10,705	11.60%	45,344	48.78%
SAN MIGUEL	TELLURIDE	18,916	5.91%	12,601	3.84%	18,636	5.21%	27,050	7.11%	21,055	5.25%
SAN MIGUEL	NORWOOD	32,051	15.46%	35,598	16.42%	42,506	18.86%	57,586	25.14%	44,619	19.79%
SEDGWICK	JULESBURG	54,557	29.66%	61,512	31.86%	61,876	30.62%	72,214	34.07%	70,157	31.89%
SEDGWICK	PLATTE VALLEY	55,288	45.56%	46,037	36.86%	52,179	39.79%	49,777	39.32%	68,954	47.88%
SUMMIT	SUMMIT	49,782	4.55%	40,755	3.46%	67,675	5.24%	92,188	6.64%	125,227	8.56%
TELLER	CRIPPLE CREEK	72,936	27.59%	81,176	26.68%	87,261	25.68%	99,012	30.13%	107,381	31.45%
TELLER	WOODLAND PARK	176,638	13.20%	145,164	10.01%	152,387	9.69%	167,802	10.24%	133,288	7.98%
WASHINGTON	AKRON	72,994	28.58%	62,891	24.03%	83,399	29.16%	74,509	27.41%	75,379	27.72%
WASHINGTON	ARICKAREE	45,704	40.23%	57,800	49.32%	51,178	42.62%	55,359	46.89%	44,238	41.35%
WASHINGTON	OTIS	56,959	38.45%	33,204	22.49%	44,926	29.22%	56,677	34.45%	58,288	34.48%
WASHINGTON	LONE STAR	23,151	37.46%	19,903	25.48%	42,419	48.96%	44,944	46.52%	25,871	24.48%
WASHINGTON	WOODLIN	32,750	31.45%	34,497	32.44%	31,317	27.56%	28,543	25.04%	28,864	22.60%
WELD	GILCREST	312,316	34.91%	298,734	32.19%	451,600	40.23%	388,088	35.83%	403,304	36.60%
WELD	EATON	175,969	27.86%	157,964	24.50%	143,669	20.68%	142,560	20.05%	164,311	21.88%
WELD	KEENESBURG	176,703	27.53%	174,248	25.37%	225,538	29.74%	243,120	29.73%	245,992	27.93%
WELD	WINDSOR	136,165	15.49%	133,487	14.15%	149,876	14.10%	143,283	12.26%	117,785	9.44%
WELD	JOHNSTOWN	226,090	36.35%	167,989	27.34%	221,879	30.69%	222,999	28.71%	243,268	27.60%
WELD	GREELEY	2,603,481	40.79%	2,632,884	39.46%	3,246,943	41.98%	3,311,579	40.83%	3,768,532	41.89%
WELD	PLATTE VALLEY	178,531	36.09%	148,974	30.68%	167,045	31.24%	169,722	29.81%	177,420	30.00%
WELD	FT. LUPTON	650,877	47.03%	416,847	34.43%	667,126	44.27%	688,699	43.97%	911,952	50.96%
WELD	AULT-HIGHLAND	188,007	39.21%	130,689	30.00%	242,860	42.80%	212,698	38.41%	178,829	33.82%
WELD	BRIGGSDALE	28,259	31.46%	29,767	27.38%	36,483	28.58%	31,697	23.88%	27,943	20.45%
WELD	PRAIRIE	22,133	20.00%	38,865	35.10%	45,453	37.55%	48,549	40.00%	28,525	24.11%
WELD	PAWNEE	39,084	36.69%	51,860	41.21%	54,232	40.43%	46,784	34.36%	50,304	37.98%
YUMA	WEST YUMA	151,874	31.70%	180,000	33.78%	163,474	30.43%	251,486	39.33%	294,174	42.53%
YUMA	EAST YUMA	106,070	24.59%	92,663	20.61%	117,155	23.42%	144,681	27.55%	127,534	25.04%
STATE	**TOTALS**	**$90,933,480**	**26.00%**	**$96,144,230**	**25.77%**	**$106,133,897**	**25.84%**	**$106,387,409**	**24.71%**	**$110,111,512**	**24.54%**