

1 TO THE HONORABLE SENATE:

2 The Committee on Education to which was referred House Bill No. 897  
3 entitled “An act relating to enhancing the effectiveness, availability, and equity  
4 of services provided to students who require additional support” respectfully  
5 reports that it has considered the same and recommends that the Senate  
6 propose to the House that the bill be amended by striking out all after the  
7 enacting clause and inserting in lieu thereof the following:

8 \* \* \* Findings \* \* \*

9 Sec. 1. FINDINGS

10 (a) In 2016 Acts and Resolves No. 148, the General Assembly directed the  
11 Agency of Education to contract with a consulting firm to review current  
12 practices and recommend best practices for the delivery of special education  
13 services in school districts. The Agency of Education contracted with the  
14 District Management Group, which issued in November 2017 its report entitled  
15 “Expanding and Strengthening Best-Practice Supports for Students who  
16 Struggle” (Delivery of Services Report).

17 (b) In Act 148, the General Assembly also directed the Agency of  
18 Education to contract for a study of special education funding and practice and  
19 to recommend a funding model for Vermont designed to provide incentives for  
20 desirable practices and stimulate innovation in the delivery of services. The  
21 General Assembly required that the study consider a census-based model of

1 funding. The Agency of Education contracted with the University of Vermont  
2 and State Agricultural College, and the report of its Department of Education  
3 and Social Services entitled “Study of Vermont State Funding for Special  
4 Education” was issued in December 2017 (Funding Report).

5 (c) The Delivery of Services Report made the following five  
6 recommendations on best practices for the delivery of special education  
7 services:

8 (1) ensure core instruction meets most needs of most students;

9 (2) provide additional instructional time outside core subjects to students  
10 who struggle, rather than providing interventions instead of core instruction;

11 (3) ensure students who struggle receive all instruction from highly  
12 skilled teachers;

13 (4) create or strengthen a systems-wide approach to supporting positive  
14 student behaviors based on expert support; and

15 (5) provide specialized instruction from skilled and trained experts to  
16 students with more intensive needs.

17 (d) The Funding Report noted, based on feedback from various  
18 stakeholders, including educators, school leaders, State officials, parents, and  
19 others, that Vermont’s existing reimbursement model of funding special  
20 education has a number of limitations in that it:

21 (1) is administratively costly for the State and localities;

1           (2) is misaligned with policy priorities, particularly with regard to the  
2           delivery of a multitiered system of supports and positive behavioral  
3           interventions and supports;

4           (3) creates misplaced incentives for student identification,  
5           categorization, and placement;

6           (4) discourages cost containment; and

7           (5) is unpredictable and lacks transparency.

8           (e) The Funding Report assessed various funding models that support  
9           students who require additional support, including a census-based funding  
10           model. A census-based model would award funding to supervisory unions  
11           based on the number of students within the supervisory union and could be  
12           used by the supervisory union to support the delivery of services to all  
13           students. The Funding Report noted that the advantages of a census-based  
14           model are that it is simple and transparent, allows flexibility in how the  
15           funding is used by supervisory unions, is aligned with the policy priorities of  
16           servicing students who require additional support across the general and special  
17           education service-delivery systems, and is predictable.

1                                   \* \* \* Goals \* \* \*

2       Sec. 2. GOALS

3           (a) By enacting this legislation, the General Assembly intends to enhance  
4       the effectiveness, availability, and equity of services provided to all students  
5       who require additional support in Vermont’s school districts.

6           (b)(1) To support the enhanced delivery of these services, the State funding  
7       model for special education shall change for all supervisory unions in fiscal  
8       year 2021, for school year 2020-2021, from a reimbursement model to a  
9       census-based model, which will provide more flexibility in how the funding  
10       can be used, is aligned with the State’s policy priorities of serving students  
11       who require additional support across the general and special education  
12       service-delivery systems, and will simplify administration.

13           (2) The General Assembly recognizes that a student on an  
14       individualized education program, is entitled, under federal law, to a free and  
15       appropriate public education in the least restrictive environment in accordance  
16       with that program. The changes to State funding for special education and the  
17       delivery of special education services as envisioned under this act are intended  
18       to facilitate the exercise of this entitlement.

19           (c) The General Assembly recognizes that it might be appropriate and  
20       equitable to provide a higher amount of census-based funding to supervisory  
21       unions that have relatively higher costs in supporting students who require

1 additional support, but the General Assembly does not have sufficient  
2 information on which to base this determination. Therefore, this act directs the  
3 Agency of Education to make a recommendation to the General Assembly on  
4 whether the amount of the census grant should be increased for supervisory  
5 unions that have relatively higher costs in supporting students who require  
6 additional support, and if so, the criteria for qualification for the adjustment  
7 and the manner in which the adjustment should be applied. The General  
8 Assembly intends to reconsider this matter after receiving this recommendation  
9 and before the census-based model is implemented.

10 Sec. 3. 16 V.S.A. § 2901 is amended to read:

11 § 2901. SUCCESS FOR ALL STUDENTS IN THE GENERAL

12 EDUCATION ENVIRONMENT

13 (a) ~~It is the policy of the State that each~~ Each local school district shall  
14 develop and maintain, in consultation with parents, a comprehensive system of  
15 education that ~~will~~ is designed to result, to the extent appropriate, in all  
16 students succeeding in the general education environment. A comprehensive  
17 system of education includes a full range of services and accommodations that  
18 are needed by students in the district. These services could include a separate  
19 alternative program if the district finds that some of its students could be better  
20 served in an environment outside the classroom, or if the district finds that  
21 separate placement is the best way to provide services to a student who is

1 ~~disrupting the class or~~ having difficulty learning in a traditional school setting  
2 for educational, emotional, or personal reasons and thereby impairing the  
3 ability of the classroom teacher to provide ~~quality~~ high-quality services to that  
4 student or to other students. This chapter does not replace or expand  
5 entitlements created by federal law, nor is it the intent of this chapter to create  
6 a higher standard for maintaining a student in the general classroom than the  
7 standard created in the following federal laws: 20 U.S.C. § ~~1401 et seq.~~  
8 chapter 33, Individuals with Disabilities Education Act; 29 U.S.C. § 794,  
9 Section 504 of the Rehabilitation Act of 1973; and 42 U.S.C. § ~~12101 et seq.~~  
10 chapter 126, Americans with Disabilities Act.

11 (b) [Repealed.]

12 (c) No individual entitlement or private right of action is created by this  
13 section.

14 Sec. 4. 16 V.S.A. § 2902 is amended to read:

15 § 2902. TIERED SYSTEM OF SUPPORTS AND EDUCATIONAL  
16 SUPPORT TEAM

17 (a) Within each school district's comprehensive system of educational  
18 services, each public school shall develop and maintain a tiered system of  
19 academic and behavioral supports for the purpose of providing all students  
20 with the opportunity to succeed or to be challenged in the general education  
21 environment. For each school it maintains, a school district board shall assign

1 responsibility for developing and maintaining the tiered system of supports  
2 either to the superintendent pursuant to a contract entered into under section  
3 267 of this title or to the school principal. The school shall provide all students  
4 a full and fair opportunity to access the system of supports and achieve  
5 educational success. The tiered system of supports shall, at a minimum,  
6 include an educational support team, instructional and behavioral  
7 interventions, and accommodations that are available as needed for any student  
8 who requires support beyond what can be provided in the general education  
9 classroom; and may include intensive, individualized interventions for any  
10 student requiring a higher level of support.

11 (b) The tiered system of supports shall:

12 (1) be aligned as appropriate with the general education curriculum;

13 (2) be designed to enhance the ability of the general education system to  
14 meet the needs of all students;

15 (3) be designed to provide necessary supports promptly, regardless of an  
16 individual student's eligibility for categorical programs;

17 (4) seek to identify and respond to students in need of support for ~~at-risk~~  
18 ~~behaviors~~ emotional or behavioral challenges and to students in need of  
19 specialized, individualized behavior supports; ~~and~~

20 (5) provide all students with a continuum of evidence-based ~~and~~  
21 ~~research-based behavior~~ positive behavioral practices that ~~teach and encourage~~

1 ~~prosocial skills and behaviors schoolwide~~ promote social and emotional  
2 learning, including trauma-sensitive programming, that are both school-wide  
3 and focused on specific students or groups of students;

4 (6) promote collaboration with families, community supports, and the  
5 system of health and human services; and

6 (7) provide professional development, as needed, to support all staff in  
7 full implementation of the multi-tiered system of support.

8 (c) The educational support team for each public school in the district shall  
9 be composed of staff from a variety of teaching and support positions and  
10 shall:

11 (1) Determine which enrolled students require additional assistance to  
12 be successful in school or to complete secondary school based on indicators set  
13 forth in guidelines developed by the Secretary, such as academic progress,  
14 attendance, behavior, or poverty. The educational support team shall pay  
15 particular attention to students during times of academic or personal transition.

16 (2) Identify the classroom accommodations, remedial services, and other  
17 supports ~~that have been~~ to be provided to the identified student.

18 (3) Assist teachers to plan for and provide services and accommodations  
19 to students in need of classroom supports or enrichment activities.



1           (4) Develop an individualized strategy, in collaboration with the  
2 student’s parents or legal guardian whenever possible, to assist the identified  
3 student to succeed in school and to complete his or her secondary education.

4           (5) Maintain a written record of its actions.

5           ~~(6) Report no less than annually to the Secretary, in a form the Secretary~~  
6 ~~prescribes, on the ways in which the educational support system has addressed~~  
7 ~~the needs of students who require additional assistance in order to succeed in~~  
8 ~~school or to complete secondary school and on the additional financial costs of~~  
9 ~~complying with this subsection (e).~~

10          (d) No individual entitlement or private right of action is created by this  
11 section.

12          (e) The Secretary shall establish guidelines for teachers and administrators  
13 in following federal laws relating to provision of services for children with  
14 disabilities and the implementation of this section. The Secretary shall develop  
15 and provide to supervisory unions information to share with parents of children  
16 suspected of having a disability that describes the differences between the  
17 tiered system of academic and behavioral supports required under this section,  
18 Section 504 of the Rehabilitation Act of 1973, 29 U.S.C. § 794, and the  
19 Individuals with Disabilities Education Act, 20 U.S.C. chapter 33, including  
20 how and when school staff and parents of children having a suspected  
21 disability may request interventions and services under those entitlements.

1 (f) It is the intent of the General Assembly that a gifted and talented student  
2 shall be able to take advantage of services that an educational support team can  
3 provide. It is not the intent of the General Assembly that funding under  
4 chapter 101 of this title shall be available for a gifted and talented student  
5 unless the student has been otherwise determined to be a student for whom  
6 funding under that chapter is available.

7 (g) The tiered system of academic and behavioral supports required under  
8 this section shall not be used by a school district to deny a timely initial  
9 comprehensive special education evaluation for children suspected of having a  
10 disability. The Agency of Education shall adopt policies and procedures to  
11 ensure that a school district’s evaluation of a child suspected of having a  
12 disability is not denied because of implementation of the tiered system of  
13 academic and behavioral supports. The policies and procedures shall include:

14 (1) the definition of what level of progress is sufficient for a child to  
15 stop receiving instructional services and supports through the tiered system of  
16 academic and behavioral supports;

17 (2) guidance on how long children are to be served in each tier; and

18 (3) guidance on how a child’s progress is to be measured.

1                   \* \* \* Census-based Funding Model; Amendment of Special  
2   Education Laws \* \* \*

3       Sec. 5. 16 V.S.A. chapter 101 is amended to read:

4   CHAPTER 101. SPECIAL EDUCATION

5   Subchapter 1. General Provisions

6       § 2941. POLICY AND PURPOSE

7             It is the policy of the State to ensure equal educational opportunities for all  
8       children in Vermont. This means that children with disabilities are entitled to  
9       receive a free appropriate public education. ~~It is further the policy of the State~~  
10      ~~to pay 60 percent of the statewide costs expended by public education for~~  
11      ~~children with disabilities.~~ The purpose of this chapter is to enable the Agency  
12      to ensure the provision of ~~the special educational facilities and instruction~~  
13      education services and supports in accordance with individualized education  
14      programs necessary to meet the needs of children with disabilities.

15      § 2942. DEFINITIONS

16             As used in this chapter

17   \* \* \*

18             (8) A “student who requires additional support” means a student who:

19                         (A) is on an individualized education program;

20                         (B) is on a section 504 plan under the Rehabilitation Act of 1973, 29

21      U.S.C. § 794;



1           ~~(A) the supervisory union’s full-time equivalent staffing for special~~  
2           ~~education for the preceding year multiplied by the average special education~~  
3           ~~teacher salary in the State for the preceding year; plus~~

4           ~~(B) an amount equal to the average special education administrator~~  
5           ~~salary in the State for the preceding year, plus, for any supervisory union with~~  
6           ~~member districts which have in the aggregate more than 1,500 average daily~~  
7           ~~membership, a fraction of an additional full-time equivalent salary for a special~~  
8           ~~education administrator, the numerator of which is the aggregate average daily~~  
9           ~~membership of the supervisory union’s member districts minus 1,500, and the~~  
10           ~~denominator of which is the aggregate average daily membership of member~~  
11           ~~districts in the largest supervisory union in the State minus 1,500.~~

12           ~~(2) “Full-time equivalent staffing” means 9.75 special education~~  
13           ~~teaching positions per 1,000 average daily membership.~~

14           ~~(d) If in any fiscal year, a supervisory union in which a school is~~  
15           ~~maintained does not expend an amount equal to its mainstream salary standard~~  
16           ~~on special education expenditures, the supervisory union may expend the~~  
17           ~~balance, including the matching funds, to provide support and remedial~~  
18           ~~services pursuant to section 2902 or 2903 of this title. A supervisory union~~  
19           ~~choosing to expend funds in this way shall submit a report describing the~~  
20           ~~services provided and their costs with the final financial report submitted under~~  
21           ~~section 2968 of this title.~~

1       As used in this section:

2           (1) “Average daily membership” shall have the same meaning as in  
3 subdivision 4001(1) of this title, except it shall exclude State-placed students.

4           (2) “Average daily membership of a supervisory union” means the  
5 aggregate average daily membership of the school districts that are members of  
6 the supervisory union or, for a supervisory district, the average daily  
7 membership of the supervisory district.

8           (3) “Long-term membership” of a supervisory union in any school year  
9 means the average of the supervisory union’s average daily membership over  
10 three school years.

11          (4) “Uniform base amount” means an amount determined by:

12            (A) dividing an amount:

13              (i) equal to the average State appropriation for fiscal years 2018,  
14 2019, and 2020 for special education under 16 V.S.A. §§ 2961 (standard  
15 mainstream block grants), 2963 (special education expenditures  
16 reimbursement), and 2963a (exceptional circumstances); and

17              (ii) increased by the annual change in the National Income and  
18 Product Accounts (NIPA) Implicit Price Deflator for State and Local  
19 Government Consumption Expenditures and Gross Investment as reported by  
20 the U.S. Department of Commerce, Bureau of Economic Analysis; by

1           (B) the statewide average daily membership for prekindergarten  
2 through grade 12 for the 2019–2020 school year.

3           (b) The State commits to satisfying its special education maintenance of  
4 fiscal support requirement under 34 C.F.R. § 300.163(a).

5           (c) Each supervisory union shall receive a census grant each fiscal year to  
6 support the provision of special education services to students on an  
7 individualized education program. Supervisory unions shall use this funding  
8 and other available sources of funding to provide special education services to  
9 students in accordance with their individualized education programs as  
10 mandated under federal law. A supervisory union may use census grant funds  
11 to support the delivery of the supervisory union’s comprehensive system of  
12 educational services under sections 2901 and 2902 of this title, but shall not  
13 use census grant funds in a manner that abrogates its responsibility to provide  
14 special education services to students in accordance with their individualized  
15 education programs as mandated under federal law.

16           (d)(1)(A) For fiscal year 2021, the amount of the census grant for a  
17 supervisory union shall be:

18                   (i) the average amount it received for fiscal years 2017, 2018, and  
19 2019 from the State for special education under sections 2961 (standard  
20 mainstream block grants), 2963 (special education expenditures

1 reimbursement), and 2963a (exceptional circumstances) of this title;

2 increased by

3 (ii) the annual change in the National Income and Product  
4 Accounts (NIPA) Implicit Price Deflator for State and Local Government  
5 Consumption Expenditures and Gross Investment as reported by the  
6 U.S. Department of Commerce, Bureau of Economic Analysis.

7 (B) The amount determined under subdivision (A) of this subdivision  
8 (1) shall be divided by the supervisory union’s long-term membership, to  
9 determine the base amount of the census grant, which is the amount of the  
10 census grant calculated on a per student basis.

11 (2) For fiscal year 2025 and subsequent fiscal years, the amount of the  
12 census grant for a supervisory union shall be the uniform base amount  
13 multiplied by the supervisory union’s long-term membership.

14 (3) For fiscal years 2022, 2023, and 2024, the amount of the census  
15 grant for a supervisory union shall be determined by multiplying the  
16 supervisory union’s long-term membership by a base amount established under  
17 this subdivision. The base amounts for each supervisory union for fiscal years  
18 2022, 2023, and 2024 shall move gradually the supervisory union’s fiscal year  
19 2021 base amount to the fiscal year 2025 uniform base amount by pro rating  
20 the change between the supervisory union’s fiscal year 2021 base amount and  
21 the fiscal year 2025 uniform base amount over this three-fiscal-year period.



1 § 2962. EXTRAORDINARY ~~SERVICES~~ SPECIAL EDUCATION

2 REIMBURSEMENT

3 (a) ~~Except as otherwise provided in this subchapter, extraordinary services~~  
4 ~~reimbursement shall be payable, based on where the related cost is incurred, to~~  
5 ~~a town school district, city school district, union school district, unified union~~  
6 ~~school district, incorporated school district, the member school districts of an~~  
7 ~~interstate school district, and unorganized town or gore or to a supervisory~~  
8 ~~union.~~

9 (b) ~~The amount of extraordinary services reimbursement provided to each~~  
10 ~~district or supervisory union shall be equal to 95 percent of its extraordinary~~  
11 ~~special education expenditures.~~

12 (c) ~~As used in this subchapter, “extraordinary special education~~  
13 ~~expenditures” means a school district’s or supervisory union’s allowable~~  
14 ~~expenditures that for any one child exceed \$60,000.00 for a fiscal year. In this~~  
15 ~~subsection, child means a student with disabilities who is three years of age or~~  
16 ~~older in the current school year. The State Board shall define allowable~~  
17 ~~expenditures that shall include any expenditures required under federal law,~~  
18 ~~and any costs of mediation conducted by a mediator who is approved by the~~  
19 ~~Secretary.~~

20 (1) As used in this section, “child” means a student with disabilities who  
21 is three years of age or older in the current school year.

1           (2) As used in this subchapter, “extraordinary expenditures” means a  
2           supervisory union’s allowable special education expenditures that for any one  
3           child in a fiscal year exceed \$60,000.00, increased annually by the annual  
4           change in the National Income and Product Accounts (NIPA) Implicit Price  
5           Deflator for State and Local Government Consumption Expenditures and  
6           Gross Investment as reported by the U.S. Department of Commerce, Bureau of  
7           Economic Analysis.

8           (3) The State Board of Education shall define allowable special  
9           education expenditures that shall include any expenditures required under  
10           federal law in order to implement fully individual education programs under  
11           the Individuals with Disabilities Education Act, 20 U.S.C. chapter 33, and any  
12           costs of mediation conducted by a mediator who is approved by the Secretary.

13           (b) If a supervisory union has extraordinary expenditures, it shall be  
14           eligible for extraordinary special education reimbursement (extraordinary  
15           reimbursement) as provided in this section.

16           (c) A supervisory union that has extraordinary expenditures in a fiscal year  
17           for any one child shall be eligible for extraordinary reimbursement equal to:

18           (1) an amount equal to its special education expenditures in that fiscal  
19           year for that child that exceed the extraordinary expenditures threshold amount  
20           under subdivision (a)(2) of this section (excess expenditures) multiplied by  
21           95 percent; plus

1           (2) an amount equal to the lesser of:

2                   (A) the amount of its excess expenditures; or

3                   (B)(i) the extraordinary expenditures threshold amount under  
4 subdivision (a)(2) of this section; minus

5                           (ii) the base amount of the census grant received by the  
6 supervisory union under subsection 2961(d) of this title for that fiscal year;  
7 multiplied by

8                           (iii) 60 percent.

9           (d) The State Board of Education shall establish by rule the administrative  
10 process for supervisory unions to submit claims for extraordinary  
11 reimbursement under this section and for the review and payment of those  
12 claims.

13           (e) Under section 2973 of this title, a supervisory union, in its role as the  
14 local education agency, may place a student with an individualized education  
15 plan under the Individuals with Disabilities Education Act, 20 U.S.C. chapter  
16 33, with certain approved independent schools that accept public tuition. If the  
17 approved independent school is entitled to special education cost  
18 reimbursement under that section, it may bill the supervisory union for excess  
19 special education costs incurred by the independent school in providing special  
20 education services to that student beyond those covered by general tuition. If  
21 those costs for that student exceed the extraordinary expenditures' threshold as

1 defined in subdivision (a)(2) of this section, the supervisory union shall be  
2 entitled to extraordinary reimbursement under this section for that student as if  
3 it incurred those costs directly.

4 § 2963. ~~SPECIAL EDUCATION EXPENDITURES REIMBURSEMENT~~

5 ~~(a) Based on where the related cost is incurred, each town school district,~~  
6 ~~city school district, union school district, unified union school district,~~  
7 ~~incorporated school district, the member school districts of an interstate school~~  
8 ~~district, and unorganized town or gore or supervisory union shall receive a~~  
9 ~~special education expenditures reimbursement grant each school year.~~

10 ~~(b) The amount of a school district's or supervisory union's special~~  
11 ~~education expenditures reimbursement shall be equal to the total of its special~~  
12 ~~education expenditures multiplied by the reimbursement rate for that year.~~

13 ~~(c) As used in this subchapter:~~

14 ~~(1) Special education expenditures are allowable expenditures for~~  
15 ~~special education, as defined by rule of the State Board, less the following:~~

16 ~~(A) revenue from federal aid for special education;~~

17 ~~(B) mainstream service costs, as defined in subdivision 2961(c)(1) of~~  
18 ~~this title;~~

19 ~~(C) extraordinary special education expenditures, as defined in~~  
20 ~~section 2962 of this title;~~

21 ~~(D) any transportation expenses already reimbursed;~~

1           ~~(E) special education costs for a student eligible for aid under section~~  
2           ~~2963a of this title; and~~

3           ~~(F) other State funds used for special education costs as defined by~~  
4           ~~the State Board by rule.~~

5           ~~(2) The State Board shall define allowable expenditures under this~~  
6           ~~subsection. Allowable expenditures shall include any expenditures required~~  
7           ~~under federal law.~~

8           ~~(3) “Special education expenditures reimbursement rate” means a~~  
9           ~~percentage of special education expenditures that is calculated to achieve the~~  
10           ~~60 percent share required by subsection 2967(b) of this title. [Repealed.]~~

11           § 2963a. ~~EXCEPTIONAL CIRCUMSTANCES~~

12           ~~(a) In lieu of reimbursement under section 2963 of this title, the Secretary~~  
13           ~~shall reimburse a school district or supervisory union for 80 percent of the~~  
14           ~~costs not eligible for reimbursement under section 2962 of this title for each~~  
15           ~~student causing the school district or supervisory union to be eligible for~~  
16           ~~extraordinary services reimbursement pursuant to that section. However, in~~  
17           ~~order for a school district or supervisory union to be eligible for reimbursement~~  
18           ~~under this section, the total costs of the school district or supervisory union~~  
19           ~~eligible for extraordinary services reimbursement must equal or exceed~~  
20           ~~15 percent of the total costs eligible for State assistance under sections 2961,~~  
21           ~~2962, and 2963 of this title.~~

1       ~~(b) An eligible school district or supervisory union may apply to the~~  
2       ~~Secretary to receive reimbursement under this section. The Secretary shall~~  
3       ~~award reimbursement to a school district or supervisory union under this~~  
4       ~~section if the Secretary makes a determination that the school district or~~  
5       ~~supervisory union considered all the cost effective and appropriate available~~  
6       ~~alternatives for placement and programs for students before incurring these~~  
7       ~~costs. A decision of the Secretary shall be final. [Repealed.]~~

8       § 2964. SERVICE PLAN

9       ~~(a) As a condition of receiving assistance under this subchapter, a~~  
10       ~~supervisory union shall file a service plan with the Secretary annually on or~~  
11       ~~before October 15. The service plan shall contain the anticipated special~~  
12       ~~education expenditures for the following school year for the supervisory union~~  
13       ~~and its member districts. The plan shall be in a form prescribed by the~~  
14       ~~Secretary and shall include information on services planned and anticipated~~  
15       ~~expenditures.~~

16       ~~(b) If a supervisory union fails to file a service plan by October 15, the~~  
17       ~~Secretary may withhold any funds due the supervisory union and its member~~  
18       ~~districts under this title until a service plan is filed and accepted by the~~  
19       ~~Secretary as properly completed. [Repealed.]~~

20                           \* \* \*

1 § 2967. AID PROJECTION; ~~STATE SHARE~~

2 (a) On or before December 15, the Secretary shall publish an estimate, by  
3 supervisory union ~~and its member districts to the extent they anticipate~~  
4 ~~reimbursable, of its anticipated special education~~ expenditures under this  
5 chapter, ~~of the amount of State assistance necessary to fully fund sections 2961~~  
6 ~~through 2963 of this title in~~ for the ensuing school year.

7 (b) ~~The total expenditures made by the State in any fiscal year pursuant to~~  
8 ~~this chapter shall be 60 percent of the statewide total special education~~  
9 ~~expenditures of funds that are not derived from federal sources. Special As~~  
10 ~~used in this section, special~~ education expenditures shall include:

11 (1) costs eligible for grants and reimbursements under sections 2961  
12 ~~through 2963a and 2962~~ of this title;

13 (2) costs for services for persons who are visually impaired; ~~and~~

14 (3) costs for persons who are deaf ~~and~~ or hard of hearing;

15 (3)(4) costs for the interdisciplinary team program;

16 (4) ~~costs for regional specialists in multiple disabilities;~~

17 (5) funds expended for training and programs to meet the needs of  
18 students with emotional or behavioral ~~problems~~ challenges under subsection  
19 2969(c) of this title; and

20 (6) funds expended for training under subsection 2969(d) of this title.

1 § 2968. ~~REPORTS~~

2 ~~(a) On or before November 15, March 15, and August 1 of each school~~  
3 ~~year, each supervisory union and its member districts to the extent they incur~~  
4 ~~reimbursable expenditures under this chapter shall file a financial report with~~  
5 ~~the Secretary in a form prescribed by the Secretary. The report shall describe~~  
6 ~~total expenditures for special education actually incurred during the preceding~~  
7 ~~period, and shall describe revenues derived from different funding sources,~~  
8 ~~including federal assistance, State assistance under this chapter, and local~~  
9 ~~effort.~~

10 ~~(b) If a supervisory union or its member districts that have incurred~~  
11 ~~reimbursable expenditures under this chapter fail to file a complete report by~~  
12 ~~August 1, until the properly completed August 1 report is filed and accepted by~~  
13 ~~the Secretary, the Secretary may withhold any funds due the supervisory union~~  
14 ~~or school district under this title and shall subtract \$100.00 per business day~~  
15 ~~from funds due to the supervisory union or school district under this title for~~  
16 ~~that fiscal year. The Secretary may waive the \$100.00 penalty required under~~  
17 ~~this subsection upon appeal by the supervisory union or school district. The~~  
18 ~~Secretary shall establish procedures for administration of this subsection.~~

19 ~~(c) The Secretary shall review and monitor the reports received pursuant to~~  
20 ~~subsection (a) of this section as well as the service plans received pursuant to~~  
21 ~~section 2964 of this title, and shall assist supervisory unions and school~~



1 ~~districts to complete and submit these documents in a timely and accurate~~  
2 ~~fashion.~~

3 ~~(d) Special education receipts and expenditures shall be included within the~~  
4 ~~audits required of a supervisory union and its member districts that have~~  
5 ~~incurred reimbursable expenditures under this chapter pursuant to section 323~~  
6 ~~of this title. [Repealed.]~~

7 § 2969. PAYMENTS

8 (a)~~(1)~~ On or before August 15, December 15, and April 15 of each fiscal  
9 year, the State Treasurer shall withdraw from the Education Fund, based on a  
10 warrant issued by the Commissioner of Finance and Management, and shall  
11 forward to each supervisory union ~~and its member districts to the extent they~~  
12 ~~anticipate reimbursable expenditures under this chapter, the amount of State~~  
13 ~~assistance estimated in accordance with State Board rules to be necessary to~~  
14 ~~fund sections 2961 through 2963a of this title in the current fiscal period. The~~  
15 ~~State Board shall by rule ensure that the amount of such assistance shall be~~  
16 ~~adjusted to compensate for any overpayments or underpayments determined,~~  
17 ~~after review and acceptance of the reports submitted under section 2968 of this~~  
18 ~~title, to have been made in previous periods. Notwithstanding this subsection,~~  
19 ~~failure to submit the reports within the timelines established by subsection~~  
20 ~~2968(a) of this title shall result in the withholding of any payments until the~~

1 ~~report is filed~~ one-third of the census grant due to the supervisory union under  
2 section 2961 of this title for that fiscal year.

3 (2) On or before November 15, January 15, April 15, and August 1 of  
4 each school year, each supervisory union, to the extent it incurs extraordinary  
5 expenditures under section 2962 of this title, shall file a financial report with  
6 the Secretary in a form prescribed by the Secretary. The report shall describe  
7 total extraordinary expenditures actually incurred during the reporting period.

8 (3) On or before December 15, February 15, May 15, and September 15  
9 of each school year, based on a warrant issued by the Commissioner of  
10 Finance and Management, the State Treasurer shall withdraw from the  
11 Education Fund and shall forward to each supervisory union the amount of  
12 extraordinary reimbursement incurred by the supervisory union under section  
13 2962 of this title that is unreimbursed and determined by the Agency of  
14 Education to be payable to the supervisory union.

15 (b) [Repealed.]

16 (c) For the purpose of meeting the needs of students with emotional or  
17 behavioral ~~problems~~ challenges, each fiscal year the Secretary shall use for  
18 training, program development, and building school and regional capacity; up  
19 to one percent of the State funds appropriated under this subchapter.

20 (d) For the training of teachers, administrators, and other personnel in the  
21 identification and evaluation of; and provision of ~~education~~ educational

1 services to children who require educational supports, each fiscal year the  
2 Secretary shall use up to 0.75 percent of the State funds appropriated under this  
3 subchapter. In order to set priorities for the use of these funds, the Secretary  
4 shall identify effective practices and areas of critical need. The Secretary may  
5 expend up to five percent of these funds for statewide training and shall  
6 distribute the remaining funds to school districts or supervisory unions.

7 (e) School districts and supervisory unions that apply for funds under this  
8 section must submit a plan for training that will result in lasting changes in  
9 their school systems and give assurances that at least 50 percent of the costs of  
10 training, including in-kind costs, will be assumed by the applicant. The  
11 Secretary shall establish written procedures and criteria for the award of such  
12 funds. In addition, the Secretary may identify schools most in need of training  
13 assistance and may pay for 100 percent of the assistance to the supervisory  
14 union or school district for these schools to fund the provision of training  
15 assistance for these schools.

16 \* \* \*

17 § 2974. SPECIAL EDUCATION PROGRAM; FISCAL REVIEW

18 (a) Annually, the Secretary shall report to the State Board regarding:

19 (1) ~~special education expenditures by supervisory unions~~ the total  
20 amount of census grants made to supervisory unions under section 2961 of this  
21 title;

1           (2) ~~the rate of growth or decrease in special education costs, including~~  
2 ~~the identity of high- and low-spending supervisory unions~~ the total amount of  
3 extraordinary special education reimbursement made to supervisory unions  
4 under section 2962 of this title;

5           (3) results for special education students;

6           (4) the availability of special education staff;

7           (5) the consistency of special education program implementation  
8 statewide;

9           (6) the status of ~~the education support systems~~ tiered systems of  
10 supports in supervisory unions; and

11           (7) a statewide summary of the special education student count,  
12 including:

13           (A) the percentage of the total average daily membership represented  
14 by special education students statewide and by supervisory union;

15           (B) the percentage of special education students by disability  
16 category; and

17           (C) the percentage of special education students served by public  
18 schools within the supervisory union, by day placement, and by residential  
19 placement.

20           ~~(b) The Secretary's report shall include the following data for both high-~~  
21 ~~and low-spending supervisory unions:~~

1           ~~(1) each supervisory union’s special education staff to child count ratios~~  
2           ~~as compared to the State average, including a breakdown of ratios by staffing~~  
3           ~~categories;~~

4           ~~(2) each supervisory union’s percentage of students in day programs and~~  
5           ~~residential placements as compared to the State average of students in those~~  
6           ~~placements and information about the categories of disabilities for the students~~  
7           ~~in such placements;~~

8           ~~(3) whether the supervisory union was in compliance with section 2901~~  
9           ~~of this title;~~

10           ~~(4) any unusual community characteristics in each supervisory union~~  
11           ~~relevant to special education placements;~~

12           ~~(5) a review of high and low spending supervisory unions’ special~~  
13           ~~education student count patterns over time;~~

14           ~~(6) a review of the supervisory union’s compliance with federal and~~  
15           ~~State requirements to provide a free, appropriate public education to eligible~~  
16           ~~students; and~~

17           ~~(7) any other factors affecting its spending.~~

18           ~~(c) The Secretary shall review low spending supervisory unions to~~  
19           ~~determine the reasons for their spending patterns and whether those~~  
20           ~~supervisory unions used cost-effective strategies appropriate to replicate in~~  
21           ~~other supervisory unions.~~

1       ~~(d) For the purposes of this section, a “high spending supervisory union” is~~  
2       ~~a supervisory union that, in the previous school year, spent at least 20 percent~~  
3       ~~more than the statewide average of special education eligible costs per average~~  
4       ~~daily membership. Also for the purposes of this section, a “low spending~~  
5       ~~supervisory union” is a supervisory union that, in the previous school year,~~  
6       ~~spent no more than 80 percent of the statewide average of special education~~  
7       ~~eligible costs per average daily membership.~~

8       ~~(e) The Secretary and Agency staff shall assist the high spending~~  
9       ~~supervisory unions, that have been identified in subsection (a) of this section~~  
10       ~~and have not presented an explanation for their spending that is satisfactory to~~  
11       ~~the Secretary, to identify reasonable alternatives and to develop a remediation~~  
12       ~~plan. Development of the remediation plan shall include an on-site review.~~  
13       ~~The supervisory union shall have two years to make progress on the~~  
14       ~~remediation plan. At the conclusion of the two years or earlier, the supervisory~~  
15       ~~union shall report its progress on the remediation plan.~~

16       ~~(f) Within 30 days of receipt of the supervisory union’s report of progress,~~  
17       ~~the Secretary shall notify the supervisory union that its progress is either~~  
18       ~~satisfactory or not satisfactory.~~

19       ~~(1) If the supervisory union fails to make satisfactory progress, the~~  
20       ~~Secretary shall notify the supervisory union that, in the ensuing school year,~~  
21       ~~the Secretary shall withhold 10 percent of the supervisory union’s special~~

1 ~~education expenditures reimbursement pending satisfactory compliance with~~  
2 ~~the plan.~~

3 ~~(2) If the supervisory union fails to make satisfactory progress after the~~  
4 ~~first year of withholding, 10 percent shall be withheld in each subsequent year~~  
5 ~~pending satisfactory compliance with the plan; provided, however, before~~  
6 ~~funds are withheld in any year under this subdivision (f)(2), the supervisory~~  
7 ~~union shall explain to the State Board either the reasons the supervisory union~~  
8 ~~believes it made satisfactory progress on the remediation plan or the reasons it~~  
9 ~~failed to do so. The State Board's decision whether to withhold funds under~~  
10 ~~this subdivision shall be final.~~

11 ~~(3) If the supervisory union makes satisfactory progress under any~~  
12 ~~subdivision of this subsection, the Secretary shall release to the supervisory~~  
13 ~~union any special education expenditures reimbursement withheld for the prior~~  
14 ~~fiscal year only.~~

15 ~~(g) Within 10 days after receiving the Secretary's notice under subdivision~~  
16 ~~(f)(1) of this section, the supervisory union may challenge the Secretary's~~  
17 ~~decision by filing a written objection to the State Board outlining the reasons~~  
18 ~~the supervisory union believes it made satisfactory progress on the remediation~~  
19 ~~plan. The Secretary may file a written response within 10 days after the~~  
20 ~~supervisory union's objection is filed. The State Board may give the~~  
21 ~~supervisory union and the Secretary an opportunity to be heard. The State~~

1 ~~Board's decision shall be final. The State shall withhold no portion of the~~  
2 ~~supervisory union's reimbursement before the State Board issues its decision~~  
3 ~~under this subsection.~~

4 ~~(h) Nothing in this section shall prevent a supervisory union from seeking~~  
5 ~~and receiving the technical assistance of Agency staff to reduce its special~~  
6 ~~education spending.~~

7 § 2975. UNUSUAL SPECIAL EDUCATION COSTS; FINANCIAL  
8 ASSISTANCE

9 The Secretary may use up to two percent of the funds appropriated for  
10 allowable special education expenditures, as that term is defined in ~~subsection~~  
11 ~~2967(b) of this title~~ State Board of Education rules, to directly assist  
12 supervisory unions with special education expenditures of an unusual or  
13 unexpected nature. ~~These funds shall not be used for exceptional~~  
14 ~~circumstances that are funded under section 2963a of this title.~~ The  
15 Secretary's decision regarding a supervisory union's eligibility for and amount  
16 of assistance shall be final.

17 \* \* \* Technical and Conforming Changes \* \* \*

18 Sec. 6. 16 V.S.A. § 826 is amended to read:

19 § 826. NOTICE OF TUITION RATES; SPECIAL EDUCATION CHARGES

20 \* \* \*



1 (c) Excess special education costs incurred by a ~~district~~ supervisory union  
2 in providing special education services to a student beyond those covered by  
3 tuition may be charged to the student's supervisory union for the district of  
4 residence. However, only actual costs or actual proportionate costs attributable  
5 to the student may be charged.

6 \* \* \*

7 Sec. 7. 16 V.S.A. § 2958 is amended to read:

8 § 2958. RESIDENTIAL PLACEMENT REVIEW TEAM; RESIDENTIAL  
9 PLACEMENTS

10 (a) A ~~school district~~ supervisory union shall notify the parents and the  
11 Secretary when it believes residential placement is a possible option for  
12 inclusion in a child's individualized education program.

13 \* \* \*

14 Sec. 8. 16 V.S.A. § 4002 is amended to read:

15 § 4002. PAYMENT; ALLOCATION

16 (a) State and federal funds appropriated for services delivered by the  
17 supervisory union and payable through the Agency shall be paid to the order of  
18 the supervisory union and administered in accordance with the plan adopted  
19 under subdivision 261a(4) of this title. Funding for special education services  
20 under section 2969 of this title shall be paid to the ~~districts and~~ supervisory  
21 unions in accordance with that section.

1 (b) The Secretary shall notify the superintendent or chief executive officer  
2 of each supervisory union in writing of federal or State funds disbursed to  
3 member school districts.

4 \* \* \* Census-based Funding Advisory Group \* \* \*

5 Sec. 9. CENSUS-BASED FUNDING ADVISORY GROUP

6 (a) Creation. There is created the Census-based Funding Advisory Group  
7 to consider and make recommendations on the implementation of a census-  
8 based model of funding for students who require additional support.

9 (b) Membership. The Advisory Group shall be composed of the following  
10 12 members:

11 (1) the Executive Director of the Vermont Superintendents Association  
12 or designee;

13 (2) the Executive Director of the Vermont School Boards Association or  
14 designee;

15 (3) the Executive Director of the Vermont Council of Special Education  
16 Administrators or designee;

17 (4) the Executive Director of the Vermont Principals' Association or  
18 designee;

19 (5) the Executive Director of the Vermont Independent Schools  
20 Association or designee;

1           (6) the Executive Director of the Vermont-National Education

2           Association or designee;

3           (7) the Secretary of Education or designee;

4           (8) one member selected by the Vermont-National Education

5           Association who is a special education teacher;

6           (9) one member selected by the Vermont Association of School

7           Business Officials;

8           (10) one member selected by the Vermont Legal Aid Disability Law

9           Project;

10           (11) one member who is either a family member, guardian, or education  
11           surrogate of a student requiring special education services or a person who has  
12           received special education services directly, selected by the Vermont Coalition  
13           for Disability Rights; and

14           (12) the Commissioner of the Vermont Department of Mental Health or  
15           designee.

16           (c) Powers and duties. The Advisory Group shall:

17           (1) advise the State Board of Education on the development of proposed  
18           rules to implement this act prior to the submission of the proposed rules to the  
19           Interagency Committee on Administrative Rules;

20           (2) advise the Agency of Education and supervisory unions on the  
21           implementation of this act; and

1           (3) recommend to the General Assembly any statutory changes it  
2           determines are necessary or advisable to meet the goals of this act, including  
3           any statutory changes necessary to align special education funding for  
4           approved independent schools with the census grant funding model for public  
5           schools as envisioned in the amendments to 16 V.S.A. chapter 101 in Sec. 5 of  
6           this act.

7           (d) Assistance. The Advisory Group shall have the administrative,  
8           technical, and legal assistance of the Agency of Education.

9           (e) Meetings.

10           (1) The Secretary of Education shall call the first meeting of the  
11           Advisory Group to occur on or before September 30, 2018.

12           (2) The Advisory Group shall select a chair from among its members at  
13           the first meeting.

14           (3) A majority of the membership shall constitute a quorum.

15           (4) The Advisory Group shall cease to exist on June 30, 2022.

16           (f) Reports. On or before January 15, 2019, the Advisory Group shall  
17           submit a written report to the House and Senate Committees on Education and  
18           the State Board of Education with its findings and recommendations on the  
19           development of proposed rules to implement this act and any recommendations  
20           for legislation. On or before January 15 of 2020, 2021, and 2022, the Advisory  
21           Group shall submit a supplemental written report to the House and Senate

1 Committees on Education and the State Board of Education with a status of  
2 implementation under this act and any recommendations for legislation.

3 (g) Reimbursement. Members of the Advisory Group who are not  
4 employees of the State of Vermont and who are not otherwise compensated or  
5 reimbursed for their attendance shall be entitled to per diem compensation and  
6 reimbursement of expenses pursuant to 32 V.S.A. § 1010 for not more than  
7 eight meetings per year.

8 (h) Appropriation. The sum of \$3,900.00 is appropriated for fiscal year  
9 2018 from the General Fund to the Agency of Education to provide funding for  
10 per diem compensation and reimbursement under subsection (g) of this section.  
11 The Agency shall include in its budget request to the General Assembly for  
12 each of fiscal years 2020, 2021, and 2022 the amount of \$3,900.00 to provide  
13 funding for per diem compensation and reimbursement under subsection (g) of  
14 this section.

15 \* \* \* Census Grant Supplemental Adjustment;

16 Pupil Weighting Factors; Report \* \* \*

17 Sec. 10. REPEAL

18 2017 Acts and Resolves No. 49, Sec. 35 (education weighting report) is  
19 repealed.

1       Sec. 11. CENSUS GRANT SUPPLEMENTAL ADJUSTMENT; PUPIL  
2       WEIGHTING  
3               FACTORS; REPORT

4               (a) The Agency of Education, in consultation with the Secretary of Human  
5       Services, the Vermont Superintendents Association, the Vermont School  
6       Boards Association, and the Vermont-National Education Association, shall  
7       consider and make recommendations on the following:

8               (1) Whether the census grant, as defined in the amendment to 16 V.S.A.  
9       § 2961 in Sec. 5 of this act, should be increased for supervisory unions that  
10       have, in any year, relatively higher costs in supporting students who require  
11       additional support, and if so, the criteria for qualification for the adjustment  
12       and the manner in which the adjustment should be applied. In making this  
13       recommendation, the Agency of Education shall consider the report entitled  
14       “Study of Vermont State Funding for Special Education” issued in December  
15       2017 by the University of Vermont Department of Education and Social  
16       Services.

17               (2) Methods, other than the use of per pupil weighting factors, that  
18       would further the quality and equity of educational outcomes for students.

19               (3) The criteria used for determining weighted long-term membership of  
20       a school district under 16 V.S.A. § 4010, including each of the following:

1           (A) The current weighting factors and any supporting evidence or  
2           basis in the historical record for these factors.

3           (B) The relationship between each of the current weighting factors  
4           and the quality and equity of educational outcomes for students.

5           (C) Whether any of the weighting factors, including the weighting  
6           factors for students from economically deprived backgrounds and for students  
7           for whom English is not the primary language, should be modified, and if so,  
8           how the weighting factors should be modified and whether the modification  
9           would further the quality and equity of educational outcomes for students.

10           (D) Whether to add any weighting factors, including a school district  
11           population density factor and a factor for students who attend regional career  
12           technical education centers, and if so, why the weighting factor should be  
13           added and whether the weighting factor would further the quality and equity of  
14           educational outcomes for students. In considering whether to recommend the  
15           addition of a school district population density factor, the Agency of Education  
16           shall consider the practices of other states, information from the National  
17           Conference of State Legislatures, and research conducted by higher education  
18           institutions working on identifying rural or urban education financing factors.

19           (b) On or before November 1, 2019, the Agency of Education shall submit  
20           a written report to the House and Senate Committees on Education, the House

1 Committee on Ways and Means, and the Senate Committee on Finance with its  
2 findings and any recommendations.

3 (c) The Agency of Education shall have the technical assistance of the Joint  
4 Fiscal Office and the Office of Legislative Council.

5 (d) Notwithstanding any provision to the contrary in 16 V.S.A. § 4025, the  
6 sum of \$250,000.00 is appropriated for fiscal year 2018 from the Education  
7 Fund to the Agency of Education to provide funding for the purposes set forth  
8 in this section. The Agency of Education shall contract with a contractor with  
9 expertise in Vermont’s education funding system to assist the Agency in  
10 producing the study required by this section. Any application of funds for the  
11 purpose of administrative overhead shall be capped at ten percent of the total  
12 sum allocated pursuant to this subsection.

13 \* \* \* Training and Technical Assistance on the Delivery of Special  
14 Education Services \* \* \*

15 Sec. 12. TRAINING AND TECHNICAL ASSISTANCE ON THE  
16 DELIVERY OF SPECIAL EDUCATION SERVICES

17 (a) The Agency of Education shall, for the 2018–2019, 2019–2020, and  
18 2020–2021 school years, assist supervisory unions to expand and improve their  
19 delivery of services to students who require additional supports in accordance  
20 with the report entitled “Expanding and Strengthening Best-Practice Supports  
21 for Students who Struggle” delivered to the Agency of Education in November



1 2017 from the District Management Group. This assistance shall include the  
2 training of teachers and staff and technical assistance with the goal of  
3 embedding the following best practices for the delivery of special education  
4 services:

5 (1) ensuring core instruction meets most needs of most students;

6 (2) providing additional instructional time outside core subjects to  
7 students who require additional support, rather than providing interventions  
8 instead of core instruction;

9 (3) ensuring students who require additional support receive all  
10 instruction from highly skilled teachers;

11 (4) creating or strengthening a systems-wide approach to supporting  
12 positive student behaviors based on expert support; and

13 (5) providing specialized instruction from skilled and trained experts to  
14 students with more intensive needs.

15 (b) The sum of \$200,000.00 is appropriated from federal funds that are  
16 available under the Individuals with Disabilities Education Act for fiscal  
17 year 2019 to the Agency of Education, which the Agency shall administer in  
18 accordance with this section. The Agency shall include in its budget request to  
19 the General Assembly for each of fiscal years 2020 and 2021 the amount of  
20 \$200,000.00 from federal funds that are available under the Individuals with  
21 Disabilities Education Act for administration in accordance with this section.

1       (c) The Agency of Education shall present to the General Assembly on or  
2       before December 15 in 2019, 2020, and 2021 a report describing what changes  
3       supervisory unions have made to expand and improve their delivery of services  
4       to students who require additional supports and describing the associated  
5       delivery challenges. The Agency shall share each report with all supervisory  
6       unions.

7                               \* \* \* Agency of Education; Staffing \* \* \*

8       Sec. 13. AGENCY OF EDUCATION; STAFFING

9       The following positions are created in the Agency of Education: one full-  
10       time, exempt legal counsel specializing in special education law and two full-  
11       time, classified positions specializing in effective instruction for students who  
12       require additional support. There is appropriated to the Agency of Education  
13       from the General Fund for fiscal year 2019 the amount of \$325,000.00 for  
14       salaries, benefits, and operating expenses.

15                               \* \* \* Extraordinary Services Reimbursement \* \* \*

16       Sec. 14. 16 V.S.A. § 2962 is amended to read:

17       § 2962. EXTRAORDINARY SERVICES REIMBURSEMENT

18       (a) Except as otherwise provided in this subchapter, extraordinary services  
19       reimbursement shall be payable, based on where the related cost is incurred, to  
20       a town school district, city school district, union school district, unified union  
21       school district, incorporated school district, the member school districts of an

1 interstate school district, ~~and~~ an unorganized town or gore or to a supervisory  
2 union.

3 (b) The amount of extraordinary services reimbursement provided to each  
4 district or supervisory union shall be equal to ~~90~~ 95 percent of its extraordinary  
5 special education expenditures.

6 (c) As used in this subchapter, “extraordinary special education  
7 expenditures” means a school district’s or supervisory union’s allowable  
8 expenditures that for any one child exceed ~~\$50,000.00~~ \$60,000.00 for a fiscal  
9 year. In this subsection, child means a student with disabilities who is three  
10 years of age or older in the current school year. The State Board shall define  
11 allowable expenditures that shall include any expenditures required under  
12 federal law, and any costs of mediation conducted by a mediator who is  
13 approved by the Secretary.

14 Sec. 15. 16 V.S.A. § 4001 is amended to read:

15 § 4001. DEFINITIONS

16 As used in this chapter:

17 \* \* \*

18 (6) “Education spending” means the amount of the school district  
19 budget, any assessment for a joint contract school, career technical center  
20 payments made on behalf of the district under subsection 1561(b) of this title,  
21 and any amount added to pay a deficit pursuant to 24 V.S.A. § 1523(b) that is

1 paid for by the school district, but excluding any portion of the school budget  
2 paid for from any other sources such as endowments, parental ~~fund raising~~  
3 fundraising, federal funds, nongovernmental grants, or other State funds such  
4 as special education funds paid under chapter 101 of this title.

5 (A) [Repealed.]

6 (B) For purposes of calculating excess spending pursuant to  
7 32 V.S.A. § 5401(12), “education spending” shall not include:

8 \* \* \*

9 (v) Spending attributable to the district’s share of special  
10 education spending ~~in excess of \$50,000.00~~ that is not reimbursed as an  
11 extraordinary reimbursement under section 2962 of this title for any one  
12 student in the fiscal year occurring two years prior.

13 \* \* \*

14 \* \* \* Rulemaking \* \* \*

15 Sec. 16. RULEMAKING

16 The Agency of Education shall recommend to the State Board proposed  
17 rules that are necessary to implement this act and, on or before November 1,  
18 2019, the State Board of Education shall adopt rules that are necessary to  
19 implement this act. The State Board and the Agency of Education shall  
20 consult with the Census-based Funding Advisory Group established under  
21 Sec. 9 of this act in developing the State Board rules. The State Board rules

1 shall include rules that establish processes for reporting, monitoring, and  
2 evaluation designed to ensure:

3 (1) the achievement of the goal under this act of enhancing the  
4 effectiveness, availability, and equity of services provided to all students who  
5 require additional support in Vermont’s school districts; and

6 (2) that supervisory unions are complying with the Individuals with  
7 Disabilities Education Act, 20 U.S.C. chapter 33.

8 \* \* \* Transition \* \* \*

9 Sec. 17. TRANSITION

10 (a) Notwithstanding the requirement under 16 V.S.A. § 2964 for a  
11 supervisory union to submit a service plan to the Secretary of Education, a  
12 supervisory union shall not be required to submit a service plan for fiscal year  
13 2021.

14 (b) On or before November 1, 2019, a supervisory union shall submit to the  
15 Secretary such information as required by the Secretary to estimate the  
16 supervisory union’s projected fiscal year 2021 extraordinary special education  
17 reimbursement under Sec. 5 of this act.

18 (c) The Agency of Education shall assist supervisory unions as they  
19 transition to the census-based funding model in satisfying their maintenance of  
20 effort requirements under federal law.

1       Sec. 18. TRANSITION FOR ALLOWABLE SPECIAL EDUCATION

2                   COSTS

3           (a) Allowable special education costs shall include salaries and benefits of  
4           licensed special education teachers, including vocational special needs teachers  
5           and instructional aides for the time they carry out special education  
6           responsibilities.

7                   (1) The allowable cost that a local education agency may claim includes  
8           a school period or service block during which the staff member identified in  
9           this subsection is providing special education services to a group of eight or  
10          fewer students, and not less than 25 percent of the students are receiving the  
11          special education services, in accordance with their individualized education  
12          programs.

13                   (2) In addition to the time for carrying out special education  
14          responsibilities, a local education agency may claim up to 20 percent of special  
15          education staff members' time, if that staff spends the additional time  
16          performing consultation to assist with the development of and providing  
17          instructional services required by:

18                           (A) a plan pursuant to Section 504 of the Rehabilitation Act of 1973,  
19                           29 U.S.C. § 794; or

20                           (B) a plan for students who require additional assistance in order to  
21                           succeed in the general education environment.

1           (b) This section is repealed on July 1, 2020.

2                                   \* \* \* Approved Independent Schools \* \* \*

3           Sec. 19. FINDINGS AND GOALS

4           (a) The General Assembly created the Approved Independent Schools  
5           Study Committee in 2017 Acts and Resolves No. 49 to consider and make  
6           recommendations on the criteria to be used by the State Board of Education for  
7           designation of an “approved” independent school. The Committee was  
8           specifically charged to consider and make recommendations on:

9                           (1) the school’s enrollment policy and any limitation on a student’s  
10           ability to enroll;

11                           (2) how the school should be required to deliver special education  
12           services and which categories of these services; and

13                           (3) the scope and nature of financial information and special education  
14           information that should be required to be reported by the school to the State  
15           Board or Agency of Education.

16           (b) The General Assembly in Act 49 directed the State Board of Education  
17           to suspend further development of the amendments to its rules for approval of  
18           independent schools pending receipt of the report of the Committee.

19           (c) The Committee issued its report in December 2017, noting that, while it  
20           was unable to reach consensus on specific legislative language, it did agree  
21           unanimously that Vermont students with disabilities should be free to attend

1 the schools that they, their parents, and their local education agency deem  
2 appropriate to them.

3 (d) This act completes that work and provides the direction necessary for  
4 the State Board of Education to develop further the amendments to its rules for  
5 approval of independent schools.

6 Sec. 20. 16 V.S.A. § 166 is amended to read:

7 § 166. APPROVED AND RECOGNIZED INDEPENDENT SCHOOLS

8 \* \* \*

9 (b) Approved independent schools.

10 (1) On application, the State Board shall approve an independent school  
11 that offers elementary or secondary education if it finds, after opportunity for  
12 hearing, that the school provides a minimum course of study pursuant to  
13 section 906 of this title and that it substantially complies with all statutory  
14 requirements for approved independent schools and the Board's rules for  
15 approved independent schools. An independent school that intends to accept  
16 public tuition shall be approved by the State Board only on the condition that  
17 the school agrees, notwithstanding any provision of law to the contrary, to  
18 enroll any student who requires special education services and who is placed in  
19 or referred to the approved independent school as an appropriate placement  
20 and least restrictive environment for the student by the student's individualized  
21 education plan team or by the local education agency; provided, however, that



1 this requirement shall not apply to an independent school that limits enrollment  
2 to students who are on an individualized education plan or a plan under Section  
3 504 of the Rehabilitation Act of 1973, 29 U.S.C. § 794, and who are enrolled  
4 pursuant to a written agreement between the local education agency and the  
5 school.

6 (2) Except as provided in subdivision (6) of this subsection, the Board’s  
7 rules must at minimum require that the school ~~has~~ have the resources required  
8 to meet its stated objectives, including financial capacity, faculty who are  
9 qualified by training and experience in the areas in which they are assigned,  
10 and physical facilities and special services that are in accordance with any  
11 State or federal law or regulation.

12 (3) Approval may be granted without State Board evaluation in the case  
13 of any school accredited by a private, State, or regional agency recognized by  
14 the State Board for accrediting purposes, provided that the State Board shall  
15 determine that the school complies with all student enrollment provisions  
16 required by law.

17 \* \* \*

18 (5) The State Board may revoke ~~or~~, suspend, or impose conditions upon  
19 the approval of an approved independent school, after having provided an  
20 opportunity for a hearing, for substantial failure to comply with the minimum  
21 course of study, for failure to demonstrate that the school has the resources

1 required to meet its stated objectives, for failure to comply with statutory  
2 requirements or the Board's rules for approved independent schools, or for  
3 failure to report under subdivision (4) of this subsection (b). Upon that  
4 revocation or suspension, students required to attend school who are enrolled  
5 in that school shall become truant unless they enroll in a public school, an  
6 approved or recognized independent school, or a home study program.

7 \* \* \*

8 (8)(A) If an approved independent school experiences any of the  
9 following financial reporting events during the period of its approved status,  
10 the school shall notify the Secretary of Education within five days after its  
11 knowledge of the event unless the failure is de minimis:

12 (i) the school's failure to file its federal or State tax returns when  
13 due, after permissible extension periods have been taken into account;

14 (ii) the school's failure to meet its payroll obligations as they are  
15 due or to pay federal or State payroll tax obligations as they are due;

16 (iii) the school's failure to maintain required retirement  
17 contributions;

18 (iv) the school's use of designated funds for nondesignated  
19 purposes;

20 (v) the school's inability to fully comply with the financial terms  
21 of its secured installment debt obligations over a period of two consecutive

1 months, including the school’s failure to make interest or principal payments  
2 as they are due or to maintain any required financial ratios;

3 (vi) the withdrawal or conditioning of the school’s accreditation  
4 on financial grounds by a private, State, or regional agency recognized by the  
5 State Board for accrediting purposes; or

6 (vii) the school’s insolvency, as defined in 9 V.S.A. § 2286(a).

7 (B)(i) If the State Board reasonably believes that an approved  
8 independent school lacks financial capacity to meet its stated objectives during  
9 the period of its approved status, then the State Board shall notify the school in  
10 writing of the reasons for this belief and permit the school a reasonable  
11 opportunity to respond.

12 (ii) If the State Board, after having provided the school a  
13 reasonable opportunity to respond, does not find that the school has  
14 satisfactorily responded or demonstrated its financial capacity, the State Board  
15 may establish a review team, that, with the consent of the school, includes a  
16 member of the Council of Independent Schools, to:

17 (I) conduct a school visit to assess the school’s financial  
18 capacity;

19 (II) obtain from the school such financial documentation as the  
20 review team requires to perform its assessment; and

1                     (III) submit a report of its findings and recommendations to the  
2     State Board.

3                     (iii) If the State Board concludes that an approved independent  
4     school lacks financial capacity to meet its stated objectives during the period of  
5     its approved status, the State Board may take any action that is authorized by  
6     this section.

7                     (iv) In considering whether an independent school lacks financial  
8     capacity to meet its stated objectives during the period of its approved status  
9     and what actions the State Board should take if it makes this finding, the State  
10    Board may consult with, and draw on the analytical resources of, the Vermont  
11    Department of Financial Regulation.

12                    (C) Information provided by an independent school under this  
13    subsection that is not already in the public domain is exempt from public  
14    inspection and copying under the Public Records Act and shall be kept  
15    confidential.

16    \* \* \*

17     Sec. 21. 16 V.S.A. § 2973 is amended to read:

18     § 2973. INDEPENDENT ~~SCHOOL TUITION RATES~~ SCHOOLS

19                    (a)(1) Notwithstanding any provision of law to the contrary, an approved  
20    independent school that accepts public tuition shall enroll any student with an  
21    individualized education plan who requires special education services and who

1 is placed in the approved independent school as an appropriate placement and  
2 least restrictive environment for the student by the student’s individualized  
3 education plan team or by the local education agency (LEA); provided,  
4 however, that this requirement shall not apply to an independent school that  
5 limits enrollment to students who are on an individualized education plan or a  
6 plan under Section 504 of the Rehabilitation Act of 1973, 29 U.S.C. § 794, and  
7 who are enrolled pursuant to a written agreement between the LEA and the  
8 school.

9 (2) In placing a student with an independent school under subdivision  
10 (1) of this subsection, the student’s individualized education plan team and the  
11 LEA shall comply with all applicable federal and State requirements.

12 (3) An approved independent school is not required to demonstrate that  
13 it has the resources to serve every category of special education as defined  
14 under State Board of Education rules in order to be approved or retain its  
15 approval to receive public funding for general tuition.

16 (4) The terms “special education services,” “LEA,” and “individualized  
17 education plan” or “IEP” as used in this section shall have the same meanings  
18 as defined by State Board rules.

19 (b)(1) The Secretary of Education shall establish minimum standards of  
20 services for students receiving special education services in independent  
21 schools in Vermont; ~~shall set, after consultation with independent schools in~~

1 ~~Vermont, the maximum rates to be paid by the Agency and school districts for~~  
2 ~~tuition, room, and board based on the level of services; and may advise~~  
3 independent schools as to the need for certain special education services in  
4 Vermont.

5 (2)(A) The Secretary of Education shall set, after consultation with  
6 independent schools in Vermont, and based on the level of services provided  
7 by the schools, the maximum rates to be paid by the Agency and supervisory  
8 unions or school districts for tuition, room, and board for residential placement  
9 of students who require special education services. The amount charged by an  
10 independent school for tuition shall reflect the school's actual or anticipated  
11 costs of providing special education services to the student and shall not  
12 exceed the maximum rates set by the Secretary, provided that the Secretary  
13 may permit charges in excess of these maximum rates where the Secretary  
14 deems warranted.

15 (B)(i) An approved independent school that enrolls a student under  
16 subdivision (a)(1) of this section on a nonresidential basis may bill the  
17 responsible LEA for excess special education costs incurred by the  
18 independent school in providing special education services beyond those  
19 covered by general tuition. Reimbursement of these excess special education  
20 costs shall be based on the direct-costs rates approved by the Secretary for  
21 services actually provided to the student consistent with the Agency of

1 Education Technical Manual for special education cost accounting. The  
2 Agency of Education shall publish specific elements that must be included as  
3 part of an independent school's invoice for excess special education costs, and  
4 these elements shall be included in the written agreement required under  
5 subdivision (c)(2) of this section.

6 (ii) In establishing the direct cost rates for reimbursement under this  
7 subdivision (B), the Secretary shall apply the principle of treating an approved  
8 independent school and a public school with parity in the amount of federal,  
9 State, and local contributions to cover the costs of providing special education  
10 services.

11 (C)(i) The Secretary shall set, after consultation with independent  
12 schools in Vermont, the maximum tuition rates to be paid by the Agency and  
13 supervisory unions or school districts to independent schools that limit  
14 enrollment to students who are on an IEP or a plan under Section 504 of the  
15 Rehabilitation Act of 1973, 29 U.S.C. § 794, and who are enrolled pursuant to  
16 a written agreement between the LEA and the school. The maximum tuition  
17 rates shall be based on the level of services provided by the school.

18 (ii) The tuition rates established by the Secretary under this  
19 subdivision (C) shall be no more than the costs that are reasonably related to  
20 the level of services provided by the school and shall be set forth on a form  
21 prescribed for that purpose by the Secretary of Education. The Secretary shall

1 determine the relationship between costs and the level of services by using  
2 generally accepted accounting principles, such as those set forth in the  
3 Handbook (II) for Financial Accounting of Vermont School Systems.

4 (iii) After the Secretary approves a tuition rate for an independent  
5 school under this subdivision (C), the school shall not exceed that tuition rate  
6 until such time as a new tuition rate is approved by the Secretary.

7 (3) An approved independent school shall provide such documentation  
8 to the Secretary as the Secretary deems necessary in order to ensure that  
9 amounts payable under this subsection to the school are reasonable in relation  
10 to the special education services provided by the school. The Secretary may  
11 withhold, or direct an LEA to withhold, payment under this subsection pending  
12 the Secretary's receipt of required documentation under this subsection, or may  
13 withhold, or direct an LEA to withhold, an amount determined by the  
14 Secretary as not reasonable in relation to the special education services  
15 provided by the school.

16 (c)(1) In order to be approved as an independent school eligible to receive  
17 State funding under subdivision (a)(1) of this section, the school shall  
18 demonstrate the ability to serve students with disabilities by:

19 (A) demonstrating an understanding of special education  
20 requirements, including the:



1                   (i) provision of a free and appropriate public education in  
2                   accordance with federal and State law;

3                   (ii) provision of education in the least restrictive environment in  
4                   accordance with federal and State law;

5                   (iii) characteristics and educational needs associated with any of  
6                   the categories of disability or suspected disability under federal and State  
7                   law; and

8                   (iv) procedural safeguards and parental rights, including discipline  
9                   procedures, specified in federal and State law;

10                  (B) committing to implementing the IEP of an enrolled student with  
11                  special education needs, providing the required services, and appropriately  
12                  documenting the services and the student’s progress;

13                  (C) subject to subsection (d) of this section, employing or contracting  
14                  with staff who have the required licensure to provide special education  
15                  services;

16                  (D) agreeing to communicate with the responsible LEA concerning:

17                    (i) the development of, and any changes to, the IEP;

18                    (ii) services provided under the IEP and recommendations for a  
19                    change in the services provided;

20                    (iii) the student’s progress;

1                   (iv) the maintenance of the student’s enrollment in the  
2                   independent school; and

3                   (v) the identification of students with suspected disabilities; and

4                   (E) committing to participate in dispute resolution as provided under  
5                   federal and State law.

6                   (2) An approved independent school that enrolls a student requiring  
7                   special education services who is placed under subdivision (a)(1) of this  
8                   section:

9                   (A) shall enter into a written agreement with the LEA:

10                   (i) committing to the requirements under subdivision (1) of this  
11                   subsection (c); and

12                   (ii) if the LEA provides staff or resources to the approved  
13                   independent school on an interim basis under subsection (d) of this section,  
14                   setting forth the terms of that arrangement with assistance from the Agency of  
15                   Education on the development of those terms and on the implementation of the  
16                   arrangement; and

17                   (B) subject to subsection (d) of this section, shall ensure that  
18                   qualified school personnel attend evaluation and planning meetings and IEP  
19                   meetings for the student.

20                   (d) If an approved independent school enrolls a student under subdivision  
21                   (a)(1) of this section but does not have the staff or State Board certification to

1 provide special education services in the specific disability category that the  
2 student requires, then:

3 (1) The LEA, in consultation with the approved independent school and  
4 the Agency of Education, shall determine what special education services and  
5 supports the school is able to provide to the student.

6 (2) The LEA shall, on an interim basis and at its cost, provide such  
7 additional staff and other resources to the approved independent school as are  
8 necessary to support the student until such time as the approved independent  
9 school is able to directly provide these services and has the appropriate State  
10 Board certification; provided, however, that the school shall have all required  
11 staff and resources and the appropriate State Board certification within nine  
12 academic months after the date of the student's initial enrollment.

13 (3) If the school does not have all required staff and resources and the  
14 appropriate State Board certification within nine academic months after the  
15 date of the student's initial enrollment as required under subdivision (2) of this  
16 subsection (d), then, in the event that the State Board determines that the  
17 school has failed to make good faith and reasonable efforts to secure the  
18 required staff, resources, and certification, the State Board may take any action  
19 that is authorized by section 166 of this title.

20 ~~(b)~~(e) Neither a school districts district nor any State agency shall pay rates  
21 for tuition, room, and board; for students receiving special education in

1 independent schools outside Vermont that are in excess of allowable costs  
2 approved by the authorized body in the state in which the independent school  
3 is located, except in exceptional circumstances or for a child who needs  
4 exceptional services, as approved by the Secretary.

5 ~~(e)~~(f) The State Board is authorized to enter into interstate compacts with  
6 other states to regulate rates for tuition, room, and board for students receiving  
7 special education in independent schools.

8 \* \* \* Effective Dates \* \* \*

9 Sec. 22. EFFECTIVE DATES

10 (a) The following sections shall take effect on July 1, 2020:

11 (1) Sec. 5 (amendment to 16 V.S.A. chapter 101); and

12 (2) Sec. 17 (transition).

13 (b) The following sections shall take effect on July 1, 2019:

14 (1) Sec. 14 (extraordinary services reimbursement);

15 (2) Sec. 15 (amendment to 16 V.S.A. § 4001); and

16 (3) Secs. 19-21 (approved independent schools).

17 (c) This section and the remaining sections shall take effect on passage.

18  
19  
20 (Committee vote: \_\_\_\_\_)

1

\_\_\_\_\_

2

Senator \_\_\_\_\_

3

FOR THE COMMITTEE