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Traverse Bay Area Intermediate School District Superintendents' Ad Hoc Committee on Special Education

Final Report and Recommendations June 17, 2016

Updated Report January 7, 2020

Background

TBAISD Vision: To be the BEST educational system in the world.

In November, 2015, TBAISD Superintendent Mike Hill directed Carol Greilick, Assistant Superintendent for Special Education, to facilitate the work. Committee Members were identified as follows:

Leland:	Jason Stowe
Benzie Central:	Dave Micinski
Frankfort-Elberta:	Jeff Tousley
Traverse City Area Public:	Paul Soma, represented by Jame McCall
Kalkaska:	Karen Sherwood
Elk Rapids:	Steve Prissel
Mancelona:	Jeff DiRosa, accompanied by Tina Frollo
TBAISD:	Stephanie Murray, Carol Greilick

Meetings

Meetings were scheduled as follows:

December 16, 8 a.m. to 9:30 a.m.
January 14, 8:30 a.m. to 12:00 noon
January 27, 1:00 p.m. to 3:30 p.m.
February 5, 8:30 a.m. to 11:00 a.m. (Cancelled to gather information)
February 17, 1:00 p.m. to 3:30 p.m.
March 2, 1:00 p.m. to 4:00 p.m.
April 7, 1:00 p.m. to 4:00 p.m.
May 26, 8:30 a.m. to 11:00 a.m.

Purpose and Outcome(s)

At the first meeting, the ad hoc committee members identified the following:

Ad Hoc Committee Purpose(s):

Review existing data to identify opportunities to decrease travel, improve services through decreased travel time, provide a more complete continuum of services (especially for students identified as EI or CI), and investigate regional programming opportunities.)

Ad Hoc Committee Outcome:

Recommendation and/or proposal for improved services to students (e.g., LEA and/or regional programming, access to centers, decreased travel time, gaps in continuum filled) to the superintendents, with feedback or draft by ~~February 12, 2016~~ March 11, 2016 and a final report before the end of the school year.

Please note that after January 27, the committee revised the due date for recommendations from February 12 to March 11 to allow for more time to gather and review data.

Resources and Materials Reviewed

The ad hoc committee reviewed the following resources in developing their recommendations:

- Various MISchool Data Portraits (refer to <https://www.mischooldata.org/>)
- Center-based student enrollment data
- ISD center-based program costs (see Appendix A)
- Transportation Costs
- Special education funding article from Citizens Research Council (<http://www.crcmich.org/PUBLICAT/2010s/2012/rpt378.pdf>)
- 4094/4096 Cost Reports and various examples of calculation of state aid
- Michigan Administrative Rules for Special Education (MARSE) Part 3, Program Rules
- TBAISD Special Education Plan
- Teacher Consultant Job Description
- Survey Questions and Results (see Appendix B)

The committee used the collaborative learning cycles as outlined in *Got Data, Now What* to review data. Concerns in reviewing some data included:

- Different "rules" used by various districts for providing data, so it is hard to compare the information from district to district
- Different support systems in place result in different data due to necessity, e.g. only one special education teacher in some districts limits flexibility and options
- Differences in interpretation of what is meant by "meet the student's needs"

General Concerns

Committee members identified the following general concerns:

- There is an increase in the number of students with high needs in LEA's; especially students demonstrating disruptive behavior and mental health issues (impact on building as well as increased cost for aides)
- Impairments have an increasingly larger impact on student progress
- All teachers and aides need more training in behavior management and understanding the function of behavior for student
- Parents need help developing the skills to help their students and collaborate with school
- We must minimize and fade 1:1 aides – is there a gap in the continuum of service?
- We must increase skills/strategies of teachers (offer evening PD opportunities)
- Social emotional support for teachers is needed
- There is a need for TC services – both consult and caseload
- There is a need for education around dyslexia

Prioritized Special Education Service Recommendations

Superintendents' Ad Hoc Special Education Committee

3-2-2016 Meeting

The following is a list of priority service options that the ad hoc committee members generated based on the returned superintendent district surveys. To further narrow this list, each committee member had 4 votes; the numbers in red show the number of votes an option received. Highlighting represents the top four priority service options. Refer to Appendix C for estimated costs.

- (5) Regional MiCI classroom at secondary level
- (3) Behavior Support Specialist to support staff and BIP Implementation
- (2) Behavior Teaching Assistants at elementary level
- (4) Regional behavior-focused, EI-type classroom at elementary level
- (3) Increased social/emotional support directly to students
- Teacher consultants to carry a caseload in place of the teacher
- Assistance to collect and analyze data, especially behavior, but also academic
- Specialized training for teaching assistants and their supervisors in the LEAs who are assisting students transitioning from Oak Park
- (1) Regionalized ECSE programming
- Community-based instruction of transition skills in the LEAs

Additional Considerations for Priority Service Options

The following narrowed list contains related questions to consider for the prioritized list of options.

- (5) Regional MiCI classroom at secondary level

What district would operate room(s) or will TBAISD do so? See Appendix C for approximate costs

Who will facilitate development of a regional agreement?

Would districts be obligated to participate?

Would a student be placed by IEP Team or would they enroll as a "Schools of Choice" student?

What are the concerns and issues regarding Schools of Choice?

What happens if the numbers decrease significantly?

Will the room operate full time or half time?

- (3) Behavior Support Specialist to support staff and BIP Implementation

The intent is that these personnel would be supervised by the behavior consultants from TBAISD, as the current specialists are (e.g., Tracy Huhn) and have additional specialized training with increased responsibilities.

- (4) Regional behavior-focused, EI-type classroom at elementary level

What district would operate room(s) or will TBAISD do so?

Who will facilitate development of a regional agreement?

Would districts be obligated to participate?

Would a student be placed by IEP Team or would they enroll as a "Schools of Choice" student?

What are the concerns and issues regarding Schools of Choice?

What happens if the numbers decrease significantly?

Will the room operate full time or half time?

- (3) Increased social/emotional support directly to students

Would this be achieved through a change in responsibility for current staff or through additional staff?

What might be recommended caseload limits?

Conclusions

Following data review, dialogue, and discussion at all meetings, the committee concluded:

1. TBAISD provides excellent services and programming through the center-based programs at Oak Park, Traverse Heights, New Campus, Adult Work Center, ACE 1 and

2, and various satellite classrooms located at elementary, middle, and high schools. Programs are run as efficiently as possible given the geographic size of the ISD. The committee does not want to make recommendations to move or change that programming.

2. The following gaps in services for students with IEPs being implemented by LEA staff currently exist:

CI eligibility:

- Grades 3 and above, especially for high school students earning a certificate of completion

ASD eligibility:

- Adequate Support for Transition from Oak Park to LEA

EI Eligibility:

- Elementary and middle school, primarily

ECSE

- Collaborative programs and services among districts

3. Regional self-contained classrooms for students demonstrating behavior that interferes with learning and those who are unsuccessful in the general education curriculum should be explored. It is not feasible to open any such classrooms for the 2016-17 school year as the committee members have multiple questions, for example:
 - Would the students enroll in a school of choice or be placed by an IEP Team?
 - Would districts be required to participate?
 - How would such programming impact a district's own teacher FTE?
4. Additional personnel to support for behavior programming is critical and more important than regional classroom programs at this time.

Recommendations

The committee endorsed the following recommendations at the final meeting:

1. The TBAISD Superintendents' Association should appoint a standing committee to address ongoing issues related to special education programs and services, some of which include items below. *Superintendents to consider at their June 17 meeting.*
 - Support for online students with IEPs

- Substitute shortage and necessity of professional development delivered outside the school day
 - Other items from page 4 of this report, not already addressed
2. TBAISD-developed and delivered training for teaching assistants would benefit students in the entire region. *Currently being developed for delivery beginning in August, 2016 and throughout the school year.*
 3. TBAISD-developed and delivered training for professional staff, outside the school day, would improve effectiveness and benefit all students in the region. *Guidance document currently being finalized and professional development plan outlined.*
 4. Additional specialized behavior support specialists to assist districts in implementing behavior plans with fidelity would benefit students in the entire region, perhaps meeting their needs in the local districts rather than having to access TBAISD-operated, center-based programs. *Job description and pay scale drafted with posting expected imminently.*
 5. It would increase the likelihood of the success of a student exiting the Oak Park center-based program if TBAISD continues to develop teacher assistant support during the transition period. *Program supervisor will work with each LEA to develop a plan on a case-by-case basis.*

Appendix A: Center Student Enrollment and Program Costs

Adult Work Center Program Costs		Personnel		Pupil			Other	Total Expense
		Costs	Rentals	Services	Supplies			
Total 120 Program	6 Classrooms plus Transition Central & (2) ACE programs	1,745,914	38,625	96,548	41,510	5,875	1,928,472	
Total 130 Program	5 Classrooms	2,391,481	-	19,048	14,555	5,875	2,430,959	
Total 140 Program	1 Classroom	208,196	-	-	1,700	250	210,146	
Total 190 Program	2 Classrooms	348,816	-	-	3,740	-	352,556	
Total Physical Therapy		134,046	-	-	1,500	250	135,796	
Total Nursing		128,843	-	-	900	500	130,243	
Total Psychology		122,422	-	-	-	250	122,672	
Total SLP		224,747	-	-	1,490	500	226,737	
Total Social Work		112,679	-	-	600	250	113,529	
Total Progress Monitoring		105,087	-	-	-	760	105,847	
Total Administration		238,392	3,500	19,950	-	-	261,842	
Total Custodial*		134,521	-	-	70,408	-	204,929	
Grand Total		5,895,144	42,125	135,546	136,403	14,510	6,223,728	
February 1, 2016 student enrollment: 110								
*Custodial does not include utilities & building improvements/capital outlay								

New Campus Program Costs		Personnel		Pupil			Other	Total Expense
		Costs	Rentals	Services	Supplies			
Total 140 Program	11 Classrooms	1,601,230	-	90,945	46,509	5,550	1,744,234	
Total Nursing		91,626	-	-	200	250	92,076	
Total Psychology		94,184	-	-	720	250	95,154	
Total Social Work		305,082	-	-	720	750	306,552	
Total Administration		273,421	-	-	-	600	274,021	
Total Custodial*		143,920	-	-	27,903	-	171,823	
Total Security		70,526	-	-	280	-	70,806	
Grand Total		2,579,989	-	90,945	76,332	7,400	2,754,666	
February 1, 2016 student enrollment: 59								
*Custodial does not include utilities & building improvements/capital outlay								

Oak Park Program Costs			Personnel		Pupil			Total
			Costs	Rentals	Services	Supplies	Other	Expense
Total 130 Program	1 Classroom		155,158	6,243	-	1,100	250	162,751
Total 193 Program	12 Classrooms plus (1) ACE program		2,254,841	66,475	167,057	-	53,150	2,541,523
Total Occupational Therapy			225,379	-	-	1,220	500	227,099
Total Nursing			85,033	-	-	-	250	85,283
Total Psychology			122,310	-	-	-	250	122,560
Total SLP			222,911	-	-	700	500	224,111
Total Social Work			113,294	-	-	-	250	113,544
Total ASD Consultants/Aides			307,162	-	-	-	750	307,912
Total Administration			98,233	-	7,192	-	1,600	107,025
Total Custodial*			123,210	-	-	12,570	-	135,780
		Grand Total	3,707,531	72,717	174,249	15,590	57,500	4,027,587
February 1, 2016 student enrollment: 97								
*Custodial does not include utilities & building improvements/capital outlay								

Traverse Heights Program Costs			Personnel		Pupil			Total
			Costs	Rentals	Services	Supplies	Other	Expense
Total 120 Program	5 Classrooms		951,996	91,046	95,528	18,628	3,135	1,160,333
Total 190 Program	4 Classrooms		715,205	19,798	18,028	17,050	3,135	773,216
Total Homebound Services			79,081	-	-	500	1,000	80,581
Total Nursing			158,288	-	-	14,799	500	173,587
Total Occupational Therapy			95,038	-	-	1,050	250	96,338
Total Physical Therapy			118,726	-	-	2,000	250	120,976
Total SLP			230,505	-	211	-	500	231,216
Total Adaptive Physical Education			122,222	-	-	1,500	250	123,972
Total Administration			235,073	-	-	-	2,000	237,073
Total Custodial*			63,108	-	-	7,200	-	70,308
		Grand Total	2,769,242	110,844	113,766	62,727	11,020	3,067,599
February 1, 2016 student enrollment: 72								
*Custodial does not include utilities & building improvements/capital outlay								

UPDATED ENROLLMENT AND PROGRAM COSTS

2017-2018 Costs per Student for Center Based Programs at TBAISD

Center Program	Costs	Totals & Average	
		Students Enrolled	Cost per Student
Life Skills Center	\$ 4,775,345	118	\$ 40,469
New Campus	\$ 3,167,076	64	\$ 49,486
Oak Park	\$ 4,740,699	108	\$ 43,895
Traverse Heights	\$ 3,096,511	77	\$ 40,214
Total Costs	\$ 15,779,632	367	\$ 42,996

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Appendix B: Within District Survey

Please survey critical staff members in your district using the questions below; staff members might include, at your discretion, teachers, principals, itinerants, others. Send all information obtained to Carol Greilick by Monday, February 29, and she will compile in a table for review by the Superintendents on the Special Education Ad Hoc Committee, which meets next on March 2. Thank you.

Internal Supports

1. How many students have behavior plans in early elementary, late elementary, middle school, and high school? How many are Level 3?
2. How many 1:1 aids?
 - Early Elementary? Late Elementary? Middle School? High School?
 - How many are for behavior concerns?
 - For a student's physical need?
 - For ASD transition?
3. How many additional aid supports do you have in the buildings that are not assigned to individual students?
4. How many students have (**Carol will have this data from EasyIEP**):
 - 1 related service
 - 2 related services
 - 3 or more
5. How many of your students require less service than they are getting?

Possible External Programming

6. How many students receive 50% or more time in special education, as specified in their IEPs?
7. How many students might access more or different service/programming if available?
8. How many students at what grade levels are on alternate curriculum or taking alternate assessment?
9. What three additional supports for you or your students would make the biggest difference in student success? Refer to attached list. What others might be important as well?
10. If those three supports are in place, how many students' needs in early el, later el, MS, and HS would still not be met in their current setting? What are their needs?

Responses: What Additional Supports Might Help Support Student Success?

- Regional vs Center-based

CI, EI, ASD, ECSE (program/service). Where are gaps in the continuum?

- Curriculum Planning / Inclusion Support from TCs or psychologists
- Use TC's in a different way, e.g., case manager
- "Help" with paperwork
- Training for TAs
- Additional professionals (SSW, Psych) to
 - Work with students
 - Skill building for LEA staff
 - Perhaps a Certified Behavior Analyst?
- TAs, especially specialized skills for transition
- Teachers
- Help staff change student behavior, being hands on
- Interventions at Tiers 2 and 3; academic? Behavior?
- Building MTSS
- Improved behavior analysis (FBA) and planning
- Other?

Appendix C: Estimated Costs of Superintendent Priorities
For Discussion only

The following are estimated costs for the priority services identified by the superintendents serving on the Special Education Ad Hoc Committee

Regional Self-contained Classroom Cost

2016-17 Fiscal Year	
Teacher BA +20 Step 7	50,291
Retirement	18,427
FICA	3,847
Worker Comp	70
Benefits-FF	<u>18,791</u>
CI Teacher Total Comp	91,426
Teacher Assistant (TA) Salary	19,010
Retirement	6,965
FICA	1,454
Worker Comp	27
Benefits-FF	<u>18,314</u>
TA Total Comp	45,770
Total Comp for New Classroom	137,196
Student Foundation Allowance if Operated by LEA ₁	<u>112,665</u>
Additional Costs	24,531

₁If operated by TBAISD reimbursement will be .28 on the \$1.00 due to high cost of center programs

Behavior Support Specialist Cost – Partially Implemented (4) Added

2016-17 Fiscal Year	
8 Behavior Support Specialists	
200 Days x \$15.00/hr x 7.5 hr/day	180,000
Retirement	65,952
FICA	13,770
Worker Comp	252
Benefits-FF	146,512
Behavior Supports Total Comp	406,486

School Social Worker – Implemented

1 MA +30 Step 8	60,584
Retirement	22,198
FICA	4,635
Worker Comp	85
Benefits-FF	18,791
SSW Total Comp	106,292

School Psychologist

1 MA +30 Step 8	60,584
Retirement	22,198
FICA	4,635
Worker Comp	85
Benefits-FF	18,791
Psychologist Total Comp	106,292

Center and LEA Teacher Assistant Training – Implemented and Ongoing

(All based on 250 participants)

<u>1 Day Foundations</u>	
Room Rentals	4,000
Equipment Rental	800
Food	4,250
Materials	250
Stipends, including FICA, etc	35,280
<u>4, 1-hour online modules</u>	
Stipends, including FICA, etc	15,120
<u>3, 3-hour application sessions</u>	
Food	3,750
<u>Materials</u>	500
Stipends, including FICA, etc	45,360
Total year one training cost ₂	109,310

₂Year two cost would be less, as only new teaching assistants would complete the full training.

UPDATED COSTS FOR REGIONAL SELF-CONTAINED CLASSROOMS:

Regional Self-contained Classroom Cost

2019-20 Fiscal Year	
Teacher BA +20 Step 7	\$ 52,588
Retirement	20,988
FICA	4,023
Worker Comp	126
Benefits-FF	<u>20,756</u>
CI Teacher Total Comp	\$ 98,481
(2) Teacher Assistant (TA) Salary	\$ 40,530
Retirement	16,176
FICA	3,101
Worker Comp	97
Benefits-FF	<u>38,397</u>
TA Total Comp	\$ 98,300
Total Comp for New Classroom	\$ 196,782
Student Foundation Allowance if Operated by LEA*	<u>121,665</u>
Additional Costs	\$ 75,117

*If operated by TBAISD reimbursement will be .30 on the \$1.00 due to high cost of center programs

Additional discussion points:

- Maintenance of effort impact
- Assessment data
- Administrative duties
- Priority for enrollment
- Transportation
- Space availability
- Start of costs
- Need for itinerant support
- Loss of FTE and revenue for sending districts