

Ninth Triennial Assessment of the District 11 Mill Levy Override (MLO) Spend Plan



Colorado Springs School District 11
January 2026

TABLE OF CONTENTS

EXECUTIVE SUMMARY	3
ACKNOWLEDGEMENTS.....	5
INTRODUCTION	6
Overview	6
Project Purpose and Review Approach	8
Data Collection.....	8
CURRENT CONTEXT OF DISTRICT 11	10
Student Achievement.....	10
Student Enrollment	11
District Finances	12
CURRENT STATE OF MLO SPENDING	13
MLO IMPACT.....	18
Teaching and learning	20
School and District Operations	41
Charter School Funding	54
MLO Administration	56
VISION FOR THE MLO	57
MLO MANAGEMENT AND ADMINISTRATION.....	60
Mill Levy Override Oversight Committee (MLOOC).....	61
PIP Accountability Practices	61
Strategic Alignment of PIPs with District Needs and Priorities	63
Communication and Transparency	64
CONCLUSIONS	67
RECOMMENDATIONS.....	67
APPENDIX	70
Appendix A: MLO and General Fund Expenditures by PIP	70
Appendix B: Sources for Salary Scales in Peer districts	73

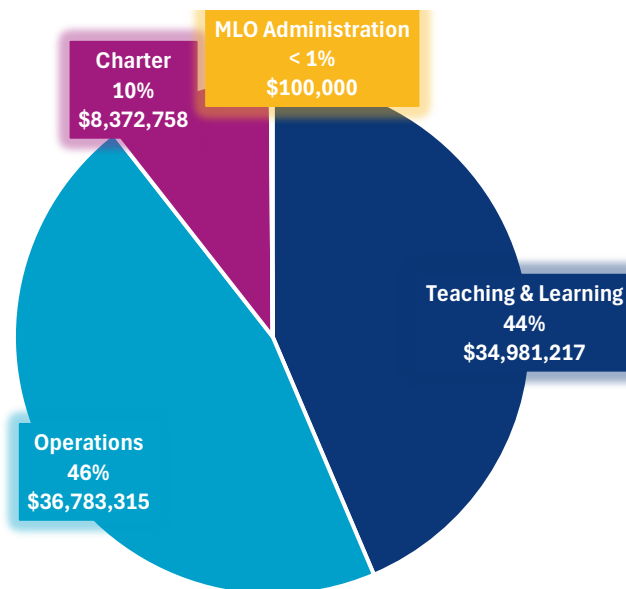
EXECUTIVE SUMMARY

The Ninth Triennial Assessment of the District 11 Mill Levy Override (MLO) comes at the 25th and 8th anniversary of the MLO ballot measures, passed in 2000 and 2017. While the District has seen recent success in the form of increasing enrollment over the last 4 years and modest increases in academic achievement since 2022, the District continues to face persistent challenges in the form of below state average academic achievement and enrollment still below where it was in the 2021-22 school year. In the 2024-2025 school year, District 11 saw less than 40% of students meet or exceed expectations on the state ELA exam, while only 31% met or exceeded expectations on the state math exam.¹ Since the passage of the initial MLO in 2000, D11 has seen student enrollment decline by nearly 30%, despite recent improvements. **With academic achievement still below the statewide average and enrollment slowly increasing in the last few years, District 11 is at an inflection point.** This review of the District's use of MLO funds considers this context to not only answer *how the District spent* MLO funds but start to support the District in determining *how it should spend* MLO funds to respond to the realities of 2026 and beyond.

This review begins with a deeper exploration of the *Current Context of District 11*, including the three primary challenges identified in the previous Triennial Assessment – student achievement, historically declining enrollment, and financial constraints, highlighting the increasing acuity of these challenges since the previous review.

Next, the review summarizes the *Current State of MLO Spending*, including a description of how the District spent the \$81 million it received in MLO funds in the 2024-2025 school year. PCG categorized each of the District's Program Implementation Plans (PIPs) into four categories, analyzing the percentage of MLO funds allocated to each (Figure 1).

FIGURE 1: MLO SPENDING BY CATEGORY



Within each of these categories, PCG identified focus areas, such as teacher compensation, class size, and school safety. PCG described the amount and impact of MLO funds as they relate to each of these

¹ "CMAS data and results." Colorado Department of Education. Retrieved December 18, 2025. <https://ed.cde.state.co.us/assessment/cmas/cmas-dataandresults>

focus areas, highlighting the extent to which the District has achieved the stated goals supported by MLO funds.

The *Vision for the MLO* section describes where the D11 community would like to see increased investment from the District. Across the interviews, focus groups, and community and staff surveys administered by PCG, students, **staff and community members highlighted their desire for increased compensation for teachers, improvements to and maintenance of District facilities, and more opportunities for students to engage in real-world learning experiences.**

The *MLO Management and Administration* section of the review describes the District's accountability structures for MLO funds, including the process for allocating MLO funds and monitoring their use and impact. PCG found that oversight is highly operational in nature, with metrics for specific MLO programs that are often designed to measure *whether the program was implemented* but often lacking evaluation of *whether the program effected positive change* toward the District's greater priorities. PCG also found **that while the MLO accountability structures were thorough, they allowed for little flexibility in ensuring that MLO funds are directed to District priorities and reflect the District's current theory of change,** thus creating a discrepancy in what the District needs to fund to effect positive change and where MLO funds are allocated.

The *Recommendations* section describes how the District can better position MLO funding to maximize impact while retaining its current level of accountability and oversight. These recommendations include:

1. **Align PIP funding with district strategy.**
2. **Invest in high-impact, evidence-based strategies.**
3. **Elevate the altitude of PIPs to create more adaptability.**
4. **Explore alternative funding streams for core operational expenses.**

Additionally, PCG recommends **increasing transparency and community awareness of the MLO through simplified, strategic communications.** Currently, the District produces lengthy, detailed summaries of MLO spending that fail to highlight what stakeholders really want to know: how is the additional investment in District 11 schools improving students' experience?

Finally, the PCG recommends **diversifying the membership of the MLO Oversight Committee (MLOOC) to ensure representation of a variety of stakeholders.** By focusing on cultivating diverse membership, the MLOOC can expand on its crucial role in ensuring accountability by acting as an advisory committee as to how MLO funds *should be* spent.

Throughout the course of the review, District students, staff and community members expressed both an appreciation for what MLO funds have afforded the District – including scholarships, more student support staff, and increased compensation for teachers – as well as a desire to refocus the District on what they see as most important. Coming at the quarter-centennial of the initial MLO, this review offers the District with the opportunity to consider how to best honor the original intent of the voters by meeting the needs of today's students and those to come.

ACKNOWLEDGEMENTS

The triennial assessment could not be completed without the support of key district personnel. PCG wishes to thank Dr. Brandan Comfort, Deputy Superintendent; Nicole Ottmer, Chief of Strategy and Implementation; and Lelania Roberds, Executive Assistant to the Deputy Superintendent. We also wish to thank Michael Gaal, Superintendent, and the Mill Levy Override Oversight Committee (MLOOC) for their support in this work. PCG acknowledges the D11 district staff and leadership as well, who took time out of their busy schedules to talk with our team, and the hundreds of staff, parents and community members who shared their thoughts by completing the 2025 MLO surveys. Finally, we thank the District 11 middle and high school students who joined us for design sessions to share their thoughts about their experiences in D11.

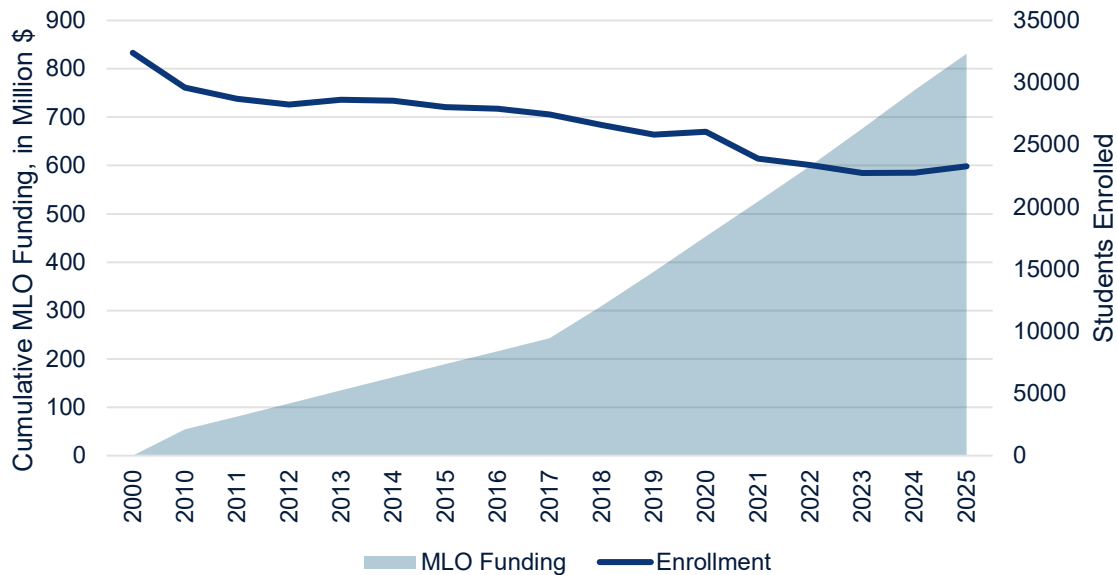
INTRODUCTION

OVERVIEW

For more than two decades, Colorado Springs District 11 (D11) has relied on the Mill Levy Override (MLO) for significant investments in its schools. Through two ballot initiatives, voters approved tax increases in 2000 and 2017 to support various investments including smaller class sizes, modern technology, and high-quality educators, all intended to strengthen student success. Since then, MLO funding has grown, with millions invested in district initiatives.

Despite significant investment, D11 faces two persistent challenges: historically declining enrollment and slowly improving student achievement. Enrollment in D11 has declined from approximately 32,000 students in 2000 when the first MLO was introduced to approximately 23,000 in 2025, representing a 28% drop (Figure 2). Since 2023, however, D11 has seen enrollment steadily increase from 22,729 in 2022 to 23,258 in 2025. Data released in January 2026 showed that this trend continued this year with an enrollment of 23,458 in the 2025-26 school year.²

FIGURE 2: DISTRICT 11 MLO FUNDING AND ENROLLMENT OVER TIME



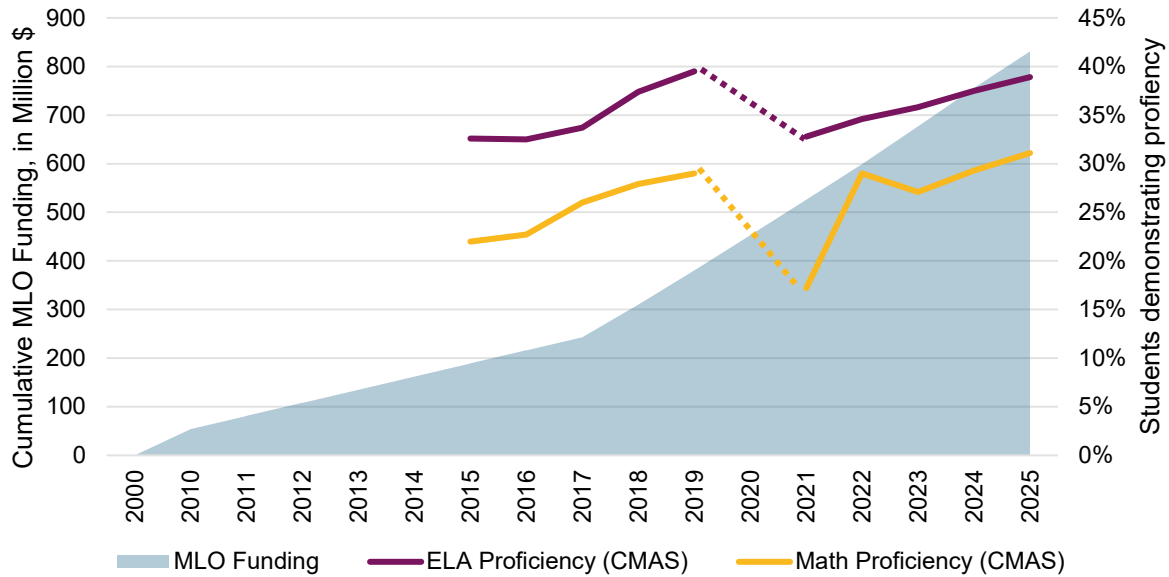
Source: Data provided by D11 for enrollment 2000-2015 and MLO funding. Data for enrollment 2015-2025 provided by Colorado Department of Education, "District Profile- Enrollment." Retrieved January 2, 2026.

<https://www.cde.state.co.us/schoolview/explore/enrollment/1010/ALL>

Similarly, as MLO funding has increased, academic achievement is slowly improving, however it is still below the state averages, with little improvement since before the pandemic (Figure 3). Since 2019, proficiency in ELA declined by one percentage point (from 40% in 2019 to 39% in 2025) and increased by only 2 percentage points in math (from 29% in 2019 to 31% in 2025). In 2025, the District lagged behind statewide proficiency rates by 5 percentage points in math and 6 points in ELA. Despite overall gains, academic achievement has not kept pace with peer districts or the state, suggesting a need for further progress.

² Colorado Department of Education, "Pupil Membership Statistics- 2025-2026 Pupil Membership- LEA Level." Retrieved January 26, 2026. <https://ed.cde.state.co.us/cdereval/pupilmembership-statistics>

FIGURE 3: MLO FUNDING AND D11 CMAS PROFICIENCY OVER TIME



Source: Data provided by D11 for enrollment 2000-2015. Data provided by Colorado Department of Education, “CMAS Data and Results.” Retrieved January 8, 2026. <https://ed.cde.state.co.us/assessment/cmas/cmas-dataandresults>

Note: D11 began using PARCC testing which closely aligns with CMAS in 2015, then began using CMAS testing in 2018. Prior to 2015, D11’s testing (TCAP) did not align to PARCC or CMAS. Students were not tested during COVID-19, indicated by the dotted line.

It is important to note that D11 has invested in a number of initiatives over time geared towards increasing enrollment and student achievement. These include, but are not limited to:

- Modernization of a number of school buildings
- Redesign of the district’s academic organizational structure
- Deepened instructional coaching model
- Student-facing technology, including hardware and digital curriculum
- Expanded school choice opportunities

While the District has seen small positive impacts that may have resulted from these efforts, to date, they have not been enough to significantly raise achievement and have only recently started seeing an increase in enrollment. Given these ongoing challenges, the District faces a critical question: Are current investments, including the 14% of the district budget that is derived from the MLO, being directed in ways that truly address D11’s most urgent needs, both now and as anticipated for the future?

Historically, MLO oversight has focused predominantly on accountability to original voter intent to ensure that funds are spent as promised in 2000 and 2017. While this approach supports fidelity and transparency, it does not fully address today’s realities. The education landscape in D11 and across the US has shifted dramatically due to demographic changes, COVID-19, technological advances, and workforce shifts. D11’s context in 2025 is fundamentally different from when the MLOs were passed. To address persistent challenges in an ever-evolving context, the district must shift beyond an accountability-driven approach to one that also embraces adaptability and strategic alignment.

This review evaluates the spending and impact of the MLO in the past three years since the last review in 2022 and offers recommendations for how the district can strategically align the MLO funding with current needs to best serve students in the years ahead.

PROJECT PURPOSE AND REVIEW APPROACH

In November 2025, through a competitive procurement process, Colorado Springs District 11 selected Public Consulting Group LLC (PCG) to conduct the 2025 assessment of the 2000 and 2017 MLO Spend Plans. District 11 MLO reviews take place every three years and this assessment marks the 9th review. This assessment provides a third-party, independent review to:

- 1) Report on fiscal spending and measure the intended impact of the 2000 and 2017 Program Implementation Plans (PIPs);
- 2) Assess the extent to which PIPs are strategically aligned with current district needs and priorities; and
- 3) Offer recommendations for future funding allocations to maximize student outcomes.

Specifically, this report examines the following guiding questions:

- 1) What is the current context of District 11 in relation to the 2000 and 2017 MLOs?
- 2) What are stakeholder perceptions of the impact and importance of MLO-funded initiatives? Where do stakeholders believe MLO funding should be spent to maximize impact?
- 3) How do the MLOs support the district's current strategic priorities and initiatives?
- 4) **How can the MLOs be utilized to drive impact in the district's priority areas?**
- 5) **What are recommendations for the future implementation of the 2000 and 2017 MLOs?**

The 2025 review differs from previous years due to its increased focus on the forward-looking impact of the MLO. The bolded questions above reflect this shift toward identifying strategies to optimize MLO funding for long-term impact in an evolving educational landscape. The goal of the assessment is to report on the **fidelity of MLO programs in contributing to MLO program goals while assessing how MLO investments align with current and future needs in the district**. These two pieces—MLO intent, and current and future needs—contribute to the MLO strategy. PCG designed the review process around this approach by assessing current investments and results and recommending future investments that can drive student outcomes.



DATA COLLECTION

During the fall of 2025, PCG conducted a mixed-methods study of the 2000 and 2017 MLOs. This review draws on the analysis of three data sources: 1) data and documents, including a financial analysis, 2) focus groups and interviews, and 3) staff and community surveys. Together, these sources provide the foundation for the findings and recommendations related to the MLO and PIP's. Additional details on each data source are outlined below.

Data and Document Review and Financial Analysis

PCG reviewed current data and documents related to the following:

- D11 Budget (including MLO expenditures)
- D11 Strategy documents (i.e., Vision, Mission, and Goals, Roadmap to Excellence, Board of Education Priorities)
- D11 MLO documents (i.e., audits and annual summaries, governance documents)
- PIP Manager Goal documents
- Board of Education documents
- Agendas, meeting notes, and recordings of the Mill Levy Override Oversight Committee (MLOOC)

- Enrollment, programmatic, student demographic, and student achievement data for D11, the state, and peer districts
- PIP Impact Data (i.e., survey data, school safety reports, class size data, personnel report)

PCG also conducted a financial analysis of the MLO funding which involved analyzing both the MLO and general funds spent for each PIP since 2017. Data and documents that were consulted are cited throughout the report.

Focus Groups and Interviews

PCG conducted 7 focus groups and 15 interviews with various stakeholders including district leaders, school board members, principals, teachers, members of the MLOOC, and community members. All focus groups and interviews were conducted in December 2025 took place both virtually and in-person, ranging from 30 minutes to one hour in duration. Questions for these engagements were tailored to each stakeholder group and focused on gathering insight into the current state of MLO funding in the district and where investments could be prioritized in the future to drive student outcomes. Responses were recorded as notes during the meetings which PCG systematically reviewed to identify themes and trends across responses.

PCG also facilitated two in-person, hour-long design sessions with middle and high school students. In these sessions, students engaged in a discussion related to how the district might best support their success, followed by an activity where students were assigned a budget and collectively determined where to invest the hypothetical funds.

Staff and Community Surveys

PCG developed two online surveys, one shared with staff members and another with community members. The community survey was translated into Spanish to maximize engagement. The survey asked staff to share their perceptions of the MLO's impact, management, and transparency, and to identify their top priorities for future district investment and budget allocation. Community and family respondents were asked similar questions about MLO impact and transparency and were asked to prioritize areas for district investment to best support students and families.

Both the community and staff surveys were available for three and a half weeks, from November 19, 2025 through December 14, 2025.

In total, 329 district staff and 725 community members responded to their respective survey. Overall, this represents a decrease in the number of staff respondents but a consistent response rate among community members compared to surveys in the 2022 and 2019 reports. Figure 4 outlines survey responses across the past three assessments.

FIGURE 4: MLO ASSESSMENT SURVEY RESPONSE RATES 2019, 2022, AND 2025

Stakeholder Group	2019	2022	2025
Staff	1,315	777	329
Community Members and Parents	690	728	725

The majority of staff respondents were teachers (50%), followed by education support professionals (18%), and central administrators (11%). Fifty-two percent of respondents served the elementary school level, 20% served the middle school level, and 32% served the high school level. Participants responded from 26 schools, representing 45% of all schools in D11.

The majority of community respondents (97%) reported that they currently have a child enrolled in a D11 school and 30% of respondents reported that they had previously had a child enrolled in the district. Respondents had children enrolled in 57 schools across D11, representing 98% of total schools in the district.

Peer Districts

Throughout the report, comparisons with peer districts were made to assess competitiveness across various measures such as teacher salary and student-to-teacher ratio. Peer districts include Academy District 20, Denver County 1, District 49, Harrison 2, and Pueblo City 60.

CURRENT CONTEXT OF DISTRICT 11

Since both the 2000 and 2017 MLO, much has changed in both the District and PreK-12 education more broadly. In its 2022 review, PCG identified three areas of focus for the District, including:

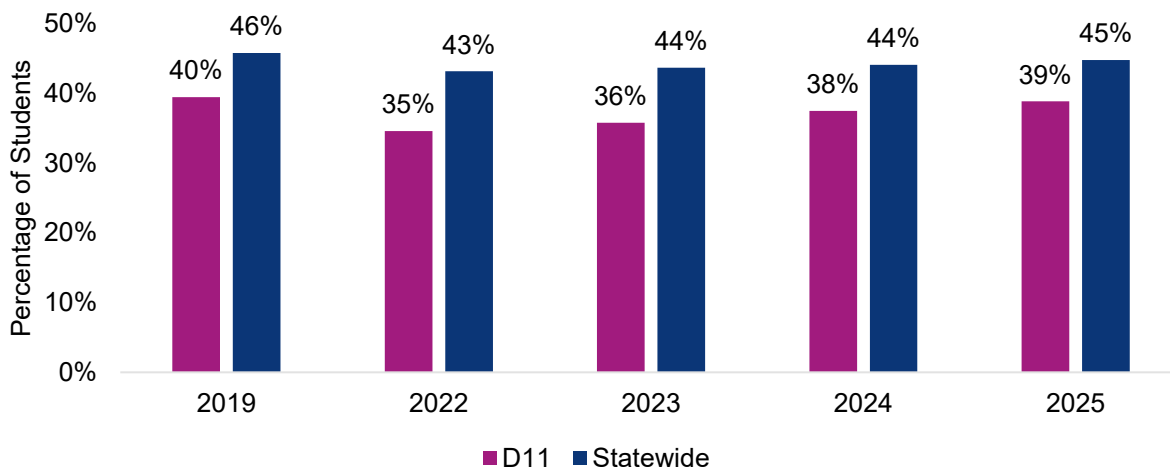
1. Stagnating student achievement
2. Historically declining enrollment despite recent gains
3. Limited district finances

In the years since the previous review, the District continues to face significant challenges related to maximizing achievement and student enrollment in the context of financial constraints.

STUDENT ACHIEVEMENT

Since PCG's last MLO review in 2022, D11 has seen student achievement increase, with the District's ELA CMAS scores approaching pre-pandemic levels (Figure 5).

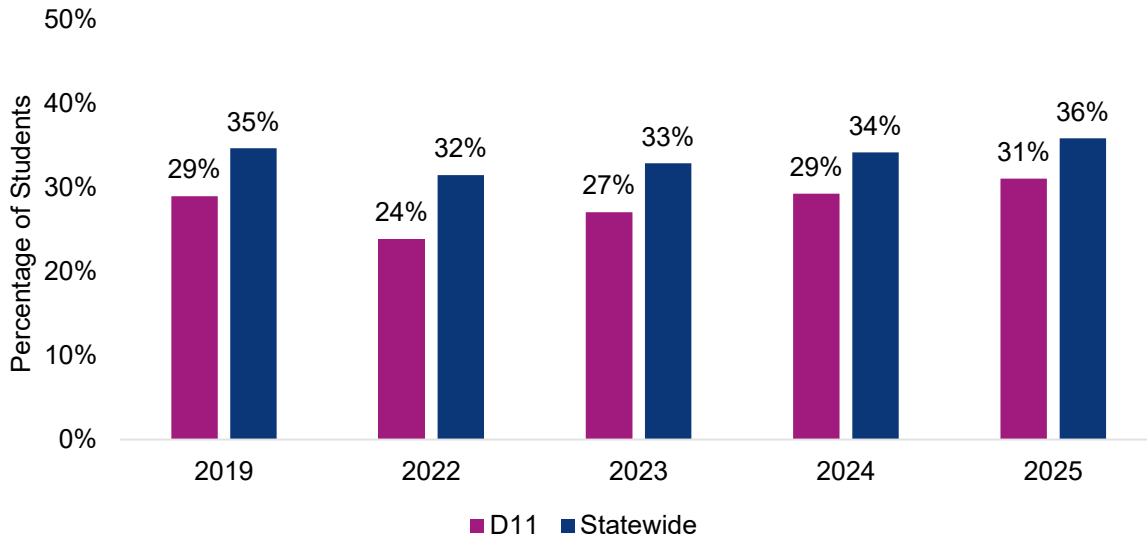
FIGURE 5: ELA CMAS PROFICIENCY RATES: D11 VS. STATEWIDE



Source: "Spring 2025 CMAS data and results." Colorado Department of Education. Retrieved December 22, 2025. <https://ed.cde.state.co.us/assessment/cmas-dataandresults-2025>

Similarly, the District's Math CMAS proficiency rate has increased from a post-pandemic low of 24% to 31%, which also represents an increase from before the pandemic (Figure 6).

FIGURE 6: MATH CMAS PROFICIENCY RATES: D11 VS. STATEWIDE



Source: "Pupil membership statistic." Colorado Department of Education. Retrieved December 11, 2025.
<https://ed.cde.state.co.us/cdereval/pupilmembership-statistics>

Although D11 has made strides in student achievement, with ELA and math scores rebounding and at times surpassing pre-pandemic benchmarks, the District continues to lag behind statewide proficiency rates by 5 (math) and 6 (ELA) percentage points. In 2025, only 31% of students demonstrated grade level proficiency in math, and 39% of students demonstrated grade level proficiency in ELA.

STUDENT ENROLLMENT

While enrollment has increased over the last 4 years, enrollment continues to be a focus for D11.³⁴

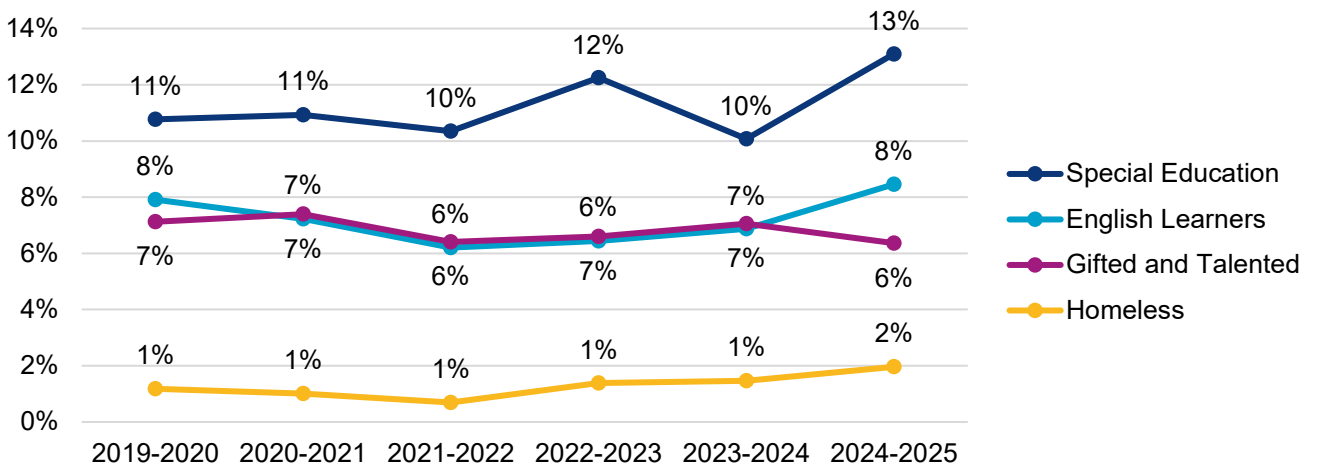
Declining enrollment has budgetary implications for districts, as Colorado's state funding formula allocates funds on a per student basis. For the 2025-2026 school year, the state provided \$8,691.80 in base per-student funding, with multipliers for certain student populations. Since the 2019-2020 school year, the District has seen a higher percentage of special education, English learners, and homeless students (Figure 7).⁵ While the District's enrollment has mostly decreased, the concentration of high-need students has increased, increasing the need for specialized District programming and supports.

³ "Pupil membership statistic." Colorado Department of Education. Retrieved January 26, 2026.
<https://ed.cde.state.co.us/cdereval/pupilmembership-statistics>

⁴ Ibid.

⁵ "Data insights, resources & archives." Colorado Department of Education. Retrieved December 11, 2025.
<https://ed.cde.state.co.us/cdereval/pupilmembership-statistics/data-insights-resources-archives>

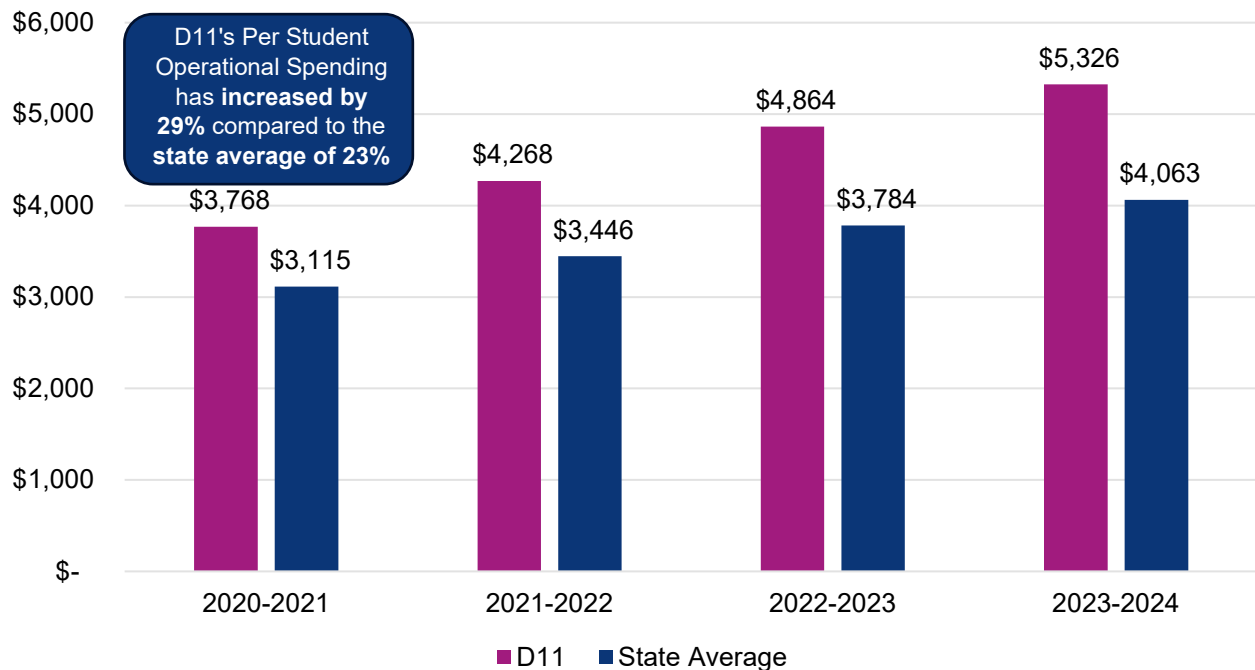
FIGURE 7: D11 STUDENT MEMBERSHIP BY PROGRAM (2019-2020 TO 2024-2025)



DISTRICT FINANCES

While the District has experienced a relatively recent modest increase in enrollment, the expenses associated with operating schools have risen, exacerbating the financial impact. Since the 2020-2021 school year, the District's operational expenses have grown from approximately \$90 million to more than \$121 million, reflected in an increase in per-student spending from \$3,768 to \$5,326 (Figure 8).⁶ This increase in operational spending has been buoyed by the District's recent capital investments, which were in part supported by MLO funds (see the *Capital Projects and Facilities Maintenance* section of the report).

FIGURE 8: PER STUDENT OPERATIONAL SPENDING: D11 VS. STATE AVERAGE



⁶ "Financial transparency historical data, Colorado Springs 11 FY 2023-24." Colorado Department of Education. Retrieved December 19, 2025. <https://www.cde.state.co.us/schoolview/financialtransparency/historical/1010>

While D11 has seen academic achievement increase since the last MLO review in 2022, the District remains below the statewide achievement levels and continues to face challenges related to enrollment and limited finances. In order to contend with lagging academic achievement and enrollment challenges, D11 will need to maximize its resources, underscoring the importance of MLO funding.

CURRENT STATE OF MLO SPENDING

The Mill Levy Override in District 11 is comprised of two separate ballot initiatives to provide additional funding to support District operations. In November 2000, District taxpayers approved a \$27 million ballot issue (Ballot Issue #3B) to supplement educational funding in D11, demonstrating their commitment to their District schools. This money was earmarked to fund specific ballot items related to the following educational efforts in the District:

1. Reduction in class size
2. Attraction and retention of superior teachers and support staff
3. Core academic subjects such as mathematics, reading, writing, and science
4. Purchase of classroom instructional materials and supplies
5. Increase in teacher training
6. Expansion in student assessment and interventional support
7. Library support
8. School safety and security
9. School start times
10. Technology integration in the classroom
11. Citizens oversight committee to develop independent comprehensive performance plan

The District then adopted a “spending plan,” which translated these 11 targeted areas into 25 specific program implementation plans (PIPs). The PIPs include:

- Program line-item description
- Ballot question alignment
- Explanation and use of funds description
- Budget for each year
- Full Time Equivalent (FTE) Authorizations for each year
- Plan amendments

For example, to address the ballot items #5 (increase teacher training) and #6 (expand student assessment and intervention support), the District created 2000 PIP 6, which supplements the salaries of 27 Teaching and Learning Coaches (TLCs) to support teacher development in instructional practice.⁷ The District and MLO Oversight Committee (MLOOC) work together to determine the funding that should be allocated to each PIP, as well as how the success of each PIP should be measured.

The District began collecting monies from the 2000 MLO in early 2001. To minimize the impact on property owners, the MLO funding was phased in over several years. The 2000 MLO ballot measure did not include an inflationary clause, so the funds, though they renew each year, remain static. The District began to receive the full annual MLO funding of \$26,998,822 in 2009.

In November 2017 an additional Mill Levy Override was approved by voters to fund education (Ballot Issue #3E) in Colorado Springs. Like the 2000 MLO, the 2017 MLO was designated to provide additional funding to specific educational needs in the District. These include:

1. Attracting and retaining high quality teachers and support staff, not to include administrators, by offering salaries and benefits that are competitive to other school districts

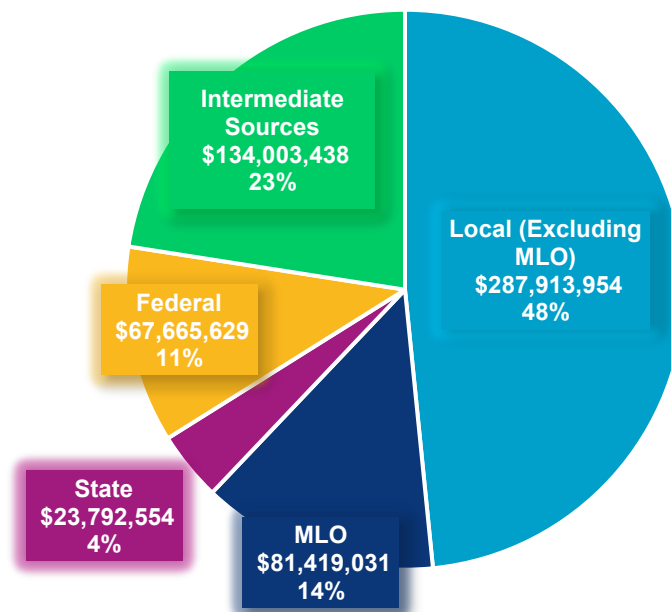
⁷ “2000/2017 mill levy override summary.” Colorado Springs Schools District 11. Published January 2024. Retrieved December 29, 2025. <https://resources.finalsite.net/images/v1745964665/d11org/szx6aty1dk4ivt4vj1f/MLOAnnualSummaryFY22-23-FINAL.pdf>

2. Extending the life of existing schools by repairing, maintaining, and modernizing aging buildings
3. Expanding technology access to more students by upgrading and replacing outdated computers and equipment
4. Providing equitable funding for charter schools
5. Improving student safety and security by adding a school resource officer at every middle school
6. Supporting student success by providing more school counselors, nurses, psychologists, or social workers
7. Reducing long-term interest costs by paying off existing debt sooner

The funds from the 2017 MLO were phased in over several years, with the full amount being paid out beginning in 2020. Unlike the 2000 MLO, the 2017 MLO contains an inflationary measure that increases the total amount provided to the District year over year.

In the 2024-2025 school year, the District received a total of \$81,419,031 in MLO funds, including \$26,998,822 from the 2000 MLO and \$54,510,209 from the 2017 MLO.⁸ For the 2024-2025 school year, this represented 13.7% of the District's total revenue (Figure 9).⁹

FIGURE 9: DISTRICT 11 REVENUE BY SOURCE 2024-2025



These funds are distributed across 27 PIPs, as the District has consolidated certain PIPs across both MLOs. Figures 10 and 11 depict the funding allocations for each PIP, including how many specified full-time employees (FTEs) are funded by these allocations. MLO funding supports a variety of District expenses, including 294.2 specified FTEs, approximately 8% of all District employees.

⁸ "Fiscal year 2024-2025 mid-year modifications adopted budget." Colorado Springs Schools District 11. Published January 15, 2025. Retrieved December 22, 2025. [FY24 Appropriation RESOLUTION Mid-year.xlsx](#)

⁹ "2024-2025 uniform budget summary." Colorado Springs Schools District 11. Retrieved January 5, 2026. [FY24-25 uniformbudgetsummary .pdf](#)

FIGURE 10: 24-25 2000 MLO FUNDING ALLOCATION BY PIP

PIP	Name	FY24-25 MLO Funding	Specified FTEs Funded by MLO
1B	Employee Compensation - Combined	\$7,360,000	0
2B	Class Size Reduction	\$1,300,630	27.9
2C	Middle School Implementation	\$2,621,955	56.3
5	Instructional Supplies & Mats	\$1,653,546	0
6	Literary Resource Teachers/Teaching and Learning Coaches	\$2,129,770	27
7B	Instructional & Tech Staff Development	\$372,834	0
9B	Library Technology Educators, Security, and Assessment Staffing	\$2,530,322	58
11B	Technology	\$6,075,550	0
12	English Language Learners, Special Education and Gifted and Talented	\$933,700	21.5
20	District/Academic Achievement Level Testing and /Assessments	\$200,000	0
21	Charter School Funding	\$1,820,515	0
23	Performance Review	\$100,000	0
Total	2000 MLO Totals	\$ 26,998,822	190.7

FIGURE 11: 24-25 2017 MLO FUNDING ALLOCATIONS BY PIP

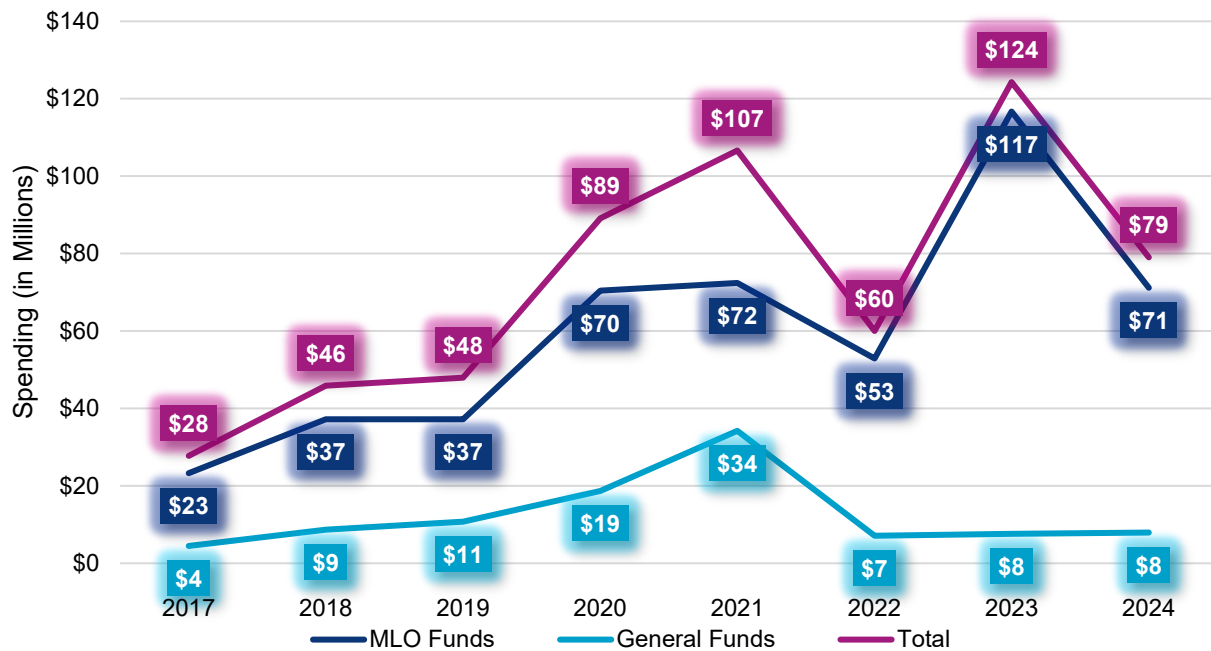
PIP	Name	FY24-25 MLO Funding	Specified FTEs Funded by MLO
1	Comprehensive Support Model	\$5,295,881	63.5
2	Teacher Compensation	\$9,423,838	0
3	Education Support Professionals Compensation	\$7,191,132	0
4	School Security Enhancements	\$375,000	0
5	Class Size Reduction	\$1,750,000	25
6	Technology Replacement Plan	\$1,000,000	0
7	Technology Support Staff	\$320,000	4
8	Capital Renewal/Replacement	\$44,511,788 ¹⁰	11
9	Charter School Funding	\$6,552,243	0
10	Bond Debt Reduction	-	0
11A	Tax/Treasurer Collection Fee	\$330,000	0
11B	Contingency - Non-Recurring	-	0
12	D11 Promise	\$200,000	0

¹⁰ Total includes funds carried over from previous years.

14	Undesignated Inflation Fund Bal - Recurring	\$3,690,804	0
15	Curriculum/Instruction/Software	\$3,239,063	0
Total	2017 MLO Totals	\$86,414,306	103.5

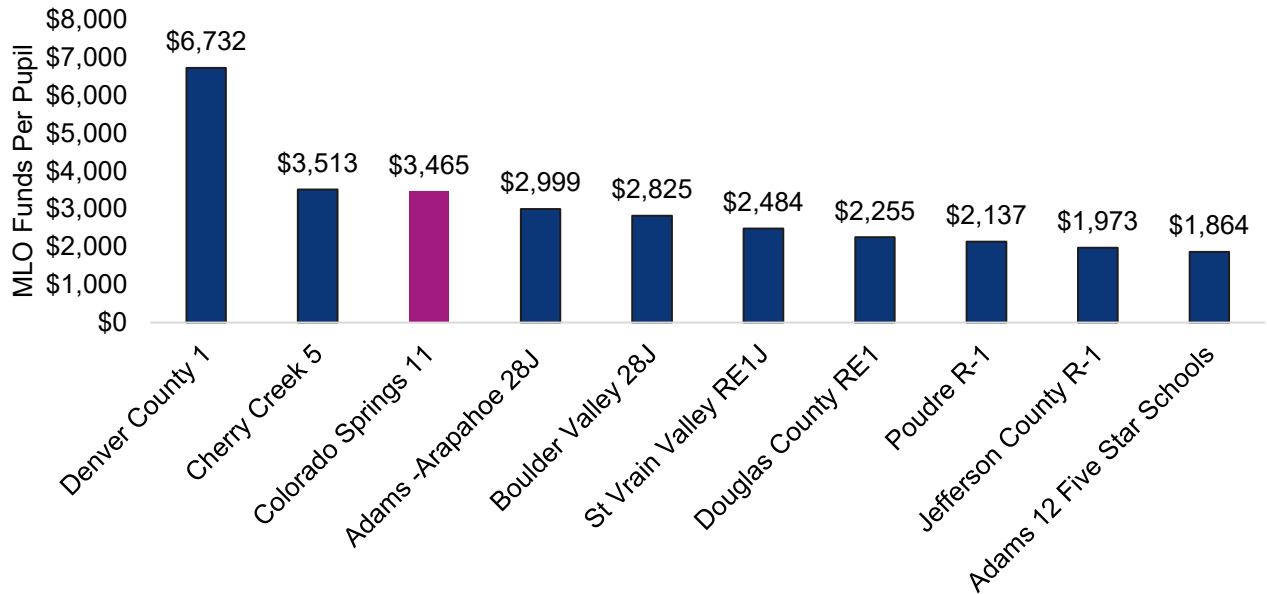
The extent to which the District has needed to allocate general funds to support PIPs has varied in recent years, with an upward trend over time, reflecting an increase in costs. In years where general fund allocation towards PIPs has peaked, general funds were largely used to support major capital projects and bond repayments, such as in 2021 and 2023, respectively (Figure 12). An analysis of MLO versus general funds expended for individual PIPs can be found in Appendix A.

FIGURE 12: MLO AND GENERAL FUND SPENDING TOWARDS PIPs (IN MILLIONS)



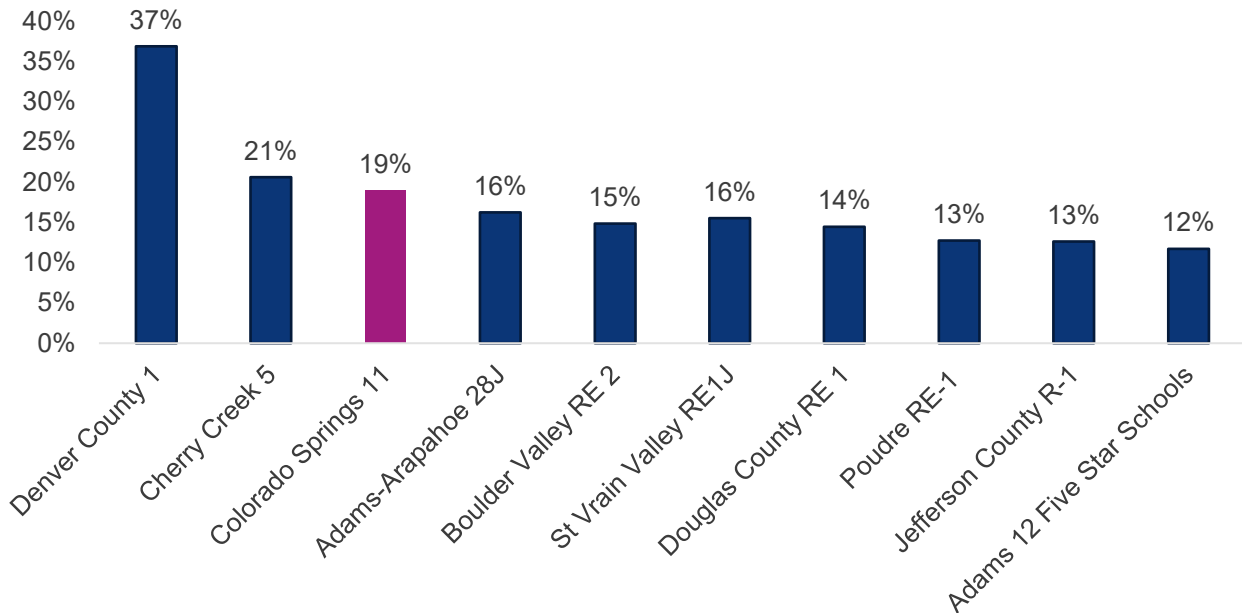
Of the 104 Colorado districts that receive MLO funding, D11 receives the 8th most from its MLO. Of these districts, D11 receives the third highest per-pupil MLO funding (Figure 13).

FIGURE 13: MLO FUNDING PER PUPIL (2023-2024)



Combined, the 2000 and 2017 MLOs fund 19% of the District's expenditures, the third highest percentage in the state (Figure 14).

FIGURE 14: PERCENTAGE OF PER-PUPIL EXPENDITURE PROVIDED BY MLO FUNDS



Through the combined support of the 2000 and 2017 ballot measures and their targeted spending across numerous program implementation plans (PIPs), the District has been able to fund a range of initiatives such as teacher compensation, class size reduction, technology upgrades, and facility improvements. These investments have not only provided resources for students and staff but have also enabled D11 to remain competitive in per-pupil funding statewide. As the District continues to navigate financial pressures

and evolving educational needs, the ongoing commitment of local taxpayers through the MLO remains central to its ability to deliver high-quality education and foster student success for years to come.

MLO IMPACT

As described in the previous section, the MLO funds are allocated to a number of different priorities represented by twenty-seven PIPs. For the purposes of this report, PCG categorized individual PIPs into broader spending categories: teaching and learning, operations, finance, charter school, and MLO administration. Figure 15 shows funding allocation across these spending categories and Figure 16 lists the PIPs by category.

FIGURE 15: FUNDING BY SPENDING CATEGORY

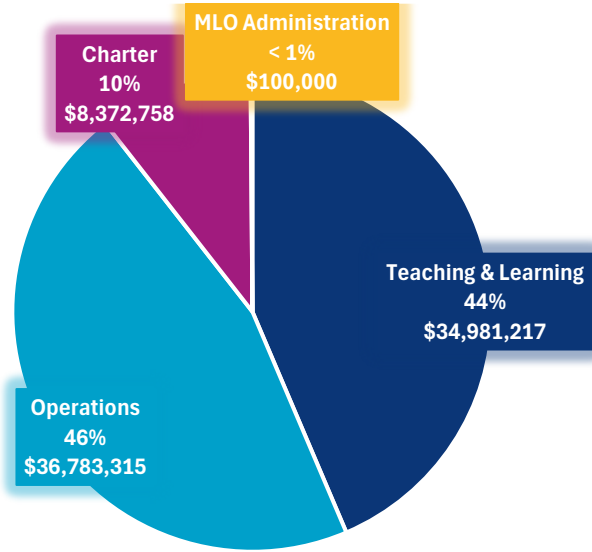


FIGURE 16: PIPs BY BROADER SPENDING CATEGORIES (2024-2025)

MLO	PIP	Percent of MLO Budget	Allocated Funds (24-25)
Teaching & Learning			
2000	1B: Employee Compensation	9.2%	\$7,360,000
2000	2B: Class Size Reduction	1.6%	\$1,300,630
2000	2C: Middle School Implementation	3.3%	\$2,621,955
2000	5A & B: Instructional Supplies & Materials	2.1%	\$1,653,546
2000	6: Teaching & Learning Coaches	2.7%	\$2,129,770
2000	7B: Professional Development	0.5%	\$372,834
2000	12: English Language Learners, Special Education, Gifted & Talented	1.2%	\$933,700

2000	20: Achievement Level Testing & Assessments	0.2%	\$200,000
2017	1: Comprehensive Student Support Model	6.6%	\$5,295,881
2017	2: Teacher Attraction & Retention	11.7%	\$9,423,838
2017	5: Class Size Reduction	2.2%	\$1,750,000
2017	12: D11 Promise	0.2%	\$200,000
2017	15: Curriculum	2.2%	\$1,739,063
Total Teaching & Learning Budget		43.7%	\$34,981,217
Operations			
2000	9B: Library Technology Educators, District Support Technicians Security, EDSS Staffing	3.2%	\$2,530,322
2000	11B: Technology Support	7.6%	\$6,075,550
2017	3: ESP Attraction & Retention*	8.7%	\$6,991,132
2017	4: School Security Enhancements	0.5%	\$375,000
2017	6: Technology Replacement Cycle	1.2%	\$1,000,000
2017	7: Technology Support Enhancements	0.4%	\$320,000
2017	8: Capital Renewal/Improvements	24.3%	\$19,491,311
Total Operations Budget		45.9%	\$36,783,315
Finance			
2000	24: Contingency	0.0%	\$0
2017	10: Bond Debt Reduction	0.0%	\$0
Total Finance Budget		0.0%	\$0
Charter School			
2000	21: Charter Schools	2.3%	\$1,820,515
2017	9: Charter School Funding	8.2%	\$6,552,243
Total Charter School		10.5%	\$8,372,758
MLO Administration			
2000	23: Administrative Performance Evaluation	0.1%	\$100,000
Total MLO Administration Budget		0.1%	\$100,000

The remainder of this section provides a detailed analysis of each of these spending categories, including spending over time and measure of impact.

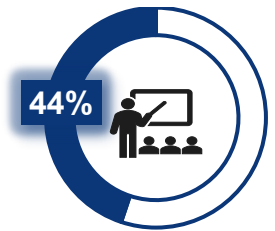
TEACHING AND LEARNING

As a broader spending category, teaching and learning includes three sub-sections:

- Instructional and student support staffing
- Curricular and assessment materials
- Student experiences and opportunities

Teaching and Learning accounts for \$34,981,217, representing 44% of the MLO budget.

24-25 MLO Allocation



Instructional and Student Support Staffing

Instructional and student support staffing covers four focus areas:

- 1) Class size reduction
- 2) Teacher compensation, recruitment, and retention
- 3) Professional development
- 4) Support staff

The PIPs in this category are grouped by these focus areas (Figure 17).

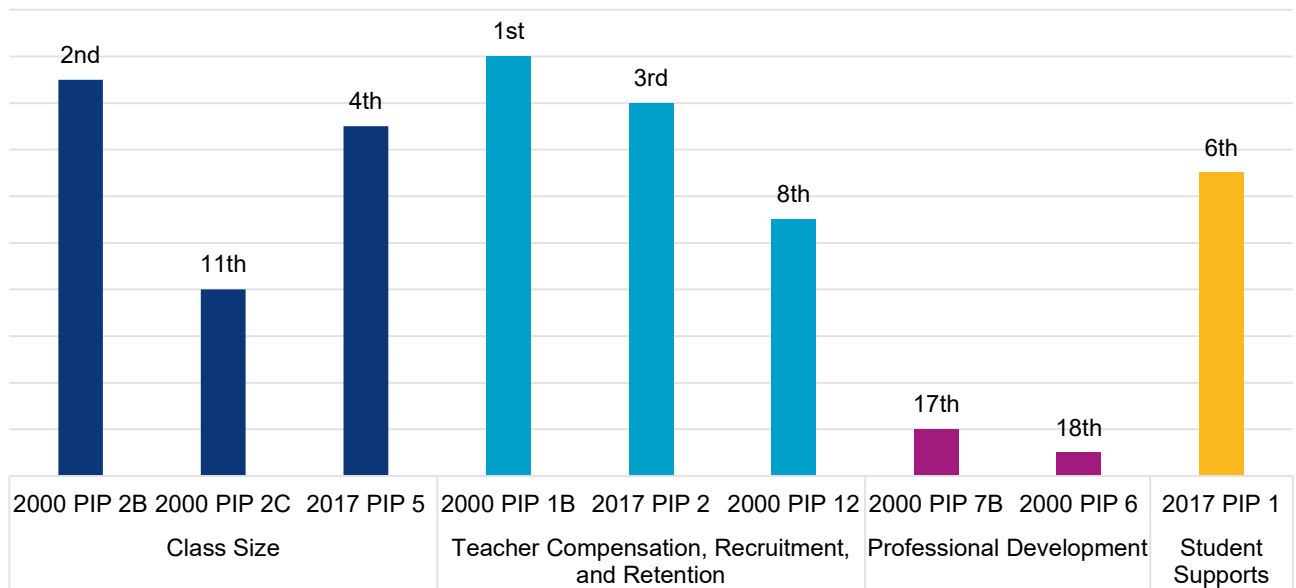
FIGURE 17: INSTRUCTIONAL AND STUDENT SUPPORT STAFFING PIPs

Year	PIP	PIP Name	PIP Description	Ballot Item(s)
Class Size Reduction				
2000	2B	Class Size Reduction	Reduce class sizes across D11	Reduction in class size
2000	2C	Middle School Implementation	Reduce class sizes, add sufficient middle school teachers and planning time	Reduction in class size
2017	5	Class Size Reduction	Adds teachers to reduce pupil/teacher ratio in classrooms.	Reduction in class size
Teacher Compensation, Recruitment, and Retention				
2000	1B	Employee Compensation-Combined	Improve D11's ability to attract and retain high-quality employees, excluding administrative positions	Attraction and retention of teachers and support staff
2000	12	ESL, Special Education, Gifted/Talented	Supplements the salaries for services provided by support staff working with ELL, students with disabilities, and accelerated learning populations.	Student assessment and interventional support
2017	2	Teacher Attraction and Retention	Increase teacher compensation to help D11 attract and retain the most highly qualified candidates	Attracting and retaining high quality teachers and support staff, not to include administrators, by offering salaries and benefits that are competitive to other school districts
Professional Development				

2000	6	Literacy (Teaching and Learning Coaches (TLC's)/Literacy Resource Teachers (LRT's)	Add staffing for certain instructional programs to support literacy instruction through teacher professional development and coaching.	Training and development; Student assessment and interventional support
2000	7B	Staff Development and Technology Training	Professional development for school-based staff	Training and Development
Student Support Staff				
2017	1	Comprehensive Student Support	Implements a coordinated program of professionals and resources, including school nurses, psychologists, counselors, and MTSS facilitators.	Supporting student success by providing more school counselors, nurses, psychologists, or social workers.

In the survey administered by PCG, staff were asked to identify the three PIPs that were most important to them. PIPs related to teacher compensation, recruitment and retention were highly ranked (ranging from 1st to 8th out of 23 options), followed by PIPs related to class size (ranging from 2nd to 11th), as illustrated in Figure 18.

FIGURE 18: RANKINGS OF SURVEY RESPONSES, “FROM THE FOLLOWING 2000 AND 2017 PIPs OF THE MLO, PLEASE INDICATE THREE THAT ARE THE MOST IMPORTANT TO YOU,” STAFF SURVEY



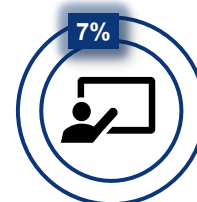
Class Size

2000 PIPs 2B and 2C and 2017 PIP 5 focus on reducing class sizes across D11, and account for 7% of the MLO budget.

2000 PIP 2B addresses class size reduction at the elementary and high school levels, while 2000 PIP 2C addresses class size reduction in middle schools and establishes additional planning periods for middle school teachers, which requires allocating additional teachers to cover these planning periods while maintaining recommended class sizes. Funding for 2000 PIP 2B supports 27.9 FTE positions, while 2000 PIP 2C funding supports 56.3 FTE positions.

2017 PIP 5 was introduced to reduce student-to-teacher ratios. The program assigns ten recurring full-time teachers at the beginning of the school year to address large class sizes quickly. An additional fifteen teachers are allocated for differentiated needs such as special education and high-impact student needs. Funding for PIP 5 supports 25 FTE positions.¹¹

24-25 MLO Allocation



Class Size at a Glance

- Class sizes are, on average, below those recommended in the District's capacity model, and pupil-to-teacher ratios have declined over time, with enrollment declines likely contributing to this trend.
- Stakeholders perceived PIPs related to class size as relatively important (57% of staff ranked at least one in their top 3 choices), but few respondents (15% of both community and staff respondents) felt that class size reduction had a positive impact, suggesting that class size is an area where stakeholders see a potential for impact that has not yet been realized.

Spending Over Time

As Figure 19 highlights, a total of \$5,672,585 was spent on 2000 PIPs 2B and 2C, and 2017 PIP 5 in FY24-25, which included funding towards 109.2 FTE.

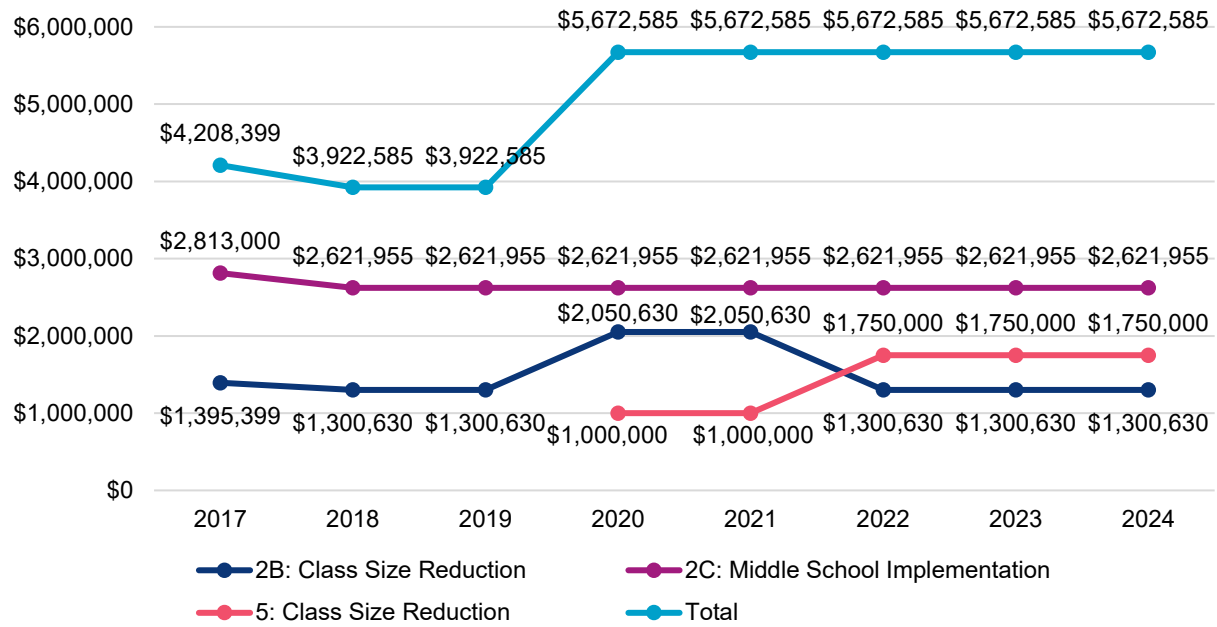
FIGURE 19: SPENDING FOR 2000 PIP 2B, 2000 PIP 2C, 2017 PIP 5, 2024-2025

Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2000	2B	Class Size Reduction	Reduce class sizes across D11	\$1,300,630	27.9
2000	2C	Middle School Implementation	Reduce class sizes, add sufficient middle school teachers and planning time	\$2,621,955	56.3
2017	5	Class Size Reduction	Adds teachers to reduce pupil/teacher ratio in classrooms.	\$1,750,000	25.0
Total				\$5,672,585	109.2

MLO expenditures since 2017 were relatively consistent for 2000 PIPs 2B and 2C, and 2017 PIP 5 (Figure 20). MLO funding for 2017 PIP 5 has increased over time, while funding for 2000 PIPs 2B and 2C has remained relatively consistent since 2017.

¹¹ Ibid.

FIGURE 20: MLO EXPENDITURES- PIP 2B, 2C, 5



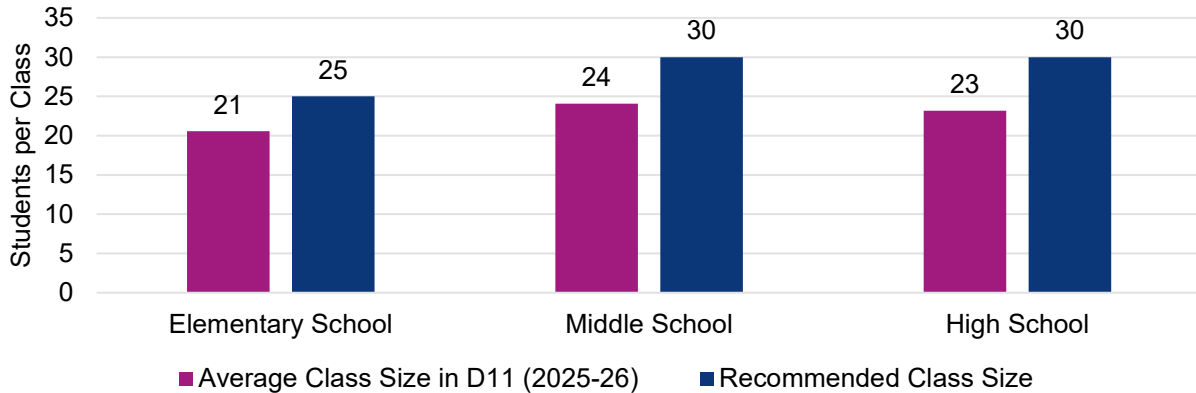
Measure of Impact

In assessing the District's impact related to class sizes, PCG examined average class sizes as well as average student-to-teacher ratios.

The average class size across elementary, middle, and secondary schools in D11 was 23 students in 2025-26. Middle school classes were the largest with an average of 24 students per class compared to high school with 23 students and elementary with 21 students (Figure 21). The district's capacity model recommends class sizes at 25 students in elementary school and 30 students per class in middle and high school.¹² Across the district in 2025-26, average class sizes were lower than the defined benchmarks.

¹² "Colorado Springs District 11 school student capacity model." Colorado Springs Schools District 11. Published December 2022. Retrieved January 7, 2026. https://resources.finalsite.net/images/v1693226012/d11org/mzbqfggpjnr17qldtcm/D11CapacityModelA_12_22.pdf

FIGURE 21: RECOMMENDED AND AVERAGE CLASS SIZE IN D11 (2025-26)

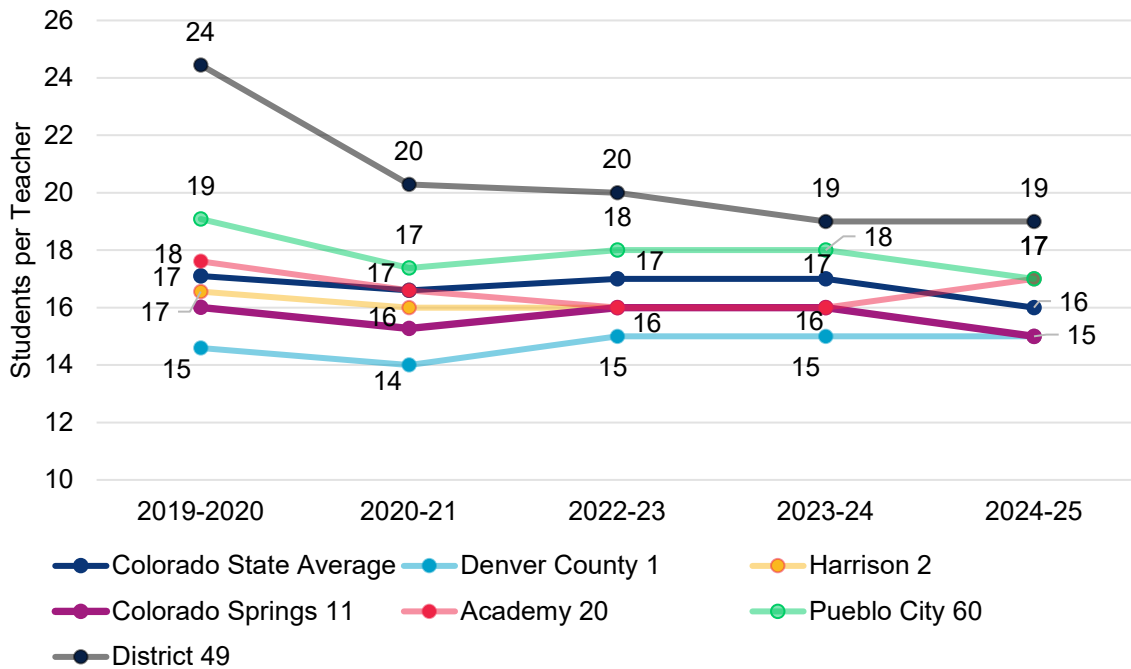


Source: Data retrieved from "25-26 Class Size" provided by District 11.

As it pertains to student-to-teacher ratios, D11 saw a decline from 16:1 in 2019-2020 to 15:1 in 2024-25. This pattern is consistent among peer districts. Including D11, the student-to-teacher ratio in all districts reviewed remained the same or declined by at least one student since 2019-2020.

In 2024-25, D11 had a similar student-to-teacher ratio compared to peer districts, with 15 students to one teacher on average. This ratio was slightly lower than the state average of 16 students to one teacher and lower than three peer districts' averages—Pueblo City (17:1), Academy 20 (17:1), and District 49 (19:1) (Figure 22).

FIGURE 22: PUPIL-TO-TEACHER RATIO IN PEER DISTRICTS 2019-2020 TO 2024-25



Source: Retrieved from "Student Teacher Ratios by LEA" by Colorado Department of Education, Retrieved December 24, 2025, <https://ed.cde.state.co.us/cdereval/staffstatistics>.

Note: Data for 2021-22 is omitted as it was unavailable on the Colorado Department of Education website.

Class size reduction was important to staff based on survey responses. In the staff survey, when asked which three PIPs were the most important, 39% of staff selected 2000 PIP 2B, 19% chose 2017 PIP 5, and 9% selected 2000 PIP 2C. Across all 23 options listed in the survey, 2000 PIP 2B was the second most popular choice, 2017 PIP 5 ranked 4th, and 2000 PIP 2C ranked 11th. Altogether, 57% of staff selected at least one of these PIPs related to class size as one of the three most important PIPs.

While class size appears to be important to staff, stakeholder perception of the *positive impact* of class size reduction was limited. When asked which areas of the MLO funds have a positive impact, only 15% of staff selected class size. Of the 16 options, class size was the 10th most selected choice, behind top ranking topics like building improvements, teacher compensation, and the D11 promise. The same percentage of community members (15%) also selected class size as having a positive impact, the 9th most selected choice of 16 options.

Teacher Compensation, Recruitment, and Retention

The following section outlines 2000 PIPs 1B and 12 and 2017 PIP 2, with a focus on teacher compensation, recruitment, and retention. Together, these PIPs account for 21% of the MLO allocations.

The main goal of 2000 PIP 1B is to attract and retain high-quality teachers districtwide by ensuring that pay is competitive. The purpose of 2017 PIP 2 is to increase teacher salaries to improve teacher recruitment and retention. Through 2017 PIP 2, the base salary in FY 2017-18 teacher salary schedule increased by approximately 7.2%, thus increasing every step across the schedule for all teachers.

2000 PIP 12 hires additional teachers, psychologists, and paraprofessionals, and supplements the salaries for staff working with English Language Learners (ELL), students with disabilities (SPED), and accelerated learners (Gifted/Talented). The goal of this PIP is to increase student achievement.

24-25 MLO Allocation



Teacher Compensation, Recruitment, and Retention at a Glance

- Teacher salaries have increased in D11 since 2022-23. While teacher salaries are slightly lower than the state average, they are comparable to peer districts. Similarly, teacher turnover has been higher than the state average in recent years but on par with peer districts.
- Overall academic achievement across D11 has increased since 2015, but achievement has not meaningfully exceeded pre-pandemic levels. Among targeted student groups (gifted, SPED, and ELL), progress has been limited, with only modest gains observed for gifted students and slight improvements in math scores for students with disabilities.
- Employee compensation ranked highest among staff priorities, with 61% selecting it as a top three priority. Teacher compensation was also perceived as having a greater positive impact than recruitment and retention. This suggests that investments in teacher compensation were viewed as both important and impactful in the District.

Spending Over Time

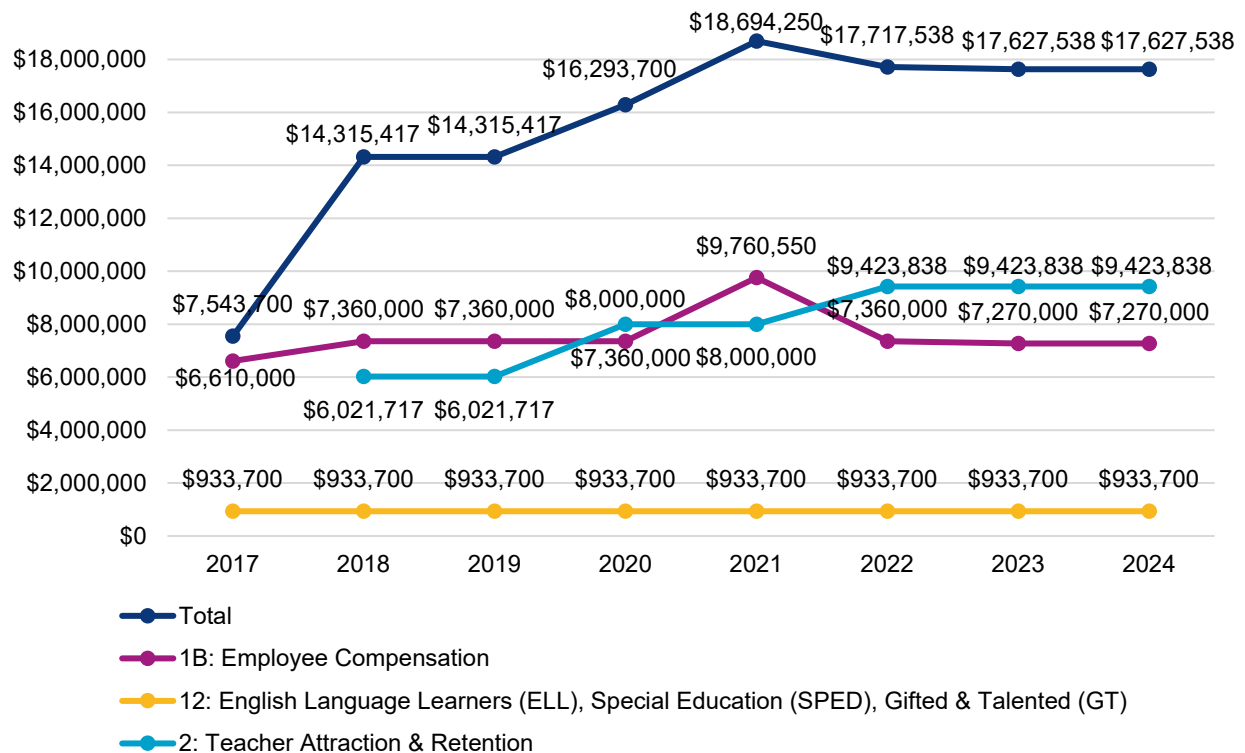
Figure 23 outlines expenditures for each PIP related to teacher compensation, recruitment, and retention. In FY24-25, a total of \$17,627,538 was spent on 2000 PIPs 1B and 12 and 2017 PIP 2.

FIGURE 23: SPENDING FOR 2000 PIP 1B, 2000 PIP 12, 2017 PIP 2, 2024-2025

Year	PIP	PIP Name	PIP Description	FY 24-25
2000	1B	Employee Compensation-Combined	Improve D11's ability to attract and retain high-quality employees, excluding administrative positions	\$7,270,000
2000	12	ESL, Special Education, Gifted/Talented	Supplements the salaries for services provided by support staff working with ELL, students with disabilities, and accelerated learning populations.	\$933,700
2017	2	Teacher Attraction and Retention	Increase teacher compensation to help D11 attract and retain the most highly qualified candidates	\$9,423,838
Total				\$17,627,538

MLO expenditures for 2017 PIP 2 increased since 2017. During that time spending for 2000 PIP 1B remained relatively consistent, with a surge in 2021, and expenditures for 2000 PIP 12 remained unchanged year-over-year. In total, spending on teacher recruitment and retention across the three PIPs increased by approximately \$10 million since 2017.

FIGURE 24: MLO EXPENDITURES FOR 2000 PIPs 1B AND 12 AND 2017 PIP 2, 2017-2024



Funds for 2000 PIP 1B support pay for teachers, education support professionals, substitute teachers, and crossing guards with the goal of improving teacher recruitment and retention. Figure 25 shows MLO spending by employee group. Most funds were allocated to teachers, followed by educational support professionals.

FIGURE 25: MLO ALLOCATION BY EMPLOYEE GROUP FOR 2000 PIP 1B

Employee Group	MLO Allocated (FY 24-25)
Teacher (all grade levels)	\$3,912,000
Educational Support Professionals (ESP)	\$2,608,000
Substitute Teacher	\$250,000
Beginning Teacher Salary	\$400,000
Crossing Guard	\$100,000
Total	\$7,270,000

Source: Data retrieved from "FY24 2000 MLO Disbursement" provided by Colorado Springs District 11.

2000 PIP 12 supplements the salaries for staff working with English Language Learners (ELL), students with disabilities (SPED), and gifted/talented learners (G&T), and hires additional teachers, psychologists, and paraprofessionals working with these student groups. In total, \$933,700 was allocated to 2000 PIP 12 which supported 21.5 FTE positions, as shown in Figure 26.

FIGURE 26: MLO ALLOCATION BY EMPLOYEE GROUP FOR 2000 PIP 12

Employee Group	MLO Allocated (FY 24-25)	Total FTE Funded
G&T	\$214,751	4.5
ELL	\$196,077	4.5
SPED	\$522,872	12.5
Total	\$933,700	21.5 FTE

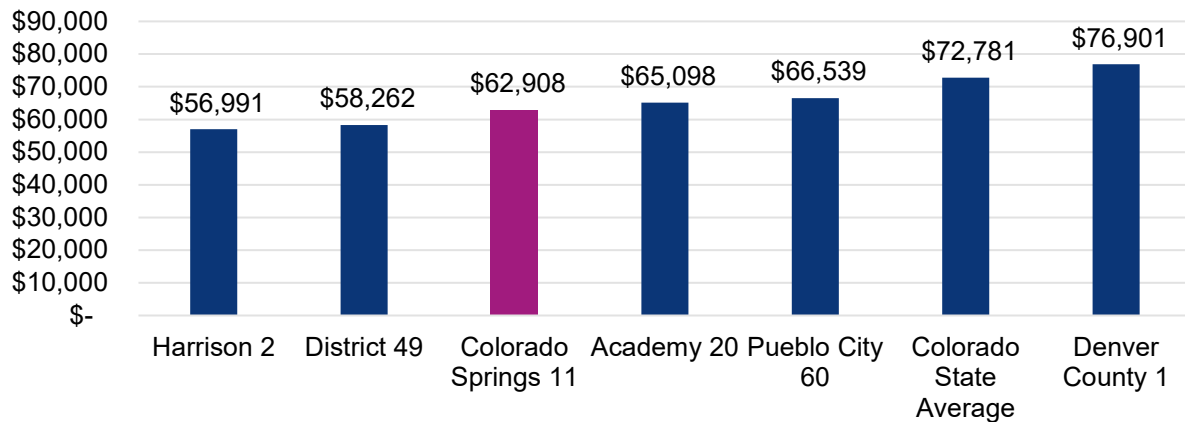
Note. Data retrieved from "FY24 2000 MLO Disbursement" provided by Colorado Springs District 11.

Measure of Impact

As the goal of 2000 PIP 1B was to attract and retain high-quality employees through competitive salaries, this PIP can be measured by salary comparison to peer districts and teacher retention.

On average, in 2024-25, D11 offered a slightly lower teacher salary than peer districts and about \$10,000 lower than the state average. Among six peer districts, D11 had the fourth highest teacher salary in 2024-25 at \$62,908, about \$6,000 greater than Harrison 2 and \$14,000 less than Denver County 1 (Figure 27). Among districts in El Paso County shown in the comparison, D11 ranks second in average teacher salary, behind Academy 20.

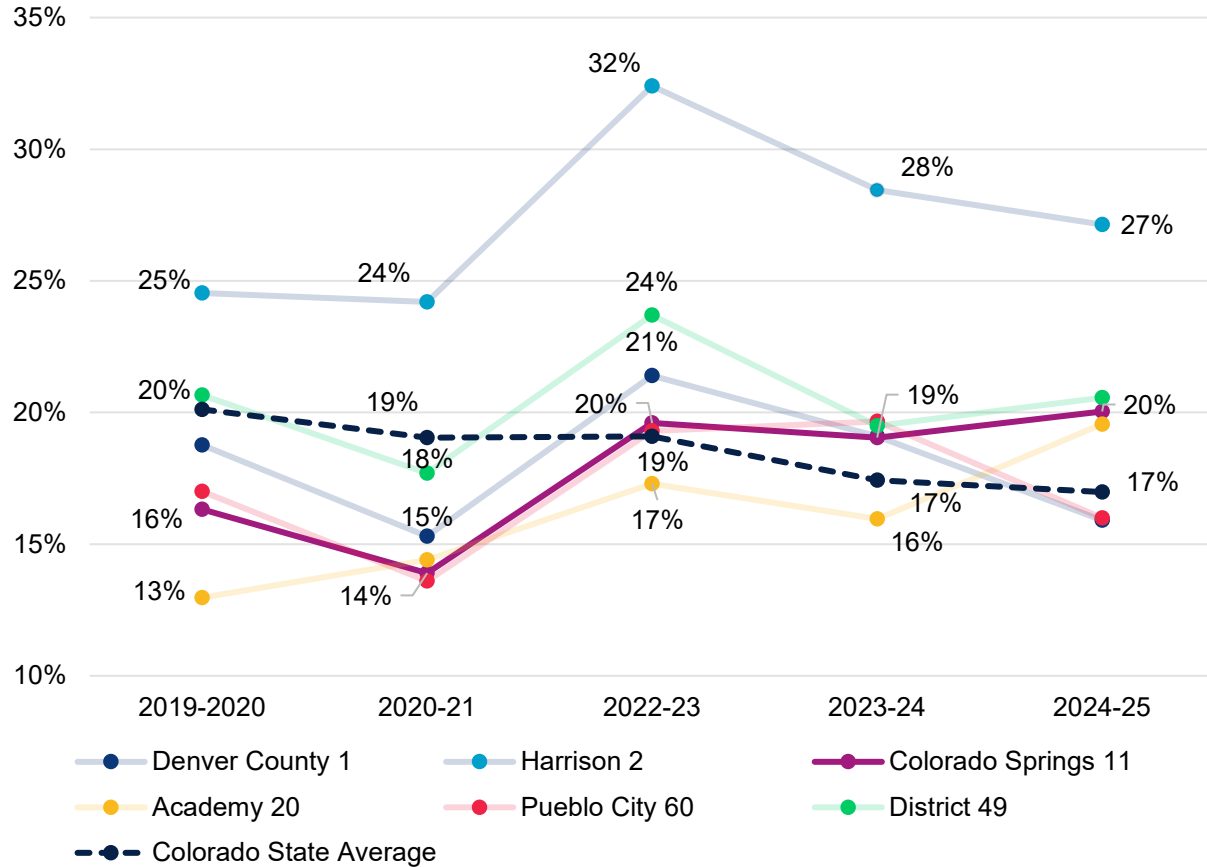
FIGURE 27: AVERAGE TEACHER SALARY 2024-25



Source: Retrieved from "24-25 Average Teacher Salary" by Colorado Department of Education. Retrieved December 24, 2025, <https://ed.cde.state.co.us/cdereval/staffstatistics>.

Teacher turnover increased in D11 from 16% in 2019-2020 to 20% in 2024-25 (Figure 28). D11's turnover rate was similar to that of peer districts, with the exception of Harrison 2, which consistently had the highest turnover rate over time, ranging from 24% to 32%. D11's turnover rate was lower than the state prior to 2022-23, then rose above the state average in the most recent two years, indicating a worsening trend.

FIGURE 28: AVERAGE TEACHER TURNOVER RATE IN PEER DISTRICTS 2021-22 TO 2024-25



Source: Retrieved from "Personnel Turnover Rate by District and Position Categories" by Colorado Department of Education, Retrieved December 24, 2025, <https://ed.cde.state.co.us/cdereval/staffstatistics>.

Note: Data for 2021-22 is omitted as it was unavailable on the Colorado Department of Education website.

The intention of 2017 PIP 2 is to increase base pay for teachers to ultimately improve teacher recruitment and retention. In FY 2025-26, the teacher salary scale increased by 2%.¹³ Base pay in D11 increased by approximately \$10,000 in the past four years—from \$41,667 in 2022-23 to \$51,510 in 2025-26. The largest salary increase was approximately \$9,000 from 2022-23 to 2023-24.¹⁴

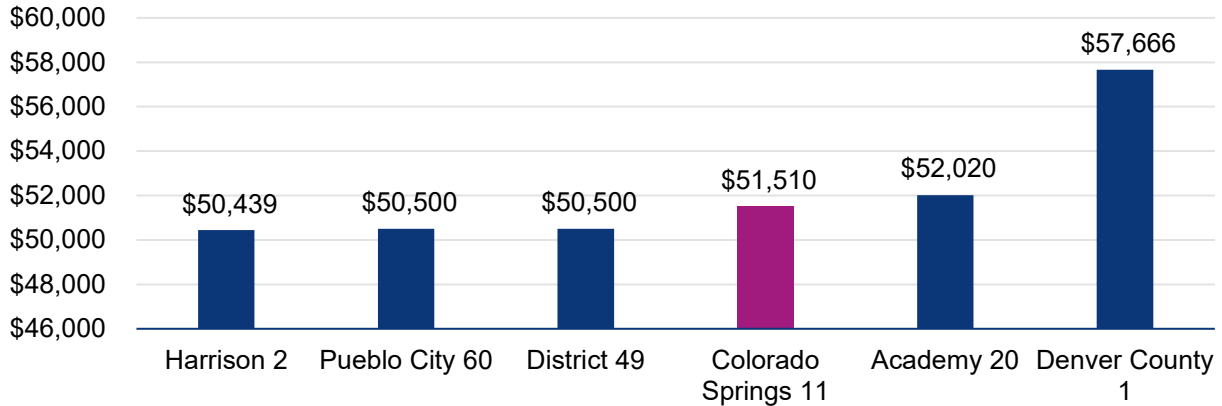
Further, D11's base pay of \$51,510 in 2025-26 was similar to peer districts (Figure 29).¹⁵

¹³ "25-26 MLO PIP Manager Goals Responses." Colorado Springs Schools District 11. January 8, 2026. [Google Document].

¹⁴ "Teacher/SPP Salary Schedule: School Based (Group A)." Colorado Springs Schools D11. Retrieved on December 24, 2025, <https://www.d11.org/tm/home/compensation/salarieschedules>.

¹⁵ Note: Base pay was calculated by identifying the salary in the lowest lane (column) and step (row) on the salary schedule for each year.

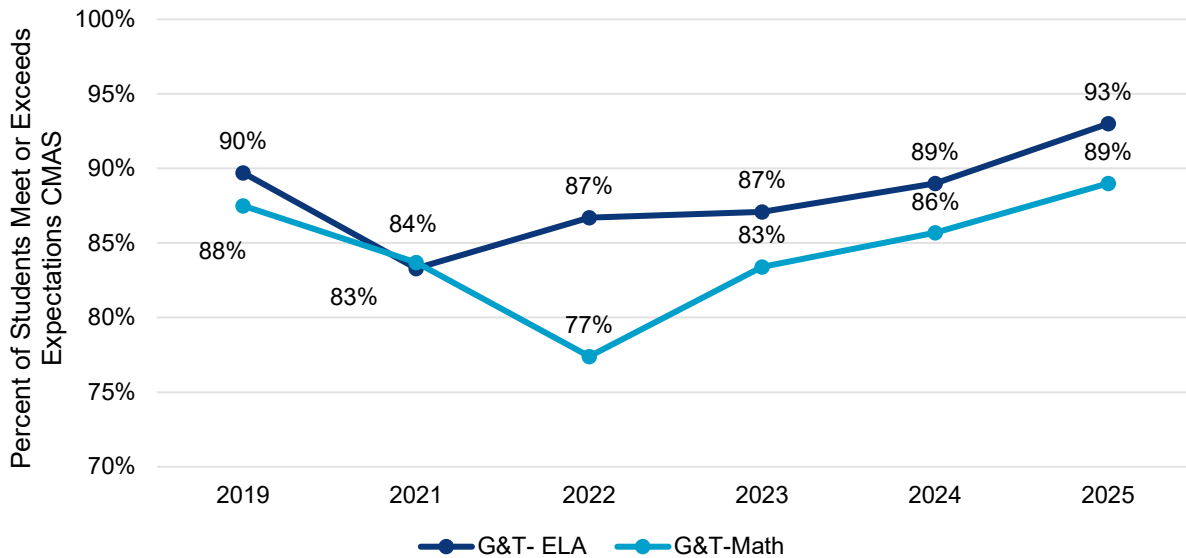
FIGURE 29: BASE TEACHER SALARY IN D11 AND PEER DISTRICTS 2025-26



Source: Data was retrieved from "Teachers Salary Schedules" from each district. See Appendix A.

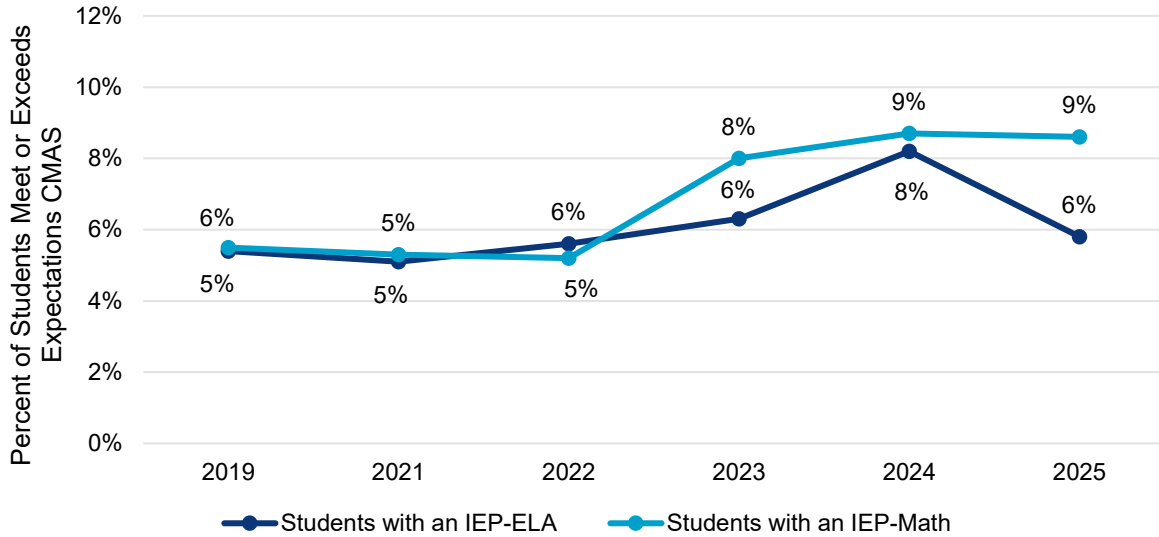
2000 PIP 12 was intended to improve academic achievement among gifted and talented students, students with IEPs, and English language learners. CMAS proficiency among gifted and talented students increased since 2019 (Figure 30). During that time, CMAS proficiency for students with IEPs increased in math and largely maintained in ELA (Figure 31), while achievement among English language learners declined in both subjects (Figure 32).

FIGURE 30: CMAS PROFICIENCY FOR GIFTED & TALENTED STUDENTS 2019-2025



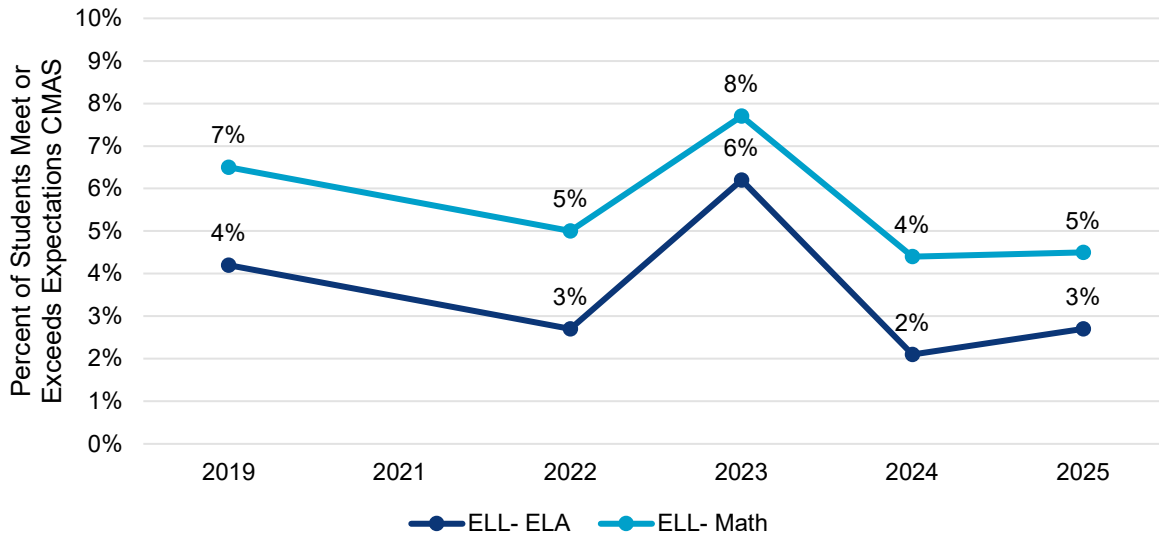
Source: Data retrieved from "District and School Disaggregated Summary Results" by Colorado Department of Education, Retrieved December 24, 2025, <https://ed.cde.state.co.us/assessment/cmas-dataandresults-2025>. Note that data was unavailable in 2020.

FIGURE 31: CMAS PROFICIENCY FOR STUDENTS WITH IEPs 2023-2025



Source: Data retrieved from "District and School Disaggregated Summary Results" by Colorado Department of Education, Retrieved December 24, 2025, <https://ed.cde.state.co.us/assessment/cmas-dataandresults-2025>. Note that data was unavailable in 2020.

FIGURE 32: CMAS PROFICIENCY FOR ENGLISH LANGUAGE LEARNERS (ELL) 2023-2025



Source: Data retrieved from "District and School Disaggregated Summary Results" by Colorado Department of Education, Retrieved December 24, 2025, <https://ed.cde.state.co.us/assessment/cmas-dataandresults-2025>. Note that data was unavailable in 2021 or 2020.

In looking at the student subgroup achievement data, results do not show significant gains despite investments in additional staff serving these student groups. This suggests a need to consider whether the investments made through 2000 PIP 12 are the right investments or are sufficient investments to improve academic achievement among students with IEPs and English language learners.

Professional Development

2000 PIPs 6 and 7B cover professional development, including instructional coaches and technology training. Funding for 2000 PIP 6 added instructional program staff who assess, train, and support teaching staff. All schools in D11 have access to an instructional coach. Coaches work in cycles to ensure every teacher receives coaching. The goal of 2000 PIP 6 is to improve student achievement. Instructional coaches spend 90% of their workday on professional development, coaching, and support activities for teachers.

The focus of 2000 PIP 7B is to provide additional professional development, specifically technology training, for school-based staff. Most of the funding for PIP 7B is spent on substitute teacher coverage to allow teachers to attend training. It also provides teachers with supplemental pay to participate in professional development.

24-25 MLO Allocation



Professional Development (PD) at a Glance

- PD sessions receive positive feedback (4.2/5 average rating), with perceived effectiveness improving over time. However, districtwide gains in student achievement have been modest, and there is a gap in PIP metrics that assess the direct impact of professional development in influencing instructional quality.
- PD is a low priority for staff and community members—only 4–5% ranked it among their top priorities, and few see it as a high-impact area compared to teacher compensation or class size reduction. Staff appreciate instructional support but want more direct, hands-on help in classrooms and more specialized coaching, highlighting areas for improvement for the instructional coaching model.

Spending Over Time

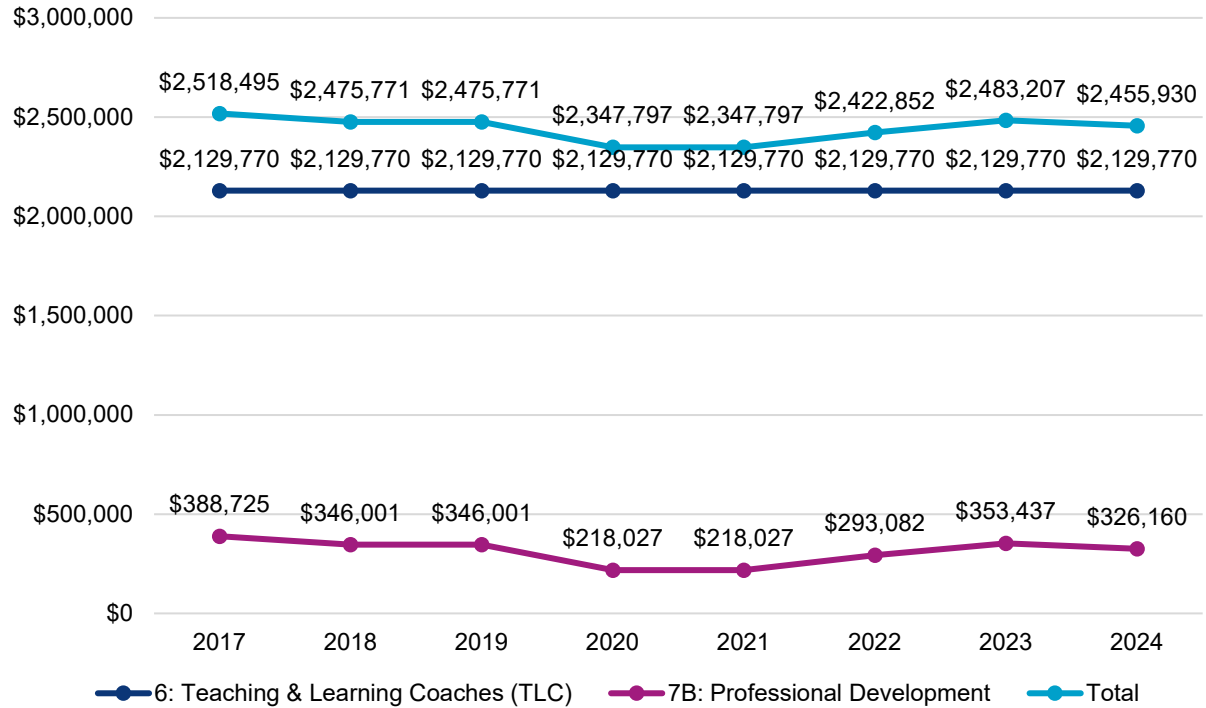
Funding for 2000 PIPs 6 and 7B covers instructional coaching and professional development for school-based staff. Figure 33 summarizes each PIP and their MLO expenditures. In total, \$2,455,930 was spent and 27 FTE instructional coaches were funded in FY 24-25.

FIGURE 33: SPENDING FOR 2000 PIPs 6 AND 7B, 2024-2025

Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2000	6	Literacy (Teaching and Learning Coaches (TLC's)/Literacy Resource Teachers (LRT's)	Add staffing for certain instructional programs to support literacy instruction through teacher professional development and coaching.	\$2,129,770	27.0
2000	7B	Staff Development and Technology Training	Professional development for school-based staff	\$326,160	0
Total				\$2,455,930	27

Figure 34 shows that MLO expenditures for 2000 PIP 6 have remained unchanged since 2017 while expenditures for 2000 PIP 7B have slightly decreased but remained relatively constant.

FIGURE 34: MLO AND GENERAL FUND EXPENDITURES FOR PIPs 6 AND 7B



Measure of Impact

The primary goal of 2000 PIPs 6 and 7B is to improve student achievement. As discussed in the [Student Achievement](#) section of this report, the district has made strides to rebound to pre-pandemic achievement levels but has not meaningfully surpassed these scores. The percentage of students proficient in math was 29% in 2019 and only 31% in 2025 (Figure 6). In ELA, 40% of students were proficient in 2019 compared to 39% in 2025 (Figure 5). In 2025, D11 lags behind the state by 5 percentage points in math and 6 percentage points in ELA.

In addition to student achievement, the goal of 2000 PIP 7B is to offer quality professional development (PD), as measured by end of course survey results. As of November 2025, the average rating on survey questions was 4.2 out of 5, with at least 82% of participants agreeing or strongly agreeing with all evaluative statements.¹⁶ Across the three PD engagements offered in Fall 2025, ratings and agreement trended upwards, reflecting continuous improvement. Notably, the percentage of participants who agreed that the session provided a clear vision for improving instruction and student achievement rose from 70% in August to 82% in November 2025. Comparing this year to last, participants' average rating for the impact of PD on their ability to apply new learning to their practice increased from 4.13 to 4.24 out of 5, reflecting a positive shift in perceived effectiveness. Overall, the survey results indicate that participants perceive that the quality and impact of professional development improved this year, with higher ratings, increased agreement, and a stronger sense of effectiveness among participants.

Feedback from focus groups and surveys highlighted that instructional coaches offer support, but there is a need for more classroom resources, such as co-teachers. Many educators appreciated the strengthened instructional support, increased on-site presence, and improvements to Tier 1 teaching that come from embedded coaching roles. Respondents also reported that coaches contribute to stability and teacher

¹⁶ "PD Survey". Colorado Springs Schools District 11. Retrieved January 8, 2026. [Google Document].

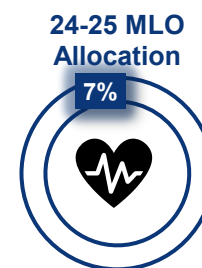
retention. However, several respondents felt the current model lacks enough hands-on, day-to-day help in classrooms, like co-teachers or additional teaching staff. Some questioned the practical impact of district-level coaches and express a desire for more direct, classroom-embedded support. Another topic that came up was the need to have coaches with specialized grade level or content area expertise. Focus group participants noted that this specialization was limited when relying on district-level coaches. Finally, district leaders shared that recent initiatives have aimed to improve coaching efficacy including accountability and documentation tools, structural supports like area academic teams, and increased focus on instructional quality. Overall, PIP 6 is viewed by D11 educators as valuable but in need of greater alignment with teachers' immediate instructional needs, although recent initiatives are working to close these gaps.

Survey results indicated that staff place relatively low priority on investing in coaching compared to other PIP options. In the staff survey, when asked to select the three most important PIPs, 5% of respondents chose 2000 PIP 7B (ranked 17th) and 4% selected 2000 PIP 6 (ranked 18th).

When asked what are the top three areas that D11 should invest in to exceed expectations, 2% of staff respondents chose "provide teachers with enhanced coaching and collaborative spaces" and 5% of community members respondents selected this option, further suggesting that there is low stakeholder prioritization for coaching.

Student Support Staff

2017 PIP 1 supports a coordinated program of professionals and resources to address student needs, focusing on comprehensive counseling and collaborative efforts to remove barriers to achievement. Newly added staff primarily support elementary schools, while the overall approach emphasizes prevention and interconnected services to improve academic, social/emotional, behavioral, and health outcomes for students. Funding for 2017 PIP 1 accounts for 7% of the MLO budget.



Student Support at a Glance

- Investments in school counselors are evident in the data—D11's student-to-counselor ratio (211:1) is better than peers and national benchmarks, but ratios for psychologists (984:1) and nurses (1690:1) are higher than recommended.
- According to D11's Panorama SEL survey and 5Essentials survey, student social-emotional health (engagement and sense of belonging) has declined since 2020, despite increased support staff, highlighting the need to better align staffing with impact.
- Student supports are valued by stakeholders (16% of staff ranked it among top priorities), but perceived positive impact of student support staff is limited, indicating that stakeholders value student supports but do not necessarily perceive investments to date to be effective.

Spending Over Time

As Figure 35 outlines, \$5,295,881 was spent on 2017 PIP in FY 24-25, funding 63.5 total FTE positions.

FIGURE 35: MLO ALLOCATION FOR 2017 PIP 1, 2024-2025

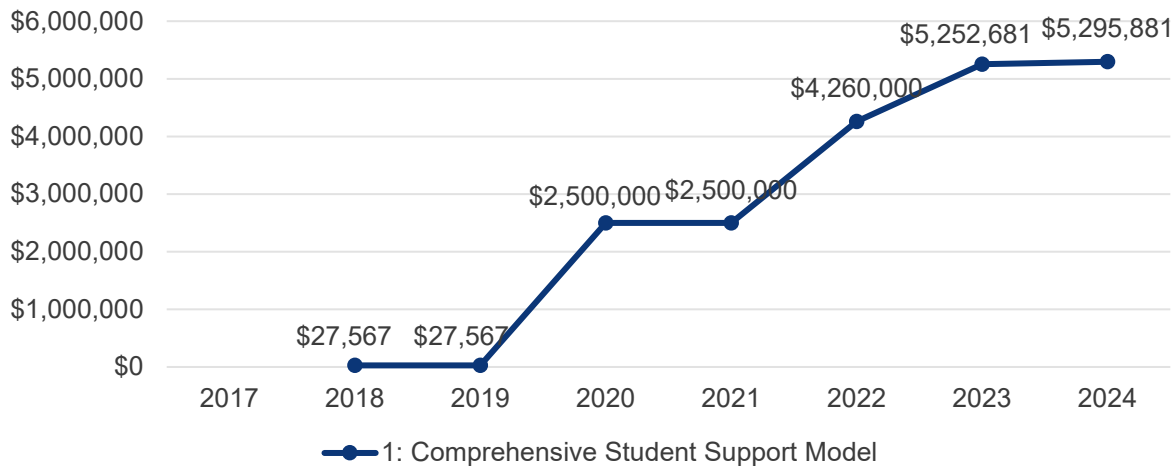
Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2017	1	Comprehensive Student Support	Implements a coordinated program of professionals and resources, including school nurses, psychologists, counselors, and MTSS facilitators.	\$5,295,881	63.5

Funding for 63.5 FTE included:

- 47 FTE school counselors, as follows:
 - 33 FTE in elementary school
 - 9 FTE in middle school
 - 5 FTE in high school
- 10 FTE school psychologists
- 4.5 FTE school nurses
- 1 FTE Multi-tiered Support Systems (MTSS) facilitator
- 1 Executive Director

As Figure 36 shows, MLO spending on 2017 PIP 1 steadily increased over time, from around \$27,000 in 2018 to over \$5.2 million in 2024.

FIGURE 36: MLO EXPENDITURE FOR PIP 1 FROM 2017 TO 2024



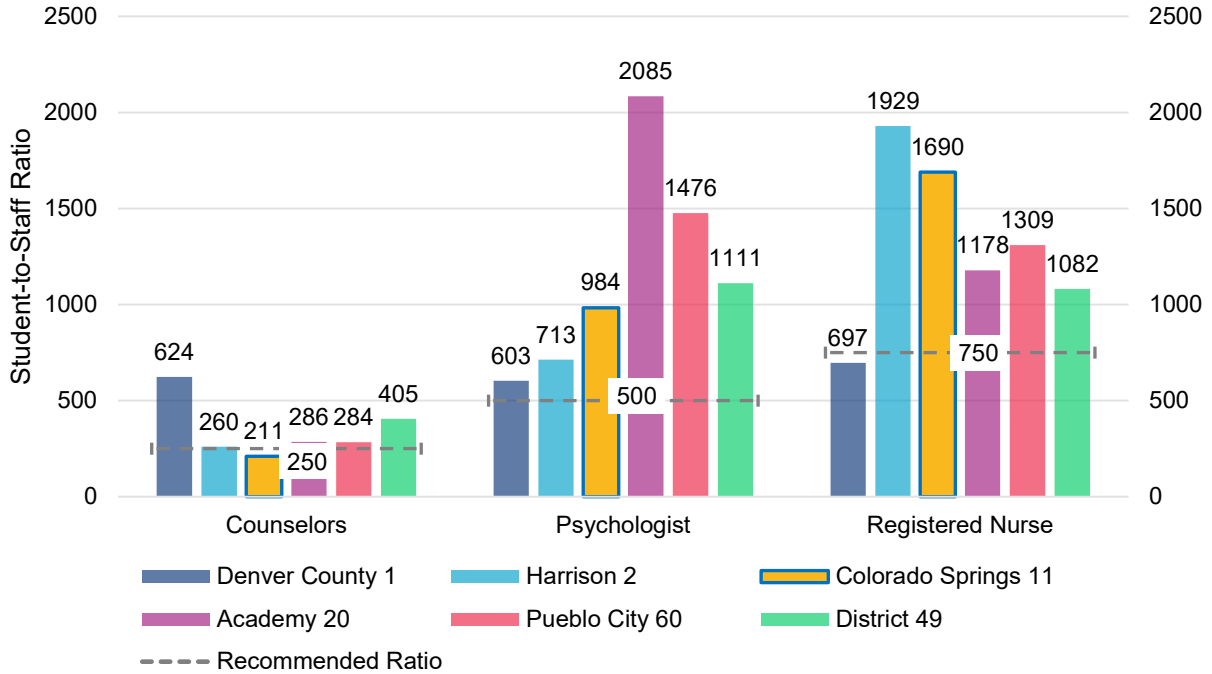
Measure of Impact

The intention of 2017 PIP 1 is to hire additional student support professionals to ultimately improve student emotional health. 2017 PIP 1 can be measured by student-to-support staff ratios compared to peer districts and student social emotional health. Overall, D11 had a lower student-to-counselor ratio (211:1) compared to peers and the recommended ratio¹⁷ but had a higher psychologist (984:1) and nurse ratio (1690:1)

¹⁷ "Student-to-school counselor ratio 2023-24." American Student Counselor Association. Retrieved December 24, 2025. <https://www.schoolcounselor.org/getmedia/f2a319d5-db73-4ca1-a515-2ad2c73ec746/Ratios-2023-24-Alpha.pdf>

compared to some peer districts and the industry-recommended recommended benchmarks (Figure 37).
18,19

FIGURE 37: STUDENT-TO-SUPPORT-PROFESSIONAL RATIO, D11 COMPARED TO PEER DISTRICTS



Source: Data retrieved from "Counselor, Psychologist, Social Worker, Registered Nurse Position to Pupil Ratios" by Colorado Department of Education, retrieved December 24, 2025, <https://ed.cde.state.co.us/cdereval/staffstatistics>.

While D11 had a lower student-to-counselor ratio compared to recommended benchmarks and peer districts, student social emotional health has declined over time in D11 across all grade levels, as measured by engagement and sense of belonging. Up until 2025, D11 measured engagement and sense of belonging using the SEL tool provided by Panorama, which is a survey filled out by students across all grade levels in the District. Engagement, defined as how attentive and invested students are in class and measured using five questions (excitement around going to class, level of focus in class, eagerness to participate in class, how often they discuss class content outside of school, and overall interest in their classes), declined from 66% in fall 2020 to 50% in spring 2025 for grades 3-5.^{20 21} In grades 6-8, engagement fell from 38% in 2020 to 33% in 2025 and in high school, engagement dropped from 38% to 30%.

Sense of belonging, measured by four questions (how well people at school understand them as a person, connections to adults in school, respectfulness of other students, and self-importance in school) has also declined among students, as measured by how much students report feeling that they are valued by members of the school community. Sense of belonging in grades 3-5 dropped from 69% in 2020 to 58% in

¹⁸ "State shortages data dashboard." National Association of School Psychologists. Retrieved December 24, 2025. <https://www.nasponline.org/about-school-psychology/state-shortages-data-dashboard>

¹⁹ Durant, Bonnie, Gibbons, Linda, Poole, Cynthia, Suessmanm, Mary, and Wyckoff, Leah. "NASN position statement: caseload assignments." National Association of School Nurses. Published January 2011. Retrieved December 24, 2025. <https://pubmed.ncbi.nlm.nih.gov/21291082/>

²⁰ "Holmes Middle School Panorama for SEL Grades 6-8, Fall 2022 Surveys." Panorama Education. Published Fall 2022. Retrieved January 11, 2026. https://resources.finalseite.net/images/v1698877108/d11org/y3ps8tfmdy34pizztoit/Panorama_Student_Survey_Fall_2022.pdf

²¹ "PIP 1 - 2024-2025 PIP Plan & Monitoring Report." Colorado Springs Schools District 11. January 8, 2025. [Google Document].

2025. In middle school, sense of belonging was 45% in 2020, declining to 44% in 2025. High schools saw a decline from 45% to 41%.

Results of the 5Essentials Survey, a diagnostic assessment of school culture and climate, showed that, according to student responses to four supportive environment questions, only 30% of schools had very strong or strong supportive environment, 32% had a neutral environment, and 38% had a weak or very weak supportive environment.²²

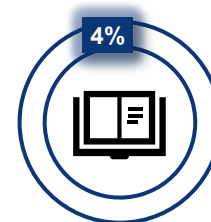
Taken together, investments in student support have not shown an improvement in social emotional health.

Despite limited outcomes, in the staff and community surveys, there was support for 2017 PIP 1 and students supports more generally. When asked to choose the three most important PIPs, 16% of staff respondents selected 2017 PIP 1, the 6th most chosen option of the 23 listed. When asked which areas MLO funds have a positive impact, 18% of staff chose “Student Supports”, the 7th most popular option, compared to 17% of community respondents, ranking 8th.

Curricular and Assessment Materials

Curricular and Assessment Materials covers instructional supplies and materials, curriculum, and assessments. Impact is measured by student achievement, implementation of Tier 1 resources, participation in the assessment platform, and stakeholder engagement data. These PIPs account for 4% of the MLO allocation in 2024-25. Figure 38 describes the PIPs related to this category.

24-25 MLO Allocation



Curricular and Assessment Materials at a Glance

- Both community and staff ranked the Instructional Materials and Supplies in their top five areas where MLO funds were having a positive impact.
- Staff shared a range of desires for curriculum and assessment improvements, including greater curriculum flexibility, sustained curricular decisions, and consistent assessment metrics.
- PIPs that fund assessment materials state a clear return on investment (ROI) and measurable goals related to the integration of materials in school and district practices. In 2024-25, all but one goal was fully or partially met.

²² “All Colorado Springs Schools 2024 5Essentials Report.” Colorado Springs School District 11 produced by, UChicago Impact. Published Spring 2024. Retrieved January 11, 2026.
<https://resources.finalsite.net/images/v1738968541/d11org/qagiyfkab1m1ltr46eu7/5EFullReportAllColoradoSpringsSchools20242.pdf>

FIGURE 38: CURRICULAR AND ASSESSMENT MATERIALS PIPs

Year	PIP	PIP Name	PIP Description	Ballot Items	FY24-25
2000	5A	Instructional Supplies and Materials	Support the instruction-related supplies and materials at the school and classroom level for all K-12 students. Top line items include: Newsela ELA & Social Studies and professional learning (Foundational, Math, Dreambox).	Purchase classroom instructional supplies and materials.	\$1,445,546
2000	5B	Assessment Materials	Required Kindergarten Readiness Assessment (Teaching Strategies Gold Assessment System)	Purchase classroom instructional supplies and material. Expand student assessment and interventional support	\$208,000
2000	20	Align Testing & Assessment	Renaissance STAR Assessment allows teachers and schools to track students' performance and predict performance outcomes on the state academic assessment.	Expand student assessment and interventional support.	\$200,000
2017	15	Curriculum	Supports high-quality Tier 1 resources aligned to state standards. Top line items include: Dreambox, envision, Boost Reading, Formative Writing, and Algebra 2 Textbooks.	Purchase classroom instructional supplies and materials.	\$2,000,000
Total					\$3,853,546

2000 PIPs 5A, 5B, and 20 and 2017 PIP 15 address curricular and assessment materials in the District. PIP 5A is used to fund instruction-related supplies and materials in the classroom for all K-12 students in D11. The Curriculum & Instruction division determines the purchasing plan for each year during its budget development. Since the 2000 MLO does not include inflationary increases and since the cost of instructional supplies and licensing has risen, PIP 15 was introduced as an amendment to the 2017 MLO in the spring of 2023 to help accommodate for these rising costs and fill the need for curriculum, instructional materials, and instructional software.²³ In the 2025-26 school year, PIP 15 will be used to purchase high-quality Tier

²³ "Colorado Springs School District 11 mill levy override spending plan amendment form – MLO 2017 PIP 15." Colorado Springs Schools District 11. Retrieved December 16, 2025. [https://go.boarddocs.com/co/d11/Board.nsf/files/CRRU7S7AB130/\\$file/2017-15%20Curriculum%2C%20Instructional%20Materials%20and%20Instructional%20Software.pdf](https://go.boarddocs.com/co/d11/Board.nsf/files/CRRU7S7AB130/$file/2017-15%20Curriculum%2C%20Instructional%20Materials%20and%20Instructional%20Software.pdf)

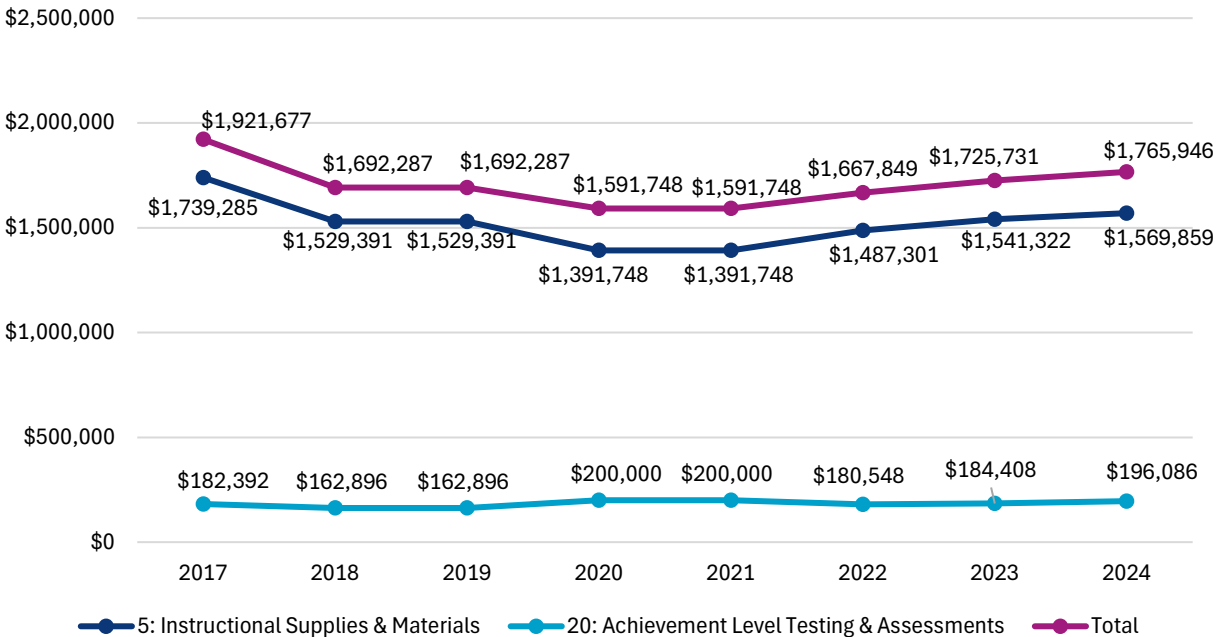
1 resources that are aligned to state standards. PIP 5 will be used to provide training so that teacher can implement the newly adopted resources.

PIP 5B covers the costs associated with assessing kindergarten students on their readiness using the Teaching Strategies GOLD assessment System (TS Gold). This assessment helps to monitor kindergarten readiness and provides kindergarten teams with the ability to understand the readiness of students entering their classrooms and provide differentiated instruction based on data. PIP 20 funds the District's benchmark assessment system, Renaissance STAR. The benchmark assessment system has changed over time based on the improvements in the testing and measurement field. D11 began using STAR in the 22-23 school year. This tool monitors student academic performance in grades 3-11 throughout the year. It allows for schools and the District to monitor student academic growth toward meeting state standards and predicts performance on the state assessment.

Spending Over Time

Figure 39 shows spending overtime for PIPs 5 and 20. PIP 15 was first funded for the 2023-24 school year, so the data for that year may not be reflective of future spending and is not represented in Figure 39.

FIGURE 39: MLO EXPENDITURES FOR 2000 PIPs 5 & 20 FROM 2017 TO 2024



Since 2020, 2000 PIP 5 has been allocated a total of \$1,653,546 annually from the MLO. Each year, D11 spends approximately \$1.5 million on this PIP, which is slightly below the amount set aside for it. The majority of that funding has historically been spent on PIP 5A, instructional supplies and materials. Up until 2022, about \$475,000 of PIP 5's budget was allocated toward student computers, but starting in 2022, that money was allocated to PIP 5A. PIP 5B, which is also included in PIP 5 funding, has funded assessment materials since 2023 and expends about \$200,000 each year. Prior to 2023, PIP 5B was used for IT Staffing and Supplemental Services.

For its first year, 2017 PIP 15 was funded with a \$2,000,000 allocation from the FY21/22 MLO fund carryover balance, designated for use in FY2023-24. In subsequent years, D11 intermittently allocates funds from carryover balances to this PIP. During the 2023-24 school year, the District spent \$710,937 on PIP 15.

Meanwhile, PIP 20 has consistently received annual allocations of \$200,000 since 2018. The program reliably expends nearly all of its budget, with the most recent data from 2024 showing an expenditure of \$196,086 out of the \$200,000 allocated.

Measure of Impact

The primary impact of PIPs 5A and 15 aims to be increased utilization of high-quality Tier 1 resources aligned to state standards in addition to the necessary training for staff across the District to implement those materials with fidelity. Tier 1 resources include Wonders 2020 and Study Sync for ELA and Eureka, Dreambox, and enVision for Math. District 11 expects that by May 2026, as a result of this funding, 80% of teachers will utilize Tier 1 resources 80% of the time, as evidenced by usage reports. The District plans to regularly monitor usage to ensure that teachers are using Board-adopted resources to maintain rigorous instruction. In addition to tracking Tier 1 resource usage, District 11 also monitors student achievement through assessments such as CMAS, SAT, STAR, and curriculum end-of-module performance to assess effectiveness of these PIPs.

Part of the 2022-23 District strategies included the goal of all leaders and educators understanding, implementing, and becoming accountable to a cohesive D11 Tier 1 instructional model by the 2024-25 school year.²⁴ As the District continues to work to reach this goal of cohesive Tier 1 instruction, Figure 5 and Figure 6 show that the District's CMAS math and ELA proficiency rates, while still below the State average, have been rising since 2022.

Both community members and staff identified Instructional Materials and Supplies as one of the top five areas positively impacted by the MLO fund. This category was ranked after building improvements, the D11 Promise, and teacher compensation. When asked to indicate the three PIPs most important to them, staff selected 2000 PIP 5A 13% of the time, making it the tenth most selected of the 23 PIPs listed.

Qualitative feedback from focus groups, interviews, and open-ended survey responses revealed a range of priorities about curriculum and assessment in D11. Staff expressed a desire for increased flexibility in the curriculum but also called for longer-term commitments to curricular choices and the use of consistent metrics to assess curricula across the District. They also focused on strategic alignment and effectively meeting the diverse needs of students by supporting research-based curriculum and interventions that are innovative, emphasize practical experience, and support the needs of all students, including special education and multilingual learners.

The intended impact of TS Gold testing funded by 2000 PIP 5B is to provide kindergarten teachers with an objective metric for instructional decision-making and planning for needed interventions. For PIP 20, the primary impact is the implementation of the STAR Assessment as the District benchmark for Math and Reading in grades 3-11. District staff report that the return on investment is approximately 0.15 student percentage points gained per dollar spent. For the 2024-25 and the 2025-26 school years, the intended outcomes of this PIP include:

- 85% District-wide participation,
- Schools reviewing their results with their data coach to monitor progress,
- Real-time data from STAR assessments,
- Predicting state assessment results based on STAR data, and
- All schools including STAR metrics in goal setting in their Unified School Improvement Plan for a 3-percentage point increase year over year in number of students meeting or exceeding grade level standards.

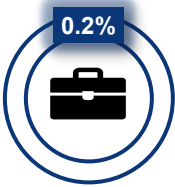
²⁴ "District continuous improvement cycle 2." Colorado Springs Board of Education. Retrieved December 29, 2025. [https://go.boarddocs.com/co/d11/Board.nsf/files/CNL3FH06A84F/\\$file/BOE%20Continuous%20Improvement%20-%20Feb%201.pdf](https://go.boarddocs.com/co/d11/Board.nsf/files/CNL3FH06A84F/$file/BOE%20Continuous%20Improvement%20-%20Feb%201.pdf).

The majority of these goals were met or partially met during the 2024-25 school year. The only goal not met at all was that around providing schools with real-time data on STAR assessments.²⁵

Student Experiences and Opportunities

Student Experience and Opportunities covers the D11 Promise, which is described in Figure 40. This PIP accounts for 0.2% of the MLO allocations.

24-25 MLO Allocation



Student Experiences and Opportunities at a Glance

- The D11 Promise, the only PIP in Student Experiences and Opportunities, was introduced as an amendment and became a PIP in 2023.
- Between Fall 2024 and Fall 2025 the program grew almost 100%, serving 315 D11 graduates in Fall 2025.
- Both community and staff ranked the D11 promise in their top three areas where MLO funds were having a positive impact.

FIGURE 40: STUDENT EXPERIENCES AND OPPORTUNITIES PIP

Year	PIP	PIP Name	PIP Description	Ballot Items	FY24-25
2017	12	D11 Promise	A scholarship program giving D11 graduating seniors the promise of free college at Pikes Peak State College.	N/A – Amendment	\$200,000

The D11 Promise (2017 PIP 12) is designed to expand access to higher education for graduates of D11 high schools. The D11 Promise aims to make college more affordable by covering any remaining tuition and fees not already paid by other forms of financial assistance. This scholarship program specifically targets students who maintain at least a 90% attendance rate and achieve a minimum cumulative GPA of 2.5. Eligible students must also complete either the FAFSA or CASFA applications. Those who meet these requirements can apply to, enroll in, and attend Pikes Peak State College (PPSC) for up to three years or 60 credit hours, whichever comes first.²⁶

In 2021, Colorado passed a law prohibiting the use of a district’s K12 general fund for higher education scholarships but allows mill levy funds to be used for this purpose. In May 2023, the D11 Board approved PIP 2017-12 the Mitchell Promise, a pilot program for Mitchell High School graduates who met the eligibility

²⁵ “PIP 20 2000 – 2024-2025 PIP Plan & Monitoring Report.” Colorado Springs Schools District 11. December 29, 2025. [Google Document].

²⁶ “Class of 2024 D11 promise.” Colorado Springs Schools District 11. Retrieved December 23, 2025. [https://go.boarddocs.com/co/d11/Board.nsf/files/CXMKG351913B/\\$file/D11%20Promise%20Flyer%20-%20ENG%20and%20SPA.pdf](https://go.boarddocs.com/co/d11/Board.nsf/files/CXMKG351913B/$file/D11%20Promise%20Flyer%20-%20ENG%20and%20SPA.pdf).

requirements.²⁷ In November 2023, the Board approved the use of Mill Levy Override (MLO) funds to support the D11 Promise for all D11 high school students.

PIP 12 will run for four years, from July 1, 2023 through June 30, 2027, providing the opportunity to D11 classes of 2024, 2025, 2026, and 2027. The program has an annual budget of \$200,000, with a total funding cap of \$800,000 over the four-year period. At the conclusion of this initial term in June 2027, the program will be subject to review and future approval.

Spending Over Time

PIP 12 was introduced, amended, and approved in 2023.²⁸ The funds were generated through moving unspent funds to this item and using inflationary funds.²⁹ The latest available disbursement data is for FY2023-24. In that year, District 11 spent \$8,467 of the \$200,000 allocation. Since the amendment was approved partway through the fiscal year, more accurate program costs are expected to be reflected in the FY2024-25 data.

Measure of Impact

PIP 12 aligns with District priorities in supporting students' post-secondary education. The District monitors its impact through direct student impact data, such as enrollment and persistence rates.

D11 Promise enrollment has risen over time with 163 students enrolled in Fall of 2024 to 315 students enrolled in Fall of 2025 with 77% of students retained between Fall 2024 and Fall 2025. For both the Fall and Spring semesters, D11 Promise students passed 80% of the credits they attempted.³⁰

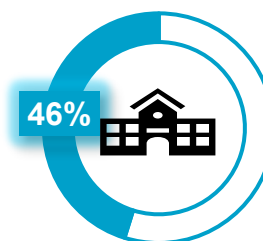
D11 staff and community members generally viewed the D11 Promise as an area where MLO funds are having a positive impact. Thirty-one percent of staff survey respondents and 26% of community survey respondents selected D11 Promise when asked what areas MLO funds were having a positive impact. While this question allowed respondents to select all that applied, the D11 Promise was the second most selected by the community and the third most selected by the staff of listed options.

While stakeholders ranked it highly in terms of positive impact, very few mentioned it in the qualitative data collected. That paired with the minimal usage of funds in its first year indicates that stakeholders may not be fully aware of it yet.

24-25 MLO Allocation

SCHOOL AND DISTRICT OPERATIONS

The MLO funds school and district operations in the form of operational staffing, technology, school safety enhancements, capital projects, and bond payments. Cumulatively, the funds spent on school and district operations make up 46% of total MLO funding.



²⁷ "Colorado Springs School District 11 mill levy override spending plan amendment form, new item proposed (MLO 2017 PIP 12), the Mitchell Promise." Colorado Spring Schools District 11. Published May 17, 2023. Retrieved December 23, 2025. [https://go.boarddocs.com/co/d11/Board.nsf/files/CRRUTG7D9957/\\$file/2017-12%20Mitchell%20Promise.pdf](https://go.boarddocs.com/co/d11/Board.nsf/files/CRRUTG7D9957/$file/2017-12%20Mitchell%20Promise.pdf).

²⁸ "Colorado Spring School District 11 mill levy override spending plan amendment form, MLO 2017 PIP 12, the Mitchell promise." Colorado Springs School District 11 School Board Special Meeting Agenda. Published November 29, 2023. Retrieved December 23, 2025. [https://go.boarddocs.com/co/d11/Board.nsf/files/CXZSGY7280F5/\\$file/D11%20Promise%20\(2017-12\)%20Amendment%20-%202011.28.2023.pdf](https://go.boarddocs.com/co/d11/Board.nsf/files/CXZSGY7280F5/$file/D11%20Promise%20(2017-12)%20Amendment%20-%202011.28.2023.pdf)

²⁹ "Colorado Springs School District 11 mill levy override spending plan amendment form, new item proposed (MLO 2017 PIP 12), the Mitchell Promise." Colorado Spring Schools District 11. Published May 17, 2023. Retrieved December 23, 2025. [https://go.boarddocs.com/co/d11/Board.nsf/files/CRRUTG7D9957/\\$file/2017-12%20Mitchell%20Promise.pdf](https://go.boarddocs.com/co/d11/Board.nsf/files/CRRUTG7D9957/$file/2017-12%20Mitchell%20Promise.pdf).

³⁰ "D11 Promise Metrics Update Deck." Colorado Spring Schools District 11. Retrieved January 6, 2026. [Google Document].

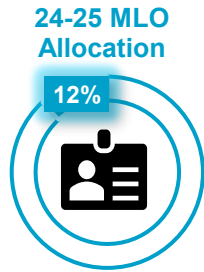
FIGURE 41: SCHOOL AND DISTRICT OPERATIONS PIPs

Year	PIP	PIP Name	PIP Description	Ballot Items
Operational Staffing				
2000	9B	LTT, LTE, Security, Ed Insights	Funding of District Support Technicians, Library Technology Educators, Security staff, School Resource Officers, and Assessment Staffing support.	Increase teacher Training Increase library support Increase school safety and security
2017	3	ESP Attraction and Retention	Increased compensation of Education Support Professionals (ESPs)	Attracting and retaining high quality staff.
Technology				
2000	11B	Technology	District-wide technology maintenance, repair, and replacement.	Support technology integration in the classroom.
2017	6	Technology Replacement Plan	Replacing district technology, including student computers, district servers, network, school technology equipment, and security cameras.	Expanding technology access to more students and replacing outdated equipment.
2017	7	Technology Support Enhancements	Funding of two additional Technology Services staff.	Attract and retain high quality staff.
School Safety				
2017	4	School Security Enhancements	Fund the salaries and benefits of five additional school resource officers to work across D11 middle schools.	Improving student safety and security by adding a school resource officer at every middle school.
Capital Projects and Facilities Maintenance				
2017	8	Capital Renewal and Replacement	Support the District's ongoing investments in school facilities.	Extending the life of existing schools by repairing, maintaining and modernizing aging buildings.
Finance				
2017	10	Bond Debt Reduction	Allow the District to pay off bonded indebtedness earlier than required.	Reducing long-term interest costs by paying off debt sooner
2017	11	Contingency Reserve/Taxes/Unspent	N/A	N/A
2017	14	Undesignated Inflationary Funds	N/A	N/A

Operational Staffing

Both the 2000 and 2017 MLO provide funds to support the hiring, attraction and retention of Education Support Professionals (ESP) across all 7 job families, including:

- Clerical
- Crafts
- Food Service
- Instruction/Education Aides
- Service Maintenance
- Specialists
- Transportation



Operational Staffing at a Glance

- Since 2017, the average salary for ESPs has increased from \$24,800 to \$40,000.
- ESP turnover has declined across all four staff categories (crafts/trades/services; office/administrative support; other support/special service providers; paraprofessional) since 2022.

FIGURE 42: PIPs RELATED TO OPERATIONAL STAFFING

Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2000	9B	LTT, LTE, Security, Ed Insights	Funding of District Support Technicians, Library Technology Educators, Security staff, School Resource Officers, and Assessment Staffing support.	\$2,530,322	58.0
2017	3	ESP Attraction and Retention	Increased compensation of Education Support Professionals (ESPs)	\$6,200,000	0
Total				\$8,730,322	58.0

2017 PIP 3 focuses specifically on the attraction and retention of ESPs. These funds were used in the 2023-2024 school year to raise the base compensation for 6 ESP classifications by 10% (specialist salaries were increased by 5% as they were found to be more closely aligned with market averages). This increase raised the District's average ESP salary to just over \$40,000; when the MLO was passed in 2017, ESPs had an average salary of approximately \$24,800. Accounting for inflation, this represents a 20% increase in the average salary of ESPs.³¹

2000 PIP 9B is a consolidation of the original PIP 9, 18, and 22 from the 2000 MLO. It partially funds 58 FTEs in the form Library Technology Educators, District Support Technicians, Campus Security

³¹ The U.S. Bureau of Labor Statistics reports that a salary of \$24,800 in 2017 is equal to a salary of \$31,867 at the beginning of the 2024-2025 school year.

Supervisors and Coordinator (former PIP 18), and the Director of Data Science (former 2000 PIP 22) (Figure 43).

FIGURE 43: POSITIONS FUNDED BY PIP 9B

Position	FTEs Funded by MLO
Library Technology Educators	36.0
District Support Technicians	15.0
Campus Security Supervisors	5.0
Campus Security Coordinator	1.0
Director of Data Science	1.0

While this PIP is consolidated to simplify the allocation of funds to support District FTEs, the roles and responsibilities of these staff vary considerably. Library Technology Educators (LTEs) provide technology instruction and support to students and District staff, respectively. In addition to providing weekly information literacy lessons, LTEs ensure that students have opportunities to access both digital and print resources. District Support Technicians provide similar library and technology support across all District campuses on an as-needed basis.

Campus Security Supervisors work across the District's middle and high schools to help principals enforce the student "Conduct and Discipline Code", assist students in dealing with conflict and monitor the campus for unwanted visitors and signs of danger or criminal activity.³² MLO funds specifically pay for the provision at security at D11 middle schools.

The Director of Data Science oversees the implementation and management of data-driven initiatives for the District.³³ This role supports District educators to make data-driven improvements to their teaching practice.

Both items were among the most selected by D11 staff as being most important, with 16% and 15% of staff selecting 2000 PIP 9B and 2017 PIP 3 as being among the three most important PIPs, the 6th and 9th highest, respectively, across the 23 PIPs included in the survey.

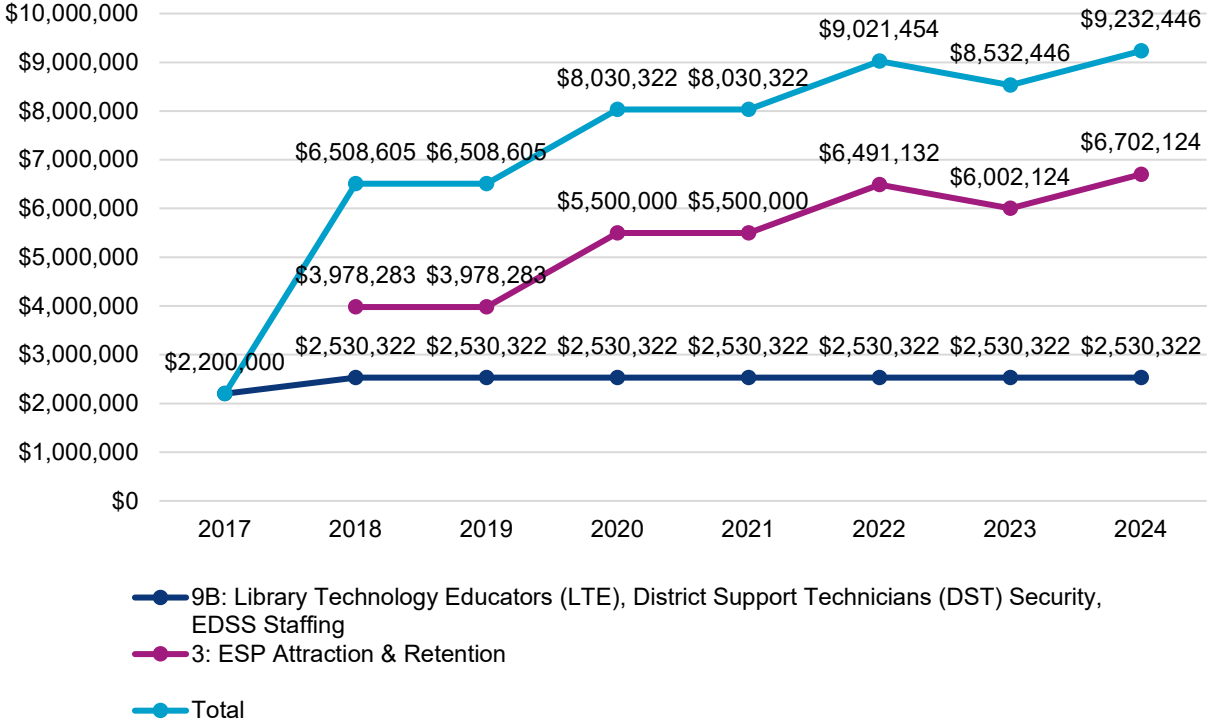
Spending Over Time

Spending on 2017 PIP 3 (ESP Attraction and Retention) has increased as the 2017 MLO has been phased in, increasing from nearly \$4 million to just over \$6.7 million from 2018 to 2024 (Figure 44). Since 2018, spending on 2000 PIP 9B has remained level.

³² "Security and operations – services and programs." Colorado Springs Schools District 11. Retrieved December 22, 2025. <https://www.d11.org/administration/operations/enterprise/security/services-and-programs>

³³ "Job Descriptions." Colorado Springs Schools District 11. Retrieved December 22, 2025. <https://resources.finalseite.net/images/v1765225712/d11org/d11org/d11org/d11org/qa8oswj5pasvdzImd9ny/Jobs.pdf>

FIGURE 44: MLO SPENDING 2017-2024: PIP 9B AND PIP 3



Measure of Impact

The primary impact of PIP 3 can be seen as the increased retention of District ESPs. In the 2024-2025 school year, D11 had a turnover rate for ESP staff approximately aligned with or below the statewide turnover rate, with turnover for paraprofessionals being 2% under the statewide total (Figure 45).³⁴

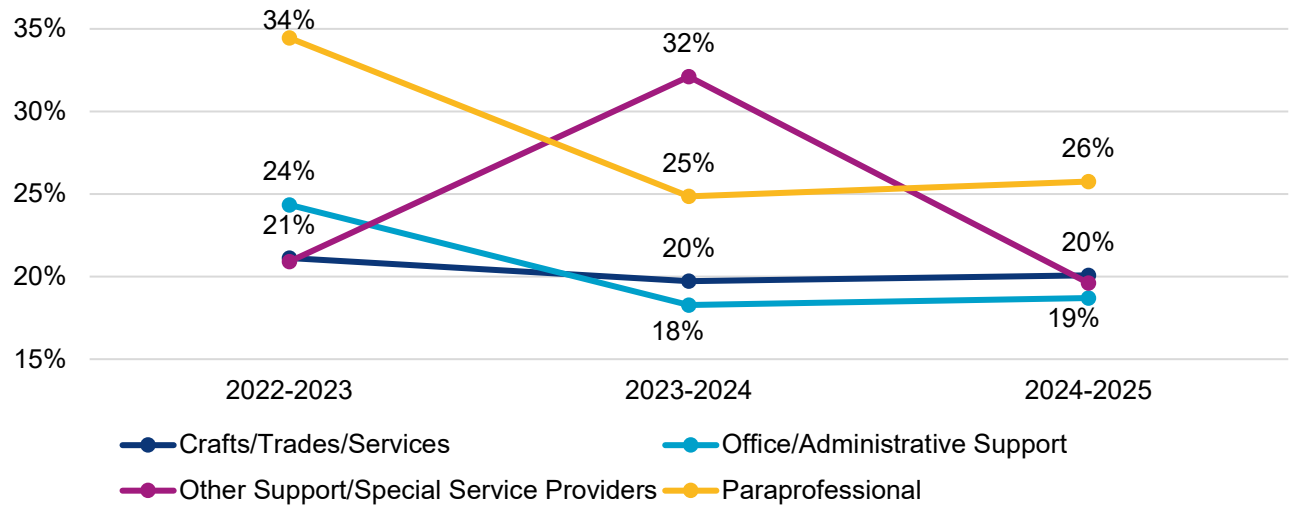
FIGURE 45: ESP TURNOVER D11 VS. STATEWIDE AVERAGE 2024-2025

Job Category	D11 Turnover Rate	Statewide Turnover
Crafts/Trades/Services	20.07%	20.46%
Office/Administrative Support	18.71%	18.01%
Other Support/Special Service Providers	19.61%	20.24%
Paraprofessional	25.75%	27.77%

Since the 2022-2023 school year, the District has seen decreases in turnover across ESP positions, with the most dramatic decreases for paraprofessionals (from 34% to 26%) and administrative support staff (from 24% to 19%) (Figure 46).

³⁴ "Personnel Turnover Rate by District and Position Categories." Colorado Department of Education. Retrieved December 22, 2025. [2024-2025 Personnel Turnover Rate by District and Position Categories4.3.25.xlsx](#)

FIGURE 46: D11 ESP TURNOVER 2022-2023 TO 2024-2025

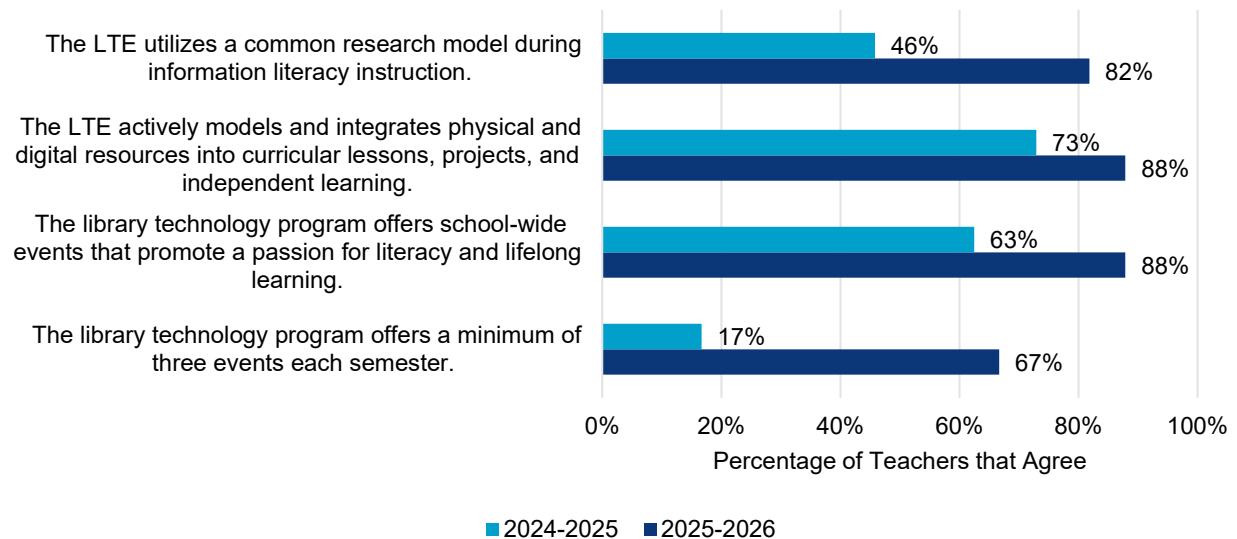


Source: "Data insights, resources & archives." Colorado Department of Education. Retrieved December 22, 2025. <https://ed.cde.state.co.us/cdereval/staffstatistics/data-insights-resources-archives>

ESP compensation was one of the primary concerns raised in both the community and staff surveys administered by PCG. In open-ended survey responses, respondents noted that employee satisfaction, attraction, and retention have suffered as a result of lagging ESP compensation.

Given that PIP 9B now addresses three of the original ballot questions, its impact across different areas is measured in different ways. One of the goals of PIP 9B is for LTEs to deliver at least two school-wide experiences per semester related to the integration of digital content, digital tools, and technology systems. Recent surveys of D11 teachers about the program have shown that there have been significant strides to improve the quality and consistency of programming in the 2025-2026 school year (Figure 47).

FIGURE 47: LIBRARY TECHNOLOGY PROGRAM SURVEYS (2024-2025 & 2025-2026)



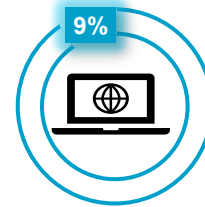
Source: "Library Technology Program Survey 24-25" & Library Technology Program Survey 25-26." Colorado Springs Schools District 11. Retrieved December 22, 2026. [Microsoft Excel].

The other goal of PIP 9B is to ensure that students feel safe at school, as measured by student responses to the 5 Essentials (5E) Survey which has been administered by the District every year since 2020. In the most recent 5E Survey, student-reported safety was ranked as 'weak', with the District's overall safety score decreasing since 2020.³⁵ Additional analysis related to the District's goals related to safety can be found in the *School Safety* section.

Technology

Both the 2000 and 2017 MLOs contained ballot items related to updating, upgrading, and integrating technology into D11 classrooms. The 2000 MLO included the goal of supporting technology integration in the classroom, while the 2017 MLO included the goal of expanding technology access to more students and replacing outdated equipment. Technology accounts for 9% of MLO allocations.

24-25 MLO Allocation



Technology at a Glance

- MLO spending on technology has more than doubled since 2017.
- Despite investments in new technology, the District is still behind on its desired replacement cycle.
- While district staff and community members acknowledged the need to update technology, few named it as a top priority for the District compared to other issues.

FIGURE 48: DESCRIPTION OF TECHNOLOGY PIPS

Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2000	11B	Technology Support	District-wide technology maintenance, repair, and replacement.	\$6,075,550	0
2017	6	Technology Replacement Plan	Replacing district technology, including student computers, district servers, network, school technology equipment, and security cameras.	\$1,000,000	0
2017	7	Technology Support Enhancements	Funding of two additional Technology Services staff.	\$320,000	4.0
Total				\$7,395,550	4.0

PIP 11B focuses on the provision of funds for Information and Technology support staff, technology programs, and district-wide device, hardware, and software purchases, maintenance, and repairs. Approximately three-fifths of these funds pay for technology staff, while two-fifths pay for equipment and maintenance.

³⁵ "5 essentials surveys and schools report, all Colorado Springs schools." UChicago Impact. Retrieved December 22, 2026. <https://resources.finalsite.net/images/v1738968541/d11org/qagiyfkab1m1ltr46eu7/5EFullReportAllColoradoSpringsSchools20242.pdf>

PIP 6 provides \$1 million in funding for the replacement of district technology, including:

- Student computers
- Servers
- Network infrastructure
- School infrastructure
- Security cameras

These funds support the District in working towards its desired equipment replacement cycles (see Figure 50).

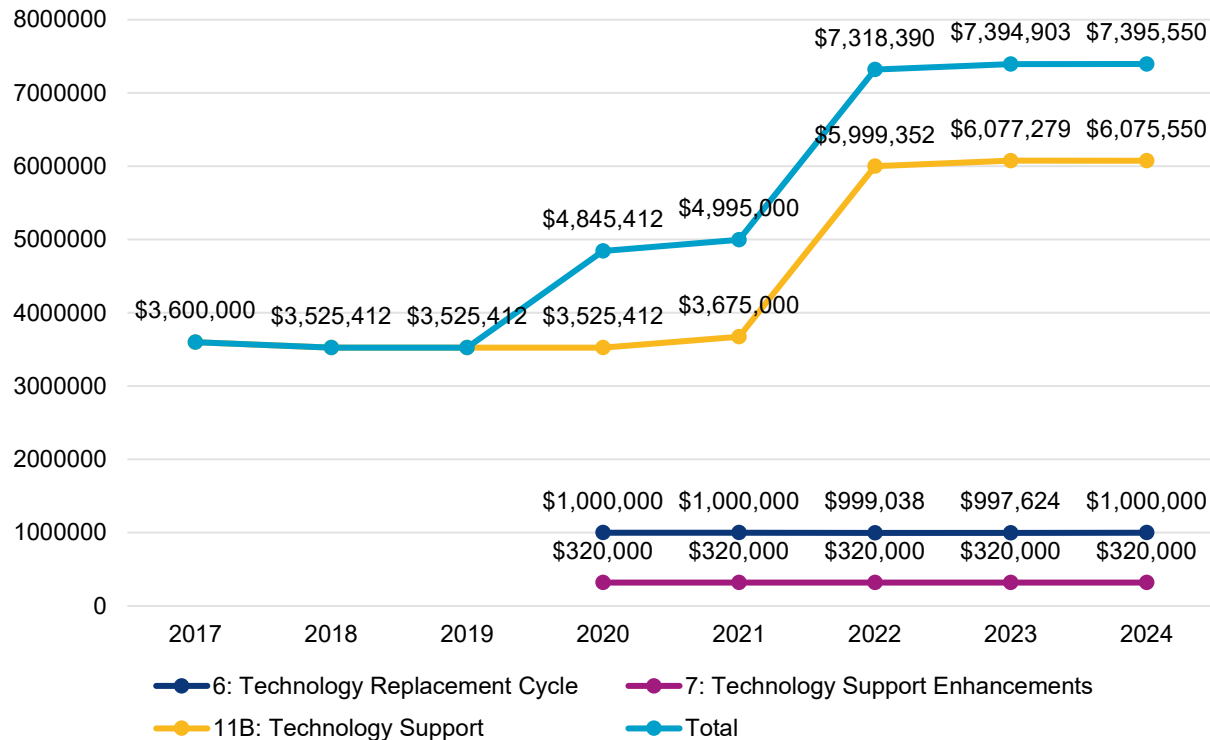
PIP 7 provides \$320,000 in funding for additional Technology Services staff, including 2 technical operations support specialists and two junior network engineers. These roles support the maintenance and repair of district technology and equipment, as well as manage and maintain the District's network services.

Staff survey respondents did not identify the technology-focused PIPs as high priorities. Approximately 7% identified PIPs 2000 11B and 2017 PIP 6 as among the most significant to them, while 5% selected 2017 PIP 7. These were ranked 13th and 16th, respectively, out of the 23 PIPs presented in the survey.

Spending Over Time

While spending for 2017 PIPs 6 and 7 has been largely consistent since these PIPs began receiving funding in 2020, 2000 PIP 11B has seen a dramatic increase in allocated funds in recent years. After the passage of HB 19-1262 providing state-funded kindergarten, D11 no longer needed to fund 2000 PIP 14 (which funded both full-day kindergarten and technology). These funds were redirected to 2000 PIP 11B, increasing the total funding for this PIP by \$2.4 million, to a total of just over \$6 million (Figure 49).

FIGURE 49: MLO FUND EXPENDITURES BY PIP (2017-2024)



This increase in funding for District technology was directed to the replacement of technological equipment, allowing the District to allocate an additional \$2.4 million to maintaining and replacing equipment.

Measure of Impact

Collectively, these PIPs relate to the provision of up-to-date and accessible technology and services for D11 staff and students. In the staff and community surveys, 18% of staff and 15% of community members agreed that MLO funds were having a positive impact on technology enhancements, the 6th highest for staff and 7th highest for community respondents.

Much has changed about the District's use of technology since the passage of both the 2000 and 2017 MLOs. Currently, the District has a 1:1 student technology program which seeks to provide all D11 students with either a Chromebook or iPad. With approximately 18,000 devices currently in use, the District must replace around 3,600 per year at a cost of approximately \$2.5 million.³⁶ Similarly, investments into school site technology and security cameras come at a combined cost of approximately \$700,000 annually.³⁷ Currently, the District is behind on its current replacement cycle goals by several years across each of these categories.

FIGURE 50: DISTRICT TECHNOLOGY REPLACEMENT CYCLE

Category	Current Replacement Cycle	Desired Replacement Cycle
Student Computers	8-10 Years	5 Years
Servers	7-9 Years	5 Years
Network Infrastructure	10-15 Years	7 Years
School Infrastructure	Not Established	7 Years
Security Cameras	Not Established	10 Years

Source: "2000/2017 Mill Levy Override Summary, 2022-2023." Colorado Springs School District 11. Retrieved December 22, 2025. [MLOAnnualSummaryFY22-23-FINAL.pdf](#)

In addition to the replacement of equipment, the District measures success through feedback surveys administered after staff submit a support ticket. In the 24-25 school year, 89% of users reported that they were satisfied with the support they received.³⁸

Stakeholders differed on the extent to which they saw technology as a priority for the District; in focus groups and interviews as well as in open-ended responses to the surveys distributed by PCG, district staff noted that the District's technology was dated and needed to be replaced. Other stakeholders, including both district staff and community members, noted that while replacing technology is important, they did not see it as driving student achievement in the same way as other priorities. In the surveys administered by PCG, 13% of staff identified providing updated classroom and student technology as being among the top three most important priorities for the District, compared to 7% of community members, making this the 7th highest priority for staff and the 12th highest priority for the community out of the 20 options included in the survey.

³⁶ "PIP 6, 8, 11B 2017 2024-2025 PIP Plan & Monitoring Report." Colorado Springs Schools District 11. Retrieved December 18, 2025. [Google Document].

³⁷ Ibid.

³⁸ "Happy Fox Data." Colorado Springs Schools District 11. Retrieved January 7, 2026. [Microsoft Word].

School Safety

School safety appeared as ballot items in both the 2000 and 2017 MLO, with the latter specifying that the funds would be used to improve “student safety and security by adding a school resource officer at every middle school.” School safety accounts for 0.5% of MLO allocations.

24-25 MLO Allocation



School Safety at a Glance

- MLO funding allows the District to provide school resource officers to District middle schools.
- According to the District’s 5Essentials Survey, the percentage of students reporting feeling mostly or very safe in District facilities has decreased since 2020.

FIGURE 51: SCHOOL SAFETY PIPs

Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2000	9B	LTT, LTE, Security, Ed Insights	Funding of District Support Technicians, Library Technology Educators, Security staff, School Resource Officers, and Assessment Staffing support.	\$2,530,322	58.0
2017	4	School Security Enhancements	Fund the salaries and benefits of five additional school resource officers to work across D11 middle schools.	\$375,000	0
Total				\$2,905,322	58.0

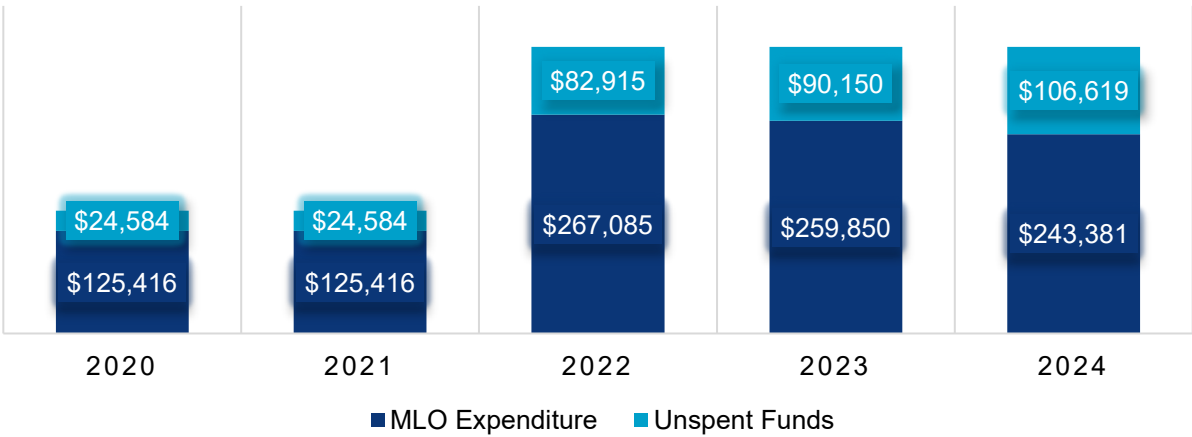
Prior to the passage of the 2017 MLO, District 11 had six school resource officers (SROs); four assigned to District high schools, one assigned to the Roy J. Wasson Academic Campus, and one roving officer. These SROs responded to incidents at District middle schools on an as-needed, as-available basis.

The MLO provides \$375,000 in funding for the District to staff five additional SROs assigned specifically to District middle schools, providing immediate emergency response support. In the staff survey administered by PCG, 6% of D11 staff selected 2017 PIP 4 as one of the three most important, the 15th highest of the 23 PIPs included in the survey.

Spending Over Time

In the six years that this PIP has been in effect, the District has never spent its full allocation (Figure 52). These funds do not pay for district staff but rather pay the City for staffing police officers at District schools.

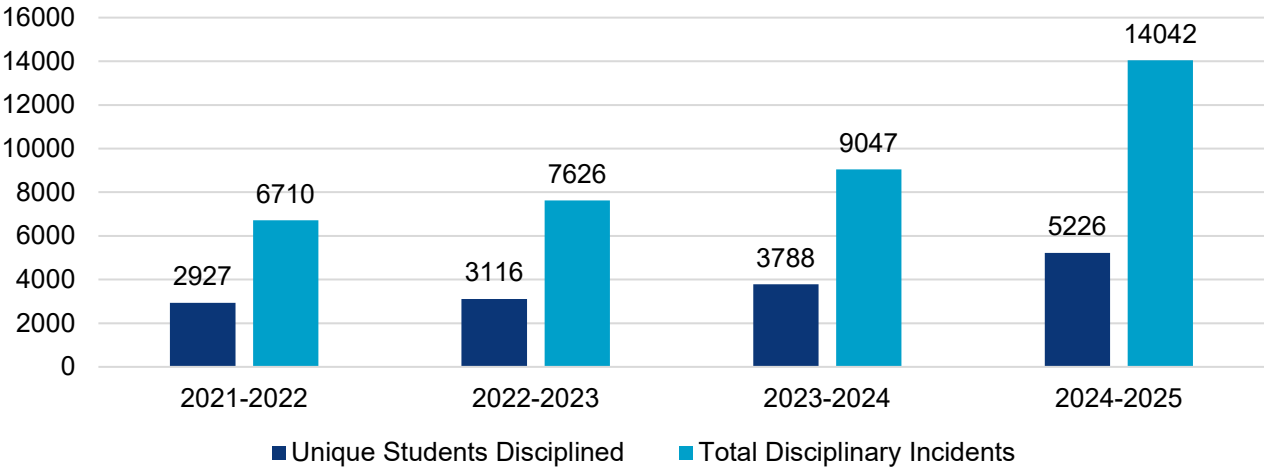
FIGURE 52: PIP 4 EXPENDITURES AND UNSPENT FUNDS BY YEAR (2017-2024)



Measure of Impact

The key performance metrics for 2017 PIP 4 are that less incidents happen in school and that a higher percentage of students report feeling safe in D11 schools. D11 has seen an increasing number of both students disciplined as well as total disciplinary incidents. In the 2024-2025 school year, of the 21 largest school districts in Colorado, District 11 had the highest percentage of students that received at least one disciplinary action.³⁹

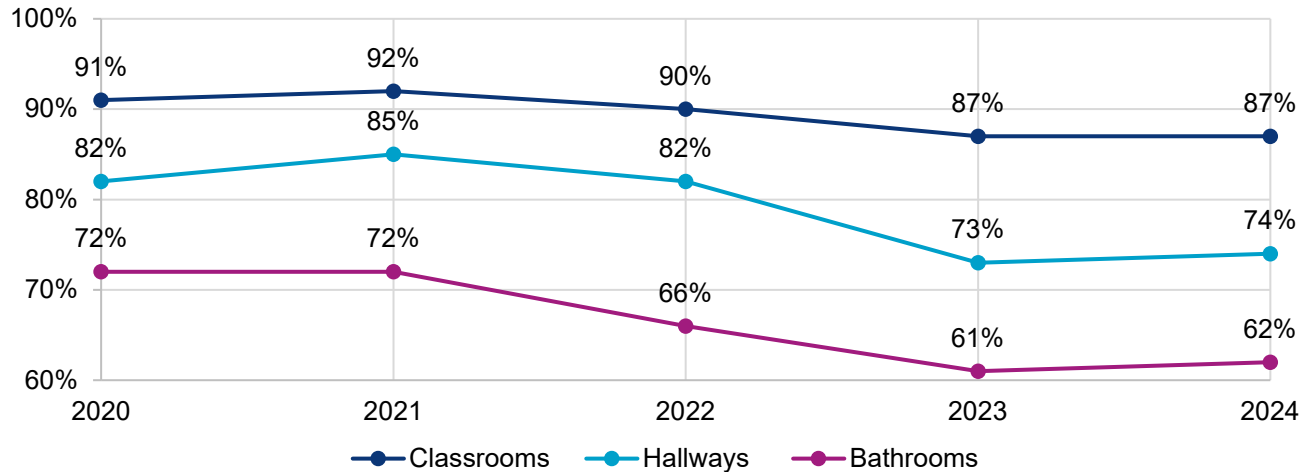
FIGURE 53: STUDENT DISCIPLINARY INCIDENTS 2021-2022 TO 2024-2025



³⁹ Weir, Judah and Anderson, Cole “Discipline, absenteeism, and achievement: A data-driven look at Colorado’s largest school districts.” Common Sense Institute. Published August 7, 2025. Retrieved January 9, 2026.
<https://www.common Sense Institute.us.org/colorado/research/education/discipline-absenteeism-and-achievement-a-data-driven-look-at-colorados-largest-school-districts>

In terms of student's perception of safety, D11 has seen small decreases in the percentage of students reporting that they feel either very or mostly safe in various school locations in the District's annual 5Essentials Survey (Figure 54).⁴⁰

FIGURE 54: PERCENTAGE OF STUDENTS REPORTING FEELING 'VERY' OR 'MOSTLY' SAFE BY LOCATION (2020-2024)

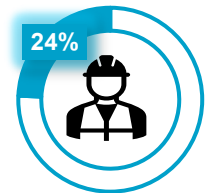


In design sessions, students noted that they appreciated the presence of SROs. High school students in particular appreciated the extent to which SROs made themselves accessible to students and cited the strong relationships they had built with their school's SRO. Middle school students, on the other hand, cited school safety as an area where they would like to see additional investment.

Capital Projects and Facilities Maintenance

The 2017 MLO contained a ballot item related to "extending the life of existing schools by repairing, maintaining, and modernizing aging buildings." Capital Projects and Facilities Maintenance account for 24% of MLO allocations.

24-25 MLO Allocation



Capital Projects and Facilities at a Glance

- Capital projects and facilities (2017 PIP 8) received the highest allocation of any PIP, with nearly a quarter of the allocated funds.
- The District has a projected \$450 million in capital needs over the next 5 years.

⁴⁰ "District 11 results and reports." Colorado Springs Schools District 11. <https://www.d11.org/academics/5essentials/district-11-results-reports>

FIGURE 55: CAPITAL PROJECTS AND FACILITIES MAINTENANCE PIPs

Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2017	8	Capital Renewal and Replacement	Support the District's ongoing investments in school facilities.	\$19,491,311*	11

*Only includes funds allocated this year (funds carried over from prior years are excluded).

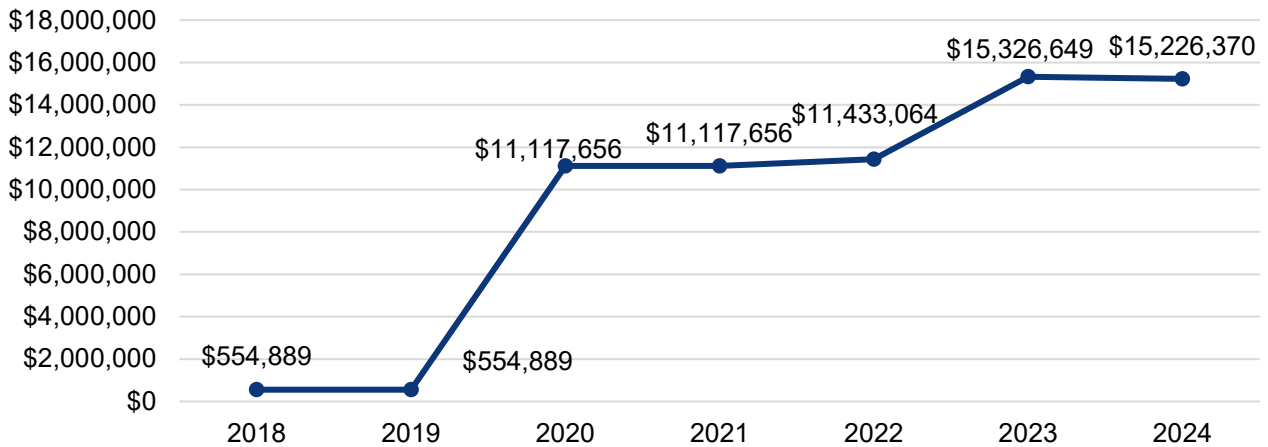
The District has used MLO funds to both hire dedicated Capital Programs staff and fund capital projects to repair and improve District facilities. This work includes maintenance, repairs, alterations, replacements and improvements to existing facilities. MLO funding provides the District with an additional \$15 million to support capital projects, approximately \$1 million of which funds 11 FTEs who oversee capital programs for the District.

In the staff survey administered by PCG, 17% of respondents indicated that 2017 PIP 8, which is dedicated toward capital renewal and replacement, was among the three most important, 5th highest of the 23 PIPs included in the survey.

Spending Over Time

Spending on this PIP has increased over time, with funds not spent on the PIP being carried over to the next year, allowing the District to maintain a reserve of funds for emergent or larger capital projects. Unlike other PIPs that provide funding for ongoing staffing and programmatic support, funds for 2017 PIP 8 are largely reserved for larger capital projects and repairs. The District carried over just over \$25 million into the 24-25 school year.

FIGURE 56: PIP 8 SPENDING 2018-2024



With expenditures upwards of \$15 million, 2017 PIP 8 represents nearly one-third of the funds spent from the 2017 MLO and one-fifth of the District's total MLO funds.

Measure of Impact

In the staff and community surveys administered by PCG, 42% of both staff and community members agreed that MLO funds were having a positive impact on building improvements, far and away the highest percentage for both surveys (the next highest was teacher compensation with 34% of staff and 21% of community members).

In both focus groups and interviews as well as open-ended responses to the staff and community surveys administered by PCG, stakeholders noted that District facilities need additional upgrading, maintenance, and modernization. Among the most common areas cited by stakeholders were HVAC systems (particularly

air conditioning), playgrounds, and the exterior of district facilities. Additionally, students, community members, and district staff expressed a desire for the District to prioritize repairs and maintenance before schools need expensive or disruptive maintenance; many cited the incident at Jenkins Middle School in the winter of the 2024-2025 school year where students were forced to vacate the building for the spring semester as an example.

District staff cited that facilities deficiencies were a contributing factor to the District's enrollment challenges. With enrollment being one of the District's key priorities, maintaining and updating facilities has become increasingly important. The District's 2025 *Five Year Plan for School Improvement & Student Success* estimates over \$450 million in capital needs over the next 5 years, demonstrating the need for substantial funding for capital maintenance and improvements over and above the funding provided by the MLO.

Finance

The 2017 MLO included a ballot item related to reducing long-term interest costs by paying off existing debt sooner. For each year the MLO was phased in, the District reserved the difference between the total amount of the 2017 Mill Levy Override and the phased-in amount provided to pay off district bond debt. By paying off bond debt earlier than expected, the District saves property taxpayers on their annual property tax bill and reduces the amount taxpayers pay in interest costs over time. At the conclusion of the 2022-2023 school year, the District had accumulated just over \$50 million in reserves.

FIGURE 57: FINANCE PIPS

Year	PIP	PIP Name	PIP Description	FY 24-25	Total FTE
2017	10	Bond Debt Reduction	Allow the District to pay off bonded indebtedness earlier than required.	\$0	0
2017	11	Contingency Reserve/Taxes/Unspent	Reserve funds left over from MLO; tax collection fees.	\$530,000	0
2017	14	Undesignated Inflationary Funds	Accounts for inflationary increases to MLO funds.	\$684,045	0
Total				\$1,214,045	0

Additionally, the 2017 MLO contains two PIPs that account for (1) unspent MLO funds and the cost of collecting MLO revenue (2017 PIP 11) and (2) a fund that accounts for inflationary increases to MLO funding (2017 PIP 14). These funds essentially serve as accounting mechanisms for the 2017 MLO.

CHARTER SCHOOL FUNDING

Both the 2000 and 2017 MLO contain PIPs related to providing charter schools with a share of MLO funding. District charter schools receive a proportionate share of both the 2000 and 2017 MLO based on the percentage of D11 students that attend each charter school. Across both MLOs, D11 charter schools received just over \$8.3 million in the 24-25 school year, accounting for 10% of the District's total MLO funding.

24-25 MLO Allocation



Charter School at a Glance

- Charter schools receive a portion of MLO funding proportionate to their enrollment.
- In the 2024-2025 school year, charter schools received 10% of the District's MLO funding (approximately \$8 million).

FIGURE 58: 2023-2024 MLO FUNDING BY CHARTER SCHOOL

Charter School	Percentage of D11 Funded Pupil Count	2000 MLO Allocation	2017 MLO Allocation	Total MLO Funding
Academy for Advanced and Creative Learning	1.33%	\$349,411	\$669,633	\$1,019,044
James Irwin - Howard	1.39%	\$355,673	\$681,634	\$1,037,307
CIVA	0.89%	\$221,669	\$424,821	\$646,490
CPS	0.70%	\$191,613	\$367,218	\$558,831
GLOBE	0.41%	\$81,404	\$156,008	\$237,412
Eastlake	0.45%	\$142,759	\$272,575	\$415,334
Roosevelt	1.95%	\$587,362	\$1,125,656	\$1,713,018
Total	7.13%	\$1,929,891	\$3,697,546	\$5,627,436

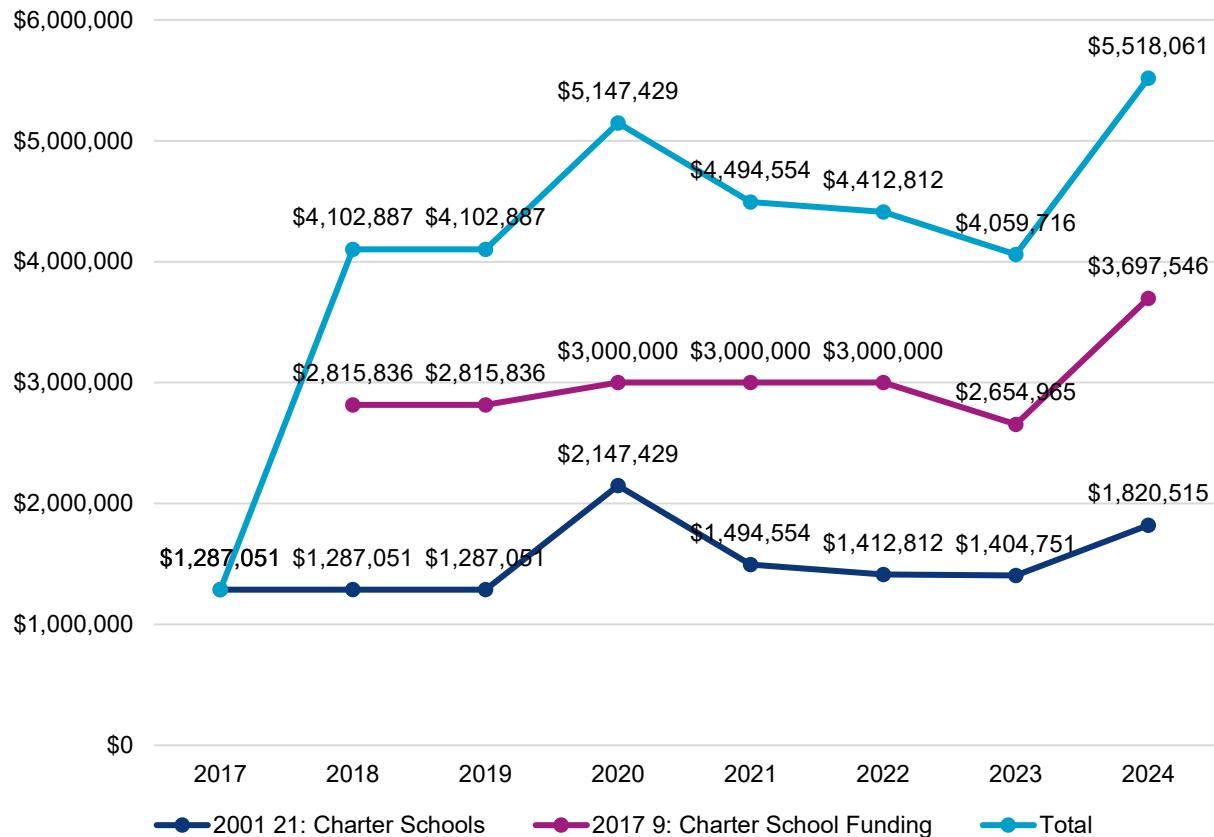
Note. Per School allocations were not available for the 24-25 school year at the time of publication.

Charter schools can use MLO funds as they see fit to support any of the priorities from either the 2000 or 2017 MLOs.

Spending Over Time

Given that charter schools receive MLO funding based on the proportion of D11 students at their school, as charter enrollment has increased in the District, so too has the share of MLO funds directed to D11 charter schools. In 2024, the District saw its largest increase in MLO funding directed to charter schools, increasing from just over \$4 million to \$5.6 million. With two more charter schools set to open, the District can expect to allocate an increasing amount of MLO funding to charter schools in the coming years.

FIGURE 59: 2000 PIP 21 AND 2017 PIP 9 SPENDING OVER TIME



MLO ADMINISTRATION

MLO Administration covers the triennial performance review of the MLO. Figure 60 describes the PIP related to this category.

FIGURE 60: PIP RELATED TO MLO ADMINISTRATION

Year	PIP	PIP Name	PIP Description	Ballot Items	FY 24-25
2000	23	Performance Review	Conduct a performance review of the MLO program every 3 years.	Establish a citizens' oversight committee to develop an independent comprehensive performance plan.	\$100,000 triennially

Every three years, D11 must hire an independent vendor to evaluate the MLO fund. This evaluation aims to inform the public about the District's progress in achieving the goals outlined in the performance plan and to address other key educational priorities. To select the vendor, D11 conducts a competitive bidding process, reviewing proposals from qualified candidates before making a final choice.

Spending Over Time

This item receives \$100,000 every 3 years to fund a third-party review of the MLO program. During the off years, the funds are transferred to PIP #24: Contingency Reserve or to other PIPs as approved by the MLOOC and the Board of Education.⁴¹

Measure of Impact

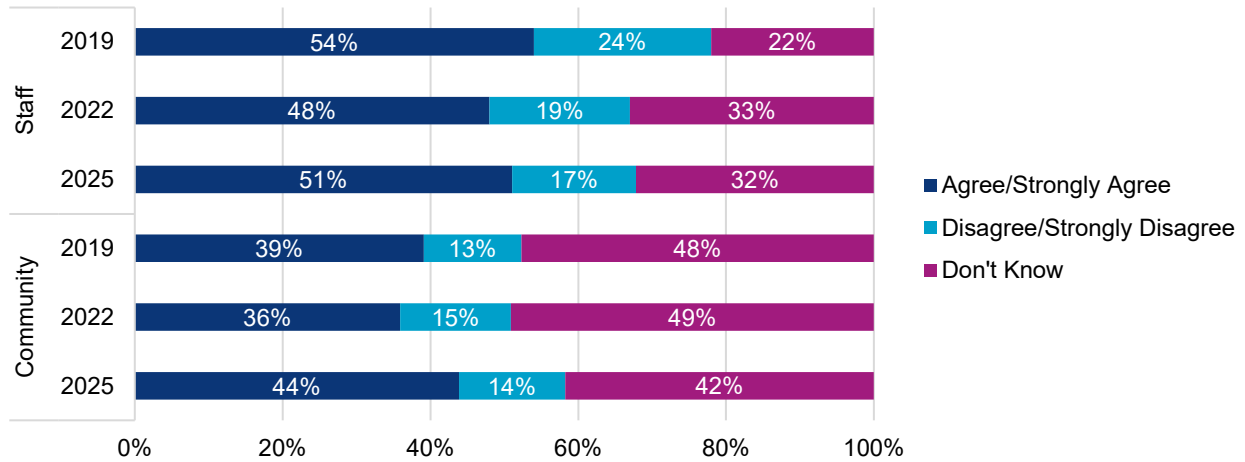
After conducting their review, the selected third-party vendor prepares a report for the District. This report summarizes the findings and recommendations from the current assessment and evaluates the District's progress on recommendations from previous years. The vendor then presents these results to both the MLO Oversight Committee (MLOOC) and the Board of Education.

VISION FOR THE MLO

During data collection, stakeholders were asked to share their views on MLO impact and investment priorities.

As seen in Figure 61, approximately half of both staff (51%) and community (44%) respondents agreed that the MLO funds are having a positive impact on D11 schools with approximately 15% of respondents disagreeing.

FIGURE 61: THE USE OF MLO FUNDS IS HAVING A POSITIVE IMPACT ON D11 SCHOOLS

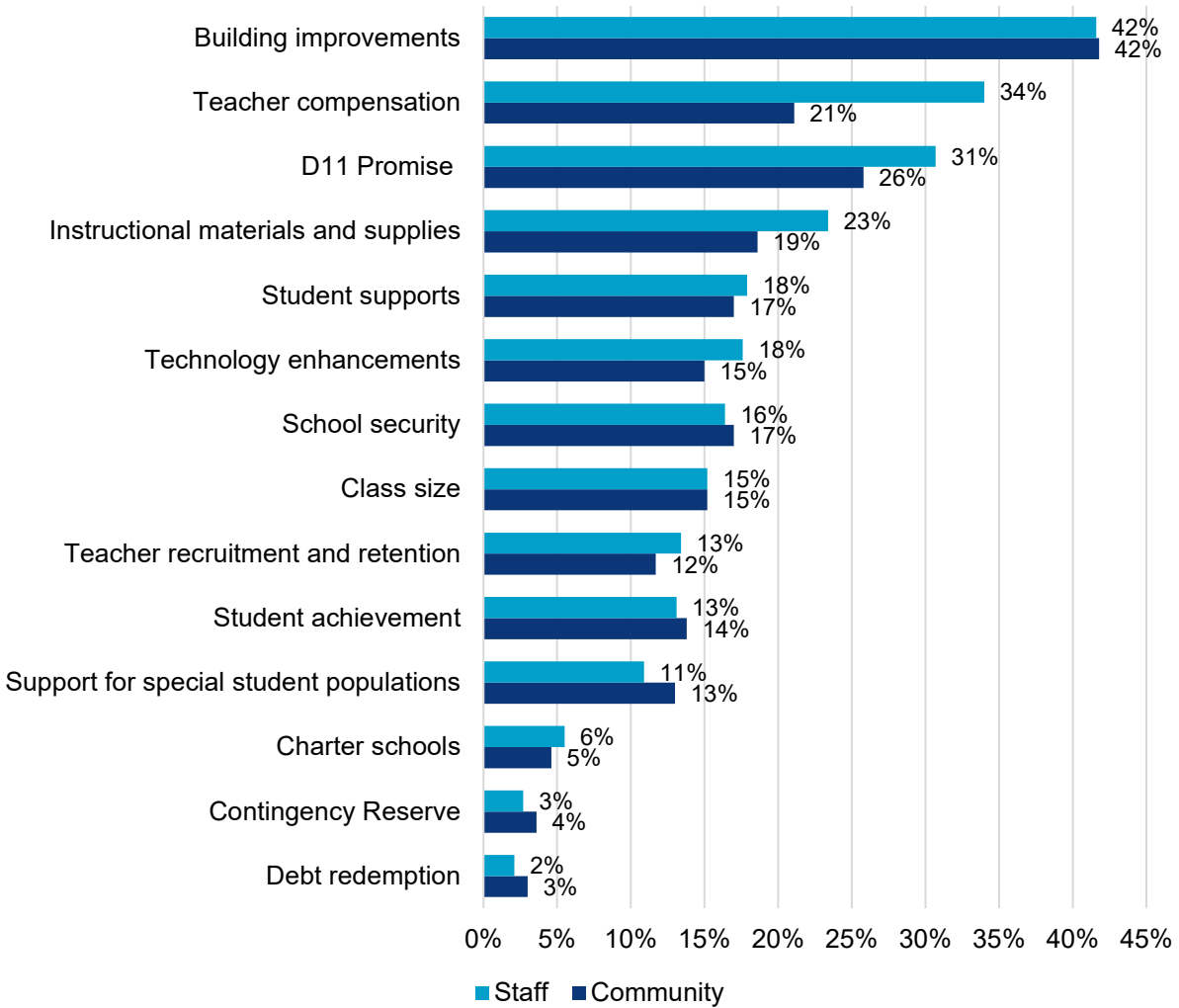


In the community survey, levels of agreement about the use of MLO funds having a positive impact on D11 schools has increased and those respondents who responded “Don’t Know” has decreased. The staff survey saw relatively stable agreement with this statement since 2019, but in 2025 only 17% of staff respondents disagreed compared to 24% in 2019.

Figure 62 shows the areas where community and staff respondents viewed the MLO funds as having a positive impact.

⁴¹ “FY 2023-24 MLO 2000 PIP 1B: Employee compensation – combined.” Colorado Springs Schools District 11.
<https://resources.finalsite.net/images/v1749740618/d11org/k02jtfhi4utfixbon2wt/2000PIPsALL.pdf>

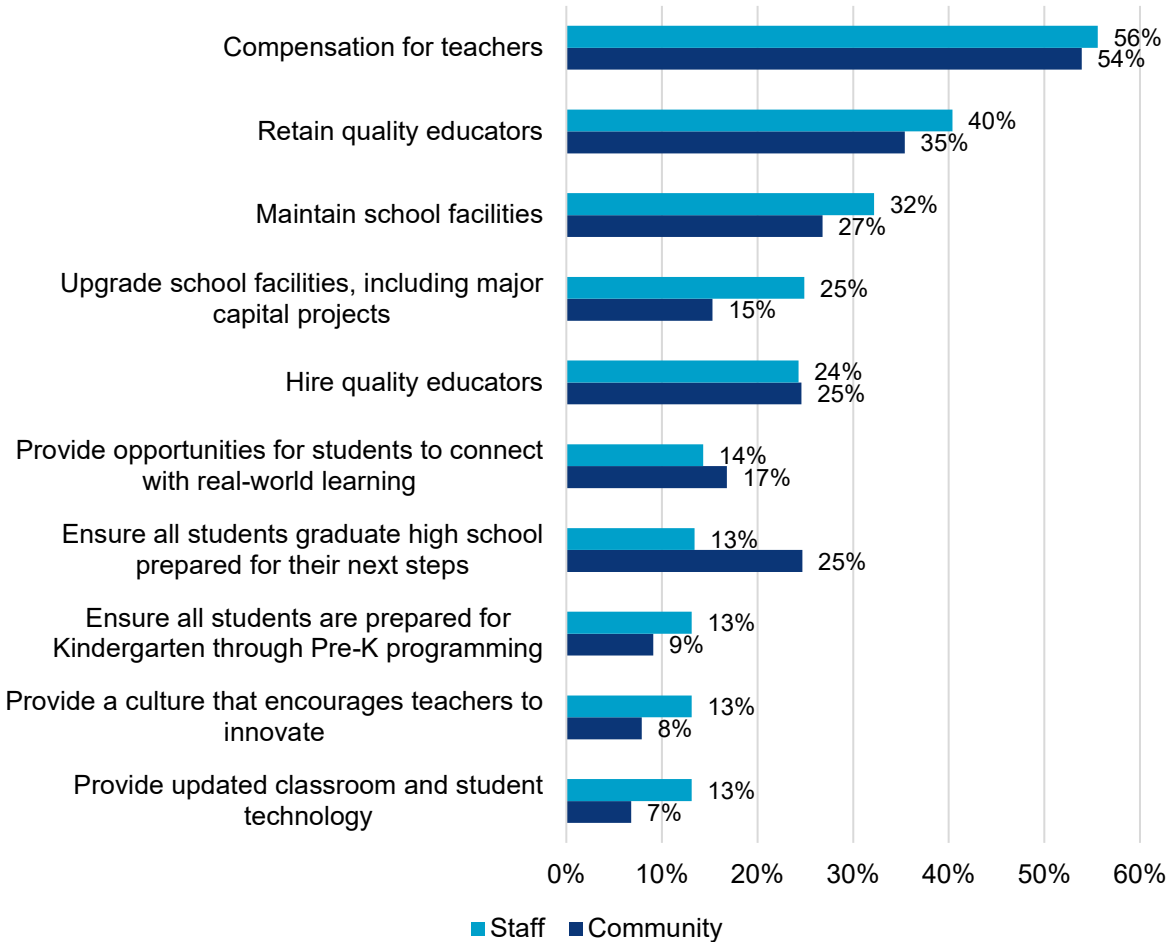
FIGURE 62: IN WHAT AREAS ARE MLO FUNDS HAVING A POSITIVE IMPACT



The top areas where both staff and community respondents indicated MLO funding as having a positive impact were building improvements, teacher compensation, D11 promise, instructional materials and supplies, and student supports. Notably, student achievement ranked 10th, with only 13% of staff and 14% of community members agreeing that the MLO has had a positive impact in this area.

While the District has made progress in recent years to increase student achievement, expand educational options for students, and invest in its workforce, areas for improvement still remain. As these challenges persist in the District, the context of the District has changed significantly in the past three years as well. The District has renewed its focus on attracting and retaining high quality educators as well as providing students with real-world learning experiences. In the staff and community surveys administered by PCG, when asked to select the three areas D11 should invest, over half of respondents chose compensation for teachers. Among the top seven most common responses were three related to teacher compensation, retention, and attraction, and two related to upgrading and maintaining district facilities, both of which are funded by the MLO (Figure 63). These were followed by two responses related to student experiences and post-secondary readiness.

FIGURE 63: 10 MOST FREQUENT SURVEY RESPONSES TO “WHAT ARE THE TOP THREE AREAS THAT D11 SHOULD INVEST IN TO HELP THE DISTRICT EXCEED EXPECTATIONS IN THESE PRIORITY AREAS? (SELECT UP TO THREE TOTAL)”



Similar themes around areas for investment emerged in the qualitative data collected in focus groups, survey open-ended responses, and student design sessions (Figure 64). All three stakeholder groups emphasized the importance of funding staffing and teachers, the need for facilities and infrastructure improvements, and the desire for prioritization of student programs and learning opportunities.

FIGURE 64: THEMES IN INVESTMENT PRIORITIES BY STAKEHOLDER GROUP

Key Theme	Description
Community	
Teacher compensation, retention, and support	Increase teacher salaries, improve compensation, and ensure retention and recruitment of high-quality educators.
Building and facilities maintenance / improvements	Upgrade, repair, and maintain school infrastructure, including HVAC, safety, classroom environments, and accessibility.
Class size reduction and staffing	Lower student-to-teacher ratios and increase the number of teachers and aides to provide more individualized attention and support in classrooms are common recommendations.

Student programs and learning opportunities	Investment in classroom materials, supplies, and programs that offer real-world skills.
Students	
Facilities and infrastructure	This included HVAC, classroom comfort, maintenance problems, overcrowded classes, and unreliable WiFi.
Extracurricular activities and funding	Students valued extracurriculars (sports, clubs, performing arts) for both personal growth and college opportunities. They called for sufficient funding, increased optionality, better facilities, and equitable access to activities.
Academic opportunities and support	This included advanced courses and CTE programs along with more course options and smaller class sizes.
Staffing / teachers	Students prioritized additional funding for staff and teachers.
School safety and security	Additional security guards, better security plans, and more investment in safety infrastructure.
Staff	
Teacher and staff compensation, retention, and recruitment	Increased pay for teachers, ESPs, and support staff (paraprofessional, counselors, and nurses).
Upgrading and maintaining school facilities	Prioritize deteriorating buildings, outdated infrastructure, lack of air conditioning and heating, and old classroom furniture.
Classroom resources and technology	Updated technology for students and teachers, reliable internet, and improved classroom resources and supplies.
Student support services	Increased support for students such as interventionists, counselors, mental health professionals, and behavior specialists. Expanded services for special education, ESL, gifted programs, and wraparound supports.
Focus on direct impact to students	Prioritize funding at the school and classroom level in areas such as literacy, curriculum choices, real-world learning experiences, and professional development.

MLO MANAGEMENT AND ADMINISTRATION

The [Mill Levy Override \(MLO\) Governance Policy](#) outlines the Board of Education's framework for oversight and accountability of MLO funds, as required by the 2000 and 2017 ballot measures. As stated in the policy, the intent is to provide "transparency, accountability, and ensure expenditures support the Colorado Springs District 11 strategic plan and Board of Education priorities. With changing needs and because of variations in MLO and district revenue, the MLO Program Implementation Plans (PIPs) remain flexible, yet true to the spirit of the fundamental philosophies established in the ballot questions, PIPs, and original governance plans, with an amendment process to maximize educational benefits for student."⁴²

⁴² "Mill levy override governance policy." Colorado Springs Schools District 11. Published June 2025.
<https://resources.finalsite.net/images/v1750396415/d11org/bs0vnoption6aag92mcvw/MLOGovernancePlan-cleanLO41425002.pdf>.

MILL LEVY OVERRIDE OVERSIGHT COMMITTEE (MLOOC)

The citizens' oversight committee, or MLOOC, is the body responsible for "monitoring the progress of the efficiency and effective implementation of MLO funding," according to the policy. The committee is currently comprised of seven voting members (including Chair and Vice-Chair) and meets approximately monthly. Meetings often include presentations by district staff (PIP owners) related to expenditures and outcomes in areas funded through the MLO.

MLOOC Membership

MLOOC members and district leaders noted that recruiting members for the committee has been a challenge. While at the time of the most recent triennial assessment (2022) there were 17 committee members, in 2025 there were seven, and, according to committee leadership, typically up to five or six members attend meetings. MLOOC members, who include retired educators, former Board of Education members, and alumni and parents of graduates, note that although they bring varied professional experiences and experiences with the District, the committee would benefit from greater diversity of perspectives, including, most notably, from current D11 parents. Additionally, committee leadership noted the benefit of having more committee members, as that would allow committee members to each be assigned to a small number of individual PIPs, allowing members to develop deeper expertise on different areas of the MLO. Committee members noted that they have made attempts at recruitment efforts, including through an email message, a web form, and a call to board members to conduct outreach within their networks. Committee members and district leaders perceive that one barrier to recruitment may be a belief that financial expertise is required of committee members. Additional barriers may include meeting schedule (including all in-person meetings) and a lack of understanding among the broader community of the role and value of the committee.

During a focus group with PCG, new committee members noted that there is a steep learning curve to the role and that they have chosen to mostly observe in their initial meetings. They additionally shared that while there is no formal onboarding process, there is informal support and mentorship provided by more veteran members.

PIP ACCOUNTABILITY PRACTICES

Based on discussions with district leaders and MLOOC members, and a review of MLO governance documents, PCG understands that accountability for PIPs is a shared responsibility across district leaders and staff, the MLOOC, and the board.

FIGURE 65: PIP ROLES AND RESPONSIBILITIES

Role	PIP Accountability Responsibilities
PIP Owners (District Staff)	• Manage PIP budgets • Recommend PIP metrics (KPIs) • Track PIP impact (KPIs) • Report PIP spending and impact to MLOOC
District Leaders	• Recommend annual PIP allocation to MLOOC • Approve PIP metrics (KPIs) • Continuously monitor PIP spending and impact • Recommend PIP amendments to the MLOOC • Prepare annual MLO report
MLOOC	• Propose annual PIP allocations • Continuously monitor PIP spending and impact • Propose PIP amendments to the Board

	• Present annual MLO report to the Board
Board of Education	• Review annual MLO reports • Approve any PIP amendments • Approve annual PIP allocations • Review triennial audit

To support accountability, PIP owners are currently working with district leaders to define key performance indicators (KPIs) for their respective PIPs. Progress to date in setting and using KPIs for the PIPs varies depending on PIP owners, as some owners are still finalizing appropriate measures and understanding how to integrate them into regular reporting. Examples of PIP KPIs include:

- Reduced teacher vacancies
- Teacher salary that is competitive with area districts
- Number of hours of professional development
- Meeting defined staffing allocations (student-to-teacher ratios; teacher planning periods)
- Increased percentage of students meeting grade-level expectations in standardized assessments
- Consistency of technology functioning and availability

The combination of process-oriented KPIs (e.g. meeting staffing ratios) and outcome-oriented KPIs (e.g. student performance) supports a robust and balanced accountability system that enables alignment of PIPs with district priorities. However, in reviewing KPIs, PCG identified instances where there were gaps in the connection between the KPIs and the higher-level PIP goals. One example is 2000 PIP 6:

2000 PIP 6: Teaching and Learning Coaches (TLCs)	
Goal	KPIs
Improved Student Achievement	• Number of hours of training provided to TLCs
	• Number of hours of training provided by TLCs to school teams

In the case of 2000 PIP 6, while number of hours of training can be a strategy towards student achievement, there are other intermediary indicators that are necessary to monitor in order for the district to understand the effectiveness of the TLC strategy. These intermediary indicators, which bridge the gap between the hours of training and improved student achievement, may include measures such as evidence of implementation of new instructional strategies by teachers, short-term changes in classroom practices, teacher feedback on the relevance and utility of the training received, and short-term changes in student performance measured by formative assessments. Tracking these indicators would enable PIP owners, along with district leaders and the MLOOC, to assess whether the investment in coaching is being translated into effective teaching practices that ultimately support student learning outcomes.

Beyond PIP owners, members of the MLOOC who were interviewed also share an understanding of the MLOOC as a key structure for accountability of MLO funds, with the responsibility for ensuring that the funds are used as designed. The Committee reviews PIPs on a rotating schedule with a set of PIPs reviewed at each meeting, ensuring that all PIPs are addressed. In reviewing PIPs, the MLOOC reviews data prepared by district staff that captures the funding budgeted for and spent in each PIP, and the KPIs for each PIP. According to MLOOC members, implementing a standardized format for PIP presentations has created a simple process that allows for relevant information to be presented consistently. In the PIP

presentations, MLOOC members have the opportunity to ask questions about spending, KPIs, and potential changes to better optimize funds.

STRATEGIC ALIGNMENT OF PIPS WITH DISTRICT NEEDS AND PRIORITIES

A consistent theme in PCG's interviews and focus groups was the need of MLO funds to both support the intent of the 2000 and 2017 voters and align with current district needs and priorities. In interviews and focus groups, many stakeholders described how significantly the district context has changed since the original MLO passed a quarter of a century ago, highlighting dramatic shifts in enrollment, student demographics, student needs, technology, and costs. Multiple stakeholders emphasized the time lapsed by observing that no current D11 students were born when the first MLO was passed. Sentiments that there are gaps in MLO alignment with district needs were also reflected in survey data (Figure 66).

FIGURE 66: COMMUNITY AND STAFF RESPONSES, MLO ALIGNMENT

	Community Survey			Staff Survey		
	Agree / Strongly Agree	Disagree / Strongly Disagree	Don't Know	Agree / Strongly Agree	Disagree / Strongly Disagree	Don't Know
The MLO funds are allocated in a way that maximizes their impact.	30%	21%	49%	24%	32%	44%
The District spends money in a way that maximizes student success.	32%	32%	35%	30%	48%	22%
The initiatives of the MLO support the overall D11 mission. ⁴³				51%	15%	34%
There is a strong connection between the MLO and D11 strategic initiatives. ⁴⁴				40%	21%	39%

Note. Totals may not sum to 100% due to rounding.

PCG analyzed district stakeholders' investment priorities and compared those to how MLO funds are currently allocated. Across the community and staff surveys, the top three areas where respondents indicated D11 should dedicate investments were:

- Educator compensation, attraction, and retention (77% of community members, 80% of staff)
- Capital projects and facilities maintenance (38% of community members, 48% of staff)
- Real-world learning and post-secondary readiness (37% of community members, 24% of staff)

Each of the other categories that respondents could select, including, for example, technology, family and community engagement, partnerships, communication, and curricular materials, was selected by less than 15% of respondents.

The three areas ranked as the highest investment priorities comprised slightly less than 30% of the MLO spending in 2024-2025:

- Educator compensation, attraction and retention (2000 PIP 1b, 2000 PIP 12, 2017 PIP 2) comprised 22% of MLO expenditures in 2024-2025.

⁴³ Question was not asked in Community Survey.

⁴⁴ Question was not asked in Community Survey.

- Capital projects and facilities maintenance (2017 PIP 8) comprised 24% of the budget, not including allocations that rolled over from previous years.
- Real-world learning and post-secondary readiness (2017 PIP 12) comprised 0.2% of the spending.

Educator compensation, attraction and retention and capital projects and facilities maintenance received meaningful portions of the MLO budget, demonstrating alignment between MLO allocations and stakeholder priorities. However, real-world learning and post-secondary readiness was a top priority for stakeholders, while only receiving 0.2% of the MLO funding. Beyond a stakeholder priority, real-world learning and post-secondary readiness is seen by D11 leaders as a key lever for student impact, represented in the District's focus on "Promoting Excellence through Experience" in the Roadmap for Excellence.⁴⁵ This discrepancy between how this area is prioritized as a key strategy and how it's funded through the MLO illustrates that there are gaps in how well the MLO supports current district strategy.

Through focus groups and a review of MLOOC meeting notes and recordings, PCG found that committee discussions and processes primarily focused on accountability to the original intent of the MLOs, with frequent reviews of expenditures and PIPs to guarantee adherence to what voters envisioned in 2000 and 2017. While committee members occasionally mention the need to align with current district needs and priorities, as evidenced by discussions related to inflationary increases, increased needs for student supports, and incremental changes through PIP amendments, the emphasis often tends to be placed on original voter intent. PIPs reflect a theory of change; for example, a theory that reducing class sizes, or staffing schools with Library Technology Educators, or investing in technology will lead to student and district success.

As the landscape of D11 has evolved, and continues to evolve, including dramatic shifts in student enrollment and demographics, technology, funding and costs, and students' needs, the District's theory of change must evolve. The gaps in alignment between MLO funds and district strategy seen by stakeholders and in the spend data suggest a need for D11 to clearly define, and regularly update, a framework that outlines district priorities and strategies, and articulates how the MLO PIPs support these priorities and strategies to effect the greatest positive impact.

COMMUNICATION AND TRANSPARENCY

District 11 has mechanisms focused on maintaining communication and transparency regarding the MLO. These include:

- Resources on the [MLO webpage](#):
 - Annual MLO Program Implementation Plan Summaries, which include highly detailed information related to each PIP and the annual budget line items and expenses related to the PIP
 - Triennial External Audits
 - MLO Budget Allocation
 - MLO Governance Policy
- Annual MLO Reporting in Board Meetings

However, in many cases, there are gaps in the information available:

- There is no publicly accessible list of current year PIPs.
- Annual summaries are out of date; the most recent annual summary that is publicly available is the FY22-23 summary.
- There is no publicly accessible list of current MLOOC members.

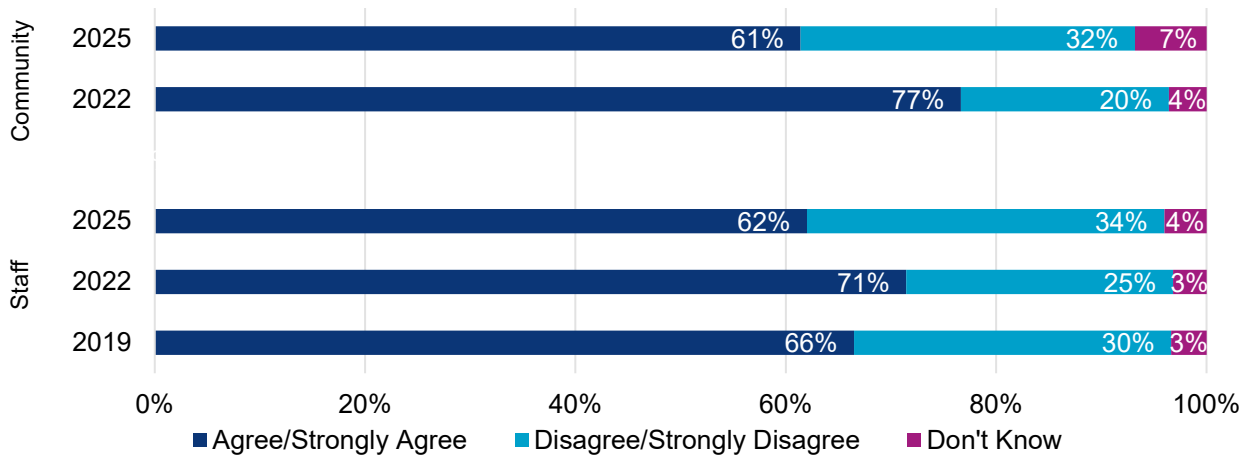
⁴⁵ "D11 Road map to excellence." Colorado Springs Schools Districts 11. <https://www.d11.org/administration/superintendent/roadmap>

- MLOOC meeting agendas, minutes, and recordings are difficult to find. While chronological meeting notes are available on the district website, no notes have been posted since April 2025.

Furthermore, District leaders shared that the information that is published received little web traffic.

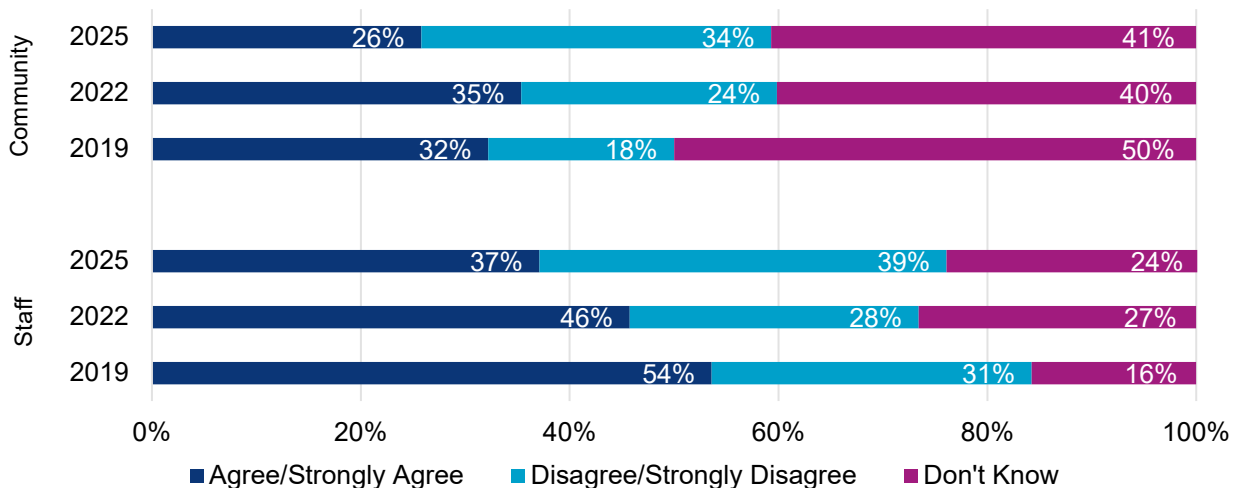
The D11 community and staff reflected gaps in communication and transparency in survey responses. While more than 60% of respondents agreed or strongly agreed with the broader statement “I believe that communication from District 11 keeps me well informed about district priorities and expectations” (Figure 67), only 26% of community members and 37% of staff agreed with the more specific statement “D11 is transparent in their management of MLO funds” (Figure 68).

FIGURE 67: “I BELIEVE THAT COMMUNICATION FROM DISTRICT 11 KEEPS ME WELL INFORMED ABOUT DISTRICT PRIORITIES AND EXPECTATIONS,” COMMUNITY AND STAFF SURVEYS ⁴⁶



Note. Totals may not add to 100% due to rounding.

FIGURE 68: “D11 IS TRANSPARENT IN THEIR MANAGEMENT OF MLO FUNDS,” COMMUNITY AND STAFF SURVEYS



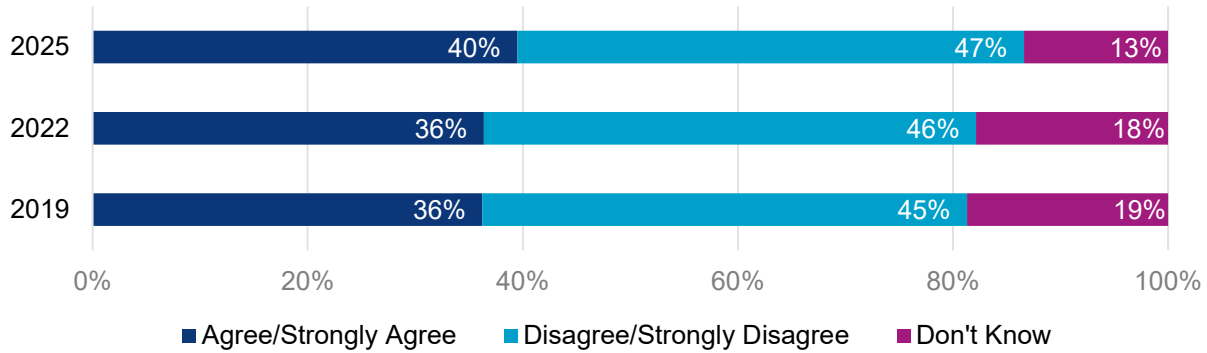
Note. Totals may not add to 100% due to rounding.

⁴⁶ This survey item was not included in the 2019 Community Survey.

Notably, respondents' agreement for both survey items was at its lowest level across the last three triennial audits.

Staff members specifically were asked about their familiarity with the PIPs (Figure 69).

FIGURE 69: "I AM FAMILIAR WITH THE PROGRAM IMPLEMENTATION PLANS (PIP) THAT ALIGN TO THE 2000 AND 2017 MLOs," STAFF SURVEY ⁴⁷



In contrast to the survey questions about information related to district priorities and expectations and to MLO transparency, staff members' levels of agreement related to familiarity with the PIPs was the highest it has been across the last three audits, though still below 50%.

Together, these data suggest that District efforts at MLO communication and transparency have limited impact.

In reviewing the publicly available MLO documents, PCG found that they are very detailed and likely require significant staff resources to produce. As an example, the FY22-23 MLO Annual Summary is 175 pages, including details such as:

- Salary, PERA and Medicare, and Insurance costs for individual FTEs
- Line-item expenses for instructional supplies (e.g. curriculum purchases, supply purchases at Walmart, Amazon, Office Depot, etc.)

The annual summary incorporates graphic design, further exacerbating the staff time required to produce it. Additionally, because the PIPs corresponding to the two MLOs (2000 and 2017) are reported separately in the summary, there are inefficiencies in reporting. As examples, 2000 PIP 2B (Class Size Reduction) is reported separately from 2017 PIP 5 (Class Size Reduction); 2000 PIP 1B (Employee Compensation) is reported separately from 2017 PIP 2 (Teacher Attraction and Retention).

Given that a substantial portion of survey respondents were unaware of the communications or disagreed with their effectiveness, it appears that the staff time dedicated to producing MLO reports is not having the intended impact. With that, there is a need for the District to revisit the MLO communication and transparency strategies, with an emphasis on accessibility to a broad audience.

⁴⁷ In 2019 and 2022, staff members were asked two survey questions about familiarity with PIPs: one question referred to the PIPs that align with the 2000 MLO and one question referred to the PIPs that align with the 2017 MLO. In this chart, PCG calculated the average levels of agreement across both survey questions.

CONCLUSIONS

Since the passage of the 2000 ballot measure, D11 has reviewed and evaluated the impact of the MLO funds nine times. Over the last twenty-five years, the District has navigated a number of challenges and changes; still, two challenges have persisted: lagging academic achievement and historically declining student enrollment despite growth in the last 4 years. During this period, D11 received over \$800 million in MLO funds. However, a gap remains between how these funds are allocated and the key needs and priorities articulated by the District and by its broader community, including staff, students, and families. This report not only analyzes past MLO spending but also provides guidance on how future allocations can better address the current and evolving needs of D11.

The recommendations emphasize the need to revise PIPs to support district priorities by aligning investments with strategy, focusing on high-impact, evidence-based approaches, and creating greater flexibility in PIP design. They also highlight the importance of measuring outcomes, increasing transparency and community engagement, and ensuring the MLO Oversight Committee reflects the diversity of D11.

Looking ahead, D11 is projected to receive nearly a quarter of a billion dollars in MLO funds before the next evaluation. This investment presents an opportunity for D11 to leverage the MLO funds strategically and aggressively to tackle these persistent challenges of limited gains in achievement and historically declining enrollment and honors the original intent of the MLO by best serving D11 students now and into the future.

RECOMMENDATIONS

As informed by the data and analysis contained in this report, PCG has defined recommendations for actions D11 can take to build on the successes achieved to date and to continue to meet the goals of the MLO, and support the District in addressing current and anticipated needs.

1. **Optimize PIPs to meet district needs and to drive forward district priorities.** To do this:
 - a. **Align PIP allocation with district strategy.** Invest MLO funding in areas prioritized in the District's current theory of change. PCG's review of the Roadmap for Excellence, Board of Education priorities, and discussions with District leaders and board members suggest that key priorities are student achievement, student experiences, and foundational school and classroom infrastructure and resources, with the idea that investments in these areas also effect increases in student enrollment. Clearly articulate the District's theory of change and priority areas and how the MLO supports these. Amend PIPs to align with both the articulated priority areas and the ballot language, and allocate MLO funding towards these priority areas.
 - b. **Invest in high-impact, evidence-based strategies.** Identify strategies that are shown to support district priorities, and that have a meaningful return on investment as demonstrated by research. Align PIPs to these strategies. Examples of research-based investments linked with positive student outcomes include:
 - i. Increased teacher compensation to improve teacher quality and retention.^{48,49} This relates to MLO ballot items:
 1. attraction and retention of superior teachers and support staff (2000)
 2. attracting and retaining high quality teachers and support staff by offering salaries and benefits that are competitive to other school districts (2017)

⁴⁸ Baker, Bruce. "How money matters for schools. Learning Policy Institute. Published December 2017.

https://learningpolicyinstitute.org/media/384/download?inline&file=How_Money_Matters_REPORT.pdf

⁴⁹ "2024 Update: What's the Cost of Teacher Turnover?" Learning Policy Institute. Published September 2024.
https://learningpolicyinstitute.org/media/4436/download?inline&file=Teacher_Turnover_Calculator_FACTSHEET.pdf

- ii. Targeted intensive tutoring.⁵⁰ This relates to MLO ballot items:
 - 1. core academic subjects such as mathematics, reading, writing, and science (2000)
 - 2. expansion in student assessment and interventional support (2000)
 - iii. Expanded learning time.⁵¹ This relates to MLO ballot items:
 - 1. core academic subjects such as mathematics, reading, writing, and science (2000)
 - 2. expansion in student assessment and interventional support (2000)
 - iv. Instructional coaching with a sustained duration⁵²
 - 1. core academic subjects such as mathematics, reading, writing, and science (2000)
 - 2. increase in teacher training (2017)
 - v. Integrated students supports to address academic and social needs⁵³
 - 1. expansion in student assessment and interventional support (2000)
- c. **Elevate altitude of PIPs to create more adaptability.** Designate PIPs to MLO-aligned higher-level strategies (e.g. high-quality instruction; real-world and Peak experiences; student safety) and avoid limiting PIPs to rigid line items (e.g. specific staff roles or initiatives). This will allow D11 to allocate the MLO funds more dynamically, which will allow the District to better respond to changing needs, priorities, and best practices, ensuring funds remain maximally relevant and impactful.
- d. **Explore alternative funding streams for core operational expenses.** Given the increased costs of foundational district infrastructure, including, for example, facilities and technology, the District would benefit from identifying more revenue streams beyond the MLO to support these large, ongoing needs, allowing a greater percentage of MLO funds to be used to dynamically support strategic priorities. Examples of alternative revenue streams include state grant programs (e.g. BEST Program), foundation funding (e.g. Gates Family Foundation capital grants), and bond measures.
2. **Focus on measurable impact.** As noted in the 2019 and 2022 MLO assessment recommendations, finalize KPIs for all PIPs. Further, ensure all PIP KPIs are measurable, connected to broader district strategy, and relevant for the specified PIP. Assess and report KPI performance in a timely manner to inform annual MLO allocation decisions with current data. Focus MLO Oversight Committee activities, including PIP presentations and discussions, on evaluating the impact, or return on investment, of MLO funds for students and the community.
3. **Optimize transparency and community awareness through strategic communications.** Build community awareness of how their investment in the MLO has benefited the District. Streamline reporting and information sharing to increase understanding of the function and value of the MLO, celebrating the MLO investment and highlighting the District's strategic priorities. Keep stakeholders informed with clear and accessible communication to demonstrate the tangible impact

⁵⁰ "Promising practices: A school district guide to advocating for equity in American Rescue Plan spending." Education Trust. Published October 2022. <https://edtrust.org/wp-content/uploads/2014/09/Promising-Practices-A-School-District-Guide-to-Advocating-for-Equity-in-American-Rescue-Plan-Spending-October-2022.pdf>

⁵¹ Ibid.

⁵² Neergaard Booker, Laura & Russell, Jennifer Lin. "Improving teaching practice with instructional coaching." EdResearch for Recovery Project. Published January 2022. https://annenberg.brown.edu/sites/default/files/EdResearch_for_Recovery_Design_Principles_3.pdf

⁵³ McBride Murry, Velma, Jacobson, Reuben, and Gross, Betheny. "Leveraging community partnerships for integrated student support. EdResearch For Recovery Project. Published February 2021. https://annenberg.brown.edu/sites/default/files/EdResearch_for_Recovery_Brief_14.pdf

of MLO efforts, while minimizing unnecessary complexity that may impede the accessibility of communications and minimizing the effort and resources required to develop communication materials. For example, consider brief one-to-two-page write-ups, newsletter blurbs, or social media posts that spotlight uses of the MLO and the benefit of this community-driven revenue initiative. As noted in the 2019 and 2022 MLO assessment recommendations, maintain current MLO information on the D11 website, including the most current PIPs, annual summaries, and MLOOC meeting documents.

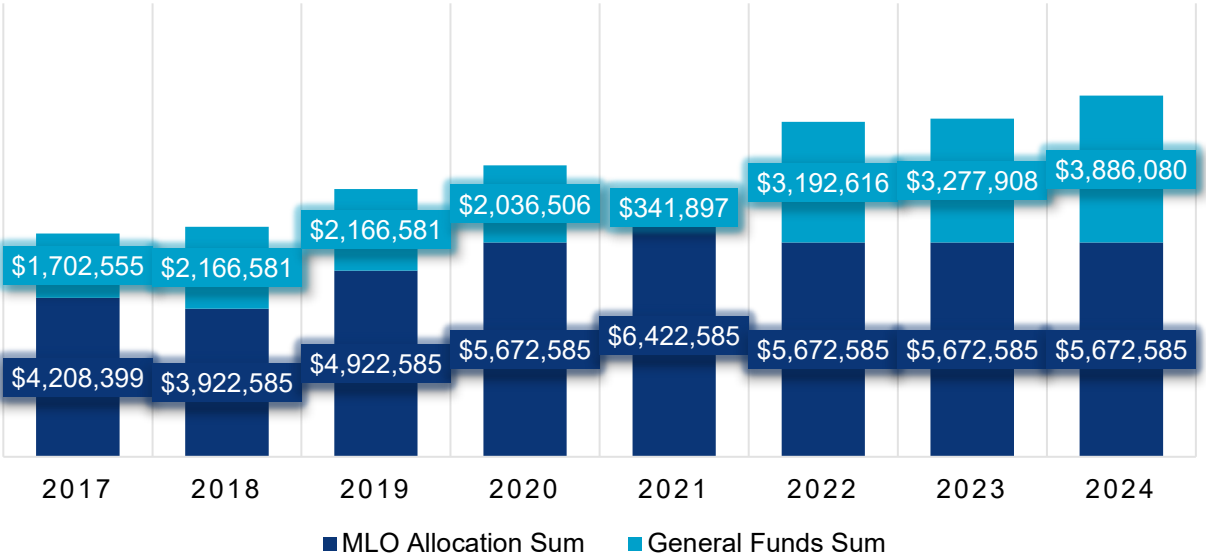
4. **Diversify and increase MLO Oversight Committee membership.** Ensure the MLOOC reflects a variety of perspectives, experiences, and backgrounds in the District, including those of current district parents/caregivers, by increasing membership and engaging in targeted recruitment. Conduct broad recruitment outreach through a variety of mechanisms, including website, social media, school and district newsletters, and existing membership bodies, such as school advisory councils and PTOs. Communicate the role of the MLOOC clearly, with an emphasis on the opportunity for committee members to inform how the District invests resources. Clearly define the requirements of committee members, clarifying that committee members need not have financial expertise. Structure MLOOC meetings and communications to maximize accessibility and inclusivity to a diverse group, emphasizing MLO impact, outcomes, and strategy, over highly technical financial data.

APPENDIX

APPENDIX A: MLO AND GENERAL FUND EXPENDITURES BY PIP

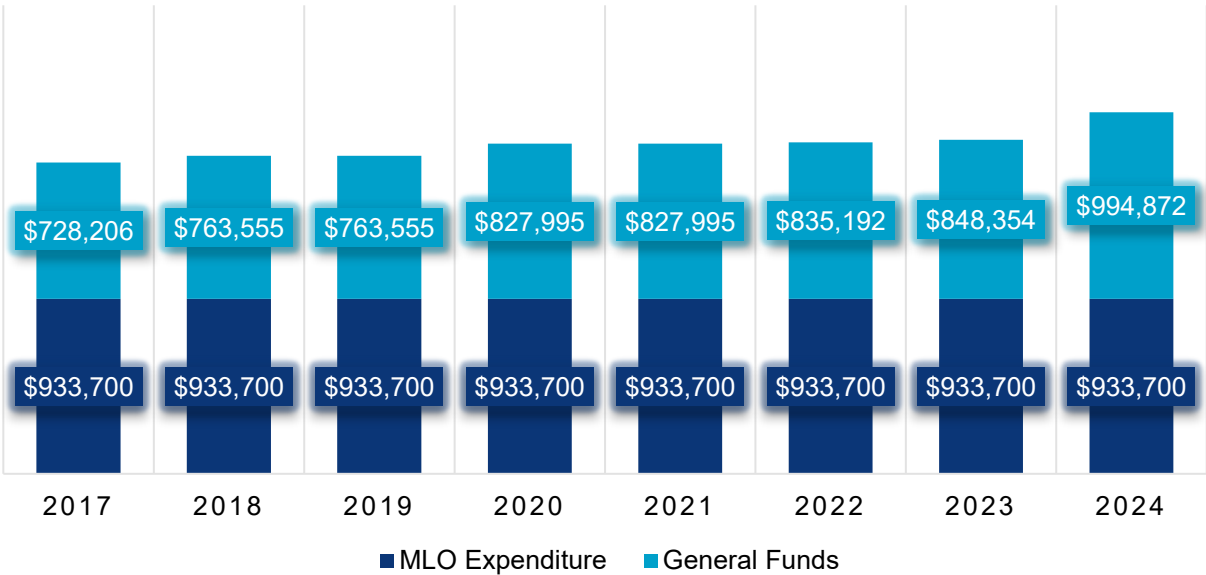
Class Size Reduction (2000 PIPs 2B and 2C, 2017 PIP 5)

FIGURE 70: MLO AND GENERAL FUNDS EXPENDITURE FOR 2000 PIPs 2B AND 2C AND 2017 PIP 5



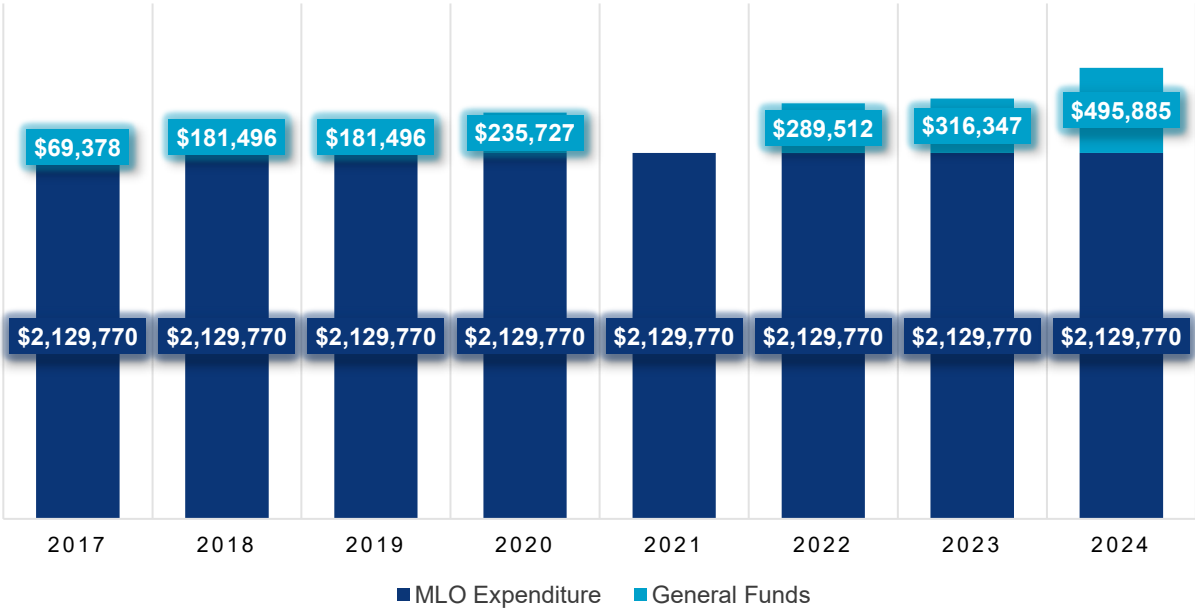
ESL, Special Education, Gifted and Talented (2000 PIP 12)

FIGURE 71: MLO AND GENERAL FUND EXPENDITURE FOR 2000 PIP 12



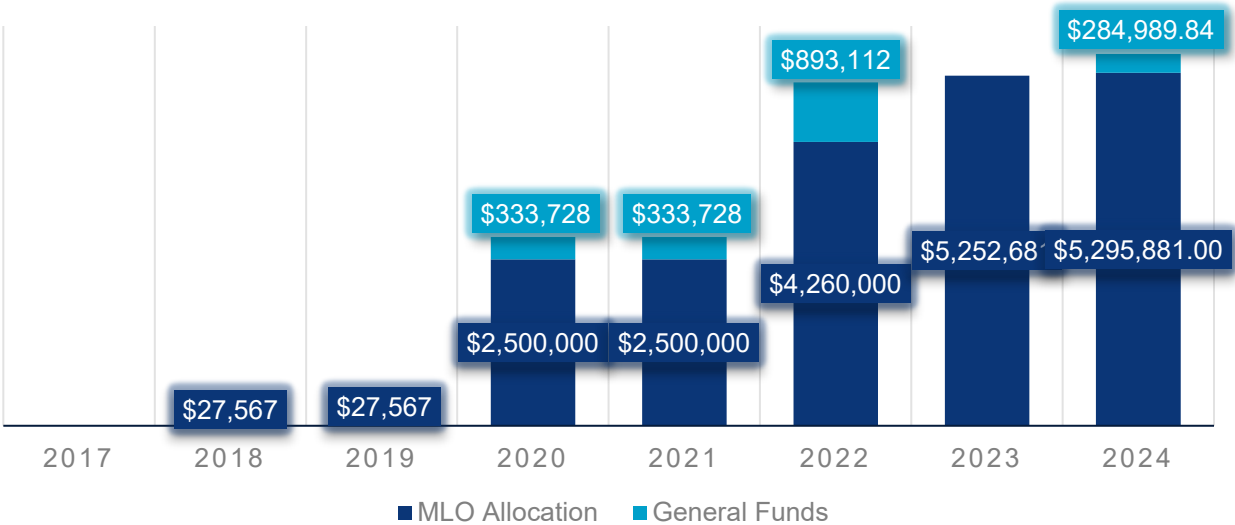
Literacy: Teaching and Learning Coaches/Literacy Resource Teachers (2000 PIP 6)

FIGURE 72: MLO AND GENERAL FUNDS EXPENDITURE FOR 2000 PIP 6



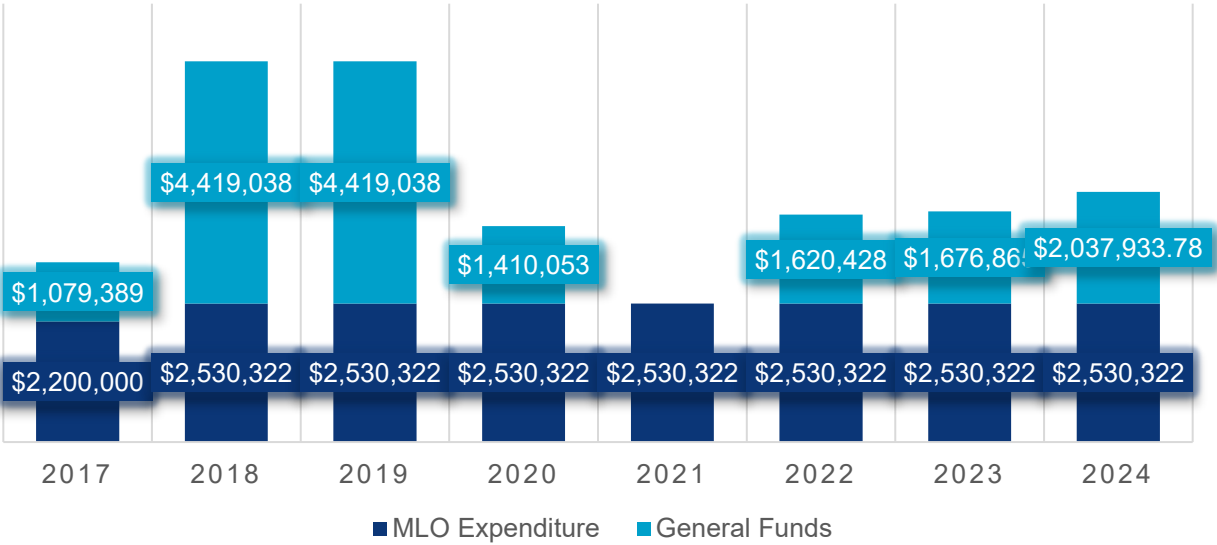
Comprehensive Student Support (2017 PIP 1)

FIGURE 73: MLO AND GENERAL FUND EXPENDITURES FOR 2017 PIP 1



Library Technology Educators, Security, and Assessment Staffing (2000 PIP 9B)

FIGURE 74: MLO AND GENERAL FUND EXPENDITURES FOR 2000 PIP 9B



APPENDIX B: SOURCES FOR SALARY SCALES IN PEER DISTRICTS

The following are sources used in the “Teacher Compensation, Recruitment, and Retention” section, specifically Figure 29.

1. Harrison District 2, “Salary & Benefits, 2025-2-26 Salary Scales, Licensed.” <https://www.hsd2.org/join-our-team/salary-and-benefits>
2. Pueblo City 60, “Teachers/Counselors/Nurses Salary Scale, Effective August 1, 2025-July 31, 2026.” <https://resources.finalsite.net/images/v1754939241/pueblod60org/rwnbytpxi0wqt6b7hmx/c/25-26PEA.pdf>
3. District 49, “Pay Schedules- 2025-2026 Teacher Pay Schedule.” <https://www.d49.org/our-departments/human-resources-department/pay-schedules>
4. Academy District 20, “District Salary Schedules- 2025-26 Licensed (teachers) Salary Info.pdf.” <https://www.asd20.org/financial-transparency/district-salary-schedules/>
5. Denver Classroom Teachers Association, “Teacher and SSP Step and Grade Schedule 2025-26.” <https://denverteachers.org/wp-content/uploads/2025/09/25-26-DCTA-Step-and-Grade-Schedule-Effective-8-1-2025.pdf>