

STATE OF COLORADO)
) ss.
COUNTY OF GARFIELD)

At a regular meeting of the Board of County Commissioners for Garfield County, Colorado, held at the Garfield County Administration Building in Glenwood Springs, on Monday the 17th day of March 2025, there were present:

Tom Jankovsky, Commissioner Chairman
Mike Samson, Commissioner
Perry Will, Commissioner
Heather Beattie, County Attorney
Fred Jarman, County Manager
Jacklyn Harmon, Clerk to the Board (Absent)

when the following proceedings, among others were had and done, to-wit:

RESOLUTION NO. 2025 - 10

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF GARFIELD COUNTY, COLORADO, APPROVING THE AMENDED SERVICE PLAN FOR THE CONFLUENCE EARLY CHILDHOOD DEVELOPMENT SERVICE DISTRICT.

WHEREAS, Garfield County, Colorado, is a legal and political subdivision of the State of Colorado, for which the Board of County Commissioners ("Board") is authorized to act; and,

WHEREAS, pursuant to the provisions Article 21, Title 32, C.R.S., the Petitioners of the proposed District filed a Service Plan for the proposed Confluence Early Childhood Service District ("District") in Garfield County, Colorado on January 23, 2025; and,

WHEREAS, on February 13, 2025, the Petitioners filed an Amended Service Plan; and

WHEREAS, pursuant to the provisions of C.R.S. §§ 32-21-107(3), 32-1-202(1)(b), and 32-1-204 the Board of County Commissioners of Garfield County, Colorado, scheduled a public hearing on the Service Plan to be held at 8:00 a.m. on March 17, 2025; and,

WHEREAS, in accordance with C.R.S. § 32-21-107(1), notice of the date, time, location, and purpose of said hearing was duly published in the Rifle Citizen Telegram, a newspaper of general circulation, on February 20, 2025 and February 28, 2025, which was at least twenty days prior to the hearing date. Pursuant to C.R.S. § 32-1-202(1)(a) notice was provided to the Division of Local Government in the Department of Local Affairs of the name and type of the proposed District; notice of the date, time and location of said hearing was provided to said Division and to the Petitioners.; and

WHEREAS, pursuant to C.R.S. § 32-1-202(1)(b) the Amended Service Plan shall not be referred to the Garfield County Planning Commission for consideration or recommendations; and,

Jacklyn Harmon, Clerk and Recorder of Garfield County certifies this to be full, true and correct copy of the original recorded document in my custody.

Date: 4/8/2025 By: Edne E Place Deputy Clerk

Edne E Place



WHEREAS, this Board did on March 17, 2025, conduct a full public hearing on this matter, taking evidence establishing the jurisdiction of the Board to hear this matter, and further taking evidence regarding the substantive issues set forth in C.R.S. §§ 32-1-202(2) and 32-21-107(3) at which hearing all interested parties were afforded an opportunity to be heard; and

WHEREAS, this Board has fully considered the Amended Service Plan and all testimony and other evidence presented to it in this matter relating to the Service Plan; and,

WHEREAS, The Board finds that it is in the best interests of the citizens of Garfield County to approve this Resolution and permit the registered voters of the proposed District to vote on the 0.25% county sales tax increase and formation of the District.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF THE COUNTY OF GARFIELD, STATE OF COLORADO:

Section 1. The Board hereby determines that all of the jurisdictional and other requirements of C.R.S. §§ 32-21-105 and 32-21-107 have been fulfilled, including those relating to the filing and form of the Service Plan, the form and publication of the public notice of the hearing on the Service Plan and the type of public hearing held herein.

Section 2. Based upon the information contained within the Amended Service Plan and evidence presented to the Board at the public hearing on March 17, 2025, the Board hereby finds and determines as follows:

A. There is sufficient existing and projected need for organized services of the nature proposed in the Service Plan in the area to be serviced by the proposed District;

B. The existing services in the area to be served by the proposed District are inadequate for present and projected needs;

C. The proposed District is capable of providing economical and sufficient services to the area within its proposed boundaries;

D. The proposed District is not proposing indebtedness and, therefore, this factor is not applicable;

E. Evidence sufficient to satisfy the discretionary criteria identified in C.R.S. § 32-1-203(2.5) was presented during the public hearing and none of those criteria support disapproving the service plan;

F. The Amended Service Plan contained the following information:

- a. A description of the proposed early childhood development services to be provided.
- b. Quality assurance measures.
- c. A financial plan showing how the proposed services are to be financed.
- d. A map of the proposed District boundaries.
- e. The District does not propose to construct any facilities.
- f. A general description that the District may lease land or facilities for their administrative offices; the estimated costs of acquiring administrative services; and other major expenses related to the organization and initial operation of the District.
- g. No proposed arrangements or agreements with any political subdivision for the performance of any services or criteria for providing grants were provided.

Section 3. The Amended Service Plan of the proposed District shall be and is hereby approved and incorporated herein by this reference.

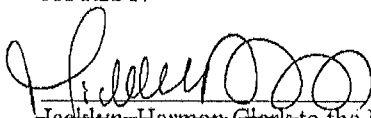
Section 4. The Clerk to the Board is hereby directed to advise the Petitioners in writing of this action and to attach a certified copy of this Resolution for the purpose of filing the same with the petition for organization to be filed with the district court.

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Garfield County, Colorado that it hereby adopts the RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF GARFIELD COUNTY, COLORADO APPROVING THE AMENDED SERVICE PLAN FOR THE CONFLUENCE EARLY CHILDHOOD DEVELOPMENT SERVICE DISTRICT and authorizes the Chair to sign the Resolution and upon the satisfaction of the County Attorney as to form, execute any other associated documents necessary to complete this matter.

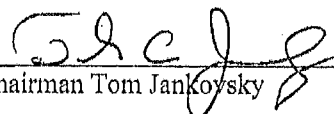
This Resolution shall be effective immediately upon its adoption.

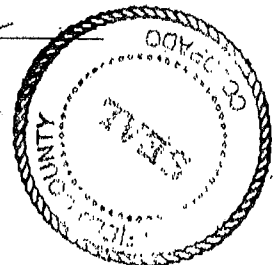
DATED this 24 day of March, 2025.

ATTEST:


Jacklyn Harmon Clerk to the Board
Michele Davies Deputy Clerk
to the Board

BOARD OF COUNTY COMMISSIONERS OF
GARFIELD COUNTY, STATE OF COLORADO

By: 
Chairman Tom Jankovsky





Reception#: 1005324
03/24/2025 01:44:33 PM Jacklyn K. Harman
4 of 4 Rec Fee:\$0.00 Doc Fee:0.00 GARFIELD COUNTY CO

Upon motion duly made and seconded the foregoing Resolution was adopted by the following vote:

<u>Tom Jankovsky</u>	Aye
<u>Mike Samson</u>	Aye
<u>Perry Will</u>	Aye
Commissioners	

STATE OF COLORADO)
) SS.
COUNTY OF PITKIN)

I Sam Engen, Deputy County Clerk and Recorder in and for said County, in the State aforesaid, do hereby certify that the attached is a Resolution of the Board of County Commissioners ("BOCC") of Pitkin County, Colorado, Approving the Service Plan for the Confluence Early Childhood Development Service District



Given under my hand and official seal, this 9th
day of April, 2025



Sam Engen, Deputy County Clerk and Recorder
Clerk to the Board of County Commissioners



**RESOLUTION OF THE BOARD OF COUNTY
COMMISSIONERS ("BOCC") OF PITKIN COUNTY,
COLORADO APPROVING THE SERVICE PLAN FOR
THE CONFLUENCE EARLY CHILDHOOD
DEVELOPMENT SERVICE DISTRICT**

RESOLUTION NO. 019-2025

RECITALS

WHEREAS, Pursuant to Section 2.8.3 (Actions) of the Pitkin County Home Rule Charter ("HRC") official action by formal resolution shall be required for all actions of the Board not requiring ordinance power on matters of significant importance affecting citizens, and;

WHEREAS, pursuant to the provisions Article 21, Title 32, C.R.S., the Petitioners of the proposed District filed a Service Plan for the proposed Confluence Early Childhood Service District ("District") in Pitkin County, Colorado on February 12, 2025, and;

WHEREAS, pursuant to the provisions Article 21, Title 32, C.R.S., the Petitioners of the proposed District filed an amended Service Plan for the proposed District in Pitkin County, Colorado on February 14, 2025; and,

WHEREAS, pursuant to the provisions of Section 32-21-107(3), C.R.S., the Board of County Commissioners of Pitkin County, Colorado, scheduled a public hearing on the Service Plan to be held at 12:00 p.m. on March 26, 2025; and,

WHEREAS, in accordance with Section 32-21-107(1), C.R.S., notice of the date, time, location, and purpose of said hearing was duly published in the Aspen Daily News, a newspaper of general circulation, on February 27, 2025, which was at least twenty days prior to the hearing date; notice was provided to the Division of Local Government in the Department of Local Affairs of the name and type of the proposed District; notice of the date, time and location of said hearing was provided to said Division and to the Petitioners, in accordance with Sections 32-1-202(1) and 32-21-107(1), C.R.S.; and

WHEREAS, pursuant to Section 32-1-202(1)(b), C.R.S., the Service Plan shall not be referred to the Pitkin County Planning Commission for consideration or recommendations; and,

WHEREAS, this Board did on March 26, 2025, conduct a full public hearing on this matter, taking evidence establishing the jurisdiction of the Board to hear this matter, and further taking evidence regarding the substantive issues set forth in Section 32-21-107(3), C.R.S., at which hearing all interested parties were afforded an opportunity to be heard; and

WHEREAS, this Board has fully considered the Service Plan and all testimony and other evidence presented to it in this matter relating to the Service Plan; and,

WHEREAS, The BOCC finds that it is in the best interests of the citizens of Pitkin County to approve this Resolution.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF THE COUNTY OF PITKIN, STATE OF COLORADO:

Section 1. The Board hereby determines that all of the jurisdictional and other requirements of Sections 32-21-105 and 32-21-107, C.R.S., have been fulfilled, including those relating to the filing and form of the Service Plan, the form and publication of the public notice of the hearing on the Service Plan and the type of public hearing held herein.

Section 2. Based upon the information contained within the Service Plan and evidence presented to the Board at the hearing, the Board hereby finds and determines as follows:

A. There is sufficient existing and projected need for organized services of the nature proposed in the Service Plan in the area to be serviced by the proposed District;

B. The existing services in the area to be served by the proposed District are inadequate for present and projected needs;

C. The proposed District is capable of providing economical and sufficient services to the area within its proposed boundaries;

D. The proposed District is not proposing indebtedness and, therefore, this factor is not applicable;

E. Adequate services are not and will not be available to the area through Pitkin County, or any other governmental organization, including special districts, within a reasonable time and on a comparable basis;

F. The proposed District is not proposing to operate any facilities or provide services directly, and any facilities or services supported through District funding will comply with relevant legal requirements;

G. The Service Plan does not implicate the Pitkin County Master Plan and, therefore, this factor is not applicable;

H. The proposal does not implicate any long-range water quality management plan for the area and, therefore, this factor is not applicable; and

I. The creation of the proposed District will be in the best interest of the area proposed to be served.

Section 3. The Service Plan of the proposed District shall be and is hereby approved and incorporated herein by this reference.

Section 4. The Clerk to the Board is hereby directed to advise the Petitioners in writing of this action and to attach a certified copy of this Resolution for the purpose of filing the same with the petition for organization to be filed with the district court.

Section 5. All Resolutions, or parts thereof, in conflict with the provisions hereof, are hereby repealed to the extent of such conflict only.

Resolution No. 019-2025

Section 6. This Resolution, immediately upon its passage, shall be authenticated by the signatures of the Board of County Commissioners and the County Clerk and Recorder and sealed with the corporate seal of the County.

Section 7. This Resolution is necessary for the public health, safety and welfare of the citizenry of the County of Pitkin, State of Colorado.

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Pitkin County, Colorado that it hereby adopts the **RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS ("BOCC") OF PITKIN COUNTY, COLORADO APPROVING THE SERVICE PLAN FOR THE CONFLUENCE EARLY CHILDHOOD DEVELOPMENT SERVICE DISTRICT** and authorizes the Chair to sign the Resolution and upon the satisfaction of the County Attorney as to form, execute any other associated documents necessary to complete this matter.

Resolution No. 019-2025

INTRODUCED AND FIRST READ ON THE 26TH DAY OF FEBRUARY, 2025 AND SET FOR SECOND READING AND PUBLIC HEARING ON THE 26TH DAY OF MARCH 2025.

NOTICE OF PUBLIC HEARING AND TITLE AND SHORT SUMMARY OF THE RESOLUTION PUBLISHED IN THE ASPEN DAILY NEWS ON THE 27TH DAY OF FEBRUARY, 2025.

NOTICE OF PUBLIC HEARING AND THE FULL TEXT OF THE RESOLUTION POSTED ON THE OFFICIAL PITKIN COUNTY WEBSITE (www.pitkincounty.com) ON THE 27TH DAY OF FEBRUARY 2025.

ADOPTED AFTER FINAL READING ON THE 26TH DAY OF MARCH 2025.

POSTED BY TITLE AND SHORT SUMMARY AFTER ADOPTION, ON THE OFFICIAL PITKIN COUNTY WEBSITE (www.pitkincounty.com) AFTER ADOPTION, ON THE 3RD DAY OF APRIL 2025.

PUBLISHED BY TITLE AND SHORT SUMMARY AFTER ADOPTION, IN THE ASPEN DAILY NEWS ON THE 3RD DAY OF APRIL, 2025.

ATTEST:

BOARD OF COUNTY COMMISSIONERS

By: Sam Engen
Sam Engen
Clerk to the Board

By: JW
Jeffrey Woodruff, Vice-Chair

Date: Apr-01-2025

APPROVED AS TO FORM:

MANAGER APPROVAL

By: Richard Neiley, III
Richard Neiley, III
County Attorney

By: Jon Peacock
Jon Peacock, County Manager

ATTACHMENT 2

SERVICE PLAN FOR CONFLUENCE EARLY CHILDHOOD DEVELOPMENT SERVICE DISTRICT

Prepared by:

Confluence Early Childhood Education (CECE) Coalition

January 2025

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I. Introduction

The communities running along the corridor from Parachute to Aspen confront a significant lack of resource commitment and coordination for the support and delivery of childhood development services for children from birth to kindergarten enrollment. From educational attainment to health and wellbeing, these gaps have profound effects on children, many of whom are disadvantaged and vulnerable, and whose families often lack the financial resources to independently pay for these services themselves. The effects on children are not only material, but they also have repercussions that last throughout childhood and formal schooling.

The Confluence Early Childhood Development Service District (“District”) will take advantage of unique statutory authority to provide children in this area with improved access to and help facilitate the delivery of high-quality early childhood development services. Informed by and grounded in the State’s Early Childhood Colorado Framework,¹ the District will partner with providers and with families to support access to early care and educational services to support the healthy development of young children. The District’s intended goal is to ensure that a family’s lack of financial resources does not prevent their children from obtaining the educational and other developmental services needed to support their growth.

This District will take a regional approach, which recognizes that addressing the needs of these young children requires our local communities to collaborate and work together. By working regionally, the District may more efficiently and effectively coordinate services for working parents who move across existing political boundaries—county, municipal and school district lines—regularly as they commute from home to work. A regional approach further recognizes that the delivery of services often requires crossing current political boundaries. This coordinated, regional approach is intended to achieve better academic and life outcomes for children in the region and, in turn, support their families and parents who are a critical component of our region’s workforce and economy.

Reflective of this coordinated, regional approach, this proposed service plan was developed through an in-depth coordination process involving stakeholders from across the area. A list of the organizations and entities involved is attached as Appendix A. These stakeholders have provided first-hand experience with the needs of the District’s residents, and they bring a wealth of multi-disciplinary experience to addressing the early childhood development needs and services of children. The District intends to maintain and build upon these partnerships.

The approach embodied in this plan acknowledges that Colorado has placed a premium on early learning for children. The District is not intended to be in competition with or redundant to the state-level or local efforts. It instead seeks to provide a regional coordinating mechanism to align efforts and thereby better position our community to leverage and maximize state and local funding and any potential future local, state or federal investments, while also providing

¹ See generally Early Childhood Leadership Commission, *The Early Childhood Colorado Framework: 2023 Framework Refresh*, <https://www.earlychildhoodcolorado.org/early-childhood-colorado-framework/>.

additional regional resources to address local needs and gaps that may not be addressed by local, federal or state programs.

II. Legal Authority

This service plan is submitted pursuant to article 21 of title 32 of the Colorado Revised Statutes, which authorizes the creation of Early Childhood Development Service Districts. Colorado law vests such districts with the authority to provide, whether directly or indirectly, early childhood development services to children from birth through 8 years of age. C.R.S. § 32-21-101(2). These services include, but are not limited to, early care and educational, health, mental health, and development services, including prevention and intervention. C.R.S. § 32-21-101(3).

III. District Early Childhood Development Services Needs Assessment

As described in greater detail below, the District's boundaries and service area will encompass Pitkin and Garfield Counties in their entirety and the western portion of Eagle County contained within the Roaring Fork School District. This area includes the corridor from Parachute to Aspen.

This area does not have, nor is it projected in the future to have, enough spaces for children aged 0 to 5 to attend early care and education programs if their families want them to and the costs are prohibitively expensive often taking 35% of the average family's income to afford care for two children.

1. Current Needs and Gaps

According to the U.S. Census Bureau, there are 5,120 children under the age of 5 in the District with only 2,521 state licensed slots for non-school aged children (as of Fall 2024). Of those 2,521 slots, fewer still are in fact available—only 2,272—due to staffing shortages. ***This means that, in the District, the community currently can serve only 44% of children aged 0 to 5 in licensed childcare.***

	No. of Children Under 5 ²	No. of Providers ³	Staffed Capacity in Licensed Care ⁴
Garfield County	3,975	57	1,464
Pitkin County	807	14	437
West Eagle County	338 ⁵	6	371
TOTAL	5,120	77	2,272

² U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates.

³ Not including school age programs as of Fall 2024.

⁴ As of Fall 2024, does not include school age only slots.

⁵ Estimated using census and demographer data.

In the District, the median monthly family income ranges from \$7,700 to \$10,600 depending on the specific area of the region, while the median tuition per month for two children in childcare ranges from \$2,500 to \$3,800. This means the typical family, with 2 young children, not yet enrolled in kindergarten, in the area must spend between 33% and 37% of their monthly income on early childhood education. Expending this level of income on childcare significantly exceeds the U.S. Department of Health and Human Services, Administration for Children and Families' guideline that low income, working families pay no more than 7% of household income on childcare.⁶

	Median Monthly Tuition for One Child (Fall 2024) ⁷
Infants	\$1,517
Toddlers	\$1,408
Preschoolers	\$1,408

Current resources within the District are, therefore, inadequate to meet the needs of residents. There is a significant gap in the currently available capacity and the cost of accessing the capacity that is available places an inordinate strain on families. The result is that children in the District are not receiving the early childhood development services they require.

2. District Will Materially Support Service Area Needs

The District's goal will be to enhance the availability, access, and delivery of high-quality early childhood education and development services to children residing in the District, which includes the corridor from Parachute to Aspen, from birth to kindergarten enrollment (age 5 or 6 for most children). The District intends to support children by helping to align services efficiently and effectively across those places where families live, work, and receive services.

The District's geographic boundaries consider the topographical features of the area and the existing economic factors that influence where people live and work. The unique characteristics of the region, including the governmental resources that are available and average incomes of those working in the region, necessitate the creation of a district to support early childhood development. The District's goal is to help families blend and braid existing early care and education funding from the federal and state governments, local counties, municipalities, and school districts to maximize outcomes and distribute resources as equitably as practicable, as determined by the District's elected board of directors ("Board"). No local governmental entity currently exists which incorporates all the residents in the District's boundaries and considers the

⁶ <https://www.acf.hhs.gov/occ/news/new-rule-improve-child-care-access-affordability-and-stability-ccdf>.

⁷ This data is fluid and changes regularly as families enroll and depart from childcare arrangements. For consistency purposes, we selected a point-in-time and have provided all data from that point-in-time. For enrollment and population data and for cost data that time is Fall 2024. Additional data is available at www.cececoalition.org.

needs of these residents from an integrated regional perspective. This coordinated approach to expanding access to early care and education programs will strive to provide better academic and life outcomes for children in the region using educational, healthcare, cultural and linguistic best practices to maximize program reach and impact while seeking equity for community members.

Nobel Prize winning economist, James Heckman, has quantified the return on investment (ROI) in high-quality early care and education programs, finding a 13% ROI for comprehensive, high-quality, birth-to-five early education. This research analyzes a wide variety of life outcomes such as health, crime, income, IQ, schooling, and the increase in a mother's income after returning to work with the support of childcare. This ROI is substantially higher than the already impressive 7 to 10% return previously established for preschool programs serving 3-to-4-year-olds.⁸

In addition, the District intends to support children and their working parents by improving the supply of safe, reliable early care and education programs, so that parents can effectively participate in the workforce and contribute to the District's local economy. By working regionally, the District may more efficiently and effectively coordinate services for the children of working parents who move across existing political boundaries—county, municipal and school district lines—regularly as they commute from home to work.

Recognizing the State's focus on and prioritization of early learning, which was evidenced by voter approval of Proposition EE in 2020 funding universal preschool and passage of House Bill 21-1304 that created a new state agency for early childhood, this new District will align regional efforts in early childhood, better positioning our community to leverage and maximize new state funding and any potential future investments from state or federal governments and/or private sources.

IV. Early Childhood Development Services to Be Provided

The District has an extensive need for early childhood development services that is not being met. The District intends to address these unmet needs by utilizing revenue generating authority granted by state law, as well as through the receipt of grants and awards from national and state governmental programs, nonprofit organizations, and individual donations, *see* C.R.S. § 32-21-112(2), to fund services through the District. Informed by and grounded in the State's Early Childhood Colorado Framework (or subsequent policy guidance), the District may partner with direct service providers, community organizations, and families to support access to early care and educational services to support the education and healthy development of young children.

The initial set of services that the District intends to prioritize and focus on are:

1. Financial support (subsidies) for early care and education programs to benefit children.

To help families access high-quality early care and education programs of their choice for their children, the District intends to fund tuition credits to help offset the cost of these programs for families with children living in the District's boundaries. *See* C.R.S. § 32-21-113. The locally funded tuition subsidy program is expected to:

⁸ See www.heckmanequation.org for more detail on this work.

- Pay for early care and education programs for any infants, toddlers, and preschoolers (birth until kindergarten enrollment, which typically happens at age 5 or 6 years) who reside within the District dependent on the availability of funds. This program intends to supplement and not supplant existing or future federal, state, or local funding for childcare or preschool. *See* C.R.S. § 32-21-112(1). The intent is for District subsidies to follow the child to the provider that their family chooses, recognizing and supporting the opportunity for families to change providers as needed, and that the Board will enact implementing policies if determined to be feasible;
- Enable families to choose the early care and education program that best supports the needs of their child(ren) from a broad range of early care and education providers, including but not limited to public schools, charter schools, community-based childcare, and/or home-based childcare;
- Work with an inclusive mix of early care and education providers who choose to participate in the program and accept the District-funded subsidies to maximize participation, including but not limited to early care and education programs operated by school districts, charter schools, community-based organizations, faith-based organizations, in-home childcare providers; and for-profit or nonprofit businesses; and
- Establish and maintain a sliding-scale tuition subsidy framework determined by the Board to provide greater support for families with the greatest needs, which may include factors such as family income and size.

The District will not operate early care and education programs itself, will not guarantee access to or enrollment in any program, and will not guarantee any specific amount of financial support. Rather, the District will help families find and, subject to the availability of funding, pay for early care and education programs through existing or future programs. The additional resources the District provides are intended to enable current early education providers to grow capacity and access while encouraging growth of new provider options.

2. Early Care and Education Program Capacity & Quality

To improve adequate capacity and quality of early care and education programs in the District, the District intends to establish a grant program—Capacity & Quality Grants—in partnership with community partners to provide funding to support early care and education providers in the District. Supporting the development of providers is critical to not only providing children with access to high quality early care and education but also to creating sufficient capacity within the District to meet the currently unmet (and future) needs. Capacity & Quality Grants may be used to support activities including but not limited to:

- Obtaining or maintaining a state childcare license;
- Increasing a provider's capacity through grants to organizations that are building, expanding, or renovating early care and education facilities;

- Improving safety and quality of existing early care and education facilities, including indoor and outdoor spaces;
- Acquiring equipment and learning materials, including but not limited to furniture, curriculum materials, books, and technology;
- Supporting early education workforce recruitment, professional development, and retention efforts, potentially including but not limited to wage supplements, benefits subsidies and continuing education support; and,
- Developing and providing access to best practices in early childhood development to support the delivery of services by providers operating in the District and for the families the District supports.

3. Early Care and Education Outreach, Navigation & Assistance Services for Families.

To help families find and enroll in high quality early care and education programs, the District may provide itself or may fund local partner(s) to provide the following services:

- Raise awareness about the value and importance of high-quality early care and education programs and advertise its services and resources available to local families;
- Establish and maintain an easy-to-access information system that provides details on early care and education resources in the District through a single resource such as a website; and,
- Provide support to families looking for early care and education programs such as coaching or technical assistance on applying for publicly funded tuition subsidy programs (e.g. those funded by the District, as well as other local, state and federally funded programs).

4. Administration and Evaluation.

The District is authorized to pay for program administration which may include staff salaries, office space, and technology. To enhance the effectiveness of achieving the District's goals, the Board may invest in tools for data collection and management and may contract with a qualified third-party organization to evaluate the effectiveness of the District's programs.

5. Other Statutorily Authorized Activities.

In addition to the above-described priorities, the District is authorized to provide other support as authorized by statute to support programs and services benefiting young children (ages birth to kindergarten enrollment). For example:

- Early Childhood Mental Health Services;
- Home Visitation;

- Child Nutrition Programs; and/or
- Other early childhood development services authorized by the Board, and permitted by statute, for the benefit of young children.

V. Eligibility to Receive Services

The District's activities and programs are intended to support children who reside within the District's boundaries. A child resides in the District if the child's primary home or abode is located within the District. A child also may establish residency in the District by satisfying one or more of the criteria for residence within a school district articulated in C.R.S. § 22-1-102(2) (or any superseding statute).

District funding may only be used to pay for services offered by providers operating within the District's boundaries. Only providers who agree to, meet, and comply with the conditions of District programs will be eligible to receive District funding.

VI. Quality Assurance Measures

The Board will establish policies and procedures to establish goals to make the District's operations and grantmaking as *equitable, effective, transparent, and fair* as possible while adhering to all applicable *legal* requirements.

To enhance **equity** in the District's operations and grantmaking, the Board may adopt policies and procedures such as:

- Allowing for adequate notification and response time for grant opportunities; and,
- Providing District public communications in multiple languages where required and, to the extent feasible, where appropriate.

To enhance the **effectiveness** of its operations and grantmaking, the Board may adopt policies and procedures such as:

- Hiring staff and outside service providers with the necessary subject matter expertise and any applicable licensure in critical District mission areas such as early childhood development and special district compliance;
- Providing training opportunities and professional development for staff that reflect current best-practices and research concerning administration of programs to support early childhood development;
- Engaging with subject matter experts who have expertise in the services provided by the District so the services reflect current industry best practices and evidence-based research on early childhood development;

- Following applicable best practices that have been developed in the context of non-profit entities that focus their activities on grantmaking to other entities; and,
- Engaging outside experts to conduct periodic performance reviews of the District's operations and grantmaking.

The District intends that its operations be **transparent** and **fair** by adhering to Colorado law and through the Board's discretionary adoption of additional policies and procedures which may include:

- Conducting all Board meetings in compliance with the Colorado Sunshine Law, *see* C.R.S. § 24-6-402;
- Implementing a community investment policy that clearly articulates objectives and metrics to govern its grantmaking process;
- Engaging competent auditors with experience in local government auditing and, if required by state law, produce audited financial statements in compliance with the Colorado Local Government Audit Law;
- Releasing an annual report documenting the District's activities and expected and actual outcomes from its work; and,
- Developing and requiring adherence by the District and participating childcare providers to a nondiscrimination policy that, to the extent permitted by law, prohibits discrimination based upon race, sex, gender identification, sexual orientation, national origin, native language, religion, disability, and marital status.

The District will comply with applicable federal, state, and local **legal** requirements related to its operations, including:

- Requiring, as a grantmaking entity, that the District's grant recipients comply with all applicable state and local laws and licensing and permitting requirements, including but not limited to all requirements governing childcare providers;
- Promulgating policies and procedures that require the District's use and distribution of funds obtained through grants or government programs to comply with any applicable legal or grant requirements; and,
- Soliciting input from county and municipal authorities and staff to review operations for feedback.

Finally, voter accountability is a critical quality assurance measure. As required under Colorado law, an elected board of directors will oversee the operations of the District, and those directors remain accountable to the voters through statutorily required elections.

VII. Financial Plan

1. Revenue Generation

The District will be funded, upon approval by voters at an election held in accordance with section 20 of article X of the state constitution and part 8 of article 1 of title 32, C.R.S., through a uniform sales and use tax imposed throughout the entire geographical area of the district upon every transaction or other incident with respect to which a sales and use tax is levied by the state pursuant to article 26 of title 39, except for the sale of cigarettes. *See* C.R.S. §§ 32-21-110 and -111. The District's sales and use tax shall not be levied on the sale of items excluded from sales tax by state law, which currently excludes items such as food for home consumption, medicine and medical equipment, diapers, feminine hygiene products, and other state exempted products. The District will request in its petition for organization that the district court refer the tax for voter approval at the election to approve the special district. *See* C.R.S. §§ 32-1-301(2)(h), 32-1-803.5.

The proposed initial tax rate is .25%, with any increases subject to voter approval.

2. Legal Authority

The District is authorized to collect a sales and use tax pursuant to C.R.S. §§ 32-21-110 and -111 and any other form of revenue authorized by law, subject to any required voter approval.

3. Proposed operating revenue derived from sales and use taxes for the first budget year of the district.

The proposed operating revenue derived from sales and use taxes for the first budget year of the district is currently projected to be \$10,516,433 and not to exceed \$12,100,000.

4. Proposed Indebtedness

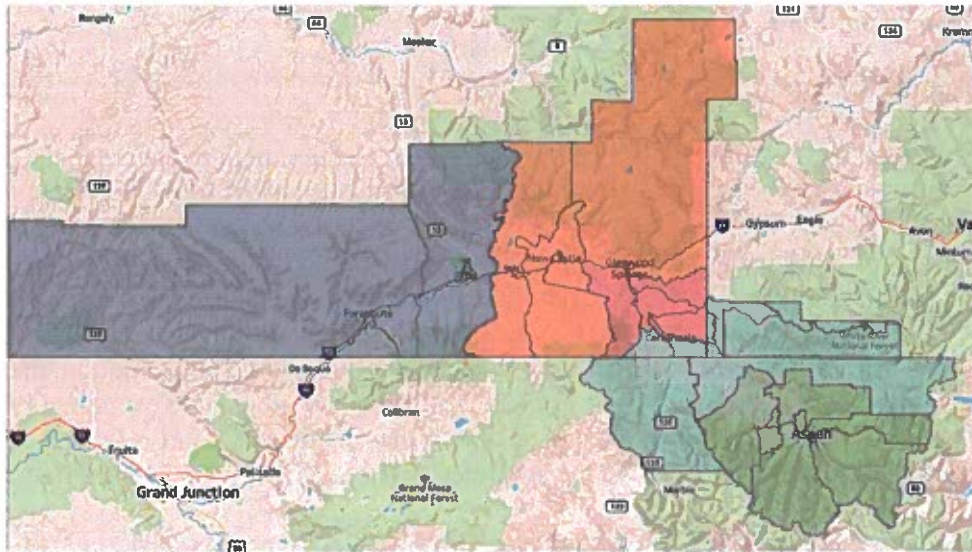
The District does not intend to issue or incur any debt at this time. As the District's work matures, and the needs of the community evolve, the District may seek to issue debt. Should that circumstance arise, the District will seek required voter approval under section 20 of article X of the state constitution and follow the procedures set forth in C.R.S. § 32-1-207.

5. Detailed Financial Plan

The District's proposed financial plan can be found attached as Appendix B. The financial plan sets forth reasonably estimated projections regarding the District's finances and shall not limit District operations or the Board's discretion in adopting a budget. The District's budget will be drafted and approved by the Board.

VIII. Map of Proposed District Boundaries.

The District's boundaries and service area are intended to include all of Garfield County, all of Pitkin County, and so-called West Eagle County, aligning with Roaring Fork School District boundaries in Eagle County.



The population of the District is estimated to be approximately 86,195.

IX. Construction of Facilities

The District does not intend to construct any facilities or buildings. As explained above, the District intends to accomplish its objectives primarily through grantmaking and direct service payments to early childhood development service providers operating within the District. If a grant recipient or provider proposes to use funds obtained from the District to construct a facility(ies) or building(s), the District's grant will require the grantee to apply for applicable permits from the local county or municipality for construction and installation of such improvements prior to performing such work.

X. Acquiring or Leasing Land or Facilities

The District is not expected to acquire any land or facilities. As explained above, the District intends to accomplish its objectives primarily through grantmaking and direct service payments to early childhood development service providers operating within the District. The District may make grants to recipients that intend to use the funds to acquire or lease land or facilities, in which case the grant will condition the funds so that any acquisition or lease of land or facilities (1) occurs only within the District's boundaries and (2) that such land or building is used for the purposes of providing early childhood development services as defined by statute.

The District anticipates that it may lease office space to support its operations. Any such lease will be made on commercially reasonable terms with rent that does not exceed fair market value, and the office space leased by the District would be intended to be no more than is reasonably necessary to support the District's operations. The District may seek to coordinate leasing of office space with a partner organization to achieve economies of scale and to maximize the efficient use of its funds. If the District leases office space, it intends to do so within its boundaries.

XI. Estimated Cost of Major Expenses Related to the Organization and Initial Operation of the District

The estimated major expenses related to the organization and initial operation of the District, including the costs of acquiring accounting/audit, legal, and administrative services, are addressed in the financial plan included as Appendix B.

XII. Arrangements or Proposed Agreements with Political Subdivision(s)

The District does not have any arrangement or proposed agreements with any political subdivisions for the performance of any services at this time. The District may provide grants to nongovernmental and governmental entities in the District that provide early childhood development services.

The District has partnerships in place with relevant political subdivisions and intends to coordinate and engage closely with political subdivisions to enhance the implementation of the District's programs, seek mutually supporting efficiencies and economies of scale, and avoid duplication of efforts.

Should any program or activity require an intergovernmental agreement, the District intends to work closely with the partner political subdivision to enter into a legally compliant agreement.

XIII. Additional Information Required by Boards of County Commissioners

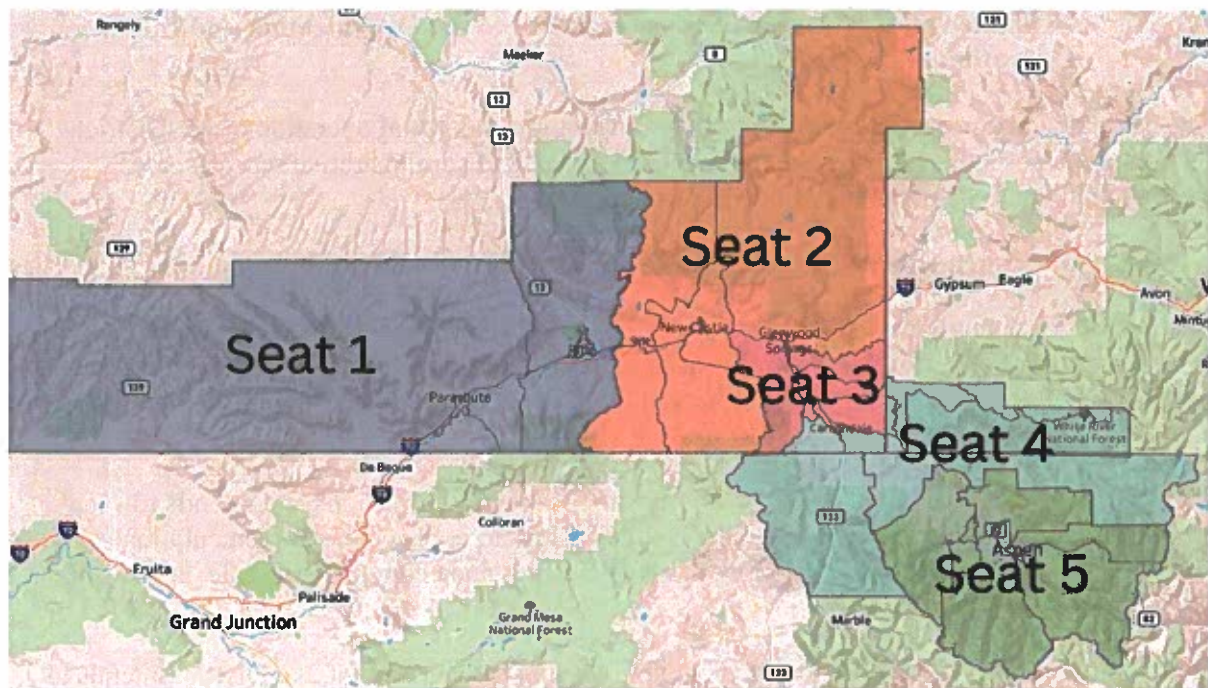
No additional information has been requested.

XIV. Modification of Service Plan

This service plan has been designed with sufficient flexibility to enable the District to provide required services under evolving circumstances without the need for numerous amendments. No material modification to this service plan shall be permitted unless in compliance with the requirements of C.R.S. § 32-1-207. For non-material modifications of the service plan that do not require approval of the Boards of County Commissioners, the Board may, as appropriate, coordinate and seek the feedback of its partners including political subdivisions and the county governments.

XV. Board of Directors

The District elects to have a Board of Directors composed of five (5) Directors each of whom will be elected by and represent a director district. C.R.S. § 32-1-301(2)(f). The following is a map of the director district boundaries at the time of formation:



The initial director district boundaries are defined in Appendix C. The number of active eligible electors in each proposed district is between 11,100 and 12,050. Pursuant to C.R.S. § 32-1-804(1), the Board shall have the discretion to modify director districts.

The Director must be an eligible elector of the district they represent. *See* C.R.S. § 32-1-301(2)(f). Directors' compensation from the District is limited by statute. *See* C.R.S. § 32-1-902(3)(a) (currently, no more than \$2,400 annually, not to exceed \$100 per meeting attended).

The initial Board of Directors shall serve staggered terms with two district Directors serving until they or their successors are elected and qualified at the next regular special district election occurring in any year following that in which the special district was organized, and the remaining three district Directors serving until they or their successors are elected and qualified at the second regular special district election after organization. *See* C.R.S. § 32-1-305.5(2)(a). Thereafter, all Directors shall serve four-year terms. *See* C.R.S. § 32-1-305.5(3)(a).

The Board may, in its discretion, create one or more advisory boards or committees of area experts and people with lived experience to offer input and advice on the establishment and operations of the District and its programs.

Appendix A: District Creation Contributing Members

This special district plan is being filed by the Confluence Early Childhood Education (CECE) Coalition, a group of child advocates, in the Parachute to Aspen corridor, which has been working together since 2017 to expand access to high quality early care and education opportunities for all members of the community. The following organizations contributed to the development of this plan:

- Aspen Community Foundation
- Aspen School District
- Aspen One
- City of Aspen, Kids First
- Colorado River Valley Team
- Compass For Lifelong Learning
- Early Childhood Network
- Garfield 16 School District
- Garfield School District No. Re-2
- Great Expectations Family Visitor Programs
- Growth Early Childhood Behavior Coaching
- MANAUS
- Mountain Family Health Centers
- Mountain Voices Project
- Raising a Reader
- Rocky Mountain Early Childhood Council
- Roaring Fork School District
- Valley Settlement
- Yampah Mountain High School

Appendix B: Financial Plan

	Year 1	Year 2
Income		
Eagle	\$587,912	\$587,912
Garfield	\$4,575,000	\$4,575,000
Pitkin	\$5,353,521	\$5,621,197
Carry Forward	\$0	\$6,663,146
TOTAL INCOME & CARRY FORWARD	\$10,516,433	\$17,447,255
Expenses		
Administrative Expenses (Salaries, Office, Technology, Legal, Professional Training, etc.)	\$525,822	\$539,205
Start Up Costs (office equipment and technology, branding and website, search costs for personnel, community engagement, tuition subsidy development and infrastructure, advisory committee costs.)	\$1,051,643	\$0
Outreach, Navigation & Assistance Services for Families (Grants and/or Direct Spend)	\$0	\$500,000
Tuition Subsidies for Families	\$0	\$7,000,000
ECE Program Capacity & Quality Grants	\$1,000,000	\$2,000,000
Evaluation	\$250,000	\$250,000
Collection Fee (Department of Revenue)	\$210,329	\$215,682
3% TABOR Reserve	\$315,493	\$8,030
Reserve Fund	\$500,000	\$500,000
TOTAL EXPENSES	\$3,853,287	\$11,012,918
Carry Forward	\$6,663,146	\$6,434,337
TABOR Reserve Balance	\$315,493	\$323,523
Stability Reserve Balance	\$500,000	\$1,000,000

Appendix C: Initial Director District Boundaries

Initial District Boundaries by 2022 Precinct & Director District⁹

2022 Precinct Number	Short Precinct Name	Director District
3055723020	Garfield 020	1
3055723021	Garfield 021	1
3055723022	Garfield 022	1
3055723023	Garfield 023	1
3055723025	Garfield 025	1
3055723026	Garfield 026	1
3055723027	Garfield 027	1
3085723019	Garfield 019	1
3085723024	Garfield 024	1
3055723007	Garfield 007	2
3055723012	Garfield 012	2
3055723013	Garfield 013	2
3055723014	Garfield 014	2
3055723016	Garfield 016	2
3055723017	Garfield 017	2
3085723011	Garfield 011	2
3085723015	Garfield 015	2
3085723018	Garfield 018	2
3055723003	Garfield 003	3
3055723004	Garfield 004	3
3055723005	Garfield 005	3
3055723006	Garfield 006	3
3055723008	Garfield 008	3
3055723009	Garfield 009	3
3055723010	Garfield 010	3
3055719007	Eagle 007	4
3055719008	Eagle 008	4
3055719024	Eagle 024	4
3055719025	Eagle 025	4
3055723001	Garfield 001	4
3055723002	Garfield 002	4
3055749011	Pitkin 011	4
3055749012	Pitkin 012	4
3055749001	Pitkin 001	5
3055749002	Pitkin 002	5

⁹ Subject to modification pursuant to the authority granted to the Board by C.R.S. § 32-1-804(1).

2022 Precinct Number	Short Precinct Name	Director District
3055749003	Pitkin 003	5
3055749004	Pitkin 004	5
3055749005	Pitkin 005	5
3055749006	Pitkin 006	5
3055749007	Pitkin 007	5
3055749008	Pitkin 008	5
3055749009	Pitkin 009	5
3055749010	Pitkin 010	5

Certified to be a true and complete copy of the document recorded in my office:

Becky Close, Clerk, Eagle County CO

by:  Date 4-9-25
 Julie A. Salaz, Deputy

Commissioner Scherr moved adoption
 of the following Resolution:

**BOARD OF COUNTY COMMISSIONERS
 COUNTY OF EAGLE, STATE OF COLORADO**

RESOLUTION 2025- 037

**A RESOLUTION APPROVING THE SERVICE PLAN FOR THE
 CONFLUENCE EARLY CHILDHOOD DEVELOPMENT SERVICE DISTRICT**

Eagle County File No. SD-009518-2025

WHEREAS, Eagle County, Colorado, is a legal and political subdivision of the State of Colorado, for which the Board of County Commissioners (the "BoCC") is authorized to act; and,

WHEREAS, pursuant to the provisions of Article 21, Title 32, C.R.S., Trey Rogers of Recht Kornfeld (the "Representative") on behalf of the Confluence Early Childhood Education Coalition (the "Petitioners") filed a Service Plan for the proposed Confluence Early Childhood Service District, Eagle County File No. SD-009518-2025 (the "District") in Eagle County, Colorado on February 14, 2025; and,

WHEREAS, pursuant to the provisions of Section 32-21-107(3), C.R.S., the BoCC, scheduled a public hearing on the Service Plan to be held at 1:30 p.m. on March 25, 2025, in the Eagle County Room, Eagle County Building, 500 Broadway, Eagle, CO 81631; and,

WHEREAS, in accordance with Section 32-21-107(1), C.R.S., notice of the date, time, location, and purpose of said hearing was duly published in the Aspen Daily News, Aspen Times, and the Vail Daily, newspapers of general circulation in the County, on March 4, 2025, which was at least twenty (20) days prior to the hearing date; notice was provided to the Division of Local Government in the Department of Local Affairs of the name and type of the proposed District; notice of the date, time and location of said hearing was provided to said Division and to the Petitioners, in accordance with Sections 32-1-202(1) and 32-21-107(1), C.R.S.; and,

WHEREAS, pursuant to Section 32-1-202(1)(b), C.R.S., the Service Plan was not referred to the Eagle County Planning Commission for consideration or recommendation; and,

WHEREAS, the BoCC did, on March 25, 2025, conduct a full public hearing on this matter, taking evidence establishing the jurisdiction of the BoCC to hear this matter, and further taking evidence regarding the substantive issues set forth in Section 32-21-107(3), C.R.S., at which hearing all interested parties were afforded an opportunity to be heard; and

WHEREAS, the BoCC has fully considered the Service Plan and all testimony and other evidence presented to it in this matter relating to the Service Plan; and,

WHEREAS, the BoCC finds that it is in the best interests of the citizens of Eagle County to approve this Resolution.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF THE COUNTY OF EAGLE, STATE OF COLORADO:

Section 1. The BoCC hereby determines that all of the jurisdictional and other requirements of Sections 32-21-105 and 32-21-107, C.R.S., have been fulfilled, including those relating to the filing and form of the Service Plan, the form and publication of the public notice of the hearing on the Service Plan and the type of public hearing held herein.

Section 2. Based upon the information contained within the Service Plan and evidence presented to the BoCC at the hearing, the BoCC hereby finds and determines as follows:

THAT, the proposed Service Plan complies with Sections 32-1-203 (2) and 32-1-203 (2.5), C.R.S., as set forth below:

A. Pursuant to Section 32-1-203 (2)(a) C.R.S., there is sufficient existing and projected need for organized services of the nature proposed in the Service Plan in the area to be serviced by the proposed District based on a population of 5,120 children having only 2,272 state licensed childcare positions available, a shortfall of 2,848 positions;

B. Pursuant to Section 32-1-203 (2)(b) C.R.S., the existing services in the area to be served by the proposed District are inadequate for present and projected needs as state licensed childcare positions exist for only 2,272, or 44%, of the District's children. A shortfall of 2,848 childcare slots representing 56% of the District's population in need of the service;

C. Pursuant to Section 32-1-203 (2)(c) C.R.S., the proposed District is capable of providing economical and sufficient services to the area within its proposed boundaries as it anticipates collecting \$10,516,433 via the 0.25% sales tax in the first budget year upon required voter approval;

D. Pursuant to Section 32-1-203 (2)(d) C.R.S., the proposed District is not proposing indebtedness and, therefore, this factor is not applicable;

E. Pursuant to Section 32-1-203 (2.5)(a) C.R.S., adequate services are not and will not be available to the area through Eagle County, or any other governmental organization, including special districts, within a reasonable time and on a comparable basis;

F. Pursuant to Section 32-1-203 (2.5)(b) C.R.S., the facility and service standards of the proposed special district are compatible with the facility and service standards of each county within which the proposed special district is to be located and each municipality which is an interested party under section 32-1-204(1), C.R.S., as the proposed District is not proposing to operate any facilities or provide services directly, any facilities or services supported through District funding will comply with relevant legal requirements, the District will address childcare services that are not otherwise provided for the proposed service area or are not provided in sufficient quantity or at affordable cost. No

evidence of incompatibility of the facility and service standards has been identified by an interested party to date;

G. Pursuant to Section 32-1-203 (2.5)(c) C.R.S., the Service Plan is in compliance with the following policies of the 2005 Eagle County Master Plan: Section 3.3.9-Policy m; Section 3.5.6 Policy i. Additionally, the Service plan is in compliance with the following policies of the Mid-Valley Area Community Plan: Highway 82 Corridor Character Area Planning Considerations and Goal 3.1 Policy 3.1.6 Recommended Strategy c;

H. Pursuant to Section 32-1-203 (2.5)(d) C.R.S, the proposal does not implicate any long-range water quality management plan for the area and, therefore, this factor is not applicable; and

I. Pursuant to Section 32-1-203 (2.5)(e) C.R.S, the creation of the proposed District will be in the best interest of the area proposed to be served as it addresses gaps in and the high cost of childcare services within the service area.

Section 3. The Service Plan of the proposed District shall be and is hereby approved and is incorporated herein by this reference as **Exhibit "A."**

Section 4. The Clerk to the BoCC is hereby directed to advise the Petitioners in writing of this action and to attach a certified copy of this Resolution for the purpose of filing the same with the petition for organization to be filed with the district court.

Section 5. The filing fee authorized by Section 32-1-202 (3), C.R.S., and Eagle County, Colorado Resolution 2013-121 is hereby waived in full; the Eagle County Clerk and Recorder is authorized to void the check lodged with her office and return it to the Petitioners' attorney.

Section 6. All Resolutions, or parts thereof, in conflict with the provisions hereof are hereby repealed to the extent of such conflict only.

Section 7. This Resolution, immediately upon its passage, shall be authenticated by the signatures of the Board of County Commissioners and the County Clerk and Recorder and sealed with the corporate seal of the County.

Section 8. This Resolution is necessary for the public health, safety and welfare of the citizenry of the County of Eagle, State of Colorado.

NOW, THEREFORE, BE IT RESOLVED by the Board of County Commissioners of Eagle County, Colorado:

THAT, the Service Plan for the Confluence Early Childhood Development Service District is hereby approved.

[Remainder of page left intentionally blank]

MOVED, READ, AND ADOPTED by the Board of County Commissioners of the County of Eagle, State of Colorado, at its regular meeting held the 8th day of April, 2025, *nunc pro tunc* March 25, 2025.

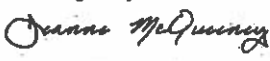
Signed by:


COUNTY OF EAGLE, STATE OF COLORADO, By and Through its BOARD OF COUNTY COMMISSIONERS

ATTEST:

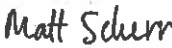
Signed by:

EB5DCD83BC8A4C8...
Clerk to the Board of
County Commissioners

DocuSigned by:

CA4AC128F6AA47A...
By: Jeanne McQueeney
Chair

Signed by:

CD8895F48F5F448...
Tom Boyd
Commissioner

Signed by:

81E7B2D718E0473...
Matt Scherr
Commissioner

Commissioner Boyd seconded adoption of the foregoing resolution. The roll having been called, the vote was as follows:

Commissioner McQueeney	<u>Aye</u>
Commissioner Boyd	<u>Aye</u>
Commissioner Scherr	<u>Aye</u>

This resolution passed by 3/0 vote of the Board of County Commissioners of the County of Eagle, State of Colorado.

Eagle County Clerk & Recorder

FEB 14 2025

RECEIVED - El Jebel EW

**SERVICE PLAN
FOR
CONFLUENCE EARLY CHILDHOOD DEVELOPMENT
SERVICE DISTRICT**

Prepared by:

Confluence Early Childhood Education (CECE) Coalition

January 2025

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I. Introduction

The communities running along the corridor from Parachute to Aspen confront a significant lack of resource commitment and coordination for the support and delivery of childhood development services for children from birth to kindergarten enrollment. From educational attainment to health and wellbeing, these gaps have profound effects on children, many of whom are disadvantaged and vulnerable, and whose families often lack the financial resources to independently pay for these services themselves. The effects on children are not only material, but they also have repercussions that last throughout childhood and formal schooling.

The Confluence Early Childhood Development Service District ("District") will take advantage of unique statutory authority to provide children in this area with improved access to and help facilitate the delivery of high-quality early childhood development services. Informed by and grounded in the State's Early Childhood Colorado Framework,¹ the District will partner with providers and with families to support access to early care and educational services to support the healthy development of young children. The District's intended goal is to ensure that a family's lack of financial resources does not prevent their children from obtaining the educational and other developmental services needed to support their growth.

This District will take a regional approach, which recognizes that addressing the needs of these young children requires our local communities to collaborate and work together. By working regionally, the District may more efficiently and effectively coordinate services for working parents who move across existing political boundaries—county, municipal and school district lines—regularly as they commute from home to work. A regional approach further recognizes that the delivery of services often requires crossing current political boundaries. This coordinated, regional approach is intended to achieve better academic and life outcomes for children in the region and, in turn, support their families and parents who are a critical component of our region's workforce and economy.

Reflective of this coordinated, regional approach, this proposed service plan was developed through an in-depth coordination process involving stakeholders from across the area. A list of the organizations and entities involved is attached as Appendix A. These stakeholders have provided first-hand experience with the needs of the District's residents, and they bring a wealth of multi-disciplinary experience to addressing the early childhood development needs and services of children. The District intends to maintain and build upon these partnerships.

The approach embodied in this plan acknowledges that Colorado has placed a premium on early learning for children. The District is not intended to be in competition with or redundant to the state-level or local efforts. It instead seeks to provide a regional coordinating mechanism to align efforts and thereby better position our community to leverage and maximize state and local funding and any potential future local, state or federal investments, while also providing

¹ See generally Early Childhood Leadership Commission, *The Early Childhood Colorado Framework: 2023 Framework Refresh*, <https://www.earlychildhoodcolorado.org/early-childhood-colorado-framework/>.

additional regional resources to address local needs and gaps that may not be addressed by local, federal or state programs.

II. Legal Authority

This service plan is submitted pursuant to article 21 of title 32 of the Colorado Revised Statutes, which authorizes the creation of Early Childhood Development Service Districts. Colorado law vests such districts with the authority to provide, whether directly or indirectly, early childhood development services to children from birth through 8 years of age. C.R.S. § 32-21-101(2). These services include, but are not limited to, early care and educational, health, mental health, and development services, including prevention and intervention. C.R.S. § 32-21-101(3).

III. District Early Childhood Development Services Needs Assessment

As described in greater detail below, the District’s boundaries and service area will encompass Pitkin and Garfield Counties in their entirety and the western portion of Eagle County contained within the Roaring Fork School District. This area includes the corridor from Parachute to Aspen.

This area does not have, nor is it projected in the future to have, enough spaces for children aged 0 to 5 to attend early care and education programs if their families want them to and the costs are prohibitively expensive often taking 35% of the average family’s income to afford care for two children.

1. Current Needs and Gaps

According to the U.S. Census Bureau, there are 5,120 children under the age of 5 in the District with only 2,521 state licensed slots for non-school aged children (as of Fall 2024). Of those 2,521 slots, fewer still are in fact available—only 2,272—due to staffing shortages. *This means that, in the District, the community currently can serve only 44% of children aged 0 to 5 in licensed childcare.*

	No. of Children Under 5 ²	No. of Providers ³	Staffed Capacity in Licensed Care ⁴
Garfield County	3,975	57	1,464
Pitkin County	807	14	437
West Eagle County	338 ⁵	6	371
TOTAL	5,120	77	2,272

² U.S. Census Bureau, 2018-2022 American Community Survey 5-Year Estimates.

³ Not including school age programs as of Fall 2024.

⁴ As of Fall 2024, does not include school age only slots.

⁵ Estimated using census and demographer data.

In the District, the median monthly family income ranges from \$7,700 to \$10,600 depending on the specific area of the region, while the median tuition per month for two children in childcare ranges from \$2,500 to \$3,800. This means the typical family, with 2 young children, not yet enrolled in kindergarten, in the area must spend between 33% and 37% of their monthly income on early childhood education. Expending this level of income on childcare significantly exceeds the U.S. Department of Health and Human Services, Administration for Children and Families' guideline that low income, working families pay no more than 7% of household income on childcare.⁶

	Median Monthly Tuition for One Child (Fall 2024) ⁷
Infants	\$1,517
Toddlers	\$1,408
Preschoolers	\$1,408

Current resources within the District are, therefore, inadequate to meet the needs of residents. There is a significant gap in the currently available capacity and the cost of accessing the capacity that is available places an inordinate strain on families. The result is that children in the District are not receiving the early childhood development services they require.

2. District Will Materially Support Service Area Needs

The District's goal will be to enhance the availability, access, and delivery of high-quality early childhood education and development services to children residing in the District, which includes the corridor from Parachute to Aspen, from birth to kindergarten enrollment (age 5 or 6 for most children). The District intends to support children by helping to align services efficiently and effectively across those places where families live, work, and receive services.

The District's geographic boundaries consider the topographical features of the area and the existing economic factors that influence where people live and work. The unique characteristics of the region, including the governmental resources that are available and average incomes of those working in the region, necessitate the creation of a district to support early childhood development. The District's goal is to help families blend and braid existing early care and education funding from the federal and state governments, local counties, municipalities, and school districts to maximize outcomes and distribute resources as equitably as practicable, as determined by the District's elected board of directors ("Board"). No local governmental entity currently exists which incorporates all the residents in the District's boundaries and considers the

⁶ <https://www.acf.hhs.gov/occ/news/new-rule-improve-child-care-access-affordability-and-stability-ccdf>.

⁷ This data is fluid and changes regularly as families enroll and depart from childcare arrangements. For consistency purposes, we selected a point-in-time and have provided all data from that point-in-time. For enrollment and population data and for cost data that time is Fall 2024. Additional data is available at www.cececoalition.org.

needs of these residents from an integrated regional perspective. This coordinated approach to expanding access to early care and education programs will strive to provide better academic and life outcomes for children in the region using educational, healthcare, cultural and linguistic best practices to maximize program reach and impact while seeking equity for community members.

Nobel Prize winning economist, James Heckman, has quantified the return on investment (ROI) in high-quality early care and education programs, finding a 13% ROI for comprehensive, high-quality, birth-to-five early education. This research analyzes a wide variety of life outcomes such as health, crime, income, IQ, schooling, and the increase in a mother's income after returning to work with the support of childcare. This ROI is substantially higher than the already impressive 7 to 10% return previously established for preschool programs serving 3-to-4-year-olds.⁸

In addition, the District intends to support children and their working parents by improving the supply of safe, reliable early care and education programs, so that parents can effectively participate in the workforce and contribute to the District's local economy. By working regionally, the District may more efficiently and effectively coordinate services for the children of working parents who move across existing political boundaries—county, municipal and school district lines—regularly as they commute from home to work.

Recognizing the State's focus on and prioritization of early learning, which was evidenced by voter approval of Proposition EE in 2020 funding universal preschool and passage of House Bill 21-1304 that created a new state agency for early childhood, this new District will align regional efforts in early childhood, better positioning our community to leverage and maximize new state funding and any potential future investments from state or federal governments and/or private sources.

IV. Early Childhood Development Services to Be Provided

The District has an extensive need for early childhood development services that is not being met. The District intends to address these unmet needs by utilizing revenue generating authority granted by state law, as well as through the receipt of grants and awards from national and state governmental programs, nonprofit organizations, and individual donations, *see* C.R.S. § 32-21-112(2), to fund services through the District. Informed by and grounded in the State's Early Childhood Colorado Framework (or subsequent policy guidance), the District may partner with direct service providers, community organizations, and families to support access to early care and educational services to support the education and healthy development of young children.

The initial set of services that the District intends to prioritize and focus on are:

1. Financial support (subsidies) for early care and education programs to benefit children.

To help families access high-quality early care and education programs of their choice for their children, the District intends to fund tuition credits to help offset the cost of these programs for families with children living in the District's boundaries. *See* C.R.S. § 32-21-113. The locally funded tuition subsidy program is expected to:

⁸ See www.heckmanequation.org for more detail on this work.

- Pay for early care and education programs for any infants, toddlers, and preschoolers (birth until kindergarten enrollment, which typically happens at age 5 or 6 years) who reside within the District dependent on the availability of funds. This program intends to supplement and not supplant existing or future federal, state, or local funding for childcare or preschool. See C.R.S. § 32-21-112(1). The intent is for District subsidies to follow the child to the provider that their family chooses, recognizing and supporting the opportunity for families to change providers as needed, and that the Board will enact implementing policies if determined to be feasible;
- Enable families to choose the early care and education program that best supports the needs of their child(ren) from a broad range of early care and education providers, including but not limited to public schools, charter schools, community-based childcare, and/or home-based childcare;
- Work with an inclusive mix of early care and education providers who choose to participate in the program and accept the District-funded subsidies to maximize participation, including but not limited to early care and education programs operated by school districts, charter schools, community-based organizations, faith-based organizations, in-home childcare providers; and for-profit or nonprofit businesses; and
- Establish and maintain a sliding-scale tuition subsidy framework determined by the Board to provide greater support for families with the greatest needs, which may include factors such as family income and size.

The District will not operate early care and education programs itself, will not guarantee access to or enrollment in any program, and will not guarantee any specific amount of financial support. Rather, the District will help families find and, subject to the availability of funding, pay for early care and education programs through existing or future programs. The additional resources the District provides are intended to enable current early education providers to grow capacity and access while encouraging growth of new provider options.

2. Early Care and Education Program Capacity & Quality

To improve adequate capacity and quality of early care and education programs in the District, the District intends to establish a grant program—Capacity & Quality Grants—in partnership with community partners to provide funding to support early care and education providers in the District. Supporting the development of providers is critical to not only providing children with access to high quality early care and education but also to creating sufficient capacity within the District to meet the currently unmet (and future) needs. Capacity & Quality Grants may be used to support activities including but not limited to:

- Obtaining or maintaining a state childcare license;
- Increasing a provider's capacity through grants to organizations that are building, expanding, or renovating early care and education facilities;

- Improving safety and quality of existing early care and education facilities, including indoor and outdoor spaces;
- Acquiring equipment and learning materials, including but not limited to furniture, curriculum materials, books, and technology;
- Supporting early education workforce recruitment, professional development, and retention efforts, potentially including but not limited to wage supplements, benefits subsidies and continuing education support; and,
- Developing and providing access to best practices in early childhood development to support the delivery of services by providers operating in the District and for the families the District supports.

3. Early Care and Education Outreach, Navigation & Assistance Services for Families.

To help families find and enroll in high quality early care and education programs, the District may provide itself or may fund local partner(s) to provide the following services:

- Raise awareness about the value and importance of high-quality early care and education programs and advertise its services and resources available to local families;
- Establish and maintain an easy-to-access information system that provides details on early care and education resources in the District through a single resource such as a website; and,
- Provide support to families looking for early care and education programs such as coaching or technical assistance on applying for publicly funded tuition subsidy programs (e.g. those funded by the District, as well as other local, state and federally funded programs).

4. Administration and Evaluation.

The District is authorized to pay for program administration which may include staff salaries, office space, and technology. To enhance the effectiveness of achieving the District's goals, the Board may invest in tools for data collection and management and may contract with a qualified third-party organization to evaluate the effectiveness of the District's programs.

5. Other Statutorily Authorized Activities.

In addition to the above-described priorities, the District is authorized to provide other support as authorized by statute to support programs and services benefiting young children (ages birth to kindergarten enrollment). For example:

- Early Childhood Mental Health Services;
- Home Visitation;

- Child Nutrition Programs; and/or
- Other early childhood development services authorized by the Board, and permitted by statute, for the benefit of young children.

V. Eligibility to Receive Services

The District's activities and programs are intended to support children who reside within the District's boundaries. A child resides in the District if the child's primary home or abode is located within the District. A child also may establish residency in the District by satisfying one or more of the criteria for residence within a school district articulated in C.R.S. § 22-1-102(2) (or any superseding statute).

District funding may only be used to pay for services offered by providers operating within the District's boundaries. Only providers who agree to, meet, and comply with the conditions of District programs will be eligible to receive District funding.

VI. Quality Assurance Measures

The Board will establish policies and procedures to establish goals to make the District's operations and grantmaking as *equitable, effective, transparent, and fair* as possible while adhering to all applicable *legal* requirements.

To enhance *equity* in the District's operations and grantmaking, the Board may adopt policies and procedures such as:

- Allowing for adequate notification and response time for grant opportunities; and,
- Providing District public communications in multiple languages where required and, to the extent feasible, where appropriate.

To enhance the *effectiveness* of its operations and grantmaking, the Board may adopt policies and procedures such as:

- Hiring staff and outside service providers with the necessary subject matter expertise and any applicable licensure in critical District mission areas such as early childhood development and special district compliance;
- Providing training opportunities and professional development for staff that reflect current best-practices and research concerning administration of programs to support early childhood development;
- Engaging with subject matter experts who have expertise in the services provided by the District so the services reflect current industry best practices and evidence-based research on early childhood development;

- Following applicable best practices that have been developed in the context of non-profit entities that focus their activities on grantmaking to other entities; and,
- Engaging outside experts to conduct periodic performance reviews of the District's operations and grantmaking.

The District intends that its operations be transparent and fair by adhering to Colorado law and through the Board's discretionary adoption of additional policies and procedures which may include:

- Conducting all Board meetings in compliance with the Colorado Sunshine Law, *see* C.R.S. § 24-6-402;
- Implementing a community investment policy that clearly articulates objectives and metrics to govern its grantmaking process;
- Engaging competent auditors with experience in local government auditing and, if required by state law, produce audited financial statements in compliance with the Colorado Local Government Audit Law;
- Releasing an annual report documenting the District's activities and expected and actual outcomes from its work; and,
- Developing and requiring adherence by the District and participating childcare providers to a nondiscrimination policy that, to the extent permitted by law, prohibits discrimination based upon race, sex, gender identification, sexual orientation, national origin, native language, religion, disability, and marital status.

The District will comply with applicable federal, state, and local legal requirements related to its operations, including:

- Requiring, as a grantmaking entity, that the District's grant recipients comply with all applicable state and local laws and licensing and permitting requirements, including but not limited to all requirements governing childcare providers;
- Promulgating policies and procedures that require the District's use and distribution of funds obtained through grants or government programs to comply with any applicable legal or grant requirements; and,
- Soliciting input from county and municipal authorities and staff to review operations for feedback.

Finally, voter accountability is a critical quality assurance measure. As required under Colorado law, an elected board of directors will oversee the operations of the District, and those directors remain accountable to the voters through statutorily required elections.

VII. Financial Plan

1. Revenue Generation

The District will be funded, upon approval by voters at an election held in accordance with section 20 of article X of the state constitution and part 8 of article 1 of title 32, C.R.S., through a uniform sales and use tax imposed throughout the entire geographical area of the district upon every transaction or other incident with respect to which a sales and use tax is levied by the state pursuant to article 26 of title 39, except for the sale of cigarettes. *See* C.R.S. §§ 32-21-110 and -111. The District's sales and use tax shall not be levied on the sale of items excluded from sales tax by state law, which currently excludes items such as food for home consumption, medicine and medical equipment, diapers, feminine hygiene products, and other state exempted products. The District will request in its petition for organization that the district court refer the tax for voter approval at the election to approve the special district. *See* C.R.S. §§ 32-1-301(2)(h), 32-1-803.5.

The proposed initial tax rate is .25%, with any increases subject to voter approval.

2. Legal Authority

The District is authorized to collect a sales and use tax pursuant to C.R.S. §§ 32-21-110 and -111 and any other form of revenue authorized by law, subject to any required voter approval.

3. Proposed operating revenue derived from sales and use taxes for the first budget year of the district.

The proposed operating revenue derived from sales and use taxes for the first budget year of the district is currently projected to be \$10,516,433 and not to exceed \$12,100,000.

4. Proposed Indebtedness

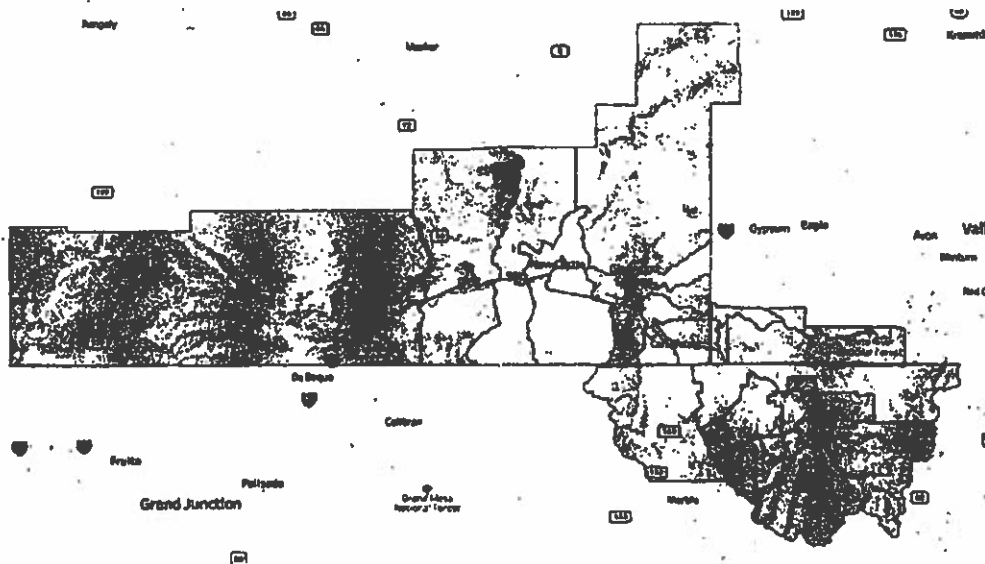
The District does not intend to issue or incur any debt at this time. As the District's work matures, and the needs of the community evolve, the District may seek to issue debt. Should that circumstance arise, the District will seek required voter approval under section 20 of article X of the state constitution and follow the procedures set forth in C.R.S. § 32-1-207.

5. Detailed Financial Plan

The District's proposed financial plan can be found attached as Appendix B. The financial plan sets forth reasonably estimated projections regarding the District's finances and shall not limit District operations or the Board's discretion in adopting a budget. The District's budget will be drafted and approved by the Board.

VIII. Map of Proposed District Boundaries.

The District's boundaries and service area are intended to include all of Garfield County, all of Pitkin County, and so-called West Eagle County, aligning with Roaring Fork School District boundaries in Eagle County.



The population of the District is estimated to be approximately 86,195.

IX. Construction of Facilities

The District does not intend to construct any facilities or buildings. As explained above, the District intends to accomplish its objectives primarily through grantmaking and direct service payments to early childhood development service providers operating within the District. If a grant recipient or provider proposes to use funds obtained from the District to construct a facility(ies) or building(s), the District's grant will require the grantee to apply for applicable permits from the local county or municipality for construction and installation of such improvements prior to performing such work.

X. Acquiring or Leasing Land or Facilities

The District is not expected to acquire any land or facilities. As explained above, the District intends to accomplish its objectives primarily through grantmaking and direct service payments to early childhood development service providers operating within the District. The District may make grants to recipients that intend to use the funds to acquire or lease land or facilities, in which case the grant will condition the funds so that any acquisition or lease of land or facilities (1) occurs only within the District's boundaries and (2) that such land or building is used for the purposes of providing early childhood development services as defined by statute.

The District anticipates that it may lease office space to support its operations. Any such lease will be made on commercially reasonable terms with rent that does not exceed fair market value, and the office space leased by the District would be intended to be no more than is reasonably necessary to support the District's operations. The District may seek to coordinate leasing of office space with a partner organization to achieve economies of scale and to maximize the efficient use of its funds. If the District leases office space, it intends to do so within its boundaries.

XI. Estimated Cost of Major Expenses Related to the Organization and Initial Operation of the District

The estimated major expenses related to the organization and initial operation of the District, including the costs of acquiring accounting/audit, legal, and administrative services, are addressed in the financial plan included as Appendix B.

XII. Arrangements or Proposed Agreements with Political Subdivision(s)

The District does not have any arrangement or proposed agreements with any political subdivisions for the performance of any services at this time. The District may provide grants to nongovernmental and governmental entities in the District that provide early childhood development services.

The District has partnerships in place with relevant political subdivisions and intends to coordinate and engage closely with political subdivisions to enhance the implementation of the District's programs, seek mutually supporting efficiencies and economies of scale, and avoid duplication of efforts.

Should any program or activity require an intergovernmental agreement, the District intends to work closely with the partner political subdivision to enter into a legally compliant agreement.

XIII. Additional Information Required by Boards of County Commissioners

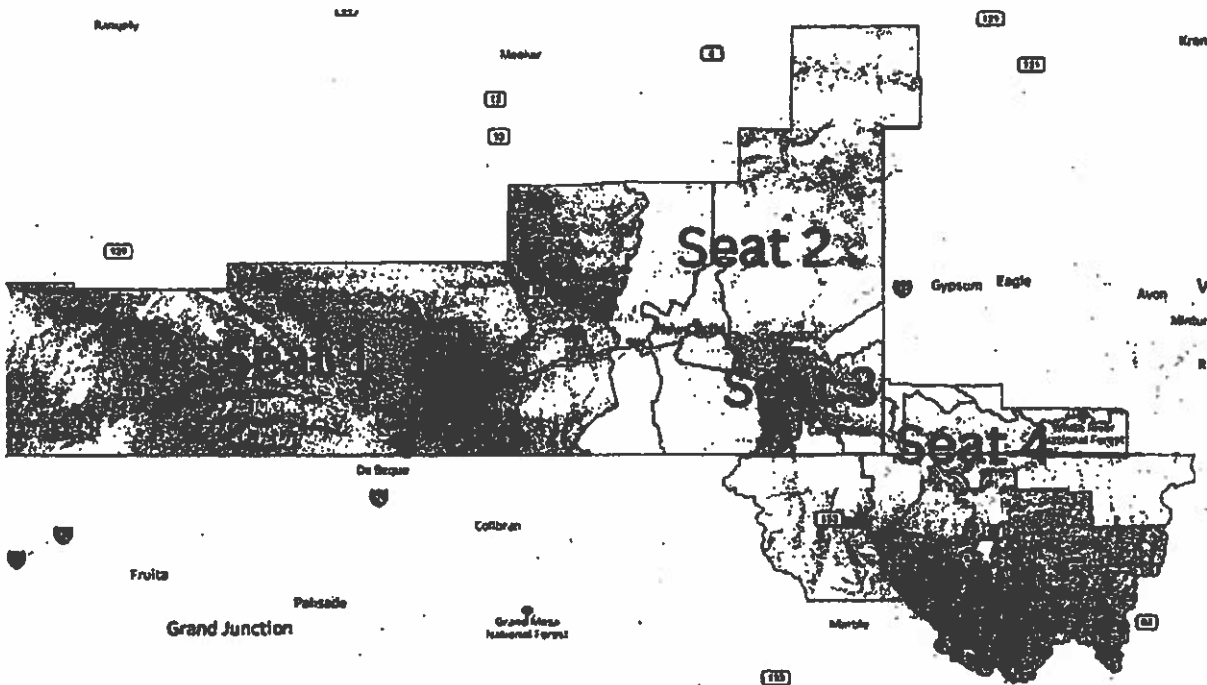
No additional information has been requested.

XIV. Modification of Service Plan

This service plan has been designed with sufficient flexibility to enable the District to provide required services under evolving circumstances without the need for numerous amendments. No material modification to this service plan shall be permitted unless in compliance with the requirements of C.R.S. § 32-1-207. For non-material modifications of the service plan that do not require approval of the Boards of County Commissioners, the Board may, as appropriate, coordinate and seek the feedback of its partners including political subdivisions and the county governments.

XV. Board of Directors

The District elects to have a Board of Directors composed of five (5) Directors each of whom will be elected by and represent a director district. C.R.S. § 32-1-301(2)(f). The following is a map of the director district boundaries at the time of formation:



The initial director district boundaries are defined in Appendix C. The number of active eligible electors in each proposed district is between 11,100 and 12,050. Pursuant to C.R.S. § 32-1-804(1), the Board shall have the discretion to modify director districts.

The Director must be an eligible elector of the district they represent. *See* C.R.S. §32-1-301(2)(f). Directors' compensation from the District is limited by statute. *See* C.R.S. § 32-1-902(3)(a) (currently, no more than \$2,400 annually, not to exceed \$100 per meeting attended).

The initial Board of Directors shall serve staggered terms with two district Directors serving until they or their successors are elected and qualified at the next regular special district election occurring in any year following that in which the special district was organized, and the remaining three district Directors serving until they or their successors are elected and qualified at the second regular special district election after organization. *See* C.R.S. § 32-1-305.5(2)(a). Thereafter, all Directors shall serve four-year terms. *See* C.R.S. § 32-1-305.5(3)(a).

The Board may, in its discretion, create one or more advisory boards or committees of area experts and people with lived experience to offer input and advice on the establishment and operations of the District and its programs.

Appendix A: District Creation Contributing Members

This special district plan is being filed by the Confluence Early Childhood Education (CECE) Coalition, a group of child advocates, in the Parachute to Aspen corridor, which has been working together since 2017 to expand access to high quality early care and education opportunities for all members of the community. The following organizations contributed to the development of this plan:

- Aspen Community Foundation
- Aspen School District
- Aspen One
- City of Aspen, Kids First
- Colorado River Valley Team
- Compass For Lifelong Learning
- Early Childhood Network
- Garfield 16 School District
- Garfield School District No. Re-2
- Great Expectations Family Visitor Programs
- Growth Early Childhood Behavior Coaching
- MANAUS
- Mountain Family Health Centers
- Mountain Voices Project
- Raising a Reader
- Rocky Mountain Early Childhood Council
- Roaring Fork School District
- Valley Settlement
- Yampah Mountain High School

Appendix B: Financial Plan

	Year 1	Year 2
Income		
Eagle	\$587,912	\$587,912
Garfield	\$4,575,000	\$4,575,000
Pitkin	\$5,353,521	\$5,621,197
Carry Forward	\$0	\$6,663,146
TOTAL INCOME & CARRY FORWARD	\$10,516,433	\$17,447,255
Expenses		
Administrative Expenses (Salaries, Office, Technology, Legal, Professional Training, etc.)	\$525,822	\$539,205
Start Up Costs (office equipment and technology, branding and website, search costs for personnel, community engagement, tuition subsidy development and infrastructure, advisory committee costs.)	\$1,051,643	\$0
Outreach, Navigation & Assistance Services for Families (Grants and/or Direct Spend)	\$0	\$500,000
Tuition Subsidies for Families	\$0	\$7,000,000
ECE Program Capacity & Quality Grants	\$1,000,000	\$2,000,000
Evaluation	\$250,000	\$250,000
Collection Fee (Department of Revenue)	\$210,329	\$215,682
3% TABOR Reserve	\$315,493	\$8,030
Reserve Fund	\$500,000	\$500,000
TOTAL EXPENSES	\$3,853,287	\$11,012,918
Carry Forward	\$6,663,146	\$6,434,337
TABOR Reserve Balance	\$315,493	\$323,523
Stability Reserve Balance	\$500,000	\$1,000,000

Appendix C: Initial Director District Boundaries

Initial District Boundaries by 2022 Precinct & Director District⁹

2022 Precinct Number	Short Precinct Name	Director District
3055723020	Garfield 020	1
3055723021	Garfield 021	1
3055723022	Garfield 022	1
3055723023	Garfield 023	1
3055723025	Garfield 025	1
3055723026	Garfield 026	1
3055723027	Garfield 027	1
3085723019	Garfield 019	1
3085723024	Garfield 024	1
3055723007	Garfield 007	2
3055723012	Garfield 012	2
3055723013	Garfield 013	2
3055723014	Garfield 014	2
3055723016	Garfield 016	2
3055723017	Garfield 017	2
3085723011	Garfield 011	2
3085723015	Garfield 015	2
3085723018	Garfield 018	2
3055723003	Garfield 003	3
3055723004	Garfield 004	3
3055723005	Garfield 005	3
3055723006	Garfield 006	3
3055723008	Garfield 008	3
3055723009	Garfield 009	3
3055723010	Garfield 010	3
3055719007	Eagle 007	4
3055719008	Eagle 008	4
3055719024	Eagle 024	4
3055719025	Eagle 025	4
3055723001	Garfield 001	4
3055723002	Garfield 002	4
3055749011	Pitkin 011	4
3055749012	Pitkin 012	4
3055749001	Pitkin 001	5
3055749002	Pitkin 002	5

⁹ Subject to modification pursuant to the authority granted to the Board by C.R.S. § 32-1-804(1).

2022 Precinct Number	Short Precinct Name	Director District
3055749003	Pitkin 003	5
3055749004	Pitkin 004	5
3055749005	Pitkin 005	5
3055749006	Pitkin 006	5
3055749007	Pitkin 007	5
3055749008	Pitkin 008	5
3055749009	Pitkin 009	5
3055749010	Pitkin 010	5

ASPIEN COMMUNITY FOUNDATION
455 GOLD RIVERS COURT, SUITE 515
BASALT, CO 81621
970-925-9300



02/10/2025 ***500.00

DATE AMOUNT

Five hundred dollars and 00/100*****

Eagle County
PO Box 850
Eagle, CO 81631


AUTHORIZED SIGNATURE





CHECK HERE FOR MOBILE OR REMOTE DEPOSIT ONLY

AT

NAME OF FINANCIAL INSTITUTION

DATE