TO: School District Superintendents
    School Principals
    BOCES District Superintendents
    School District Business Officers
    Charter School Leaders
    Special Education Directors
    Directors of Pupil Personnel Services
    Chairpersons of Committees on Special Education
    Chairpersons of Committees on Preschool Special Education
    Administrators of Nonpublic Schools with Approved Special Education Programs
    Organizations, Parents and Individuals Concerned with Special Education
    Preschool Providers of Special Education Programs and Services
    Superintendents, Special Act School Districts
    Superintendents, State-Operated Schools
    Superintendents, State-Supported Schools

FROM: Christopher Suriano

SUBJECT: Special Education Requirements and Approaches to Address the Impacts of the COVID-19 Pandemic on Students with Disabilities

The New York State Education Department Office of Special Education (OSE) has issued guidance to inform considerations and decision-making regarding the requirements and approaches to ensure the provision of a free appropriate public education in the least restrictive environment and address the social, emotional, and academic needs of students with disabilities. The guidance is available on the OSE’s Special Education Resources and Guidance related to Coronavirus (COVID-19) webpage in three separate memoranda:

1. Extended School Year Programs During Summer 2021
2. Compensatory Services for Students with Disabilities as a Result of the COVID-19 Pandemic
3. Considerations for Addressing the Impacts of the COVID-19 Pandemic: Promoting Equity in Educational Resources, Opportunities, and Welcoming Environments for Students with Disabilities

These materials will assist in the important decisions and learning strategy considerations made in response to the individualized needs of students with disabilities and the impact of the COVID-19 pandemic. Questions regarding the above memoranda may be directed to speced@nysed.gov and/or the Special Education Policy Unit at (518) 473-2878.
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FROM: Christopher Suriano

SUBJECT: Extended School Year Programs During Summer 2021

This guidance is to inform the provision of the Summer 2021 Extended School Year (ESY) special education programs which, pursuant to New York State (NYS) Education Law section 4408, are approved to operate during July and August for six weeks and funded for 30 days of service. Approved ESY programs include school-age special class, integrated co-teaching, related services only, specialized instruction only, specialized instruction with related services, home/hospital instruction, preschool special class, special class in an integrated setting, special education itinerant services, and preschool related services only. Providers of ESY programs include those entities that have been approved by the New York State Education Department (NYSED) to operate one or more ESY program, including school districts, Board of Cooperative Educational Services (BOCES), nonpublic schools with an approved special education program (853 Schools), State-Supported Schools (4201), State-Operated Schools, approved preschool special education programs (4410), related service providers authorized pursuant to NYS Education Law section 4410, and education programs operated pursuant to NYS Education Law section 112.

ESY programs are provided on a year-round basis for students determined to be eligible in accordance with sections 200.6(k)(1) or 200.16(i)(3)(v) of Commissioner’s Regulations whose disabilities require a structured learning environment of up to 12 months duration to
prevent substantial regression. Substantial regression means a student’s inability to maintain developmental levels due to a loss of skill or knowledge over the summer months of such severity as to require an inordinate period of review at the beginning of the school year (e.g., eight weeks or more) in order to reestablish and maintain individualized education program (IEP) goals and objectives mastered at the end of the previous school year. A student’s need for services during the months of July and August must be made by the Committee on Special Education or Committee on Preschool Special Education on an individual basis. Although the eligibility for ESY has not changed from prior school years, some students who may not have been eligible for ESY programs in the past may now meet the eligibility criteria due to the impact of the COVID-19 pandemic on their ability to learn and demonstrate progress.

During Summer 2021, providers of ESY programs are encouraged and urged, to the extent practicable and allowable per NYS Department of Health (DOH) and local health department requirements, to offer in-person programs and services and prioritize in-person instruction to students with disabilities. Regardless of the manner of instruction, students with disabilities must continue to receive a free appropriate public education (FAPE). NYS Governor Executive Orders will continue to be controlling and it is essential that approved programs and providers remain aware of public health directives from the DOH and the local health departments to determine their impact to the provision of ESY programs. DOH has published guidance, letters, and updated presentations for schools on their webpage.

ESY programs offer an opportunity to respond to students’ social, emotional, and academic needs following the impact of the COVID-19 pandemic. In addition to addressing student goals as identified and required per students’ IEPs, providers of ESY programs are also encouraged to take into account students’ social-emotional wellness, as appropriate (for more information, see the 2021 Handbook for Summer School, Promising Practices for Summer Learning, for guidance and resources relating to social and emotional learning and opportunities to build and reinforce student and adult social emotional competencies before the return to school in the fall).

Approved ESY programs providing half-day or full-day special class instruction must operate for at least 30 days. The length of the school day for a full-day special class program must not be less than 5 hours of instruction for students whose chronological ages are equivalent to those of students in grades Kindergarten through 6, and not less than 5½ hours of instruction for students whose chronological ages are equivalent to those of students in grades 7 through 12. The length of the school day for half-day special class programs must not be less than 2½ hours of instruction for students whose chronological ages are equivalent to those of students in grades Kindergarten through 6, and not less than 3 hours of instruction for students whose chronological ages are equivalent to those of students in grades 7 through 12. Preschool special class program approval letters will indicate full-day or half-day. The school day includes instructional activities and related services but does not include lunch and transportation. [8 NYCRR section 200.7(b)(4) and section 200.1(q) and (v)].

NYS Education Law section 4408 states that “programs shall be funded for thirty days of service, provided, however, that the observance of the legal holiday for Independence Day

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1 Provided that preschool programs may include mealtime as part of the instructional day consistent with the requirements as outlined in the October 2020 NYSED guidance, Guidelines for Determining if Mealtime May be Included When Calculating Instructional Time for Preschool Special Education Programs.
may constitute a day of service." There is nothing in law that says that this provision is contingent on the program beginning its 30 days of operation prior to the legal holiday. Although students will not be in attendance on Independence Day, if July 4 (or July 5 if Independence Day falls on a Sunday) is the program’s start date of their approved calendar, this date can count toward the 30 days and the STAC should indicate that as the start date of the services (for more information, see 2021-2022 School Year Program Service Dates for STAC Online Reimbursement).

Remote and/or hybrid ESY programs must meet the calendar and length of school day requirements as outlined above. In addition, when instruction is being provided online, schools that operate ESY programs:

- must provide regular and substantive interaction between students and a certified teacher or licensed professional, as applicable, per the IEP recommended programs and services; and
- on days when instruction is being provided online, teachers must engage with students synchronously to the greatest extent possible. ESY programs provide an opportunity for students to reengage with teachers and peers. Teachers should provide students with ample opportunities to rebuild relationships while engaging both with the content and their classmates. In an online environment, the majority of the program should be synchronous instruction involving interactive student-focused activities. The combined synchronous instruction and asynchronous instructional experiences must equal the frequency and duration as indicated on students’ IEPs.

When a student receiving in-person services must be quarantined, the student’s contingency plan must be implemented; provided that if the student does not have a contingency plan, the school district must still ensure the provision of a free appropriate public education (FAPE).

For those special education programs and services delivered via a contract with a school district or county, the provision of instruction and related services must continue to be documented by the student’s contracting school district program, BOCES program, nonpublic school with an approved special education program, Special Act School District, State-Operated School, State-Supported School, preschool special class or preschool special class in an integrated setting program, preschool special education itinerant service provider, or related service provider, as applicable, so that these activities may be communicated to the school district responsible for developing students’ IEPs. This documentation is necessary for consideration when making individualized determinations as to whether changes to the IEP recommendation or compensatory services are needed, under applicable standards and requirements. Successful and continued partnerships between program providers and school districts will reflect coordinated efforts necessary to best respond to student needs.

For any 2021 ESY programs offered in-person, counties and school districts must provide transportation, which, for preschool special education may include parents transporting their child at public expense.

Reimbursement rates are the same regardless of whether 2021 ESY programs are delivered in-person, remotely, or in a hybrid model. For purposes of 2021 ESY programs and services, days where programs and services are provided remotely count toward the 30 days of service requirement.
ESY programs operating special class (both school-age and preschool), integrated co-teaching programs or preschool special class in an integrated setting programs should continue to bill their authorized tuition rate (including 1:1 aide rate if applicable) or per pupil charge, as applicable, for enrolled students for July and August 2021. When available, 2-month rates for the 2021-22 school year will be published on the NYSED Rate Setting Unit’s Rates and Methodology webpage.

Reimbursement for school-age related services only, specialized instruction only, specialized instruction with related services, home/hospital instruction, and preschool special education itinerant services and related services only are fee for services and programs and providers must ensure they are only billing for the services actually delivered. When available, authorized 2021-22 rates for these programs will be published on the NYSED Rate Setting Rates and Methodology webpage.

Additional information about ESY programs and the application for approval to operate ESY programs are available on the Office of Special Education’s Frequently Used Special Education Applications webpage. Questions regarding ESY programs may be directed to the Office of Special Education at (518) 473-4818 or speced@nysed.gov.
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FROM: Christopher Suriano

SUBJECT: Compensatory Services for Students with Disabilities as a Result of the COVID-19 Pandemic

The New York State Education Department (NYSED) recognizes the unique and unprecedented challenges school districts faced in ensuring students with disabilities continued to receive a free appropriate public education (FAPE) consistent with the changing health and safety conditions that have existed during the COVID-19 pandemic. Where, as a result of COVID-19, there has been a delay or disruption in the provision of special education programs and services, Committees on Preschool Special Education and Committees on Special Education are reminded of their responsibility to make an individualized determination as to whether and to what extent compensatory services may be needed for a student with a disability to make up for any skills that may have been lost when FAPE could not be provided. In follow-up to the guidance regarding compensatory services contained in NYSED’s Office of Special Education (OSE) June 20, 2020 Supplement #2, OSE has developed the attached policy brief, Compensatory Services for Students with Disabilities as a Result of the COVID-19 Pandemic, to assist school districts and parents in making this determination.

Additional resources are available on OSE’s Special Education Resources and Guidance related to Coronavirus (COVID-19) webpage. This webpage also includes the guidance on compensatory services provided by the U.S. Department of Education Office of
Special Education Program in its March 2020 Questions and Answers on Providing Services to Children with Disabilities During the COVID-19 Outbreak. School districts are strongly encouraged to use the guidance provided in the policy brief and the June 20, 2020 Supplement #2 to assist them in meeting their responsibilities relating to compensatory services for students with disabilities as a result of COVID-19.

Questions regarding this memorandum may be directed to speced@nysed.gov and/or the Special Education Policy Unit at (518) 473-2878.

Attachment: Compensatory Services for Students with Disabilities as a Result of the COVID-19 Pandemic
Compensatory Services for Students with Disabilities as a Result of the COVID-19 Pandemic

This document is one in a series of policy briefs prepared by the New York State Education Department (NYSED) on topics pertaining to the implementation of the Individuals with Disabilities Education Act (IDEA) in New York State and Part 200 of the Regulations of the Commissioner of Education relating to students with disabilities. It is intended to assist school districts and parents/guardians in making an individualized determination as to whether and to what extent compensatory services may be needed for a student with a disability as a result of the COVID-19 pandemic. The information in this document is based on applicable laws and regulations and the most current guidance released from the United States Department of Education (USDE) Office of Special Education Programs (OSEP). School districts are encouraged to review all the federal and State resources available on NYSED’s Special Education Resources and Guidance related to Coronavirus (COVID-19) webpage. The guidance provided in this document is not intended to and does not provide legal advice. School districts should also consult with their own legal counsel regarding student specific facts and circumstances.

What are Compensatory Services?

Compensatory services are provided to students with disabilities to remedy the school district’s failure to provide a student with a disability with “appropriate services” during the time the student was entitled to a free appropriate public education (FAPE) and was denied appropriate services [OSEP Letter to Lipsitt, April 2018].

Compensatory services do not have to be provided in exactly the same mode as the student’s denied individualized education program (IEP) services but rather must be provided in a form of education and/or services that would address the services that were denied during the period of entitlement to FAPE. In its Questions and Answers on Providing Services To Children With Disabilities During the Coronavirus Disease 2019 Outbreak – March 2020, the USDE discussed providing compensatory services to make up for a lack of educational programs and services during school closures due to COVID-19.

How should a Committee on Preschool Special Education/Committee on Special Education (herein after referred to as “Committee”) determine compensatory services?

The compensatory services offered must be directly linked to the denial of educational benefit, including lack of progress toward the student’s IEP goals and ability to participate and progress in the general education curriculum, and must be reasonably calculated to enable the student to make appropriate progress in light of his or her circumstances, including any loss in skills that occurred as a result of a student not receiving education or services due to COVID-19.
<table>
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<tr>
<th><strong>What compensatory services can a Committee consider for a student with a disability?</strong></th>
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<td>If appropriate, compensatory services could be provided in a number of ways, such as extending the school day, providing tutoring before and after school, or providing additional services during regular school hours.</td>
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<tr>
<th><strong>Is a student automatically entitled to compensatory services because his/her special education programs and services provided through remote and/or hybrid instruction did not mirror the offer of FAPE on his/her IEP?</strong></th>
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<tr>
<td>No. During the COVID-19 pandemic, schools may not have been able to provide all education and related services in the same mode as typically provided. As such, during this period the provision of FAPE could include, as appropriate, special education and related services provided through remote and/or hybrid instruction at a frequency and/or duration that may differ from the IEP (see Question #1 of the March 27, 2020 guidance). Additionally, school districts were provided guidance that it was not necessary to amend IEPs because an alternate mode of instruction is used to provide special education and related services (see Questions #3 and #4 of the March 27, 2020 guidance). Alternative options for instruction and related service delivery, even when provided in a different mode, frequency and/or duration of services from the IEP recommendation, would not necessarily result in a denial of FAPE.</td>
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<th><strong>For students who did not receive full in-person instruction, must compensatory services be considered for those whose needs are so complex that they were not able to participate in or benefit from remote and/or hybrid instruction?</strong></th>
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<tbody>
<tr>
<td>Yes. For students with needs so complex that they were not able to participate in or benefit from special education programs and services in learning modalities other than full in-person instruction, the Committee must determine the type and extent of compensatory services that may be necessary to address a loss of skills.</td>
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<th><strong>What documentation should a Committee consider when determining whether a student requires compensatory services?</strong></th>
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<td>Documentation to support a Committee's compensatory service recommendation must include the school district’s provision of FAPE during COVID-19 and the student’s educational progress and achievement. The Committee must consider documentation of the services that were and were not provided due to the COVID-19 pandemic. Question #27 of the Supplement #1 guidance reminded districts that documentation must be maintained on the instruction and services that were provided to each student so that these activities may be communicated to the Committee. While no standardized documentation form is required, each school district’s documentation of services must at a minimum describe the learning modality/modalities made available to the student and the IEP.</td>
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services provided to the student during the COVID-19 pandemic along with any applicable related communication, agreement with or consent from the parent.

For the student’s educational progress and achievement, Committees must continue utilizing progress monitoring, adapted to address the learning modalities where necessary, to examine the student’s academic performance over time and evaluate the effectiveness of instruction during the COVID-19 pandemic.

School districts should maintain documentation of all attempts to provide IEP programs and services that were available to students through learning modalities other than full in-person learning as well as all contact and communication with parents and students. Documentation of parental refusal to have their child participate in the learning modality/modalities offered should be considered in determining whether there was a denial of FAPE.

Documentation to determine the provision of FAPE and student progress during the COVID-19 pandemic will assist the Committee when determining whether and to what extent compensatory services are needed to make up for any delay or disruption in educational programs and services due to this health crisis.

Committees may consider some or all of the following questions in their decision-making process:

- How long was the school closed and/or not providing full in-person learning?
- Was the student provided instruction or services in a learning modality/modalities other than full in-person learning (e.g., remote synchronous and/or asynchronous instruction and/or related services)? To what extent?
- What documentation is there to demonstrate that the student benefited from the learning modality/modalities described above? Was the student engaged and able to access the instruction and services?
- Is there documentation of the amount of instruction and services the student was provided during the learning modality/modalities described above (including dates, times, and duration)? If so, what amount of instruction and services did the student receive?
- Have there been changes in the student’s educational progress and achievement, including progress toward meeting IEP goals, and ability to participate in the general education curriculum? What are those changes?
- Are there indications that the student regressed during the time the student was not receiving full in-person learning? What specific skills regressed?
- Is there a possibility that the student will require extended school year services due to regression?
- Did any new needs develop for the student (e.g., emotional, medical, behavioral, academic) such that the student should be provided with additional special education or related services?


This list is not exhaustive. Each student’s circumstances will differ and the determination of compensatory services must be made on a student-specific individual basis.

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<th>How can districts pay for compensatory services?</th>
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<td>Compensatory services provided to remedy a past denial of FAPE may be paid for with IDEA Part B funds, including supplemental IDEA Part B LEA allocations under the federal American Rescue Plan (ARP) Act. In addition, such services are an eligible use of LEA allocations of federal Elementary and Secondary School Emergency Relief (ESSER) and Governor’s Emergency Education Relief (GEER) funds under the Coronavirus Aid, Relief, and Economic Security (CARES) Act, Coronavirus Response and Relief Supplemental Appropriations Act, 2021 (CRRSA Act) and ARP Act.</td>
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<th>Should parents be involved in the determination of compensatory services?</th>
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<tr>
<td>Yes. Committees should obtain and consider parental input in determining whether compensatory services may be needed, and, if determined necessary, how those services will be delivered.</td>
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<tr>
<th>If a Committee determines a student is entitled to compensatory services, where are these services documented?</th>
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<tr>
<td>Compensatory services may be documented as an amendment or modification to the IEP. The parent and school district may agree not to convene a Committee meeting for the purpose of making changes to a student’s IEP after the annual review meeting. Instead, they may decide to address changes such as the provision of compensatory services by developing a written document to amend or modify the student’s current IEP, in accordance with Commissioner’s Regulation section 200.4(g). If the latter occurs, and the parents and the school district agree to changes to the student’s IEP to provide for compensatory services, the school district must ensure that the student’s Committee is informed of those changes. Additionally, prior written notice of the Committee’s proposal or refusal to provide compensatory services, including the type, frequency, and location of compensatory services to be provided to the student, must be provided to the parent pursuant to Commissioner’s Regulation section 200.5(a).</td>
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</table>
**Can a student continue to receive compensatory services after his/her entitlement to FAPE ends (i.e., the student attained the age of 21 or earned a regular high school diploma)?**

Yes. Because compensatory services are a remedy for the past denial of educational and related services that were not originally provided, they are available even after the right to FAPE has ended. Therefore, a student’s attainment of age 21 or graduation with a regular high school diploma (i.e., local or Regents diploma) does not affect his/her right to compensatory services. The compensatory services, however, must be the type of educational and related services that are part of an elementary or secondary school education and not the provision of instruction or services at the postsecondary level. [USDE’s Office of Special Education Programs, Letter to Riffel, August 22, 2000].

**What options do parents have if they disagree with a Committee’s decision not to provide compensatory services or with the amount and/or type of services recommended?**

Parents of students with disabilities may resolve disputes with school districts regarding the provision of FAPE by pursuing one of the dispute resolution options provided for in the IDEA. A parent may file a State complaint directly with NYSED in accordance with Commissioner’s Regulation section 200.5(l), request mediation in accordance with Commissioner’s Regulation section 200.5(h), or file a due process complaint and proceed to hearing in accordance with Commissioner’s Regulation section 200.5(j).

**Can parents decline a school district’s offer of compensatory services?**

Yes. A parent can refuse an offer of compensatory services. School districts should document compensatory services offered as well as the parent’s refusal of the services. Prior written notice may be used to document an offer of compensatory services and the parent’s refusal of this offer. The prior written notice must be provided in the parent’s native language or other mode of communication unless it is clearly not feasible to do so.

**What is the difference between compensatory services and Extended School Year (ESY) services?**

While both compensatory services and ESY services must be determined by the Committee on an individualized basis for each student, the recommendations for compensatory services and ESY services are made based on different criteria.

Compensatory services are educational programs and services awarded or recommended to remedy the past denial of appropriate services that were not originally provided to enable the student to make appropriate progress in light of his or her circumstances, including any loss in skills that occurred as a result of a student not receiving education or services due to the COVID-19 pandemic.

ESY services are not a form of compensatory services. ESY services are a 12-month service and/or program for students determined to be eligible in accordance with sections 200.6(k)(1) or 200.16(i)(3)(v) of Commissioner’s Regulations whose disabilities require a structured learning environment of up to 12 months duration to prevent substantial regression.
It is important to remember that determinations regarding ESY services are prospective and not intended to make up for past denials of FAPE. (See Question #4 of USDE’s Questions and Answers on IDEA Part B Provision of Services - September 28, 2020.)

Relevant Laws/Regulations/Federal Policy

OSEP Questions and Answers on Providing Services To Children With Disabilities During The Coronavirus Disease 2019 Outbreak (March 12, 2020)
OSEP Letter to Lipsitt
OSEP Letter to Riffel
June 2021

TO: School District Superintendents
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FROM: Christopher Suriano

Subject: Considerations for Addressing the Impacts of the COVID-19 Pandemic: Promoting Equity in Educational Resources, Opportunities, and Welcoming Environments for Students with Disabilities

As Local Educational Agencies (LEAs) develop and implement plans to address the impacts of the COVID-19 pandemic on students and educators through new and existing funding streams, it is important to understand the role of special education services provided to students with disabilities and learning recovery programming being offered to all students. Evidence-based learning recovery strategies and interventions to meet student needs related to COVID-19 may include both district or schoolwide approaches to responding to students' social, emotional, and academic needs and also individualized approaches to providing specialized instruction and related services, consistent with students' individualized education programs (IEPs). Consistent with guidance from the United States Department of Education, these approaches are distinct.2 While both approaches provide significant value and learning opportunities for students with disabilities, district or schoolwide learning recovery strategies do not supplant students' IEP services and IEP services do not exempt students with disabilities from meaningful inclusion in general recovery services/interventions aimed at benefiting underserved student populations that have been disproportionately impacted by COVID-19.

2 ED COVID-19 Handbook, Volume 2: Roadmap to Reopening Safely and Meeting All Students’ Needs. Inclusion of students with disabilities in district or schoolwide interventions to address lost instructional time does not relieve a district of its responsibility to make individualized decisions required under the IDEA about needed special education and related services for a student with a disability.
Instead, these activities complement each other and must be recognized separately but coordinated comprehensively.

The New York State Department of Education (NYSED) Office of Special Education (OSE) has updated guidance on the 2021 Extended School Year Program and Compensatory Services to assist committees on special education/committees on preschool education (CSE/CPSE) in decision-making for how these special education services can address the needs of students with disabilities. It is anticipated that due to the impacts of COVID-19, more students with disabilities may require these strategies. As the plans schools develop to address the impact of the COVID-19 pandemic consider evidence-based interventions to respond to students’ social, emotional, and academic needs, this provides an opportunity to leverage new strategies and focus extended school year and compensatory services in a manner that also considers the additional and evolving needs of students with disabilities as a result of the pandemic.

Learning recovery and programming, including but not limited to strategies like in-school acceleration, tutoring programs, out-of-school time programs, and summer learning and enrichment are supplemental instruction that may be available to students, including those with disabilities, cannot replace a program of special education and related services based on a student’s IEP and the decisions of the CSE/CPSE. Although not a substitute for required special education services, students with disabilities are entitled to have equal access and meaningful inclusion in LEA general learning recovery and enrichment programming. This may be accomplished by: considering a variety of student learning needs and designing appropriate supports and accommodations for students with disabilities; implementing evidenced-based inclusive learning strategies including but not limited to Universal Design for Learning (UDL), Positive Behavioral Interventions and Supports (PBIS), Multi-tiered System of Supports – Integrated (MTSS-I); deployment of educators trained in specialized instruction; devoting time for professional development and team collaboration on effective approaches in the instruction of students with disabilities; adopting inclusive progress monitoring practices; and purposeful stakeholder engagement to consult students with disabilities, their families, and educators on learning recovery and enrichment activities.

The combination of responsive and appropriate special education services and equitable participation and inclusion in general recovery services aimed at underserved student populations that have been disproportionately impacted by COVID-19 will greatly benefit the students with disabilities in New York State. We appreciate these efforts and encourage parents, educators, and administrators to continue working together to meet the special needs of our students during the implementation of plans to address the impact of the COVID-19 pandemic on students.

Resources for Local Consideration:

U.S. Department of Education: Safer Schools and Campuses Best Practices Clearinghouse
National Center for Learning Disabilities: 9 Recommendations for Inclusive Learning Recovery for Students with Disabilities

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4 These resources are for informational purposes only. The views expressed herein do not necessarily represent the positions or policies of NYSED. No official endorsement by NYSED of any product, commodity, service or enterprise mentioned on the following websites is intended or should be inferred.