



# Every Student Succeeds Act (ESSA)

Hub Committee Summary Report



**COLORADO**  
Department of Education

## ESSA Overview

The 2015 Every Student Succeeds Act (ESSA) is a bipartisan measure that reauthorized the 50-year-old Elementary and Secondary Education Act (ESEA), the nation's national education law and longstanding commitment to equal opportunity for all students. ESSA includes provisions that help to ensure success for students and schools in the following areas:

- Advances equity by upholding critical protections for America's disadvantaged and high-need students.
- Requires—for the first time—that all students in America be taught to high academic standards that will prepare them to succeed in college and careers.
- Ensures that vital information is provided to educators, families, students, and communities through annual statewide assessments that measure students' progress toward those high standards.
- Helps to support and grow local innovations - including evidence-based and place-based interventions developed by local leaders and educators.
- Sustains and expands existing investments designed to increase access to high-quality preschool.
- Maintains an expectation that there will be accountability and action to effect positive change in our lowest-performing schools, where groups of students are not making progress, and where graduation rates are low over extended periods of time.

## Colorado's ESSA State Plan Development

Each state in the nation is charged with creating their own plan for meeting the goals of ESSA. Once accepted by the US Department of Education, each state plan describes the manner in which that state will use funds distributed by the US Department of Education.

After embarking upon an initial statewide ESSA listening tour in the spring of 2016, the Colorado Department of Education (CDE) began to develop a draft of the ESSA state plan and the stakeholder engagement work that would support it. Under the guidance of the State Board of Education, the CDE used a Hub/Spoke Committee structure for ESSA state plan development.

## ESSA Hub Committee Summary Report

The purpose of the ESSA Hub Committee was to provide oversight of the ESSA state plan development by individuals who represent a diverse set of key education stakeholders. The goal of the committee was to review recommendations from the ESSA topical spoke committees and make recommendations to the State Board of Education for decisions to be included in Colorado's ESSA state plan. A consensus model and facilitator were used for all meetings. All meetings were open to the public and a synopsis of each meeting was also made publicly available on the CDE website.

**Each state in the nation is charged with creating their own plan for meeting the goals of ESSA.**



The Spoke Committee process was extensive and included 7 Spoke Committees, each focused upon a specific section of the ESSA plan:

- Stakeholder Consultation and Program Coordination
- Standards
- Assessment
- Accountability
- School Improvement
- Effective Instruction and Leadership
- Title Programs and Assurances

ESSA topical Spoke Committees addressed state plan requirements in the draft of their ESSA plan section; thoroughly reviewed drafts with constituency groups as needed and appropriate; considered and responded to feedback from ESSA listening tours; and provided updates to, and reviewed plans with, the ESSA hub committee throughout the submission process. Staff members from the CDE supported and participated in the committee structure. Together these committees:

- Met over 30 times to review public input and discuss decision points before arriving at recommendations to the Hub committee
- Included 130 Spoke Committee Members
- Reviewed over 840 responses to online surveys eliciting public input on specific ESS plan decision points

The Hub Committee met for a total of nine (9) times from August 2016 through March 2017. Initial meetings provided background information and context to committee members. The majority of Hub Committee meetings focused upon specific sections of the ESSA state plan. After a review of decision points, including recommendations from the relevant Spoke Committee, Hub Committee members discussed each decision point until they were able to arrive at a final recommendation. The recommendations of the Hub Committee were then presented to the State Board of Education and used by CDE staff to prepare a draft of the state plan. The entire draft of the state plan was then subject to additional review before final adoption by the State Board of Education.

- A draft of the state plan was provided to Colorado Governor John Hickenlooper on February 10, 2017 for his review over a 30-day period.
- The draft ESSA state plan was also posted on the CDE website for public review and comment. The public comment period opened on February 10, 2017 and closed on March 13th. A Spanish language version of the state plan was posted on February 24th, and closed on March 27th.
- Comments received were reviewed on a weekly basis and incorporated into the state plan draft as appropriate.
- The Colorado State Board will be asked to approve submission of the ESSA plan to the United States Department of Education (USDE) at its meeting on April 13, 2017.

### ESSA PLAN TIMELINE



## Hub Committee Membership

Along with two members of the State Board of Education, members of the ESSA Hub Committee were appointed by the State Board of Education and Colorado Commissioner of Education to serve in a representative capacity.

- Angelika Schroeder, State Board of Education
- Steve Durham, State Board of Education
- Hon. Brittany Pettersen, Colorado House of Representatives (Lakewood)
- Hon. Jim Wilson, Colorado House of Representatives (Salida)
- Evy Valencia, Office of Colorado Governor John Hickenlooper
- Ernest House, Jr., Colorado Commission on Indian Affairs
- Ken DeLay, Colorado Association of School Boards
- Lisa Escárcega, Colorado Association of School Executives
- Don Anderson, Colorado BOCES Association
- Diane Duffy, Colorado Department of Higher Education
- Kerrie Dallman and Linda Barker, Colorado Education Association
- Jesus Escárcega, Colorado ESEA Committee of Practitioners Dan Schaller, Colorado League of Charter Schools
- Luke Ragland, Colorado Succeeds
- Carolyn Gery, GOAL Academy
- Ross Izard, Independence Institute
- Jim Earley, Parent
- Kirk Banghart, (Moffat School District) President of Rural Alliance
- Jeani Frickey Saito, Stand for Children Colorado
- Sean Bradley, Urban League of Metropolitan Denver

*(Note: Not all Hub members are shown in this picture). Back row left to right: Sean Bradley, Urban League of Denver; Steve Durham, State Board of Education; Katy Anthes, Education Commissioner; Kerrie Dallman, Colorado Education Association; Ross Izard, Independence Institute; Don Anderson, Colorado BOCES Association; Jesus Escarcega, Colorado ESEA Committee of Practitioners. Front row left to right: Angelika Schroeder, State Board of Education; Lisa Escarcega, Colorado Association of School Executives; Evy Valencia, Governor's Office; Jeani Frickey Saito, Stand for Children; Luke Ragland, Colorado Succeeds.*



## Hub Committee Recommendations

The committee sought consensus whenever possible. If the Hub was unable to arrive at a consensus, the majority opinion was reflected in the Hub Committee recommendations for the ESSA plan. Out of approximately 25 total decisions, there were only three instances when a consensus of the full Hub committee could not be reached. In those three instances, Hub committee members whose opinion was not reflected in the recommendation were invited (but not required) to prepare a written explanation of the rationale for their decision. Those minority opinions are available online at:

[http://www.cde.state.co.us/fedprograms/essa\\_stateplandevlopment](http://www.cde.state.co.us/fedprograms/essa_stateplandevlopment).

### The following shared core values guided the review and adoption of the Hub committee

- Colorado's kids are at the center of decision making
- Equity of opportunity
- Improvement for our most challenged schools
- Transparency for schools and districts
- Flexibility
- Practicality
- Efficiency



| ESSA Plan Section | ESSA Plan Requirements   | <b>Hub Recommendations*</b><br><i>*Unless otherwise indicated, all recommendations reflect the consensus of the entire Hub Committee membership</i>   |
|-------------------|--|---|
| Standards         | <p><b><i>Has Colorado adopted challenging academic standards in math, reading or language arts, and science as well as standards for English language proficiency?</i></b></p>   | <p>Colorado will inform the United States Department of Education (USDE) that it has adopted and is implementing challenging standards in math, science, and reading/language arts and for English language proficiency as required by ESSA.</p>  |
| Assessment        | <p><b><i>Advanced Mathematic coursework</i></b><br/>                     – Will the State continue to use the exception for students in eighth grade to take end-of-course high school mathematics assessments?</p> <p><b><i>Languages other than English</i></b><br/>                     – How will the State Educational Agency define “languages other than English that are present to a significant extent in the participating student population?”</p> <p><b><i>Identify any existing assessments in languages other than English, and specify for which grades and content areas those assessments are available.</i></b></p> | <p>Colorado will continue to use the exception for students in eighth grade to take end-of-course high school mathematics assessments. Public feedback encouraged expanding this flexibility beyond 8th grade. However, ESSA statute limits the flexibility to 8th grade and that expanding the flexibility to 7th grade would require a waiver from the USDE.</p> <p>Consistent with Office of Civil Rights precedent, Colorado will define “languages other than English that are present to a significant extent in the participating student population” as 5% or 1000 persons, whichever is less, of the state grade level English learner population eligible to be served or likely to be affected. That is, students of a language background within a grade level who have received content instruction in that language within the last year. Spanish is the only language that is present to a significant extent in the participating student population in Colorado.</p> <p>Colorado has Spanish trans-adapted accommodated assessments for all CMAS math and science assessments. Local translations for all other languages are allowed consistent with the students’ instructional and local assessment experience. Colorado intends to continue with this approach. Additional native language accommodations, such as word-to-word glossaries, are also available. Lastly, Colorado has a Spanish language arts assessment that mirrors the English language arts assessment in grades 3 and 4.</p> |
| Accountability    | <p><b><i>Long-term goals and interim measures</i></b><br/>                     – How will Colorado identify long-term goals and interim measures that Colorado will use in its accountability system to measure school performance?<br/>                     – What timeline should Colorado use for the long-term goals?<br/>                     – How frequently should the interim measures be evaluated?<br/>                     – What interim targets should Colorado set for student groups?</p>  | <p>Colorado will use mean scale scores for the achievement metric for interim measures and long term goals, and will base long term goals on cut-scores informed by historical data. CDE will establish graduation rate targets that consider the 4-year plus extended-year, adjusted cohort graduation rates. *</p> <p><i>*The Hub was unable to arrive at full consensus; as a result, this recommendation reflects the recommendation of a majority of Hub members.</i></p> <p>Colorado will use a 6-year timeline for long term goals.</p> <p>Colorado will evaluate the interim measures every 2 to 3 years.</p> <p>Colorado will use the same interim targets for all students and disaggregated groups.</p>  |



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| Accountability    | <p><b>English learner progress measure(s)</b><br/>                     – How will Colorado define and measure progress towards English language proficiency in statewide accountability?</p> <p><b>English learner assessment policy (first year in U.S.)</b><br/>                     – What policy option should Colorado use concerning testing English learners on English language arts assessments in their first year in the U.S.?</p> <p><b>“Other indicator” of school quality or student success</b><br/>                     – How will Colorado define and measure an indicator of school quality or student success to be added to the statewide accountability indicators?</p> | <p>Colorado will continue to use the existing accountability sub-indicator for English language proficiency growth – median student growth percentile (MGP) on the WIDA ACCESS assessment. MGP metric provides information on how much progress students with two+ consecutive years of WIDA ACCESS scores have made in acquiring English proficiency in comparison to their English proficiency peers.</p> <p>When available, add a sub-indicator measuring growth-to-a-standard on WIDA ACCESS to ensure that students are on track for reaching the highest language proficiency within the timeline established by Colorado language proficiency historical data.</p> <p>If a student has been enrolled in a US school for less than 12 months and is classified as Non-English Proficient (NEP) – based on the WIDA screener and local body of evidence – he or she is exempt from taking the CMAS PARCC ELA assessment. A student’s parents can opt the child into testing if they choose, and the score results will be used for accountability and growth calculations.</p> <p>If a student has been enrolled in a US school for less than 12 months and is classified as Limited English Proficient (LEP) or Fluent English Proficient (FEP) – based on the WIDA screener and local body of evidence – he or she should be assessed on the CMAS PARCC ELA assessment.</p> <p>In the short-term (2018 inclusion), Colorado will use the reduction of chronic absenteeism for elementary and middle school students. These rates are currently being collected as part of the CDE School Discipline and Attendance data submission. Dropout rates will be used to meet the ESSA requirements for high school students. CDE will need to add disaggregated dropout rates.</p> <p>CDE will develop a long-term plan for the ‘other indicator’ based on feedback obtained from the Accountability Work Group (AWG). The resulting recommendations would be brought to the SBE no later than June 2018. The AWG will consider climate indicators, postsecondary and workforce readiness indicators, and social-emotional learning measures.</p> |



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| Accountability    | <p><b>Minimum number of students</b></p> <ul style="list-style-type: none"> <li>– What will be the minimum number of students that must be in a group before schools will be held accountable for that group?</li> <li>– How will Colorado define and include "students from all major race and ethnicity groups" in accountability?</li> <li>– What will be the method(s) and criteria that Colorado will use to identify schools for comprehensive and targeted support and improvement, as well as criteria and timeline for exiting schools from 8</li> </ul> <p><b>Method for identifying and exiting comprehensive and targeted schools for support and improvement</b></p> <ul style="list-style-type: none"> <li>– What will be the method(s) and criteria that Colorado will use to identify schools for comprehensive and targeted support and improvement, as well as criteria and timeline for exiting schools from comprehensive support?</li> </ul> <p><b>Participation requirement</b></p> <ul style="list-style-type: none"> <li>–How will Colorado include the 95% participation requirement in the system for differentiating school performance?</li> </ul> | <p>Colorado will use a minimum N of 16 for student achievement and a minimum N of 20 for student growth.</p> <p>To strike a balance between maximizing the transparency of the disaggregated group performance and the inclusion of the most students in our accountability system, Colorado will use individual disaggregated groups for any race or ethnic group that meets the minimum N for a given school and a combined group for any individual groups that have fewer students than the minimum N, but combined meet the minimum N.</p> <p>Colorado will identify the lowest performing 5% of Title I schools and high schools with graduation rates below 67% for comprehensive support. Once identified, schools will remain on the list of comprehensive schools for three years, regardless of student performance. Schools will be exited after three years if they no longer meet the criteria that led to their identification.</p> <p>Schools not identified for comprehensive support under one of the two categories described in the above paragraph, and have at least one student group that performs in the lowest category for that student group(s), but continues to meet the identification criteria for three years, will also be identified for comprehensive support.</p> <p>For the identification of targeted support schools, Colorado will use the same methodology it will use to identify the lowest 5% of Title I schools. Schools will be identified for targeted support when it has not been identified for comprehensive support, but has at least one student group that performs in the lowest five percent. Schools will be exited from targeted support status if, after three years, they no longer meet the identification criteria.</p> <p>Consistent with current practice, Colorado will calculate and report assessment participation rates. Schools and districts with accountability participation rates under 95%, will address their participation data as part of their unified improvement plan. CDE will continue to provide assessment communication materials to schools and districts in the state. Finally, school and district ratings will be lowered if accountability participation rates fall below 95% in two or more content areas. Accountability assessment participation rates will exclude parent excusals.</p> |





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| <p>School Improvement</p>                   | <p><b><i>How will CDE allocate the required 7% of the state Title I funds to support identified schools for school improvement?</i></b></p> <p><b><i>How will the State Educational Agency define, determine, and establish ‘evidence-based’ interventions?</i></b></p> <p><b><i>What supports and direct services will CDE offer districts with identified comprehensive and targeted schools?</i></b></p>   | <p>Colorado will award school improvement funds in a manner that strategically allocates fiscal and programmatic resources to identified schools using a “needs-based” approach. Colorado will consolidate multiple school improvement grant applications into a single annual application process. The process will match identified needs with differentiated services and grant dollars for a three-year period. *</p> <p><i>*The Hub was unable to arrive at full consensus; as a result, this recommendation reflects the recommendation of a majority of Hub members.</i></p> <p>The state will assemble a list of evidence-based interventions, strategies, and partnerships that can offer support to the range of needs in identified schools. The list is intended to be a resource and reference for districts and schools rather than a required selection list. The list will evolve over time to incorporate the most recent research and will be structured to gather and disseminate user feedback and input on their experience with the selected strategy/partnership/intervention.</p> <p>The state will align existing strategies and develop new strategies that differentiate support for comprehensive and targeted improvement schools. Technical assistance will include: needs analyses and diagnostic review opportunities, improvement planning support, performance management tools and processes, community engagement, differentiated support for each school’s unique context, high quality professional learning, evidence-based strategies, and cycles of reflection, analysis, and planning. School districts may also design their own intervention systems that meet the evidence-based criteria.</p> |
| <p>Effective Instruction and Leadership</p> | <p><b><i>For the purpose of ensuring and reporting equitable access to teachers as required by ESSA, how should CDE define inexperienced?</i></b></p> <p><b><i>For the purpose of ensuring and reporting equitable access to teachers as required by ESSA, how should CDE define ineffective?</i></b></p> <p><b><i>For the purposes of ensuring and reporting equitable access to teachers as required by ESSA, how should Colorado define an ‘out-of-field’ teacher?</i></b></p> | <p>An inexperienced teacher will be defined as a teacher who has 0-2 years of experience teaching in a K-12 setting.</p> <p>An ineffective educator has received an annual evaluation, based on Colorado’s Educator Quality Standards, that results in a rating of Ineffective or Partially Effective.</p> <p>A teacher will be determined to be out-of-field if they do not hold at least one of the following in the subject area in which they have been assigned to teach:</p> <ul style="list-style-type: none"> <li>• Endorsement on a Colorado teaching license</li> <li>• Degree (B.A. or higher)</li> <li>• 36 semester hours</li> <li>• Passing score on an approved content exam*</li> </ul> <p><i>*The Hub was unable to arrive at full consensus; as a result, this recommendation reflects the recommendation of a majority of Hub members.</i></p>   |



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| Effective Instruction and Leadership | <p><b><i>The USDE instructs the State Educational Agency to calculate teacher equity using only low-income and minority students in Title I schools when compared to non-low-income and non-minority students in non-Title I schools. Currently, CDE includes all schools when calculating equity and believe this is the better method.</i></b></p> <p>– Should CDE continue to include all schools when calculating equity?</p> <p><b><i>ESSA requires local education agencies to develop a plan for addressing any disproportionate rates or teacher inequities if and when they are discovered. Currently, this plan requirement is met within the Unified Improvement Plan (UIP).</i></b></p> <p>– Should this plan remain in the UIP?</p> <p><b><i>Describe how the SEA will improve the skills of teachers, principals, or other school leaders in identifying students with specific learning needs and providing instruction based on the needs of such students. For the purpose of ensuring and reporting equitable access to teachers as required by ESSA, how should CDE define inexperienced?</i></b></p> | <p>Colorado will continue to include all schools when calculating teacher equity.</p> <p>Colorado will continue to use the Unified Improvement Plan to meet the teacher equity plan requirement.</p> <p>Based on the areas highlighted by stakeholders, CDE will provide virtual and in-person professional development tied to the identified needs of students. This professional development will be offered on an ongoing basis in order to ensure all Colorado educators have the opportunity to participate.</p> |
| Title Programs and Assurances        | <p><b><i>Can Colorado provide the required general and program-specific assurances?</i></b></p>  | <p>As a condition for Colorado to receive funding under ESSA, CDE must provide a set of assurances to the USDE related to general administrative procedures as well as program specific requirements. These assurances apply not only to CDE, but also to school districts. Together with stakeholders, CDE reviewed all required assurances, believes that the State and school districts are in a position to comply with the requirements, and recommended providing the required assurances to the USDE.</p>       |





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