COLORADO
Department of Education

# Every Student Succeeds Act (ESSA) Hub Committee

**August 8, 2016**

# Agenda

- **Welcome and Introductions**
- **Role and purpose of the ESSA Hub Committee**
- **ESSA State Plan Development Process**
  - Timeline
  - Hub and Spoke committees
- **Norms and Decision-Making**
- **Context Setting**
- **ESSA State Plan Requirements and Decision Points**
- **ESSA Listening Tour Feedback**
- **Wrap-Up**

# Welcome and Introductions

# Introductions

- **Name, role, organization**
- **Why do you want to be a member of this committee?**
- **What one word describes your feelings about the Every Student Succeeds Act?**

# Role and Purpose of the ESSA Hub Committee

# Charge for the Hub

- **Acting in an advisory capacity to the Department, oversee Colorado's process of ESSA state plan development.**

- **The purpose of this committee is to deliver to the State Board of Education a draft of Colorado's ESSA plan  that reflects the final consensus of the committee, the constituencies the members represent, and is in alignment with the vision of the State Board.**

# ESSA State Plan Development Process

# Timeline Overview
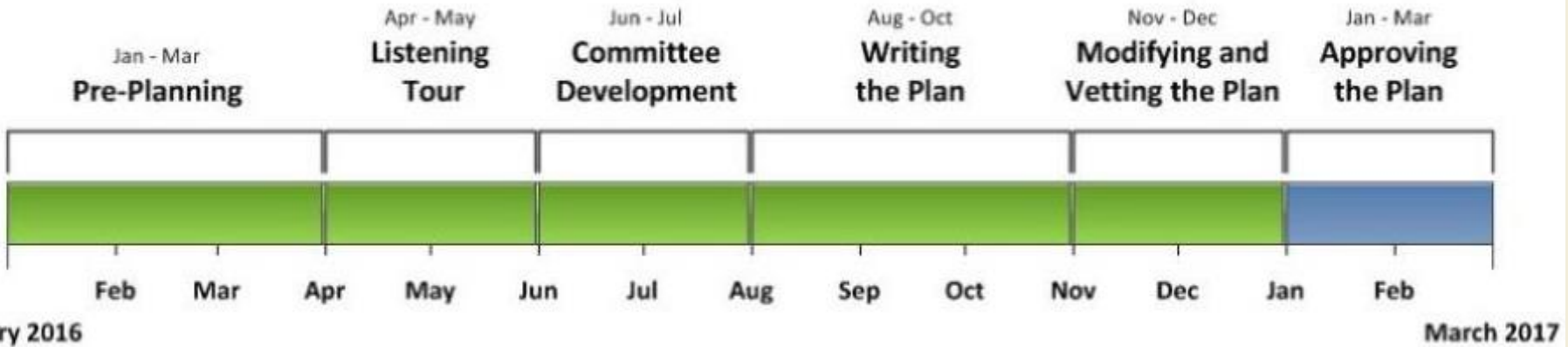


**Colorado must submit an ESSA state plan by March 6 or July 3, 2017, per the proposed regulations.**

# ESSA State Plan Development



ESSA LISTENING TOUR INPUT

**APPROVAL***

- Colorado Department of Education
- Governor's Office
- State Board of Education
- ESSA Committee of Practitioners

*List of approvers is dictated in the federal law.*

**CRITICAL PARTNERSHIPS FOR INPUT THROUGHOUT THE PROCESS**

- General Assembly
- School Districts
- Education organizations
- Advocacy Groups
- Parents, students & community

# Hub and Spoke Committee Process

- **Charge of spoke committees:**
    - Review ESSA requirements and regulations, existing Colorado state law and rules, and ESSA Listening Tour and other stakeholder feedback to:
        - Draft, review, and revise sections of Colorado's ESSA State Plan;
        - Provide recommendations on content specific decision points
        - Identify possible areas for additional flexibility in state legislation
        - Propose responses to and provide justifications for decisions made concerning stakeholder feedback; and,
        - Present and submit draft sections, recommendations , and summaries of the ESSA state plan work to the Hub committee.

# Hub and Spoke Committee Process

- **Spoke committees will present to the Hub on a rolling basis**
    - Each spoke will provide materials in advance of the meeting in which they will present.
    - Agendas, minutes and materials will all be posted here: http://www.cde.state.co.us/fedprograms/essa_stateplandevelopment

# Norms and Decision Making

# Norms

- **Participate – be present and contribute**
- **Represent your constituents, colleagues and the State of Colorado**
- **Speak your mind – this is a safe space**
- **Be a problem-solver**
- **Honor thoughts of all**
  - Everyone and every idea is respected
  - Control your sidebars and your technology
- **Balance listening and speaking**
- **Help to ensure that all voices are heard**
- **Provide feedback on the process and product**

# Goal of the Hub Committee

- **The passage of ESSA offers us a chance to review our priorities for education in Colorado.**

- **We need to always keep in mind the intersections of state and federal law.**

- **There will very likely be some differing opinions on parts of the ESSA plan within this group.**

- **Let's take a minute and write down your individual vision of what the education of any child in this state should look like.**

- **That vision is, in aggregate, the goal of this group.**

# Decision-Making

- **How does this group want to make decisions?**
  - Consensus?
  - Vote?
  - Minority opinions?

- **How do we get to a recommended state plan that everyone can support/live with, so that we can ensure we get to the most important part of all this- implementation?**

# Context Setting

# Historical & Current Context

- **Reauthorization of ESEA – Every Student Succeeds Act (ESSA)**
- **Signed into Federal law on December 10, 2015**
- **Replaces the No Child Left Behind Act**
- **Replaces the ESEA Flex Waiver, expired on August 1$^{st}$ – largely used state law to meet federal requirements**
- **ESSA establishes broad policy requirements for states and school districts:**
  - Academic Standards
  - Aligned Assessments
  - School Accountability
  - School Improvement
  - Teacher Quality
- **Creates programs and provides funding to support state and local implementation of the requirements**

# USDE Proposed ESSA Rules

- **Proposed rules regarding ESSA accountability, reporting, and state plans**
  - Comments were submitted on August 1
    - CDE submitted comments where it believes proposed rules went beyond Secretary's authority and/or contained unworkable requirements
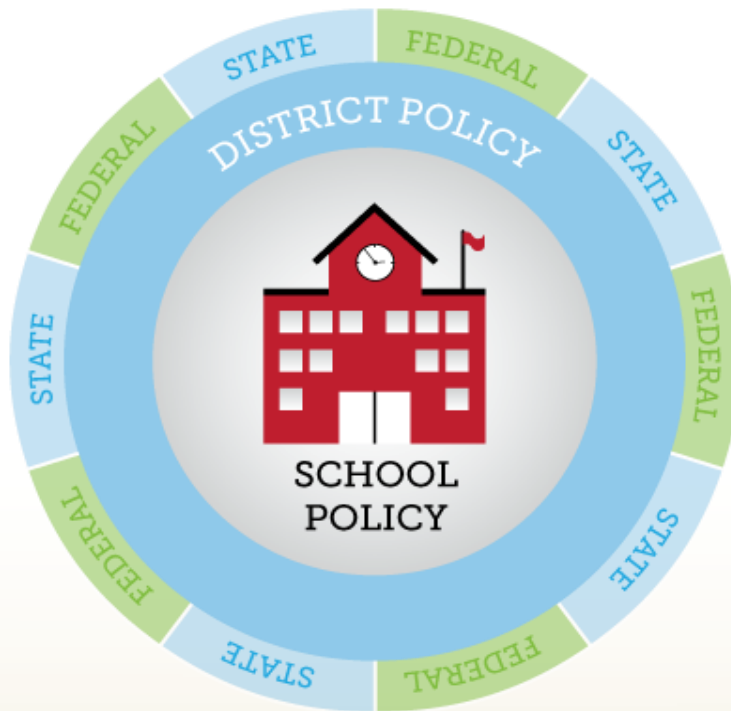  - USDE has 120 days to finalize and release.

# USDE Proposed ESSA Rules - Assessment and Assessment Pilot

- **Proposed rules regarding assessments and assessment pilot**
  - Comments due September 9

# Current Context

- **Existing Colorado Education Law**



**SCHOOL/DISTRICT POLICY**
- Curriculum
- Instructional methods
- Day-to-day structure
- Hiring teachers
- Local assessments, etc.

**STATE POLICY**
- Licensure requirements
- Standards
- Specific state assessments, etc.

**FEDERAL POLICY**
- Broad goals for students
- Civil rights requirements
- Broad outline for assessments
- Requirements for standards, etc.

# Accountability Context Multiple Systems – One Dimension

- **In the late 90s - early 2000s, Colorado was blossoming with different accountability measures, but all focused on achievement.**

| District Accreditation (State) | School Accountability Reports (SARs) (State) | Adequate Yearly Progress (AYP) (NCLB) |
|---|---|---|
| • State- districts<br>• Achievement= % Proficient and Advanced and weighted index | • State- schools<br>• Achievement = Weighted index | • Federal- districts and schools<br>• Achievement = % Partially Proficient, Proficient and Advanced |

← Achievement →

# Accountability Context Beginning to Align

■ **The Education Accountability Act, SB09-163 took us forward by aligning state school and district accountability.**

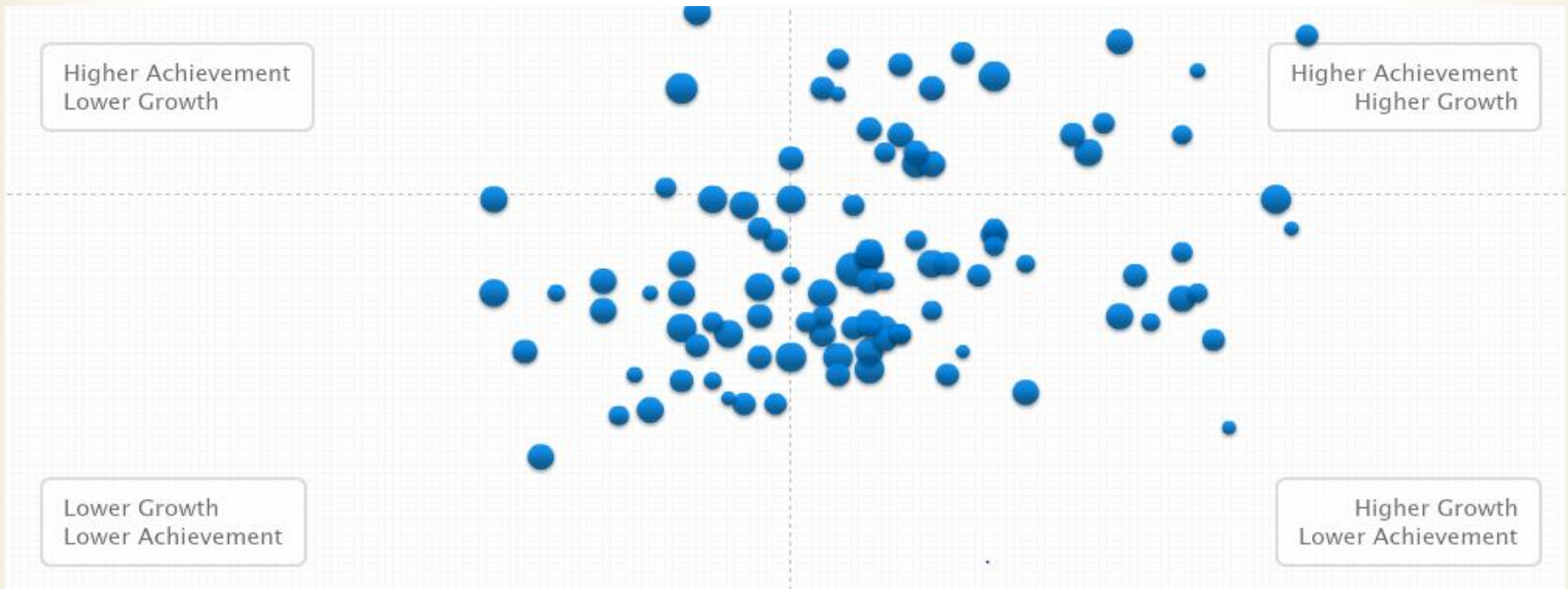| School and District Performance Frameworks (State) | Adequate Yearly Progress (AYP) (NCLB) |
|---|---|
| • State- districts and schools<br><br>• Achievement and Growth | • Federal- districts and schools<br><br>• Achievement = % Partially Proficient, Proficient and Advanced |

# Accountability Context Multiple Dimensions

- **The Education Accountability Act, SB09-163 also added the important dimension of growth to understanding student academic performance**

# Accountability Context Mostly Aligned

- **The 2012 approval of Colorado's ESEA Waiver brought state and federal accountability into much greater alignment.**

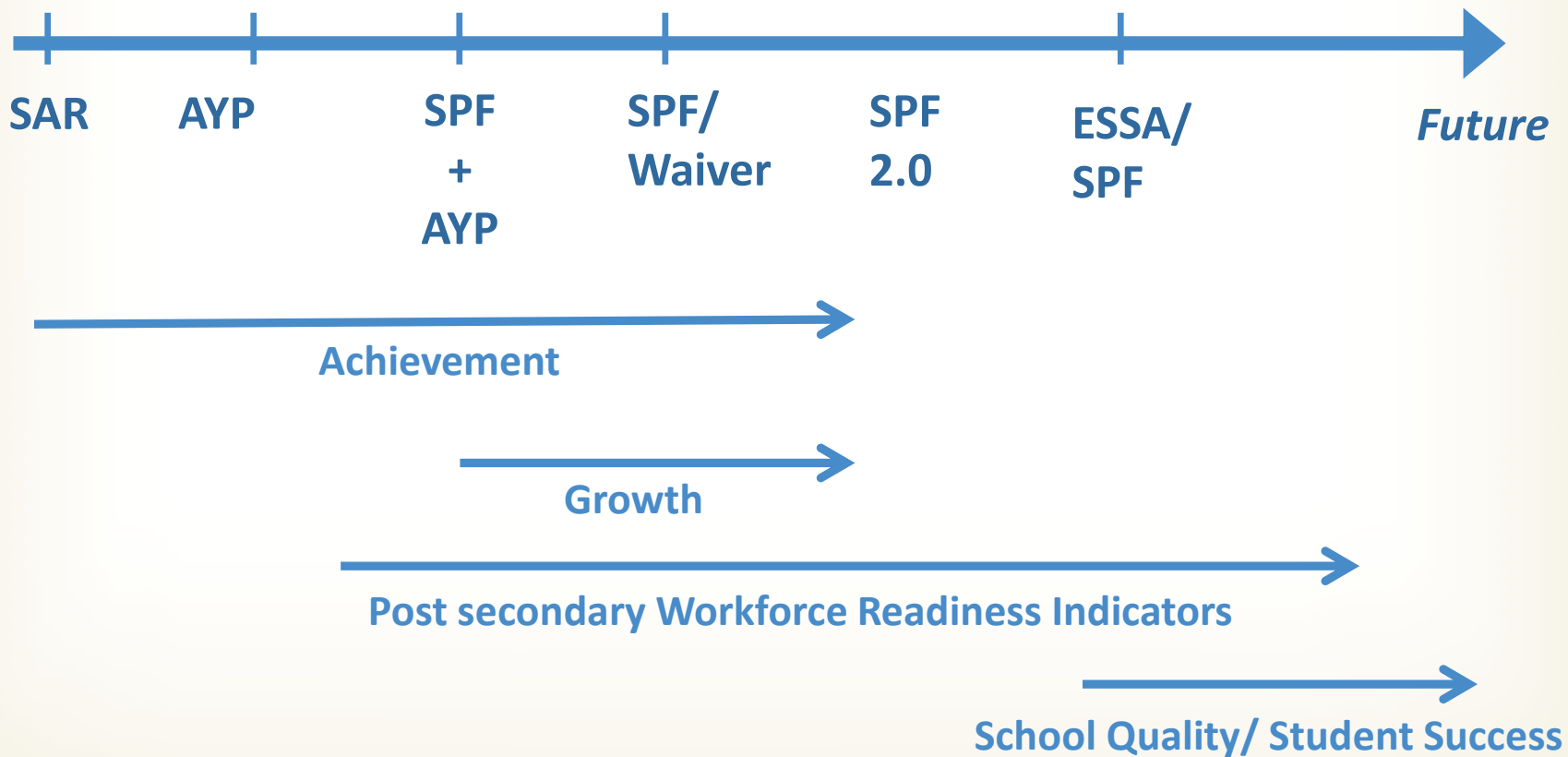**School and District Performance Frameworks (state and federal)**

- State- districts and schools
- Achievement and Growth

Title I School identification (federal)

# Accountability Context
# What's next?

SAR  AYP  SPF + AYP  SPF/ Waiver  SPF 2.0  ESSA/ SPF  *Future*

Achievement

Growth

Post secondary Workforce Readiness Indicators

School Quality/ Student Success

# ESSA State Plan Requirements and Decision Points

# State Plan Requirements

The components are:

- **Consultation and Coordination**
- **Challenging Academic Standards and Academic Assessments**
- **Accountability, Support, and Improvement for Schools**
- **Supporting Excellent Educators**
- **Supporting All Students**

# Programs Included in the Consolidated State Plan

- Title I, Part A: Improving Basic Programs Operated by State and Local Educational Agencies
- Title I, Part B, Section 1201: Grants for State Assessments and Related Activities
- Title I, Part C: Education of Migratory Children
- Title I, Part D: Prevention and Intervention Programs for Children and Youth Who Are Neglected, Delinquent, or At-Risk
- Title II, Part A: Supporting Effective Instruction
- Title III, Part A: Language Instruction for English Learners and Migrant Students
- Title IV, Part A: Student Support and Academic Enrichment Grants
- Title IV, Part B: 21st Century Community Learning Centers
- Title V, Part B, Subpart 2: Rural and Low-Income School Program
- Title VII, Subpart B of the McKinney Vento-Homeless Assistance Act: Education for Homeless Children and Youths

# Decision Points-Accountability Work Group

- **English learner progress measure(s)**
- **"Other indicator" of school quality or student success**
- **Participation requirements**
- **Long-term goals and interim measures**
- **N size and reporting rules**
- **Method for identifying comprehensive and targeted support schools**
- **English learner assessment policy (1st year in US) (shared with assessment spoke)**

# Decision Points – School Improvement and Support

- **SEA supports for identified schools**
  - Definitions, timelines, interventions, and supports
    - Comprehensive Support Schools
    - Targeted Support Schools
- **Allocation of School Improvement resources**
  - CDE must reserve 7% of the state Title I allocation to support identified schools
    - Formula v. Competitive
    - Direct services to districts with identified schools
- **Identify and define "evidence-based" interventions**
  - Definition
  - List of approved interventions?

# Decision Points – Effective Instruction and Leadership

- **ESSA eliminates "highly qualified teacher" requirement from No Child Left Behind**

  - Teachers must meet state licensure requirements

  - Report data on the professional qualifications of teachers

    - Whether low-income and minority students are being served at disproportionate rates by "ineffective, out-of-field, or inexperienced teacher"

- **ESSA gives states discretion to define defining the following terms:**

  - Effective/ineffective teacher (defined in Colorado statute)

  - Qualified/unqualified teacher (defined in Colorado statute)

  - In/Out-of-field teacher (this may be defined in Colorado statute)

# Decision points – Title Programs

- **Process to collect ESSA plan requirements**
  - CDE must have a plan on file, content defined in statute
    - Multi year plan?
    - How best to incorporate new grants and newly allowable activities?
    - How best to collect plans as part of the Consolidated Application?
    - Relationship to UIP
  - States may reserve up to 3% of their Title I, Part A allocation for grants in support of direct student services.
- **Should CDE reserve an additional 3%**
  - Requires the State to establish and implement standardized statewide criteria for entrance and exiting of English language development programs*
  - Colorado issues entrance and exit criteria through guidance– USDE regulations will determine if our current practices will meet state plan requirements

# ESSA Listening Tour Feedback

# What We Have Heard

- **ESSA Listening Tour**
  - CDE visited 7 locations around the state, held a virtual session, and attended nearly 40 additional ESSA meetings and events throughout May and June to solicit stakeholder feedback on ESSA State Plan Development.
  - CDE reached more than 1,500 people throughout the listening events and received more than 3,800 comments.

- **CDE compiled feedback on major decision points for:**
  - Standards, Assessment, and Accountability
  - Quality Instruction and Leadership

# Standards, Assessments, and Accountability

# Standards Requirements

- **ESSA Requirements:**
  - Challenging statewide standards in math, reading or language arts, and science
    - Aligned with higher education and CTE expectations
  - Alternate achievement standards for students with the most significant cognitive disabilities
  - Standards for English-language proficiency
- **Colorado Requirements:**
  - Colorado Academic Standards include 10 content areas:
    - Dance, drama, music, visuals arts, theater arts, social studies, physical education, and world languages
  - Colorado Academic Standards must be reviewed by July 2018

# ESSA and State Requirements: Assessments

- **ESSA Requirements:**
  - High quality, valid, reliable and fair annual assessments that are the same for all students in the State approved through Peer Review
  - Assessments aligned to the full breadth and depth of the standards
  - Math and English language arts in grades 3-8 and once in high school
  - Science once each in elementary, middle and high school
  - Alternate assessments
  - English language proficiency assessments
- **Differing Colorado Requirements:**
  - Three high school assessments: (9th grade ELA/math, PSAT and SAT)
  - Social studies assessments once each in elementary, middle and high school on a sampling basis
  - Consortium membership

# How should we measure student progress toward meeting the standards?

- **Assessments**
  - Rely on formative assessments to measure student progress.
  - Develop assessments that are meaningful to parents and students.
  - Return results in a timely manner so that they can influence teaching and learning.
  - Desire for consistency
- **Alignment Across Schools, Standards and the State**
  - Measures should parallel the content of classroom instruction.
  - State-mandated standardized tests should align with to local and/or interim assessments.
  - Statewide requirements should match federal assessment requirements.
  - However, many cited the challenge of instating a statewide measure of progress given the diverse geographic regions and student populations throughout Colorado.
- **Body of Evidence**
  - Use multiple measures and methods of both qualitative and quantitative data throughout the year.
  - Main example given was a series of competency-based or project-based evaluations.

# Accountability Requirements

- **ESSA Requirements**
  - Indicators
    - Achievement on state tests (overall & disaggregated)*
    - Growth on state tests (overall & disaggregated)*
    - Graduation rates (overall & disaggregated)*
    - English language proficiency of English learners*
    - Other School Quality and Student Success (overall & disaggregated)
      - Valid, reliable, same state-wide and differentiates performance
  - 95 percent participation requirement

* Colorado Requirements

# What measures of school quality or student success should be included in the school accountability system?

- **Climate & Culture**
  - Examples included gauging teacher satisfaction, professional learning opportunities for staff and leadership, access to post-secondary readiness opportunities, student health and wellness, student behavior and discipline, and parent and community engagement.
- **Capture Climate & Culture indicators through surveys (student, parent, TELL, etc.).**
- **Attendance or chronic absenteeism**
- **Engagement (student, parent/family, community)**
- **Growth**
- **Other Non-academic Factors**
  - Health and Wellness
  - Social-Emotional Learning
  - "Whole Child"
- **Other Academic Factors**
  - Graduation and/or completion rates
  - College and career readiness
- **Use existing measures and repurpose what we are already collecting.**

# Participation Requirements

- **Colorado's ESSA state plan must provide a clear and understandable explanation of how the state will factor in 95% participation into our statewide accountability system.**
  - ESSA requires 95% of students to be assessed
  - Impact on accountability and achievement calculations
- **State law requires districts to have policies in place for notifying parents of the option to excuse their students from testing and procedures for parents to do so.**
- **The State Board of Education passed a resolution prohibiting schools and districts from being held liable for parents choosing to excuse their students from testing.**
  - funding is not withheld

# How should the state consider the 95% assessment participation requirement?

- **Purposeful assessments**
  - Assessments that are purposeful and meaningful for students, parents, and teachers; not burdensome on teachers/administrators; developmentally appropriate; with timely results.
- **Non-punitive**
  - Onus for participation should not be placed on districts because of the current state law allowances in opting out of assessments.
- **"Don't Count Opt Out"**
  - Not counting the percentage of students who do not take assessments in district rates/data.
- **Incentives**
  - Offering incentives for districts that are able to meet the requirement without punishing the ones that are unable to.
- **The assessment should have buy-in from parents and teachers.**
- **The state should consider student demographics and district characteristics.**
  - Some districts have their highest achieving students opt out, while some small/rural district *n*s are so small that only a couple of students opting out have a great impact on participation rates.
- **There should be alignment among state and federal law and State Board policy.**

# School Improvement Funds

- **Colorado must set aside 7% of the state's Title I allocation for school improvement activities.**

- **ESSA allows states to allocate those funds on either a formula or competitive basis.**

- **The approach for awarding these funds, either competitively or through a formula, must be written into Colorado's state plan.**

# Should school improvement funds be awarded as formula or competitive grants?

- The majority prefer **Formula**.
- Second most requested was **Hybrid** (Formula first, then Competitive with plan *OR* some formula and some competitive).
- Some explicitly requested grants that are **NOT Competitive**.
- Very few requested grants that are **Competitive**.

## *Why?*

- Disparity in capacity and resources of small and/or rural districts to compete for grants.
- As Formula or Hybrid, funds could be more accessible to more districts and schools and could be more equitably distributed across state.

# Supports and Services for Schools on Improvement

- **In our state plan, CDE must describe the supports and services it will provide to districts with Title I schools that have been identified for Improvement.**

- **Under ESSA, Colorado must identify the lowest performing 5% Title I schools in the state for comprehensive support and Title I schools with subgroup achievement gaps for targeted support.**

- **For schools identified for comprehensive support, districts must develop and implement plans for each school.**

- **For schools identified for targeted support, each identified school must develop and implement a plan and the district must approve it.**

# What supports and services can CDE provide that would be helpful to districts with schools on improvement?

- **Assistance with School Improvement Planning**
  - Examples included help with root cause analysis, data analysis, UIP writing and revisions, onsite school visits, etc.
- **Collaboration for School Improvement Planning**
  - Encourage more collaboration between districts and schools, connect districts/schools with each other to show real life promising practices
  - Sharing of best practices for instruction, etc.
- **Professional Development and Professional Learning**
  - More guidance and offerings of CDE-approved PD
- **Other Supportive Services**
  - Funding opportunities like Turnaround Leadership Academy, Turnaround Network, Connect for Success
  - An online menu of resources and other services offered by CDE such as supplemental grant writing training

# Interventions for "Consistently Underperforming"

- **For those schools that have been identified for Improvement, CDE can determine the length of time before more intensive interventions would be required for these schools.**

- **This determination will be included in Colorado's ESSA State Plan.**

# What is an appropriate length of time before more intensive interventions should be required for "consistently underperforming" schools/subgroups?

- **In order of frequency in responses:**
  - **3 years**
  - **3-5 years**
  - **5-7 years**
  - **2 years**
  - **2-3 years**
- **Responses indicated that interventions should take no longer than 7 years.**
- **Some responses did not agree with any timeline.**

Quality Instruction &
Leadership and Supports
for Student Success

# Supports for Students with Specific Learning Needs

- **In our state plan, Colorado must describe how Title II funds will be used to support state-level strategies to improve the quality and effectiveness of teachers and principals who in turn will increase student achievement.**

- **These supports may be targeted at improving the quality and effectiveness of teachers who have students with specific learning needs such as English Language Learners, students with disabilities, dually identified students, students in Gifted and Talented programs, and so forth.**

# What supports should CDE provide to help teachers, schools, and districts provide effective instruction to students with specific learning needs?

- **Professional Development and Professional Learning**
  - CDE should create and/or enhance state offerings of professional development and learning opportunities targeted for teaching students with disabilities, English learners, Gifted and Talented students, low-income students, etc.
  - CDE should support more time, stipends, and other incentives for teachers to be able to participate in ongoing professional development.
- **Multi-Tiered System of Supports (MTSS)**
  - CDE should improve, augment, and/or enhance its universal support throughout the state for MTSS in schools and districts.
- **Funding and Other Resources**
  - CDE should simply provide more funds to relieve high student-teacher ratios, for educator endorsements and credentials, student interventions, helping rural districts with recruiting and retaining teachers, parenting classes, paraprofessionals or specialists and other support staff.
  - CDE should reduce the administrative burden of teaching and tracking students.
  - CDE should conduct more onsite school visits.

# Teachers Demonstrating Competency

- **ESSA eliminates the "Highly Qualified" requirement of No Child Left Behind (NCLB).**

- **Under ESSA, teachers must meet state licensure requirements in order to teach.**

- **In lieu of enforcing the "Highly Qualified" provision, CDE posed this question to stakeholders to see if the state should require teachers to demonstrate competency in the subject area they teach in addition to holding a license.**

# In addition to holding a license, should teachers be required to demonstrate content knowledge in the subject area in which they teach?

- **Majority believed teachers _should_ be required to demonstrate competency**
  - Examples of how to demonstrate this knowledge were so varied it was difficult to determine whether a consensus exists as to how participants wish to measure or evaluate content knowledge
  - Examples included using existing PRAXIS tests, degrees held, additional coursework, endorsements, and/or professional development/professional learning, and a body of evidence
- **Many believed teachers _should not_ be required to demonstrate competency**
  - Difficulty in attracting talent, especially in rural areas, as well as the difficulty in recruiting and retaining teachers in light of the statewide (and nationwide) teacher shortage
  - Should simply be part of the licensure requirement in the first place or should be reflected in other ways such as through degree requirements or educator evaluation system (SB10-191)
- **Other Considerations**
  - Some believe pedagogical practices such as classroom management or instructional design should be considered in evaluating competency, and some think instruction trumps content knowledge.
  - Some are in favor of keeping the requirements for "Highly Qualified" (HQ) teachers or maintaining equivalent qualifications.
  - Some think teacher preparation programs should be changed.

# English learner (EL) Identification, Re-designation, and Exit guidance

- **ESSA requires states to establish standard exit and entrance criteria.**

- **Recently, Colorado has issued entrance and exit criteria through guidance as well as revised EL re-designation guidance.**

- **USDE regulations will determine if Colorado's current practices will meet state plan requirements under ESSA.**

# How should CDE modify current English learner (EL) Identification, Re-designation, and Exit guidance to meet the ESSA state plan requirements? What additional criteria should be considered?

- **A slight majority of respondents suggested modifications**

  - **Identification**

    - Need for accurate identification of Native American students

    - Provide more criteria/guidance for properly identifying dually identified and bilingual students

    - Establish a system that allows currently identified students to move among all districts in the state without burdening the school to re-evaluate these students

  - **Re-designation**

    - Flexibility for re-assessing students throughout the school year or allowing more time for re-designation

    - Provide more criteria/guidance for re-designating dually identified and bilingual students

  - **Exit**

    - Some believed the exit process should contain additional criteria while others felt the existing criteria is too burdensome.

    - Others believed it would be beneficial for students to be exited earlier while several respondents voiced their concerns with exited students' English language acquisition without having acquired content knowledge or academic proficiency.

# Healthy and Well-Rounded Students

- **The term "well-rounded" is frequently referenced throughout ESSA with the purpose of allowing schools to provide all students with an enriched curriculum and educational experience.**

- **Title IV in particular has been repurposed in ESSA to improve student achievement by providing all students with access to a well-rounded education.**

- **CDE asked this question to participants to gauge whether a consensus could be made among stakeholders statewide as to what a well-rounded and healthy student looks like.**

# *What does well-rounded and healthy students mean to you?*

- **"Well-Rounded"**
  - Access and ability to choose a wide variety of educational opportunities and exposure to a whole range of academic and non-academic subject matter, including the arts, music, language, financial literacy, etc.—content areas that may not be easily measured, tested, or assessed.
  - 21st century skills, career and technical education, college and career (not just focused on college) readiness, vocational preparedness, life skills, etc.
  - Opportunity to connect with the community, learning about civics, being an active citizen who is globally conscious and culturally aware
- **"Healthy"**
  - Physical Education and physical activity, including outdoor education
  - Students' basic needs met
  - Access to routine health services (including school nurses and psychologists)
  - Healthy school environments (including healthy and well-rounded adults)
  - Nutritious meals
  - Mental Health
  - Social-Emotional Learning
  - Whole Child, Whole School, Whole Community

# Direct Student Services Grants

- **Colorado has the option to reserve an additional 3% of Title I, Part A funds for a total reservation of 10%.**

- **The 3% reservation would be allocated to districts with low-performing schools in order to provide direct student services to meet student needs.**

- **This would be a decrease of the overall Title I funds distributed to LEAs; the fiscal impact would vary among districts.**

# Should CDE reserve 3% of Title I, Part A funds for direct student services grants?

- **Twice as many responses against the 3% reservation than in favor of the 3% reservation**

- **Against the 3% reservation**
  - Concerns of relinquishing local control over how funds are spent as well as administrative costs
  - Perception that the amount may be insignificant because it may be absorbed by administrative costs

- **In favor of the 3% reservation**
  - Would like the funds to be used in the form of support from CDE to improve their already existing efforts of direct student services
  - Expanding student services in high school (dual/concurrent enrollment, AP/IB classes, career and technical education, etc.) or providing more direct services for students most in need

- **The remaining portion were unsure**
  - The portion of respondents who were "unsure" claimed it was hard to answer the question without having a clear definition and examples of direct student services and how impactful they would be

# Wrap - Up

# Concluding Remarks

# Meeting Evaluation

- **What worked?**

- **What would make the meeting more effective?**

# Next Meeting

- **Second ESSA Hub Committee Meeting details**

  - Monday, September 12, 2016

  - Location: State Board Room -201 E. Colfax Ave., Denver, CO 80203

  - Time: 12:00 PM – 4:00 PM

- **Agenda and materials will be provided a week in advance and will also be posted on our website:**

  **http://www.cde.state.co.us/fedprograms/essa_stateplandevelopment**

# Upcoming Hub Meetings Dates

- **Monday, September 12, 2016**

- **Monday, October 10, 2016**

- **Monday, November 7, 2016**

- **Monday, December 12, 2016**

**Location: State Board Room -201 E. Colfax Ave., Denver, CO 80203**

**Time: 12:00 PM – 4:00 PM**