

# Guiding P-20 Education Alignment:

A Reference for Colorado's Education Community



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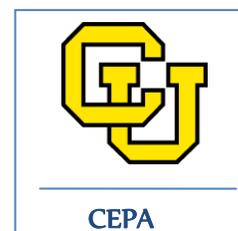
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## Executive Summary

This guidebook is the result of two months worth of interviews with education stakeholders about the Colorado Achievement Plan for Kids (CAP4K). The purpose of this investigation was to document the policy process that produced CAP4K, analyze and clarify the stakeholder network, and catalog stakeholder concerns and opinions about the policy. Ultimately, decision makers should be able to use this information to inform their implementation decisions.

First, this guide provides background about CAP4K, including: information about the P-20 reform movement in general; a summary of Colorado's attempts at P-20 reform during the Owens and Ritter administrations; a list of the bill's sponsors; and a summary of the specific elements of CAP4K. The next section provides scholarly information on the policy process, stakeholder analysis, P-20 reform, and implementation. This literature review is intended to be useful, not overly opaque, for education stakeholders. The next section explains the methodology of this project, which is comprised mainly of stakeholder analysis and interviews.

Among this project's findings are the following:

- a narrative of **the policy process** behind CAP4K. This section traces the history of P-20 alignment in Colorado from the beginning of the standards movement in the early 1990's to the present day Ritter administration.
- an extensive **stakeholder list** and **stakeholder map**. This section identifies key stakeholders and graphically displays their interaction with one another. The map groups stakeholders according to the target population, administrators, central government and private sector, the media, and parents.
- a collection of **vision statements** for CAP4K. 19 unique yet interrelated vision statements have been provided based on sentiments expressed by stakeholders.
- a list of various **issues to watch** out for during implementation. Issues have been grouped according to five major themes: politics and administration, resources, assessments, early childhood education, and readiness and endorsements. This section shows there is undoubtedly much concern remaining about CAP4K.

Afterward, many specific applications of this report are presented, including:

- more informed implementation decisions;
- a greater ability to involve stakeholders;
- increased sensitivity to opposing viewpoints on CAP4K;
- a greater ability to educate parents and students about the reform;
- greater capacity to adapt legislation;
- informing other reform-oriented states; and
- the creation of an official, unified vision statement of P-20 education.

In addition, this report has assembled many of the primary documents salient to CAP4K, including the original text of the legislation, the bill's fiscal note, and a list of the Colorado P-20 Council and Subcommittee members. A glossary of the acronyms used in this report and in general CAP4K discussions has been included for ease of reference.

## Introduction

On May 14, 2008, Governor Bill Ritter (D-CO) signed into law Senate Bill 212, the Preschool to Postsecondary Alignment Act. SB-212, better known as the “Colorado Achievement Plan for Kids” (CAP4K), promises improved standards, better preparation of students for postsecondary education and the workforce, and increased connectivity among all levels of education in Colorado. CAP4K was one of the Ritter administration’s top priorities in the 2008 legislative session and passed by a wide margin in the legislature. The bill has been hailed as “landmark” and “revolutionary” for its long-term approach to adapting Colorado’s public education system to the 21<sup>st</sup> century.<sup>1</sup> Publicly, the Ritter administration expressed great confidence in the bill as it proceeded through the policy process.

However, the governor’s administration and other education stakeholders understand that much work lies ahead of them. For the next three years, the government must define new standards; review cost analyses; analyze pilot study results; and set new assessment methods. Moreover, the first Colorado students to proceed through the entire reformed system will not graduate high school until the mid-2020’s. Policymakers will not be able to fully assess the legislation’s effectiveness until this point. With so many implementation steps remaining, stakeholders have expressed an understandable degree of wariness. As such, policymakers desire an objective perspective on the bill’s policy process and expected outcomes.

The purpose of this document is to formally document such a perspective. This will help ensure that the policy’s implementation reflects the legislation’s original intentions and values. The analysis here should serve as a reference guide for Colorado policymakers, educators, and other stakeholders as they iron out details in P-20 education alignment and begin implementation. As CAP4K progresses, the education community will be able to refer to these foundational perspectives in grounding their implementation decisions. Because CAP4K is a long-term, process-oriented bill, this guide will help decision makers maintain an informed focus on the bill and prevent it from getting lost in the mix of future legislation and new political administrations. And despite the bill’s relatively positive initial public image, many pragmatic stakeholders remind us that it is only one piece of a much larger puzzle of social reform and should not be dismissed as a panacea for the education world’s maladies. This document should help policymakers and implementers view CAP4K in this context of larger social reform.

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1. As commented in the original CAP4K press release (<http://www.colorado.gov/cs/Satellite/GovRitter/GOVR/1205918590754>) and the March 27, 2008 Senate education committee hearing for SB-212.

Specifically, this guide contains details and opinions about the genesis of CAP4K; concerns expressed about the legislation, especially regarding limited funding, local district control, and political instability; and what stakeholders hope to see from CAP4K in the end. A stakeholder map has been included to help ensure that all stakeholders be involved throughout the entire process and that present and future critics of the bill always have the chance to provide feedback down the road. Additionally, the interviews provide insight into what it means to be “college and/or workforce ready” and how stakeholders judge CAP4K in comparison to other education reforms.

## Background on CAP4K

### *The P-20 Education Reform Movement*

CAP4K is the latest manifestation of the P-20 education alignment reform movement. “P-20 education alignment” refers to the establishment of a connected, cooperative system of public education from preschool to the achievement of an associates, technical, baccalaureate, advanced, or professional degree. The reform has come in response to the rather large disjuncture in expectations among preschool, grade school, secondary school, and college. The gaps resulted from the staggered evolution of these levels of education. Today, it is not uncommon to find high school exit requirements that bear little resemblance to college entrance requirements. As a result, many students graduate high school and enter the workforce or college without adequate preparation. P-20 education reform seeks to bridge these gaps by increasing communication among the various educational institutions and aligning their standards (Krueger and Rainwater 2003, 5).

Van de Water and Rainwater (2001) provided what is now considered the classic definition of the ideal P-20 system:

Imagine a system of education where every child enters school ready to learn, where all the third graders read at or above grade level, where all students have taken algebra by the end of the eighth grade, where high school exit exams test students at the 12<sup>th</sup>-grade level and are aligned with college admissions requirements, where all young people graduate from high school prepared for college or work, and where every student who enters college finishes college (3).

Such a goal might appear lofty. However, the Education Commission of the States (ECS) describes a more grounded, detailed operating standard:

- Early childhood care and education programs, with well-articulated objectives that connect preschool to kindergarten, are available to all 2-, 3- and 4-year-olds and are supported through a variety of funding mechanisms, including parents, who pay what they can afford.
- Students move through the education system as they meet established benchmarks in critical skill areas, e.g., grade 3 for reading; grade 8 for writing and algebra; grade 12 for higher reading, mathematics and citizenship skills. Students are not allowed to move on to more complex material in a field until they meet the benchmarks. All students receive additional help, as needed, beginning in preschool.
- Annual performance-based assessments tied to standards are required to diagnose students’ needs (teachers may carry out more frequent assessment).

- Instead of grade 12, the end of basic education is grade 14, or two years of community college.
- Standards are extended to grades 14-16 (bachelor's degree) and aligned with standards for grade 12 and below.
- Governance is vested in a P-16 governing board or a statutory coordinating board with P-16 councils at the state and local levels. The board and councils focus on all levels of education, including vocational education.
- An integrated P-16 data system that tracks individual student's progress through the system and produces aggregated reports by classroom, building, district and state levels. The data system includes employment data and links student performance to workforce opportunities, providing another level of external accountability (Education Commission of the States 2002).

P-20 reform first tangibly emerged at the political level when then Governor Zell Miller of Georgia established a P-16 Council in 1995. Since then, state efforts have been relatively few and sporadic with most original P-20 political bodies and legislative efforts now defunct (Rochford 2007, 12). However, in the last few years many states have seen a resurgence in P-20 reform. A recent ECS study estimated that at least 30 states had experimented with some type of P-20 reform (Krueger 2006). P-20 reform has generally occurred in one of two forms: incremental or comprehensive (Krueger and Rainwater 2003, 6). Incremental change entails addressing individual components (e.g. finance, data monitoring, and assessments) of a P-20 system one by one; while comprehensive change reforms most or all of the system's components at once. Today, P-20 alignment has assumed a prominent spot on the agenda of the education community at large. Organizations like the National Governors Association, the American Diploma Project, and the Bridge Project at Stanford University have collaborated with multiple states to push for broad P-20 reform.<sup>2</sup>

### *Colorado's Attempt at P-20 Reform*

Colorado first attempted some semblance of institutional alignment in 2006 when then Governor Bill Owens established the bipartisan Education Alignment Council (EAC) by executive order. While the EAC ostensibly dealt with overall education systems alignment, its primary focus was on streamlining the transition from high school to college. Due in large part to political tension between the state and local districts, and lack of cooperation between the Department of Higher Education and the Colorado Department of Education, the EAC was largely unsuccessful at producing significant policy reform.

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2. For more information on these organizations, see <http://www.nga.org/>; <http://www.achieve.org/>; and <http://www.stanford.edu/group/bridgeproject>.

Colorado officially decided to tackle comprehensive P-20 alignment in 2007 when Governor Ritter established the P-20 Education Coordinating Council by executive order. The Council is comprised of executive branch officials, state education administrators, local school district administrators, university officials, business group representatives, and other education advisers. Its mission has been to “ensure that a seamless education system from pre-school to grad-school is preparing our young people for the demands of the 21st Century” (CO Governor 2007). The Council has produced reports on individual issues like data collection and teacher preparation which have led to policy recommendations to Governor Ritter. Through its discussions with the P-20 Council and individual stakeholders, the governor’s office eventually produced a draft of the bill in March 2008. Two months later, after many amendments, CAP4K passed by a final vote of 34-0 in the Senate and 59-4 in the House and was enacted by Governor Ritter.

*Bill Sponsors*Senate***Prime Sponsors***

Josh Penry (R-Fruita)

Chris Romer (D-Denver)

***Co-Sponsors***

Bob Bacon (D-Ft. Collins)

Betty Boyd (D-Lakewood)

Dan Gibbs (D-Breckenridge/Silverthorne)

Ken Gordon (D-Glendale)

Peter Groff (D-Denver)

Jim Isgar (D-Durango)

Maryanne Keller (D-Wheat Ridge/Golden)

Shawn Mitchell (R-Northglenn/Platteville)

John Morse (D-Colorado Springs)

Gail Schwartz (D-Gunnison)

Brandon Shaffer (D-Longmont/Louisville)

Abel Tapia (D-Pueblo)

Lois Tochtrop (D-Thornton/Federal  
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Ron Tupa (D-Boulder)

Jennifer Veiga (D-Denver)

Suzanne Williams (D-Aurora)

Sue Windels (D-Arvada/Westminster)

House***Prime Sponsors***

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Robert Witwer (R-Golden)

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Mark Ferrandino (D-Denver)

Randy Fischer (D-Ft Collins)

Mary Hodge (D-Brighton)

Cheri Jahn (D-Wheat Ridge)

Andrew Kerr (D-Lakewood)

James Kerr (R-Columbine)

Steve King (R-Fruita)

Jeanne Labuda (D-Sheridan)

Kent Lambert (R-Pikeview)

Marsha Looper (R-Fountain)

Don Marostica (R-Loveland)

Rosemary Marshall (D-Denver)

Tom Massey (R-Buena Vista/Cañon  
City/Colorado City)

Mike May (R-Parker)

Liane McFadyen (D-Pueblo West)

Frank McNulty (R-Highlands Ranch)

Karen Middleton (D-Aurora)

Victor Mitchell (R-Castle Rock)

Cherylin Peniston (D-Westminster)

Joe Rice (D-Littleton)

Andrew Romanoff (D-Denver/Glendale)

Ray Rose (R-Montrose)

Amy Stephens (R-Monument)

Ken Summers (R-Lakewood)

Nancy Todd (D-Aurora)

### *Summary of CAP4K Elements*

CAP4K would fall under the “comprehensive change” category of Kruger and Rainwater’s taxonomy. The myriad elements of CAP4K are predicated on four main philosophical assumptions: 1) Education standards from preschool to college should be aligned, 2) actual student proficiency is more important than accumulating course credit, 3) the function of public education is to prepare students for the real world, and 4) vocational training and regular jobs necessitate the same core skills as college. Understanding the last assumption is imperative: CAP4K treats college readiness and workforce readiness as equal. In fact, CAP4K repeatedly refers to a single element: “postsecondary and workforce readiness.”<sup>3</sup> In its final draft, the bill outlines the following elements:

#### i. New descriptions of readiness<sup>4</sup>

CAP4K tasks the State Board of Education (SBE) and the Colorado Commission on Higher Education (CCHE) with establishing descriptions of school readiness and postsecondary and workforce readiness.<sup>5</sup> The bill treats “school readiness” as the extent to which preschoolers are prepared for elementary school. The formal description of “school readiness” will need to address physical well-being, motor development, social and emotional development, language and comprehension development, cognition, and general knowledge. SBE and CCHE must consult with citizens, early childhood education providers, teachers, faculty, counselors, school and college administrators, board members, parents, students, and teachers in creating all three descriptions. In addition, CAP4K mandates that all high schools offer at least one Postsecondary and Workforce Readiness Program in which all students must enroll.

#### ii. New standards

Currently, the Colorado Department of Education (CDE) prescribes model content standards in the areas of civics, dance, economics, foreign language, geography, history, mathematics, music, physical education, reading and writing, science, theater, and the visual arts for grades K-12.<sup>6</sup> CAP4K requires CDE to revise the standards in three ways: 1) to expand the standards to preschool through grade twelve; 2) to align the standards with the new descriptions of school readiness and postsecondary and workforce readiness; and 3) to meet the highest national and international standards that have been implemented successfully and that meet the legislation’s other requirements. In addition, students must demonstrate a minimum level of English language proficiency set by SBE. Local school districts must revise their standards to meet or exceed the new state standards. While maintaining these standards, CAP4K encourages multiple, innovative curricular pathways at the local level to accommodate students’ differing post-graduation goals.

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3. See Appendix A, p. 65. This concept is still a point of some contention and is discussed in more detail in Chapters 4 and 9.

4. For a timeline of the implementation of these elements, see p. 11, sect. viii.

5. See Appendix D, p. 113 for a glossary of acronyms used throughout this paper.

6. For more information on Colorado’s model content standards, see CDE’s website at [http://www.cde.state.co.us/cdeassess/documents/OSA/k12\\_standards.html](http://www.cde.state.co.us/cdeassess/documents/OSA/k12_standards.html).

Local school boards are permitted to award credit to students who demonstrate proficiency but who have not accrued traditional Carnegie Units (i.e. seat time). However, all curricula must ultimately prepare students to meet the new postsecondary and workforce readiness standard.

### iii. New methods of assessment

Currently, Colorado administers the Colorado Student Assessment Program (CSAP) to assess student proficiency in reading, writing, math, and science. CAP4K calls for the development of a new standardized assessment that is aligned with the new standards. This assessment could be a revamped version of CSAP or a completely different test like the ACT. Whatever the final selection, SBE is tasked with ensuring compliance with federal law. A crucial reason for revamping the assessment method is to motivate students to perform well on a test that is directly linked to guidance services and college admission. If the new assessment reflects the new standards, and if Colorado universities align their admission standards with public school standards, then the new assessment should directly determine a student's chance at being admitted to college or succeeding in the workforce.

### iv. Diplomas and individual readiness plans

CAP4K prescribes a new method of awarding high school diplomas that takes the new standards into account. SBE will set criteria for an endorsed diploma that indicates a student has achieved postsecondary and workforce readiness. SBE will also adopt criteria that schools may use to grant endorsements to graduating students who have shown exemplary achievement in one or more of a variety of areas, including the fine arts, career and technical education, and civics. Local school districts will still be responsible for awarding high school diplomas.

CAP4K outlines a specific arrangement for preschool and kindergarten students. Each student in these grades will receive an individual readiness plan (IRP) that addresses the skill and knowledge areas in which the student needs assistance to make progress toward school readiness. School readiness assessments will inform the IRPs.

### v. Pilot program

Additionally, CAP4K requires CDE to create a pilot program in order to evaluate standards and collect data from volunteer local education providers who choose to implement postsecondary and workforce planning and readiness assessments early. SBE will use the data to inform its creation of new standards and assessments.

vi. New college admission requirements

CCHE—the main governing body of Colorado public university admissions—must guarantee college admission to students who satisfactorily demonstrate proficiency (i.e. earn an endorsed diploma), thus aligning Colorado’s college standards with its high school standards. Students deemed “proficient” under the new standards will be guaranteed admission to certain moderately selective public universities in Colorado.

vii. Strategy, support, and resource allocation

In general, CAP4K recognizes that P-20 alignment is a long-term, complex process that requires vigilant planning and creative resource allocation. It recognizes the initial financial burden placed on the state.<sup>7</sup> CDE and Colorado Department of Higher Education (CDHE) are required to support local school districts when they begin to implement CAP4K. CDE and CDHE must also contract with research consultants to study the long-term costs associated with reviewing, adopting, and implementing CAP4K. Finally, CDE is required to submit periodic progress reports to the legislature on the state of implementation.

viii. Timeline

CAP4K specifies the following deadlines for the aforementioned tasks:

**Aug. 2008**

- Begin pilot program for reviewing alternative high school assessments
- Start first cycle of meetings with stakeholders

**Dec. 15, 2008**

- SBE adopts description of school readiness

**Feb. 15, 2009**

- First progress report due to legislature

**Spring 2009**

- First testing under pilot program.

**Sept. 15, 2009**

- Cost study begins

**Dec. 15, 2009**

- SBE adopts P-12 content standards
- SBE and CCHE adopt description of postsecondary and workforce readiness

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7. See Appendix B, p. 101, SB 212 Fiscal Note.

**March 1, 2010**

- Cost study on school readiness, P-12 content standards, and postsecondary and workforce readiness completed

**Oct. 1, 2010**

- Cost study on assessment changes completed

**Dec. 15, 2010**

- SBE adopts assessments for school readiness, P-12 grade levels, and postsecondary and workforce readiness

**July 1, 2011**

- SBE adopts recommendations for high school diploma endorsements

**Aug. 2011**

- Juniors and seniors not proficient in English begin receiving additional help

**Oct. 1, 2011**

- Cost study on diploma endorsements completed

**Dec. 15, 2011**

- Local school boards finished aligning curricula with postsecondary and workforce readiness description

**Aug. 2012**

- Local school districts begin adopting individual readiness plans for all preschoolers and kindergarteners

**Dec. 15, 2012**

- All high school students enrolled in a postsecondary and workforce readiness program
- All students take first postsecondary and workforce readiness assessments
- CCHE finished reviewing placement tests to ensure they are aligned with postsecondary and workforce readiness standards
- CCHE finished aligning teacher-preparation programs with P-12 content standards

**Feb. 15, 2013**

- First progress report due to legislature on effectiveness of CAP4K in general

**Aug. 2013**

- Local school districts begin ensuring all students are making progress on school readiness plans

**Dec. 15, 2014**

- CCHE finished revising freshman entrance requirements to align with the postsecondary and workforce readiness requirements

**July 1, 2015**

- State bodies begin reviewing various parts of CAP4K; reviewed every six years thereafter and updated/revised as necessary

## Literature Review

This guide deals with four main topics: the policy process, stakeholder analysis, education implementation, and education reform. The following chapter reviews the major pieces of literature on each of these topics, including detailed information on the philosophy and structure of P-20 reform. The first section deals with the theory of “multiple streams framework,” around which the policy process of CAP4K has been framed. The next section explains the reasoning behind consulting stakeholders in the public sector, in order to inform the stakeholder map specific to CAP4K. The next several sections describe major concepts and philosophies of education reform related to P-20 alignment, including the “leaky pipeline,” signaling theory, postsecondary and workforce readiness, and assessments. Subsequently, the case against P-20 reform in Colorado is outlined in order to balance the case for P-20 reform. The literature review then details the theory of implementation in the public sector in order to inform the long-term implementation process of CAP4K yet to be completed. The final sections list the impediments to, and practical techniques for, successful P-20 alignment.

### *The Policy Process*

Section 6 recounts in depth the process that engendered CAP4K. This section of the literature describes the theoretical structure around which the process story has been framed. This section also describes a constitutional guideline—local control—specific to Colorado to which implementing actors must pay close attention.

Much has been written about the various theories of the public policy process (for example, see Baumgartner and Jones 1993; Birkland 2005; Hecl 1978; Sabatier 1991). However, for the purpose of this paper, the information has been filtered primarily through the lens of Kingdon’s (2003) “multiple streams framework” (MSF). MSF was chosen primarily because the P-20 reform movement is too young for examination under other theories like “punctuated equilibrium” (Baumgartner and Jones 1993), which generally requires long periods of retrospective analysis.

MSF concerns itself with asking how issues arise on the agenda and how policy choices are determined. To answer that question, the theory identifies three major “streams,” or clusters, of influence. The first—the “problems stream”—deals with the idea that an issue must be defined as a veritable problem before it can rise on the agenda. The second—the “policy” stream—describes how actors in the policy community generate and discuss ideas for policy change. The third—the “politics” stream—reflects the constant changes in public opinion, political administrations, patterns of interest group support, budgets, and legislative jurisdictions. Kingdon posits that when the three streams converge (i.e. when “the time is ripe”), a “policy window” opens to reveal a period of opportunity for major policy change. Kingdon also

identifies “policy entrepreneurs,” strong advocates of policy change who take advantage of the opportunities presented by the convergence of the three streams.

A few authors apply MSF directly to education policy. Mintrom and Vergary (1998) contend that novel ideas in education like school choice that are successfully defined as innovative can easily spread through policy networks. This fast diffusion among policy networks has the effect of drumming up large initial public support. When the idea reaches legislative deliberation, however, the idea’s definition must switch from being innovative to being relevant and viable in order to succeed. Policy advocates who understand the concerns of their internal environment (i.e. legislators and teachers) have a better chance at seeing their favored policy adopted. Raden (2002) demonstrates the perfect application of MSF to education policy by tracing the history of full-day kindergarten in New Mexico. The idea of providing universal full-day kindergarten classes existed long before its adoption in New Mexico. The policy finally came to fruition in New Mexico only when conditions were ripe: the state had a large budgetary surplus, its state ranking in student academic achievement had plummeted to the bottom, and tenacious policy advocates emerged. Similarly, MSF theory offers the perfect framework for understanding the relatively short history of P-20 reform in Colorado, which is presented in greater detail in Chapter 6.

A particularly thorny issue for P-20 reformers in Colorado is that of “local control.” Local control refers to the right of local districts to govern education policy. This tradition is borne out of the Tenth Amendment, which has left public education largely in the hands of states and local districts. P-20 reform has engendered a certain tension between local districts and state government. However, this tension is especially pronounced in Colorado because it is one of the few states whose constitution explicitly delegates ultimate authority over instruction in schools to individual school district boards (CO Constitution, art. 9, sec. 15). While state and local governments tend to argue over this issue in black and white terms, Fuhrman and Elmore (1990) posit that it is wrong to assume that state and local education policy is a zero-sum game. In other words, state policy does not necessarily take away from the governance of local districts. In fact, local districts in the U.S. often engage in entrepreneurship that drives state policy. However, their paper may be deficient for the Colorado case in two regards: 1) it was written before the era of P-20 reform, and 2) it did not comprehensively examine states with explicit local control clauses.

### *Stakeholder Analysis*

This section explains the importance of consulting stakeholders and the reasoning behind creating the stakeholder map in Chapter 7.

The literature on stakeholder identification and inclusion often begins by defining exactly what it means to be a “stakeholder.” While definitions vary widely (Bryson 2004, 22; Mitchell, Agle, and Wood 1997), many purist stakeholder theorists point to the classic definition provided by R. Edward Freeman: “any group or individual who can affect or is affected by the achievement of the organization’s objectives” (Freeman 1984, 46). A popular distinction in several other definitions is that stakeholders are only those who have the power to influence a policy or organization, regardless of whether they are affected by it (Eden and Ackermann 1998, 117). However, this paper assumes that the “power” definition is not appropriate for this or any other area of education, where the majority of people directly affected by institutional decisions are minors who legally lack significant power to influence policy. Subsequent definitions of “stakeholder” stress the inclusion of anyone who has information that cannot otherwise be gained, or if their participation is necessary to assure successful implementation (Thomas 1993, 1995). Bryson (2004) adds that one can avoid outcomes that do not produce public value by erring on the side of inclusiveness in defining what it means to be a stakeholder.

As a rule of thumb, organizations should never completely ignore stakeholders in making decisions. To do so is simply a “dumb practice” (Bryson 2004). Stakeholder analyses are crucial to identifying problems that can and should be solved (Bryson 1995; Eden and Ackermann 1998; Freeman 1984). The task of identifying problems and potential solutions is actually part of the problem itself; taking stakeholders into account is a crucial part of this problem-solving (Bardach 1998; Bryson and Crosby 1992). More specifically, stakeholder support is vital to creating and sustaining winning coalitions (Baumgartner and Jones 1993; Bryson 2004; Riker 1962, 1986) and to ensuring long-term viability of organizations (Abramson and Kamensky 2001; Bryson 2004; Eden and Ackermann 1998) and policies, plans, and programs (Baumgartner and Jones 1993; Bryson 2004; Jacobs and Shapiro 2000).

Moreover, stakeholder analysis should not be performed half-heartedly. Decision-makers should undertake stakeholder analyses skillfully and thoughtfully, with a willingness to adapt during the process (Bardach 1998; Lynn 1996). Such thoughtfulness is especially important because a program or project’s success depends heavily on satisfying key stakeholders according to their definition of what is valuable, not what decision-makers may consider valuable (Bryson 1995, 27; Moore 1995). Bryson (2004) recommends keeping stakeholders involved throughout the four major stages of any process: 1) organizing participation; 2) creating ideas for strategic intervention; 3) building a winning coalition around proposal development, review, and adoption; and 4) implementing, monitoring, and evaluating strategic interventions. It does not appear that CAP4K organizers have purposely ignored stakeholders during the first three stages.

At this point, CAP4K decision-makers should focus on the fourth stage, whose techniques for stakeholder inclusion involve continually calculating their interests, resources, action channels, individual action plans, and probability of participating at various junctures.

There is some debate about whether all conceivable stakeholders should be included. Renn et al. (1993) argue that public organizations should and can go beyond the consideration of limited stakeholder groups and employ citizen participation as much as possible. However, for practical reasons of limited time and money, only key stakeholders need to be included in most cases. In any situation, decision makers should keep in mind that choosing key stakeholders is inherently political (Stone 1997), carries ethical weight (Cooper 1998; Lewis 1991), and requires savvy judgment (Vickers and Vickers 1998).

To demonstrate the fundamental need for stakeholder analysis, Nutt (2002) studied over 400 strategic decisions and showed that half of them failed (i.e. were either not implemented, partially implemented, or implemented with failed results) largely because decision-makers did not consult key stakeholders. Policymakers dealing with massive reform cannot afford to ignore stakeholders with such large chances of failure. The public sector in particular should note that stakeholder analysis is needed to assess and enhance political feasibility (Eden and Ackerman 1998; Meltsner 1972; Van Horn, Baumer, and Gormley 2001) especially when dealing with policies that affect the common good, as with education (Bryson, Cunningham, and Lokkesmoe 2002; Campbell and Marshall 2002). Although stakeholder analysis in the public sector may require more time, money, and man-hours than normal, there is too much risk inherent in not consulting stakeholders.

As mentioned, many stakeholders have been consulted about CAP4K but the stakeholder involvement process is by no means complete. CAP4K explicitly requires that policymakers and implementers convene stakeholder meetings throughout the implementation process. The information here should inform this ongoing process.

Regardless of their opinion on the details of CAP4K, virtually all stakeholders contacted for this project agreed that P-20 alignment is a noble goal. The following four sections describe the major ideas behind P-20 reform.

### *The Leaky Pipeline*

Colorado and many other states suffer from what education experts have coined the “leaky pipeline.” By now, the literature overflows with descriptions of the high attrition rate of students proceeding through the American education system (Conley 2003; Elkstrom et al. 1986; Ishitani and Desjardins 2002; Kirst and Bracco 2004; Kirst and Venezia 2004; National Center on Education and the Economy 2007; Smith and Wertlieb 2005; Venezia, Kirst, and Antonio 2003). In the U.S., only 68 percent of ninth-grade students graduate on time, and only 18 percent of ninth grade students go on to earn at least an associate’s degree within three years of graduation (Hunt and Tierney 2006). This phenomenon has become known more colloquially as the “leaky pipeline” effect. Of those who do make it through the initial “leak” to college, the vast majority need remediation in math and nearly half need remediation in English (Brown and Niemi 2007). Even more unfortunately, those who need remediation are the least likely to achieve a degree (Mortenson 2005; Research and Planning Group for California Community Colleges 2005). Some argue that the poor transition is largely a result of student expectations (Karp, Holmstrom, and Gray 1998; Smith and Wertlieb 2005) and social concerns (Holmstrom, Karp, and Gray 2002). Others contend that it is more affected by structural aspects such as a lack of formal connections between secondary and postsecondary systems in terms of governance structures (Conklin 2005) and accountability, information, and data systems (Kirst and Bracco 2004; Venezia, Kirst, and Antonio 2003). In any case, the sizeable “leak” indicates a systemic problem.

### *Signaling Theory*

Signaling theory examines how humans communicate with one another. In education policy, the theory relates to how clearly students perceive the expectations of high school, college, and the real world. Ideally, these institutions should clearly communicate their expectations to students so that the latter can accommodate their individual goals. As Fuhrman and O’Day (1996) note, streamlined, aligned, high-quality, and appropriate content messages have a positive impact on student learning and achievement, while mixed signals tend to have the opposite effect. Crucial aspects of appropriate signals and incentives include simplicity, clarity, and consistency (Henry and Rubenstein 2002). Unfortunately, the American education system is plagued with mixed signals, perhaps an unintended consequence of its decentralized structure. Venezia and Kirst (2005) contend that one of the largest contributors to the leaky pipeline is the lack of clear, consistent, and reinforced signals from high schools and colleges to students. This problem is often compounded by the fact that students tend to seek advice about college more from teachers than counselors, even though the latter are usually better equipped to provide such advice (Venezia and Kirst 2005).

Similar problems include the fact that interstate graduation and university admission standards, and inter-industry qualifications, vary widely (Brown and Niemi 2007; Venezia and Kirst 2005). Few students are aware of college admission requirements and general education policies (Venezia and Kirst 2005). Many states have no standard for college placement tests; as a result, there is a huge variety of such tests (Brown and Niemi 2007). As Prince (2005, 3) notes, “only a small number of states have established minimum passing scores for entry into general education without referral to developmental education; more often such decisions are left to institutional discretion.” Such varied standards, qualifications, and tests make it extremely difficult for educators and counselors to tell students what to expect. Consequently, it becomes harder to motivate students to continue their education and/or pursue their dream profession.

### *College and Workforce Readiness*

As aforementioned, P-20 reform deals heavily with the concept of postsecondary and workforce readiness. Most educators would agree that the function of schools is to prepare kids for the array of career paths available after graduation. While our original education system may have sufficed for a pre-global economy, reformers commonly voice that it falls short in preparing kids for the 21<sup>st</sup> Century. Traditionally, value has been placed on the length of time in school, not necessarily the quality or proficiency gained during that time (Bishop 1990; Powell 1996). As a result, the typical high school diploma is hollow and gives no guarantee that students are actually prepared for college or the workforce (American Diploma Project 2004; National Commission on the High School Senior Year 2001; Venezia and Kirst 2005). Indeed, most students are not ready to proceed (ACT 2004, 2005). Employers frequently cite a shortage of qualified candidates for hire. In a 2005 survey of American manufacturers, 84 percent responded that schools did not prepare students well for the workplace; 55 percent said students were deficient in equipping students with basic employability skills like attendance, punctuality, and a strong work ethic (National Association of Manufacturers 2005). A 2006 survey of 30 human resource officials showed that 81 percent rated hirees as deficient in written communication skills—i.e. memos, letters, and technical reports—while 72 percent rated hirees as deficient in basic English writing skills such as grammar and spelling (Casner-Lotto and Barrington 2006). Many students themselves voice disappointment in their education. A 2005 study showed that 39 percent of current college students and workforce members without college degrees indicated a lack of preparation for college and the workforce, respectively (American Diploma Project 2005). Students and educators thirst for a new type of diploma that conveys a true sense of accomplishment and preparedness.

Currently, states are actively deliberating what it means to be ready for the real world. So far, 11 states have adopted a definition of “college readiness” while 14 more are in the process; “workforce readiness” definitions have also been adopted by 21 states while ten more have begun the process (Olson 2007). Some states like Colorado have espoused a single definition that treats both ideas as equal.<sup>8</sup> These states generally cite the body of research from ACT and Achieve, Inc. which indicates that the knowledge and skills necessary for readiness in an entry-level job and the first year of college are extremely similar (for example, see ACT 2006; American Diploma Project 2004; Somerville and Yi 2004). They point to further studies showing that mastery of advanced math skills in Algebra 2 courses leads to greater success in college and higher-paying jobs (American Diploma Project 2004; Adelman 1999).

Some criticism has been leveled at the research from ACT and Achieve, however. Critics point out the following deficiencies in their studies:

- they do not consider jobs that require less than three years of postsecondary training;
- they do not acknowledge the specific job skills required for these occupations but that are not required for entry into a four-year college or university;
- they automatically equate the correlation between high-paying jobs and the advanced math classes taken by those professionals with causation;
- they do not cite the percentage of jobs in the American workforce that such high-paying jobs comprise;
- ACT and Achieve themselves, as well as other labor experts, acknowledge that in many high-salary, in-demand jobs, the level of math skills actually used rarely rises above the ninth- or tenth-grade level. (Olson 2007; Wilson 2004).

Detractors from P-20 reform also doubt that teaching such skills effectively is practical given limited funding, limited numbers of quality teachers, and a perceived inability of some students to excel at more advanced classes (American Diploma Project 2007b). Other opponents cite from personal experience as educators and managers that the skills needed in college are different from the skills utilized in regular jobs (Wilensky 2007). Consequently, the debate over the exact skills required for readiness after high school still persists. The dispute seems to center at least partially on the idea that children learn in different ways and have vastly different post-graduation goals. In any case, it is clear that young adults across the board often fail to acquire the requisite foundational skills for their respective ambitions.

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8. The CAP4K legislation treats postsecondary and workforce readiness the same way. However, the state will not adopt an official description until December 2009.

### *Assessments*

The crafters of CAP4K specifically avoided the immediate creation of a new assessment method. As such, they still need to face the difficulties associated with creating an assessment that mirrors the newly aligned system.

Standardized student assessments have been used en masse since the advent of the standards reform in the 1980's as a means for ensuring accountability and testing the foundational skills needed to function in society. Today, P-20 reform supporters argue that assessment techniques must be revised to fit the newly aligned system. Many current state assessments do not accurately reflect college and workforce readiness levels (ACT 2005, 2006). In fact, as of 2007, only 11 states had aligned their state high school assessments with postsecondary education (Education Week 2007). One particular study of 60 high school state assessments in 20 states showed they were modestly but unevenly aligned with the knowledge and skills needed for university success (Conley and Brown 2005). However, this study only considered four-year universities, not community colleges or vocational schools. Regardless of the type of assessment employed, it is clear that many current assessments would not fit into a P-20 model. This is especially true of CAP4K considering the inclusion of school readiness assessments; it is clear that traditional, fill-in-the-bubble CSAP or ACT tests would not be suitable for preschoolers. Decision makers should diligently evaluate the level of complexity needed for assessments in an aligned education system.

Some states, like Texas and Minnesota, have integrated mandatory high school exit exams into their P-20 systems (American Diploma Project 2008; Twohey 2002). However, the data on the effectiveness of mandatory exit exams are mixed at best. Some research indicates that high school exit exams have no appreciable effect on student learning (Jacob 2001; Warren and Edwards 2001). Other studies suggest that high school exit exams may in fact lead to higher dropout rates (Amrein and Berliner 2002; Chudowsky et al. 2002). States in the midst of P-20 alignment would be advised to exercise caution in making high school exit exams compulsory.

### *The Case against P-20 Reform*

While opposition to P-20 reform appears scant in Colorado, it does warrant a bit more attention. Opponents generally contend that the P-20 reform effort is well-meaning but too small to make a significant impact without being coupled with other reforms. Some research supports this claim. In a study comparing the degree of alignment between California state high school assessments and community college placements exams, verbal and math skills were shown to be modestly or strongly aligned, respectively (Brown and Niemi 2007). Yet only one-third of California students were proficient on the high school math and verbal assessments. Such results indicate that alignment alone does not increase student learning. Scholars and practitioners argue that resources would be better spent on comprehensive social policy reform (Rothstein 2004) or career exploration and tailored education services (Wilensky 2007). Others argue that successful

P-20 efforts must include comprehensive teacher training and development (Zimpher 1999). Moreover, Wilensky (2007) reasons that higher education institutions should not set the expectations for all high school students because many students who are successful after high school never go to college. These arguments would suggest that policymakers should consider P-20 reform in tandem with other policy changes.

### *Implementation Theory*

One of the core themes of public policy theory is the level of interaction between policy and implementation. Mazmanian and Sabatier (1983, 20) define implementation as “the carrying out of a basic policy decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions. . . .” Scholars continually debate whether “the carrying out of a policy decision” is ultimately a domain separate from the policy itself, or whether the two are inevitably intertwined. The debate ultimately seeks to answer how a policy can be implemented successfully. Political history exhibits many instances of policymakers having good intentions but effecting poor results. In many regards, this theme is central to CAP4K. Policymakers have already laid out a long-term plan for P-20 alignment; the challenge now lies in successfully implementing the plan.

Several decades of scholarly study have yielded two main opposing theories of implementation: top-down and bottom-up. Top-down theorists (Mazmanian and Sabatier 1981; 1983; 1989; Van Meter and Van Horn 1975) try to assess to what degree the actions of implementers reflect the goals embodied in authoritative decisions. They view implementation as influenced more by higher authorities than street-level bureaucrats. The advice from top-down theorists is usually to make policy goals clear and consistent (Mazmanian and Sabatier 1983; Van Meter and Van Horn 1975); minimize the number of actors (Pressman and Wildavsky 1973); limit the extent of change (Mazmanian and Sabatier 1983; Van Meter and Van Horn 1975); and place implementation responsibility in an agency sympathetic with the policy's goals (Sabatier 1986; Van Meter and Van Horn 1975). The top-down model is usually criticized for three main reasons: 1) they often take the statutory language as the starting point, rather than considering the steps that occur earlier in the policy-making process; 2) they often see statute framers as the key actors rather than street-level bureaucrats who deal with the target population directly; and 3) they see implementation as a purely administrative process and tend to ignore the reality of political factors (Matland 1995).

In contrast, bottom-up theorists (Berman 1978, 1980; Hjern 1982; Hjern and Hull 1982; Hjern and Porter 1981; Hull and Hjern 1987; Lipsky 1978) focus on how policy takes shape at the street-level. They argue that there is some natural variation between the macro-level vision and the micro-level administration of that vision because there are too many contextual, day-to-day influences for which the macro-level cannot account. Because implementation arises from the interaction between policy and setting, it is unrealistic to expect the development of a simple, single theory of implementation that is "context-free" (Maynard-Moody, Musheno, and Palumbo

1990). In fact, if local level implementers are not given the flexibility to adapt a program to local conditions, it will likely fail (Palumbo, Maynard-Moody, and Wright 1984).

Benny Hjern (1982) and his colleagues (Hjern and Hull 1985; Hull and Hjern 1987) have worked extensively on the bottom-up theory of implementation. Hjern's strategy is to study a policy problem in terms of its associated network and ask street-level administrators about their goals, activities, problems, and contacts. Using these findings, Hjern subsequently maps a network that identifies the relevant implementation structure for a specific policy at the local, regional, and national levels. It further allows him to evaluate government programs with consideration for other influences like markets. It also allows him to view strategic coalitions, unintended effects of policy, and the dynamic nature of policy implementation. This is the strategy utilized in the present paper, whereby stakeholders have been interviewed to identify their role, concerns, and visions, and a stakeholder map has been created in order to clearly view the complete network. Hjern has concluded that authoritative policies are often poorly adapted to local conditions. He further deduces that successful implementation depends in large part on the skills of individuals at the local level who can adapt policy to local conditions. Whether a completely bottom-up approach will yield success for CAP4K is conjecture at this point. However, it seems wise that CAP4K should employ at least a partially bottom-up approach considering the nature of local control in Colorado.<sup>9</sup>

Criticism of bottom-up theory includes: 1) the tendency to focus on describing the factors that prevent successful implementation rather than prescribing actual advice, which often results in vague recommendations to “be flexible”; 2) that in a democratic system, policy control should be exercised by actors whose power derives from their accountability to sovereign voters through their elected representatives, not by street-level actors whose power is often derived from political appointment; and 3) the tendency to under-emphasize the power of central authorities (Matland 1995).

Some scholars have attempted to reconcile the top-down and bottom-up theories of implementation. Elmore (1982, 1985) was one of the first to do so when he posited the concept of forward and backward mapping. He argued that policymakers should choose policy instruments based on the incentive structure of target groups. Forward mapping consists of stating clear policy objectives, providing detailed plans, and specifying explicit outcome criteria by which to judge policies at each stage. Backward mapping consists of stating the behavior to be changed at the lowest level, describing methods to ensure the change, and repeating the procedure upward by steps until the central level is reached. By using backward mapping, policymakers may discover more appropriate tools than those initially chosen. In addition, it forces policy designers to consider the views of target populations and street-level bureaucrats. Matland (1995) points out that Elmore’s discussion is useful as a tool for policymakers working

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9. For a discussion on the issue of local control in Colorado, see Literature Review>The Policy Process, p. 15.

on a case-by-case basis, but as a theory it is not very useful because it makes no predictions about generalized behavior.

Some authors prefer not to attempt to combine the two theories; rather, they feel each theory applies under different circumstances. Dunsire (1978) and Saetren (1983) argue that the two perspectives should each apply at different stages in the implementation process: top-down perspectives are more appropriate in the early planning stages, but a bottom-up view is more appropriate in later evaluation stages. Berman (1980) suggests that when change is incremental, technology is certain, environment is stable, goal conflict is low, and institutional setting is tightly coupled, an implementation plan should follow the top-down model. But when major policy changes involve uncertain technology, conflicting goals, and an unstable and loosely coupled environment, a bottom-up approach should be used. Matland (1995) argues that the choice of strategy depends upon the levels of ambiguity and conflict present in a policy situation. In the case of CAP4K, where there is a relatively medium level of conflict and the tenets of the policy are relatively ambiguous, Matland would contend that a bottom-up approach is most useful.

In selecting the appropriate type of implementation model, it is important to keep in mind what it means to implement a policy successfully. The central question of implementation success is whether attention should be focused on commitment to the policymaker's plan, or the general consequences of implementation actions (Matland 1995). With CAP4K, the question would be whether the education community should focus more on the vision prescribed in the bill, or how it affects student graduation rates.<sup>10</sup> Top-down theorists would tend to agree with the former perspective, and bottom-up theorists would tend to agree with the latter. Matland (1995) argues that when policy goals have been explicitly stated, then the statutory designers' values hold superior value. However, when goals have not been explicitly stated, there should be more focus on the values of implementing actors (in other words, any ambiguity should allow for greater discretion of street-level bureaucrats). Ingram and Schneider (1990) lay out several plausible definitions of successful implementation that could be conjoined: 1) agencies comply with the directives of the statutes; 2) agencies are held accountable for reaching specific indicators of success; 3) the goals of the statute are achieved; 4) local goals are achieved; and 5) there is an improvement in the political climate around the program. Mazmanian and Sabatier (1989) offer another way of viewing success in terms of three general sets of factors: tractability of the problem, ability of the statute to structure implementation, and nonstatutory variables affecting implementation. Finally, Sabatier (1986, 1988, 1991) argues that regardless of the lens through which one views success, policies need to be analyzed in periods of greater than ten years in order to judge their true level of success. These strategies should help policymakers determine the best way of judging the success of CAP4K.

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10. Many stakeholders interviewed for this paper feel the two facets are not necessarily irreconcilable.

### *Impediments to P-20 Reform*

In addition to the pitfalls already mentioned, there are several other challenges to long-term successful P-20 implementation. Foremost, the sheer length in history of separation between secondary and postsecondary schools in the U.S. means policymakers will have to spend a lot of time considering all aspects of both institutions carefully. Presently, there are few state levers (e.g. K-12 accountability systems and funding mechanisms that cross both sectors) in place to encourage postsecondary institutions to change their long-held practices (Kirst and Venezia 2001). Conversely, secondary schools have been wary of considering changes to their own policies in order to meet the policies of higher education (Kirst 1998). This overall tension should not be underestimated.

Rochford (2007) points out many other challenges that have arisen in states implementing P-20 systems. First, politics often interfere with creating a lasting structure of P-20 alignment. Second, the discretion of individual agencies and the relative autonomy of higher-education institutions tend to mitigate P-20 reforms at the state level. Third, policymakers often do not clearly define the context of a new information-based global economy. Fourth, there is a lack of commitment to, or belief in, rigorous coursework. Fifth, there is a lack of focus on preschool; most attention is usually given to K-12 higher education. Sixth, states vary widely by “culture” (i.e. history, tradition, laws, and political style), which prevents the application of a one-size-fits-all model. The next section lays out possible solutions for overcoming these challenges.

### *Contemporary Suggested Techniques for Alignment*

In light of all the aforementioned theories and concepts, it makes sense to lay out concrete advice based on lessons from previous iterations of P-20 alignment. The ECS model of P-20 alignment described in Chapter 2 provides a solid foundation for policy reform. However, research in the last decade has yielded more detailed suggestions that take much of the above information into account. The American Diploma Project (2007a, 2007b) recommends that states consider the following steps:

- clearly identify the courses needed to succeed which are grounded in aligned standards;
- offer credit by proficiency, not by seat time;
- create multiple but equal curricular pathways;
- leave room for honors diplomas;
- create an incentive system for students;
- create or adapt existing assessments to measure postsecondary and workforce readiness;
- dedicate greater resources for teacher training; and
- build a public relations strategy for garnering support for a new graduation policy that encompasses the above suggestions.

The ACT group (ACT 2004, 2006) provides additional recommendations:

- begin planning high school courses for students in middle school;
- systematically monitor student progress;
- make timely interventions when students fall behind;
- clearly articulate standards of postsecondary and workforce readiness;
- maintain rigorous expectations; and
- actively provide student guidance.

Rochford (2007) focuses more on what can be changed at the macro-level:

- maintain at least one highly selective university, as they tend to positively drive the balance of the system and garner financial resources for the education system as a whole;
- maintain a continual feedback loop between local and state governments;
- continue dual enrollment programs;
- create an exam and diploma that are aligned with new standards;
- focus on legislative action;
- continually learn from other states and adapt;
- avoid interagency turf wars;
- maintain a P-20 governing council that is varied and politically powerful;
- maintain a highly sophisticated think tank;
- continually monitor data; and
- have an advocate leader who will continually push the reform.

Rochford emphasizes the need for legislative mandate over the other common vehicles for reform: executive order and interagency collaboration. As in other policy areas, permanent educational structures are more effective than education programs because the latter generally fall under the command of political administrations and can easily crumble when administrations change. Programs also tend to have finite resources.

### *Summary*

The literature here should have provided the reader with a solid grasp of the tenets of P-20 reform and the challenges that implementing actors face. The reader should understand the basic concept of agenda-setting and the importance of involving key stakeholders. In addition, the reader should have some appreciation for opposing viewpoints on P-20 reform. Finally, all actors in the CAP4K process should appreciate the work required to adapt a P-20 system to Colorado-specific needs, and they should be familiar with the tools available for this work.

## Methodology

This project utilized two methods of data collection and analysis: stakeholder identification and mapping, and interviews.

### 1) *Stakeholder Identification & Mapping*

Paramount to this project was identifying all the stakeholders surrounding CAP4K and collecting information from as many key stakeholders as possible (see Methodology #2). A clear stakeholder map was created in order to view the level of interaction among CAP4K stakeholders at various implementation levels, according to the general strategy of Hjern (1982).<sup>11</sup> The results of this technique are detailed in Section 7.

Some stakeholders were identified through word of mouth or observation of legislative testimony. Although extensive efforts have been made to identify every stakeholder, it is possible that some stakeholders may not have been identified. As such, policymakers should use the stakeholder map as a tool for identifying any missing stakeholders during the implementation stages.

### 2) *Interviews*

Interviews were conducted with 19 key stakeholders from the primary stakeholder groups.<sup>12</sup> Standardized, open-ended interview questions were employed in order to allow rich, relatively unrestrained responses and draw out details that may have been lost in the original public participation process.<sup>13</sup>

The following stakeholders were interviewed (their feedback provided the basis of this project's findings):

- Frank Waterous, Senior Policy Analyst, Bell Policy Center (6/2/08)
- Janet Lopez, Deputy Director, Colorado P-20 Council (6/3/08)
- Matt Gianneschi, Senior Policy Analyst & Education Adviser to Governor Ritter (6/3/2008)
- Alex Medler,\* Vice President of Research and Analysis, Colorado Children's Campaign (6/9/2008)
- Gerrit Westervelt, Executive Director, Build Initiative (6/13/08)
- Nate Easley, Deputy Director of Student Services, Denver Scholarship Foundation (6/13/2008)
- Rona Wilensky, Principal, New Vista High School, Boulder, CO (6/19/08)

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11. For a discussion on this strategy, see Literature Review>Implementation Theory, p. 22.

12. See Appendix E, p. 114, Interview Consent Form.

13. See Appendix F, p. 117 for the questions on the Standardized Interview Protocol.

- Scott Mendelsberg, Director, Gear-Up Program, Department of Higher Education (6/20/08)
- Christine Scanlan,\* Colorado House Prime Sponsor (6/23/08)
- Lisa Weil,\* Director of Policy & Communication, Great Education Colorado (6/23/08)
- Tony Salazar, In-House Lobbyist for the Colorado Education Association (6/24/08)
- Paula Stevenson, Executive Director, Colorado Rural Schools Caucus (6/25/08)
- Randy DeHoff,\* Colorado State Board of Education; Executive Director, Charter School Institute (6/27/08)
- Christopher Elnicki, Cherry Creek Schools K-12 Social Studies Coordinator; President, Colorado Council for Social Studies (6/27/08)
- Kristie Kauertz,\* Early Childhood & P-3 Policy Director, Office of the Lieutenant Governor (6/30/08)
- Jane Urschel, Deputy Executive Director of the Colorado Association of School Boards (7/2/08)
- Elliot Asp,\* Assistant Superintendent of Cherry Creek Schools (7/10/08)
- Julie Carnahan,\* Chief Academic Officer, Colorado Department of Higher Education (7/11/08)
- Robert Witwer, Colorado House Prime Sponsor (7/17/08)

*\*These persons served either on the Colorado P-20 Council or one of the P-20 Subcommittees (see Appendix C, p. 109).*

Kevin Welner at the Education and Public Interest Center in Boulder, CO, contributed additional written material on the subject of CAP4K.

For ease of reading and comprehension, stakeholder opinions have been organized into clusters of themes rather than individual lists by each stakeholder. Due to this organization, some opinions may not be explicitly attributed to the stakeholders who voiced them. However, every attempt has been made to include the key opinions expressed in the interviews. Similarly, the details in Section 6 (the policy process) have been organized chronologically rather than by each stakeholder.

## **The Policy Process behind CAP4K**

The following section recounts the policy process that led up to the passage of CAP4K. As aforementioned, the story is told through the lens of Kingdon’s multiple streams framework, which focuses on the problems, politics, and policy options surrounding a policy issue. This section first chronicles the 1993 Colorado education standards bill, then proceeds with the state’s discussion of graduation requirements and diplomas, the Owens administration’s effort toward alignment, and finally the Ritter administration’s lead up to CAP4K. The details here are drawn mostly from stakeholder interviews. Some intermediate details have been provided by the author’s advisers.<sup>14</sup>

### *The 1993 Standards Bill*

The first significant stream to flow into CAP4K started running 15 years ago. In 1993, through a bipartisan effort under then Governor Roy Romer (D), Colorado introduced its first official state education standards. At the time, the major problem in education was identified as the lack of expectations for students. The standards movement had already reached prominent status on the national agenda and Colorado was the latest in a series of states to address student expectations. The legislation survived an early repeal effort in 1994 and its standards framework has stood largely intact to the present day. These standards apply to many content areas in grades K through 12. However, the new CAP4K policy will revise and extend standards from preschool to postsecondary education and the workforce.

### *The Diploma and Graduation Requirements Conversation*

In the late 1990’s, the conversation in Colorado turned to diploma and graduation requirements. For a long time, Colorado operated without state graduation requirements due to the local control clause, which effectively prevented the state from mandating universal requirements. At the time, many local school districts did not have comprehensive graduation requirements themselves. Consequently, the degree of alignment between high school and college and the workforce was minimal. But as the global economy shifted and poor graduation rates in Colorado persisted, the state began to discuss ways to tackle the issue. In 2005, House Speaker Andrew Romanoff began contacting education stakeholders to investigate what, if anything, they had been doing to solve the graduation problem. Later that year, education organizations like the Colorado Association of School Boards (CASB) conducted conversations with their local constituents on this question. The answer, they found, was that many local districts recently began to intensively reform and bolster their graduation requirements. For the time being, politicians consequently had little grounds for action at the state level.

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14. Please keep in mind that while great effort has been made toward painting a full picture of the policy process, some finer details may be missing due to the inability to contact all stakeholders.

Two years later, the issue of graduation requirements reared its head once again. In 2007, Senator Josh Penry (R-Fruita) introduced a bill that would have required four years of math and three years of science for all Colorado high school students. Penry's bill was preemptively challenged by the likes of CASB, who opposed such piecemeal mandates. However, later that legislative session, the state legislature introduced HB 1118, a more comprehensive but flexible policy that incorporated some of the tenets of Penry's now-defunct bill. HB 1118 created a process that charged the State Board of Education (SBE) and the governor with creating a committee to analyze multiple curricular pathways and create a set of graduation guideline options from which local school boards could select the most appropriate option for their districts. As a result, the Graduation Guidelines Council was created to carry out this mandate. It seemed as though the issue of graduation requirements had reached a denouement in Colorado. However, the introduction of CAP4K would stir the pot once again.

#### *Governor Owens and the Education Alignment Council*

In 1999, Bill Owens assumed the office of governor and had noted the conversations taking place around education during his first term. In 2004, under his administration, the state Department of Higher Education (CDHE) had also created the College Opportunity Fund. This was an initiative to provide scholarships for, and market, higher education in Colorado. In 2006, Governor Owens created the Education Alignment Council (EAC) through Executive Order B00905 with the hope of repairing the broken link between high school and college in Colorado.<sup>15</sup> The EAC was a bipartisan council comprised mainly of politicians and education department heads. The council was largely related to the agenda of the American Diploma Project, also known as Achieve.<sup>16</sup>

Meanwhile, in 2006, Senator Ron Tupa (D-Boulder) introduced a bill that sought to create alignment from preschool through college. The bill was the first in Colorado to refer to a "P-16" system. Senator Tupa's bill passed both chambers of Congress. In spite of the bill's support, Governor Owens ultimately vetoed the bill, reasoning that he already had a council to address education alignment. However, many stakeholders noted that the EAC was not really a P-16 council, rather it focused only on the transition from high school to college.

One result of the EAC's discussions was that CDHE created entrance requirements for all public universities in Colorado. This policy had the effect of angering local school districts who felt that higher education was essentially driving the system without their control. Due to this resentment and a lack of cooperation among Colorado's education departments, the EAC was largely ineffective at creating any significant reform aside from college entrance requirements. In any case, the Owens administration set a precedent for state-level treatment of P-20 alignment and

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15. For a copy of the executive order, see [www.colorado.gov/dpa/doit/archives/govowens/eos/eo-05/b00905.pdf](http://www.colorado.gov/dpa/doit/archives/govowens/eos/eo-05/b00905.pdf).

16. Achieve is a national organization that has tried to push a P-20 alignment agenda since the late 1990's. Their work has already been discussed in the literature review.

vaulted the issue to the forefront of education policy in Colorado. The Ritter administration would soon capitalize on this momentum.

### *The Problems Stream*

Before delving into the Ritter administration's handling of P-20 alignment, the general climate around public education in Colorado should be noted in more detail. Previous administration in Colorado had addressed education but they generally focused on accountability and standards in K-12 education. Few attempts had been made to address the education system as a whole. Colorado had no precedent for aligned standards or readiness descriptions; the only significant state education policies existed around K-12 standards, college admissions requirements, and the CSAP test.

In the 1990's, the Colorado public began to note the misalignment among education systems. Taxpayers understandably began to wonder why they were paying for broken schools, college remediation, and incarceration of dropouts when the latter two problems could be eliminated by fixing the problems in schools alone. Over time, Colorado earned what many consider the unfortunate statistic of ranking near last in the amount of funding per student (both as a percentage of the state's budget and nominal dollars per student). Many educators and administrators lamented having had to carry out more policies with fewer resources, especially under the restraints of Colorado's Taxpayer Bill of Rights. In addition, the education world operated under something of a punitive model whereby teachers were castigated if their students did not show improved test scores. Some stakeholders say this resulted in the unfair denigration of the teaching profession.

Moreover, the trend toward globalization made the average American citizen aware of the nation's lagging competition with other countries. Major reports highlighted this problem. For instance, the 2007 "Tough Times or Tough Choices" report stressed that "if we continue on our current course, and the number of nations outpacing us in the education race continues to grow at its current rate, the American standard of living will steadily fall relative to those nations, rich and poor, that are doing a better job" (National Center on Education and the Economy, xix). In turn, the public increasingly saw education as the solution. As a result, the Colorado education community and the public at large were starving for a serious focus on education reform. The graduation and alignment problem had been clearly defined. This climate would set the stage for Governor Ritter's election and the introduction of CAP4K.

*Governor Ritter and the P-20 Education Coordinating Council*

Bill Ritter sensed this societal climate and campaigned for governor in the fall of 2006 on a platform he nicknamed the “Colorado Promise.” The Promise included proposals in critical areas like the environment, health care, transportation, and education. In the realm of education, Ritter declared three goals: 1) double the number of postsecondary degrees and certificates, 2) halve the high school dropout rate, and 3) reduce the achievement gap. Ritter’s ambitious goals appealed to the Colorado public, for he won the gubernatorial election easily in November.

After settling into his first term in office, Governor Ritter created the P-20 Education Coordinating Council (hereafter referred to as the “P-20 Council”) through executive order in August 2007 to address his Colorado Promise about education. The executive order technique was relatively uncommon among other states addressing P-20 alignment, as they usually had some sort of unofficial, collegial agreement among agencies to work together on the issue. Among the few states that had utilized an executive order, Colorado was unique in that it did not specify who would comprise the council; it left much discretion up to the governor’s office. Indeed, the discussion of the Council’s composition occurred mainly between Governor Ritter and his chief education adviser, Matt Gianneschi. Gianneschi studied P-20 efforts in other states like Indiana and California and advised Ritter to strategically assemble a group that could somehow turn recommendations into legislative action pieces. The governor requested that the Council make recommendations without considering the amount of time or money required, in order to create a new vision for Colorado (an approach that legislators would later take toward CAP4K). In selecting members for the P-20 Council, Ritter chose representatives of what he considered the most significant points along the education continuum, rather than personal confidants.<sup>17</sup> Moreover, his administration tried to create a body that contained more than the usual state department heads by including teachers, principals, board members, professors, foundation representatives, and business leaders. The subcommittees also included assemblymen in order to connect the policy recommendations to the legislature. Whether the Ritter administration actually assembled the correct mix of such players has been questioned by some stakeholders and policy experts. In any case, Ritter had tried to convene a council that would recommend policy options from a perspective outside the executive branch.

Shortly after Governor Ritter appointed the P-20 Council, council members commenced an aggressive schedule of producing recommendations. Public attendance at many council meetings reached full capacity, a situation which surprised many council members and reflected the substantial public interest in education reform. After several individual subcommittee meetings, the Council convened again in October 2007. At this point, the Council critiqued the multitude of recommendations and, after submitting an initial proposal to Governor Ritter in November, proceeded to prioritize its recommendations. In the end, the P-20 Council produced 16 policy

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17. See Appendix C, p. 109 for a list of these representatives.

recommendations, greatly exceeding the governor's expectations.<sup>18</sup> It is important to note that not all of the recommendations dealt with comprehensive P-20 alignment as defined in this paper. Some of the recommendations addressed data collection and teacher pay. But certain aspects of the recommendations overlapped readily with a P-20 system. These recommendations could have been perfected and integrated into an ideal P-20 arrangement. This process would have taken several years to flesh out, a context-free framework which Governor Ritter had originally provided for the P-20 Council. Nevertheless, political realities quickly emerged that would accelerate legislative treatment of P-20 alignment faster than many in the education world and the P-20 Council would have preferred.

### *The New Year Meetings*

Meanwhile, in late 2007 Senator Penry was discussing plans to resurrect his graduation requirements bill in an even stronger version, requiring four years of many other subject areas in addition to math and science, like civics and reading. Various parties voiced their opposition to such a policy, including Governor Ritter who publicly stated that Colorado needed a more comprehensive solution to the graduation problem. Although Penry's revised bill was killed in the House, Ritter's statement led most stakeholders to correctly believe that something much more significant was coming. However, many were unsure whether Ritter would revisit HB 1118, already in place, or undertake a much larger plan.

Rumors came to fruition on January 4, 2008, when Governor Ritter called a meeting of all the major education organizations, including the Colorado Association of School Executive (CASE), CASB, the Colorado Education Association (CEA), CDHE, and CDE. Matt Gianneschi and Lieutenant Governor Barbara O'Brien were also present. Inside the meeting, Ritter declared that he could not continue to block efforts from Republicans, now a minority in the legislature, to reform education because bipartisan support for education reform had effectively reached a tipping point (Urschel 2008). Education had become the most important topic on the state's agenda. A more comprehensive policy, Ritter reasoned, was needed immediately in order to counter the seemingly inevitable but inferior policy from Senator Penry. Politically, the Democratic majority felt Colorado would receive a worse solution to the graduation problem if they did not act soon. The time was ripe for education reform and the 2008 legislative session represented the perfect policy window. Most organizations agreed with the governor. In fact, CDE, CASB, and others had already been actively reporting on the need for comprehensive alignment reform. Shortly after the first meeting, Ritter met with college presidents to discuss the same situation. In the span of a few short weeks, Ritter had sparked a fire that would soon result in legislators taking action on P-20 alignment.

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18. For a list of these policy recommendations, see <http://www.colorado.gov/governor/p-20-council.html>  
Path: General Information, P-20 Council 2007 Recommendations (pdf).

### *The Governor's Office Introduces a P-20 Plan*

Immediately after the New Year meetings, the governor commenced plans to have a P-20 bill introduced in the legislature. In order to create bipartisan support, Governor Ritter stated that he wanted a bill that included some of the tenets of Penry's plan but that offered more flexibility in terms of seat-time requirements. Governor Ritter had originally considered resurrecting an old bill that would have placed all students on a pre-collegiate track. However, this idea quickly faded as the underpinnings of CAP4K emerged. In February 2008, shortly before the beginning of the legislative session, the governor's policy staff drafted a document that contained the formal plans for the first P-20 system in Colorado. They distributed the draft to virtually everyone on their education contact list, including the media, and encouraged stakeholders to disseminate it among their individual networks. The governor's office believed ahead of time that many people would likely criticize the first draft due to the proposed broad transformations. As such, they opened a four-week window for stakeholders to make unrestrained suggestions for edits. During this period, the governor's staff and others also held weekly meetings with lobbyists about the P-20 plan (many people would later complain that lobbyists were usually the first to get information). While many parties did participate in the editing process, the early childhood education community remained relatively silent during the early stages. Despite the relatively low level of participation from the early childhood community, the P-20 plan received much attention in the education world at large.

By early March, the bill had received bipartisan sponsors in the House and Senate. Immediately before sponsors introduced the bill in the Senate, the governor's office held a final meeting with the P-20 Council to hash out the tenets of CAP4K. The governor's staff gave presentations about the conceptual elements of CAP4K and council members debated the bill. The preparation and transitions subcommittee and the P-3 subcommittee later impacted CAP4K as it progressed. For instance, bill drafters eventually included early childhood (i.e. school readiness) standards, a recommendation from the P-3 subcommittee. However, the P-20 Council generally did not provide much input into the bill drafting process, mainly because the bill moved so fast through the legislature.

Within 48 hours of the bill's introduction, the plan received one final revision. The original version of the bill had originally called for the creation of an entirely new committee to oversee implementation. However, SBE and CDHE came forward at the last minute to proclaim their interest and ability to carry out the policy. The bill drafters ultimately decided to delegate authority of readiness descriptions and standards revision to SBE and CDHE because they felt it would be more efficient than creating a new oversight committee.

### *The Senate Introduces CAP4K*

After SB 08-212 was introduced, the bill received much attention in state and national education media. The governor’s office soon released a press release that first coined the bill’s nickname: the Colorado Achievement Plan for Kids. Subsequently, CAP4K proceeded quickly through the legislature. Because of CAP4K’s speed through the legislature, the governor’s office and legislators believed it was best to leave the finer details of readiness descriptions and standards until after passage. Most parties present at the legislative hearings testified in favor of the bill. Stakeholders generally felt the bill’s passage was inevitable. In fact, many lamented the fact that the bill’s speed did not allow for the kind of targeted local public dialogue that could have fully vetted and refined the major concepts in the bill. On the other hand, most of the same stakeholders remarked it was the best the state could do given the political and civic realities at the time. They also remarked that overall public participation was relatively substantial given the scope of CAP4K. Still, some stakeholders, particularly those who had served on the Graduation Guidelines Council, felt their work prior to CAP4K had been somewhat nullified. The interaction between HB 1118—which created the Graduation Guidelines Council—and CAP4K has yet to be assessed.

CAP4K tended to dominate the 2008 legislative session. Christine Scanlan, one of the bill’s prime House sponsors, commented that it was “debated 118 days out of 119 days” in the session (Scanlan 2008). The bill received many amendments in both the House and Senate. Some of the most significant amendments included: 1) the removal of a provision to allow local school districts to opt out of the law, which upset proponents of local control, including the Colorado Rural Schools Caucus, and 2) the addition of a cost study (as advocated by Great Education Colorado and the Colorado School Finance Project) to determine the projected cost of implementation based on pilot studies. The resource component of CAP4K was a particular point of contention because CAP4K will likely require significant time, money, and/or manpower. However, legislators ultimately decided not to attach a long-term fiscal note to the bill because the cost depends largely on the new standards and readiness descriptions, and because they did not want to limit the vision of reform needed to change the system. During the bill’s final stages in the House, some politicians proposed specifying the method of assessment. However, legislators ultimately scrapped the language largely for the same reasons that a long-term fiscal note was not attached. After many amendments, CAP4K exited the lawmaking process at 48 pages in length.

*Analyzing the Politics, Problems, and Policy Streams*

It is useful to further analyze how the problems, political players, policy entrepreneurs, and policy options interacted. As many stakeholders expressed, CAP4K was a product of the right timing among global pressures, political competition, and sympathetic and cooperative politicians and administrators. In other words, it was a confluence of the problems in education, the history of political tensions among departments and political parties, and the leadership of policy entrepreneurs who created feasible policy options to address the problem.

In the last 15 years, many areas of sensitivity had been exposed across the different levels of the education system in Colorado. For example, college entrance requirements had offended many school districts, and voter initiatives had begun to address the serious lack of educational funding. These individual issues gradually added to the graduation and alignment problem, eventually placing education on the top of the state's agenda. Education leaders had been paying attention this problem in Colorado and the P-20 reform movement elsewhere. They had already created a tentative P-20 plan years before CAP4K was introduced, yet the bill did not emerge until 2008. Many readers may wonder why the bill materialized so late.

Perhaps the answer to why CAP4K did not emerge earlier lies in the fact that the problems and policies streams did not converge with the right political leadership until 2008. As aforementioned, previous political administrations had not attempted to make systemic changes, so the problems and policy options around alignment lied dormant. When Ritter assumed office and began to stress the need for education alignment, the three streams converged and a policy window finally opened. In addition to Governor Ritter, many stakeholders credit the passage of CAP4K to the leadership and cooperation of David Skaggs and Dwight Jones, the heads of CDHE and CDE, respectively. Currently, there exists a great deal of mutual respect among these two agencies and the executive branch, which has not occurred in several decades. The policy entrepreneurship from the governor's office, coupled with the cooperation among education organizations and broad public support for education reform, produced the right environment for CAP4K to emerge.

## Stakeholder Identification

This chapter contains the results of an exhaustive process of stakeholder identification. The first section lists the individual stakeholders. The second section contains a map that graphically displays the links among major stakeholder groups at different levels of implementation. As the map shows, the major groups can be further condensed into five macro-groups: target population, administrators, central government and private sector, the media, and parents. This map should prove particularly useful to the K-12 community, as its network is not considered as easily identifiable as the early childhood or higher education networks, according to some interviewees.

### *Stakeholder List*

#### **Target Population: Students**

##### Preschools

- Private early childhood service providers
- Government early childhood program providers

##### K-12 Schools

- Teachers
- Principals
- Superintendents
- School boards
- District study coordinators

##### Career and Technical Education Centers

##### Community Colleges

- Professors
- Presidents

##### Universities

- Professors
- Presidents

##### State Education Agencies

- Department of Education
- Department of Higher Education
- Colorado Commission on Higher Education

##### Executive Branch

- Governor
- Lieutenant Governor
- Education adviser to the governor
- P-20 Council administration

##### P-20 Council<sup>19</sup>

##### Legislative Branch

- House sponsors
- Senate sponsors
- House education committee
- Senate education committee

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19. For individual P-20 Council and Subcommittee members, see Appendix C, p. 109. Most council and subcommittee members are constituents of the major stakeholder groups listed here.

Business and Trade Organizations

- Public Education and Business Coalition
- Colorado Succeeds
- Jobs for America's Graduates-Colorado
- Denver Chamber of Commerce

Nonprofit and Policy Organizations

- The Bell Policy Center
- Colorado Fiscal Policy Institute
- Colorado Children's Campaign
- Great Education Colorado
- Colorado School Finance Project
- Education and Public Interest Center
- Padres y Jóvenes Unidos
- Center for Education in Law and Democracy
- Denver Scholarship Foundation
- Fund for Colorado's Future

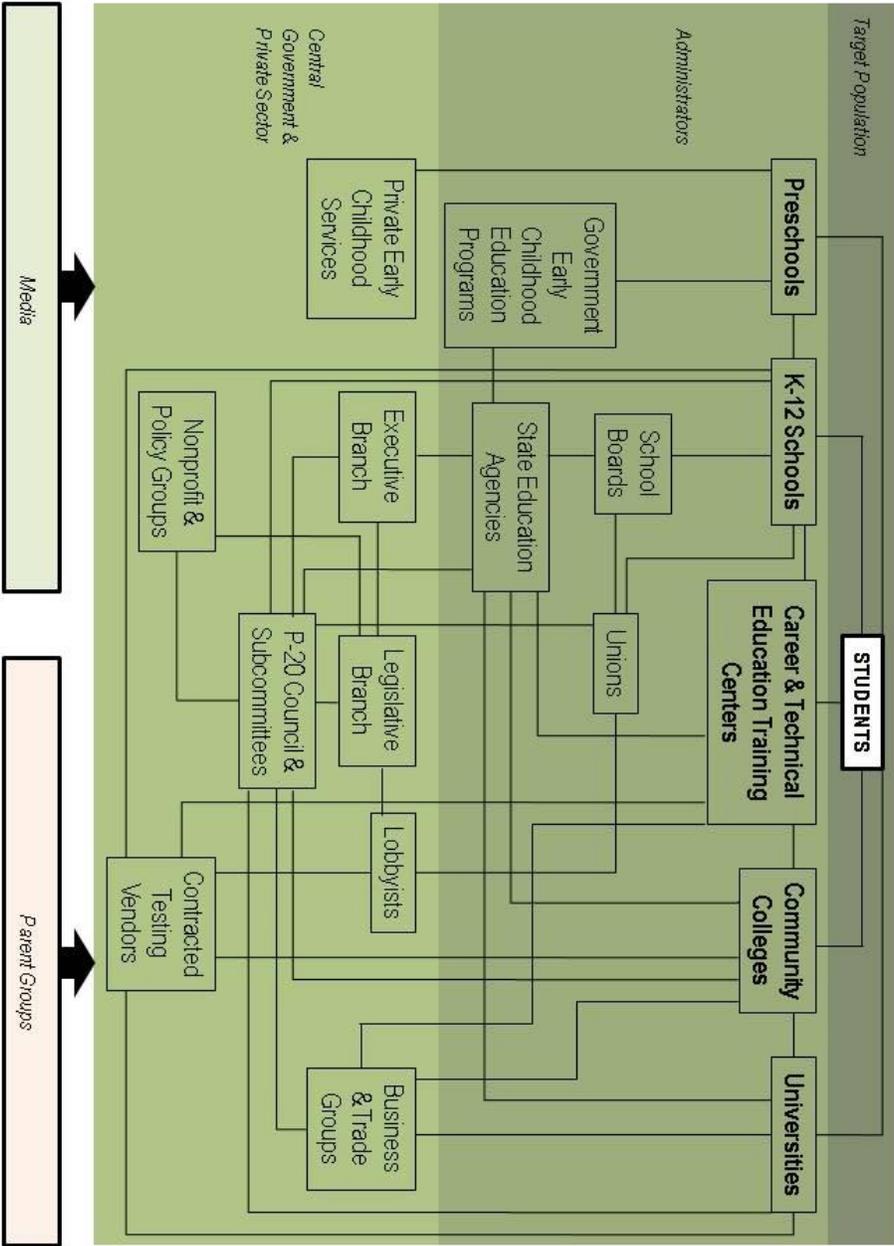
Unions

- Colorado Education Association
- Colorado Association of School Boards
- Colorado Association of School Executives
- Colorado Rural Schools Caucus

Other

- Lobbyists
- Contracted testing vendors
- Parent groups (i.e. Parent Teacher Associations)
- Media
- Alumni Organizations

Colorado P-20 Key Stakeholder Map



## Stakeholder Visions

CAP4K presents a paradox in policymaking. On the one hand, it has been described as a “vision” bill by several stakeholders, by which they mean it focuses on expected outcomes. On the other hand, it has also been branded as a “process” bill due to its sheer length—48 pages—and the details about decision making authority, deadlines, and education reform concepts. Depending on one’s perspective, it is easy for the process details to muddy the vision and vice versa. This paper has already dealt with the means for achieving a properly aligned education system, although many of the operating standards have yet to be established under CAP4K. Chapter 9 (“Issues to Watch”) will continue to explore specific concerns related to implementation means. This chapter, however, lays out the various hopes expressed by stakeholders, in order to prevent the vision of CAP4K from getting lost in the details. Vision statements have been grouped according to five major themes: skills and preparation; accountability; student needs, access, and opportunity; system and administration; and political goals. Many stakeholder opinions on these topics overlapped; as such, their opinions have been summarized and do not include a reference. Original quotations have been cited where appropriate.

### *Vision Statements*

#### Skills & Preparation

- 1) “All students exit high school prepared for either the workforce or college.”
- 2) “Students gain the skills necessary to succeed in a 21<sup>st</sup>-century, information-based economy.”
- 3) “Schools that focus on what skills students need to succeed rather than what class titles they need to succeed.”
- 4) “A marriage of Benjamin Franklin’s concept of a ‘useful education’ and Thomas Jefferson’s concept of a highly skilled, liberal arts education.” (J. Urschel)
- 5) “Students receive a diploma that means something once again.”

#### Accountability

- 6) “A fair accountability system that lessens teacher frustration caused by NCLB.”  
(C. Scanlan)

Student Needs, Access, & Opportunity

- 7) “A P-20 system that focuses on student needs, not institutional needs.”
- 8) “Colorado’s public education system gives all kids access to the entire spectrum of educational opportunities.”
- 9) “Students gain a greater sense that they can participate in the process and shape the system for the better themselves.” (C. Elnicki)
- 10) “A paradigm shift in what is possible for traditionally underserved kids.” (J. Lopez)
- 11) “An education system that drives school innovation and provides a more practical high school experience.” (R. DeHoff)

System & Administration

- 12) “A good balance of state goal-setting and local flexibility and creativity for implementation.”
- 13) “It is not a piecemeal approach—it looks at the whole system across the state.”
- 14) “A cooperative, coordinated education system that aligns all levels of education without disproportionately focusing on one level.”
- 15) “An early childhood education system that can identify and intervene in problem areas for children at earlier ages, when correcting the problem is easiest and most cost effective.”

Political Goals

- 16) “Colorado moves away from the ‘Colorado Paradox’ [low graduation rates + high rates of in-migration of educated adults] and achieves high graduation rates.”
- 17) “A greater ability to close the achievement gap.”
- 18) “Colorado will become the best place in the country in which to learn and teach.” (L. Weil)
- 19) “CAP4K becomes the nucleus around which we build a larger policy framework of health and parental services that addresses school readiness in a complete, effective way.” (G. Westervelt)

## Issues to Watch

Despite policymakers' best intentions, policies always have the potential to be implemented improperly. CAP4K is no exception. This section presents a wide range of potential conflicts during the implementation stages of CAP4K, as articulated by interviewees. Some details in this section reveal explicit concerns; others merely signify issues to look out for in the process. Issues have been grouped into five major categories: politics and administration, resources, assessments, early childhood education, and readiness and endorsements.

### Politics & Administration

1) *CAP4K could be misrepresented or mis-realized during implementation.*

While this concern is rather vague, it captures the essence of most stakeholders' fears. Simply put, stakeholders in any process hope to prevent spoiling the operation. In the next five years, CAP4K could take on a different shape than it presently has. Alex Medler at the Colorado Children's Campaign puts it more descriptively: "Most policy discourse and stakeholder involvement focuses on the Capitol during the bill drafting and amendment phases. But...you have these longer phases of rulemaking and contracting, rollout, later maturation, evaluation, et cetera. Plus, there are multiple agencies that overlap [i.e. CDE, CCHE, CDHE]. All those cycles create opportunities for the purpose of implementation to shift a little bit" (Medler 2008).

2) *CAP4K may lose steam in the next several years.*

Several stakeholders were concerned that the bill might get lost in the mix with future legislation and government priorities. Rona Wilensky at New Vista High School declares that CAP4K may disintegrate as "other cause du jour's or emergency bills" arise (Wilensky 2008). Or, as Gerrit Westervelt at the Build Initiative states, politicians could say they have now "checked the school and postsecondary and workforce readiness problem off their list" (Westervelt 2008). In other words, leaders would mistakenly believe they have addressed the Colorado education problem and move on to other issues without following through on the bill.

Some stakeholders also expressed concern that future assemblies who may not like the policy would introduce other legislation that attempts to unravel CAP4K. However, Robert Witwer notes that Governor Ritter has publicly stated his commitment to CAP4K and will wield his veto pen when necessary to protect the policy (Witwer 2008).

3) *Turnover in future administrations may derail the bill.*

Changes in governors, department heads, and other top-level positions could lead to conflict about the direction of CAP4K, depending on their disposition. This is linked to Issue #2 in that new political administrations and legislatures could have different priorities.

4) *Success of CAP4K may be declared prematurely based on hallow reasoning.*

This is another pitfall that is applicable to any policy. For reasons of political pressure or human bias, education authorities may prematurely deem CAP4K a success. Scott Mendelsberg at CDHE explains, “It [may] fall into the same trap of other policies that pretend to solve the problem. You will get these qualitative, gut-wrenching anecdotes about how Johnny actually started going to class and finished high school. Well, people really care more about whether he succeeded after high school, and whether the policy changed the bottom line. What we really need is more quantitative data to show that the policy really made a difference” (Mendelsberg 2008).

5) *CDE and CDHE are largely independent of one another.*

In the state of Colorado, the Colorado Department of Education (CDE) and the Colorado Department of Higher Education (CDHE) generally operate independently of one another. Moreover, CDHE is accountable to the governor, while CDE is not accountable to the executive branch. Yet, these two agencies possess most of the remaining decision-making authority as described in CAP4K. Because of this disconnected administrative structure, many stakeholders fear the two agencies may not communicate as much as needed. Nate Easley at the Denver Scholarship Foundation states that the structure is “built for conflict” (Easley 2008). For successful implementation, true cooperation between these governing bodies needs to take place. As Frank Waterous at the Bell Policy Center notes, policymakers must “get the two departments to play nicely together. It hasn’t always been kumbaya between the two. It’s been somewhat of a turf war, sometimes based on money issues, or other things like power and control, as in any politically oriented situation” (Waterous 2008). However, CAP4K requires CDE and CDHE to participate in periodic meetings about standards and readiness descriptions. These meetings have already begun; the extent to which they will be productive is yet to be seen.

- 6) *CAP4K may rely too heavily on the expectations of higher education and may not incentivize higher education to change its unconstructive practices.*

Many stakeholders in the K-12 community feel that higher education is the most institutionalized level of education. Currently, higher education is not accountable to the K-12 sector and does not receive many incentives to change its policies like entrance requirements which are not aligned with high school. While CAP4K forces K-12 and higher education to communicate about their policies, some stakeholders are skeptical that much will change. In order to create a P-20 system, decision makers must overcome this barrier.

- 7) *The language of the bill is relatively vague.*

Although CAP4K contains 48 pages of details, it does not codify any of the descriptions of readiness or specify how local districts should carry out CAP4K. Much of the work is yet to be accomplished. But, as Kristie Kauerz at the lieutenant governor's office notes, the vague language may be a good thing, as "it doesn't pigeonhole people, and allows room for experts to weigh in" throughout the process (Kauerz 2008). Lisa Weil at Great Education Colorado adds that "it should really be shaped and influenced" by the street-level administrators (Weil 2008).

- 8) *The action timeline is relatively assertive.*

The timeline for implementation of CAP4K spans the length of about four years. Randy DeHoff at SBE notes that this is relatively fast for such a comprehensive policy (DeHoff 2008). However, Kauerz claims that the timeline will not likely change mostly due to the desire to take advantage of the political window of opportunity (Kauerz 2008). While an assertive timeline is not necessarily problematic, it may pose a problem if politicians make CAP4K a lesser priority (Issue #2).

- 9) *Participants and audiences at future community meetings may be unrepresentative of all stakeholders.*

CAP4K requires SBE to hold community meetings for public input into the new standards and readiness descriptions. The bill recommends convening students, parents, business leaders, educators, and regional boards. There is a certain amount of trust that the recommended parties will actually participate and communicate. Several stakeholders remarked that past public meetings of this sort have tended to be comprised of K-12 educators only. If Colorado wishes to create a new vision of readiness for the 21<sup>st</sup> century, decision makers should strive to hear the full spectrum of opinions.

## Resources

10) *Legislators have not yet appropriated funds beyond the initial stages of implementation.*

This was the most common topic broached during interviews. Stakeholders voiced deep concern that little money had been designated for such immense reform. Tony Salazar at the Colorado Education Association stresses that he does not want CAP4K to become yet another unfunded mandate that places the burden on teachers on the ground (Salazar 2008). Alex Medler adds that “at some point, people down the road will say, ‘here’s what I need to do differently to make it successful,’ which will cost money.... Schools will look and act differently, and those things will all have price tags. Whether it’s professional development or new staffing, there are repercussions for the state” (Medler 2008). But as Paula Stevenson of the Rural Caucus notes, once the cost study has been completed, “the resources should follow. The governor’s office has promised that, and I hope it comes through” (Stevenson 2008). As with the timeline issue, this financial issue depends heavily on how politicians prioritize CAP4K in the next several years.

Some stakeholders feel that CAP4K should be funded according to the demands of the cost study, no matter how expensive the invoice. Rona Wilensky and Scott Mendelsberg assert that the initial financial cost of investing in a properly aligned education system will pay huge dividends in the long run (Wilensky 2008; Mendelsberg 2008).

11) *The state may not seriously consider how to allocate resources.*

This relates to the concern that the legislature would briefly address P-20 alignment and then move on to other issues. In this scenario, the state would appropriate funds all at once without fully analyzing the effects at different levels of the education system. Mendelsberg points out that throwing a lump sum of money at the system will not solve the problem (Mendelsberg 2008). Resources allocated for certain schools may have a greater effect than resources allocated for other schools, and this difference may change drastically over time.

12) *The state may not provide adequate resources for other complementary policies such as teacher training and development, early childhood health programs, parental support, etc.*

Many stakeholders asserted that in order for CAP4K to effect a reduction in dropout rates and narrow the achievement gap, the state must couple it with other supportive social policies. These policies include comprehensive teacher training and development, broader preventive child health care services, and outreach to parents. “You have to have policies and programs and money that support healthy child development, because kids can’t learn if they’re sick and hungry,” explains Gerrit Westervelt. “[Otherwise], politicians will ask, ‘why haven’t grades gone up?’ Well, because you still have unhealthy, dysfunctional families and kids” (Westervelt 2008).

A corollary to this concern is that the state might correctly identify new, proper standards as envisioned in CAP4K, but it may not address how to reach these standards. “You certainly need standards but it is by no means the biggest problem,” says Rona Wilensky (Wilensky 2008). Simply setting the bar higher may not be enough. Alex Medler goes on, “What CAP4K really does is codify what the real expectations are to get out of underclass. Right now, if you’re not prepared to go to Front Range Community College without taking math remediation, [you have little chance of succeeding]. What we’re hoping is that the reporting and [data] tracking lead to change” (Medler 2008).

13) *The state may not seriously assess new funding structures for a P-20 system.*

While the state has promised greater funding after the results of the cost study are released, the current prospects for additional sources of education funding appear thin.<sup>20</sup> If CAP4K is to succeed in the long run, new resources, and perhaps a new funding structure for education, must be explored. This is especially important in terms of creating an aligned system of educational institutions that are funded in completely separate ways. Matt Gianneschi at the governor’s office explains that while higher education is selective and charges tuition, K-12 education is compulsory and funded primarily through local taxes (Gianneschi 2008). P-20 alignment might require a commensurate alignment of the funding structures. Randy DeHoff worries that the “existing structure will be an excuse for not finding new funding avenues. [In addition], the cost studies...always assume you must work within the current funding system” (DeHoff 2008). Many stakeholders feel that CAP4K should think outside the box and make strong recommendations about pursuing alternative funding strategies.

14) *Under limited resources, multiple curricular pathways may be crowded out in favor of a single pre-collegiate track.*

Virtually no stakeholders disagree with the notion that schools should provide multiple curricular pathways for students to achieve their individual goals. In fact, there might not have been nearly as much support for CAP4K had it not preserved the concept of multiple curricular pathways. However, several stakeholders felt that CAP4K had not treated this concept in a substantive fashion. “It never got to the point where it said, ‘we endorse multiple curricular pathways,’” says Frank Waterous. “That’s a scary thing for a lot of school districts” (Waterous 2008).

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20. For a detailed report on Colorado’s fiscal prospects for the next several years, see The Bell Policy Center, Colorado Children’s Campaign, and Colorado Fiscal Policy Institute, *Looking Forward: Colorado’s Fiscal Prospects after Ref C* (Denver: December, 2007).

As it stands, CAP4K encourages multiple curricular pathways that result in the accomplishment of a single set of standards for postsecondary and workforce readiness. This implies that a postsecondary and workforce readiness program will be different from traditional college-preparatory programs. However, if the state does not provide sufficient resources, many stakeholders believe public education may fall back on traditional pre-collegiate tracks. “When people don’t know what to do, they tend to fall back on what they’ve known,” warns Jane Urschel at the Colorado Association of School Boards (Urschel 2008).

### Assessments

15) *New assessments need to help students, parents, and teachers, rather than the education institutions only.*

In the past, assessments have tended to serve the purpose of establishing accountability rather than providing practical information for students, teachers, and parents. Virtually all stakeholders in Colorado desire a new testing system that provides multiple parties with valid, credible, and useful information for purposes beyond accountability. In creating an aligned education system, policymakers must take care to establish a method of assessment that does not disproportionately focus on one level of the system.

16) *The state may not critically analyze school readiness assessments.*

The early childhood education sector has a particular concern about school readiness assessments. While the vast majority of politicians and the public understand the basic tenets of K-12 assessment, “most people do not understand that assessing young children is much more complex and requires much more training than testing high school students,” claims Gerrit Westervelt . “[Preschoolers] won’t sit still and fill in bubbles. It is a tricky, expensive, and empirically challenging game” (Westervelt 2008). Policymakers risk creating an invalid school readiness assessment if they assume that early childhood assessments encompass the same level of complexity and effort as K-12 tests. The entire purpose of a P-20 system could be nullified if a preschooler is incorrectly deemed eligible to proceed to regular school.

17) *Altering the method of assessment may threaten accountability, data reporting, and the overall progress made on current longitudinal growth models.*

As with other policy areas, education reform often requires analysis of data from longitudinal models. Opponents of altering or discarding the Colorado Student Assessment Program (CSAP) argue that instituting a new assessment may invalidate the breadth of data already collected since the CSAP was implemented. Proponents of assessment reform in Colorado rebut that CAP4K is a fundamental change to public education that will require a new form of assessment to accurately measure its effectiveness over time. Overall, stakeholders believe that decision

makers should choose whatever model poses the best marriage of appropriateness for an aligned system, and usefulness for students, teachers, parents, and administrators.

18) *More testing may simply overwhelm students.*

Educators voice this concern about many types of education policies, not just CAP4K. However, it is still salient given the undetermined future of CAP4K testing. Also, some preliminary discussion in the P-20 Data and Accountability Subcommittee about CAP4K assessment has centered around combining the ACT and CSAP. Decision makers should strive to minimize the burden placed on students and maximize the practicality of testing.

19) *Non-traditional assessment methods may be hard to incorporate into CAP4K.*

CAP4K tends to embrace the concept of multiple curricular pathways. Non-traditional assessments like portfolios and debates may need to be integrated so that students who learn in non-traditional manners can demonstrate their proficiency in non-traditional ways. However, most research has been performed on traditional CSAP-like tests. There is not much data on non-traditional methods of assessments. Decision makers may face resistance to implementing these creative forms of assessment in an environment that values “best practices” (practices that have empirically demonstrable effects).

#### Early Childhood Education

20) *Early childhood education may suffer from disproportionately fewer resources than other education institutions.*

Early childhood experts fear that early childhood education could earn relatively less funding and teacher support than K-12 and higher education. Gerrit Westervelt notes that the public does not automatically identify early childhood education as a public good like K-12 education, which is compulsory. Moreover, he wants early childhood education to avoid falling into same “accountability and funding trap” as K-12, whereby an accountability framework identifies problem areas and proceeds to funnel money toward these areas, but not does not provide enough money to help students reach levels of proficiency (Westervelt 2008). In other words, a partial effort could still yield no significant improvement. Resources must be adequately and fairly distributed across all level of education.

- 21) *A standards-based framework for preschool may exacerbate the rift in the current two provider system in early childhood education.*

Currently, early childhood education is administered in two ways, depending on a child's age: 1) only private education providers are available for infants and toddlers, and 2) a mix of private and public providers are available for 3- and 4-year-olds. As Gerrit Westervelt explains, while private providers make money in both groups, they tend to earn more profit by educating 3- and 4-year-olds because then providers become eligible to receive government funds under an accountability framework. Thus, under the current system, if the state further strengthens standards, private providers will tend to focus their efforts on 3- and 4-year-olds even more. This would leave infant and toddler education largely unattended (Westervelt 2008). Early childhood education experts stress that if Colorado desires a true P-20 system, it must re-evaluate early childhood education administration.

- 22) *Early childhood education does not have a governing agency like CDE or CDHE.*

As Kristie Kauerz points out, early childhood education programs like Head Start and private kindergarten classes do not have an oversight agency like K-12 and higher education (Kauerz 2008). Thus, these individual programs are largely uncoordinated within the early childhood community itself and are not accountable to the central government. This could potentially hamper the job of aligning the education system, although most of early childhood community favors some sort of P-20 alignment.

### Readiness & Endorsements

- 23) *The skills needed for postsecondary education and the workforce may not be the same, and the notion that they are the same is based on tenuous data.*

Some stakeholders still feel that the basic premise of CAP4K—that postsecondary and workforce skills are essentially the same—is flawed and could prevent successful implementation. As discussed in the literature review, opponents of this singular definition of readiness find several faults in the supporting scientific evidence. Paula Stevenson believes that “one [area] requires more practical skills, the other more theoretical” (Stevenson 2008). Several stakeholders mentioned that there was dissent about the equivalency of postsecondary and workforce readiness that did not arise partly because of the momentum of the bill. Most of these stakeholders believe there is some common ground between postsecondary and workforce skills, but that there are many skills particular to each industry and level of college. In terms of business, Scott Mendelsberg states that “what’s good for Lockheed Martin may be different from what’s good for the hotel industry” (Mendelsberg 2008). These stakeholders want the descriptions of postsecondary and workforce readiness vetted rigorously so that students gain

exposure to the necessary fundamental skills and still have the option to learn the skills necessary for their individual career goals.

- 24) *The new standards and descriptions of school, postsecondary, and workforce readiness may not be substantive enough.*

Some stakeholders worry that after all the intense debate and public discussion on readiness descriptions and standards have passed, the end product will not be much better than the current model content standards. As with other aforementioned topics, decision makers may revert to the system with which they are familiar when faced with resistance to change. Scott Mendelsberg states that he wants much more descriptive, practical standards that go beyond kids “being able to read, write, and do geometry” (Mendelsberg 2008). Decision makers must commit to involving a wide range of stakeholders and translating their input into robust descriptions and standards.

- 25) *Diploma endorsements may lead to a de facto reduction in graduation rates.*

This relates to Issue #12, which warns of setting the standards bar too high without including the proper secondary policy changes. Under the CAP4K system, school boards will not award diplomas to high school students until they have met the description of postsecondary and workforce readiness. However, Rona Wilensky cautions that if decision makers do not make the proper substantive changes in preschool and K-12 education, they could cause a de facto reduction in graduation rates (Wilensky 2008). This scenario would likely be the clearest indicator of the policy’s failure because it would let down one of Governor Ritter’s three main “Colorado Promises”: to double the number of annual diplomas and certificates in Colorado. As such, decision makers must carefully consider reforming the process of awarding diplomas.

- 26) *Special diploma endorsements (for diplomas that go above and beyond the minimum requirements) may be inequitable and lead to the usual tracking sequence.*

Under CAP4K, students who meet the new standards will receive a diploma that signifies preparedness for postsecondary education and the workforce. Students may also receive particular diploma endorsements for demonstrating exemplary skills in specific areas like music or engineering. While the regular diploma is not intended to be less rigorous, some stakeholders still feel this setup resembles the old system of “tracking,” i.e. special needs versus normal versus gifted tracks. Kevin Welner at the Education and Public Interest Center opines that “a tiered diploma system [may] prompt a tiered set of high school courses, and the lower tier will not be academically challenging” (Welner 2008). Frank Waterous adds that this setup “seems to fly in the face of the notion that postsecondary and workforce readiness is one thing” (Waterous 2008). Waterous adds that special diploma endorsements could be inequitable in the way that

students receive coursework needed for such an endorsement. However, Welner states that with the proper enforcement, a de facto system of tracking can be avoided. SBE will have to clearly delineate the purpose of special endorsements and how all students can achieve them (Welner 2008).

## Applications

This guide has several potential applications and benefits:

1) *Should help direct the implementation of CAP4K.*

By synthesizing the many facets of CAP4K, this document can guide decision makers and help them understand the complex consequences of their actions. The information here gives these implementing actors a clear point of reference on the array of issues to watch out for when they are carrying out their mandates. This guide also clearly depicts which stakeholders to consider before making further decisions. Finally, decision makers can refer to the “Stakeholder Visions” section in this guide to gauge their performance, i.e. determine whether their actions have resulted in an educational landscape that matches the policy’s original intentions.

2) *Greater ability to target stakeholders and keep them involved throughout the entire process.*

The detailed stakeholder list and map can help policymakers flesh out the entire stakeholder network to be involved. Policymakers should maintain a continuous feedback loop with stakeholders and consider inviting the heretofore uninvolved stakeholders identified in this paper. Invitations should continue to be extended to the previously involved parties, even those who opposed the initial legislation.

Stakeholders have expressed a fear that the community meetings proposed in CAP4K will boil down to conversations with limited groups of educators, parents, and students, without seriously considering the full spectrum of stakeholders. Policymakers should take care to avoid this scenario.

3) *Increased sensitivity to concerns about, and opposing viewpoints on, P-20 alignment.*

This is a corollary to Application #1. One major purpose of this paper has been to elicit detailed concerns about the prospect of P-20 alignment. Policymakers should not ignore these concerns or allow them to get lost in the politics of implementation.

4) *May help parents and students understand the reform.*

While many stakeholders have been involved in the CAP4K process, parents and students have not been involved much in the reform. The information in this guide should provide some basis for educators and policymakers to explain to parents and students the potential impact of CAP4K. With such significant change to public education, it is necessary to help parents and students find their way in a reformed system.

5) *Greater capacity to adapt legislation as needed.*

As many stakeholders have emphasized, CAP4K should not be viewed as the perfect remedy for all major problems in education. By delving into the implications of P-20 alignment in Colorado, this document will allow policymakers to adapt CAP4K, or create new legislation that supports CAP4K and leads to superior social policy.

The need to adapt legislation is especially important considering the public policy trend for implementation to imperfectly reflect policy. CAP4K should be seen as a “work in progress,” as policymakers and outside stakeholders alike have acknowledged. Decision makers can address any disparities if they determine that their original intentions have not been realized.

6) *Can serve as a reference for other states who eventually tackle P-20 alignment.*

While the specific plan in CAP4K is not readily transferable to other states who wish to undertake P-20 alignment, the general tenets and strategies of the bill may provide an informative foundation for reform-oriented states. Colorado education stakeholders can use this document to answer questions about how Colorado was able to begin the process of P-20 alignment.

7) *Can lead to the creation of an official, unified vision statement of P-20 education in Colorado.*

The education community can use the plethora of vision statements in Section 8 to create a grand vision statement for modern public education in Colorado. This could be especially important in creating a marketing campaign for a properly aligned system.

## Conclusion

This guidebook has catalogued many details about CAP4K, including the story of how the legislation arose, the network of stakeholders involved, vision statements of the bill, and issues to watch out for during implementation. Many details have surely been missed due project time constraints. Admittedly, there is room for improvement in fleshing out the policy process through media coverage investigation and interviews with the full spectrum of stakeholders, and in further investigating the interplay between CAP4K and other policies. However, this document provides a solid foundation for CAP4K decision makers.

Several applications have been provided for decision makers' consideration but they are by no means the only potential applications. This guide should help decision makers work diligently and wisely on CAP4K and prevent the policy from collecting dust on a shelf during the next several years. In addition, the information in this guide can help decision makers avoid the many possible unintended consequences of CAP4K.

The full effects of CAP4K will not be felt for several years. When educators, policymakers, administrators, parents, teachers, and students eventually look at the bottom line of education in terms of graduation and transition rates, teacher and student retention rates, achievement gap data, test scores, and long-term success, they will be able to look back at this guide to see whether their vision has been fulfilled. With the proper, sustained focus on intelligent education reform, this will have been realized.

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### **Acknowledgements**

I would like to thank all the interviewees for their enlightening and candid remarks, without which this paper would not have been possible. There certainly are dozens of other people I would like to have interviewed for this project but due to time constraints it was simply unfeasible.

I would like to give a much-deserved thanks as well to my project advisers, Kelly Hupfeld, Paul Teske, and Jennifer Wade-Berg. Their guidance throughout the process was indispensable.

## Appendix A:

### Text of Senate Bill 212

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SENATE BILL 08-212

BY SENATOR(S) Romer and Penry, Boyd, Gibbs, Keller, Mitchell S., Morse, Schwartz, Veiga, Bacon, Gordon, Groff, Tapia, Tochtrop, Williams, Windels, Isgar, Shaffer, and Tupa;  
also REPRESENTATIVE(S) Witwer and Scanlan, Benefield, Casso, Hodge, Jahn, Kerr A., Marostica, Massey, May M., McFadyen, McNulty, Middleton, Mitchell V., Rice, Summers, Todd, Carroll T., Ferrandino, Fischer, Kerr J., King, Labuda, Looper, Peniston, Romanoff, Stephens, Lambert, Marshall, and Rose.

CONCERNING ALIGNMENT OF PRESCHOOL TO POSTSECONDARY EDUCATION, AND MAKING AN APPROPRIATION IN CONNECTION THEREWITH.

*Be it enacted by the General Assembly of the State of Colorado:*

**SECTION 1.** Article 7 of title 22, Colorado Revised Statutes, is amended BY THE ADDITION OF A NEW PART to read:

PART 10

PRESCHOOL TO POSTSECONDARY EDUCATION ALIGNMENT

**22-7-1001. Short title.** THIS PART 10 SHALL BE KNOWN AND MAY BE CITED AS THE "PRESCHOOL TO POSTSECONDARY EDUCATION ALIGNMENT

**NOTE: This bill has been prepared for the signature of the appropriate legislative officers and the Governor. To determine whether the Governor has signed the bill or taken other action on it, please consult the legislative status sheet, the legislative history, or the Session Laws.**

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ACT".

**22-7-1002. Legislative declaration.** (1) THE GENERAL ASSEMBLY HEREBY FINDS THAT:

(a) SINCE 1993, IMPLEMENTATION OF STANDARDS-BASED EDUCATION HAS RESULTED IN SIGNIFICANT INCREASES IN THE ABILITY OF SCHOOL DISTRICTS AND THE STATE TO MEASURE WHAT EACH STUDENT KNOWS AND IS ABLE TO DEMONSTRATE AT VARIOUS LEVELS IN THE STUDENT'S ACADEMIC CAREER AND IN SIGNIFICANT INCREASES IN LEARNING AND ACADEMIC ACHIEVEMENT AMONG SOME STUDENTS ENROLLED IN THE PUBLIC SCHOOLS OF THE STATE;

(b) HOWEVER, COLORADO CONTINUES TO SEE A WIDENING OF THE ACHIEVEMENT GAP, UNACCEPTABLY HIGH DROPOUT RATES THROUGHOUT THE STATE, UNACCEPTABLY LOW NUMBERS OF HIGH SCHOOL GRADUATES WHO CONTINUE INTO AND SUCCESSFULLY COMPLETE HIGHER EDUCATION,

AND AN UNACCEPTABLY HIGH NEED FOR REMEDIATION AMONG THOSE STUDENTS WHO DO CONTINUE INTO HIGHER EDUCATION;

(c) FROM THE INCEPTION OF THE NATION, PUBLIC EDUCATION WAS INTENDED BOTH TO PREPARE STUDENTS FOR THE WORKFORCE AND TO PREPARE THEM TO TAKE THEIR PLACE IN SOCIETY AS INFORMED, ACTIVE CITIZENS WHO ARE READY TO BOTH PARTICIPATE AND LEAD IN CITIZENSHIP. IN RECENT YEARS, THE EMPHASIS IN PUBLIC EDUCATION HAS BEEN SQUARELY PLACED ON THE AREAS OF READING, WRITING, MATHEMATICS, AND SCIENCE, BUT IT IS IMPORTANT THAT EDUCATION REFORM ALSO EMPHASIZE THE PUBLIC EDUCATION SYSTEM'S HISTORIC MISSION OF EDUCATION FOR ACTIVE PARTICIPATION IN DEMOCRACY.

(d) WITH THE ADVENT OF THE TWENTY-FIRST CENTURY AND INCREASING EXPECTATIONS AND DEMANDS WITH REGARD TO THE USE OF TECHNOLOGY AND HIGHER-LEVEL CRITICAL THINKING SKILLS, COUPLED WITH INCREASING LEVELS OF NATIONAL AND INTERNATIONAL ECONOMIC COMPETITION, IT IS NOW IMPERATIVE THAT THE STATE MOVE TO THE NEXT GENERATION OF STANDARDS-BASED EDUCATION.

(2) THE GENERAL ASSEMBLY FINDS THAT:

(a) MORE AND MORE STUDIES INDICATE THAT HIGH-QUALITY EARLY LEARNING EXPERIENCES ARE CRUCIAL TO ENSURING STUDENTS' ULTIMATE  
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SUCCESS IN SCHOOL, IN POSTSECONDARY EDUCATION, IN THE WORKFORCE, AND IN LIFE, GENERALLY;

(b) THE NEXT GENERATION OF STANDARDS-BASED EDUCATION MUST TAKE INTO ACCOUNT THE FACT THAT CHILDREN ENTER SCHOOL WITH VARYING SKILLS AND EXPERIENCES. UNDER THE COLORADO STUDENT ASSESSMENT PROGRAM, COLORADO DOES NOT HAVE THE ABILITY TO DESCRIBE ACHIEVEMENT GAPS UNTIL STUDENTS ARE IN THIRD GRADE, WHICH, IN MOST CIRCUMSTANCES, IS TOO LATE TO ADEQUATELY ADDRESS THE VARYING SKILL LEVELS AND EXPERIENCES WITH WHICH THE STUDENTS ENTERED SCHOOL. UNDERSTANDING THE SKILLS, KNOWLEDGE, AND BEHAVIOR THAT STUDENTS BRING TO THEIR EARLIEST YEARS OF PUBLIC EDUCATION WILL PROVIDE CRUCIAL INFORMATION TO FAMILIES, COMMUNITIES, SCHOOLS, AND TEACHERS SO THAT THEY CAN BETTER SUPPORT YOUNG CHILDREN'S LEARNING AND DEVELOPMENT.

(c) WITH THE INCREASING NUMBER OF CHILDREN WHO PARTICIPATE IN PRESCHOOL AND THE RECOGNIZED IMPORTANCE OF PROVIDING A HIGH-QUALITY PRESCHOOL EXPERIENCE, THE NEXT GENERATION OF STANDARDS-BASED EDUCATION MUST ENSURE THAT PRESCHOOLS PROVIDE VERY HIGH-QUALITY SERVICES THAT ARE MOST LIKELY TO HELP STUDENTS DEVELOP THE NECESSARY SKILLS TO EXCEL AS THEY ENTER ELEMENTARY SCHOOL.

(3) THE GENERAL ASSEMBLY FINDS THAT:

(a) THE NEXT GENERATION OF STANDARDS-BASED EDUCATION MUST CONSIDER THE NEEDS OF THE WHOLE STUDENT BY CREATING A RICH AND BALANCED CURRICULUM;

(b) THE NEXT GENERATION OF STANDARDS-BASED EDUCATION MUST ALSO TAKE INTO ACCOUNT THE FACT THAT, WHILE ALL STUDENTS MUST BE WELL PREPARED FOR ACTIVE CITIZENSHIP, DIFFERENT STUDENTS WILL HAVE DIFFERENT CAREER ASPIRATIONS: SOME WILL SEEK HIGHER EDUCATION UPON GRADUATION; SOME WILL SEEK CAREER OR TECHNICAL TRAINING TO PURSUE A PARTICULAR VOCATION; OTHERS WILL IMMEDIATELY SEEK TO ENTER THE WORKFORCE;

(c) IN THE MODERN WORLD, HOWEVER, THERE IS LITTLE VARIATION IN THE LEVEL OF ACADEMIC PREPAREDNESS THAT A STUDENT MUST ACHIEVE  
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IN ORDER TO SUCCEED AFTER HIGH SCHOOL, REGARDLESS OF THE STUDENT'S ASPIRATIONS. TO BE SUCCESSFUL IN THE WORKFORCE AND EARN A LIVING WAGE IMMEDIATELY UPON GRADUATION FROM HIGH SCHOOL, A STUDENT NEEDS NEARLY THE SAME LEVEL OF ACADEMIC ACHIEVEMENT AND PREPARATION THAT HE OR SHE WOULD NEED TO CONTINUE INTO CAREER AND TECHNICAL OR HIGHER EDUCATION.

(d) IN PROVIDING THE CURRICULA TO ENSURE THAT EACH STUDENT ATTAINS THE LEVEL OF ACADEMIC ACHIEVEMENT AND PREPARATION HE OR SHE NEEDS TO CONTINUE INTO THE STUDENT'S CHOSEN POST-GRADUATION PATH OF ENTERING THE WORKFORCE, CAREER AND TECHNICAL EDUCATION, OR HIGHER EDUCATION, A WIDE VARIETY OF CURRICULAR AND PROGRAM OPTIONS WILL BE NECESSARY TO SPARK IN EACH STUDENT THE AMBITION AND DESIRE TO GRADUATE FROM HIGH SCHOOL AND ACHIEVE HIS OR HER ASPIRATIONS;

(e) PUBLIC EDUCATION MUST ENCOURAGE AND ACCOMMODATE STUDENTS' EXPOSURE TO AND INVOLVEMENT IN POSTSECONDARY PLANNING AND IN ACTIVITIES THAT DEVELOP CREATIVITY AND INNOVATION SKILLS; CRITICAL-THINKING AND PROBLEM-SOLVING SKILLS; COMMUNICATION AND COLLABORATION SKILLS; SOCIAL AND CULTURAL AWARENESS; CIVIC ENGAGEMENT; INITIATIVE AND SELF-DIRECTION; FLEXIBILITY; PRODUCTIVITY AND ACCOUNTABILITY; CHARACTER AND LEADERSHIP; INFORMATION TECHNOLOGY APPLICATION SKILLS; AND OTHER SKILLS CRITICAL TO PREPARING STUDENTS FOR THE TWENTY-FIRST-CENTURY WORKFORCE AND FOR ACTIVE CITIZENSHIP;

(f) THE ULTIMATE GOAL OF PUBLIC EDUCATION, WHATEVER THE STUDENT'S POST-HIGH SCHOOL ASPIRATIONS MAY BE OR WHATEVER THEY MAY BECOME OVER TIME, IS TO ENSURE THAT, TO THE EXTENT POSSIBLE, EACH STUDENT IS PREPARED TO MEET HIS OR HER FULL POTENTIAL. TO THIS END, THE SYSTEM OF PRESCHOOL THROUGH POSTSECONDARY PUBLIC EDUCATION, AND THE EDUCATORS WHO ENSURE ITS SUCCESS, SHOULD NEVER CEASE IN STRIVING TO HELP A STUDENT ACHIEVE MASTERY OF BOTH KNOWLEDGE AND SKILLS.

(4) THE GENERAL ASSEMBLY CONCLUDES, THEREFORE, THAT:

(a) TO EDUCATE STUDENTS TO THEIR FULL POTENTIAL, THE STATE MUST ALIGN THE PUBLIC EDUCATION SYSTEM FROM PRESCHOOL THROUGH  
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POSTSECONDARY AND WORKFORCE READINESS. THIS ALIGNMENT WILL ENSURE THAT A STUDENT WHO ENTERS SCHOOL READY TO SUCCEED AND ACHIEVES THE REQUIRED LEVEL OF PROFICIENCY ON STANDARDS AS HE OR SHE PROGRESSES THROUGH ELEMENTARY AND SECONDARY EDUCATION WILL HAVE ACHIEVED POSTSECONDARY AND WORKFORCE READINESS WHEN THE STUDENT GRADUATES FROM HIGH SCHOOL, IF NOT EARLIER. AS SUCH, THE STUDENT WILL BE READY TO ENTER THE WORKFORCE OR TO ENTER POSTSECONDARY EDUCATION WITHOUT NEED FOR REMEDIATION.

(b) ALIGNMENT OF STANDARDS FROM PRESCHOOL THROUGH POSTSECONDARY AND WORKFORCE READINESS REQUIRES THAT THE STATE BOARD OF EDUCATION AND THE COLORADO COMMISSION ON HIGHER EDUCATION, WITH THE DEPARTMENTS OF EDUCATION AND HIGHER EDUCATION, WORK IN CLOSE COLLABORATION TO CREATE A SEAMLESS SYSTEM OF PUBLIC EDUCATION STANDARDS, EXPECTATIONS, AND ASSESSMENTS;

(c) CREATING THIS SEAMLESS SYSTEM OF STANDARDS, EXPECTATIONS, AND ASSESSMENTS FROM PRESCHOOL THROUGH POSTSECONDARY AND WORKFORCE READINESS IS A MULTI-FACETED AND COMPLEX PROJECT THAT WILL REQUIRE MULTIPLE STAGES OF PLANNING, DESIGN, AND IMPLEMENTATION AND THAT WILL LIKELY CONTINUE OVER YEARS. FURTHER, ACHIEVING THE GOALS OUTLINED IN THIS PART 10 WILL LIKELY REQUIRE THE REALLOCATION OF EXISTING STATE RESOURCES AND THE IDENTIFICATION AND ALLOCATION OF NEW RESOURCES TO MEET INCREASED NEEDS AT THE STATE AND LOCAL LEVELS, INCLUDING BUT NOT LIMITED TO SIGNIFICANT INVESTMENT IN PROFESSIONAL DEVELOPMENT FOR EDUCATORS.

(d) ALIGNING STANDARDS FROM PRESCHOOL THROUGH POSTSECONDARY AND WORKFORCE READINESS AND CREATING A SEAMLESS SYSTEM OF PUBLIC EDUCATION WILL PLACE EVEN GREATER DEMANDS ON PRINCIPALS, TEACHERS, AND OTHER EDUCATORS. THE GENERAL ASSEMBLY RECOGNIZES THAT, ENABLING THEM TO MEET THESE DEMANDS WILL REQUIRE AN INVESTMENT IN PROFESSIONAL DEVELOPMENT.

(e) THROUGHOUT THE PROCESS OF CREATING A SEAMLESS SYSTEM OF PUBLIC EDUCATION IN COLORADO, THE STATE BOARD OF EDUCATION AND THE COLORADO COMMISSION ON HIGHER EDUCATION MUST ENSURE THAT THE STANDARDS FOR PRESCHOOL THROUGH ELEMENTARY AND SECONDARY

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EDUCATION, CULMINATING IN POSTSECONDARY AND WORKFORCE READINESS, ARE SUFFICIENTLY RELEVANT AND RIGOROUS TO ENSURE THAT EACH STUDENT WHO RECEIVES A PUBLIC EDUCATION IN COLORADO IS PREPARED TO COMPETE ACADEMICALLY AND ECONOMICALLY WITHIN THE STATE OR ANYWHERE IN THE NATION OR THE WORLD.

(5) THE GENERAL ASSEMBLY FINDS AND DECLARES THAT, FOR PURPOSES OF SECTION 17 OF ARTICLE IX OF THE STATE CONSTITUTION, ADOPTION AND IMPLEMENTATION OF A SCHOOL READINESS DESCRIPTION, OF STANDARDS AND ALIGNED ASSESSMENTS FOR PRESCHOOL THROUGH

ELEMENTARY AND SECONDARY EDUCATION, AND OF A POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION ARE CRITICAL ELEMENTS OF ACCOUNTABLE EDUCATION REFORM AND ACCOUNTABLE PROGRAMS TO MEET STATE ACADEMIC STANDARDS AND MAY THEREFORE RECEIVE FUNDING FROM THE STATE EDUCATION FUND CREATED IN SECTION 17 (4) OF ARTICLE IX OF THE STATE CONSTITUTION.

**22-7-1003. Definitions.** AS USED IN THIS PART 10, UNLESS THE CONTEXT OTHERWISE REQUIRES:

- (1) "ASSESSMENT" MEANS THE METHOD USED TO COLLECT EVIDENCE OF WHAT A STUDENT KNOWS AND IS ABLE TO DO AND TO MEASURE A STUDENT'S ACADEMIC PROGRESS TOWARD ATTAINING A STANDARD.
- (2) "BOARD OF COOPERATIVE SERVICES" OR "BOCES" MEANS A BOARD OF COOPERATIVE SERVICES CREATED AND OPERATING PURSUANT TO ARTICLE 5 OF THIS TITLE THAT OPERATES ONE OR MORE PUBLIC SCHOOLS.
- (3) "COMMISSION" MEANS THE COLORADO COMMISSION ON HIGHER EDUCATION CREATED PURSUANT TO SECTION 23-1-102, C.R.S.
- (4) "COMMISSIONER" MEANS THE COMMISSIONER OF EDUCATION APPOINTED BY THE STATE BOARD PURSUANT TO SECTION 22-2-110.
- (5) "DISTRICT CHARTER SCHOOL" MEANS A CHARTER SCHOOL AUTHORIZED BY A SCHOOL DISTRICT PURSUANT TO PART 1 OF ARTICLE 30.5 OF THIS TITLE. A DISTRICT CHARTER SCHOOL IS A "DISTRICT CHARTER HIGH SCHOOL" IF IT SERVES ANY OF GRADES NINE THROUGH TWELVE.
- (6) "DIVISION OF CHILD CARE" MEANS THE DIVISION WITHIN THE PAGE 7-SENATE BILL 08-212 DEPARTMENT OF HUMAN SERVICES THAT IS RESPONSIBLE FOR CHILD CARE REGULATION.
- (7) "EXECUTIVE DIRECTOR" MEANS THE EXECUTIVE DIRECTOR OF THE DEPARTMENT OF HIGHER EDUCATION APPOINTED BY THE GOVERNOR PURSUANT TO SECTION 24-1-114, C.R.S.
- (8) "INSTITUTE CHARTER SCHOOL" MEANS A CHARTER SCHOOL AUTHORIZED BY THE STATE CHARTER SCHOOL INSTITUTE PURSUANT TO PART 5 OF ARTICLE 30.5 OF THIS TITLE. AN INSTITUTE CHARTER SCHOOL IS AN "INSTITUTE CHARTER HIGH SCHOOL" IF IT SERVES ANY OF GRADES NINE THROUGH TWELVE.
- (9) "LOCAL EDUCATION PROVIDER" MEANS A SCHOOL DISTRICT, A BOARD OF COOPERATIVE SERVICES, A DISTRICT CHARTER SCHOOL, OR AN INSTITUTE CHARTER SCHOOL.
- (10) "LOCAL SCHOOL BOARD" MEANS A SCHOOL DISTRICT BOARD OF EDUCATION.
- (11) "P-20 COUNCIL" MEANS THE P-20 EDUCATION COORDINATING COUNCIL APPOINTED BY THE GOVERNOR PURSUANT TO EXECUTIVE ORDER B 003 07.
- (12) "PILOT PROGRAM" MEANS THE PILOT PROGRAM FOR ADMINISTRATION OF POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS IMPLEMENTED PURSUANT TO SECTION 22-7-1007.

(13) "POSTSECONDARY AND WORKFORCE PLANNING ASSESSMENT" MEANS AN ASSESSMENT OR BATTERY OF ASSESSMENTS ADMINISTERED TO STUDENTS IN EIGHTH OR NINTH GRADE THAT, AT A MINIMUM, TESTS IN THE AREAS OF READING, MATHEMATICS, AND SCIENCE, PROVIDES GUIDANCE REGARDING A STUDENT'S LEVEL OF ACADEMIC PREPARATION FOR ENTRY INTO POSTSECONDARY EDUCATION OR THE WORKFORCE, AND IS RELEVANT TO THE STUDENT FOR PURPOSES OF POSTSECONDARY PLANNING.

(14) "POSTSECONDARY AND WORKFORCE PREPARATION ASSESSMENT" MEANS AN ASSESSMENT OR BATTERY OF ASSESSMENTS ADMINISTERED TO STUDENTS IN TENTH GRADE THAT, AT A MINIMUM, TESTS  
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IN THE AREAS OF READING, MATHEMATICS, AND SCIENCE, PROVIDES GUIDANCE REGARDING A STUDENT'S LEVEL OF ACADEMIC PREPARATION FOR ENTRY INTO POSTSECONDARY EDUCATION OR THE WORKFORCE, AND IS RELEVANT TO COLLEGE ADMISSION DETERMINATIONS.

(15) "POSTSECONDARY AND WORKFORCE READINESS" MEANS THE KNOWLEDGE AND SKILLS THAT A STUDENT SHOULD HAVE ATTAINED PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA, AS ADOPTED BY THE STATE BOARD AND THE COMMISSION PURSUANT TO SECTION 22-7-1008.

(16) "POSTSECONDARY AND WORKFORCE READINESS ASSESSMENT" MEANS AN ASSESSMENT OR BATTERY OF ASSESSMENTS ADMINISTERED TO STUDENTS IN ELEVENTH GRADE THAT, AT A MINIMUM, TESTS IN THE AREAS OF READING, MATHEMATICS, AND SCIENCE AND IS RELEVANT TO COLLEGE ADMISSION DETERMINATIONS BY INSTITUTIONS OF HIGHER EDUCATION THROUGHOUT THE UNITED STATES.

(17) "POSTSECONDARY AND WORKFORCE READINESS PROGRAM" MEANS A PROGRAM OF STUDY THAT, PRIOR TO OR BEGINNING IN NINTH GRADE AND CONTINUING THROUGH TWELFTH GRADE, IS DESIGNED TO PREPARE A STUDENT TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA.

(18) "POSTSECONDARY EDUCATION" MEANS ALL FORMAL PUBLIC EDUCATION THAT REQUIRES AS A PREREQUISITE THE ACQUISITION OF A HIGH SCHOOL DIPLOMA OR ITS EQUIVALENT. "POSTSECONDARY EDUCATION" INCLUDES PROGRAMS RESULTING IN ACQUISITION OF A CERTIFICATE, AN ASSOCIATE DEGREE OF APPLIED SCIENCES, AN ASSOCIATE DEGREE OF GENERAL STUDIES, AN ASSOCIATE DEGREE OF ARTS, OR AN ASSOCIATE DEGREE OF SCIENCE AND ALL BACCALAUREATE DEGREE PROGRAMS.

(19) "REGIONAL EDUCATOR MEETING" MEANS A MEETING CONVENED PURSUANT TO SECTION 22-7-1011 BY THE COMMISSIONER AND THE EXECUTIVE DIRECTOR IN A REGIONAL SERVICE AREA.

(20) "SCHOOL DISTRICT" MEANS A SCHOOL DISTRICT, OTHER THAN A JUNIOR COLLEGE DISTRICT, ORGANIZED AND EXISTING PURSUANT TO LAW.

(21) "SCHOOL READINESS" MEANS THE LEVEL OF DEVELOPMENT THAT INDICATES A CHILD IS ABLE TO ENGAGE IN AND BENEFIT FROM  
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ELEMENTARY SCHOOL CLASSROOM ENVIRONMENTS, AS ADOPTED BY THE

STATE BOARD PURSUANT TO SECTION 22-7-1004.

(22) "STANDARD" MEANS A CLEAR, MEASURABLE, LEARNING TARGET FOR WHAT A STUDENT SHOULD KNOW OR BE ABLE TO DO RELATIVE TO A PARTICULAR INSTRUCTIONAL AREA.

(23) "STATE BOARD" MEANS THE STATE BOARD OF EDUCATION CREATED PURSUANT TO SECTION 1 OF ARTICLE IX OF THE STATE CONSTITUTION.

(24) "STATE PLAN" MEANS THE STATE PLAN REQUIRED BY THE FEDERAL "NO CHILD LEFT BEHIND ACT OF 2001", 20 U.S.C. SEC. 6301 ET SEQ.

**22-7-1004. School readiness description - school readiness**

**assessment - adoption - revisions.** (1) ON OR BEFORE DECEMBER 15, 2008, THE STATE BOARD SHALL ADOPT A DESCRIPTION OF SCHOOL READINESS. THE STATE BOARD, IN ADOPTING THE SCHOOL READINESS DESCRIPTION SHALL ENSURE THAT, AT A MINIMUM, SCHOOL READINESS INCLUDES PHYSICAL WELL-BEING AND MOTOR DEVELOPMENT, SOCIAL AND EMOTIONAL DEVELOPMENT, LANGUAGE AND COMPREHENSION DEVELOPMENT, AND COGNITION AND GENERAL KNOWLEDGE.

(2) (a) ON OR BEFORE DECEMBER 15, 2010, THE STATE BOARD SHALL ADOPT ONE OR MORE ASSESSMENTS THAT ARE ALIGNED WITH THE DESCRIPTION OF SCHOOL READINESS AND ARE SUITABLE FOR MEASURING STUDENTS' LEVELS OF SCHOOL READINESS. IN ADOPTING ASSESSMENTS OF STUDENTS' SCHOOL READINESS, THE STATE BOARD SHALL CONSIDER ASSESSMENTS THAT ARE RESEARCH-BASED; RECOGNIZED NATIONWIDE AS RELIABLE INSTRUMENTS FOR MEASURING SCHOOL READINESS; AND SUITABLE FOR DETERMINING THE INSTRUCTION AND INTERVENTIONS STUDENTS NEED TO IMPROVE THEIR READINESS TO SUCCEED IN SCHOOL. SCHOOL READINESS ASSESSMENTS SHALL NOT BE USED TO DENY A STUDENT ADMISSION OR PROGRESSION TO KINDERGARTEN OR FIRST GRADE.

(b) SCHOOL READINESS ASSESSMENT RESULTS SHALL NOT BE PUBLICLY REPORTED FOR INDIVIDUAL STUDENTS. FOLLOWING ADOPTION OF THE SCHOOL READINESS ASSESSMENT, THE STATE BOARD SHALL ADOPT A SYSTEM FOR REPORTING POPULATION-LEVEL RESULTS THAT PROVIDE

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BASELINE DATA FOR MEASURING OVERALL CHANGE AND IMPROVEMENT IN STUDENTS' SKILLS AND KNOWLEDGE OVER TIME.

(3) (a) ON OR BEFORE JULY 1, 2015, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, THE STATE BOARD SHALL REVIEW THE SCHOOL READINESS DESCRIPTION AND THE SCHOOL READINESS ASSESSMENTS AND SHALL ADOPT ANY APPROPRIATE REVISIONS TO EITHER THE DESCRIPTION OR THE ASSESSMENTS.

(b) THE STATE BOARD SHALL ENSURE THAT ANY REVISIONS ADOPTED PURSUANT TO THIS SUBSECTION (3) CONTINUE TO MEET THE REQUIREMENTS FOR THE DESCRIPTION OF SCHOOL READINESS AND THE SCHOOL READINESS ASSESSMENTS SPECIFIED IN THIS SECTION.

**22-7-1005. Preschool through elementary and secondary**

**education - aligned standards - adoption - revisions.** (1) ON OR BEFORE DECEMBER 15, 2009, THE STATE BOARD SHALL ADOPT STANDARDS THAT IDENTIFY THE KNOWLEDGE AND SKILLS THAT A STUDENT SHOULD ACQUIRE AS THE STUDENT PROGRESSES FROM PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION.

(2) (a) THE STATE BOARD SHALL ENSURE THAT THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, AT A MINIMUM, INCLUDE STANDARDS IN READING, WRITING, MATHEMATICS, SCIENCE, HISTORY, GEOGRAPHY, VISUAL AND PERFORMING ARTS, PHYSICAL EDUCATION, WORLD LANGUAGES, ENGLISH LANGUAGE COMPETENCY, ECONOMICS, CIVICS, AND ANY OTHER INSTRUCTIONAL AREAS FOR WHICH THE STATE BOARD HAD ADOPTED STANDARDS AS OF JANUARY 1, 2008.

(b) IN DEVELOPING THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, THE STATE BOARD SHALL ALSO TAKE INTO ACCOUNT ANY CAREER AND TECHNICAL EDUCATION STANDARDS ADOPTED BY THE STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL EDUCATION, CREATED IN SECTION 23-60-104, C.R.S., AND, TO THE EXTENT PRACTICABLE, SHALL ALIGN THE APPROPRIATE PORTIONS OF THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS WITH THE CAREER AND TECHNICAL EDUCATION STANDARDS.

(c) IN DEVELOPING THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, THE STATE BOARD SHALL INCLUDE PAGE 11-SENATE BILL 08-212 IDENTIFICATION OF THE LEVELS OF ATTAINMENT THAT A STUDENT SHALL ACHIEVE IN ORDER TO DEMONSTRATE READINESS FOR PROMOTION FROM ELEMENTARY GRADES TO MIDDLE SCHOOL GRADES AND FROM MIDDLE SCHOOL GRADES TO HIGH SCHOOL GRADES.

(3) THE STATE BOARD IN ADOPTING THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS SHALL:

(a) ALIGN THE STANDARDS TO ENSURE THAT A STUDENT WHO DEMONSTRATES ATTAINMENT OF THE STANDARDS AS THE STUDENT ADVANCES FROM PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION WILL BE ABLE TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA;

(b) COLLABORATE WITH THE COMMISSION TO ENSURE THAT THE STANDARDS ARE ALIGNED WITH THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS ADOPTED PURSUANT TO SECTION 22-7-1008;

(c) ENSURE THAT THE STANDARDS WILL FACILITATE LONGITUDINAL MEASUREMENT OF EACH STUDENT'S ACADEMIC GROWTH FROM PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION;

(d) ENSURE THAT THE STANDARDS INCLUDE DEVELOPMENT OF POSTSECONDARY PLANNING SKILLS AND THE APPLICATION OF THOSE SKILLS;

(e) ENSURE THAT, IN ADDITION TO MEASURING A STUDENT'S SUBJECT MATTER KNOWLEDGE, THE STANDARDS, TO THE EXTENT PRACTICABLE, WILL REQUIRE A STUDENT TO DEVELOP AND DEMONSTRATE CREATIVITY AND

INNOVATION SKILLS; CRITICAL-THINKING AND PROBLEM-SOLVING SKILLS; COMMUNICATION AND COLLABORATION SKILLS; SOCIAL AND CULTURAL AWARENESS; CIVIC ENGAGEMENT; INITIATIVE AND SELF-DIRECTION; FLEXIBILITY; PRODUCTIVITY AND ACCOUNTABILITY; CHARACTER AND LEADERSHIP; INFORMATION TECHNOLOGY APPLICATION SKILLS; AND OTHER SKILLS CRITICAL TO PREPARING STUDENTS FOR THE TWENTY-FIRST-CENTURY WORKFORCE AND FOR ACTIVE CITIZENSHIP; AND

(f) ENSURE THAT THE STANDARDS ARE COMPARABLE IN SCOPE, RELEVANCE, AND RIGOR TO THE HIGHEST NATIONAL AND INTERNATIONAL STANDARDS THAT HAVE BEEN IMPLEMENTED SUCCESSFULLY AND ARE

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CONSISTENT WITH AND RELEVANT TO ACHIEVEMENT OF THE GOALS SPECIFIED IN SECTION 22-7-1002.

(4) IN ADOPTING THE STANDARDS FOR PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION PURSUANT TO THIS SECTION, THE STATE BOARD SHALL ENSURE THAT THEY INCLUDE STANDARDS FOR GRADES NINE THROUGH TWELVE THAT ARE ALIGNED WITH THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS ADOPTED BY THE STATE BOARD AND THE COMMISSION PURSUANT TO SECTION 22-7-1008.

(5) THE STATE BOARD SHALL MODIFY THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS ADOPTED PURSUANT TO THIS SECTION AS NECESSARY IN RESPONSE TO COMMENTS RECEIVED THROUGH THE PEER REVIEW PROCESS AND TO REFLECT THE CONTENTS OF THE STATE PLAN APPROVED PURSUANT TO SECTION 22-7-1012.

(6) ON OR BEFORE JULY 1, 2015, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, THE STATE BOARD SHALL REVIEW AND ADOPT ANY APPROPRIATE REVISIONS TO THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS SPECIFIED IN THIS SECTION. IN ADOPTING REVISIONS, THE STATE BOARD MAY ADD OR DELETE ONE OR MORE OF THE SPECIFIC INSTRUCTIONAL AREAS BASED ON THE NEEDS OF THE STATE AND CHANGES IN NATIONAL AND INTERNATIONAL ACADEMIC EXPECTATIONS. IN ADOPTING REVISIONS TO THE STANDARDS PURSUANT TO THIS SUBSECTION

(6), THE STATE BOARD SHALL ENSURE THAT THE STANDARDS CONTINUE TO MEET THE REQUIREMENTS SPECIFIED IN SUBSECTION (3) OF THIS SECTION.

**22-7-1006. Preschool through elementary and secondary**

**education - aligned assessments - adoption - revisions.** (1) (a) ON OR BEFORE DECEMBER 15, 2010, THE STATE BOARD SHALL ADOPT A SYSTEM OF ASSESSMENTS THAT ARE ALIGNED WITH THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS AND ARE DESIGNED TO MEASURE STUDENTS' LEVELS OF ATTAINMENT OF THE STANDARDS AND TO LONGITUDINALLY MEASURE STUDENTS' ACADEMIC PROGRESS TOWARD ATTAINING THE STANDARDS AND TOWARD ATTAINING POSTSECONDARY AND WORKFORCE READINESS. IN ADOPTING THE SYSTEM OF ASSESSMENTS, THE STATE BOARD SHALL ENSURE, AT A MINIMUM, THAT THE SYSTEM IS DESIGNED TO:

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(I) PROVIDE RELEVANT, TIMELY RESULTS THAT WILL AID TEACHERS, PARENTS, AND STUDENTS IN IDENTIFYING AREAS IN WHICH STUDENTS MAY NEED ADDITIONAL SUPPORT OR ASSISTANCE IN ATTAINING THE STANDARDS;

(II) FACILITATE AND ENSURE LONGITUDINAL MEASUREMENT OF STUDENTS' ACADEMIC GROWTH OVER TIME;

(III) PROVIDE GUIDANCE TO TEACHERS, PARENTS, AND STUDENTS IN DETERMINING WHETHER EACH STUDENT IS MAKING THE NECESSARY PROGRESS TOWARD ACHIEVING POSTSECONDARY AND WORKFORCE READINESS;

(IV) PROVIDE RESULTS THAT MAY BE USED ACROSS MULTIPLE EDUCATION SYSTEMS AS A STUDENT PROGRESSES FROM PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION AND INTO POSTSECONDARY EDUCATION;

(V) MAINTAIN A HIGH LEVEL OF ACCOUNTABILITY ACROSS THE STATE FOR STUDENTS, SCHOOLS, AND SCHOOL DISTRICTS;

(VI) COMPLY WITH THE REQUIREMENTS OF FEDERAL LAW WITH REGARD TO STATEWIDE STANDARDIZED TESTING; AND

(VII) PROVIDE ASSESSMENT SCORES THAT ARE USEFUL IN MEASURING STUDENT ACADEMIC PERFORMANCE, THE ACADEMIC PERFORMANCE OF A SCHOOL, AND THE ACADEMIC PERFORMANCE OF A SCHOOL DISTRICT FOR PURPOSES OF STATE AND FEDERAL ACCOUNTABILITY SYSTEMS.

(b) IN ADOPTING A SYSTEM OF ASSESSMENTS, THE STATE BOARD SHALL GIVE CONSIDERATION TO THE USE OF AUTHENTIC ASSESSMENT METHODS, SUCH AS PORTFOLIOS, PROJECTS, AND PERFORMANCES, SO LONG AS THE ASSESSMENT METHODS ARE VALID AND RELIABLE, EMPLOY STANDARD SCORING CRITERIA, AND ALIGN WITH THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS.

(c) IN ADOPTING A SYSTEM OF ASSESSMENTS, THE STATE BOARD SHALL ALSO ADOPT SCORING CRITERIA FOR MEASURING A STUDENT'S LEVEL OF ATTAINMENT OF A STANDARD BASED ON THE STUDENT'S PERFORMANCE ON A PARTICULAR ASSESSMENT AND FOR MEASURING A STUDENT'S PROGRESS  
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TOWARD ATTAINING POSTSECONDARY AND WORKFORCE READINESS.

(d) IN ADOPTING A SYSTEM OF ASSESSMENTS, THE STATE BOARD SHALL ALSO MAKE RECOMMENDATIONS CONCERNING A SYSTEM OF RATINGS FOR PUBLIC SCHOOLS THAT RECOGNIZES EACH SCHOOL'S SUCCESS IN SUPPORTING THE LONGITUDINAL ACADEMIC GROWTH OF THE STUDENTS ENROLLED IN THE PUBLIC SCHOOLS AND IN ACHIEVING ADEQUATE YEARLY PROGRESS AS REQUIRED BY FEDERAL LAW.

(e) IN ADOPTING A SYSTEM OF ASSESSMENTS, THE STATE BOARD SHALL RECOMMEND LEGISLATIVE CHANGES AS NECESSARY TO IMPLEMENT THE SYSTEM AND THE PROPOSED CHANGES TO THE SYSTEM OF RATINGS FOR PUBLIC SCHOOLS.

(2) IN ADOPTING THE SYSTEM OF ASSESSMENTS, THE STATE BOARD

SHALL ENSURE THAT THEY INCLUDE THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS ADOPTED BY THE STATE BOARD AND THE COMMISSION PURSUANT TO SECTION 22-7-1008.

(3) IN ADOPTING AN ASSESSMENT THAT IS ALIGNED WITH THE STATE STANDARDS FOR WRITING, THE STATE BOARD SHALL:

(a) ENSURE THAT ANY WRITING ASSESSMENT THAT IS INCLUDED WITHIN THE SYSTEM OF ASSESSMENTS CAN BE EVALUATED AND THE RESULTS RETURNED TO THE LOCAL EDUCATION PROVIDERS IN A TIMELY MANNER AND THAT THE ASSESSMENT IS DESIGNED TO PROVIDE RELEVANT, USEFUL RESULTS; AND

(b) SEEK INPUT FROM LOCAL EDUCATION PROVIDERS CONCERNING THE WRITING ASSESSMENTS USED BY EACH LOCAL EDUCATION PROVIDER, THE USEFULNESS OF THE ASSESSMENTS, AND RECOMMENDATIONS FROM THE LOCAL EDUCATION PROVIDER CONCERNING WRITING ASSESSMENTS THAT WOULD BE EFFECTIVELY USED AT A STATEWIDE LEVEL.

(4) THE STATE BOARD SHALL MODIFY THE SYSTEM OF ASSESSMENTS ADOPTED PURSUANT TO THIS SECTION AS NECESSARY IN RESPONSE TO COMMENTS RECEIVED THROUGH THE PEER REVIEW PROCESS AND TO REFLECT THE CONTENTS OF THE STATE PLAN APPROVED PURSUANT TO SECTION 22-7-1012.

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(5) ON OR BEFORE JULY 1, 2016, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, THE STATE BOARD SHALL REVIEW AND ADOPT ANY APPROPRIATE REVISIONS TO THE SYSTEM OF ASSESSMENTS SPECIFIED IN THIS SECTION. THE STATE BOARD MAY ADOPT REVISIONS TO AN ASSESSMENT OR ADOPT ADDITIONAL ASSESSMENTS, REGARDLESS OF WHETHER IT ADOPTS ANY REVISION TO THE STANDARDS WITH WHICH THE ASSESSMENT IS ALIGNED. IN ADOPTING REVISIONS TO THE SYSTEM OF ASSESSMENTS, THE STATE BOARD SHALL ENSURE THAT THE SYSTEM OF ASSESSMENTS CONTINUES TO MEET THE REQUIREMENTS SPECIFIED IN THIS SECTION.

**22-7-1007. Postsecondary and workforce readiness assessments**

**pilot program - rules.** (1) (a) BEGINNING IN THE 2008-09 ACADEMIC YEAR, THE DEPARTMENT OF EDUCATION SHALL IMPLEMENT A PILOT PROGRAM FOR THE PURPOSE OF EVALUATING STANDARDS AND COLLECTING DATA REGARDING STUDENT PERFORMANCE ON POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS FROM ASSESSMENT VENDORS AND LOCAL EDUCATION PROVIDERS THAT VOLUNTEER TO PARTICIPATE IN THE PILOT PROGRAM. THE STATE BOARD SHALL APPLY THE DATA IN CREATING STANDARDS FOR GRADES NINE THROUGH TWELVE, AND THE STATE BOARD AND THE COMMISSION SHALL APPLY THE DATA IN CREATING THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS AND IN SELECTING THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS THAT WILL BE ADMINISTERED STATEWIDE FOLLOWING COMPLETION OF THE PILOT PROGRAM.

(b) TO IMPLEMENT THE PILOT PROGRAM, THE DEPARTMENT OF

EDUCATION SHALL INVITE NATIONALLY RECOGNIZED VENDORS OF POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS TO PARTICIPATE IN THE PILOT PROGRAM. IN SELECTING THE VENDORS THAT WILL BE INVITED TO PARTICIPATE, THE DEPARTMENT SHALL INCLUDE, BUT NEED NOT BE LIMITED TO, AT LEAST ONE VENDOR THAT PROVIDES A SYSTEM OF POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS THAT ARE ALIGNED TO DEMONSTRATE A STUDENT'S ACADEMIC GROWTH THROUGH THE NINTH, TENTH, AND ELEVENTH GRADES.

(c) THE DEPARTMENT OF EDUCATION SHALL PROVIDE INFORMATION TO LOCAL EDUCATION PROVIDERS CONCERNING THE CREATION AND OPERATION OF THE PILOT PROGRAM, INCLUDING BUT NOT LIMITED TO A LIST PAGE 16-SENATE BILL 08-212 OF THE VENDORS THAT WILL BE PARTICIPATING AND THE DUTIES OF A LOCAL EDUCATION PROVIDER THAT CHOOSES TO PARTICIPATE IN THE PILOT PROGRAM.

(d) AS PART OF THE PILOT PROGRAM, THE DEPARTMENT OF EDUCATION SHALL SURVEY LOCAL EDUCATION PROVIDERS CONCERNING THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS, IF ANY, ADMINISTERED BY THE LOCAL EDUCATION PROVIDERS WITHIN THE PRECEDING FIVE YEARS. THE DEPARTMENT OF EDUCATION SHALL SOLICIT INFORMATION CONCERNING THE LOCAL EDUCATION PROVIDERS' DETERMINATION OF THE EFFECTIVENESS AND RELEVANCE OF THE ASSESSMENTS ADMINISTERED AND SHALL REQUEST ANY DATA COMPILED BY THE LOCAL EDUCATION PROVIDERS IN MAKING THEIR DETERMINATION.

(e) AS SOON AS POSSIBLE FOLLOWING THE EFFECTIVE DATE OF THIS SECTION, THE STATE BOARD SHALL PROMULGATE RULES PURSUANT TO THE "STATE ADMINISTRATIVE PROCEDURE ACT", ARTICLE 4 OF TITLE 24, C.R.S., FOR THE IMPLEMENTATION OF THE PILOT PROGRAM, INCLUDING BUT NOT LIMITED TO THE PROCEDURES AND TIME FRAMES BY WHICH A LOCAL EDUCATION PROVIDER SHALL NOTIFY THE DEPARTMENT OF EDUCATION OF ITS INTENT TO PARTICIPATE IN THE PILOT PROGRAM.

(f) FOR THE 2008-09 BUDGET YEAR, THE GENERAL ASSEMBLY SHALL APPROPRIATE MONEYS TO THE DEPARTMENT OF EDUCATION FOR DISTRIBUTION TO LOCAL EDUCATION PROVIDERS WHO PARTICIPATE IN THE PILOT PROGRAM TO ASSIST THEM IN DEFRAYING THE COSTS INCURRED IN ADMINISTERING THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS. THE STATE BOARD SHALL PROMULGATE RULES DESCRIBING THE PROCESS BY WHICH THE DEPARTMENT SHALL DISTRIBUTE THE MONEYS TO PARTICIPATING LOCAL EDUCATION PROVIDERS, ENSURING TO THE EXTENT PRACTICABLE THAT MONEYS ARE DISTRIBUTED TO LOCAL EDUCATION PROVIDERS IN AREAS THROUGHOUT THE STATE AND OF VARYING ENROLLMENT SIZE AND TAKING INTO ACCOUNT THE FISCAL NEEDS OF EACH PARTICIPATING LOCAL EDUCATION PROVIDER AND WHETHER THE PARTICIPATING LOCAL EDUCATION PROVIDER WAS

ADMINISTERING POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, OR READINESS ASSESSMENTS PRIOR TO IMPLEMENTATION OF THE PILOT PROGRAM.

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(2) EACH ASSESSMENT VENDOR THAT CHOOSES TO PARTICIPATE IN THE PILOT PROGRAM SHALL PROVIDE TO THE DEPARTMENT OF EDUCATION DATA CONCERNING ADMINISTRATION OF THE VENDOR'S ASSESSMENTS IN OTHER STATES, INCLUDING BUT NOT LIMITED TO TEST SCORE UNIT RECORDS. THE DEPARTMENT SHALL APPLY THE DATA IN PREPARING AMENDMENTS TO THE STATE PLAN, AS DESCRIBED IN SECTION 22-7-1012, AND IN ADJUSTING THE LONGITUDINAL GROWTH MODEL ADOPTED PURSUANT TO SECTION 22-7-604.3 TO ENSURE THAT THE RESULTS OF EACH ASSESSMENT THAT IS INCLUDED IN THE PILOT PROGRAM CAN BE USED TO MEASURE INDIVIDUAL STUDENT GROWTH TOWARD ATTAINING POSTSECONDARY AND WORKFORCE READINESS.

(3) EACH LOCAL EDUCATION PROVIDER THAT CHOOSES TO PARTICIPATE IN THE PILOT PROGRAM SHALL:

(a) DURING THE SPRING SEMESTER OF EACH ACADEMIC YEAR BEGINNING IN 2009, ADMINISTER A POSTSECONDARY AND WORKFORCE PLANNING ASSESSMENT, SELECTED BY THE LOCAL EDUCATION PROVIDER FROM AMONG THE ASSESSMENTS PROVIDED BY THE PARTICIPATING VENDORS, TO STUDENTS ENROLLED IN NINTH GRADE. A LOCAL EDUCATION PROVIDER MAY ALSO CHOOSE TO ADMINISTER THE POSTSECONDARY AND WORKFORCE PLANNING ASSESSMENT DURING THE FALL SEMESTER TO STUDENTS ENROLLED IN EIGHTH GRADE.

(b) DURING THE SPRING SEMESTER OF EACH ACADEMIC YEAR BEGINNING IN 2009, ADMINISTER A POSTSECONDARY AND WORKFORCE PREPARATION ASSESSMENT, SELECTED BY THE LOCAL EDUCATION PROVIDER FROM AMONG THE ASSESSMENTS PROVIDED BY THE PARTICIPATING VENDORS, TO STUDENTS ENROLLED IN TENTH GRADE;

(c) DURING THE SPRING SEMESTER OF EACH ACADEMIC YEAR BEGINNING IN 2009, ADMINISTER A POSTSECONDARY AND WORKFORCE READINESS ASSESSMENT, SELECTED BY THE LOCAL EDUCATION PROVIDER FROM AMONG THE ASSESSMENTS PROVIDED BY THE PARTICIPATING VENDORS, TO STUDENTS ENROLLED IN ELEVENTH GRADE;

(d) DEVELOP AND IMPLEMENT A PROCESS BY WHICH THE LOCAL EDUCATION PROVIDER WILL SHARE THE RESULTS RECEIVED BY EACH STUDENT ON THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS WITH THE STUDENT AND THE

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STUDENT'S PARENTS AS SOON AS POSSIBLE FOLLOWING RECEIPT OF THE RESULTS; AND

(e) ANNUALLY, ON OR BEFORE A DATE SPECIFIED BY RULE OF THE STATE BOARD, PROVIDE TO THE DEPARTMENT OF EDUCATION THE RESULTS ACHIEVED BY EACH STUDENT ON THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, OR READINESS ASSESSMENT AND ANY OTHER

INFORMATION PERTAINING TO THE OPERATION OF THE PILOT PROGRAM THAT MAY BE REQUIRED BY STATE BOARD RULE.

(4) THE PILOT PROGRAM SHALL CONTINUE TO OPERATE AS DESCRIBED IN THIS SECTION UNTIL THE STATE BOARD AND THE COMMISSION, PURSUANT TO SECTION 22-7-1008 HAVE ADOPTED THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS TO BE ADMINISTERED STATEWIDE.

**22-7-1008. Postsecondary and workforce readiness description**

**- postsecondary and workforce planning, preparation, and readiness assessments - adoption - revision.**

(1) (a) ON OR BEFORE DECEMBER 15, 2009, THE STATE BOARD AND THE COMMISSION SHALL NEGOTIATE A CONSENSUS AND ADOPT A DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS. IN DESCRIBING POSTSECONDARY AND WORKFORCE READINESS, THE STATE BOARD AND THE COMMISSION SHALL, AT A MINIMUM:

(I) DESCRIBE THE KNOWLEDGE AND SKILLS THAT ARE REQUIRED FOR A STUDENT TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS;

(II) ENSURE THAT POSTSECONDARY AND WORKFORCE READINESS INCLUDES DEMONSTRATION OF POSTSECONDARY PLANNING SKILLS AND THE ABILITY TO APPLY THOSE SKILLS;

(III) DESCRIBE THE LEVEL OF ENGLISH LANGUAGE COMPETENCY THAT A STUDENT MUST DEMONSTRATE IN ORDER TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS;

(IV) ENSURE THAT POSTSECONDARY AND WORKFORCE READINESS INCLUDES DEMONSTRATION OF A SUFFICIENTLY HIGH LEVEL OF COMPREHENSION OR SKILL TO SUCCESSFULLY COMPLETE, WITHOUT NEED FOR REMEDIATION, THE CORE ACADEMIC COURSES IDENTIFIED BY THE PAGE 19-SENATE BILL 08-212

COMMISSION PURSUANT TO SECTION 23-1-125 (3), C.R.S.; AND

(V) ENSURE THAT, TO THE EXTENT PRACTICABLE, POSTSECONDARY AND WORKFORCE READINESS REQUIRES A STUDENT TO DEMONSTRATE CREATIVITY AND INNOVATION SKILLS; CRITICAL-THINKING AND PROBLEM-SOLVING SKILLS; COMMUNICATION AND COLLABORATION SKILLS; SOCIAL AND CULTURAL AWARENESS; CIVIC ENGAGEMENT; INITIATIVE AND SELF-DIRECTION; FLEXIBILITY; PRODUCTIVITY AND ACCOUNTABILITY; CHARACTER AND LEADERSHIP; INFORMATION TECHNOLOGY APPLICATION SKILLS; AND OTHER SKILLS CRITICAL TO PREPARING STUDENTS FOR THE TWENTY-FIRST-CENTURY WORKFORCE AND FOR ACTIVE CITIZENSHIP.

(b) BASED ON THE DATA RECEIVED BY THE DEPARTMENT OF EDUCATION FROM THE OPERATION OF THE PILOT PROGRAM PURSUANT TO SECTION 22-7-1007, THE STATE BOARD AND THE COMMISSION MAY MODIFY THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS AS APPROPRIATE TO ENSURE ALIGNMENT OF THE STANDARDS FOR GRADES NINE THROUGH TWELVE, THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS, AND THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS. THE STATE BOARD AND THE

COMMISSION MAY FURTHER MODIFY THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS AS NECESSARY BASED ON THE RECOMMENDATIONS RECEIVED THROUGH THE PEER REVIEW PROCESS ON THE AMENDED STATE PLAN PURSUANT TO SECTION 22-7-1012 TO ENSURE ALIGNMENT OF THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION WITH THE STANDARDS AND ASSESSMENTS.

(2) (a) ON OR BEFORE DECEMBER 15, 2010, THE STATE BOARD AND THE COMMISSION SHALL NEGOTIATE A CONSENSUS AND ADOPT ONE OR MORE POSTSECONDARY AND WORKFORCE PLANNING ASSESSMENTS, POSTSECONDARY AND WORKFORCE PREPARATION ASSESSMENTS, AND POSTSECONDARY AND WORKFORCE READINESS ASSESSMENTS THAT LOCAL EDUCATION PROVIDERS SHALL ADMINISTER PURSUANT TO SECTION 22-7-1016. THE STATE BOARD AND THE COMMISSION SHALL BASE THE SELECTION OF THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS ON THE INFORMATION RECEIVED THROUGH THE OPERATION OF THE PILOT PROGRAM, ENSURING THAT THE SELECTED ASSESSMENTS ARE ALIGNED WITH THE STANDARDS FOR GRADES NINE THROUGH TWELVE AND WITH THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS.

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(b) FOLLOWING ADOPTION OF THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS, THE STATE BOARD AND THE COMMISSION SHALL NEGOTIATE A CONSENSUS AND ADOPT SCORING CRITERIA FOR THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS TO INDICATE A STUDENT'S LEVEL OF POSTSECONDARY AND WORKFORCE READINESS, BASED ON THE STUDENT'S LEVEL OF PERFORMANCE ON THE ASSESSMENTS. THE STATE BOARD AND THE COMMISSION SHALL ENSURE THAT THE SCORING CRITERIA FOR THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS ARE ALIGNED WITH THE SCORING CRITERIA THAT APPLY TO THE SYSTEM OF ASSESSMENTS FOR PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS.

(c) THE STATE BOARD AND THE COMMISSION SHALL NEGOTIATE A CONSENSUS AND MODIFY THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS ADOPTED PURSUANT TO THIS SECTION AS NECESSARY IN RESPONSE TO COMMENTS RECEIVED THROUGH THE PEER REVIEW PROCESS AND TO REFLECT THE CONTENTS OF THE STATE PLAN APPROVED PURSUANT TO SECTION 22-7-1012.

(3) (a) ON OR BEFORE JULY 1, 2015, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, THE STATE BOARD AND THE COMMISSION SHALL REVIEW, NEGOTIATE A CONSENSUS, AND ADOPT ANY APPROPRIATE REVISIONS TO THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS. THE STATE BOARD AND THE COMMISSION SHALL ENSURE THAT ANY REVISIONS ADOPTED PURSUANT TO THIS PARAGRAPH (a) MEET THE REQUIREMENTS FOR THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE

READINESS SPECIFIED IN SUBSECTION (1) OF THIS SECTION.

(b) ON OR BEFORE JULY 1, 2016, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, THE STATE BOARD AND THE COMMISSION SHALL REVIEW, NEGOTIATE A CONSENSUS, AND ADOPT ANY APPROPRIATE REVISIONS TO THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS. THE STATE BOARD AND THE COMMISSION MAY ADOPT REVISIONS TO THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS, REGARDLESS OF WHETHER THEY ADOPT ANY REVISIONS TO THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION. IN ADOPTING REVISIONS TO THE ASSESSMENTS, THE STATE BOARD AND THE COMMISSION SHALL ENSURE THAT THE

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ASSESSMENTS CONTINUE TO MEET THE REQUIREMENTS SPECIFIED IN SUBSECTION (2) OF THIS SECTION. THE STATE BOARD AND THE COMMISSION SHALL ALSO REVIEW AND ADOPT ANY APPROPRIATE REVISIONS TO THE SCORING CRITERIA.

**22-7-1009. Diploma endorsements - adoption - revisions.** (1) ON

OR BEFORE JULY 1, 2011, THE STATE BOARD SHALL ADOPT CRITERIA THAT A LOCAL SCHOOL BOARD, BOCES, OR INSTITUTE CHARTER HIGH SCHOOL MAY APPLY IF THE LOCAL SCHOOL BOARD, BOCES, OR INSTITUTE CHARTER HIGH SCHOOL CHOOSES TO ENDORSE HIGH SCHOOL DIPLOMAS TO INDICATE THAT STUDENTS HAVE ACHIEVED POSTSECONDARY AND WORKFORCE READINESS. THE CRITERIA SHALL INCLUDE, BUT NEED NOT BE LIMITED TO, THE REQUIRED MINIMUM LEVEL OF POSTSECONDARY AND WORKFORCE READINESS THAT A STUDENT MUST ACHIEVE TO RECEIVE A READINESS ENDORSEMENT ON HIS OR HER DIPLOMA FROM THE LOCAL SCHOOL BOARD, BOCES, OR INSTITUTE CHARTER HIGH SCHOOL. IN IDENTIFYING THE REQUIRED MINIMUM LEVEL OF POSTSECONDARY AND WORKFORCE READINESS, THE STATE BOARD SHALL ENSURE THAT THE MINIMUM LEVEL OF POSTSECONDARY AND WORKFORCE READINESS REFLECTS THE EXPECTATIONS FOR POSTSECONDARY AND WORKFORCE READINESS THAT ARE APPLIED NATIONALLY AND INTERNATIONALLY.

(2) THE STATE BOARD SHALL ALSO ADOPT CRITERIA FOR AN ENDORSEMENT THAT A LOCAL SCHOOL BOARD, BOCES, OR INSTITUTE CHARTER HIGH SCHOOL MAY CHOOSE TO GRANT TO GRADUATING STUDENTS THAT WOULD INDICATE EXTRAORDINARY ACADEMIC ACHIEVEMENT OR EXEMPLARY DEMONSTRATION BY A STUDENT OF POSTSECONDARY AND WORKFORCE READINESS.

(3) FOLLOWING ADOPTION OF THE CRITERIA FOR DIPLOMA ENDORSEMENTS PURSUANT TO SUBSECTIONS (1) AND (2) OF THIS SECTION, THE STATE BOARD SHALL CONSULT WITH THE COMMISSION AND THE GOVERNING BOARDS OF THE STATE INSTITUTIONS OF HIGHER EDUCATION. THE PROVISIONS OF SECTION 22-7-1017 (2) SHALL TAKE EFFECT ONLY IF THE COMMISSION AND THE GOVERNING BOARDS APPROVE THE CRITERIA.

(4) THE STATE BOARD SHALL ALSO CONSIDER AND MAY ADOPT CRITERIA FOR A RANGE OF ADDITIONAL ENDORSEMENTS THAT A SCHOOL

DISTRICT, BOCES, OR INSTITUTE CHARTER HIGH SCHOOL MAY CHOOSE TO GRANT TO GRADUATING STUDENTS TO RECOGNIZE CONCENTRATED FOCUS  
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AND OUTSTANDING ACHIEVEMENT IN A VARIETY OF SUBJECT AREAS, INCLUDING BUT NOT LIMITED TO PERFORMANCE AND FINE ARTS, CAREER AND TECHNICAL EDUCATION, HISTORY AND CIVICS, MATHEMATICS, AND SCIENCE.

(5) IN ADOPTING ENDORSEMENT CRITERIA PURSUANT TO THIS SECTION, THE STATE BOARD SHALL TAKE INTO CONSIDERATION ANY CAREER AND TECHNICAL EDUCATION STANDARDS THAT ARE ADOPTED BY THE STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL EDUCATION, CREATED IN SECTION 23-60-104, C.R.S.

(6) ON OR BEFORE JULY 1, 2017, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, THE STATE BOARD SHALL REVISE AND ADOPT ANY APPROPRIATE REVISIONS TO THE CRITERIA FOR ENDORSEMENTS SPECIFIED IN THIS SECTION.

**22-7-1010. State board - commission - public input - staff**

**assistance.** (1) IN FULFILLING THEIR DUTIES UNDER THIS PART 10, THE STATE BOARD AND THE COMMISSION, AT A MINIMUM, SHALL:

(a) MEET WITH INTERESTED PERSONS THROUGHOUT THE STATE, INCLUDING BUT NOT LIMITED TO:

- (I) EARLY CARE AND EDUCATION PROVIDERS;
  - (II) REPRESENTATIVES OF EARLY CHILDHOOD COUNCILS AND EARLY CHILDHOOD CARE AND EDUCATION COUNCILS;
  - (III) ELEMENTARY AND SECONDARY TEACHERS, SPECIALISTS IN SPECIAL EDUCATION SERVICES, COUNSELORS, AND ADMINISTRATORS;
  - (IV) BOARDS OF COOPERATIVE SERVICES;
  - (V) LOCAL SCHOOL BOARDS AND GOVERNING BOARDS OF DISTRICT CHARTER SCHOOLS AND INSTITUTE CHARTER SCHOOLS;
  - (VI) PARENTS AND STUDENTS;
  - (VII) PRECOLLEGIATE AND POSTSECONDARY SERVICE PROVIDERS AND CONCURRENT ENROLLMENT PROGRAM MANAGERS;
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- (VIII) CAREER AND TECHNICAL EDUCATION FACULTY AND ADMINISTRATORS;
  - (IX) POSTSECONDARY FACULTY AND ADMINISTRATORS;
  - (X) GOVERNING BOARDS OF INSTITUTIONS OF HIGHER EDUCATION;
  - AND
  - (XI) EMPLOYERS AND OTHER MEMBERS OF THE BUSINESS COMMUNITY AND LABOR, WORKFORCE, AND ECONOMIC DEVELOPMENT EXPERTS;

(b) TAKE INTO CONSIDERATION THE RECOMMENDATIONS OF AND CONSULT WITH THE P-20 COUNCIL;

(c) SOLICIT AND TAKE INTO CONSIDERATION INFORMATION FROM LOCAL BOARDS OF EDUCATION SPECIFICALLY REGARDING THE INPUT RECEIVED BY THE LOCAL BOARDS FROM THEIR RESPECTIVE COMMUNITIES IN DEVELOPING THE BLUEPRINTS FOR THE EDUCATION SYSTEMS IN THEIR

RESPECTIVE COMMUNITIES PURSUANT TO SECTION 22-32-109 (1) (kk);  
 (d) TAKE INTO CONSIDERATION, AS APPLICABLE, THE RECOMMENDATIONS OF THE STATE GRADUATION GUIDELINES DEVELOPMENT COUNCIL MADE PURSUANT TO SECTION 22-7-414, AS IT EXISTED PRIOR TO JULY 1, 2008;

(e) CONSULT AND COLLABORATE WITH STATE AND NATIONAL ORGANIZATIONS OF EARLY CARE AND EDUCATION PROVIDERS AND EXPERTS, STATE AND NATIONAL ORGANIZATIONS OF EDUCATORS, AND OTHER STATE, NATIONAL, AND INTERNATIONAL ACADEMIC ORGANIZATIONS THAT SPECIALIZE IN CREATION, MAINTENANCE, AND IMPLEMENTATION OF RELEVANT AND RIGOROUS EDUCATION STANDARDS AND CURRICULUM AND IN ALIGNMENT OF STANDARDS AND ASSESSMENTS FROM PRESCHOOL THROUGH POSTSECONDARY EDUCATION.

(2) (a) STAFF FROM THE DEPARTMENT OF EDUCATION, THE DEPARTMENT OF HIGHER EDUCATION, THE STATE BOARD FOR COMMUNITY COLLEGES AND OCCUPATIONAL EDUCATION, THE DIVISION OF CHILD CARE, AND THE EARLY CHILDHOOD POLICY TEAM IN THE OFFICE OF THE LIEUTENANT GOVERNOR SHALL PROVIDE TECHNICAL ASSISTANCE AND SUPPORT FOR THE STATE BOARD AND THE COMMISSION IN FULFILLING THEIR DUTIES UNDER THIS PART 10.

(b) TO FURTHER ASSIST IN FULFILLING THEIR DUTIES UNDER THIS PART 10, THE STATE BOARD AND THE COMMISSION MAY APPOINT ONE OR MORE TASK FORCES CONSISTING OF STATE, NATIONAL, AND INTERNATIONAL EDUCATION EXPERTS.

(3) THE DEPARTMENT OF EDUCATION AND THE DEPARTMENT OF HIGHER EDUCATION ARE AUTHORIZED TO RECEIVE AND EXPEND GIFTS, GRANTS, OR DONATIONS OF ANY KIND FROM A PUBLIC OR PRIVATE ENTITY TO CARRY OUT THE PURPOSES OF THIS PART 10, SUBJECT TO THE TERMS AND CONDITIONS UNDER WHICH GIVEN; EXCEPT THAT THE DEPARTMENT OF EDUCATION OR THE DEPARTMENT OF HIGHER EDUCATION MAY NOT ACCEPT A GIFT, GRANT, OR DONATION IF THE CONDITIONS ATTACHED THERETO REQUIRE THE USE OR EXPENDITURE THEREOF IN A MANNER CONTRARY TO LAW.

**22-7-1011. Regional educator meetings - purpose -**

**recommendations.** (1) BEGINNING IN THE 2008-09 ACADEMIC YEAR, THE COMMISSIONER AND THE EXECUTIVE DIRECTOR, AT LEAST ANNUALLY, SHALL CONVENE MEETINGS OF PROFESSIONAL EDUCATORS IN PRESCHOOL, ELEMENTARY, SECONDARY, AND POSTSECONDARY EDUCATION WITHIN EACH OF THE REGIONAL SERVICE AREAS CREATED BY THE STATE BOARD. IN CONVENING THE REGIONAL EDUCATOR MEETINGS, THE COMMISSIONER AND THE EXECUTIVE DIRECTOR SHALL WORK WITH:

(a) THE PRESIDENT OF THE STATE SYSTEM OF COMMUNITY AND TECHNICAL COLLEGES;

(b) ONE OR MORE REPRESENTATIVES OF THE JUNIOR COLLEGE DISTRICTS;

(c) THE CHIEF ACADEMIC OFFICERS OR EXECUTIVE DIRECTORS OF THE STATE INSTITUTIONS OF HIGHER EDUCATION;

(d) THE SCHOOL DISTRICT SUPERINTENDENTS THROUGHOUT THE STATE; AND

(e) REPRESENTATIVES OF THE DIVISION OF CHILD CARE AND THE  
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EARLY CHILDHOOD POLICY TEAM IN THE OFFICE OF THE LIEUTENANT GOVERNOR.

(2) AT A MINIMUM, THE FOLLOWING PERSONS SHALL BE INVITED TO ATTEND THE REGIONAL EDUCATOR MEETINGS IN EACH REGIONAL SERVICE AREA:

(a) EARLY CARE AND EDUCATION PROVIDERS;

(b) MEMBERS OF THE LOCAL SCHOOL BOARDS OF THE SCHOOL DISTRICTS INCLUDED IN THE REGIONAL SERVICE AREA;

(c) THE PRESCHOOL, ELEMENTARY, AND SECONDARY TEACHERS, PRINCIPALS, ADMINISTRATORS, COUNSELORS, AND OTHER SPECIAL SERVICES PROVIDERS EMPLOYED BY THE LOCAL EDUCATION PROVIDERS LOCATED IN THE REGIONAL SERVICE AREA; AND

(d) THE POSTSECONDARY FACULTY, ACADEMIC ADVISORS, AND ADMINISTRATORS EMPLOYED BY THE STATE INSTITUTIONS OF HIGHER EDUCATION AND JUNIOR COLLEGES, IF ANY, LOCATED IN THE REGIONAL SERVICE AREA.

(3) THE COMMISSIONER AND THE EXECUTIVE DIRECTOR SHALL CONVENE REGIONAL EDUCATOR MEETINGS FOR THE PURPOSE OF COLLABORATING IN THE PLANNING, DESIGN, AND IMPLEMENTATION OF THE ALIGNMENT OF THE PRESCHOOL THROUGH POSTSECONDARY PUBLIC EDUCATION SYSTEMS, INCLUDING BUT NOT LIMITED TO:

(a) COLLABORATING IN THE PLANNING, DESIGN, AND IMPLEMENTATION OF:

(I) THE SCHOOL READINESS DESCRIPTION, THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, AND THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION;

(II) PROGRAMS OF INSTRUCTION FOR PRESCHOOL, ELEMENTARY, SECONDARY, AND POSTSECONDARY STUDENTS; AND

(III) ASSESSMENTS THAT ARE ALIGNED WITH THE SCHOOL READINESS AND POSTSECONDARY AND WORKFORCE READINESS DESCRIPTIONS AND THE  
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PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS;

(b) COLLABORATING IN IDENTIFICATION AND PROVISION OF THE SUPPORTIVE SERVICES THAT ARE NECESSARY TO IMPLEMENT THE SCHOOL READINESS AND POSTSECONDARY AND WORKFORCE READINESS DESCRIPTIONS, THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, AND THE ALIGNED ASSESSMENTS;

(c) IDENTIFYING AND REVIEWING THE LEVELS OF FINANCIAL SUPPORT NEEDED TO IMPLEMENT THE SCHOOL READINESS AND POSTSECONDARY AND

WORKFORCE READINESS DESCRIPTIONS, THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, AND THE ALIGNED ASSESSMENTS, AND FORMULATING RECOMMENDATIONS CONCERNING THE REALLOCATION OF STATE RESOURCES AND THE IDENTIFICATION OF ADDITIONAL STATE RESOURCES FOR SAID IMPLEMENTATION; AND (d) REVIEWING THE SCHOOL READINESS DESCRIPTION, THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION, THE ASSESSMENTS ALIGNED WITH THE DESCRIPTIONS AND STANDARDS, AND THE CRITERIA FOR DIPLOMA ENDORSEMENTS, AND MAKING RECOMMENDATIONS FOR REVISIONS TO THE STATE BOARD AND THE COMMISSION.

(4) EACH REGIONAL SERVICE AREA MAY SUBMIT TO THE STATE BOARD AND THE COMMISSION THE RECOMMENDATIONS ARISING FROM THE REGIONAL EDUCATOR MEETINGS HELD IN THE REGIONAL SERVICE AREA. THE STATE BOARD AND THE COMMISSION SHALL TAKE THE RECOMMENDATIONS INTO ACCOUNT IN FULFILLING THEIR DUTIES PURSUANT TO THIS PART 10. IN ADDITION, A REGIONAL SERVICE AREA MAY SUBMIT ANY RECOMMENDATIONS FOR LEGISLATIVE CHANGES TO THE EDUCATION COMMITTEES OF THE HOUSE OF REPRESENTATIVES AND THE SENATE, OR ANY SUCCESSOR COMMITTEES.

**22-7-1012. State plan - amendments - peer review - final**

**adoption.** (1) THE DEPARTMENT OF EDUCATION SHALL SOLICIT INFORMATION FROM LOCAL EDUCATION PROVIDERS THAT BEGAN ADMINISTERING POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS PRIOR TO IMPLEMENTATION OF THE PILOT PROGRAM AND FROM LOCAL EDUCATION PROVIDERS AND

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ASSESSMENT VENDORS THAT ARE PARTICIPATING IN THE PILOT PROGRAM. THE DEPARTMENT OF EDUCATION MAY CONTRACT WITH AN INDEPENDENT, NATIONALLY RECOGNIZED THIRD PARTY TO CONDUCT A RIGOROUS EVALUATION OF THE INFORMATION RECEIVED AND, BASED ON THE EVALUATION, TO MAKE RECOMMENDATIONS TO THE DEPARTMENT AND THE STATE BOARD CONCERNING AMENDMENTS TO THE STATE PLAN.

(2) (a) AS SOON AS PRACTICABLE UNDER FEDERAL LAW, BASED ON THE EVALUATION OF INFORMATION RECEIVED PURSUANT TO SUBSECTION (1) OF THIS SECTION AND ON INFORMATION RECEIVED BY THE STATE BOARD PURSUANT TO SECTION 22-7-1010 AND ON ANY INFORMATION RECEIVED FROM THE REGIONAL EDUCATOR MEETINGS PURSUANT TO SECTION 22-7-1011, THE DEPARTMENT OF EDUCATION SHALL SUBMIT TO THE FEDERAL DEPARTMENT OF EDUCATION AMENDMENTS TO THE STATE PLAN FOR PEER REVIEW AND APPROVAL. THE AMENDMENTS, AT A MINIMUM, SHALL INCLUDE:

(1) AMENDMENTS TO INCORPORATE THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS ADOPTED BY THE STATE BOARD PURSUANT TO SECTION 22-7-1005, INCLUDING THE STANDARDS FOR GRADES NINE THROUGH TWELVE THAT ARE ALIGNED WITH

THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS ADOPTED PURSUANT TO SECTION 22-7-1008; AND (II) AMENDMENTS TO INCORPORATE THE SYSTEM OF ASSESSMENTS ADOPTED PURSUANT TO SECTION 22-7-1006.

(b) NOTWITHSTANDING ANY PROVISION OF THIS SECTION TO THE CONTRARY, IN ORDER TO PRESERVE FLEXIBILITY AND ADAPTABILITY AT THE STATE LEVEL, THE AMENDED STATE PLAN SHALL INCLUDE ONLY THOSE COMPONENTS OF THE ALIGNED PRESCHOOL THROUGH POSTSECONDARY PUBLIC EDUCATION SYSTEMS THAT ARE REQUIRED BY OR SUBJECT TO APPROVAL UNDER FEDERAL LAW AND SHALL NOT INCLUDE ANY COMPONENTS OF THE ALIGNED PRESCHOOL THROUGH POSTSECONDARY PUBLIC EDUCATION SYSTEMS THAT ARE NOT REQUIRED BY OR SUBJECT TO APPROVAL UNDER FEDERAL LAW.

(c) THE LIMITATIONS ON THE CONTENTS OF THE STATE PLAN SPECIFIED IN PARAGRAPH (b) OF THIS SUBSECTION (2) SHALL NOT BE CONSTRUED TO PROHIBIT THE STATE BOARD AND THE COMMISSION FROM PAGE 28-SENATE BILL 08-212

ADOPTING, AND THE STATE BOARD AND THE COMMISSION ARE ENCOURAGED TO ADOPT, DESCRIPTIONS, STANDARDS, ASSESSMENTS, AND OTHER COMPONENTS OF THE ALIGNED PRESCHOOL THROUGH POSTSECONDARY PUBLIC EDUCATION SYSTEMS THAT EXCEED THE MINIMUM REQUIREMENTS OF FEDERAL LAW AND THAT ARE COMPARABLE IN SCOPE, RELEVANCE, AND RIGOR TO THE HIGHEST NATIONAL AND INTERNATIONAL STANDARDS THAT HAVE BEEN IMPLEMENTED SUCCESSFULLY AND ARE CONSISTENT WITH AND RELEVANT TO ACHIEVEMENT OF THE GOALS SPECIFIED IN SECTION 22-7-1002.

(3) THE DEPARTMENT OF EDUCATION SHALL PROVIDE PUBLIC NOTICE OF THE AMENDMENTS TO THE STATE PLAN, ANY COMMENTS AND SUGGESTIONS RECEIVED THROUGH THE PEER REVIEW PROCESS, AND ANY CHANGES MADE TO THE AMENDMENTS IN RESPONSE TO THE PEER REVIEW COMMENTS.

**22-7-1013. Local education provider - preschool through**

**elementary and secondary education standards - adoption.** (1) (a) ON OR BEFORE DECEMBER 15, 2011, EACH LOCAL EDUCATION PROVIDER SHALL REVIEW ITS PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS IN COMPARISON WITH THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS ADOPTED BY THE STATE BOARD PURSUANT TO SECTION 22-7-1005. FOLLOWING REVIEW, EACH LOCAL EDUCATION PROVIDER SHALL REVISE ITS STANDARDS, AS NECESSARY, TO ENSURE THAT:

(I) THE STANDARDS MEET OR EXCEED THE STATE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS; AND (II) THE STANDARDS ARE ALIGNED TO ENSURE THAT A STUDENT WHO DEMONSTRATES ATTAINMENT OF THE STANDARDS WHILE ADVANCING THROUGH PRESCHOOL AND ELEMENTARY AND SECONDARY EDUCATION WILL BE ABLE TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA.

(b) IN REVISING ITS PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, EACH LOCAL EDUCATION PROVIDER SHALL ENSURE THAT IT ADOPTS STANDARDS, AT A MINIMUM, IN THOSE SUBJECT MATTER AREAS THAT ARE INCLUDED IN THE STATE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, INCLUDING BUT NOT LIMITED TO ENGLISH LANGUAGE COMPETENCY.

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(c) IN REVISING ITS PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, A LOCAL EDUCATION PROVIDER MAY CHOOSE TO ADOPT THE STATE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS.

(2) FOLLOWING THE REVIEW AND REVISION OF ITS PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, EACH LOCAL EDUCATION PROVIDER SHALL ADOPT CURRICULA THAT ARE ALIGNED WITH THE STANDARDS. THE LOCAL EDUCATION PROVIDER SHALL DESIGN THE CURRICULA TO ENSURE THAT, BEGINNING IN PRESCHOOL OR KINDERGARTEN AND CONTINUING THROUGH ELEMENTARY AND SECONDARY EDUCATION, EACH STUDENT RECEIVES A PROGRAM OF STUDY THAT WILL ENABLE THE STUDENT TO DEMONSTRATE ATTAINMENT OF EACH OF THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS.

(3) EACH LOCAL EDUCATION PROVIDER SHALL ADOPT ASSESSMENTS THAT ARE ALIGNED WITH THE LOCAL EDUCATION PROVIDER'S STANDARDS AND CURRICULA AND THAT WILL ADEQUATELY MEASURE EACH STUDENT'S PROGRESS TOWARD AND ATTAINMENT OF THE LOCAL EDUCATION PROVIDER'S STANDARDS FOR THE SUBJECT AREAS THAT ARE NOT ASSESSED BY THE STATE THROUGH THE SYSTEM OF ASSESSMENTS ADOPTED BY THE STATE BOARD PURSUANT TO SECTION 22-7-1006.

(4) A LOCAL EDUCATION PROVIDER MAY ALLOW A STUDENT WHO IS RECEIVING SPECIAL EDUCATION SERVICES TO DEMONSTRATE ATTAINMENT OF THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS AND POSTSECONDARY AND WORKFORCE READINESS THROUGH A DIFFERENTIATED PLAN IF REQUIRED IN THE STUDENT'S INDIVIDUALIZED EDUCATION PROGRAM.

(5) ON OR BEFORE JULY 1, 2017, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, EACH LOCAL EDUCATION PROVIDER SHALL REVIEW ITS PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS AND, TAKING INTO ACCOUNT ANY REVISIONS TO THE STATE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, SHALL REVISE AND READOPT ITS STANDARDS IF NECESSARY TO ENSURE THAT THEY CONTINUE TO MEET OR EXCEED THE STATE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS. THE LOCAL EDUCATION PROVIDER SHALL REVISE ITS CURRICULA ACCORDINGLY

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TO ENSURE THAT THE CURRICULA CONTINUE TO ALIGN WITH THE LOCAL EDUCATION PROVIDER'S PRESCHOOL THROUGH ELEMENTARY AND

## SECONDARY EDUCATION STANDARDS.

**22-7-1014. Preschool individualized readiness plans - school**

**readiness - assessments.** (1) (a) BEGINNING IN THE FALL SEMESTER OF 2012, EACH LOCAL EDUCATION PROVIDER THAT PROVIDES A PRESCHOOL OR KINDERGARTEN PROGRAM SHALL ENSURE THAT EACH STUDENT ENROLLED IN A PRESCHOOL OR KINDERGARTEN PROGRAM OPERATED BY THE LOCAL EDUCATION PROVIDER RECEIVES AN INDIVIDUALIZED READINESS PLAN THAT ADDRESSES THE PRESCHOOL STANDARDS OR KINDERGARTEN STANDARDS, AS APPROPRIATE, KNOWLEDGE AND SKILL AREAS IN WHICH A STUDENT NEEDS ASSISTANCE TO MAKE PROGRESS TOWARD SCHOOL READINESS.

(b) IN CREATING AND IMPLEMENTING THE INDIVIDUALIZED READINESS PLANS, A LOCAL EDUCATION PROVIDER SHALL USE ASSESSMENT INSTRUMENTS THAT ARE RESEARCH-BASED, VALID, AND RELIABLE TO FACILITATE THE SYSTEMATIC MEASUREMENT OF A STUDENT'S INCREASING KNOWLEDGE, SKILLS, AND ACCOMPLISHMENTS WITHIN THE CLASSROOM CONTEXT. THE PURPOSE OF THE CONTINUING ASSESSMENTS SHALL BE TO HELP DIRECT TEACHERS' PRACTICE WITHIN THE CLASSROOM WITH EACH STUDENT AND THEREBY MAXIMIZE EACH STUDENTS' PROGRESS TOWARD DEMONSTRATING SCHOOL READINESS.

(2) (a) BEGINNING WITH STUDENTS WHO ENTER KINDERGARTEN IN THE FALL SEMESTER OF 2013, EACH LOCAL EDUCATION PROVIDER SHALL ENSURE THAT EACH STUDENT ENROLLED IN A KINDERGARTEN PROGRAM OPERATED BY THE LOCAL EDUCATION PROVIDER PROGRESSES TOWARD DEMONSTRATING SCHOOL READINESS. EACH LOCAL EDUCATION PROVIDER SHALL ADMINISTER THE SCHOOL READINESS ASSESSMENT TO EACH STUDENT ENROLLED IN A KINDERGARTEN PROGRAM OPERATED BY THE LOCAL EDUCATION PROVIDER TO MEASURE EACH STUDENT'S PROGRESS TOWARD DEMONSTRATING SCHOOL READINESS.

(b) THE RESULTS OF THE SCHOOL READINESS ASSESSMENTS SHALL NOT BE USED TO DENY A STUDENT ADMISSION OR PROGRESSION TO FIRST GRADE.

(3) THE DEPARTMENT OF EDUCATION, THE DIVISION OF CHILD CARE, AND THE STAFF OF THE EARLY CHILDHOOD POLICY TEAM IN THE LIEUTENANT

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GOVERNOR'S OFFICE SHALL, UPON REQUEST AND SUBJECT TO AVAILABLE APPROPRIATIONS, PROVIDE SUPPORT TO LOCAL EDUCATION PROVIDERS IN IMPLEMENTING THE PRESCHOOL STANDARDS, INDIVIDUALIZED READINESS PLANS, AND SCHOOL READINESS ASSESSMENTS AND IN ASSISTING STUDENTS IN PROGRESSING TOWARD SCHOOL READINESS. SUPPORT MAY INCLUDE, BUT NEED NOT BE LIMITED TO:

(a) ASSISTING THE LOCAL EDUCATION PROVIDER IN REVIEWING AND REVISING CURRICULUM;

(b) COMMUNICATING WITH EARLY CARE AND EDUCATION PROVIDERS, EDUCATORS, LOCAL SCHOOL BOARD MEMBERS, BOARD OF COOPERATIVE SERVICES MEMBERS, CHARTER SCHOOL GOVERNING BOARD MEMBERS, SCHOOL DISTRICT AND SCHOOL ADMINISTRATORS, AND PARENTS;

- (c) PROVIDING PROFESSIONAL DEVELOPMENT FOR EDUCATORS; AND
- (d) COLLECTING AND MAKING AVAILABLE A RESOURCE BANK OF EXAMPLES OF BEST PRACTICES IN NATIONAL, STATE, SCHOOL DISTRICT, SCHOOL, AND CLASSROOM REFORM EFFORTS IN EARLY CHILDHOOD AND SCHOOL READINESS CONSISTENT WITH THE INTENT OF THIS PART 10.

**22-7-1015. Postsecondary and workforce readiness program -**

**technical assistance.** (1) ON OR BEFORE DECEMBER 15, 2011, EACH LOCAL EDUCATION PROVIDER SHALL REVIEW THE CURRICULA PROVIDED BY THE PUBLIC HIGH SCHOOLS OPERATED BY THE LOCAL EDUCATION PROVIDER IN THE SUBJECT MATTER AREAS INCLUDED IN POSTSECONDARY AND WORKFORCE READINESS. THE LOCAL EDUCATION PROVIDER SHALL REVISE ITS CURRICULA, OR ADOPT NEW CURRICULA, AS NECESSARY TO ENSURE THAT THE CURRICULA CONTENT FOR SAID SUBJECT MATTER AREAS ARE ALIGNED WITH POSTSECONDARY AND WORKFORCE READINESS SUCH THAT A STUDENT WHO SUCCESSFULLY COMPLETES THE CURRICULA WILL BE PREPARED TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA.

(2) (a) THE REVISED OR NEWLY ADOPTED CURRICULA DESCRIBED IN SUBSECTION (1) OF THIS SECTION SHALL CONSTITUTE THE POSTSECONDARY AND WORKFORCE READINESS PROGRAM FOR EACH PUBLIC HIGH SCHOOL OPERATED BY THE LOCAL EDUCATION PROVIDER. IN REVISING OR ADOPTING THE POSTSECONDARY AND WORKFORCE READINESS PROGRAM, A LOCAL

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EDUCATION PROVIDER IS NOT REQUIRED TO BASE ITS COURSES OR MEANS OF AWARDED COURSE CREDITS ON CARNEGIE UNITS. A LOCAL EDUCATION PROVIDER MAY CHOOSE TO BASE THE AWARDED COURSE CREDITS ON A STUDENT'S DEMONSTRATION OF ATTAINMENT OF THE STANDARDS ADDRESSED BY THE COURSE.

(b) A LOCAL EDUCATION PROVIDER MAY ACCOMMODATE THE RANGE OF STUDENT INTERESTS AND ASPIRATIONS BY ADOPTING MULTIPLE CURRICULA THAT, COMBINED, CREATE MULTIPLE POSTSECONDARY AND WORKFORCE READINESS PROGRAMS WITHIN A SCHOOL DISTRICT OR WITHIN A HIGH SCHOOL THAT ARE DESIGNED TO PREPARE A STUDENT FOR DIFFERING POST-GRADUATION GOALS, INCLUDING BUT NOT LIMITED TO IMMEDIATE ENTRY INTO THE WORKFORCE OR MATRICULATION INTO CAREER AND TECHNICAL EDUCATION OR HIGHER EDUCATION. THE LOCAL EDUCATION PROVIDER SHALL ENSURE, HOWEVER, THAT EVERY POSTSECONDARY AND WORKFORCE READINESS PROGRAM ADOPTED BY THE LOCAL EDUCATION PROVIDER IS ALIGNED WITH POSTSECONDARY AND WORKFORCE READINESS SUCH THAT A STUDENT WHO SUCCESSFULLY COMPLETES THE PROGRAM WILL BE PREPARED TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA.

(c) FOR PURPOSES OF THIS SECTION, A DISTRICT CHARTER HIGH SCHOOL SHALL BE DEEMED TO BE OPERATED BY THE CHARTERING LOCAL SCHOOL BOARD; EXCEPT THAT THE CHARTERING LOCAL SCHOOL BOARD, BY CHARTER CONTRACT, MAY ALLOW THE DISTRICT CHARTER HIGH SCHOOL TO

ADOPT ITS OWN POSTSECONDARY AND WORKFORCE READINESS PROGRAM, SEPARATE FROM THAT ADOPTED BY THE LOCAL SCHOOL BOARD. EACH DISTRICT CHARTER HIGH SCHOOL THAT ADOPTS ITS OWN POSTSECONDARY AND WORKFORCE READINESS PROGRAM SHALL ENSURE THAT THE PROGRAM IS ALIGNED WITH POSTSECONDARY AND WORKFORCE READINESS SUCH THAT A STUDENT WHO SUCCESSFULLY COMPLETES THE POSTSECONDARY AND WORKFORCE READINESS PROGRAM WILL BE PREPARED TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA.

(3) (a) IT IS THE INTENT OF THE GENERAL ASSEMBLY THAT, ON OR BEFORE DECEMBER 15, 2012, EACH STUDENT WHO ENROLLS IN A PUBLIC HIGH SCHOOL OPERATED BY A LOCAL EDUCATION PROVIDER SHALL ENROLL IN AND SUCCESSFULLY COMPLETE A POSTSECONDARY AND WORKFORCE READINESS PROGRAM. EACH LOCAL EDUCATION PROVIDER SHALL REQUIRE

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EACH HIGH SCHOOL STUDENT, BEGINNING IN NINTH GRADE AND CONTINUING THROUGH TWELFTH GRADE, TO ENROLL IN THE LOCAL EDUCATION PROVIDER'S POSTSECONDARY AND WORKFORCE READINESS PROGRAM.

(b) NOTWITHSTANDING THE PROVISIONS OF PARAGRAPH (a) OF THIS SUBSECTION (3), A LOCAL EDUCATION PROVIDER MAY ALLOW A STUDENT WHO IS RECEIVING SPECIAL EDUCATION SERVICES TO DEMONSTRATE ATTAINMENT OF POSTSECONDARY AND WORKFORCE READINESS THROUGH A DIFFERENTIATED PLAN FOR PURPOSES OF THE POSTSECONDARY AND WORKFORCE READINESS PROGRAM AND THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS, IF REQUIRED IN THE STUDENT'S INDIVIDUALIZED EDUCATION PROGRAM.

(4) THE DEPARTMENT OF EDUCATION, THE DEPARTMENT OF HIGHER EDUCATION, AND THE STATE INSTITUTIONS OF HIGHER EDUCATION, UPON REQUEST, SHALL PROVIDE SUPPORT TO LOCAL EDUCATION PROVIDERS IN IMPLEMENTING POSTSECONDARY AND WORKFORCE READINESS. BEGINNING WITH THE 2009-10 BUDGET YEAR, THE DEPARTMENT OF EDUCATION AND THE DEPARTMENT OF HIGHER EDUCATION MAY INCLUDE IN THEIR ANNUAL BUDGET REQUESTS AN AMOUNT NECESSARY TO OFFSET THE COSTS INCURRED IN COMPLYING WITH THIS SECTION. SUPPORT MAY INCLUDE, BUT NEED NOT BE LIMITED TO:

(a) ASSISTING THE LOCAL EDUCATION PROVIDER IN REVIEWING AND REVISING CURRICULUM;

(b) COMMUNICATING WITH EDUCATORS, LOCAL SCHOOL BOARD MEMBERS, BOARD OF COOPERATIVE SERVICES BOARD MEMBERS, CHARTER SCHOOL GOVERNING BOARD MEMBERS, SCHOOL DISTRICT AND SCHOOL ADMINISTRATORS, PARENTS, AND MEMBERS OF THE BUSINESS COMMUNITY;

(c) PROVIDING PROFESSIONAL DEVELOPMENT FOR EDUCATORS; AND

(d) COLLECTING AND MAKING AVAILABLE A RESOURCE BANK OF EXAMPLES OF BEST PRACTICES IN NATIONAL, STATE, SCHOOL DISTRICT, SCHOOL, AND CLASSROOM REFORM EFFORTS CONSISTENT WITH THE INTENT OF THIS PART 10.

**22-7-1016. Postsecondary and workforce planning, preparation, and readiness assessments - transcripts.** (1) ON OR BEFORE DECEMBER  
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15, 2012, EACH LOCAL EDUCATION PROVIDER SHALL ADMINISTER THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS ADOPTED BY THE STATE BOARD AND THE COMMISSION PURSUANT TO SECTION 22-7-1008. UPON RECEIVING THE RESULTS FOLLOWING ADMINISTRATION OF THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS, THE LOCAL EDUCATION PROVIDER SHALL PROVIDE TO EACH STUDENT A PRINTED COPY OF THE STUDENT'S ASSESSMENT RESULTS, AND A TEACHER OR COUNSELOR SHALL REVIEW EACH STUDENT'S RESULTS WITH THE STUDENT AND, TO THE EXTENT PRACTICABLE, WITH THE STUDENT'S PARENT OR LEGAL GUARDIAN AND DETERMINE THE AREAS IN WHICH THE STUDENT CONTINUES TO NEED INSTRUCTION IN ORDER TO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS PRIOR TO OR UPON ATTAINING A HIGH SCHOOL DIPLOMA.

(2) EACH HIGH SCHOOL STUDENT'S FINAL TRANSCRIPT SHALL DESCRIBE THE STUDENT'S LEVEL OF POSTSECONDARY AND WORKFORCE READINESS BY:

- (a) INDICATING THE STUDENT'S LEVEL OF PERFORMANCE IN THE POSTSECONDARY AND WORKFORCE READINESS PROGRAM; AND
- (b) INDICATING THE STUDENT'S LEVEL OF PERFORMANCE ON THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS.

(3) A LOCAL EDUCATION PROVIDER, AT ITS DISCRETION, MAY CHOOSE TO IDENTIFY DEMONSTRATION OF POSTSECONDARY AND WORKFORCE READINESS AS A GRADUATION REQUIREMENT FOR THE SCHOOL DISTRICT OR FOR THE SCHOOL.

(4) (a) A LOCAL EDUCATION PROVIDER SHALL NOT APPLY A STUDENT'S LEVEL OF PERFORMANCE IN THE POSTSECONDARY AND WORKFORCE READINESS PROGRAM OR ON THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS TO PROHIBIT THE STUDENT FROM PARTICIPATING IN ANY PROGRAM OPERATED BY THE LOCAL EDUCATION PROVIDER THROUGH WHICH THE STUDENT MAY EARN POSTSECONDARY OR CAREER AND TECHNICAL EDUCATION COURSE CREDITS WHILE ENROLLED IN HIGH SCHOOL.

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(b) A STUDENT WHO DEMONSTRATES ATTAINMENT OF POSTSECONDARY AND WORKFORCE READINESS WHILE ENROLLED IN ANY OF GRADES NINE THROUGH TWELVE SHALL BE ELIGIBLE TO PARTICIPATE IN A PROGRAM THROUGH WHICH THE STUDENT MAY EARN POSTSECONDARY OR CAREER AND TECHNICAL EDUCATION COURSE CREDITS WHILE ENROLLED IN HIGH SCHOOL.

(5) (a) BEGINNING IN THE 2011-12 ACADEMIC YEAR, IF A STUDENT WHOSE DOMINANT LANGUAGE IS NOT ENGLISH, AS DEFINED IN SECTION

22-24-103 (4), IS ENROLLED IN ELEVENTH OR TWELFTH GRADE AND THE STUDENT HAS NOT DEMONSTRATED ATTAINMENT OF THE STANDARD FOR ENGLISH LANGUAGE COMPETENCY AND HAS NOT DEMONSTRATED POSTSECONDARY AND WORKFORCE READINESS, THE LOCAL EDUCATION PROVIDER WITH WHICH THE STUDENT IS ENROLLED SHALL PROVIDE TO THE STUDENT ADDITIONAL SERVICES AND SUPPORTS AS NECESSARY TO ASSIST THE STUDENT IN ATTAINING THE STANDARD.

(b) FOLLOWING RECEIPT OF THE COST STUDY REPORT DELIVERED MARCH 1, 2010, PURSUANT TO SECTION 22-7-1018 (2) (a), THE GENERAL ASSEMBLY SHALL ADDRESS THE SERVICES AND RESOURCES NECESSARY FOR IMPLEMENTATION OF PARAGRAPH (a) OF THIS SUBSECTION (5).

**22-7-1017. High school diploma - endorsement - effect.**

(1) (a) FOLLOWING ADOPTION BY THE STATE BOARD, PURSUANT TO SECTION 22-7-1009, OF THE CRITERIA FOR ENDORSING A DIPLOMA AS REFLECTING POSTSECONDARY AND WORKFORCE READINESS, A LOCAL SCHOOL BOARD, A BOCES, OR AN INSTITUTE CHARTER HIGH SCHOOL MAY CHOOSE TO GRANT A POSTSECONDARY AND WORKFORCE READINESS ENDORSEMENT TO EACH GRADUATING HIGH SCHOOL STUDENT WHO MEETS THE CRITERIA.

(b) FOLLOWING ADOPTION BY THE STATE BOARD OF THE CRITERIA FOR ENDORSING A DIPLOMA AS REFLECTING EXTRAORDINARY ACADEMIC ACHIEVEMENT OR EXEMPLARY DEMONSTRATION BY A STUDENT OF POSTSECONDARY AND WORKFORCE READINESS, A LOCAL SCHOOL BOARD, A BOCES, OR AN INSTITUTE CHARTER HIGH SCHOOL MAY CHOOSE TO GRANT SUCH AN ENDORSEMENT TO EACH GRADUATING HIGH SCHOOL STUDENT WHO MEETS THE CRITERIA.

(c) A LOCAL SCHOOL BOARD, A BOCES, OR AN INSTITUTE CHARTER HIGH SCHOOL MAY ALSO CHOOSE TO GRANT ENDORSEMENTS IN SPECIFIED PAGE 36-SENATE BILL 08-212 AREAS OF FOCUS AND ACHIEVEMENT, FOLLOWING ADOPTION OF THE CRITERIA FOR SAID ENDORSEMENTS BY THE STATE BOARD PURSUANT TO SECTION 22-7-1009.

(2) FOLLOWING APPROVAL OF THE CRITERIA BY THE COMMISSION AND THE GOVERNING BOARDS OF THE STATE INSTITUTIONS OF HIGHER EDUCATION, AS PROVIDED IN SECTION 22-7-1009 (3), A STUDENT WHO GRADUATES WITH A HIGH SCHOOL DIPLOMA THAT INCLUDES A POSTSECONDARY AND WORKFORCE READINESS ENDORSEMENT SHALL BE GUARANTEED:

(a) TO MEET MINIMUM ACADEMIC QUALIFICATIONS FOR ADMISSION TO, AND TO BE ELIGIBLE, SUBJECT TO ADDITIONAL INSTITUTIONAL REVIEW OF OTHER ADMISSION AND PLACEMENT QUALIFICATIONS, FOR PLACEMENT INTO CREDIT-BEARING COURSES AT, ALL OPEN, MODIFIED OPEN, OR MODERATELY SELECTIVE PUBLIC INSTITUTIONS OF HIGHER EDUCATION IN COLORADO; AND

(b) TO RECEIVE PRIORITY CONSIDERATION, IN CONJUNCTION WITH ADDITIONAL ADMISSIONS CRITERIA, AND TO BE ELIGIBLE, SUBJECT TO ADDITIONAL INSTITUTIONAL REVIEW OF OTHER ADMISSION AND PLACEMENT QUALIFICATIONS, FOR PLACEMENT INTO CREDIT-BEARING COURSES, AT ALL

OTHER PUBLIC INSTITUTIONS OF HIGHER EDUCATION IN COLORADO. THE ADDITIONAL ADMISSIONS CRITERIA SHALL BE DETERMINED BY EACH INSTITUTION OF HIGHER EDUCATION.

**22-7-1018. Cost study.** (1) (a) ON OR BEFORE SEPTEMBER 15, 2009, THE DEPARTMENT OF EDUCATION, IN CONSULTATION WITH THE DEPARTMENT OF HIGHER EDUCATION, SHALL CONTRACT WITH AN INDEPENDENT ENTITY TO CONDUCT A STUDY OF THE COSTS OF IMPLEMENTING THE PROVISIONS OF THIS PART 10. AT A MINIMUM, THE STUDY SHALL ADDRESS THE ANTICIPATED COSTS TO BE INCURRED BY THE DEPARTMENT OF EDUCATION, THE DEPARTMENT OF HIGHER EDUCATION, LOCAL EDUCATION PROVIDERS, AND STATE INSTITUTIONS OF HIGHER EDUCATION IN IMPLEMENTING THE PROVISIONS OF THIS PART 10.

(b) IN SELECTING AN INDEPENDENT ENTITY TO CONDUCT THE COST STUDY, THE DEPARTMENT OF EDUCATION SHALL CONSULT WITH THE DEPARTMENT OF HIGHER EDUCATION AND SHALL ENSURE THAT THE SELECTED ENTITY HAS EXPERTISE IN SCHOOL FINANCE AND HIGHER EDUCATION FINANCE STATUTES AND ISSUES IN THIS STATE AND NATIONALLY.

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(c) AT A MINIMUM, THE COST STUDY SHALL ADDRESS THE COSTS ASSOCIATED WITH:

- (I) REVIEWING, ADOPTING, AND IMPLEMENTING STANDARDS AND CURRICULA TO MEET OR EXCEED THE NEWLY ADOPTED PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, INCLUDING BUT NOT LIMITED TO IMPLEMENTING THE ENGLISH LANGUAGE COMPETENCY STANDARDS AND PROVIDING SERVICES AND SUPPORTS AS REQUIRED IN SECTION 22-7-1016 (5);
- (II) IMPLEMENTING THE ASSESSMENT SYSTEM FOR THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS;
- (III) IMPLEMENTING THE SCHOOL READINESS DESCRIPTION AND ASSESSMENTS, INCLUDING CREATING AND IMPLEMENTING INDIVIDUALIZED READINESS PLANS;
- (IV) INCORPORATING CAREER AND TECHNICAL EDUCATION STANDARDS INTO THE CURRICULA;
- (V) ALIGNING THE PRESCHOOL, ELEMENTARY, SECONDARY, AND POSTSECONDARY EDUCATION CURRICULA WITH THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION AND ADMINISTERING AND REVIEWING THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS;
- (VI) MAKING CHANGES TO THE POSTSECONDARY ADMISSIONS PROCESSES AND PUBLICATIONS TO TAKE INTO ACCOUNT THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION AND THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS; AND
- (VII) REVIEWING, ADOPTING, AND IMPLEMENTING STANDARDS IN TEACHER PREPARATION PROGRAMS TO INCORPORATE THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, THE

SCHOOL READINESS DESCRIPTION, THE SYSTEM OF ASSESSMENTS, THE INDIVIDUALIZED READINESS PLANS, THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION, AND THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS.

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(2) THE ENTITY SELECTED TO CONDUCT THE COST STUDY SHALL SUBMIT REPORTS TO THE DEPARTMENT OF EDUCATION AND THE DEPARTMENT OF HIGHER EDUCATION IN ACCORDANCE WITH THE FOLLOWING TIME LINE:

(a) ON OR BEFORE MARCH 1, 2010, A REPORT OF THE COSTS PERTAINING TO ADOPTION AND IMPLEMENTATION OF THE SCHOOL READINESS DESCRIPTION; THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, INCLUDING BUT NOT LIMITED TO THE ENGLISH LANGUAGE COMPETENCY STANDARDS; AND THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION;

(b) ON OR BEFORE OCTOBER 1, 2010, A REPORT OF THE COSTS PERTAINING TO IMPLEMENTATION OF THE SCHOOL READINESS ASSESSMENTS, THE SYSTEM OF ASSESSMENTS THAT IS ALIGNED WITH THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, AND THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS; AND

(c) ON OR BEFORE OCTOBER 1, 2011, A REPORT OF THE COSTS PERTAINING TO IMPLEMENTATION OF THE DIPLOMA ENDORSEMENTS.

(3) AS SOON AS POSSIBLE FOLLOWING RECEIPT OF EACH REPORT SPECIFIED IN SUBSECTION (2) OF THIS SECTION, THE DEPARTMENT OF EDUCATION SHALL SUBMIT THE REPORT TO THE JOINT BUDGET COMMITTEE OF THE GENERAL ASSEMBLY AND TO THE EDUCATION COMMITTEES OF THE SENATE AND THE HOUSE OF REPRESENTATIVES, OR ANY SUCCESSOR COMMITTEES.

**22-7-1019. Preschool to postsecondary and workforce readiness**

**- progress reports - effectiveness reports.** (1) ON OR BEFORE FEBRUARY 15, 2009, AND ON OR BEFORE FEBRUARY 15 EACH YEAR THEREAFTER THROUGH 2012, THE DEPARTMENT OF EDUCATION SHALL SUBMIT TO THE EDUCATION COMMITTEES OF THE SENATE AND THE HOUSE OF REPRESENTATIVES, OR ANY SUCCESSOR COMMITTEES, A REPORT SUMMARIZING THE ACTIONS TAKEN BY THE STATE BOARD, THE COMMISSION, AND LOCAL EDUCATION PROVIDERS IN IMPLEMENTING THE REQUIREMENTS SPECIFIED IN THIS PART 10. THE DEPARTMENT MAY INCLUDE IN THE REPORT RECOMMENDATIONS, AS MAY BE NECESSARY, FOR LEGISLATIVE CHANGES IN THE TIME LINE FOR IMPLEMENTATION OF THIS PART 10.

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(2) ON OR BEFORE FEBRUARY 15, 2013, AND ON OR BEFORE FEBRUARY 15 EACH YEAR THEREAFTER, THE DEPARTMENT OF EDUCATION SHALL SUBMIT TO THE EDUCATION COMMITTEES OF THE SENATE AND THE HOUSE OF REPRESENTATIVES, OR ANY SUCCESSOR COMMITTEES, A REPORT CONCERNING THE RESULTS ACHIEVED THROUGH IMPLEMENTATION OF

SCHOOL READINESS, THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS, AND POSTSECONDARY AND WORKFORCE READINESS.

(3) (a) AT A MINIMUM, THE REPORT SHALL INCLUDE THE FOLLOWING INFORMATION FOR THE PRECEDING ACADEMIC YEAR:

- (I) THE LEVELS OF SCHOOL READINESS DEMONSTRATED BY STUDENTS ENROLLED IN KINDERGARTEN;
- (II) THE NUMBER OF STUDENTS ENROLLING IN THE POSTSECONDARY AND WORKFORCE READINESS PROGRAMS AND THE NUMBER OF STUDENTS MAKING ADEQUATE LONGITUDINAL PROGRESS THROUGH AND COMPLETING THE POSTSECONDARY AND WORKFORCE READINESS PROGRAMS;
- (III) THE LEVELS OF POSTSECONDARY AND WORKFORCE READINESS DEMONSTRATED BY HIGH SCHOOL STUDENTS; AND
- (IV) BEGINNING WITH THE REPORT SUBMITTED IN 2016, THE NUMBER OF STUDENTS RECEIVING A HIGH SCHOOL DIPLOMA THAT INCLUDES AN ENDORSEMENT, IDENTIFIED BY TYPE OF ENDORSEMENT.

(b) THE DEPARTMENT OF EDUCATION SHALL PRESENT THE INFORMATION IN THE REPORT ON A STATEWIDE BASIS AND SHALL DISAGGREGATE THE INFORMATION BY SCHOOL DISTRICT, SCHOOL, GRADE LEVEL, FREE OR REDUCED-COST LUNCH ELIGIBILITY STATUS, GENDER, AND ETHNICITY, AND BY ANY OTHER CHARACTERISTIC DEEMED BY THE DEPARTMENT TO BE MEANINGFUL.

(4) EACH LOCAL EDUCATION PROVIDER SHALL COOPERATE WITH THE DEPARTMENT OF EDUCATION IN PROVIDING THE INFORMATION NECESSARY FOR THE REPORTS PREPARED PURSUANT TO THIS SECTION.

**SECTION 2.** The introductory portion to 22-2-106 (1) (a.5) and 22-2-106 (1) (a.5) (V), Colorado Revised Statutes, are amended, and the PAGE 40-SENATE BILL 08-212

said 22-2-106 (1) (a.5) is further amended BY THE ADDITION OF A NEW SUBPARAGRAPH, to read:

**22-2-106. State board - duties - repeal.** (1) It is the duty of the state board:

(a.5) To adopt, on or before July 1, 2008 DECEMBER 15, 2009, a comprehensive set of guidelines for the establishment of high school graduation requirements to be used by each school district board of education in developing local high school graduation requirements. Each school district board of education shall retain the authority to develop its own unique high school graduation requirements, so long as those local high school graduation requirements meet or exceed any minimum standards or basic core competencies or skills identified in the comprehensive set of guidelines for high school graduation developed by the state board pursuant to this paragraph (a.5). In developing the guidelines for high school graduation, the state board shall not identify specific courses that a student shall take nor the level of proficiency a student shall achieve to meet the guidelines established by the state board. In developing the guidelines for high school graduation, the state board

shall utilize the recommendations of the state graduation guidelines development council established in section 22-7-414 and shall:

(II) ENSURE THAT THE STATE GRADUATION GUIDELINES ARE ALIGNED WITH THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS, INCLUDING BUT NOT LIMITED TO THE MINIMUM REQUIRED ENGLISH LANGUAGE COMPETENCIES, ADOPTED BY THE STATE BOARD AND THE COLORADO COMMISSION ON HIGHER EDUCATION PURSUANT TO SECTION 22-7-1008 AND WITH THE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS ADOPTED BY THE STATE BOARD PURSUANT TO SECTION 22-7-1005.

(V) Utilize standards-based education, as described in section 22-7-402, AND AS REVISED PURSUANT TO PART 10 OF ARTICLE 7 OF THIS TITLE, as the framework for the development of the guidelines for high school graduation and consider how high school graduation requirements can be articulated in a standards-based education system. In the process of developing the guidelines for high school graduation, the state board shall ensure that the state model content standards, adopted pursuant to section 22-7-406, are sufficiently rigorous, particularly in the core academic subject

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 areas of mathematics, science, reading, and writing so that students are exposed to subject matter that research indicates will adequately prepare them for entrance into the workforce or the postsecondary education system. On or before August 1, 2007, the state board shall begin to receive public comment on the adequacy of the existing state model content standards. As part of receiving public comment, the state board is encouraged to form a stakeholder group of parents, teachers, administrators, and others to develop recommendations related to modernizing the state model content standards in mathematics, science, reading, and writing. On or before February 1, 2008, the state board shall report to the education committees of the house of representatives and the senate, or any successor committees, on the adequacy of the existing state model content standards in these subject matters.

**SECTION 3.** 22-32-109 (1) (kk) (I), Colorado Revised Statutes, is amended to read:

**22-32-109. Board of education - specific duties.** (1) In addition to any other duty required to be performed by law, each board of education shall have and perform the following specific duties:

(kk) (I) To undertake a community-based process to develop a blueprint for the education system in the community and to determine the skills students will need to be successful after graduation. Each board of education shall seek input from the community at large, which may include, but need not be limited to, students, parents, business persons, neighboring school districts, and regional boards of cooperative services. Each board of education shall use this blueprint, together with the guidelines for high school graduation requirements developed by the state board pursuant to section 22-2-106 (1) (a.5), to establish local high school graduation

requirements applicable to students enrolling in ninth grade beginning July 1, 2009 2010. TO ASSIST THE STATE BOARD OF EDUCATION IN FULFILLING ITS DUTIES UNDER PART 10 OF ARTICLE 7 OF THIS TITLE, EACH BOARD OF EDUCATION SHALL PROVIDE TO THE STATE BOARD OF EDUCATION INFORMATION CONCERNING THE BLUEPRINT AND THE INPUT RECEIVED IN DEVELOPING THE BLUEPRINT. A board of education that has undertaken a comprehensive community-based process and has revised its high school graduation requirements within the previous two years shall not be required to develop a new blueprint for the education system in its community or make any revisions to its high school graduation requirements.

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**SECTION 4.** 22-35-104, Colorado Revised Statutes, is amended BY THE ADDITION OF A NEW SUBSECTION to read:

**22-35-104. Enrollment in institution of higher education - cooperative agreement.** (1.5) NOTWITHSTANDING THE PROVISIONS OF SUBSECTION (1) OF THIS SECTION, A STUDENT WHO IS ENROLLED IN ANY OF GRADES NINE THROUGH TWELVE AND WHO DEMONSTRATES ATTAINMENT OF POSTSECONDARY AND WORKFORCE READINESS PURSUANT TO SECTION 22-7-1016 IS ELIGIBLE TO APPLY TO AN INSTITUTION OF HIGHER EDUCATION AND ENROLL IN COURSES AT THE INSTITUTION IN ACCORDANCE WITH THE PROVISIONS OF THIS ARTICLE.

**SECTION 5.** 23-1-113, Colorado Revised Statutes, is amended BY THE ADDITION OF THE FOLLOWING NEW SUBSECTIONS to read:

**23-1-113. Commission directive - admission standards for baccalaureate and graduate institutions of higher education.** (5) (a) ON OR BEFORE DECEMBER 15, 2009, PURSUANT TO SECTION 22-7-1008, C.R.S., THE COMMISSION SHALL CONSULT WITH THE STATE BOARD OF EDUCATION, AND THE COMMISSION AND THE STATE BOARD OF EDUCATION SHALL NEGOTIATE A CONSENSUS AND ADOPT THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS.

(b) ON OR BEFORE JULY 1, 2015, AND ON OR BEFORE JULY 1 EVERY SIX YEARS THEREAFTER, THE COMMISSION AND THE STATE BOARD OF EDUCATION MAY ADOPT REVISIONS TO THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION.

(6) (a) ON OR BEFORE DECEMBER 15, 2010, PURSUANT TO SECTION 22-7-1008, C.R.S., THE COMMISSION AND THE STATE BOARD OF EDUCATION SHALL NEGOTIATE A CONSENSUS AND ADOPT ONE OR MORE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS FOR USE BY SCHOOL DISTRICTS, BOARDS OF COOPERATIVE SERVICES, DISTRICT CHARTER HIGH SCHOOLS, AND INSTITUTE CHARTER HIGH SCHOOLS. THE COMMISSION AND THE STATE BOARD OF EDUCATION ALSO SHALL NEGOTIATE A CONSENSUS AND ADOPT SCORING CRITERIA TO INDICATE A STUDENT'S LEVEL OF POSTSECONDARY AND WORKFORCE READINESS, AS PROVIDED IN SECTION 22-7-1008, C.R.S.

(b) ON OR BEFORE JULY 1, 2016, AND ON OR BEFORE JULY 1 EVERY

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SIX YEARS THEREAFTER, THE COMMISSION AND THE STATE BOARD OF EDUCATION MAY NEGOTIATE A CONSENSUS AND ADOPT REVISIONS TO THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS. THE COMMISSION AND THE STATE BOARD OF EDUCATION MAY ALSO REVISE THE SCORING CRITERIA FOR THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS, AS NECESSARY.

(7) NOTWITHSTANDING ANY PROVISION OF THIS SECTION TO THE CONTRARY, A STUDENT WHO GRADUATES WITH A HIGH SCHOOL DIPLOMA THAT INCLUDES A POSTSECONDARY AND WORKFORCE READINESS ENDORSEMENT BASED ON CRITERIA ADOPTED BY THE STATE BOARD AND APPROVED BY THE COMMISSION AND THE GOVERNING BOARDS OF THE STATE INSTITUTIONS OF HIGHER EDUCATION PURSUANT TO SECTION 22-7-1009, C.R.S., SHALL BE GUARANTEED:

(a) TO MEET MINIMUM ACADEMIC QUALIFICATIONS FOR ADMISSION TO, AND TO BE ELIGIBLE, SUBJECT TO ADDITIONAL INSTITUTIONAL REVIEW OF OTHER ADMISSION AND PLACEMENT QUALIFICATIONS, FOR PLACEMENT INTO CREDIT-BEARING COURSES AT, ALL OPEN, MODIFIED OPEN, OR MODERATELY SELECTIVE PUBLIC INSTITUTIONS OF HIGHER EDUCATION IN COLORADO; AND

(b) TO RECEIVE PRIORITY CONSIDERATION, IN CONJUNCTION WITH ADDITIONAL ADMISSIONS CRITERIA, AND TO BE ELIGIBLE, SUBJECT TO ADDITIONAL INSTITUTIONAL REVIEW OF OTHER ADMISSION AND PLACEMENT QUALIFICATIONS, FOR PLACEMENT INTO CREDIT-BEARING COURSES, AT ALL OTHER PUBLIC INSTITUTIONS OF HIGHER EDUCATION IN COLORADO. THE ADDITIONAL ADMISSIONS CRITERIA SHALL BE DETERMINED BY EACH INSTITUTION OF HIGHER EDUCATION.

(8) (a) ON OR BEFORE DECEMBER 15, 2014, BASED ON ADOPTION OF THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS, THE COMMISSION SHALL, IF NECESSARY, REVISE THE MINIMUM ACADEMIC ADMISSION STANDARDS FOR FIRST-TIME FRESHMEN AT ALL STATE-SUPPORTED BACCALAUREATE AND GRADUATE INSTITUTIONS OF HIGHER EDUCATION IN THE STATE TO ENSURE THAT THE MINIMUM ACADEMIC ADMISSION STANDARDS ARE ALIGNED WITH THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS ADOPTED BY THE COMMISSION AND THE STATE BOARD OF EDUCATION.

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(b) ON OR BEFORE DECEMBER 15, 2012, THE COMMISSION SHALL REVIEW THE BASIC SKILLS PLACEMENT OR ASSESSMENT TESTS ADMINISTERED PURSUANT TO SUB-SUBPARAGRAPH (B) OF SUBPARAGRAPH (I) OF PARAGRAPH (b) OF SUBSECTION (1) OF THIS SECTION, AND THE ASSOCIATED POLICIES, TO ENSURE THAT THE TESTS AND ASSOCIATED POLICIES ARE ALIGNED WITH THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION.

(c) CONSISTENT WITH ANY REVISIONS ADOPTED PURSUANT TO THIS SECTION TO THE DESCRIPTION OF POSTSECONDARY AND WORKFORCE READINESS, THE COMMISSION SHALL, IF NECESSARY, ADOPT REVISIONS TO

THE MINIMUM ACADEMIC ADMISSION STANDARDS AND THE BASIC SKILLS PLACEMENT OR ASSESSMENT TESTS TO ENSURE CONTINUED ALIGNMENT WITH THE POSTSECONDARY AND WORKFORCE READINESS DESCRIPTION.

(d) IN REVISING THE MINIMUM ACADEMIC ADMISSION STANDARDS AND THE BASIC SKILLS PLACEMENT OR ASSESSMENT TESTS PURSUANT TO THIS SUBSECTION (8), THE COMMISSION SHALL CONSULT WITH THE GOVERNING BOARDS OF THE STATE INSTITUTIONS OF HIGHER EDUCATION.

(9) ON OR BEFORE FEBRUARY 15, 2012, AND ON OR BEFORE FEBRUARY 15 EACH YEAR THEREAFTER, THE DEPARTMENT OF HIGHER EDUCATION SHALL SUBMIT TO THE STATE BOARD OF EDUCATION AND THE EDUCATION COMMITTEES OF THE HOUSE OF REPRESENTATIVES AND THE SENATE, OR ANY SUCCESSOR COMMITTEES, A REPORT CONCERNING THE ENROLLMENT, FIRST-YEAR COLLEGE GRADES, AND, SUBJECT TO AVAILABLE DATA, TYPES OF ACADEMIC CERTIFICATES AND DEGREES ATTAINED FOR THE HIGH SCHOOL GRADUATING CLASSES OF THE PRECEDING SIX ACADEMIC YEARS. THE DEPARTMENT OF HIGHER EDUCATION SHALL REPORT THE INFORMATION DISAGGREGATED BY SCHOOL DISTRICT OF GRADUATION, ETHNICITY, GENDER, FINANCIAL AID STATUS, AND ANY OTHER CHARACTERISTIC DEEMED RELEVANT BY THE COMMISSION. THE DEPARTMENT OF HIGHER EDUCATION SHALL ALSO MAKE THE REPORT AVAILABLE ON ITS WEB SITE.

(10) ON OR BEFORE FEBRUARY 15, 2009, AND ON OR BEFORE FEBRUARY 15 EACH YEAR THEREAFTER, THE DEPARTMENT OF HIGHER EDUCATION SHALL SUBMIT TO THE DEPARTMENT OF EDUCATION THE UNIT RECORDS USED FOR ITS REPORTING PURPOSES UNDER THIS SECTION TO ENABLE THE DEPARTMENT OF EDUCATION TO EVALUATE THE EFFECTIVENESS

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OF THE ALIGNMENT OF THE PRESCHOOL THROUGH POSTSECONDARY EDUCATION SYSTEMS IN PREPARING STUDENTS WHO DEMONSTRATE POSTSECONDARY AND WORKFORCE READINESS AND SUBSEQUENTLY SUCCEED IN POSTSECONDARY EDUCATION.

**SECTION 6.** 23-1-121 (2) (c), Colorado Revised Statutes, is amended to read:

**23-1-121. Commission directive - approval of teacher**

**preparation programs.** (2) On or before July 1, 2000, the commission shall adopt policies establishing the requirements for teacher preparation programs offered by institutions of higher education. The commission shall work in cooperation with the state board of education in developing the requirements for teacher preparation programs. At a minimum, the requirements shall ensure that each teacher preparation program may be completed within four academic years, is designed on a performance-based model, and includes:

(c) Course work and field-based training that integrates theory and practice and educates teacher candidates in the methodologies, practices, and procedures of teaching standards-based education, as described in part 4 PARTS 4 AND 10 of article 7 of this title TITLE 22, C.R.S., and specifically

in teaching to the state model content standards adopted pursuant to section 22-7-406, C.R.S., OR, BEGINNING DECEMBER 15, 2012, TEACHING TO THE STATE PRESCHOOL THROUGH ELEMENTARY AND SECONDARY EDUCATION STANDARDS ADOPTED PURSUANT TO SECTION 22-7-1005, C.R.S.;

**SECTION 7.** 22-7-604.3, Colorado Revised Statutes, is amended BY THE ADDITION OF A NEW SUBSECTION to read:

**22-7-604.3. Academic growth calculation - model - rule-making.**

(3.5) **Academic growth calculation model - revision.** WITHIN THIRTY DAYS AFTER RECEIVING THE INFORMATION FROM THE 2009-10 ADMINISTRATION OF THE POSTSECONDARY AND WORKFORCE PLANNING, PREPARATION, AND READINESS ASSESSMENTS PURSUANT TO SECTION 22-7-1007, THE DEPARTMENT SHALL MAKE ANY NECESSARY ADJUSTMENTS TO THE GROWTH MODEL ADOPTED PURSUANT TO SUBSECTION (3) OF THIS SECTION TO ENSURE THAT IT MEASURES STUDENT GROWTH OVER TIME TOWARD ATTAINMENT OF THE STANDARDS ADOPTED PURSUANT TO SECTION 22-7-1005 AND ATTAINMENT OF POSTSECONDARY AND WORKFORCE PAGE 46-SENATE BILL 08-212

READINESS AS DESCRIBED PURSUANT TO SECTION 22-7-1008. IN ADJUSTING THE GROWTH MODEL, THE DEPARTMENT SHALL CONSULT WITH THE TECHNICAL ADVISORY PANEL APPOINTED PURSUANT TO SUBPARAGRAPH (I) OF PARAGRAPH (b) OF SUBSECTION (2) OF THIS SECTION.

**SECTION 8.** 22-7-604 (3), Colorado Revised Statutes, is amended BY THE ADDITION OF A NEW PARAGRAPH to read:

**22-7-604. Academic performance - academic growth of students - rating - designation and methodology. (3) CSAP assessments.**

(e) (I) NOTWITHSTANDING ANY PROVISION OF THIS SUBSECTION (3) TO THE CONTRARY, BEGINNING WITH THE SCORES CALCULATED PURSUANT TO THIS SUBSECTION (3) USING THE RESULTS OF ASSESSMENTS ADMINISTERED IN THE 2007-08 ACADEMIC YEAR, THE DEPARTMENT SHALL IDENTIFY AND IMPLEMENT ALTERATIONS IN THE CALCULATION METHOD, OR OTHER APPROPRIATE MEASURES, TO ENSURE THAT, TO THE FULLEST EXTENT PRACTICABLE, A PUBLIC SCHOOL IS NOT PENALIZED IN THE CALCULATION OF THE SCHOOL'S CSAP-AREA STANDARDIZED, WEIGHTED TOTAL SCORE BY INADVERTENT ERRORS COMMITTED IN THE ADMINISTRATION OF AN ASSESSMENT. THE STATE BOARD SHALL PROMULGATE RULES AS NECESSARY FOR THE IMPLEMENTATION OF THIS PARAGRAPH (e), INCLUDING DEFINING INADVERTENT ERRORS IN THE ADMINISTRATION OF AN ASSESSMENT. THE DECISION BY THE COMMISSIONER OF EDUCATION THAT AN ERROR IS OR IS NOT INADVERTENT SHALL BE FINAL AND SHALL NOT BE APPEALABLE TO THE STATE BOARD.

(II) IF THE DEPARTMENT CANNOT CALCULATE A PUBLIC SCHOOL'S CSAP-AREA STANDARDIZED, WEIGHTED TOTAL SCORE WITHOUT PENALIZING THE PUBLIC SCHOOL FOR INADVERTENT ERRORS COMMITTED IN THE ADMINISTRATION OF AN ASSESSMENT, THE DEPARTMENT SHALL INCLUDE ON THE PUBLIC SCHOOL'S SCHOOL ACCOUNTABILITY REPORT A NOTATION SPECIFYING WHAT THE SCHOOL'S OVERALL ACADEMIC PERFORMANCE RATING

WOULD HAVE BEEN HAD IT BEEN CALCULATED WITHOUT INCLUDING THE SCORES THAT RESULTED FROM THE MISADMINISTERED ASSESSMENT.

**SECTION 9. Appropriation.** (1) In addition to any other appropriation, there is hereby appropriated, out of any moneys in the state education fund created in section 17 (4) of article IX of the state constitution, not otherwise appropriated, to the department of education, for the fiscal year beginning July 1, 2008, the sum of five hundred forty-two  
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thousand four hundred fifty-three dollars (\$542,453) and 5.0 FTE, or so much thereof as may be necessary, for the implementation of this act.

(2) In addition to any other appropriation, there is hereby appropriated to the department of higher education, for the fiscal year beginning July 1, 2008, the sum of one hundred five thousand one hundred eighty dollars (\$105,180) and 1.0 FTE, or so much thereof as may be necessary, for the implementation of this act. Said sum shall be from reappropriated funds received from the department of education out of the appropriation made in subsection (1) of this section.

(3) In addition to any other appropriation, there is hereby appropriated, out of any moneys in the state education fund created in section 17 (4) of article IX of the state constitution, not otherwise appropriated, to the department of education, for the fiscal year beginning July 1, 2008, the sum of two hundred fifty thousand dollars (\$250,000), or so much thereof as may be necessary, for the implementation of the postsecondary and workforce readiness assessments pilot program pursuant to section 22-7-1007, Colorado Revised Statutes.

**SECTION 10. Safety clause.** The general assembly hereby finds,  
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determines, and declares that this act is necessary for the immediate preservation of the public peace, health, and safety.

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Peter C. Groff Andrew Romanoff  
PRESIDENT OF SPEAKER OF THE HOUSE  
THE SENATE OF REPRESENTATIVES

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Karen Goldman Marilyn Eddins  
SECRETARY OF CHIEF CLERK OF THE HOUSE  
THE SENATE OF REPRESENTATIVES  
APPROVED \_\_\_\_\_

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Bill Ritter, Jr.  
GOVERNOR OF THE STATE OF COLORADO

**Appendix B:**

**Fiscal Note for SB 08-212**

SB08-212

Colorado Legislative Council Staff Fiscal Note

**STATE AND LOCAL REVISED FISCAL IMPACT**

(replaces fiscal note dated April 24, 2008)

Drafting Number: LLS 08-0902 Date: April 30, 2008  
 Prime Sponsor(s): Sen. Romer; Penry Bill Status: House Appropriations  
 Rep. Witwer; Scanlan Fiscal Analyst: David Porter (303-866-4375)

**TITLE: CONCERNING ALIGNMENT OF PRESCHOOL TO POSTSECONDARY EDUCATION, AND MAKING AN APPROPRIATION IN CONNECTION THEREWITH.**

<b>Fiscal Impact Summary</b>	<b>FY 2008-2009</b>	<b>FY 2009-2010</b>
<b>State Revenue</b> Cash Funds*	Potential Gifts, Grants, and Donations	
<b>State Expenditures</b> Cash Funds State Education Fund appropriation to the Department of Education	\$ 542,453	\$ 577,883
<b>FTE Position Change</b>	6.0 FTE	6.0 FTE
<b>Effective Date:</b> Upon signature of the Governor or upon becoming law without his signature.		
<b>Appropriation Summary for FY 2008-2009:</b> See State Appropriations section.		
<b>School District Impact:</b> See School District Impact section.		

\* To both the Colorado Department of Education and Colorado Commission of Higher Education.

*This revised fiscal note addresses amendments adopted by the House Education Committee. Among other things, the committee amendments changed the pilot program, and required state plan amendments to be submitted to the federal Department of Education for peer review.*

## Summary of Legislation

This reengrossed bill, requires the State Board of Education, assisted by the Colorado Commission on Higher Education (CCHE), to develop standards and assessments for children progressing through the public education system with the following considerations:

- allow for public input and regional education meetings;
- school districts must align with the new standards; and
- the State Board and CCHE must meet with several identified education groups and stakeholders.

The sections that follow describe specific requirements of each set of standards and assessments.

### *School Readiness*

The State Board of Education must adopt school readiness guidelines and assessments aligned with the guidelines. School readiness guidelines and assessments should address a child's ability to engage in and benefit from elementary school. Assessments should measure a child's readiness for elementary school and identify areas of improvement. They cannot be used to deny a student's admission to first grade.

### *P-12 Aligned Standards and Assessments*

The State Board shall adopt standards identifying content knowledge and skills a student should acquire from school, ultimately preparing the student for postsecondary education or entry into the workforce. Standards must be developed for, at a minimum: reading, writing, mathematics, science, history, geography, visual and performing arts, physical education, world languages, economics, and civics. To the extent practicable, the standards should require students to develop both subject knowledge and creativity, innovation, critical-thinking, and other skills critical to the 21st-century workforce. The State Board must also adopt a system of assessments aligned with the standards. Assessments should be designed to provide results and information to assist teachers, parents, and students in identifying areas of work for the student to attain the standards and postsecondary and workforce readiness. School districts will be required to align with the standards.

### *Postsecondary and Workforce Readiness Description*

The State Board and the CCHE shall jointly adopt a description of postsecondary and workforce readiness which shall include, at a minimum: required subject matter areas; English language competency; and the ability to complete, without remediation, core academic classes.

Postsecondary and workforce readiness guidelines address a student's preparedness for the workforce or for postsecondary education. The postsecondary and workforce readiness guidelines shape the P-12 standards and assessments and are used by school districts to develop a Postsecondary and Workforce Readiness Program.

All high schools must offer at least one Postsecondary and Workforce Readiness Program and all students must enroll in a program. Programs are comprised of curriculum adopted to meet the guidelines established by the State Board. A school might have several curricula that address different subjects. Districts may make graduation dependent on completion of the program. Based on criteria set by the State Board, high schools may offer an endorsement on diplomas indicating successful or outstanding completion of the program. Students receiving an endorsement are guaranteed eligibility for credit-bearing courses and are guaranteed to meet minimum academic qualifications for admission into Colorado's moderately selective institutions of higher education.

*Postsecondary and Workforce Planning, Preparation, and Readiness Assessments*

Beginning in FY 2008-09, the Colorado Department of Education (CDE) will establish a pilot program encouraging school districts to administer a system of postsecondary and workforce readiness assessments. The assessments must include an 8th or 9th grade planning assessment, a 10th grade preparatory assessment, and an 11th grade readiness assessment. The CDE and CCHE shall adopt a system of assessments and submit state plan amendments to the federal Department of Education. Upon approval of plan amendments, the pilot program will be eliminated.

*Postsecondary Education*

The CCHE is to revise the minimum academic admission standards for first-time freshmen and transfer students to align with the postsecondary and workforce readiness description.

*Other Items*

Several other items relevant to the fiscal analysis of this bill include:

- the State Board and CCHE may appoint task forces to assist in their duties;
- the CDE, Department of Higher Education, State Board for Community Colleges and Occupational Education, and the Early Childhood Policy Team in the Office of the Lieutenant Governor shall assist the State Board of Education in implementing this bill;
- the CDE and Department of Higher Education are authorized to receive and expend gifts, grants, and donations; and
- the CDE must contract for an assessment of the costs associated with the development and implementation of standards and assessments.

**State Revenue**

The CDE and CCHE are both authorized to accept gifts, grants, and donations used towards the implementation of this bill. At this time, no gifts, grants, or donation have been identified.

## State Expenditures

Total state expenditures under SB08-212 are \$542,453 and 6.0 FTE in FY 2008-09 and \$577,883 and 6.0 FTE in FY 2009-10. The bill has additional costs in out years that could be substantial. However, these costs are highly dependent on decisions made in the first two years. The required cost assessment study will help to understand out-year costs. Table 1 and the discussion that follows detail the bill's costs.

Table 1. Total Costs Under SB08-212		
Cost Components	FY 2008-09	FY 2009-10
CDE Personal Services Costs*	\$ 346,785	\$ 322,215
FTE	5.0	5.0
CCHE Personal Services Costs*	89,280	89,280
FTE	1.0	1.0
Regional Educator Meetings	25,162	25,162
Meetings for Public Input	25,000	25,000
State Board Meetings	7,626	7,626
Outside Consulting and Expertise – CDE	32,700	32,700
Outside Consulting and Expertise – CCHE	15,900	15,900
Cost Assessment Contract	0	60,000
<b>State Education Fund Total</b>	<b>\$ 542,453</b>	<b>\$ 577,883</b>
<b>FTE Total</b>	<b>6.0</b>	<b>6.0</b>

\* Personal services costs include PERA, Medicare, operating, and capital expenses but do not include expenditures discussed in the Expenditures Not Included section.

### General Discussion of Expenditures

In general, SB08-212 creates a process to align the preschool through 12th-grade education system with the needs of either the workforce or postsecondary education. The process is as follows:

- identify the standards or components of school readiness, preschool through elementary and secondary education, and postsecondary and workforce readiness;
- adopt an assessment or set of assessments;
- submit state plan amendments to the federal Department of Education and revise standards and assessments as necessary; and
- integrate the new standards and assessments into the school system.

Costs identified for this bill address the needs of one or several of these steps in the implementation process.

*CDE Personal Services Costs (\$346,785 and 5.0 FTE)*

The CDE has the primary responsibility for creating standards and assessments. Although the FTE indicated in this fiscal note are CDE employees, it is assumed that a portion of their time will be working on issues for the Department of Higher Education, either formally (through a memorandum of understanding) or informally.

These positions will be used to accomplish the following:

- program management – general oversight of activities within the departments, coordination of activities necessary to develop standards and assessments, and acting as a liaison between departments;
- research – staff will research standards and assessments across the continuum of education and will identify best practices for implementing policies of this nature;
- meeting coordination and administration – staff will coordinate the meetings between the public, State Board, and higher education participants; r
- reporting – staff will gather information and prepare the reports required by the bill;
- pilot program – coordination of the creation and implementation of the pilot program, collection of data from the pilot sites; and
- federal peer review – compile and analyze data, prepare changes to the state plan and necessary documentation, submit the new state plan to the federal government, respond to questions on submission, and help integrate any changes that are required of the peer review process.

*CCHE Personal Services Costs (\$89,280 and 1.0 FTE)*

In addition to any personal services provided to the CCHE in agreement with CDE, the CCHE requires 1.0 FTE to work with faculty, academic personnel, and representatives from the business community. This position will oversee the initial process to conceptualize what postsecondary and workforce readiness requires from the educational system for institutions of higher education. The person will coordinate with the CDE in developing standards and guidelines.

*Regional Educator Meetings (\$25,162)*

The bill requires the CDE to hold regional educator meetings to discuss the impact of the legislation and to help direct the implementation of the bill with teachers and the education community. This fiscal note assumes 1 meeting in each of the 8 regions each year. Costs for regional education meetings include travel and lodging for CDE staff (\$11,162), facility rental (\$8,000), and supplies for the meeting (\$6,000 – copies, coffee, and snacks).

*Meetings for Public Input (\$25,000)*

In developing the new standards and assessments, the CDE is required to solicit input from a number of different stakeholder groups. This input will be solicited through a series of public meetings. Each meeting is anticipated to cost roughly \$500 in the front range and \$2,500 in mountain and western areas. Costs are for basic mileage for State Board members, CCHE representatives, and CDE staff, as well as any facility charges. This fiscal note assumes 10 front range meetings (\$5,000) and 8 meetings in mountain and western areas (\$20,000).

*State Board Meetings (\$7,626)*

In adopting the standards and definitions by December 15, 2008 and 2009, the State Board will need to add one day to five monthly meetings. Additionally, the State Board and the CCHE will meet four times in FY 2008-09.

*Outside Consultants and Expertise (\$48,600)*

To assist in research efforts, the services of outside consultants and experts may be used. These moneys may be used by the CDE or CCHE and can be used to hire consultants for specific issues, to bring in outside experts to speak at meetings, or to relieve faculty from teaching duties in order to provide their expertise about larger issues. This fiscal note assumes that the CDE will receive \$32,700 and the CCHE will receive \$15,900. This estimate is based on 6 expert consultations at \$2,500 each and 480 hours of outside consultant work at \$70 per hour.

*Cost Assessment Contract (\$60,000 in FY 2009-10)*

In FY 2009-10, the CDE is required to hire an outside contractor to investigate the costs of implementing the standards and assessments. Based on a project of similar scope, the data infrastructure review, the cost is expected to be between \$100,000 and \$180,000. Actual cost will be determined when the contract is put out for bid. This fiscal note assumes that the first year cost will be \$60,000 in FY 2009-10.

*Pilot Program Costs*

This fiscal note assumes test costs will be borne by the school districts that choose to participate. If the CDE were to offer partial or full payment for the examinations, costs are anticipated to range from \$7.00 to \$26.00 per assessment.

*Out year costs*

Fiscally, the cost of creating and implementing the preschool through 8th grade assessments is the greatest unknown of this bill. Generally, this cost will depend on the answers to these questions:

- will the assessments be in addition to the current CSAP;
- will assessments be created for Colorado specifically, will they be preexisting products, or will there be some combination of these two;
- how many different and new tests will be created for school readiness and for postsecondary and workforce readiness; and
- to what extent can current assessments be used or adapted for use?

Currently, the state spends approximately \$18.0 million per year for the CSAP and CSAPA. Should the state adopt assessments such as the ACT products mentioned in this fiscal note, 9th and 10th grade assessment costs may be reduced.

**Expenditures Not Included**

Pursuant to a Joint Budget Committee policy, funding for the items noted below will not be included in fiscal note expenditure estimates:

- group health, life and dental insurance
- short-term disability
- inflation indices
- leased space
- amortization equalization disbursements
- indirect costs
- supplemental amortization equalization disbursements

**School District Impact**

This bill impacts school districts in several ways, although the magnitude of these impacts will not be known until the standards and assessments are developed and adopted. In the first years, the impact to school districts will be primarily as participants in the process of developing the standards and assessments. District personnel may attend meetings to assist in shaping the standards and educators will participate in the regional educator meetings.

After the State Board adopts new standards and assessments, the following activities are required:

- (optional) participate in the postsecondary and workforce planning, preparation, and readiness pilot program (FY 2008-09 with assessments in FY 2009-10);
- review and revise content standards to meet or exceed those adopted by the State Board (12/2011);
- review and revise high school curricula against the postsecondary and workforce readiness description (12/2011);
- provide individual readiness plans for preschool and kindergarten children to ensure progress towards school readiness (Fall 2012);
- implement standards and assessments for elementary and secondary education and enroll high school students in a postsecondary and workforce readiness program (12/2012); and
- administer the school readiness assessments (Fall 2013).

The impact to school districts to accomplish the required tasks will vary based on how substantially different the new standards and assessments are. Costs will also depend on how districts choose to implement the postsecondary and workforce readiness program. The cost study commissioned in FY 2009-10 will provide greater insight to these costs.

### **State Appropriations**

In FY 2008-09 the Department of Education requires \$542,453 and 5.0 FTE from the State Education Fund. Of this amount, the Department of Higher Education requires reappropriated funds in the amount of \$105,180 and 1.0 FTE.

### **Departments Contacted**

Higher Education, Education, Human Services, Law

**Appendix C:****Colorado P-20 Council & Subcommittee Members**

<u>Name</u>	<u>Organization</u>	<u>Position</u>
<i>Co-Chairs</i>		
Benson, Bruce	University of Colorado	President
Garcia, Joe	Colorado State University-Pueblo	President
O'Brien, Barbara	Office of the Governor	Lieutenant Governor
<i>Council Members</i>		
Aragon, Bill	Colorado Uplift	Executive Director
Ausfahl, Bev	Colorado Education Association	Past President
Baca, Amie	Adams 12 School District	Counselor
Bowman, Linda	Community College of Aurora	President
Bravo, Adele	Boulder Valley Schools	Teacher
Callum, Kathy	Denver East High School	Principal
Gianniny, Gary	Fort Lewis College	Professor - Geology
Haynes, Anna Jo	Mile High Montessori	Executive Director
Henderson, Jim	University of Colorado-Colorado Springs	Professor - Mathematics
Horrell, Dorothy	Bonfils-Stanton Foundation	President
Hundley, Lucinda	Littleton Public Schools	Assistant Superintendent
Hyatt, Mark	The Classical Academy	President
Keefe, Gerald	Kit Carson School District	Superintendent
Lucero, Dan	Colorado ACTE	Executive Director
Medina, Barbara	Colorado Department of Education	Director ELA
Mills, Tim	Mesa Valley County 51 School District	Superintendent
Moses, Monte	Cherry Creek School District	Superintendent
Peña, Theresa	Denver Public Schools	Board Member
Phelan, Adele	Metropolitan State College Board of Trustees	Chair
Ritchie, Dan	University of Denver	Former Chancellor
Salazar, LeRoy	North Conejos School District	President of Board
Sanchez, Frank	University of Colorado at Denver and Health Sciences Center	Associate Vice Chancellor of Student Affairs
Sheehan, Eugene	University of Northern Colorado	Dean
Shepard, Lorrie	University of Colorado-Boulder	Dean
Sirbu, Jerry	Platt College	President
Snyder, Tim	Colorado On-line Learning	Executive Director Emeritus
Sowell, John	Western State College	Provost
Thayer, Paul	Colorado State University	AVP - Student Success

<u>Name</u>	<u>Organization</u>	<u>Position</u>
<i>Ex Officio (Advisory Committee Members)</i>		
Baker, Ray	Colorado Commission on Higher Education	Chair
Jones, Dwight	Department of Education	Commissioner
Skaggs, David	Department of Higher Education	Executive Director
Suckla, Pam	State Board of Education	Chair

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<u>Name</u>	<u>Organization/Position</u>
<i>P-3 Subcommittee</i>	
<b>Staff</b>	
Bruce Atchison	Office of Lt. Governor
Kristie Kauerz	Office of Lt. Governor
<b>Chair</b>	
Barbara O'Brien	Lt. Governor
<b>Council Members</b>	
Adele Bravo	Boulder Valley Schools
Anna Jo Haynes	Mile High Montessori
Adele Phelan	Metropolitan State College of Denver
<b>Legislators</b>	
Judy Solano	State Representative
Suzanne Williams	State Senator
<b>Invited Experts</b>	
Ginger Maloney	University of Denver
Jennifer Adler	Invest in Kids
John Covington	Superintendent, Pueblo City Schools
Steve Federico, M.D.	Colorado Children's Campaign
Tami Havener	Family Development Center, Steamboat Springs
Elsa Holguin	Rose Community Foundation
Bruce Hoyt	Denver Public Schools Board
Jeff Perry	West Grand School District
Joelle Riddle	Commissioner, La Plata County
Kristen Steed	Marsh Elementary
Marie Hueston	Family Flex
<i>Data and Accountability Subcommittee</i>	
<b>Staff</b>	
Adrian Miller	Office of Governor
Alex Medler	Colorado Children's Campaign
<b>Chair</b>	
Elliot Asp	Cherry Creek School District

<u>Name</u>	<u>Organization/Position</u>
<b>Members</b>	
Beverly Ausfahl	Colorado Education Association (retired)
Lucinda Hundley	Littleton Public Schools
Frank Sanchez	University of Colorado at Denver and Health Sciences Center
Lorrie Shepard	University of Colorado-Boulder
Theresa Peña	Denver Public Schools
<b>Legislators</b>	
Debby Benefield	State Representative
Amy Stephens	State Representative
Mike Kopp	State Senator
<b>Invited Experts</b>	
Ken DeLay	Colorado Association of School Boards
Andrew Brodsky	Consultant
Julie O'Brian	University of Colorado at Denver
Julie Carnahan	Colorado Department of Higher Education
Charlotte Brantley	Clayton Foundation
John Crawford	Denver Public Schools
Janeen Demi-Smith	Colorado School District 11
Floyd Beard	East Central BOCES
Lorie Gillis	CFO, Jefferson County Schools
Dave Herman	Chair, Fountain-Ft. Carson School District Board
Elliot Asp	Cherry Creek School District
<i>Educator Recruitment, Preparation, and Retention Subcommittee</i>	
<b>Staff</b>	
Robert Reichardt	University of Colorado at Denver
<b>Chair</b>	
TBD	
<b>Members</b>	
Mark Hyatt	The Classical Academy
Barbara Medina	Colorado Department of Education
Tim Mills	Mesa Valley County Schools 51
Dan Ritchie	Daniels Fund Board of Directors
Eugene Sheehan	University of Northern Colorado
John Sowell	Western State College
<b>Legislators</b>	
Sue Windels	State Senator
Andy Kerr	State Representative
Ellen Roberts	State Representative
<b>SBE</b>	
Randy DeHoff	State Board of Education

<u>Name</u>	<u>Organization/Position</u>
<b>Invited Experts</b>	
Sheryl Mitchell	Teacher Cadet
Beverly Ingle	Colorado Education Association
Kathy Nutting	Regis College
Kathleen Stiles	Smart Start Colorado
La Vonne Neal	University of Colorado at Colorado Springs
Lisa Weil	Great Education Colorado
Robert Fulton	Jones International University
Lynn Huizing	Colorado Parent Teacher Association
<i>Preparation and Transitions Subcommittee</i>	
<b>Staff</b>	
Gully Stanford	College in Colorado
<b>Chair</b>	
Joe Garcia	Colorado State University at Pueblo
<b>Members</b>	
Linda Bowman	Community College of Aurora
Dorothy Horrell	Bonfils-Stanton Foundation
Gerald Keefe	Kit Carson Schools
Paul Thayer	Colorado State University
Dan Lucero	Association of Career and Technical Education
Monte Moses	Cherry Creek Schools
Jerry Sirbu	Platt College
LeRoy Salazar	North Conejos School District
Gary Gianniny	Fort Lewis College
<b>Legislators</b>	
Tom Massey	State Representative
Nancy Todd	State Representative
Bob Bacon	State Senator
<b>SBE</b>	
Karen Middleton	State Board of Education
<b>Invited Experts</b>	
Judi Diaz-Bonaquisti	Metro State College Denver
Helayne Jones	Boulder Valley School Board
Tim Taylor	Colorado Succeeds
Mark Hatchell	Colorado Springs District 20
John Hefty	Colorado Association of School Executives
Sandra Veltri	Trinidad State Junior College
Antwan Wilson	Montbello High School
Christine Scanlan	Summit RE-1 School Board

## Appendix D:

### Acronym Glossary

*ACT* – American College Testing, Inc., an education testing and research organization; also, the widely-used test designed by the organization.

*CAP4K* – the Colorado Achievement Plan for Kids, also known as Colorado Senate Bill 08-212, which lays the groundwork for redefining standards and creating a seamless P-20 education system.

*CASB* – Colorado Association of School Boards.

*CCHE* – Colorado Commission on Higher Education.

*CDE* – Colorado Department of Education.

*CDHE* – Colorado Department of Higher Education.

*CSAP* – Colorado Student Assessment Program; Colorado’s statewide assessment to measure standards.

*EAC* – Education Alignment Council; the first alignment council in Colorado established under the Owens administration.

*ECS* – Education Commission of the States, an education research institute based in Denver, CO.

*IRP* – individual readiness plan; education plans tailored to each student in preschool and kindergarten.

*MSF* – multiple streams framework, the theory posited by Kingdon (2003) that is concerned with asking how issues arise on the agenda and how policy choices are determined.

*P-16* – (see “P-20”).

*P-20* – refers to the establishment of a connected, cooperative system of public education from preschool to the achievement of an associates, technical, baccalaureate, advanced, or professional degree. Previous iterations of systems alignment have addressed preschool through undergraduate, referred to as “P-16.

*SBE* – State Board of Education.

## Appendix E:

### Interview Consent Form

Guiding P-20 Alignment: A Reference Guide for Colorado's Education Community  
Advanced Seminar in Public Policy and Management (PAD 5361)  
University of Colorado Denver

#### INTERVIEW CONSENT FORM

I, \_\_\_\_\_ agree to participate in the research  
(print your name here)

titled "Guiding P-20 Alignment: A Reference Guide for Colorado's Education Community," which is being conducted by Nicholas Ortiz (telephone number: 847.769.4635).

I understand that this participation is entirely voluntary. I can withdraw my consent at any time without penalty and have the results of the participation, to the extent that it can be identified as mine, returned to me, removed from the research records, or destroyed.

I understand that the reason for this research is to discuss:

- CO Senate Bill 08-212, also known as the Colorado Achievement Plan for Kids (CAP4K)
- Policymaking decisions surrounding CAP4K
- Education reform, specifically in the area of P-20 alignment
- Stakeholder involvement surrounding CAP4K

The benefits that I may expect from this study include:

- Receipt of an article that examines and disseminates data pertaining to CAP4K and education reform
- Increased understanding of CAP4K and education reform
- Increased public awareness about CAP4K and education reform

Furthermore, I understand that each interview will be conducted in person at a time convenient to both me and the researcher during the months of April, May, June, or July 2008. During the interview, the researcher will ask questions pertaining to the issues listed above. Interviews should last approximately 45 minutes, depending on the

depth of the interviewee's knowledge and/or desired input. I understand that the researcher will utilize field notes as a form of documentation.

I understand that while there are no foreseeable discomforts or stresses, possible risks associated with project participation include:

- Discomfort/stress associated with having to take time from one's work schedule to participate in the interviews
- Discomfort/stress associated with having to take time from one's work schedule to gather organizational documents such as past reports or legislative documents which may be time-consuming
- Public scrutiny and/or embarrassment associated with facts pertaining to CAP4K and P-20 education reform

I understand that all reasonable efforts will be taken to maintain confidentiality. I understand that I and my organization may be identified by name in the interviewer's research. Specifically, any information that Nicholas Ortiz obtains about me and my organization as a participant in this study will only be disseminated in the final research report related to his Advanced Seminar Project at the University of Colorado Denver. Otherwise, such information will not be disseminated to third parties or in other publications unless further consent is obtained from you. All data are to be kept in a secured, limited access location at Nicholas Ortiz's residence at 1331 Marion St, Apt 3, Denver, CO, 80218 for the use of the researcher only.

Additionally, I grant Nicholas Ortiz permission to take notes and record my interview. I understand that the the notes are to be identified only by my first and last name, organization, and capacity within my organization. I also grant Nicholas Ortiz permission to use his notes for the purpose of cataloging, storage, and project referencing. Additionally, I understand that the notes will be destroyed no later than September 1, 2008 by Nicholas Ortiz.

The results of this participation will be confidential, and will not be released in any individually identifiable form (except in the final project report as described above) without my prior consent unless otherwise required by law.

The researcher will answer any further questions about the research, now or during the course of the project, and can be reached by telephone at (847) 769-4635 or E-mail at [nicholas.r.ortiz@gmail.com](mailto:nicholas.r.ortiz@gmail.com).

Please sign both copies of this form. Keep one and return the other to the investigator.

**Consent:**

Signature of Participant: \_\_\_\_\_

Date: \_\_\_\_ / \_\_\_\_ / \_\_\_\_

Signature of Researcher: \_\_\_\_\_

Date: \_\_\_\_ / \_\_\_\_ / \_\_\_\_

**Additional Consent:**

Please initial one response for each category (i.e., audio recording and organizational name use):

*Audio Recording:*

\_\_\_\_\_ (initial) Yes, I DO GRANT Nicholas Ortiz permission to audio-record my interview(s) for this project.

\_\_\_\_\_ (initial) No, I DO NOT GRANT Nicholas Ortiz permission to audio-record my interview(s) for this project.

*Organizational Name Use:*

\_\_\_\_\_ (initial) Yes, I DO GRANT Nicholas Ortiz permission to use the name of my organization in published research findings.

\_\_\_\_\_ (initial) No, I DO NOT GRANT Nicholas Ortiz permission to use the name of my organization in published research findings.

## **Appendix F:**

### **Standardized Interview Protocol**

#### *Stakeholder Analysis*

- 1) What is your position and background in the education world?
- 2) What was your role in the evolution of CAP4K?
- 3) What is your organization concerned with specifically?
- 4) (If applicable) What is your organization tasked with according to the bill?
  - a. Do you have plans to track the bill independently?
- 5) Are there any stakeholders you feel should be involved more? Less?
- 6) Do you have suggestions for other stakeholders to contact?

#### *Concerns & Opinions*

- 7) Do you have concerns about the bill?
- 8) Do you have any reservations about the implementation of CAP4K? Do you foresee any roadblocks?
  - a. Funding?
  - b. Local control?
  - c. Teacher development?
  - d. Testing?
  - e. Stakeholder involvement?
- 9) If you could, would you change the bill in any way?
- 10) What do you feel makes CAP4K unique compared to other types of education reform?
- 11) What do you hope to see from CAP4K in the end?

#### *Policy Process*

- 12) In your view, what factors made CAP4K possible? (political, economic, etc.)
- 13) Do you have any additional comments?