

***Comprehensive Review  
The Colorado Reading Directorate Year 1***

***Prepared for***

***The Colorado Department of Education***

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***Submitted by:***

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## Table of Contents

1.	Executive Summary	2
2.	Methodology & Program of Work	5
3.	Review of Statutory and Regulatory Authorization	5
	3.1 Authorization of Colorado Reading Directorate	5
	3.2 Charge to the Colorado Reading Directorate	6
	3.3 Membership and Representation on the Directorate	8
4.	The Colorado Reading Directorate Review Process	10
	4.1 Historical Program Review Process	10
	4.2 Validity	13
	4.3 Reliability	15
5.	Challenges to the Directorate	24
	5.1 Implications to Teacher Preparation Programs	24
	5.2 Readiness of Teacher Preparation Programs for Intensive, Explicit Review of Literacy Programs	25
	5.3 Depth and Specificity of CRD Program Approval Process	26
	5.4 Contextual Issues of Governance	33
	5.5 Onsite Review Process	34
6.	Synthesis of Findings and Recommendations	35
7.	Appendices	40
	Appendix A Documents Reviewed & References Cited	41
	Appendix B Officials Interviewed by Institution	43
	Appendix C Structured Agency Interview	44
	Appendix D Program Proposal Review Cycle	52
	Appendix E Recommended Template for 2007 Review	54

## **1. Executive Summary**

This summary describes the parameters of the current project, and recommendations to improve the program review process for the Colorado Reading Directorate in the future.

### **Methodology for the Report**

The current report is a review of the initial year of the Colorado Reading Directorate (CRD), with an emphasis on the process utilized to review teacher preparation programs related to literacy. The effort examined the process used to establish validity and reliability of the CRD process in response to requirements of the Colorado Educator Licensing Act (CBLA) and the charge from the Colorado State Board of Education (CSBOE) to translate its focused priority on literacy in policy into a parallel priority in practice.

To tell the story of the CRD, extensive interviews were conducted with department officials, members of the CRD, program reviewers, and higher education officials. A review of related statutes, rules for administration, and existing protocols were reviewed to determine how the CRD process differed from historical practice and to determine the relationships among agencies and within the Colorado Department of Education.

Work groups were formed to discuss the existing CRD process and three sessions were established to develop inter-rater reliability in scoring applications and to formulate parameters for future program reviews. A fourth session observed an actual program review for a university and a BOCES proposal. This session provided the first opportunity for the CRD to test some modifications in its review process designed to improve inter-rater reliability. Finally, extensive internal conversations were conducted with CRD officials to identify challenges in the current review process and develop necessary improvements to simplify the process of program review, clarify expectations for reviewers and submitters, and provide structures and templates to improve the quality and consistency of the program approval process for literacy programs. Part of the impetus for the current project was to examine CRD practices to establish validity (the degree to which the process is defensible and measures what it intends to) and reliability (consistency and predictability over time regarding the teacher preparation program review process).

### **General Observations**

The Colorado Reading Directorate (CRD) is an extraordinarily accessible and committed group of professional educators. Stakeholders, including detractors, recognize the Directorate's effort to build capacity and make themselves available to the general public and to program stakeholders, in particular. A number of trainings (forums) have been sponsored by the Directorate and the CRD has welcomed feedback from all quarters. It has also been very intentional to adhere to the CSBOE's charge for increased oversight and rigor in teacher preparation programs as they pertain to literacy.

The CRD has been charged with an enormous task requiring major philosophical and structural changes at Colorado's institutions of higher education that was underestimated in its inception. It involves considerable collaboration and interaction with the Office of Professional Services, the division within the CDE responsible for submitting all approval recommendations to the CSBOE and the Colorado Commission on Higher Education (CCHE). While initial efforts were made by all of these players, the creation of the Directorate warranted extensive rather than the very limited engagement and interaction that occurred. The Colorado Reading Directorate was created with considerable authority and scope to evaluate virtually all aspects of teacher preparation as it pertains to literacy, but the change was initiated without guidelines as to how it would change the similar functions of CCHE or even the Office of Professional Services within the Department. This observation is not ascribing responsibility but only observing one of many complexities that provide context to the CRD's program of work from April, 2006 to June 30, 2007.

A third observation is that the CRD pursued best practices by enlisting a distinguished panel of literacy experts and practitioners to guide the establishment of a program approval rubric and accompanying review checklist for literacy courses in Colorado (Colorado Teacher Preparation Program Approval Rubric and Review Checklist for Literacy Courses). The product is impressive in its breadth and depth, but it was developed prior to a thorough review of current program approval practice or a full realization of the scope of work required for teacher education programs to meet the CSBOE expectations. While reflective of the panel's extensive and deep knowledge of literacy, there are aspects of the program approval rubric that examine programs very generically, while the review checklist is extremely detailed and extensive, something one University Dean referred to as "Standard 1 on steroids." For reviewers, the checklist was instructive at a tactical level (elements within the checklist) and the rubric provided an over-arching view of the process requisites for program approval. The relationship between the two was not as clearly defined as it is today. The CRD attempted to achieve complete consensus on all aspects of the review process and went to exceptional lengths to ensure agreement and consistency (reliability) within individual review teams, but the process was not at all an efficient one, and consumers (teacher preparation programs) often expressed disappointment, discouragement, and for some, resentment about the entire process.

Supporters and detractors agree that the process is very prescriptive, requiring considerable restructuring to adhere to the CSBOE directive. The process was unlike any other review process teacher preparation programs had ever experienced and it was not always clear the purpose and especially any benefit to the institutions preparing the teachers. The CRD has pointed out that the expectations for teacher preparation programs to demonstrate many of the competencies have been present since 2001 (e.g. the five components of reading: phonemic awareness, phonics, fluency, vocabulary, and comprehension), but the difference in 2006 was a level of accountability that neither fit the informal culture of inter-agency relationships in Colorado nor had been evidenced in other program review processes to date.

The CRD has enjoyed considerable success in transforming teacher preparation programs around the State. Several of the largest programs have made significant, substantive changes to their programs. The CRD's success can be measured in terms of teacher preparation programs that make those significant changes in curriculum,

instructional delivery, scholarship, and application within Colorado's public schools. The following broad stroke recommendations address the major needs revealed in the study. Specific recommendations are found within the body of the report.

## **Recommendations**

The CRD needs to establish a number of structures, protocols, and parameters around this work if it is to meet the charge of the CSBOE for rigor in literacy education and sustain its work by institutionalizing informed best practices within the Colorado Department of Education.

**Clarity.** All parties, including the CRD, agree that the process needs to be simplified. It needs to be simplified to provide the Office of Professional Services effective protocols for sustained quality program review within existing resources. Reviewers need a defined review process that meets high standards of inter-rater reliability in a reasonable time frame. The CRD needs a uniform and consistent template for submitting teacher education programs to utilize.

**Reliability.** A number of recommendations are offered, including development of a site visit protocol that augments that conducted by CCHE and the Office of Professional Services, a training seminar to establish for each review cycle high levels of inter-rater reliability, an internal tracking process that lends itself to periodic revision and rewording of the course review checklist through statistical analysis of reliability coefficients by standard and by element.

**Governance.** A process to incorporate the work of the CRD into the Office of Professional Services is recommended, and closer collaboration with the Colorado Commission on Higher Education to establish a consistent program review process that is transparent to institutions of higher education and the general public.

**Communication.** The CRD should expand its forums to routinely invite participation and feedback by K-12 officials. Institutions of higher education are eager to advance the dialogue and research about the effectiveness of teacher preparation programs and it is recommended that the CDE invite requests for proposals to research emerging best practices in the field related to literacy

**Collaboration.** While the Directorate represents multiple units across CDE, it has been largely independent of the Office of Professional Services and has not been systematically integrated within standard operating protocols within CDE. There is little evidence of joint-planning or sufficient dedicated time to align efforts and develop new systems that embraced the CRD mission. While this may be attributed more to turnover and changes in leadership than a deliberate effort not to collaborate, it is strongly recommended that the Directorate with assistance from the new Commissioner make collaboration a priority to ensure responsive service to the public supported by a common voice and message. Additional recommendations are provided within the context of the report.

## **2. Methodology & Program of Work**

The current report reviewed the first year effort of the Colorado Reading Directorate (CRD) by identifying strengths and weakness of the initial roll out and review process, assessing the scope of the CRD work and statutory and regulatory authorization, and identifying the unique challenges and context within which the CRD has operated in year one. Of particular interest was the degree to which the selected instruments for review were valid, and whether the use of those instruments produced results that were reliable (consistent and predictable). To improve the important work of the Directorate going forward in 2007-08, a number of recommendations are provided with some process tool examples to assist the Directorate in responding to these challenges. The report also includes some general recommendations to ensure clarity in communication, consistency in application, and collaboration across entities, necessary changes for the Department (CDE) to implement the charge from the Colorado State Board of Education (CSBOE) to improve the level of teacher preparation in literacy, and impact student achievement in Colorado's schools.

The program is a qualitative one, accomplished through a comprehensive review of statutory and regulatory authorization, interviews with CRD staff, program providers, reviewers, and creation of artifacts to augment current services and establish reliability in the review process. It is designed to look forward, address the concerns and issues of teacher preparation programs, and offer recommendations for improvement. No attribution is made to those interviewed, although a list of officials interviewed is provided in Appendix B. Many officials either were unavailable or elected not to participate. As the Directorate moves forward, it will be important to continue to reach out to establish dialogue, gather input and insights, and be prepared to make adjustments quickly if necessary. This report is provided to advance that dialogue to achieve the CSBOE focus on literacy for all, grades K-12.

## **3. Review of Statutory and Regulatory Authorization**

This section examines the statutory and regulatory authorization for review of teacher education programs in general, and literacy programs in particular.

### **3.1 Authorization of Colorado Reading Directorate**

The Colorado Reading Directorate was created by the Commissioner of Education to advise the CDE in areas of policy and practice related to closing the reading achievement gap. The initial charge of the CRD was to respond to the Colorado State Board of Education request that CDE increase scrutiny and oversight in the review of literacy course content to ensure that programs align with the rules for administration of the Colorado Educator Licensing Act (1991). These rules had already been revised (2000) to reflect findings of research on reading instruction. The authority to review teacher preparation programs is a joint responsibility shared by the Colorado State Board of Education and the Colorado Commission on Higher Education that has been in place since 2000 (Senate Bill 99-154). CCHE is charged with establishing requirements for teacher preparation programs offered by institutions of higher education, establishing a schedule for program review, and ensuring that all programs

meet the minimum requirements set forth in related rules for administration (Colorado Revised Statutes 23-1-121, ch.292; 23-5-129). CCHE is responsible for approving higher education programs for educator preparation, while the CSBOE is responsible, through the CDE, for educator preparation programs meet the CSBOE standards for approval of program content required for teacher licensure.

The nexus occurs with teacher licensing, a responsibility of CSBOE that invites alignment with teacher preparation programs. In fact, in the statute noted above the CCHE is obligated to consider any recommendations made by the CSBOE, and if CSBOE recommends non-approval, the CCHE “shall follow such recommendation by refusing initial approval of said program or placing said program on probation.” Hence, CCHE has authority to deny programs recommended for approval by CSBOE, but may not approve programs CSBOE refers for non-approval. The process described in Exhibit 4.1 ([page 14) depicts a functioning collaborative relationship where the CSBOE authorizes CDE to conduct a thorough review which allows CCHE to combine with its extensive reporting, performance contract indicators and process indicators to review for final approval. The Office of Professional Services conducts in concert with CCHE the reviews for all state-funded teacher programs, and historically reviews programs for content, complementing the CCHE review of process criteria such as admissions criteria, course offerings, etc. with a review of instructional content. This arrangement allowed for an expedient division of labor. Statute also expects the CCHE and the CSBOE to work in cooperation to develop all requirements for teacher preparation programs (23-1-121 (2)). The CRD was created to establish literacy instruction as the foundational component for teacher preparation by a deep examination of content and sufficient review of the process of instructional delivery to determine both whether teachers are prepared to deliver the content for effective literacy by third grade and whether teachers are prepared for the process of teaching literacy.

The Colorado Basic Literacy Act (1997 and subsequent amendments) authorizes, indeed requires, the CSBOE to demonstrate that literacy standards are achieved in multiple ways. Standards for literacy presume a high level of competence around each of the five components of reading as well as a depth of understanding of standards and assessments. The rules for administering the CBLA explicitly describe proficiency levels grades K-3 that are also consistent with Colorado academic content standards and the expectations of the Colorado State Assessment Program (CSAP). The CSBOE directed the CRD to determine with greater precision and clarity that all teachers whose content area includes a major literacy component have been prepared with sufficient rigor in terms of literacy content, best practices for instructional delivery, and quality application with students. There are many concerns stakeholders expressed regarding how the Directorate was implemented in its first year, but the authority to address the details of content, instruction, and application explicitly are not in question (The Colorado Educator Licensing Act of 1991; The Colorado Basic Literacy Act of 1997; The Higher Education Quality Assurance Act of 1996).

### **3.2 Charge to the Colorado Reading Directorate**

The Colorado Board of Education created the Colorado Reading Directorate to establish a focused priority on improving reading and writing results consistent with literacy initiatives (CBLA) in the Spring of 2006. In July of 2006, the CSBOE authorized

the newly formed CRD to fulfill its role as the state's educational authority and improve educator quality, recruitment, retention, and placement by pursuing five (5) major goals: a) quality teacher preparation and licensure, b) quality teacher professional development, c) coordinated funding of initiatives, d) model schools that get results, and e) rigorous standards for student learning.

Commissioner Moloney characterized the charge to the CRD from the CSBOE as one of revising the process for approving teacher education programs (Letter to Deans of Education, August 15, 2006). The CRD described its function as a supplement to the Office of Professional Services program review process for all teacher preparation programs. The CRD would review the literacy content of educator preparation programs submitted for re-authorization or, for approval as a new program. Additionally, new endorsements would also be reviewed. The CRD subsequently identified fifteen (15) program endorsements where literacy instruction was central to the preparation of teachers within its review authority:

- Early Childhood Education
- Elementary Education
- English/Language Arts Education (secondary)
- Linguistically Diverse Education
- Linguistically Diverse Education Specialist: Bilingual Education
- Special Education Specialist
- Special Education Specialist: Visually Impaired, for Ages Birth to 21
- Special Education Specialist: Deaf/Hard of Hearing
- Early Childhood Special Education Specialist
- Gifted and Talented Specialist
- Special Education Generalist
- Early Childhood Special Education
- Reading Teacher
- Reading Specialist
- School Speech/Language Pathologist, for Ages Birth-21

The Directorate was positioned within CDE to have the policy and program authority to translate the CSBOE's focused priority in policy (literacy) into reality in practice. The CRD was designed to transform the program review process for all programs related to literacy by augmenting and revising existing protocols within the Office of Professional Services. Description of its unique structure is illustrated in its membership.



### 3.3 Membership and Representation on the Directorate

The Colorado Directorate is composed of five officials within the Colorado Department of Education:

Debora L. Scheffel, Ph.D.	Chair, Director of Colorado Reading 1 <sup>st</sup> & Competitive Grants and Awards
Dianne L. Lefly, Ph.D.	Supervisor of Measurement, Unit of Student Assessment/Reading Researcher
Jeanette P. Cornier, Ph.D.	Principal Consultant, Office of Learning & Results/Colorado Basic Literacy Act
Jo M. O'Brien, M.A.	Assistant Commissioner, Office of Learning & Results/Reading Standards
Edward A. Steinberg, Ph.D.	Assistant Commissioner, Center for Exceptional Student Services & At Risk Education

This small group represented leaders within the department with specific responsibilities associated with implementing the Colorado Basic Literacy Act. They represent policy level leadership and program implementation leadership across content areas. The charge from the State Board of Education to deviate from past practices and create a responsive system that crossed multiple program endorsements (15) required a nimble structure that would interface with twenty (20) institutions of higher education, 49 school districts who participate in alternative licensing, and work very closely with the Office of Professional Services and the Colorado Commission on Higher Education to authorize all teacher education programs touching literacy.

The Directorate recognized the need to develop a framework that represented best practices supported by scientific research in literacy, and a panel of fifteen (15) nationally and internationally recognized experts was formed to create a review instrument that met all the key elements of quality literacy instruction. Many members already served on the Colorado Reading Technical Advisory Committee, and the panel represented four Colorado teacher preparation programs, several author-researchers, and the experience of a number of state education departments charged with similar oversight and program review.

The membership came under considerable criticism almost immediately after the Directorate was formed. Primary reasons cited by stakeholders in public meetings, formal correspondence, in the press, and on the Internet (blogs) include:

- The Directorate itself is made up primarily of policy and program experts, not researchers or literacy education specialists
- The Directorate and its expert panel are disproportionately represent by special education leaders (35% on both the Directorate and expert panel)
- Membership excluded literacy experts who do not embrace the premise of scientific literacy and the five components of effective reading instruction

The first criticism reflects the design of the Directorate to implement structures and create a system that raises the standard of teacher preparation in literacy. It is true that there was considerable representation by special education on the panel of experts and the Directorate itself (2 of 5), but fully one-third of program endorsements reviewed are special education endorsements.

The Colorado Council of the International Reading Association (CCIRA) addressed the issue of membership in CRD specifically in resolution at its February, 2007 conference:

**Resolution 1: Membership - Colorado Reading Directorate (CRD)** CCIRA believes that the Colorado Reading Directorate should represent a variety of perspectives, including members from CDE, classroom teachers, school administrators, school district personnel, and university professors. Furthermore, these representatives should have expertise in a variety of areas including literacy, special education, gifted and talented, early childhood, and English Language Learners.

The CCIRA also recommended extensive revision of the Literacy Rubric and Review Checklist, concerns echoed by key leaders in the higher education community, describing the university's role to present a wide array of approaches to reading as a means to prepare well-informed and well-rounded teacher candidates. The CCIRA resolution viewed the CRD as more of a deliberative and representative body of the interests of stakeholders. Shortly thereafter, the 400 member Colorado Language Arts Society lent their support to the resolution.

The purpose of the Directorate was to revise the current process rather than serve as a deliberating body. The CRD was created to implement the policy of the CSBOE, not debate its merits. The rules for the administration of the Colorado Basic Literacy Act adopted in 1997 (amended May 13, 2004) makes that case by specifying over 100 proficiencies reflective of the five components of reading for students grades K-3. Membership was a concern to stakeholders interviewed, and the Directorate has responded by inviting experts with a background in linguistically diverse education (Bi-Lingual Education) and successful language acquisition approaches (English Language Learning) to serve on review panels in the future. Some respondents viewed the membership configuration as representative of an 'agenda' that was politically motivated.

## **4. The Colorado Reading Directorate Review Process**

The process for authorizing teacher preparation programs is a multi-faceted process involving a number of agencies and enabling statutes. The Colorado State Board of Education (CSBOE) and the Colorado Commission on Higher Education collaborate to approve all teacher preparation programs, with primary content review responsibilities delegated to the Office of Professional Services within CDE.

### **4.1 Historical Program Review Process**

Exhibit 4.1 describes the process that has been employed to review teacher education programs. The CRD provides a supportive role to the Office of Professional Services, reviewing each of the fifteen (15) identified programs where literacy is the foundation of teacher preparation, and enlisting the Office of Professional Services to continue to provide the unit review for all other content. If the program under review is an Early Childhood program, OPS would continue to review content for that program to ensure that the standards are being met.

The content expert would review the Educator Licensing Act to determine the degree to which the institution prepares teachers to demonstrate proficiency on a wide range of very explicit standards. For example, the content expert would verify that each educator preparation program ensures the following competency for all its teacher candidates:

Design and implement effective strategies for curriculum development, implementation, and instructional delivery, as related, but not limited to:

- Literacy and language, math, science, social studies, the arts, health and safety, physical education, and technology ability
- Expansion of thinking skills
- Student content standards
- Applicable aspects of socialization
- Processes of inquiry, modeling, multi-sensory instruction, adaptations, and addressing varied learning styles.

This one competency (of 19) for standard 8.01 illustrates the granular level of specificity included in the rules for administering the Educator Licensing Act of 1991. The process can easily become “over-prescriptive,” or “Standard 1.0 on Steroids,” comments reviewers provided regarding the CRD process.

Historically, the Office of Professional Services utilized a three-pronged Teacher Endorsement Preparation Program(s) Template that examined knowledge of content, facility with instructional delivery, and the ability to apply both in the classroom with students. Exhibit 4.1 describes the process to be followed in securing program approval in Colorado.

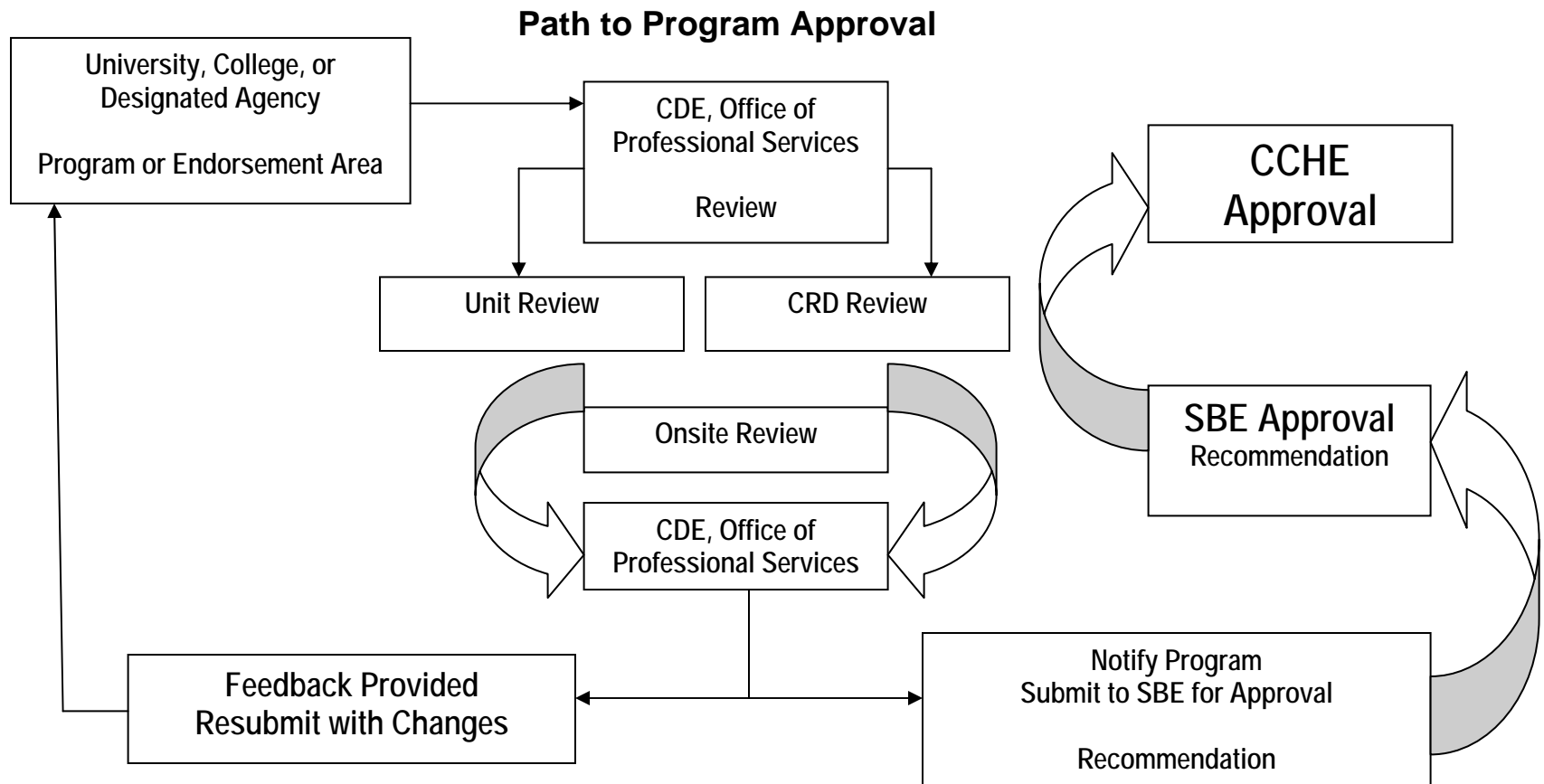


Exhibit 4.1 Path to Teacher Preparation Program Approval

Source: Scheffel, Debora L. & Cornier, Jeanette P. (2006). "The Colorado Reading Directorate." *Colorado Association of Teacher Educators*, October 26.

The Office of Professional Services review template was designed to determine: 1) knowledge of content standards and elements and demonstration of that knowledge, 2) skill in applying that knowledge through instructional delivery, and 3) evidence that such knowledge and skills can be delivered effectively to students. A selected content expert designated by OPS would conduct the unit review depicted in Exhibit 4.1 at the same time the CRD would conduct its extensive review using the Review Checklist (78 elements designed by the expert panel) and the Literacy Checklist.

To recap, each higher education institution would submit its proposal to OPS, triggered by a reminder letter from OPS the year prior to the program renewal date (new endorsements would be referred to OPS for technical assistance prior to submittal). The Office of Professional Services would distribute the proposals to CRD and to one or more content experts for unit review. Both entities would complete their review process and OPS would combine the findings and schedule an onsite review.

Onsite reviews were conducted to verify the degree to which classroom field experiences and collaboration were present, and whether teacher candidates were prepared to integrate the standards, elements, and assessment tools needed into their content area. Other aspects are addressed in the OPS template (e.g., technology integration), but the focus of each site visit was to affirm what was in the application by meeting with at least one student and one instructor. The OPS also routinely invited a member from that institution to serve on the prior program review. In this way, each subsequent program would have advance, first hand knowledge of the review process, clarifying expectations and providing guidance to development of their own proposal.

Each institution had the liberty to submit its proposal in any format it wished, a reality that has become somewhat problematic for current CRD program reviews, as the process of verifying 78 elements from diverse proposal formats has proven to be very time-consuming.

After onsite reviews have been conducted, the proposal is either accepted as meeting standards for approval and the institution is notified of the CDE intent to forward the proposal to the CSBOE for its recommendation and on to CCHE for its final approval, or feedback is provided to the submitting institution with guidance regarding needed revisions for re-submittal. At that point, the cycle begins anew. During the first year of the Directorate, the process unfolded somewhat differently than outlined for a number of reasons.

The Literacy Rubric (process) and the Review Checklist (content) were completed prior to the Directorate's knowledge of the OPS review template process. CRD first became familiar with the OPS template in the summer of 2006, following notification to all pending programs of the 1-year provisional approval. In addition, many applications were forwarded not to OPS, but directly to the Office of Competitive Grants & Awards Unit // Colorado Reading Directorate, as the changing process for teacher preparation programs was perceived as "a moving target."

Onsite reviews were also historically accomplished in coordination with CCHE. The visit was rarely scheduled as a precursor to program review, but more typically as a formal aspect of the final approval process, where the report with recommendations was submitted. At times, OPS would use its template and three-pronged criteria during onsite (or offsite) interviews with students, instructors, and program coordinators, Deans, or administrators, but more often, changes within CCHE precluded the level of

coordination envisioned in Exhibit 4.1. It is instructive to note that no site visits have been scheduled in collaboration since creation of the Directorate, and some have suggested the use of independent site visits, the first as part of program review within the department and the second, the CCHE visit where recommendations for improvement accompany notification of program approval. In addition, onsite reviews have not historically been completed for new endorsements.

The timing for creating the Directorate was itself problematic, as a large number of programs had been in the approval 'pipeline' for 12 to 18 months prior to the Directorate being formed. As structures for the Directorate were put in place during 2006-07, at least one application was lost, a large number of proposals were deferred or action delayed without any feedback from CDE, and some proposals previously approved were re-submitted directly to CRD and denied. A rising chorus of frustration ensued, and while much of it had nothing to do with the operation of the Directorate, in almost all cases, fault was attributed directly to the Directorate.

Issues related to governance and the growing pains of this new and unique initiative will be discussed in greater detail in section 5.

## **4.2 Validity**

The current framework was an outgrowth of pre-existing reading standards established by the Teacher Licensing Act and the accompanying rules since 2001. The state board of education subsequently requested greater specificity and evidence that standards were being met. Traditionally, the Office of Professional Services would ask content specialists to review proposals, gather information, and respond to each training institution, but the priority given literacy warranted additional rigor and scrutiny to raise the level of literacy instruction. Given relatively static progress in terms of the Colorado State Assessment Program (CSAP) for third grade reading, the Commissioner, in response to the Board of Education, created the CRD to respond to the State Board's focused priority on literacy. The first task of the CRD was to determine what was being done elsewhere that worked, and Maryland and Connecticut were identified as best practices by state departments of education. Maryland had very detailed approaches to reading, specifying four literacy courses aligned with research about reading. Connecticut also had a blueprint for reading that offered quality components that could be integrated into Colorado's existing teaching standards for literacy. Rather than re-invent the wheel, the CRD conducted its extensive review using the Rubric and the Literacy Checklist (78 elements designed by the expert panel). Although critics of the framework describe it as a single approach to reading, the process used to establish the framework was a logical and focused effort to identify best practices that align with the requirements of the CBLA. Across the Nation, there is growing evidence that the approach pursued by the Directorate is consistent with the most effective means to close achievement gaps in reading K-12. No Child Left Behind, arguably the most comprehensive federal education statute signed into law, describes scientifically-based research with seven (7) criteria, all widely accepted by researchers across disciplines:

- Rigorous, systematic, and objective procedures to obtain reliable and valid knowledge relevant to education activities and programs

- Research that employs systematic, empirical methods that draw on observation or experiment
- Rigorous data analyses adequate to test stated hypotheses
- Measurements that provide reliable and valid data across evaluators, studies, conditions
- Research that is evaluated using experimental or quasi-experimental design with appropriate controls for effects and conditions
- Research that is sufficiently detailed with clarity to allow for replication
- Research that has been accepted by a peer-reviewed journal or independent panel of experts

(P.L. 107-110). The No Child Left Behind Act of 2001, Section 9101 (37). Signed into law, January, 2002.

The Directorate has been very thorough in identifying research that meets this standard, both in the design of the Literacy Rubric and Review Checklist, selection of its review panel, and comprehensive resource lists. The current review found the research basis to be consistent with the NCLB criteria, reflective of large-scale reforms in many other states K-12, including Indiana, Missouri Ohio, Pennsylvania, Texas, and Washington support the sources cited in development of the framework from California, Connecticut, Maryland, Virginia, the National Research Council, and the National Reading Panel (2000).

Many leaders interviewed challenged the assertion that the framework was supported by research by referencing the omission of scientifically-base reading research methods from the Nation's leading professional association standards, including the International Reading Association (IRA), the American Association of Colleges for Teacher Education (AACTE), the National Council for Accreditation of Teacher Education (NCATE), and the Council for Exceptional Children (CEC). Others pointed out that the framework inadequately addressed lessons in the research regarding culture, the linguistically diverse learners, and the process of language acquisition. The largest association (IRA) represents 80,000 professionals and references all five of the essential components of reading, but lack specificity and clear criteria for mastery. Others have pointed out the need for the professional standards to more adequately reflect reality in practice (Smartt & Reschley, 2007). Reading First squarely addresses the five essential components of reading and represents the most widely adopted literacy instructional program in the Nation. Many interviewed equated the ethical issues associated with implementation of Reading First nationally (conflict of interest issues by vendors) with repudiation of the evidence associated with the five essential components of reading. They are completely separate issues.

In K-12 educational systems, two very common frameworks such as the Sheltered Instructional Observational Protocol (SIOP) and Guided Language Acquisition Design (GLAD) routinely apply many of the instructional methods consistent with the CRD framework (Echevarria, Short, & Powers, 2006). These language acquisition models to serve English Language Learners also recognize the components advanced by the Directorate (phonemic awareness, phonics, fluency, vocabulary, and comprehension), as well as key instructional methods for struggling at-risk readers (e.g.,

explicit instruction with modeling, multiple opportunities for success, corrective feedback, progress monitoring, and scaffolding of instructional content and rigor). While there is no silver bullet in such a complex learning endeavor as reading, Coloradans can be confident that the literacy framework created by the Directorate has a strong basis in research and represents what is rapidly becoming common best practices in schools across the Nation.

### **4.3 Reliability**

The Review Checklist and Literacy Rubric provided the basic guidance to submitters and to reviewers of program applications. Each application was reviewed by 3-5 highly skilled practitioners in literacy education from a range of Colorado universities who gathered at the CRD office to review applications as teams. Teams would discuss specific elements and the degree to which programs met the requirements of the Literacy Rubric, and consensus was required prior to any recommendations on all five components of the Literacy Rubric. The CRD deliberately limited the number of reviewers to ensure consistency within specific program reviews, and the CRD was deliberate in ensuring consistency among reviewers for each review cycle. A majority of reviewers for each review cycle reviewed all proposals during that cycle (i.e., a majority of reviewers served on each of the six program reviews in April, 2006). The effort to achieve consensus on all items of the Literacy Rubric represents an exceptionally high standard for internal reliability. However, because the process was driven by the review teams, consistency was lost whenever the dynamics of those review teams changed with different personnel, regardless of expertise and facility with the research and the Checklist elements.

Despite this attempt to establish reliability through consensus on each domain, critics were quick to point out discrepancies in the review process from program to program and the review checklist was so extensive (78 elements), submitters were stymied as to what was expected when and for what course.

Reliability was compromised by a pervasive sense of lack of fairness, even though feedback correspondence provided to individual program applications provided explicit suggestions for improvement and re-submittal. To institutions of higher education accustomed to program reviews that addressed broad generic alignment to standards, the CRD process communicated a very clear message: revise more than the language of your application, re-structure and revise your program, including content, delivery of instruction, and application with students. To a number of programs, the path to achieve approval appeared to require a much greater level of systems change than any previous review or accreditation process. Reliability was compromised in large measure by the scope of the changes desired, and officials were quick to respond with very specific concerns and complaints.

The CRD concurred with many of these concerns in the field and commissioned the current study as an initial first step to remedy those concerns, clarify expectations, and sufficiently calibrate reviewer responses to yield inter-rater reliability that can be quantified and institutionalized. The following section represents their response prior to completion of the current report.



## **Reviewer Tracking Sheet to Calibrate & Establish Inter-rater Reliability**

Exhibit 4.2. was initiated by reviewers on May 8-9 and June 14, 2007 to represent the framework of the CRD and quantify responses to the Review Checklist. This tool has potential in guiding reviewers to insist that evidence be provided that addresses critical content (78 elements across standard 1.0). It simplifies a very complex and comprehensive framework without eliminating any of the 78 elements, and facilitates a periodic review of all elements for overlap and possible incorporation of various components to enhance clarity and improve reliability in the review process. The horizontal axis represents the courses reviewed, while the vertical axis delineates the components of standard 1.0. As reviewers summarize sections of each proposal, they should be able to find evidence of all 78 elements in sufficient depth in various course offerings. The tracking sheet is provided as a starting point to analyze the degree to which overall programs address the elements. Note how schools that offer only one or two literacy courses are under much more pressure to demonstrate the elements within individual courses than programs with four or five course offerings that allow the program to spread out these minimum expectations and concentrate on their application while accommodating faculty interest and expertise to address other emerging issues in the field. The tool allows the CRD to apply the current rubric and checklist without reducing the level of rigor. For programs being reviewed, this simple tool communicates clearly that elements should not be superimposed on current course offerings, but that all course offerings in literacy need to meet state standards. Reviewers who examine proposals for alignment, citations of theory and research, scientific evidence-based activities and assignments, quantifiable, standard-based assessments, and evidence of appropriate time allotments will be able to determine the degree to which all five components of reading (Standard 1- 5.01.1 through 5.01.5) are being addressed with the rigor requested by the CSBOE. The checklist also addresses oral language, writing and state standards and assessments. See Exhibit 4.2 below

<b>Literacy Standard</b>	Course # :	Course # :	Course # :	Course # :	Course# :	Fraction Elements Present
<b>5.01</b>	a b c d e f g	a b c d e f g	a b c d e f g	a b c d e f g	a b c d e f g	/ 7
<b>5.01.1</b>	a b c d e f g h i j	a b c d e f g h i j	a b c d e f g h i j	a b c d e f g h i j	a b c d e f g h i j	/ 10
<b>5.01.2</b>	a b c d e f g h i j k l m n o p	a b c d e f g h i j k l m n o p	a b c d e f g h i j k l m n o p	a b c d e f g h i j k l m n o p	a b c d e f g h i j k l m n o p	/ 16
<b>5.01.3</b>	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	/ 19
<b>5.01.4</b>	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	a b c d e f g h i j k l m n o p q r s	/ 19
<b>5.01.5</b>	a b c d e f g	a b c d e f g	a b c d e f g	a b c d e f g	a b c d e f g	/ 7
<b>Degree to which all five standards are demonstrated in proposal</b>						<b>/ 78</b>
<p><b>5.01</b> = Standard One: Knowledge of Literacy // Scientifically Based Reading Research and Comprehensive Literacy Curriculum and Instruction</p> <p><b>5.01.1</b> = Plan and Organize Literacy Instruction Based on Ongoing Assessment // Assessment</p> <p><b>5.01.2</b> = Develop Phonological and Linguistic Skills Related to Reading // Phonemic / Phonological Awareness, Phonics and Word Decoding / Spelling</p> <p><b>5.01.3</b> = Develop Reading Comprehension and Promotion of Independent Reading // Reading Comprehension / Fluency / Content Area Literacy and Independent Reading</p> <p><b>5.01.4</b> = Support Reading Through Oral and Written Language Development // Oral Language / Vocabulary / Writing</p> <p><b>5.01.5</b> = Utilize Colorado Model Content Standards in Reading and Writing for the Improvement of Instruction// Reading and Writing Standards.</p>						

Exhibit 4.2 Proposal Review Tracking Sheet by Standard

## Inter-rater Reliability

A major concern of stakeholders in teacher preparation programs has been the degree to which inter-rater reliability has been established among reviewers. A related concern is the fact that, despite the detailed course checklists, FAQs online, and written proposal checklist, program providers are frustrated about what is expected of them. Some have noted that such frustration is merely a reluctance to change current practices, but regardless of its source, few people operate at their best when frustrated by processes they do not understand. A concerted effort to establish a visible and transparent standard of inter-rater reliability will result in greater credibility, more consistent review and improved recommendations for program approval. It is recommended that a training seminar be established for each program review cycle, and only those who demonstrate a high level of inter-rater reliability be allowed to serve as reviewers. This simply means that each and every reviewer participates in the same process. Some suggestions to inform that process:

1. Develop a training manual that utilizes examples (names removed) from actual prior review cycle applications.
2. Review Rubric Components for Common Interpretation (e.g., 20 select elements across 5.01-5.01.5). Other elements should be substituted and changed for each review cycle, but it will be important that examples represent elements across the five domains of the checklist.
3. Independently Score Components using prior round applications
4. Compare scores and calibrate reliability coefficient
5. Refine parameters for scoring for items outside, .80 r value
6. Identify Key components with rubric for training and calibration.
7. Conduct a *“Plus/Delta review process”* to articulate suggestions for improvement and affirm aspects of the training which are most useful to candidate reviewers.

It is critical that the review process be based on a presumption of competence. If reviewers feel obligated to verify everything with a physical artifact, it will extend the process unnecessarily rather than reflect accepted practice for reviewing RFPs:

- All reviewers should examine proposals for specificity to a level of confidence that the element is present, requiring more documentation **only** if specificity is not instructive. At **that** point, reviewers should score the element and if necessary, request an onsite review.
- The burden for providing evidence is on the teacher preparation program. A standard proposal template offers clear expectations, and CRD can reasonably expect a complete, convincing proposal.
- If courses describe instruction on a particular topic, then readings and in-class activities with assessments should reflect content.

Exhibit 4.3 describes results of this calibration used in training by prospective reviewers in May and June of 2007.

Literacy Standard & Element 3	Evident & Aligned in Proposal 2	Insufficient Evidence Element may be present but needs clarification in terms of time allotment, content, application, objective measures. 1	NOT Observed 0	Inter-rater Reliability
5.01.1.c Understands the purposes of different kinds of assessments	Sources identified; Clearly defined, aligned throughout plan, time frames realistic 3			1.00
5.01.1.H Select, administer, & interpret progress-monitoring assessments to evaluate students' progress toward an instructional goal and determine effectiveness of instruction/ Intervention and regularly articulate student progress	Aligned objectives, content, assessments; reasonable time allotment, embedded coursework in practicum, reference to assessment quality 3			1.00
5.01.c Know the 5 Essential Components of comprehensive reading instruction identified by scientific research and how they are linked with one another	Explicit description of 5 Components, aligned activities, delineation of components 4			1.00
5.01.b Comprehend the meaning of basic statistics (NCE, percentiles, SS, NGE, Stanines)		3		1.00
5.01.c Know the 5 Essential Components of comprehensive reading instruction	3			1.00
5.01.a Understanding cognitive processes		<i>Identified, but lacks details about time allotments, content, discussion</i> 4		1.00
5.01.4.b Know the organization of language: phonology, orthography		<i>Clear link between objective and session topic, but detail is limited; assessment is not aligned, time allotment problematic</i> 3		1.00
5.01.5.d. Use CSAP Assessment		<i>Not enough information about lesson plans; Criteria re: how to use CSAP assessment, appears to be optional; Lacks information about measures</i> 4		1.00

Exhibit 4.3 Reviewers Scoring Guide May 8, 9, June 14 ( $r = .97$ )

Literacy Standard & Element 3	Evident & Aligned in Proposal 2	Insufficient Evidence Element may be present but needs clarification in terms of .time allotment, content, application, objective measures. 1	NOT Observed 0	Inter-rater Reliability
5.01.3. F Explicitly teach research-based text comprehension strategies to be used before, during, and after reading		<i>Instructor needs to explicitly teach- Course assignments are not explicit. No delineated instruction; No explicit instructional strategies, or expectations that students would do it; NO alignment between assessment and instruction</i> 4		1.00
5.01.2.C Apply systematic, explicit techniques for teaching phonological awareness: speech sound identification, matching, blending, and segmenting		No reference to allotted time; Details lacking for assessment 4		1.00
5.01.3.C Know the factors that influence reading comprehension- reader, text, task			3	1.00
5.01.3.d Explicitly teach the conversations and text structures associated with a genre including literacy and expository texts			4 No Evidence	1.00
5.01.j Translate technical concepts		2	1	.67
5.01.a Understanding cognitive processes		Identified, but lacks details about time allotments, content, discussions 4		1.00
5.01.4.b Know the organization of language: phonology, orthography		Clear link between objective and session topic, but detail is limited; assessment not aligned, time allotted problematic 4		1.00
5.01.4.e Understand the impact of background Knowledge, language differences, difficulties, and disorders on literacy acquisition			3	1.00
5.01.5 a Know the Content Standards	4			1.00
5.01.5 b Know CBLA Reading Proficiencies	3	1 or 2? Reviewer uncertain		.75

Exhibit 4.3, continued. Reviewers Scoring Guide May 8, 9, June 14 ( $r = .97$ )

The sum of reliability coefficients for these elements (18) represents less than a 5% chance that agreement was a chance occurrence ( $p \leq .05$ ). The test review process revealed consistent interpretation for individual elements and standards, and advocates for use of an internal scoring guide for reviewers. Some elements were reviewed more than once (i.e. element 5.01.c).

The scoring guide allowed reviewers to independently corroborate scores for program components and by recording comments in the cells selected, respondents justified their responses and instructed colleagues in the review process. Note the high level of agreement achieved just by applying this simple, three-level scoring guide. It reflects the three decision points employed in each program review, approval, recommended provisional approval, and non-approval with a directive to the program to re-submit. By making this the central component of the training seminar, rich professional development is afforded groups of highly skilled literacy experts. The result will mirror the inter-rater reliability achieved with examples achieved in small groups in Exhibit 4.3. This process can be refined over time as the training manual is updated from more recent program submittals.

Training is recommended as a 4-hour seminar with distinct elements analyzed in each seminar. Elements may be selected on the basis of discrepancies found during a particular review cycle, or may be systematically incorporated into the training by selecting items from each of the 5.01 standards. The 4-hour session should allow facilitators to examine at least 10 elements (15-20 minutes) with ample time for discussion and calibration.

The Seminar should review the purpose of the CRD, the parameters and limitations of the program review process, and use the remainder of each session to establish reliability. If a sufficiently robust  $r$  value ( $r = .75$ ) can not be established for all reviewers at the end of each session, those individuals whose ratings fall outside of the review panel will need to repeat the session before conducting any program reviews. In this way, each session will be valid on its face because actual proposal items will be reviewed (references to programs omitted) and only reviewers who are successful at calibrating scores consistent with CRD standards and expectations will participate. The process also offers the CRD a process to ensure that even the most experienced reviewers are current in their interpretation of elements within the checklist.

### **Application to Actual Review Process**

The next section presents findings from two 'live' program reviews conducted in late June, 2007. The reviewer scoring guide depicted in Exhibit 4.3 was used to calibrate the scores in terms of independent reviewer analysis and the results are extraordinarily consistent. Discussion allowed reviewers to modify some responses where colleagues provided evidence on specific pages and sections that were persuasive. In some cases, individual reviewers failed to recognize something a colleague found. In others, legitimate differences remained, but the result was a very high degree of agreement, consistency, and very high inter-rater reliability as reviewers completed their independent review prior to the session. As readers review the results by element, it is instructive to recognize a very high level of competence and dedication by reviewers, who energetically defended their positions with evidence, but were equally willing to be persuaded by other expert reviewers. Exhibit 4.4 illustrates.

Domain – Element	<i>r</i> value	Domain-Element	<i>r</i> value	Domain-Element	<i>r</i> value
Knowledge of Literacy 5.01.a	<b>.88</b>	5.01.b	<b>.86</b>	5.01.c	<b>.73</b>
5.01.d	<b>1.00</b>	5.01.e	<b>.88</b>	5.01.f	<b>1.00</b>
5.01.g	<b>.73</b>				
Assessment 5.01.1.a	<b>0.87</b>	5.01.1.b	<b>0.82</b>	5.01.1.c	<b>0.87</b>
5.01.1.d	<b>0.86</b>	5.01.1.e	<b>0.75</b>	5.01.1.f	<b>0.86</b>
5.01.1.g	<b>0.73</b>	5.01.1.h	<b>0.79</b>	5.01.1.i	<b>0.88</b>
5.01.1.j	<b>.86</b>				
Phonological & Linguistic Skills 5.01.2.a	<b>0.57</b>	5.01.2.b	<b>1.00</b>	5.01.2.c	<b>0.82</b>
5.01.2.d	<b>0.93</b>	5.01.2.e	<b>0.82</b>	5.01.2.f	<b>0.73</b>
5.01.2.g	<b>0.83</b>	5.01.2.h	<b>0.87</b>	5.01.2.i	<b>0.71</b>
5.01.2.j	<b>0.80</b>	5.01.2.k	<b>0.92</b>	5.01.2.L	<b>0.87</b>
5.01.2.m	<b>0.76</b>	5.01.2.n	<b>0.83</b>	5.01.2.o	<b>0.64</b>
5.01.2.p	<b>0.75</b>				
Comprehension 5.01.3.a	<b>1.00</b>	5.01.3.b	<b>1.00</b>	5.01.3.c	<b>1.00</b>
5.01.3.d	<b>0.63</b>	5.01.3.e	<b>0.60</b>	5.01.3.f	<b>0.67</b>
5.01.3.g	<b>0.71</b>	5.01.3.h	<b>0.86</b>	5.01.3.i	<b>0.57</b>
5.01.3.j	<b>0.43</b>	5.01.3.k	<b>0.73</b>	5.01.3.L	<b>0.71</b>
5.01.3.m	<b>0.86</b>	5.01.3.n	<b>0.82</b>	5.01.3.o	<b>0.50</b>
5.01.3.p	<b>0.63</b>	5.01.3.q	<b>0.67</b>	5.01.3.r	<b>0.67</b>
5.01.3.s	<b>0.86</b>				
Oral & Written Language 5.01.4.a	<b>1.00</b>	5.01.4.b	<b>1.00</b>	5.01.4.c	<b>1.00</b>
5.01.4.d	<b>0.88</b>	5.01.4.e	<b>0.86</b>	5.01.4.f	<b>0.57</b>
5.01.4.g	<b>0.63</b>	5.01.4.h	<b>0.57</b>	5.01.4.i	<b>1.00</b>
5.01.4.j	<b>0.86</b>	5.01.4.k	<b>1.00</b>	5.01.4.L	<b>0.86</b>
5.01.4.m	<b>0.71</b>	5.01.4.n	<b>0.86</b>	5.01.4.o	<b>0.82</b>
5.01.4.p	<b>0.71</b>	5.01.4.q	<b>1.00</b>	5.01.4.r	<b>0.88</b>
5.01.4.s	<b>1.00</b>				
Colorado Model Content Standards Application 5.01.5.a	<b>1.00</b>	5.01.b	<b>1.00</b>	5.01.c	<b>0.88</b>
5.01.d	<b>1.00</b>	5.01.e	<b>.83</b>	5.01.5.f	<b>.83</b>
5.01.g	<b>1.00</b>				

Exhibit 4.4 Actual Program Review Inter-rater Reliability Coefficients

The June program review involved six reviewers, two members of the Directorate, and the consultant as an outside observer. By calibrating individual items by course for inter-rater reliability *r* values, 750+ measures of consistency were performed. The coefficients represent the first level response prior to any discussion and resulting adjustment, underscoring the strength of the Checklist in guiding reviewers. This process yielded a mean correlation for all 78 elements of  $r = .83$ , an extraordinarily high level of agreement among reviewers representing less than a 1% likelihood that agreement occurred by chance ( $p \leq .01$ ). This process was conducted

without the benefit of a ‘submitter’s’ template, a recommendation requested by program officials interviewed in this process. A common template for submitters also benefits reviewers by identifying where information regarding specific program components can be found. This also improves the reliability of the review process. The benefit to a consistent, quantifiable measure of inter-rater reliability is instructive to the Directorate in terms of clarity and consistency by standards and by elements. It guides discussion as to how to score the process-based Literacy Rubric, and it will assist the Directorate going forward in determining the strength of items within the element. It also provides an ongoing form of professional development where the nuances and unique attributes of individual proposals help clarify and define what is expected, what represents quality, and what will require re-submittal. Exhibit 4.5 offers such a glance at this first ‘live’ test of reliability.

Colorado Content Standards	<i>r</i> value
Knowledge of Literacy 5.01	0.99
Assessment 5.01.1	0.83
Phonological & Linguistic Skills 5.01.2	0.80
Comprehension 5.01.3	0.72
Oral & Written Language 5.01.4	0.86
Colorado Content Standards 5.01.5	0.93
Total	0.83

Exhibit 4.5 Reliability Coefficients for Program Review June 2007

The *r* values are predictive of consistent analytical review by individual reviewers, again reflecting a high level of significance ( $p < .01$ ) and likelihood that the agreement was not a reflection of chance responses but consistent understanding and interpretation of the items. Note how Comprehension items within the Checklist, while producing a high degree of agreement, reveals a discrepancy with other elements on the checklist. Might the items need to be clarified for reviewers? This example reveals multiple benefits of a consistent reliable review process that inspires confidence in current results and also serves as a means to ‘tweak’ aspects of the review and ensure continuous improvement over time. Again, the reader should note that the Directorate did not wait to initiate changes where possible that could improve their process. Further attention to both data gathering is needed to ensure reliable results each and every review, but the benefit is clear and the correlations among reviewers is exceptional, even absent a quality training seminar as recommended.



## **5. Challenges to the Directorate**

This section delineates the many challenges faced by the Colorado Reading Directorate, including systems challenges inherent in the creation of an initiative without the benefit of proscribed changes in existing structures. It is to the credit of the Directorate staff that a number of higher education program providers re-vamped and revised their programs substantially. Over and over again in the interview process, respondents noted that, despite many of its shortcomings, the relationships with staff members serving the Directorate helped soften the blow of changes that were neither sought nor clearly understood. For private institutions, the costs were considerable and in some cases, the changes made will advise programs served by their institution in different states and internationally. Given the charge to the Directorate to translate the CSBOE's focused literacy priority in policy into reality in practice, such changes represent high praise. Five systemic challenges will be reviewed in this section, each revealing unintended consequences that were not apparent at the outset, and each affecting the Directorate's ability to translate the CSBOE focused priority on literacy into practice in teacher preparation and in the classrooms of Colorado's public schools.

### **5.1 Implications to Teacher Preparation Programs**

Interviews with higher education officials produced two very distinct perceptions of how the CRD impacted their teacher preparatory programs. The majority of respondents viewed the CRD as invasive, overly prescriptive, and an expensive additional compliance layer. These leaders struggled with understanding how the CRD would and could benefit their programs, faculties, and students. Because program proposals in various stages of readiness for review received less than full, five year program approval, officials identified the CRD as the sole 'blocker' in the process. For these programs, considerable expense was incurred to respond to comply with the Directorate, including hiring of consultants to assist in the re-vision of proposals, alignment of time allotments to standards and elements, and even estimated losses in enrollment. One institution estimated a negative impact of \$1 million in lost revenue and in-kind expenses to revise their program.

One reviewer noted that five or six highly qualified expert faculty spent more time with the paperwork and details required to comply with the 78 elements in the Checklist than any analysis or reflection on the curriculum, on instructional delivery, or on how to assist teacher candidates to apply their knowledge and skills with their own students. Most programs that participated estimated the hours required to comply with the CRD process at 100 hours per faculty member affected.

The second perception was less prevalent but representative of several Colorado teacher preparation programs where the CRD requirements, forums, accessibility, and assistance were viewed as allies. These respondents credited the CRD for helping them upgrade their program offerings, align course sequences, and more effectively allocate time and resources to critical literacy initiatives. This group also noted the time demands and the costs, but viewed the outcome of a higher quality, updated curriculum and the professional development faculty received in the process as more than worth it.

Both groups acknowledge that their programs are stronger as a result of the review process, and that the process validated what they were already doing. Some noted that had they been allowed to deviate and pursue research in their own areas of expertise (e.g., cultural factors and literacy), that the same investment of time and effort would have produced a more desirable result. Others pointed out that the framework completely changed their practice in teacher education and guidance from the Directorate allowed the program to align its efforts and resources more efficiently and to be prepared to equip its teacher candidates to make a difference in literacy. In terms of impact on teacher preparation programs, the CRD's impact has been dramatic and helped many improve their department and program. Others continue to resist making substantive changes to mirror the Literacy Rubric and Checklist, viewing the effort as unsupported in the research, heavy-handed, top-down and ill-conceived.

## **5.2 Readiness of Teacher Preparation Programs for Intensive, Explicit Review of Literacy Programs**

The Directorate's review process was distinctly different than all prior program review procedures, so much so that many programs filed their proposals directly with the CRD rather than follow normal protocol and submit with the Office of Professional Services. Teacher preparation programs were accustomed to a much less intensive process characterized by review for a planned teacher preparation program that is sufficiently outlined to describe how it will achieve its own goals in terms of passing the Praxis exam required by the State, securing teaching positions for its graduates, and preparing them for that reality based on alumni and school district follow up surveys. The Directorate introduced a process that examined time devoted to instruction, alignment of classroom assignments and activities to standards, and range and form of assessments. It went way beyond the concise three-pronged framework previously pursued by the Office of Professional Services. There was virtually no way teacher preparation programs could prepare themselves to be 'ready' for the change, because the scope and format of the change was not spelled out prior to the initial designation of program proposals in the pipeline as provisionally approved for one year. This decision alone caused considerable frustration, particularly for programs who had submitted several months earlier and for whom their NCATE accreditation cycle was coinciding.

A number of schools of education were not at all ready to respond to the prescriptive and extensive framework the CRD created. Some objected to the framework because of its philosophical emphasis on scientifically-based research practices in favor of course content in areas of a faculty member's choosing. A sizeable number of programs, however, just were unfamiliar with this emphasis, and this lack of readiness was evident in their proposals but also their frustrations. Until the CRD began to provide topical forums, many institutions found the Review Checklist to be anything but helpful, commenting "There is no direction as to what is actually required by the CRD." Part of the costs associated with making program revisions is attributable to a general lack of familiarity among some program faculty. Other teacher preparation programs were unprepared for the intensive and explicit review that would ensue, even though the faculty was fluent if not proficient with the scientific approach to literacy. On balance, the interviews revealed less a difficulty with change and more a lack of clarity

with expectations. Consumers in teacher preparation programs widely applauded the intent and recognized a lack of rigor and focus in their Literacy programs, and most stakeholders were very adept at recognizing the variability in understanding literacy among faculty and the tendency to view preparation at the secondary level as more about teaching literature and less about the dynamics of learning to read. Colorado Universities recognized the need for greater focus and greater rigor in literacy preparation to meet the challenges of teaching in 2007, but were often unsure how to proceed. The CRD is to be applauded for conducting one forum to respond to concerns and two others to provide guidance to program providers regarding the body of research on reading. Efforts to expand the use of the CRD forums to improve communication, encourage collaboration, and provide clarity about the process have been discussed within CRD and are planned to address this issue.

Hindsight is always 20/20, and had the Directorate addressed the next challenge first, grandfathered program applications that were in the pipeline, and had the time to inform and educate stakeholders about the need for and value of scientifically-based research practices, there may well be more Deans of education supporting the CRD today and less frustration about the process. This challenge was not and will not be easily overcome by merely presenting the facts about literacy in our schools. A number of teacher program leaders continue to experience "uneasiness" about the CRD due to its perceived hurried implementation. Facts work when relationships are not strained and when prior history engenders trust and candor. There is also a need to embrace alternate paths to achieve higher levels of literacy reflected by the Checklist, and stakeholders within Colorado have considerable expertise in language acquisition strategies and practices designed specifically for the growing numbers of ELL learners in Colorado. A recurring viewpoint noted that the CRD should be able to direct 'what' is included in courses designed to equip teachers to provide literacy instruction, but the how should be left to the university. A great deal of comment objected to the prescriptive detail inherent in the Review Checklist and the burden that placed on preparation programs. The next section addresses that concern.

### **5.3 Depth and Specificity of CRD Program Approval Process**

The Directorate's work in creating a Literacy Rubric examined the process of quality literacy instruction, addressing time allotments, objective measures and assessment of knowledge and skills, application of scientific v. non-scientific claims about reading, and alignment of objectives to assessments to standards to materials. This data was deemed necessary to determine the effectiveness of teacher preparation programs in applying the content (the Review Checklist for standard 1.01-1.01.5). A fair question asked by a stakeholder was "To what degree are other disciplines subject to this level of prescription in terms of their program approval?" The answer is "Not yet," and few program reviews or even grant proposals require as much detail. CRD staff recognized the need to simplify the process, and just as some adjustments in the process of review are simplifying the review process to improve reliability (Exhibits 4.2-4.5), so a series of parameters are warranted to simplify the process for those requesting approval and for those reviewing proposal requests.

The first recommended parameter for review is a presumption of competence. If reviewers feel obligated to verify everything with a physical artifact, it will extend the process unnecessarily rather than reflect accepted practice for reviewing requests for proposals. The most frequent complaint from higher education officials has to do with simplicity and just as reviewers examine program submittals for evidence that each element is present, they do not require that each of the 78 elements be found in each course. To do so would be self-defeating in terms of meeting the Literacy Rubric requirement for time allotment. Hence, all aspects of the review process should presume competence. This translates into three operating guidelines:

1. All reviewers should examine proposals for specificity to a level of confidence that the element is present, and require further documentation **only** if specificity is not instructive. At **that** point, reviewers should score the element and if necessary, request an onsite review (See section F).
2. The burden for providing evidence is on the teacher preparation program.
3. If courses describe instruction on a particular topic, then readings and in-class activities with assessments should reflect that content.

These guidelines free the reviewer from examining every course for every assessment and every element. It places the responsibility on the teacher preparation program to provide sufficient detail and artifacts to demonstrate effective alignment of resources, allotment of time, adherence to scientifically based research strategies and readings in literacy, and thoughtful, meaningful, and effective assessments that inform instruction and engage teacher candidates in quality applied learning. Guidelines simplify the review process by allowing reviewers to apply their professional judgment based on evidence.

A second parameter for simplifying the process is to be as transparent as possible with programs under review or scheduled for review. A handbook for submitters is a great tool that also provides advance notice, and upfront guidance. The third parameter for simplification is to establish the standard for compliance as clear evidence that each of the standards and elements are addressed somewhere within the required course continuum, rather than expect standards and elements to be evident in all courses. This simplifies the process for Deans of education as they create course offerings that are complimentary and go to considerable depth on specific topics, components of reading, and discernment of quality research from non-scientific claims. This is consistent with the reviewer's proposal tracking sheet (Exhibit 4.2), and it also guides teacher preparation programs.

Respondents found the 78 elements across the five standards to be excessive and unwieldy in its detail, but the elements were also quite manageable to reviewers and to many of the programs that invested the time and energy to revise their program. Complex, the Rubric and Checklist can become very useful if some of these modifications are allowed to simplify the process. Clearly defined and published schedules for review, dates to provide feedback, and other related timelines can also help simplify the process. By institutionalizing a process based on the ebb and flow of school calendars, simplicity, clarity and consistency will be achieved.

During 2006-07, teacher preparation programs submitted proposals that varied greatly in terms of format, and whenever a program was approved, colleagues would secure copies of the template to guide their own program submittal. Without any direction from the CRD, schools began to create their proposals using a format that they hoped would bode well in terms of a successful review. As of the end of 2006-07, the CRD had conducted eight review cycles (Appendix D), and applications were beginning to take a common format, developed informally as a composite of approved proposals.

Exhibits 5.1-2 offer a template with the potential to reduce paperwork for submitting programs and accelerate the review process for reviewers. Content reflects a hybrid from actual proposals and the format could be included in a Training Manual for Prospective Reviewers. Both hypothetical courses are described in two short pages. Note the distinctions between ED 4821 and ED 511: ED 4821 has extensive readings that address Literacy Rubric requirement #2 while ED 511 has a much more limited presentation of research findings. Note also how ED 4821 has attempted to align activities and assessments to specific elements within the Checklist. The reference to all standards (ED 511) reveals less articulation and alignment of activities, assignments, and assessments (Rubric requirement #1) than the explicit identification in ED 4821. In this manner, reviewers and those submitting proposals can self-monitor how courses align with the Checklist, Rubric, and best literacy practices.

Even a casual review of Exhibit 5.1-2 will reveal how planned assessments provide sufficient clarity to verify whether participating teacher candidates would become proficient by completing courses requirements. For example, assessments for both courses address specific standards, utilize a variety of assessments, and provide example items to help the reviewer verify whether the planned activities are consistent with a quality literacy program. Courses are not expected to demonstrate all elements, but this format allows all participants to recognize alignment or its absence, determine the quality and range of assessments, and provide sufficient rigor for teacher candidates to grow in knowledge and understanding of literacy, teaching strategies, and how best to impart them to students.

# Foundations for Literacy ED 4821

**Institution:** High Country University

**Course Description:** Foundations for Literacy: Phonology and Linguistics

**Course Objectives:** Plan and organize reading instruction based on ongoing assessment.  
Develop phonological and linguistic skills related to reading, including

- Phonemic awareness
- Concepts about print
- Explicit phonics
- Word-identification strategies
- Encoding and orthographic processing

Develop reading comprehension and promotion of independent reading, including

- Comprehension strategies for a variety of genre
- Literacy response and analysis
- Content area literacy
- Student independent reading.

Support reading through oral and written language development, including

- Development of oral English proficiency in students.
- Development of sound writing practices in students, including language usage, punctuation, capitalization, sentence structure, and spelling.
- The relationships among reading, writing, and oral language.
- Vocabulary development
- The structure of standard English

Utilize Colorado Model Content Standards in Reading and Writing for the improvement of instruction.

### Required Readings:

Moats, L.C. (2005). *Language Essentials for Teachers of Reading and Spelling (LETRS)*. CO: Sopris West.  
 Honig, Bill, Diamond, Linda, & Gutlohn, Linda (2000). *Teaching Reading Sourcebook*. Novato, CA: Arena Press.  
 National Institute for Literacy (2001). *Put Reading 1<sup>st</sup>: The Research Building Blocks for Teaching Children to Read*.  
 Washington, D.C.: NICHD.

### Supplemental Readings:

Birsch, J. R., & Carreker, S. (2005). *Multi-sensory Teaching of Basic Language Skills*. Baltimore, MD: Brooke's.  
 Shaywitz, S.E. (2004). "Disability and the Brain." *Educational Leadership*, March.  
 Florida Center for Reading Research: <http://www.fcrr.org>  
 International Reading Association: <http://www.reading.org>.

Session	Topic(s)	Required Readings	Assignments & Activities	Assessments	CRD Standards
1	Why is reading instruction a national priority? What do we mean by reading research that is scientifically-based? Why is there a NRP? What should expert teachers of reading know and be able to do? [5 components]	LETRS Module 1, PP 1-20  Student Readings: LETRS Module 1 pp. 1-10 Teaching Reading Sourcebook, Chapter 1	Pretest on 5 Essential components of reading; Pretest phonemic awareness; Present & discuss topics. Activity #1: Describe reading problems in your school & in Colorado Assignment: Complete readings, study for quiz	<ul style="list-style-type: none"> <li>• Quiz re: 5 components</li> <li>• List 3 reasons why reading instruction is a national priority</li> <li>• Writing prompt that elicit description of the NRP criteria and distinguishes quantitative &amp; qualitative research</li> <li>• Reflect and elaborate on whether and why teachers have been ill-prepared to teach reading.</li> <li>• Create outline of skills reading teachers need to be effective.</li> </ul>	<b>5.01.C</b> 501.3.C <b>501.3.J</b> 5.01.4.E
2	Why is Learning to read not Natural? What is the difference between written and spoken language? Introduce the universe of writing systems and alphabets, and speech sounds	LETRS Module 1, PP 21-44 Student readings: Module 1 LETRS, pp 10-20 <i>Teaching Children to Read: Evidence-based Assessment of Scientific Research literature on Reading</i>	Quiz Session 1 Content Present & Discuss Topic Activity #2: Compare Spoken & Written Language Activity #3: Reflect on Writing Systems Activity #4 Simulate Learning to Read Assignments: Complete readings, study for quiz	<ul style="list-style-type: none"> <li>• Quiz following session</li> <li>• List causes of reading difficulty and sort by environmental and constitutional causes.</li> <li>• Describe how written language differs from oral</li> <li>• List 3 types of writing systems</li> <li>• Compare English v. Spanish alphabets</li> </ul>	<b>5.01.B</b> <b>501.3.A</b> 501.3.C 5.01.4.B <b>5.01.4.D</b> <b>5.01.4.E</b>

**Exhibit 5.1 Recommended Template for all Literacy Teacher Preparation Program Proposals**

# Theory Into Action ED 511

**Institution:** High Country University

**Course Description:** Scientifically-based Reading Instruction

**Course Objectives:** All students will pass both the mid-term and final exam with at least a B.

**Required Readings:**

Chapter 5 & 6 Creating Literacy for All Students (Gunning, T., 2005): No Child Left Behind (www.ed.gov.)

**Supplemental Readings:**

Chapter 9- *Strategies for Reading Assessment & Instruction: Helping Every Child Succeed*; Selected articles from *The Reading Teacher*, *Journal of Reading Education*, or *Reading Research Quarterly*

Session	Topic(s)	Required Readings	Assignments & Activities	Assessment Examples to Verify Proficiency	CRD Standards
1	<p>Early Reading</p> <p>Effective techniques for teaching phonemic awareness</p> <p>Effective techniques for explicit, systematic, phonics instruction</p> <p>Phonics elements</p> <p>Effective techniques for teaching listening comprehension skills</p>	<p>Chapter 3 &amp; 4 <i>Creating Literacy for All Students</i> (Gunning, T., 2005)</p>	<p>Assigned activities:</p> <p>Examine effective early reading assessments recommended in Chapter 8- <i>Strategies for Reading Assessment &amp; Instruction: Helping Every Child Succeed</i>.</p> <p>Create a lesson plan that systematically introduces students to one of the following:</p> <ul style="list-style-type: none"> <li>• Phonological awareness</li> <li>• Phonemic awareness</li> <li>• A phonics element</li> <li>• Writing a story</li> <li>• Oral language and listening skills</li> </ul> <p>Create appropriate assessment for the skill taught in the lesson.</p>	<p>Mid-term exam</p> <p>Final exam</p>	<p>All CRD elements related to phonics and phonemic awareness</p>



Session	Topic(s)	Required Readings	Assignments & Activities	Assessment Examples to Verify Proficiency	CRD Standards
2	<p>Discussion of scientific research on how oral and written vocabulary develops in 1<sup>st</sup> and 2<sup>nd</sup> language learners.</p> <p>Understand the role of morphology in written English.</p> <p>Identify &amp; apply research-supported techniques for explicit and indirect instruction of vocabulary.</p>	<p>Chapter 5 &amp; 6 <i>Creating Literacy for All Students</i> (Gunning, T., 2005)</p>	<p>Examine effective vocabulary strategies – Chapter 9- <i>Strategies for Reading Assessment &amp; Instruction: Helping Every Child Succeed.</i></p> <p>Teach selected vocabulary for story or chapter in a book, including title, author, synopsis of story, develop procedure for selecting vocabulary for lessons. Procedure/Explanation for introducing vocabulary and having students work with new vocabulary</p>	<p>Constructed Response Assessments:</p> <p>What are some steps that might be taken to help English Language Learners?</p> <p>Submit the vocabulary selected for a nonfiction reading sample, explaining the rationale for vocabulary selected.</p>	<p>5.01.4.f 5.01.4.h 5.01.4.k</p>

**Exhibit 5.2 Recommended Template for all Literacy Teacher Preparation Program Proposals**

These composite examples will increase dramatically over the coming year, providing the basis for reviewers to calibrate their scores in collaboration while guiding reviewers to conduct their own due diligence prior to review sessions with colleagues. To submitters, the common template will guide them to articulate assignments and activities with assessments to address each topic to deeply implement all 78 elements across the five process targets. Some institutions may want to submit actual assessment examples, but a well-written submittal should not need to submit everything, and a common format will help faculties, program directors or Deans, and CRD reviewers to focus on substance rather than volume or thickness of the proposal. The process allows the CRD to retain its comprehensive approach to literacy with its specific 78 elements of practice. It does so by minimizing the paperwork and minutia in favor of substance, alignment, and articulation of program components, successfully addressing needs of program providers and program reviewers simultaneously. A brief review by the reader quickly illustrates the degree to which activities, assessments, materials, and assignments are aligned.

## 5.4 Contextual Issues of Governance

The issue of governance is perhaps the most important challenge facing the Directorate in accomplishing its goals. Its success is predicated on transparent, frequent, and carefully articulated procedures with the Office of Professional Services, the Colorado Commission on Higher Education, and each of the 17 teacher preparation programs operating programs that address literacy instruction in Colorado. The reality at the beginning of 2007-08 is that very few of these stakeholders regard the Directorate as a benefit to their work. Several deans of education placed at the top of their suggestion list the elimination of the Directorate and a return to prior practice. Some officials within CDE echoed this sentiment and viewed the Directorate as a superimposed heavy-handed entity that has yet to be integrated or re-integrated into normal operating protocols. A number of providers were unsure who to submit their application to. This confusion suggests a lack of clearly defined protocols that the Directorate should attempt to remedy. Even the flow chart (Section 4.1) lacks clarity as to who determines when the decision is to approve or not to approve, and no sequence describing a passing of the baton regarding responsibilities was provided in writing or described informally. Devoting up-front time to clarify these relationships will go a long way to enhance the credibility of the Directorate and incorporate its important work into the entire program review system.

## 5.5 Onsite Visit & Review

Exhibit 4.1 suggests that onsite reviews occur in collaboration between OPS and the CRD prior to any decisions to recommend the proposal to CSBOE. In actual practice, site visits through CCHE occur after a decision has been made to recommend approval. In fact, the CRD review process is so distinct from historical practice that respondents suggested that CRD employ a separate site visit for its purposes, and OPS and CCHE conduct their own site visits as well. A common site visit coordinated by the three entities depicted in Exhibit 4.1 is desirable.

If The CSBOE through CDE/CRD desires to conduct its own review, the following criteria for an onsite visit or review are offered as a process to limit the need for and scope of site visits. They are labor-intensive and all too easily, take on the appearance of curriculum review or supervision of faculty and programs, functions outside of the program review process. For that reason, it is recommended that site visits be conducted only when approval is denied or provisional. Site visits will be made by a small team of CRD reviewers (2-3) and focus on a very limited task: to verify and clarify program applications. The suggestion to include reviewers from the upcoming cycle of programs to be reviewed is repeated as an effective means to both build capacity for quality review and guide submitters as they prepare their proposals. Programs should have the latitude to select students and select faculty to interview, as long as selected individuals did not assemble or coordinate the proposal. Interviews of 30-40 minutes should be sufficient, and CRD should be able to complete two site visits in one day for metro Denver and possibly front-range programs.

It is also recommended that the time frame for planning site visits be very short to prevent undue efforts to prepare. 7-10 days advanced planning should be more than

sufficient. The process below could occur remotely, and it is recommended that classroom visits be removed from site visit criteria, because the CRD does not supervise instruction or design or determine curriculum. The charge of the Board of Education is to enhance the rigor and research basis for reading instruction through the program approval process only, and Exhibit 5.3 describes one way to accomplish that.

	Student	Faculty	Author of Proposal
Purpose	Determine general level of exposure to Reading content	Verify use of assessments that model best practices in reading	Probe for evidence supporting proposal
Focus of Inquiry	Knowledge of Details of Reading (5 components, assessments, protocols)	Why assessments selected, how they are used, how instruction is adjusted for students	Address elements where proposal provided insufficient evidence
Concerns?	Invite concerns	Invite concerns	Invite concerns
Suggestions to Improve Process?	Secure specific suggestions to close site visit interview	Secure specific suggestions to close site visit interview	Secure specific suggestions to close site visit interview

Exhibit 5.3 Onsite Review Template

This simple process maintains the integrity of the charge given to the Directorate by probing deeply across stakeholders in specific and complimentary areas. If students can identify the five reading components, and describe a coherent process for adhering to instructional protocols and thoughtful selection of standards-based assessments of literacy, a fair inference can be made that content matches instruction. In the same way, a detailed discussion with faculty members who deliver the program but neither administer nor author program proposals will be able to ascertain with a fair degree of certainty whether instructors are fluent with scientific-based research about literacy, and especially Standard 1. The focus areas will reveal a level of understanding and application of the Literacy Rubric course requirements 3-5 in particular by providing instructors an opportunity to cite theory and research, as well as provide evidence of alignment of curriculum, assignments, instructional materials, and delivery to the assessments reviewed. The Onsite review template is intentionally narrowed for focus, but addresses the overall program design (focus of interview with author/coordinator) and examines perspectives of three distinct stakeholders in a defensible qualitative approach. Finally, while the process is limited, it is achievable with limited resources and findings can be quantified for comparison and analysis with other data points accessible to the Directorate.

## 6. Synthesis of Findings and Recommendations

The first year of the Colorado Reading Directorate presented challenges to all participants and stakeholders that were difficult to anticipate and often produced unintended consequences, such as dual submittals of proposals, previously approved proposals being re-submitted and uncertain status of a number of program proposals. The scope of the Directorate's charge was dramatic and extensive. Although advised by a number of models in states such as Maryland and Connecticut, the task of the Colorado Reading Directorate was also untested, and the lessons to be learned many.

The Colorado Reading Directorate (CRD) is an extraordinarily accessible and committed group of professional educators. Stakeholders, including detractors, recognize the Directorate's effort to build capacity and make themselves available to the general public and to program stakeholders, in particular. A number of trainings (forums) have been sponsored by the Directorate and the CRD has welcomed feedback from all quarters. It has also been very intentional to adhere to the CSBOE's charge for increased oversight and rigor in teacher preparation programs as they pertain to literacy.

The CRD has been charged with an enormous task requiring major philosophical and structural changes at Colorado's institutions of higher education that was underestimated in its inception. It involves considerable collaboration and interaction with the Office of Professional Services, the division within the CDE responsible for submitting all approval recommendations to the CSBOE and the Colorado Commission on Higher Education (CCHE). While initial efforts were made by all of these players, the creation of the Directorate warranted extensive rather than the very limited engagement and interaction that occurred. The Colorado Reading Directorate was created with considerable authority and scope to evaluate virtually all aspects of teacher preparation as it pertains to literacy, but the change was initiated without guidelines as to how it would change the similar functions of CCHE or even the Office of Professional Services within the Department. This observation is not ascribing responsibility but only observing one of many complexities that provide context to the CRD's program of work from April, 2006 to June 30, 2007.

A third observation is that the CRD pursued best practices by enlisting a distinguished panel of literacy experts and practitioners to guide the establishment of a program approval rubric and accompanying review checklist for Literacy courses in Colorado. The product is impressive in its breadth and depth, but it was developed prior to a thorough review of current program approval practice or a full realization of the scope of work required for teacher education programs to meet the CSBOE expectations. While reflective of the panel's extensive and deep knowledge of literacy, there are aspects of the program approval rubric that examine programs very generically, while the review checklist is extremely detailed and extensive, something one University Dean referred to as "Standard 1 on steroids." For reviewers, the checklist was instructive at a tactical level (elements within the checklist) and the rubric provided an over-arching view of the process requisites for program approval.

Supporters and detractors agree that the process is very prescriptive, requiring considerable restructuring to adhere to the CSBOE directive. The process was unlike any other review process teacher preparation programs had ever experienced and it

was not always clear the purpose and especially any benefit to the institutions preparing the teachers. The CRD has pointed out that the expectations for teacher preparation programs to demonstrate many of the competencies have been present since 2001, but the difference in 2006 was a level of accountability that neither fit the informal culture of inter-agency relationships in Colorado nor had been evidenced in other program review processes to date. The result was both frustration and strained relationships exacerbated by periodic public pronouncements by CDE officials who did not serve on the Directorate but nonetheless communicated a disdain for the inability of teacher preparation programs to train teachers in scientifically based research literacy models. Calls for revision resulting from such strains on institutional relationships were characterized most eloquently by another Dean of Education: "If institutions would spend as much time revamping their programs as they do trying to apply window dressing to their program proposals, they would all be approved, and their programs would be stronger and more effective." Others viewed the initial process as "Standard 1 on steroids." Both comments reveal the level of intensity associated with the CRD as a change initiative that was injected into the program review cycle without changing existing structures.

The CRD has enjoyed considerable success in transforming teacher preparation programs around the State. Several of the largest programs have made significant, substantive changes to their programs. The CRD's success can be measured in terms of teacher preparation programs that make those significant changes in curriculum, instructional delivery, scholarship, and application within Colorado's public schools.

As an independent reviewer of the process, a number of recommendations are offered to incorporate the strengths of the Directorate framework into the normal operating procedures of the Department, provide stakeholders a reliable and consistent set of protocols to submit quality teacher preparation programs for approval, simplify the submittal and review process, and meet the rigorous program standards set forth in statute and regulation. Some have been developed in concert with CRD officials, but most are the result of recommendations from stakeholders interviewed for this process. Appendix C delineates the questions used to elicit input from these fine professionals across Colorado, and their responses without attribution. Appendix B identifies those professionals who contributed their time and benefit of their expertise through their reflection.

Recommendations address five broad areas for leadership to consider, with eight (8) specific action steps offered as critical tasks that will need to be accomplished in 2007 to address many of the concerns raised by both CRD staff and professionals in the field. Suggested timelines are included to prioritize these action steps to achieve the greatest benefit.

## **Recommendations**

**Reliability.** A number of recommendations are offered, including development of a site visit protocol that augments that conducted by CCE and the Office of Professional Services, a training seminar to establish for each review cycle high levels of inter-rater reliability, a conceptual process for reviewers that juxtaposes the overarching framework of the Literacy Rubric with the explicit detail of the literacy checklist, and an

internal scoring process that lends itself to periodic revision and rewording of the course review checklist.

Critical to reliability:

Completion Date:

Create a Reviewer's Handbook with Scoring Templates

July 31, 2007

Create a training seminar to establish reliability among program reviewers

August 15, 2007

Clarity. All parties, including the CRD, agree that the process needs to be simplified. It needs to be simplified to provide the Office of Professional Services effective protocols for sustained quality program review within existing resources. Reviewers need a defined review process that meets high standards of inter-rater reliability in a reasonable time frame. The CRD needs a uniform and consistent template for submitting teacher education programs to utilize. Review of program proposals formatted in distinct ways makes it extremely difficult to apply any scoring criteria, and ensures a high level of frustration for reviewers and those submitting proposals. To address the notion of clarity, uniform templates for training, site visits, program reviews, and proposals are recommended within a framework of transparency and ongoing communication.

Critical to clarity:

Completion Date:

Develop template for program submission for all 2007-08 reviews

September 1, 2007

Governance. A process to incorporate the work of the CRD into the Office of Professional Services is recommended, and agreement on how the in-depth emphasis on literacy can be extended to other programs under review needs to be achieved. Closer collaboration with the Colorado Commission on Higher Education to establish a consistent program review process that is transparent to institutions of higher education and the general public is also warranted.

Critical to governance:

Completion Date:

Joint-Development of CDE Program Review Template that Addresses Best Practices for all Content Areas

September 2007

Communication. The CRD should expand its forums to invite participation and feedback by K-12 officials. Institutions of higher education are eager to advance the dialogue and research about the effectiveness of teacher preparation programs and it is recommended that the CDE invite requests for proposals to research emerging best practices in the field related to literacy, and to evaluate successful teacher preparation on the basis of outcomes rather than the current emphasis on inputs. In this era of standards and accountability, the process of program review requires both dimensions. Some discussion has transpired regarding ascertaining correlations with first time pass

rates on the PRAXIS exam, but many higher education officials are calling for a more sophisticated research model that correlates program completion and length of service with improved achievement by classroom or school. Engaging the universities in their area of expertise (applied research) will go a long way to mending fences with these key consumers of Directorate services.

Critical to Communication:

Completion Date:

Establish a Forum to Explore Outcome Measures of Teacher Preparation Program Effectiveness

Fall 2007

Create a Reviewer's Handbook with Scoring Guides and exemplars from approved programs

December 2007

Develop an RFP process that invites applied research proposals to develop outcome measures for Teacher Preparation Program Effectiveness

May 2008

Collaboration. The Directorate was formed within a context that relies on high levels of collaboration, but the Directorate operated largely independently in year one, with little evidence of joint-planning or dedicated time to align efforts and develop new systems that embraced the CRD mission. While this may be attributed more to turnover and changes in leadership than a deliberate effort not to collaborate, it is strongly recommended that the Directorate with assistance from the new Commissioner make collaboration a priority to ensure responsive service to the public with a common voice and message. The mere creation of the Directorate communicated to many that something was not working, and interjected a new structure without modifying or abandoning any previous procedures. Such a start taxes CRD's ability to network to improve programs across the State. 2007-08 offers a critical window of opportunity because many program officials, despite protestations, found the counsel and rigor provided by CRD to help their faculty completely revise and revamp their curriculum to promote literacy in ways schools of education were unable to accomplish previously. The Directorate needs to continue to engage these stakeholders and create a critical mass of support across the state of Colorado, a daunting task even when high levels of collaboration are operating.

Critical to Collaboration:

Completion Date:

Create a Site Visit Review Process for Teacher Preparation Programs in Collaboration with CCHE and OPS, with input from teacher preparation officials

November 2007

The Commissioner's role in facilitating and institutionalizing effective collaboration among the Directorate, CCHE, other departments within CDE, and higher education is critical if a seamless relationship is to be developed to advance literacy education. The Directorate's experience with best practices can inform teacher

preparation across disciplines, and the historical partnerships developed by CCHE and OPS can help CRD be more efficient and more successful in Colorado classrooms.

The recommendations represent an ambitious agenda that reflects recommendations from CRD staff and stakeholders in the current review process. Much of the work has begun as the CRD responds to feedback from the field and lessons learned from year one.

The Directorate has provided the most thorough program review for teacher preparation programs in Colorado and one of the most comprehensive in the Nation. Its work is in response to a reality that is inescapable; far too many children can not read at proficiency at grade three and they are much more apt to drop out, commit crimes, and generally fall short of their potential to achieve and receive all that life offers them. The stakes are high, and as two Deans emphasized, "This is exactly the pill we needed at the right time. While re-designing our system has required time, resources, and sweat-equity, it has been well worth it." To the Directorate's credit, numerous accolades for accessibility, responsiveness, and support were mentioned to describe the level of professionalism within the CRD staff. To succeed, however, the issues described in this report need to be addressed swiftly, thoroughly, and in collaboration with recipients of the CRD's services.



## 7. Appendices

Appendix A  
Documents Reviewed & References Cited

1. Colorado Commission on Higher Education (2005). Performance Contract Reporting Guidelines.
2. Colorado Council of the International Reading Association (2006). Resolutions 1-4 regarding the Colorado Reading Directorate. Adopted at CCIRA Annual Conference.
3. Colorado Reading Directorate (2006). Written Proposal Checklist. Office of Grants & Federal Programs, Colorado Department of Education.
4. Colorado Department of Education (2006). Colorado Teacher Preparation Program Approval Rubric and Review Checklist for Literacy Courses. Colorado Reading Directorate, July.
5. Literacy Rubric and Review Checklist. Office of Grants & Federal Programs, Colorado Department of Education.
6. COLORADO BASIC LITERACY ACT (1997) & AMENDMENTS.
7. Correspondence to Commissioner or CRD regarding the Colorado Reading Directorate, March 30, April 11, April 12, 2006.
8. Echevarria, J., Short, D., & Powers, K. (2006). School reform and standards-based education: An instructional model for English language learners. *Journal of Educational Research*, 99 (4), 195-210.
9. Educator Preparation Program Authorization Schedule, Colorado Reading Directorate, Colorado Department of Education.
10. The Higher Education Quality Assurance Act of 1996 with amendments).
11. Ohanian, Susan (2006). "Colorado Reading Directorate," retrieved from <http://www.susanohanian.org/outrage>.
12. Colorado State Board of Education (1995). Policy & General Procedures for Review of Academic Programs.
13. Proposal for State Board Approval to Offer Alternative Teacher Program and become a Designated Agency.
14. PUBLIC LAW 107-110 (2002). No Child Left Behind Act of 2001. United States Congress.
15. Revised Educational Statutes, Chapter 292: An Act Concerning PERFORMANCE-BASED TEACHER EDUCATION PROGRAMS
16. Revised Educational Statutes, 22-2-109 State Board of Education, Additional Duties.
17. Revised Educational Statutes, 23-1-121 Higher Education & Vocational Training, Commission Directive-Approval of Teacher Preparation Programs.

- 18.** Rules for the Administration of the Colorado Basic Literacy Act of 1997, with Amendments.
- 19.** Rules for the Administration of the Educator Licensing Act of 1991, with Amendments.
- 20.** Salazar-Jeres, Maria, & Moloney, Virginia (2006). "Response to Colorado Reading Directorate: Proposal for State-Approved Linguistically Diverse Education Specialist (LDES) Endorsement Program. University of Denver.
- 21.** Scheffel, Debora L., & Cornier, Jeanette P. (2006). "Colorado Reading Directorate," presented to the Colorado Association of Teacher Educators, October.
- 22.** Smartt, Susan M., & Reschley, Daniel J. (2007). "Barriers to the Preparation of Highly Qualified Teachers." In *TQ Research & Policy Brief*. Washington, DC: National Center for Teacher Quality.
- 23.** Teacher Endorsement Preparation Program(s) Template, Office of Professional Services. Date uncertain.

Appendix B  
Officials Interviewed by Institution

<p>ANDERSON, NELLA BEA Director, Teacher Education Western State College 103 Crawford Hall Gunnison, CO 81231</p> <p>DALLMAN, SARA Dean, School of Education Colorado Christian University 8787 W. Alameda Avenue Lakewood, CO 80226</p> <p>CARNAHAN, JULIE Chief Academic Officer Colorado Commission on Higher Education Denver, CO</p> <p>CORNIER, JEANETTE Colorado Reading Directorate Colorado Department of Education Denver, CO</p> <p>GOTLIEB, DOROTHY Director of the Office of Professional Services Colorado Department of Education Denver, CO</p> <p>HAYNES, SANDRA Dean, School of Professional Studies The Metropolitan State College Denver, CO</p>	<p>NUTTING, KATHY Chair, Education Regis College Denver, CO</p> <p>SALAZAR-JERES, MARIA Boettcher Teacher Program University of Denver Denver, CO</p> <p>SHEEHAN, EUGENE P. Dean, College of Education University of Northern Colorado Greeley, CO</p> <p>SCHEFFEL, DEBORA Colorado Reading Directorate Colorado Department of Education Denver, CO</p> <p>SPENCER, MARY Colorado Reading Directorate Colorado Department of Education Denver, CO</p> <p>VALERIO, MARY Adams State College Department of Education Alamosa, CO</p> <p>WEEKS, BILL Campus College Chair – Education University of Phoenix Colorado Springs, CO</p>
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\*\*\*Three school officials contacted did not elect to participate, and a number of others were unable to participate prior to completion of the current report.

A standing systematic process to seek input and perceptions about the Directorate at key junctures each year is recommended (e.g., 30 days following receipt of written feedback on proposals; disaggregate by new programs, fully approved programs and provisional approved programs)

## Appendix C Structured Agency Interview

1. Please offer your general observations about the Colorado Reading Directorate and the current Teacher Education Program Review Process.
  - *The process has been exhaustive and thorough, but problematic particularly when multiple programs must be developed independently for special ed licensure. We have always been very deliberate and intentional to collaborate with the State about licensure, but this cycle through us off by instituting the CRD process while program approval applications had been waiting for over a year.*
  - *Directorate was created at the point in time when we were well into the approval process and at the end of the review cycle. The CRD requirements came after a verbal affirmation of our program's accreditation, and at a juncture when our faculty were prepared to re-vamp our curriculum. Because we believed we were finished, it created additional pressure. Nonetheless, because we were committed to the requirements, we focused on improvement rather than challenge the approval process. Because our program was strong, particularly in Standard #1, in nine courses, our faculty were willing to embrace the new direction.*
  - *The CRD was an ill-conceived idea generated without Higher Ed or K-12 input. Compliance was expected immediately without prior input or directions as to what was required. We received our 1 year provisional prior to creation of the Rubric for Literacy Courses or Checklist. The process was heavy-handed, poorly implemented, and I question whether the CSBOE fully authorized the current approach or fully understood what they authorized.*
  - *The process started out badly, driven by the Commissioner with a mandated approach. Underlying intent is good, we agree wholeheartedly. We have made the changes and we are very excited about the changes. What it will do for the State is very positive. Our program is better, and we are going to prepare better teachers. We are excited and are 100% improved. We were given only four days to meet CRD requirements.*
  - *Necessary, but rushed, excessive time requirements. Lack of clarity in communication as to what was expected, so both the Directorate and submitters erred in providing excessive detail. Result is a very comprehensive review of curriculum and instruction rather than program design and capacity. CRD is effectively examining the quality of curriculum and instruction delivered by higher education faculty, something quite different than that applied to any other discipline or any other University program. More discussion about effective reading approaches is warranted if the CRD really wants a thorough dialogue about literacy approaches to be provided in higher education courses (Course requirement 3 in the Literacy Rubric).*
  - *There was a 'my way or the highway' tone right off the bat which was particularly troubling to programs like ours that had proposals on the shelf for months prior to the creation of the CRD. Everything had to be re-submitted.*
  - *The process has been reviewer-dependent with very little evidence of inter-rater reliability. It has been almost devoid of credibility because some Colorado literacy experts (e.g. linguistically diverse learners) who have volunteered to become part of the advisory panel or serve as program reviewers have been unable to, while others have been selected with less in credentials and professional acumen.*

- *Creation of the Directorate was completely political, designed to divert attention away from the Commissioner during changes on the Colorado State Board of Education (CSBOE). Selected members of the Directorate have limited literacy background and the most expert among them bring a single viewpoint about the universe of literacy based on middle-class English speaking learners (scientific-based reading research).*
- *The Directorate stepped outside of accepted practice to measure quality of instruction and curriculum rather than determine merely what will be taught and how it will be measured. In so doing, the Directorate assumed responsibility far beyond its scope and even the scope of the Department of Education.*
- *The previous system clearly delineated the role of CCHE to examine the structure of teacher preparation programs (admissions criteria, ncate accreditation, resource capacity) while the Office of Professional Services would look at content.*
- *Many of the programs reviewed by the CRD have almost no content in literacy and are designed for students who already have one endorsement.*
- *The process was so rushed there were serious and heavy-handed issues that arose in implementation, including loss of some applications (Regis), numerous programs in the pipeline for as long as 17 months which were denied approval and instructed to start over.*
- *Protocol as to who to contact when or where completely broke down, and some programs submitted directly to CRD as a result were already approved (e.g., Early Childhood Education at UNC)*
- *I concur with the attempt to strengthen literacy and applaud that. I have been more pleased with services from CRD than other divisions within CDE. Loss of applications, etc. characterized the services received prior to creation of the CRD, although some blamed the CRD for the delay and lack of attention to individual programs. Since CRD, a very sensible process has transpired, including specific feedback.*
- *By expecting these programs (e.g., Linguistically Diverse Education) to address all 78 elements of its checklist, CRD requires students to receive the same content twice at their expense.*
- *The foundation for the CRD work is flawed in that research for the framework is based almost primarily on middle class native English speakers. While I wouldn't argue with the elements, the process fails to recognize the foundational role of culture. The CRD was characterized by surprises and a top-down process. It was very time-consuming and paperwork was cumbersome, with 100s of hours devoted to re-writing syllabi by hiring consultants and engaging all faculties.*

2. Characterize the effectiveness of the current review process in terms of its value to your institution and to the State of Colorado.

- *Process has multiple layers of detail but seems to have lacked a coherent process to establish reliability; I have also communicated concerns about how the system should focus as much on outcomes as on inputs by following beginning teachers.*
- *Requirements aligned well with our experience in school districts and our faculty preparation in Reading 1<sup>st</sup> and scientific-based reading research, the process was of great value to our program and to our university.*
- *There seems to be an over-emphasis on standard 1, what I refer to as "Standard 1 on Steroids" as opposed to a more thorough program review of all six literacy standards. The backlog has been most troubling for us as has been the required*

*detailed scripts for individual courses. Many of us have a substantial reliance on adjunct instructors which makes it all the more difficult to ensure quality of implementation.*

- *It is entirely possible that we develop beautifully scripted course descriptions that are highly touted by CRD but still fall short in terms of implementation. The process has been useful in terms of a greater focus and clarity about the teaching of reading, but many systems issues need to be resolved.*
- *I estimate conservatively that each of my eight faculty have spent 50-100 hours on the application process alone.*
- *When program was not approved, we had to completely throw out all courses and start from the scratch. Some think we were forced to change to conform to Dr. Moats by the State, but that is not true. We independently selected LETRS.*
- *We spent 6 months non-stop to meet the requirements of the CRD (6 faculty members). I believe efforts to comply rather than transform take more time and still fail to meet requirements. It worked much better by recognizing the benefit to our teacher candidates and to students. Because we are smaller, we can operate outside of the highly-charged political environment of larger institutions because people are arguing with the requirements.*
- *The process lacks clarity and confuses those submitting proposals. While none of the 15 programs currently are where they should be in terms of strong literacy preparation, the CRD process confuses those in the field. Some submit to CRD, others to OPS, and some programs have been reviewed and denied, even though they were previously approved (Early Childhood Education at UNC).*
- *Even though CRD has been very responsive, the CSBOE cancelled their July, 2007 meeting. It is not at all clear as to who is in charge within the CDE and it should not be laid at the feet of the CRD. It is a CDE systems issue, particularly in terms of coordination between CCHE, OPS, and CRD. The review process, however, was confusing because requirements of the rubric do not always conform directly to the checklist (e.g., course assignments and distinction between scientific and non-scientific claims). Which element?*
- *CRD has been very accessible and responsive, but it is not clear how the OPS and CRD coordinate efforts. New endorsement in reading teacher application in 2005 was never looked at by OPS.*
- *The process is ridiculously prescriptive. Why is it necessary to track minutes spent on topics for each course, when such a process does not exist in any other program approval process for any content?.*
- *ELL was not represented initially and an expert in the State volunteered and was not selected. Why?*
- *Those charged with implementing this initiative (CRD staff and program reviewers) are given a charge that is well beyond their expertise. Is it a program that is being reviewed or classroom instruction? The latter is the responsibility of each university.*
- *The time demands are excessive, as our key instructor spent three weeks solid preparing a 100-200 page document. Because expectations were not completely clear, we erred on providing detail. Many of the issues may be growing pains with a new framework, and we were always treated respectfully by the CRD, and individuals were available to help us through the process.*
- *The impact was devastating, particularly to proprietary programs like ours where program approval is so critical to recruitment. Revenue losses could be as high as \$1 million as students in the pipeline or intending to enroll pulled back. The cost in time*

*and effort was equally exorbitant, requiring 100s of hours for at least three individuals, perhaps a fourth.*

- *The process required us to spend more time with the paperwork and details of the application than any time given to analyze or reflect on our curriculum. The CRD has been more accessible this Spring, but the framework continues to be problematic because of its detailed intrusion into curriculum and actual delivery of instruction.*

3. Participation. The Colorado Reading Directorate was formed to provide a high level of expertise in reading and literacy research to support the Board of Education's focused priority on improving reading and writing results. It's five standing members are supported by fifteen (15) nationally recognized developers, seven of which are Colorado residents representing five institutions of higher education. Reviewers are drawn from this group as well as professional development providers, and university faculty from across the State. Do you have any ideas to enhance the range and expertise of the Colorado Reading Directorate in fulfilling its charge to review and evaluate applications for teacher preparation programs in all areas touching literacy?

- *There needs to be a process to serve and advise the Directorate with participation by Elementary, Secondary, ELL, Special Ed. There needs to be a clear and concise process outlining roles and terms. The current system has been vulnerable to lots of criticism about under-representation at secondary, and over-representation of special education personnel.*
- *Why are people complaining about the panel of experts supporting the CRD? The purpose is that reading is the foundation for learning, not whether we should care at the secondary level. The point isn't that all campuses are represented, but that we have expertise on the support panel. It appears that many other institutions are waiting for this to blow over, rather than engage to improve courses. Process, once we honestly looked at it, didn't take too much time. We were under pressure. Now that we are approved, we are moving on to the process of teaching.*
- *Some experts have been left out, and refused the opportunity to serve as reviewers (e.g., Barbara Medina).*
- *I expect reviewers to have literacy background and also program expertise for each program reviewed.*
- *Some volunteers were denied the opportunity to serve as reviewers, presumably because of their differences with the Louisa Moats approach to reading. That remains a point of contention for many in the field across the State.*
- *Just a general concern about the scope of expertise in reading. Are experts in reading only those that adhere to a certain philosophy? Is research based on middle-class English-speaking children really the basis we should be relying on in today's learning environments? Why isn't K-12 included?*
- *There is a glaring need for ELL representation.*
- *There needs to be participation by those engaged in research with students most at risk, especially ELL students, students of color, and IEP.*

4. Concerns & Context. Please describe the impact of the current review process on your institution and contribute your perspective as the recipient of the Directorate's services and requirements.



- *As noted earlier, I am very concerned about the length of the approval process and the lack of clarity regarding what is expected. We worry about reliability, especially consistency across reviewers, and the detail required is excessive.*
- *The level of review was 'extraordinary' in its depth, but our concern is that it becomes exclusive to the CRD content. We appreciate all the licensure standards, but want to express that the CRD represents what is necessary but leaves open other materials as optional.*
- *Faculty rightly feel put upon regarding academic freedom, as our process has always been to hire well and encourage instructors to apply their expertise and professional acumen to their courses. The current process fixates on Standard 1 as noted earlier, and the time and effort we spend to comply is doing very little to actually improve instruction.*
- *We never know what is expected or required; We need a template to guide development of proposals beyond the narrative parameters and the 78-point rubric. Are programs approved that have 'dressed-up proposals? Are programs with simple but exceptional alignment approved as frequently? We just don't know.*
- *Dilemma will continue to be to take away all the objections about one approach (Moats, etc.) and the desire to do things instantly. We need a reading competency exam (accountability test) based on Standard 1 that is transparent and published broadly.*
- *Problems will continue because of numerous inflammatory comments by the previous Commissioner and Assistant Commissioner at various public meetings.*
- *Even K-12 people reacted to many statements. The new Commissioner is going to need to bring this back to the benefit to students. Too many are taking hundreds of hours complaining and objecting. Once the decision is made, time demands are not onerous. The change needs to occur.*
- *Very responsive in terms of follow-up, phone calls, clarification. If CRD had operated like other components of the system, we would have been much more vocal and probably, adversarial. CRD is operating like they should be, very different from virtually all prior contact with the CDE.*
- *One-year approval is very problematic to institutions.*
- *We are also concerned about the need to have secondary teachers become experts in five components of reading. I am also concerned that literature is not being addressed.*
- *Requirements for 2<sup>nd</sup> endorsement are minimal, but programmatically, we have to fully meet all CRD requirements, sometimes for the second time. There seems to be two different operating systems in play.*
- *The CRD has been particularly helpful in walking us through the process, but the framework is excessively detailed for a program review. The CRD staff is fabulous: patient, responsive to complaints, courageous in taking the 'heat' even when it was directed at the Commissioner or CSBOE. I have a lot of respect for the CRD staff as professionals.*
- *Where is the site visit that was supposed to be part of the process and why hasn't one been scheduled?*
- *I understand that two institutions submitted identical proposals and one was approved and one was not. This creates major concerns about reliability. It feels like this is payback to CCHE when there were changes in admissions requirements.*
- *The framework has yet to be reconciled with existing structures such as OPS or CCHE. Why are second endorsement programs required to fulfill what the initial endorsement programs provide? Isn't that redundant and expensive to students and*

*institutions alike? Shouldn't the initial program demonstration of proficiency be sufficient?*

- *Directorate staff, particularly Debora Scheffel, have been very gracious and accommodating to those of us in higher education.*

5. Benefits. Please reflect on how the Colorado Reading Directorate has benefited the program review process since the Board of Education charged it to ensure its focused priority on improving reading and writing results.

- *The process has increased the focus and attention to the process of teaching reading. It has resulted in powerful conversations about what we need to do to prepare our students. It has also been exhaustive.*
- *It is what students need to be able to do and we are responsible for teaching kids to read. It begins with us and we must step in and admit we have not done what needs to be done now. We need to move on and embrace the research about the foundation for reading. I really think the CRD has gone out of their way to share successes and accommodate concerns, etc. to make the charge from the BOE work. Their review was comprehensive and support has been extensive and creative.*
- *None of the 19 teacher preparation programs are where they should be, and the CRD has raised the ante regarding literacy. Unfortunately, the entire approach is out of sync with existing program review parameters, including the fundamental policy question of why programs are reviewed. All other processes address three concerns: What knowledge do teacher candidates receive, are they prepared to impart that knowledge through effective instruction, and can they deliver that instruction effectively to today's students?*
- *Our students find this emphasis very consistent with the CRD focus; They have also seen the impact of scientifically-based reading instruction on student achievement. We have integrated this approach to all our course offerings and helped us go much deeper in the discipline of reading; The in-depth approach has been instructive to our students in understanding the scientific method and applying it to their teaching; For faculty, we are much better equipped to address reading K-12.*
- *The CRD is very responsive to our concerns. CRD forced us to re-examine our curriculum, and feedback from the field aligns nicely with the CRD initiative and requirements.*
- *CRD framework caused us to take stock of where we are and, on balance, has had a positive impact on the quality of our courses and instruction. Again, the process was rushed and clearly has a number of growing pains, but the impact has been positive for the teachers we will be preparing.*
- *It has forced us to re-examine and improve our program, even though it has been costly.*
- *The process validated the quality of our program internally, but at great angst for faculty.*

6. Recommendations. Given your experience in teacher preparation and your collaborative work with alternative licensure efforts in school districts, what recommendations can you offer to help the Directorate fulfill its obligation more effectively.

1. *We need greater clarity and feedback than initially provided. Workshops are very valuable and should be continued. The more communication about expectations, the better.*

2. *The CRD should focus on outcomes as well as inputs and track new teachers during the initial years of their careers.*
3. *The approval process is far too long and the process to review proposals appears to be far too tedious to review all programs in a timely fashion.*
4. *Consider limiting the review to five (5) major priorities and indicators. The rubric is so tactical that it is almost impossible to be strategic.*
5. *Make sure Elementary, Secondary, ELL, and IEP advocates are represented with clear roles and responsibilities and membership terms.*
6. *Do what we instruct teachers to do and what teachers instruct students to do: Narrow the focus and deepen understanding. The current process does the opposite.*
7. *Please communicate that this is a basis, and broaden the communication about other approaches and research about reading.*
8. *There is a need to simplify the process and establish a proposal format that is simpler. We are happy to document what we are doing, and equally willing to provide clarity about assessments and course assignments.*
9. *Universities should monitor their own curriculum and instructional delivery; I don't think the CRD can actually monitor implementation in these areas.*
10. *There needs to be a good faith expectation that institutions will self-monitor their own curriculum and instruction*
11. *Continue the timeliness on submittals and feedback.*
12. *Standards and expectations need to be disseminated at least 12-18 months in advance, without any midstream changes after that time juncture.*
13. *If 65% of teacher candidates are not from Colorado institutions, what is accomplished with such a detailed, cumbersome program review process? Perhaps it should be discontinued?*
14. *We need some clarity because it seems the rules change and it is hard to hit the target*
15. *Back away from reliance on one approach (Louisa Moats LETRS); it kills your credibility The underlying message is hire Louisa Moats..*
16. *Simplify the process*
17. *Limit review to pre-service programs*
18. *Limit review to program content and process*
19. *Routinely include representatives of the 'next school' to be reviewed as reviewers. In this way, expand the participation and ownership in the review process.*
20. *Eliminate the Directorate, clarify protocols, program review, site visits, and interface with CCHE*
21. *Grandfather programs in the pipeline*
22. *Define relationship with Office of Professional Services and reduce to writing*
23. *Incorporate CRD into Office of Professional Services*
24. *Have CRD support program endorsement review process with literacy questions (5 or less), rather than subject all literacy programs to CRD review (process requires faculty and students to be redundant across courses)*
25. *Review course content and scope, not instructional minutes*
26. *Expand the diversity of expertise in reading/literacy on the advisory panel as well as range of literacy approaches to reviewers.*
27. *Use existing work as examples for what is expected and what falls short in the submittal process*
28. *Use non-identifiable applications as templates for reviewers*
29. *Train reviewers to establish inter-rater reliability*

- 30.** *Train submitters with orientation and handbook.*
- 31.** *We need an Accountability Exam that is transparent*
- 32.** *New Commissioner to change the tone and promote the need*
- 33.** *Need to take away the objections about reliability and a single approach (e.g., Dr. Louisa Moats)*
- 34.** *Eliminate the Directorate and replace with a literacy consultant assigned within each program rather than the CRD as a literacy umbrella. Embed literacy rather than superimpose.*
- 35.** *Address the needs of students most at risk: ELL/Minority/FRL/IEP students by including research about language acquisition and literacy for these populations.*
- 36.** *Simplify the process. It is far too granular and inappropriate for program review.*
- 37.** *Recognize the need to address culture as a key factor in literacy today (expand emphasis beyond 3/78 of the Literacy Checklist elements (5.01.e, 5.01.1.j,5.01.4.d).*
- 38.** *Why not examine PRAXIS scores by institution as a much cheaper and more reliable measure of teacher preparation?*
- 39.** *Consult recent Colorado studies that demonstrate how newly prepared teachers outperform veteran teachers (CCHE study commissioned by Rick O'Donnell, 2005 & Dorothy Gotlieb study in Spring, 2007).*
- 40.** *Mechanism is already in place through Office of Professional Services and greater coordination is needed.*
- 41.** *We need clarity about whether and when site visits occur; We suggest that any site visit be coordinated with CCHE and OPS.*
- 42.** *We are OK with the review focusing on building capacity rather than the difficult process of evaluating performance outcomes in the field.*

Appendix D  
Program Proposal Review Cycle

Review Cycle	Proposal Type	IHE / DA	Recommendation by CRD	CSBOE Decision
April, 2006- 1 <sup>st</sup> Review	New TIR: LDE endorsement - ND*	Pueblo 60 & 70	2 years Provisional approval	May 11, 2006 2 years Provisional
	Ed Prep Program Re-authorization (7 endorsements)	Adams State	1 Year Provisional approval	May 11, 2006 Provisional Approval
	New SPED: GEN endorsement - M.A.	Adams State	1 Year Provisional approval	May 11, 2006 Provisional Approval
	New SPED: GEN endorsement - M.A.	UNC	1 Year Provisional approval	May 11, 2006 Provisional Approval
	New LDE endorsement - ND*	CSU-Pueblo	1 Year Provisional approval	May 11, 2006 1 year Provisional
	New Elementary Education endorsement - B.S.	Univ of Phoenix	No recommendation for Approval	n/a
	New LDE & LDE Specialist: Bilingual endorsements - M.A.'s	Regis College	1 Year Provisional approval	May 11, 2006 1 year Provisional
June 23, 2006- 2 <sup>nd</sup> Review	New Alt Program - ND*	NE BOCES	1 Year Provisional approval	August 10, 2006 1 year Provisional
	New TIR SPED: GEN endorsement - ND*	PP BOCES	2 year Provisional approval	July 13, 2006 2 years Provisional
September 22, 2006 (& Sept 8)- 3 <sup>rd</sup> Review	New LDE Specialist: Bilingual endorsement -ND*	MSCD	No recommendation for Approval	n/a
	Ed Prep Program Re-Authorization (3 endorsements)	CCU	1 Year Provisional approval	October 5, 2006 1 Year Provisional
	Alternative Program Re - Authorization	Western State	No recommendation for Approval	n/a
	Ed prep Program Re-Authorization (4 endorsements)	Western State	No recommendation for Approval	n/a
October 26, 2006- 4 <sup>th</sup> Review "October Review Cycle" **	New Elementary Ed endorsement - B.S.	University of Phoenix	No recommendation for Approval	n/a
	New LDE Specialist: Bilingual endorsement-M.A.	University of Denver	No recommendation for Approval	n/a
	New SPED: Generalist endorsement - M.A.	UNC	No recommendation for Approval	n/a
December 18, 2006-5 <sup>th</sup> Review "December Review Cycle"	TIR Program Re-Authorization	PP BOCES	No recommendation for Approval	n/a
	Alternative Program Re-Authorization	Western State	2 Year Approval	March 8, 2007 2 Year Full Approval
	Ed Prep Program Re-Authorization (4 endorsements)	Western State	2 Year Approval	March 8, 2007 2 Year Full Approval

Review Cycle	Proposal Type	IHE / DA	Recommendation by CRD	CSBOE Decision
February 23, 2007-6 <sup>th</sup> Review  "February Review Cycle"	New ECE: SPED - endorsement - M.A.	UNC	No recommendation for Approval	n/a
	New LDE - M.A. & LDE Specialist: Bilingual - endorsements - M.A.	Regis College	No recommendation for Approval	n/a
	New LDE endorsement - M.Ed.	Regis - SPS	Full Approval	April 12, 2007 Full Approval
	New SPED: Generalist endorsement -M.Ed.	Regis - SPS	No recommendation for Approval	n/a
	New SPED: Generalist endorsement - B.A.	Regis - SPS	No recommendation for Approval	n/a
April 5, 2007 – 7 <sup>th</sup> Review  "April Review Cycle"	New SPED: Generalist endorsement - M.A.	UNC	Full Approval	May 10, 2007 Full Approval
	New SPED: Generalist endorsement - M.A.	Adams State	Full Approval	May 10, 2007 Full Approval
	New LDE Specialist: Bilingual endorsement -ND*	MSCD	Full Approval	May 10, 2007 Full Approval
	Teacher in Residence Re-authorization - ND*	MSCD	Full Approval	May 10, 2007 Full Approval
	New Elementary Ed endorsement - B.S.	Univ of Phoenix	No recommendation for Approval	n/a
June 28, 2007- 8 <sup>th</sup> Review  "June Review Cycle"	New Elementary Ed endorsement - B.S.	Univ of Phoenix	Full Approval	August 9, 2007 pending SBOE Mtg decision
	New SPED: Generalist endorsement -M.Ed.	Regis - SPS	Full Approval	August 9, 2007 pending SBOE Mtg decision
	New SPED: Generalist endorsement - B.A.	Regis - SPS	Full Approval	August 9, 2007 pending SBOE Mtg decision
	New Alt Program - ND*	NE BOCES	No recommendation for Approval	n/a

#### **NOTES**

1. \*ND = "no degree" awarded = licensure program only
2. Review Cycles were not outlined prior to October 2006
3. 35 proposals reviewed as of July 13, 2007.
  - 4 Educator preparation program re-authorizations from IHE's
  - 4 Alternative Educator preparation program re-authorizations
  - 2 new alternative teacher preparation program
  - 25 proposals for new endorsements offered by IHE's or designated agencies
4. Endorsements are highlighted in grayscale.

Appendix E  
Recommended Template for 2007 Review

**Course Title**

**Institution:**

**Course Description: (Content, Focus, Key Standards)**

**Course Objectives:**

**Required Readings:**

**Supplemental Readings:**

**Use following template for each course**

Session	Topic(s)	Required Readings	Assignments & Activities	Examples from Assessments that Verify Knowledge, Skills, and Application	CRD Standards
1				•	
2				•	
3				•	
4				•	

**Recommended Template for all Literacy Teacher Preparation Program Proposals**