

**Standards and Assessments:**

**State Assessment Request Summary**  
**August 2011**

**Colorado Department of Education  
Joint Education Committee Hearing  
New State Assessment**

**Summary:**

The Department is requesting an increase of \$25,900,507 for the Colorado Student Assessment Program (CSAP). This increase is necessary for the Department to meet the requirements of the legislative changes enacted over the last three years in SB08-212, HB08-1168, SB09-163, and SB10-191. This request includes amounts for the development of a new assessment, and for the additional costs associated with the transition from CSAP to the new assessment.

This request is to address the additional costs associated with a new assessment program for Colorado. There are two major categories which must be addressed to put a new state assessment program in place.

- The first includes activities required to meet federal and/or state legal requirements, such as SB08-212. SB08-212 requires the “adoption and implementation of...aligned assessments for preschool through elementary and secondary education” because they “...are critical elements of accountable education reform and accountable programs to meet state academic standards.”
- The second includes activities which are required to meet the recommendations set out by the Colorado State Board of Education (SBE) and the Colorado Commission on Higher Education (CCHE) in the assessment system attributes they adopted in December 2010. The system was based on a public one- year analysis and dialogue with business, citizen and educator leaders. More than 2,000 Coloradans were involved in the development of the assessment attributes.

Colorado has relied on CSAP for fourteen years as its gauge for how schools and districts were doing in teaching the state standards. As required by SB08-212, in December 2009, Colorado’s State Board of Education adopted new standards which reflect current national common core standards, creating a misalignment between what schools were expected to teach and what was being assessed. The new standards demand a new assessment of not just new content, but also 21<sup>st</sup> century, higher-order thinking skills.

On Nov. 29, 2010, the Colorado State Board of Education and Colorado Commission on Higher Education jointly adopted the assessment design attributes to define the characteristics needed in the state’s new assessment system as required by SB 08-212. On Dec. 6, 2010, the state board voted to unanimously approve the assessment framework that included more specific attributes, concluding the process to design the new system. The new assessment system was built in three steps:

- The Assessment Stakeholders Committee which compiled, reviewed, and condensed all research and other relevant information to develop recommendations for the new assessment system. The recommendations of the Committee were presented to the Commissioner of Education who then put forth the final recommendations to the Colorado State Board of Education and the Colorado Commission on Higher Education.
- The Assessment Subcommittees: the Assessment Stakeholder Committee through an objective process selected members of five subcommittees focused on the five areas of the new assessment system. The subcommittees developed design specifications for the new, unified assessment system.

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- SB 08-212 Regional Town Hall Assessment Tour – CDE and DHE hosted three state-wide public feedback tours. The purpose was to gather more public input about the next generation assessment system. These state-wide tours were very useful in soliciting feedback from Coloradans on what they would like from a new assessment system and gathering reactions about the proposed design. The combined 23 regional meetings garnered feedback from more than 800 participants (600 in attendance and 220 online ) from early childhood educators, K-12 teachers and administrators, college and career counselors, personnel from postsecondary institutions (deans of colleges of education, admissions officers, professors, and academic affairs representatives), business owners, military personnel, students and parents.

The result of this three step process was standards for assessment, specifications and standards for the content and design of the new assessment system.

As required by law, the new assessment system must include readiness assessments for grades P-2 (new); summative assessments in reading, writing, and math in grades 3-11, summative assessments in social studies (new) and science measured at least once in elementary, middle, and high school; and alternate assessments for students with significant cognitive disabilities. The assessments must be aligned with the new standards which are substantially different from the old standards in terms of the level of rigor and depth of knowledge required of students. To assess mastery of these standards requires a range of assessment items, including multiple choice, constructed response, technology-enhanced, and performance tasks. This is a far more robust assessment than the state's current CSAP/TCAP.

In addition, stakeholders, the SBE and CCHE established a clear need for the new assessment system to provide feedback along the way (interim assessments aligned to the final summative assessment) and more timely feedback.

The Department has been involved with two multi-state assessment consortia, which are working to develop assessments in reading, writing, and math aligned to the Common Core. The hope was to leverage the design costs of these efforts. After extensive examination of the work in these consortia, however, it has been determined that they do not meet all of the expectations as outlined in Colorado law, including SB08 212, or the assessment attributes jointly adopted by the Colorado Board of Education and the Colorado Commission on Higher Education.

Of the two consortia, one meets all of the grade requirements, but neither includes social studies or science (as these are not part of the Common Core). Both would require amplification to include the standards that the state adopted that go beyond the Common Core, specifically 21<sup>st</sup> learning standards and financial literacy standards.

In addition, the consortia will not meet Fiscal Year 2012-13 deadline for field testing nor Fiscal Year 2013-14 statutory deadline for full implementation. Lastly, one of the consortia currently is requiring that states be ready to be fully on-line with their summative assessments by 2015. Colorado, without extensive investment in infrastructure and hardware far beyond what is being requested above, is highly unlikely to be able to meet that requirement.

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The additional funds will allow Colorado to move forward with the development of an instructionally relevant, aligned assessment system. This system will measure, catalogue, and interpret performance(s) which are substantial values articulated in SB08-212.

**Expected Outcomes:**

Consistent with SB08-212, the expected outcomes of a seamless system of standards, expectations and assessments are:

1. A reduction in the achievement gap
2. Lowered dropout rates
3. Increased number of high school students who enter and complete higher education.
4. Reduced need for remediation for students entering higher education.

In addition, especially with the increased emphasis on social studies as required by SB08-212, the new seamlessly integrated system is expected to result in increased preparation for active participation in democracy. Ultimately, the additional funds being requested will measure students' postsecondary and workforce readiness.

**Core Assumptions:**

The Colorado Department of Education utilized the services of the Assessment Solutions Group, an organization specializing in assisting states in estimating costs for new assessment systems. Please see page 6, Exhibit 1 for a detailed table which summarizes the costs and findings from the Assessment Solutions Group report. Also Appendices 1 and 2 (pgs. 7 and 8) provide a detailed cost breakdown for new assessment Summative and Interim assessments. For the development of the new summative assessment, assumptions included an assessment for reading, writing and mathematics in grades 3-11, as well as science and social studies once each in elementary, middle school and high school. They assumed a mix of item types including multiple choice, constructed response and performance events consistent with SB08 212. They projected student growth rates based on trend data. Due to Colorado's low level of readiness for fully on-line administration, they assumed a gradual, systematic transition to a completely on-line assessment. In addition, they based their costs assuming Colorado's willingness to take advantage of automated scoring where appropriate. In compliance with current Colorado law, they provided cost estimates for a comparable reading and writing assessment in Spanish for grades 3 and 4. Lastly, they provided costs for an alternate assessment for each of the above identified grades and content areas.

For the development of interim assessments, assumptions included developing a 4 time per year assessment for each of the grades and content areas assessed in the state summative assessment.

For the continued administration of the required college entrance assessment, they reviewed trend data to estimate student numbers.

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For the administration of the replacement English Language Proficiency assessment, they reviewed trend data to estimate student numbers and assumed per student costs based on other state assessment programs with standards similar to Colorado's.

Subject to SBE approval, the Department plans to introduce legislation for the 2012 legislative session which will eliminate the requirement of providing a Spanish reading and writing assessment for grades 3 and 4. The department believes that with the adoption of English Reading, Writing and Communicating standards, Spanish assessments cannot provide comparable information on student mastery of those standards.

Finally, Table 1 on page 5 summarizes the request and increases.

**Consequences if not Funded:**

Colorado reform efforts are all intricately connected. The momentum of the implementation of the Colorado Academic Standards, the fairness of the educator effectiveness system and the legitimacy of the accountability system are all dependent upon an aligned assessment system. The success of the educational reform efforts rely on the integrity of the assessment system. The postsecondary and workforce readiness of Colorado's approximately 845,000 students depends on the success of the reform efforts. Without a seamless system, the unacceptable issues described in SB08 212 will continue: a widening achievement gap, unacceptable high dropout rate, too few students entering and completing higher education, and too many students requiring remediation upon entry into higher education.

Moreover, under the Elementary and Secondary Schools Act, noncompliance with federal requirements for an aligned assessment system would put Colorado's Title I funds at risk, currently totaling approximately \$320,000,000.

**Relation to Performance Measures:**

*(please include if applicable)*

**Current Statutory Authority or Needed Statutory Change:**

22-7-1001 C.R.S. "Preschool to Postsecondary Education Alignment" (SB09-212)

22-7-406 C.R.S. "Concerning Financial Literacy in Kindergarten through Twelfth Grade" (HB08-1168)

22-11-101 C.R.S. "Education Accountability Act of 2009" (SB09-163)

22-9-102 C.R.S. "Concerning Ensuring Quality Instruction Through Educator Effectiveness" (SB10-191)

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**Table 1  
Fiscal Year 2012-13  
Colorado Department of Education  
Summary of Request  
Assessment Costs**

Description	State Portion Current Cost	Estimated Cost	Change Request
Colorado Assessment Program	13,556,292	24,906,843	11,350,551
Interim Assessments	0	12,356,340	12,356,340
Spanish Reading/Writing*	0	989,526	989,526
<b>Total CSAP/New Assessment</b>	<b>13,556,292</b>	<b>22,717,365</b>	<b>24,696,417</b>
<b>Other Assessments</b>			
Alternate Assessment for Students w/ Disabilities (2012-13)	0	615,282	615,282
Continuation of college assessment (ACT)	1,821,300	1,875,939	54,639
English Language Proficiency (CELA)	0	534,169	534,169
<b>Total Other Assessments</b>	<b>1,821,300</b>	<b>1,574,091</b>	<b>1,204,090</b>
<b>Total</b>	<b>15,377,592</b>	<b>24,291,456</b>	<b>25,900,507</b>

\* The Department is going to request a change to statute to eliminate this requirement, but it is currently an ongoing cost.

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Exhibit 1  
Analysis and Breakdown of Requirements and Costs

Activity	Additional Funding Request
Required by law: Development of and transition to new summative assessments, as well as quality control contractor. (This does include the addition of 11 <sup>th</sup> grade and social studies as stated in the attributes.)	\$11,250,551 \$100,000 Quality Assurance  Total: \$11,350,551
Required by law: Development of Spanish reading and writing assessment	\$989,526*
Required by law: Development of new alternate assessments for the 1% population of students with significant cognitive disabilities	\$2,130,563
SBE and CCHE recommendation: Development of interim assessments	\$12,356,340
Required by law: Continuation of college admissions assessment:	\$54,639**
Required by law: Administration of replacement English language proficiency assessment	\$534,169***
Required by law: Development/administration of school readiness assessment	We are not seeking additional funding for this assessment for FY13.
SBE and CCHE recommendation: Development of formative assessment tools	We are not seeking additional funding for this assessment for FY13.
SBE and CCHE recommendation: Development of dashboard allowing display of student data for student, parent, teacher and administrator use	We are not seeking additional funding for this attribute for FY13.

\*CDE will be requesting statutory change to eliminate the requirement of this assessment.

\*\*Due to increased numbers of on-line students and increased cost/student, costs for this assessment are projected to increase.

\*\*\*Colorado continues to experience an increase in the number of English learners. In addition, to have an assessment fully aligned to the new standards and to meet the technical expectations set out in law, costs for this assessment are expected to increase.

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**Appendix 1  
Colorado Summative Assessment  
Assessment Cost Detail - by function**

**Student Count - avg over 4 years**      **593,762**

	Summative Online and AI Scoring						
	Initial Development		Ongoing Administration				Final Closeout
	Transition Activities	New Development	Year 1 2013-2014	Year 2 2014-2015	Year 3 2015-2016	Year 4 2016-2017	Transition Activities
<b>Content Development</b>	\$ 364,696	\$ 6,640,698	\$ 1,080,627	\$ 1,394,449	\$ 2,231,788	\$ 2,298,742	\$ 364,696
Ancillary Development		\$ 43,243	\$ 44,540	\$ 45,877	\$ 47,253	\$ 48,671	
Art Procurement		\$ 376,322	\$ 56,011	\$ 68,302	\$ 97,294	\$ 100,213	
Forms Construction		\$ 560,148	\$ 104,900	\$ 108,047	\$ 111,289	\$ 114,628	
Item Development		\$ 5,055,081	\$ 794,337	\$ 1,088,959	\$ 1,890,190	\$ 1,946,896	
Permissioned/Commissioned Passages		\$ 470,903	\$ 80,838	\$ 83,264	\$ 85,761	\$ 88,334	
Pilot Field Test		\$ 135,000	\$ -	\$ -	\$ -	\$ -	
<b>Labor Support</b>	\$ 603,840	\$ 358,242	\$ 1,554,150	\$ 1,600,774	\$ 1,648,797	\$ 1,698,261	\$ 603,840
Information Technology		\$ 98,355	\$ 507,639	\$ 522,869	\$ 538,555	\$ 554,711	
Program Management		\$ 81,897	\$ 335,460	\$ 345,523	\$ 355,889	\$ 366,566	
IT Project Management		\$ 35,956	\$ 361,087	\$ 371,920	\$ 383,078	\$ 394,570	
Customer Service Line		\$ -	\$ 8,309	\$ 8,558	\$ 8,815	\$ 9,079	
Alignment Studies		\$ 75,000	\$ -	\$ -	\$ -	\$ -	
Psychometrics		\$ 38,399	\$ 193,731	\$ 199,543	\$ 205,530	\$ 211,695	
Quality Assurance		\$ 28,635	\$ 147,923	\$ 152,361	\$ 156,932	\$ 161,640	
<b>Online Delivery</b>	\$ -	\$ 340,505	\$ 771,928	\$ 2,371,811	\$ 2,512,116	\$ 2,636,794	\$ -
Online Accomodations		\$ 36,195	\$ 10,151	\$ 30,986	\$ 54,106	\$ 55,729	
Online Delivery		\$ 304,309	\$ 761,777	\$ 2,340,825	\$ 2,458,009	\$ 2,581,064	
<b>Production_Mfg_Dist</b>	\$ -	\$ 974,004	\$ 2,870,177	\$ 2,394,478	\$ 1,467,726	\$ 748,464	\$ -
Accomodations		\$ 23,400	\$ 371,953	\$ 355,099	\$ 344,345	\$ 354,865	
Design & Composition		\$ 501,569	\$ 168,075	\$ 165,517	\$ 147,289	\$ 140,061	
Film Prep & Plate		\$ 183,240	\$ 120,611	\$ 118,423	\$ 105,834	\$ 100,964	
Freight		\$ 6,261	\$ 713,219	\$ 566,274	\$ 264,712	\$ 8,865	
Paper		\$ 9,069	\$ 660,527	\$ 515,338	\$ 233,694	\$ 10,136	
Print & Binding		\$ 245,971	\$ 511,396	\$ 430,280	\$ 260,242	\$ 129,417	
Warehouse		\$ 4,492	\$ 324,396	\$ 243,548	\$ 111,611	\$ 4,155	
<b>Receiving/Scanning/Machine Scoring</b>	\$ -	\$ 18,024	\$ 1,302,871	\$ 990,980	\$ 470,271	\$ 16,420	\$ -
Editing		\$ 5,660	\$ 373,554	\$ 275,747	\$ 126,864	\$ 4,750	
Receiving/Staging		\$ 10,804	\$ 745,690	\$ 558,871	\$ 261,256	\$ 9,440	
Scanning		\$ 1,560	\$ 183,627	\$ 156,362	\$ 82,150	\$ 2,229	
<b>Reporting</b>	\$ -	\$ -	\$ 411,332	\$ 323,943	\$ 126,994	\$ 34,130	\$ -
Reporting		\$ -	\$ 411,332	\$ 323,943	\$ 126,994	\$ 34,130	
<b>Scoring</b>	\$ -	\$ 1,445,754	\$ 13,217,662	\$ 11,137,547	\$ 10,027,074	\$ 10,583,553	\$ -
3rd Party scoring ECR		\$ 549,387	\$ 5,539,551	\$ 2,750,616	\$ 990,017	\$ 1,041,414	
3rd Party Scoring PE		\$ 433,726	\$ 3,593,759	\$ 3,762,924	\$ 3,939,004	\$ 4,198,199	
3rd Party scoring PT		\$ -	\$ -	\$ -	\$ -	\$ -	
3rd Party Scoring SCR		\$ 462,641	\$ 3,941,222	\$ 4,100,360	\$ 3,993,511	\$ 4,189,253	
AI Scoring ECR		\$ -	\$ 143,129	\$ 473,806	\$ 781,706	\$ 816,721	
AI Scoring SCR		\$ -	\$ -	\$ 49,841	\$ 322,835	\$ 337,967	
<b>Travel</b>	\$ 82,357	\$ 422,433	\$ 495,499	\$ 388,559	\$ 400,216	\$ 412,222	\$ 82,357
Development Travel		\$ 397,059	\$ 351,108	\$ 361,641	\$ 372,490	\$ 383,665	
Standard Setting		\$ -	\$ 118,257	\$ -	\$ -	\$ -	
PM Travel		\$ 25,373	\$ 26,134	\$ 26,918	\$ 27,726	\$ 28,558	
Scoring Travel		\$ -	\$ -	\$ -	\$ -	\$ -	
<b>Total</b>	\$ 1,050,892	\$ 10,199,659	\$ 21,703,645	\$ 20,602,541	\$ 18,884,981	\$ 18,428,585	\$ 1,050,892
Quality control vendor	100,000						

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**Appendix 2  
Colorado Interim Assessment  
Assessment Cost Detail - by function**

**Student Count - avg over 4 years**      **593,762**

	Interim Assessment							Total Cost Excluding Transition Costs	Total Cost Including Transition Costs
	Initial Development		Ongoing Administration				Final Closeout		
	Transition Activities	New Development	Year 1 2013-2014	Year 2 2014-2015	Year 3 2015-2016	Year 4 2016-2017	Transition Activities		
<b>Content Development</b>	\$ -	\$ 11,233,190	\$ 4,113,491	\$ 4,236,895	\$ 4,364,002	\$ 4,494,922	\$ -	\$ 28,442,501	\$ 28,442,501
Ancillary Development		\$ 216,216	\$ 148,468	\$ 152,922	\$ 157,510	\$ 162,235		\$ 837,352	\$ 837,352
Art Procurement		\$ 716,497	\$ 251,296	\$ 258,835	\$ 266,600	\$ 274,598		\$ 1,767,827	\$ 1,767,827
Forms Construction		\$ 1,152,123	\$ 504,834	\$ 519,979	\$ 535,578	\$ 551,645		\$ 3,264,158	\$ 3,264,158
Item Development		\$ 8,740,842	\$ 3,068,980	\$ 3,161,049	\$ 3,255,881	\$ 3,353,557		\$ 21,580,309	\$ 21,580,309
Permissioned/Commissioned Passages		\$ 407,512	\$ 139,913	\$ 144,110	\$ 148,433	\$ 152,886		\$ 992,855	\$ 992,855
<b>Labor Support</b>	\$ -	\$ 79,370	\$ 378,898	\$ 390,265	\$ 401,973	\$ 414,032	\$ -	\$ 1,664,537	\$ 1,664,537
Information Technology		\$ 23,905	\$ 123,110	\$ 126,803	\$ 130,607	\$ 134,526		\$ 538,951	\$ 538,951
Program Management		\$ 29,297	\$ 150,882	\$ 155,408	\$ 160,070	\$ 164,873		\$ 660,531	\$ 660,531
Psychometrics		\$ 17,177	\$ 58,605	\$ 60,364	\$ 62,175	\$ 64,040		\$ 262,361	\$ 262,361
Quality Assurance		\$ 8,950	\$ 46,301	\$ 47,690	\$ 49,120	\$ 50,594		\$ 202,695	\$ 202,695
<b>Online Delivery</b>	\$ -	\$ 982,343	\$ 1,943,719	\$ 2,037,036	\$ 2,134,905	\$ 2,237,554	\$ -	\$ 9,335,558	\$ 9,335,558
Online Accomodations		\$ 570,527	\$ 198,772	\$ 204,735	\$ 210,878	\$ 217,204		\$ 1,402,116	\$ 1,402,116
Online Delivery		\$ 411,816	\$ 1,744,947	\$ 1,832,301	\$ 1,924,028	\$ 2,020,350		\$ 7,933,442	\$ 7,933,442
<b>Production_Mfg_Dist</b>	\$ -	\$ 48,750	\$ 1,804,567	\$ 1,864,966	\$ 1,926,219	\$ 2,012,508	\$ -	\$ 7,656,411	\$ 7,656,411
Accomodations		\$ 48,750	\$ 1,273,074	\$ 1,315,592	\$ 1,359,607	\$ 1,405,162		\$ 5,402,184	\$ 5,402,184
Design & Composition		\$ -	\$ 149,693	\$ 154,184	\$ 158,809	\$ 168,726		\$ 631,412	\$ 631,412
Film Prep & Plate		\$ -	\$ 133,526	\$ 137,532	\$ 141,658	\$ 151,819		\$ 564,536	\$ 564,536
Freight		\$ -	\$ 22,250	\$ 23,363	\$ 24,528	\$ 29,809		\$ 99,951	\$ 99,951
Paper		\$ -	\$ 21,662	\$ 22,702	\$ 23,780	\$ 27,313		\$ 95,457	\$ 95,457
Print & Binding		\$ -	\$ 190,406	\$ 196,336	\$ 202,449	\$ 213,162		\$ 802,354	\$ 802,354
Warehouse		\$ -	\$ 13,956	\$ 14,657	\$ 15,388	\$ 16,516		\$ 60,517	\$ 60,517
<b>Receiving/Scanning/Machine Scoring</b>	\$ -	\$ -	\$ 56,158	\$ 58,970	\$ 61,922	\$ 68,898	\$ -	\$ 245,948	\$ 245,948
Editing		\$ -	\$ 16,411	\$ 17,233	\$ 18,096	\$ 19,002		\$ 70,742	\$ 70,742
Receiving/Staging		\$ -	\$ 32,449	\$ 34,074	\$ 35,779	\$ 38,687		\$ 140,989	\$ 140,989
Scanning		\$ -	\$ 7,298	\$ 7,663	\$ 8,047	\$ 11,209		\$ 34,217	\$ 34,217
<b>Reporting</b>	\$ -	\$ -	\$ 7,430	\$ 7,653	\$ 7,882	\$ 8,119	\$ -	\$ 31,083	\$ 31,083
Reporting		\$ -	\$ 7,430	\$ 7,653	\$ 7,882	\$ 8,119		\$ 31,083	\$ 31,083
<b>Travel</b>	\$ -	\$ 12,687	\$ 13,067	\$ 8,973	\$ 9,242	\$ 9,519	\$ -	\$ 53,488	\$ 53,488
Development Travel		\$ -	\$ -	\$ -	\$ -	\$ -		\$ -	\$ -
Standard Setting		\$ -	\$ -	\$ -	\$ -	\$ -		\$ -	\$ -
PM Travel		\$ 12,687	\$ 13,067	\$ 8,973	\$ 9,242	\$ 9,519		\$ 53,488	\$ 53,488
Scoring Travel		\$ -	\$ -	\$ -	\$ -	\$ -		\$ -	\$ -
<b>Total</b>	\$ -	\$ 12,356,340	\$ 8,317,330	\$ 8,604,158	\$ 8,906,146	\$ 9,245,553	\$ -	\$ 47,429,526	\$ 47,429,526