Early Literacy Matters
State-by-State Policy Implementation Report

Explore Colorado’s adoption and implementation of the 18 Early Literacy Fundamental Principles.
Comprehensive Early Literacy Policy establishes support and intensive reading interventions for all K–3 students to ensure they read on grade level by the end of 3rd grade. The policy also requires 3rd grade students to demonstrate sufficient reading skills for promotion to 4th grade. For students severely below grade level and who do not qualify for a good cause exemption, retention provides struggling readers the additional time and intensive interventions they need to catch up with their peers.

<table>
<thead>
<tr>
<th><strong>FULL IMPLEMENTATION</strong></th>
<th>The fundamental principle is adopted in policy, and there is evidence of full implementation.</th>
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<td><strong>ABOVE &amp; BEYOND BADGE:</strong></td>
<td>This badge recognizes efforts that exceed full implementation.</td>
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<td><strong>PARTIAL IMPLEMENTATION</strong></td>
<td>The fundamental principle is adopted in policy, but there is limited evidence of implementation.</td>
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<td><strong>FUTURE IMPLEMENTATION</strong></td>
<td>The fundamental principle is adopted in policy with a future date for implementation.</td>
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<tr>
<td><strong>PRINCIPLE NOT ADOPTED</strong></td>
<td>The fundamental principle is not adopted in policy, does not meet minimum implementation requirements or is grant-based and not sustainable.</td>
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The purpose of this document is to provide an analysis of states’ implementation of K–3 reading policies aligned to ExcelinEd’s fundamental principles of an early literacy policy. It builds on an analysis of states’ adoption of statutes and regulations establishing requirements for each component of the four fundamental principle areas, which are:

1. Supports for Teachers & Policy
2. Assessment & Parent Notification
3. Instruction & Intervention
4. Retention & Intensive Intervention

This report summarizes evidence of Colorado’s early literacy policy implementation using an implementation rubric designed to gauge state progress toward full implementation of early literacy policies. Each of the fundamental principles is addressed in a separate table.

STATE POLICY ADOPTION

REFERENCE MATERIALS

- Colorado Revised Statutes (Lexis) (see 22-7-1201, et al.)
- 1 CCR 301-92 Rules for the Administration of the Colorado Reading to Ensure Academic Development Act (READ Act)
- CDE, Colorado READ Act
- CDE, READ Act Annual Legislative Reports
Science of Reading (SOR) Training

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

State-adopted science of reading training is required for all K–3 teachers and administrators, and an implementation plan for rollout is clearly communicated to all educators.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Colorado DOES offer science of reading training through a CDE-provided online training, and options for training are also available through a list of approved providers.

• Colorado DOES offer science of reading training for principals and administrators.

• Colorado HAS adopted science of reading training for K–3 teachers which is evidenced by the state-adopted list of approved professional development opportunities that meet the requirements in policy, and the CDE provides training through an online or face-to-face course. (See also CDE, READ Act Teacher Training)

• Colorado HAS adopted science of reading training for K–3 principals and administrators – the CDE webpage for principals and administrators includes options for training, including CDE-provided training, District- or BOCES-provided training, which has been approved by the CDE, and approved professional development opportunities from the CDE Advisory List.

• Colorado DOES require all K–3 teachers, principals and administrators to participate in state-adopted science of reading training, per policy.

• Colorado DOES enforce the requirement that all K–3 teachers and administrators meet state-adopted science of reading training requirement by requiring districts to annually submit reports to the CDE showing that K–3 teachers who provide literacy instruction and K–12 reading interventionists have completed evidence-based training in teaching reading. (See CDE, Submitting Documentation to Receive READ Act Designation)

• Colorado DOES communicate to educators and administrators regarding state implementation of training requirements. For teacher training, Colorado created a webpage with information on training, deadlines, FAQs, and how to submit documentation, and for principals and administrators, the state created a similar webpage with similar relevant information.
Science of Reading (SOR) Training

IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

NOTEWORTHY
The following aspects of the state’s work are particularly noteworthy:

• Through Colorado READ Act Annual Legislative Reports the state summarizes data collected in the spring through the READ Collection in Pipeline. The reports also provide an overview of accomplishments since the law was passed in May of 2012.

RESOURCES
• CDE, READ Act Informational Webinars
• CDE, READ Act Principal/Administrator Training
• CDE, CDE-Provided Reading Training – Face to Face
• CDE, CDE-Provided Reading Training – Online
• CDE, Approved Professional Development
• CDE, Data Submission Guide – Literacy Programs & Assessment Collection
Literacy Coaches

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

Literacy coaches are present in policy and trained in the science of reading, and they may provide job-embedded professional development and coaching to K–3 teachers based on student data or other models.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Coaches MUST be trained in science of reading, as a preferred qualification of this position is to have a deep understanding of scientifically based reading research and evidence-based practices for teaching K–3 reading.
- Coaches MAY provide job-embedded professional development and coaching to K–3 teachers.

RESOURCES

- CDE, Resources for Active Early Literacy Grant Participants - Sample: Literacy Coach Job Description

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Colorado should ensure that a literacy coach that is trained in the science of reading is assigned to each elementary school to provide job-embedded professional development and coaching to K–3 teachers.
IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

EPP required coursework is aligned to the science of reading and includes evidence-based literacy instruction.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- EPPs MAY require coursework aligned to the science of reading in Colorado. One option for fulfilling training requirements to meet the READ Act includes taking an appropriate undergraduate or graduate university course in teaching reading. Educators can submit evidence of meeting the teaching reading requirements through the Colorado Online Licensing (COOL) system and educator preparation program staff may submit courses to CDE for approval in order to fulfill this training requirement.

- Required coursework DOES include evidence-based literacy instruction and through the CDE application for EPP course approval, the course must address all content of the Colorado Educator preparation literacy standards established in Rules, which requires course content to focus on, or be aligned with, the science of reading and includes requiring the educator to be “highly knowledgeable about research-based literacy development.”

- Colorado DOES require coursework mandates to extend to early childhood and special education students. (Authorization and Reauthorization Guidance Document for Educator Preparation Programs)

- Coursework DOES include instruction on how to administer reading assessments and how to identify students with reading difficulties as evidenced in the CDE application for EPP course approval.

RESOURCES

- CDE, READ Act K–3 Teacher Training Requirement: Educator Preparation Program Course Application
- CDE, Educator Talent

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Colorado should ensure that a literacy coach that is trained in the science of reading is assigned to each elementary school to provide job-embedded professional development and coaching to K–3 teachers.
IMPLEMENTATION LEVEL
FULL IMPLEMENTATION

Elementary education candidates must pass a science of reading aligned assessment to obtain teacher licensure.

EVIDENCE/GUIDANCE
Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado DOES require education candidates to pass a science of reading aligned assessment to obtain teacher licensure: Praxis Teaching Reading – or a CDE-approved Alternative Assessment. (NCTQ, Colorado Summary 2023; NCTQ, False Assurances: Many states’ licensure tests don’t signal whether elementary teachers understand reading instruction (Nov. 2023); CDE, CDE-approved Alternative Assessment)

- Colorado DOES monitor the EPP assessment requirement by requiring educators to submit evidence of meeting the evidence-based training in teaching reading requirement through the Colorado Online Licensing (COOL) system.

RESOURCES

- CDE, READ Act Teacher Training
Funding for Literacy Efforts

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

Funding is dedicated to some but not all early literacy fundamental principles and may be temporary or grant based.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado DOES provide direct funding specifically to support state and/or local implementation of early literacy fundamental principles. These include:
  - Funds through the Early Literacy Fund - each year funding is appropriated to the fund and a majority is “distributed directly to Local Education Providers to support intervention services for K–3 students identified as having a significant reading deficiency...” (CDE, Use of Per Pupil Intervention Funds); and
  - Instructional programming.

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Colorado should determine the adequate funding level to ensure implementation of the fundamental principles are fully funded.
Universal Reading Screener

IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

States require districts to adopt a universal reading screener to be administered three times per year to identify students at risk for reading failure.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado HAS approved a list of universal reading screeners that schools should use, including interim assessments, diagnostic assessments, and summative assessments.
- Colorado DOES require district adoption of a universal reading screener and districts are required to submit information on literacy programs and assessment data through the CDE website.
- Colorado DOES collect data on administration of universal reading screener as districts must submit information from the screeners through an annual submission process, which is used to determine per-pupil funding for districts. (CDE, READ Data Collections in Data Pipeline)
- Colorado DOES NOT require administration of the universal reading screener three times per year for K–3 students.
- Colorado DOES require administration of the universal reading screener two times per year, through interim reading assessments at the beginning and end of the school year. (CDE, 2023-2024 READ K–3 Literacy Programs & Assessment Reporting)

RESOURCES

- CDE, READ Data Collections in Data Pipeline
- CDE, Reading to Ensure Academic Development: READ Act Assessment Timeline

CONSIDERATION(S) FOR STRENGTHENING POLICY

- While Colorado does require the universal reading screener to be administered at the beginning and end of the school year, Colorado should expand this to require that the universal reading screener be administered three times per year.
Screener for Characteristics of Dyslexia

IMPLEMENTATION LEVEL

PRINCIPLE NOT ADOPTED

The state has not adopted policy (statute or regulation) that meets the fundamental principle for this area.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Colorado DID adopt a law to implement the Colorado Dyslexia Pilot Program; however, the pilot program concluded in 2023.

• Colorado DOES require universal reading screeners that are approved by the state to screen for some challenges of dyslexia, including phonological processing, phonemic awareness, and decoding and encoding skills. (CDE, 2022 READ Act Advisory List of Assessments Review Process; CDE, READ Act Approved Assessments)

RESOURCES

• CDE, Colorado Dyslexia

• CDE, Dyslexia Handbook (2020)

• CDE, SLD Language and Literacy

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Colorado should expand policy to require schools to administer a state-approved screener for characteristics of dyslexia that assess the following skills, as developmentally appropriate: phonological and phonemic awareness, sound-symbol recognition, alphabet knowledge, decoding, rapid naming, encoding and oral reading fluency.

• Colorado should require the dyslexia screener to be administered, at a minimum, to all students at the end of kindergarten and at the beginning of 1st and 2nd grade.
Parental Notification

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

States require parental notification of students identified with reading difficulties based on the state-approved universal reading screener and/or dyslexia screener results. Timeline and frequency of parental notification may vary.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Colorado DOES require teachers to inform parents about the READ Act and share assessments results and student reading data with families. (CDE, End of Year Parent Meeting)

• Colorado DOES provide guidance on what should be discussed with parents upon finding a student has a significant reading deficiency. CDE, Talking Points for Parent Communication Upon Determination of a Significant Reading Deficiency (SRD)

• Colorado DOES require “on going regular updates” from the student’s teacher to families concerning results of interventions described in the READ Plan and student’s progress. (CDE, READ Plans: Unpacking Required Elements)

NOTEWORTHY

The following aspects of the state’s work are particularly noteworthy:

• If a student has a significant reading deficiency at the end of any school year before reaching 4th grade, it is mandatory for the student’s parent, teacher, and other designated personnel by the LEP to meet and determine whether the student should progress to the next grade level. (CDE, End of Year Parent Meeting)
District Adoption of High-Quality Instructional Materials

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION: Above & Beyond

The state requires school districts to adopt high-quality instructional materials aligned to the science of reading and state standards from a vetted and approved list. Districts and/or state must post their adopted materials on the district website.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Colorado DOES provide guidance and resources to support the identification and selection of HQIM aligned to science of reading and state standards.

• Colorado HAS created a vetted and approved list of instructional materials, which includes evidence-based instructional programs for use by LEAs. (See also CDE, Selecting Scientifically and Evidence-Based Instructional Programs)

• Colorado DOES monitor district compliance with adoption of HQIM aligned to science of reading and state standards – districts are required to submit information to the state on Literacy Programs & Assessment Data Collection, which is then posted to the Department’s website. (CDE, The Literacy Curriculum Transparency Act)

• The Colorado Literacy Curriculum Transparency Act requires local education providers to add a link on the provider’s website on which the district’s adopted high-quality instructional materials are posted on the department’s website. The state requires this to be posted in an “easily identifiable” location.
IMPLEMENTATION LEVEL

FULL IMPLEMENTATION: Above & Beyond

NOTEWORTHY

The following aspects of the state’s work are particularly noteworthy:

- Colorado created the [Literacy Curriculum Transparency Dashboard](#) to provide stakeholders information on state, district, school, and grade-level literacy instructional Core, Supplemental, Intervention programming, services and support, the number of students who have READ plans, and the number of students who have achieved reading competency.

- The Colorado [Literacy Curriculum Transparency Act](#) further requires local education providers to ensure that each school-level website for a school operated by the local education provider includes the link to the information on the department’s website.

RESOURCES

- [CDE, 2023-2024 Literacy Programs & Assessment Reporting Timeline](#)
The state has not adopted policy (statute or regulation) that meets the fundamental principle for this area.

**EVIDENCE/GUIDANCE**

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado HAS NOT adopted a policy that bans three-cueing instructional materials.

**CONSIDERATION(S) FOR STRENGTHENING POLICY**

- Colorado should adopt a policy, clearly in statute or regulation, that prohibits the use of three-cueing as part of their comprehensive literacy policy.
Individual Reading Plans

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

The state requires schools to develop and implement an individual reading plan for students who are identified as having a reading deficiency based upon screening results. Timeline and monitoring may vary.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Colorado DOES require schools to develop and implement individual reading plans for students who are identified as having reading deficiencies. (CDE, READ Plans: Unpacking Required Elements)

• Colorado DOES require schools to update READ Plans when necessary. (CDE, Reading to Ensure Academic Development: READ Act Assessment Timeline; CDE, READ Plans in Subsequent Years)

NOTEWORTHY

The following aspects of the state’s work are particularly noteworthy:

• Students in 4th–12th grade may also have READ plans as long as the student was placed on a READ Plan prior to entering 4th grade. (CDE, Frequently Asked Questions about READ Plans for Grades 4-12)

RESOURCES

• CDE, Read Plans
• CDE, READ Plan Sample

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Colorado should monitor timeliness of READ Plan development and require development of a Plan within 30 days of receiving screening results.
Regularly Monitor Student Progress

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION

The state requires schools to regularly monitor and document students’ progress within a multi-tiered system of supports (MTSS) and utilize the data to inform instruction and interventions as needed and in a timely manner. Monitoring can take many forms (i.e., observations, screeners, assessments, and student work).

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado DOES require schools to monitor students’ progress with their READ Plans and implement and continually revise the READ Plan until the student has met grade level reading competency through a multi-tiered system of supports. (See CDE, READ Plans: Unpacking Required Elements; CDE, Exiting a READ Plan)

- Colorado DOES provide guidance and/or assistance on different tools that may be used for monitoring, including when progress should be measured, and how to respond when a student is identified as having a significant reading disability in second or subsequent years. (CDE, READ Plans: Unpacking Required Elements; see also READ Plan Sample (2021))

- Colorado DOES NOT gather information evidencing local documentation and use of data on students’ progress. While Colorado collects READ Act Data and releases that information on a dashboard, it is not clear how the CDE is ensuring local districts are using the data relating to students’ progress.

CONSIDERATION(S) FOR STRENGTHENING POLICY

This principle currently meets full implementation.
Evidence-Based Interventions

IMPLEMENTATION LEVEL

FULL IMPLEMENTATION

The state requires school districts to target students’ needs by adopting interventions grounded in the science of reading from a vetted and approved list. Interventions are provided before, during, or after school.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Colorado HAS created a vetted and approved list of interventions, which provides information on what evidence-based intervention programs the state has approved – districts may choose from this list when selecting interventions that may be used.

• Colorado DOES collect data on what interventions districts are using, districts must annually report to the Department the intervention instructional literacy programs used for Kindergarten-3rd grade in each school operated by the LEA. (CDE, READ Data Collections in Data Pipeline: Literacy Programs & Assessment Reporting)

RESOURCES

• CDE, 2023-2024 READ K–3 Literacy Programs & Assessment Reporting

CONSIDERATION(S) FOR STRENGTHENING POLICY

This principle currently meets full implementation.
IMPLEMENTATION LEVEL

PARTIAL IMPLEMENTATION

Colorado does provide for summer reading camps in policy, but it is optional and not required of schools.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

• Colorado’s policy DOES provide for summer reading camps; however, schools are not required to use this approach. (CRS 22-7-1212 Summer school literacy programs)

CONSIDERATION(S) FOR STRENGTHENING POLICY

• Colorado should require summer reading camps in statute or regulation to be offered to students in 1st–4th grade who are at risk of reading failure to remediate learning loss and/or build reading skills.
Parent Read-At-Home Plan

IMPLEMENTATION LEVEL
PARTIAL IMPLEMENTATION

The state or district provides online resources to parents to support reading at home.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado DOES provide online resources to parents to support reading at home – for example, through the 2023 Annual Report on the Colorado READ Act, the state provides updated information on public campaigns, including links to read-at-home resources.

- Colorado DOES provide a link for parent resources through the READ Act resources on the CDE website.

- Colorado HAS also released videos for parents to provide them with more information on the READ Act and this includes one short video on Family Strategies to Use At Home.

- Colorado DOES encourage districts to provide such resources through guidance, and the state strongly advises teachers to collaborate with parents in creating READ Plans and encourages the use of at-home strategies.

- Colorado DOES evaluate resources provided to parents on the parent resources page for alignment with science of reading.

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Colorado should require, through policy, schools to provide read-at home plans to parents.
Initial Determinant Retention at 3rd Grade Based on State Assessment

IMPLEMENTATION LEVEL

PRINCIPLE NOT ADOPTED

The state has not adopted policy (statute or regulation) that meets the fundamental principle for this area.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado HAS NOT established policy, in statute or regulation, relating to 3rd grade retention. At the end of the year parent meeting, occurring at the end of 3rd grade, the parent, student’s teacher, and other designated personnel will consider retention as a possible intervention strategy. (CDE, End of Year Parent Meeting)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- While Colorado may consider retention for some students, policy does not specifically require retention when a student is not reading proficiently in 3rd grade. Colorado should establish retention policies in 3rd grade for students who are not able to demonstrate sufficient reading skills on the state test-based options.
Multiple Options for Promotion

IMPLEMENTATION LEVEL

PRINCIPLE NOT ADOPTED

The state has not adopted policy (statute or regulation) that meets the fundamental principle for this area.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado HAS NOT established policy, in statute or regulation, relating to 3rd grade retention. At the end of the year parent meeting occurring at the end of 3rd grade, the parent, student’s teacher, and other designated personnel will consider retention as a possible intervention strategy. (CDE, End of Year Parent Meeting)

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Colorado should consider establishing retention policies for students who are not able to demonstrate sufficient reading skills on the state test-based options, which would also include establishing multiple options for promotion.
Good Cause Exemptions for Some Students

IMPLEMENTATION LEVEL
PRINCIPLE NOT ADOPTED

The state has not adopted policy (statute or regulation) that meets the fundamental principle for this area.

EVIDENCE/GUIDANCE

Evidence of the state’s policy implementation and/or guidance in this area includes:

- Colorado HAS NOT established policy, in statute or regulation, relating to 3rd grade retention. At the end of the year parent meeting occurring at the end of 3rd grade, the parent, student’s teacher, and other designated personnel will consider retention as a possible intervention strategy. (CDE, End of Year Parent Meeting)

- Colorado does provide guidance on extending READ Plans beyond 3rd grade.

CONSIDERATION(S) FOR STRENGTHENING POLICY

- Colorado should consider establishing retention policies for students who are not able to demonstrate sufficient reading skills on the state test-based options, which would also include establishing good cause exemptions for some students.