COLORADO
Department of Education

Insufficient State Data: Low Participation

September 10, 2026





Introductions and Topics

Topics

- **Welcome and Introductions**
- **Overview of ISD: Low Participation rating**
- **Implementation Timeline**
- **Request to Reconsider**
- **Planning Resource**
- **Resources**
- **Support and Question/Answer**

Meeting Logistics

- This webinar will be recorded and publicly posted.
- At the end, we will stop the recording to address questions and answers.

Accountability Elements





Overview

Insufficient State Data (ISD)- Definition

A rating assignment when the state **does not have enough data** to determine a district rating or school plan type. This is defined as a district or school lacking reportable data for one or more of the following performance sub-indicators for every EMH level served by the school: ELA Achievement, ELA Growth, Math Achievement, or Math Growth.

Plan Type	Official Rating based on MULTI-YEAR SPF Report
Insufficient State Data	0.0/0 Points Earned

Preliminary Ratings- Additional Descriptors

Small Tested Populations (school or district) - do not enroll enough students, even with the multi-year framework, to calculate a performance rating

Schools with No Students in Tested Grades (school only) - schools that operate programs for students that do not test on the state assessments

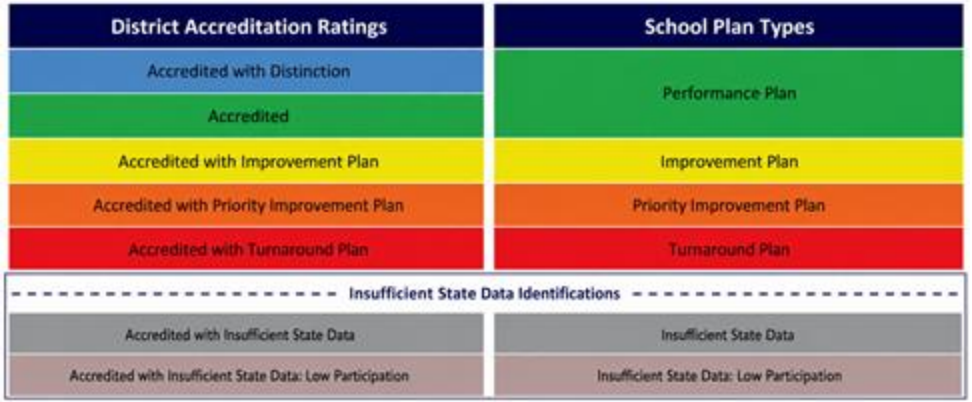
Low Participation (school or district) when a district or school has a total participation rate under 25% on one or more of the state ELA and Math assessments, and does not qualify as for the two types above

District Accreditation Ratings	School Plan Types
Accredited with Distinction	Performance Plan
Accredited	
Accredited with Improvement Plan	Improvement Plan
Accredited with Priority Improvement Plan	Priority Improvement Plan
Accredited with Turnaround Plan	Turnaround Plan
Insufficient State Data Identifications	
Accredited with Insufficient State Data	Insufficient State Data
Accredited with Insufficient State Data: Low Participation	Insufficient State Data: Low Participation

ISD: Low Participation

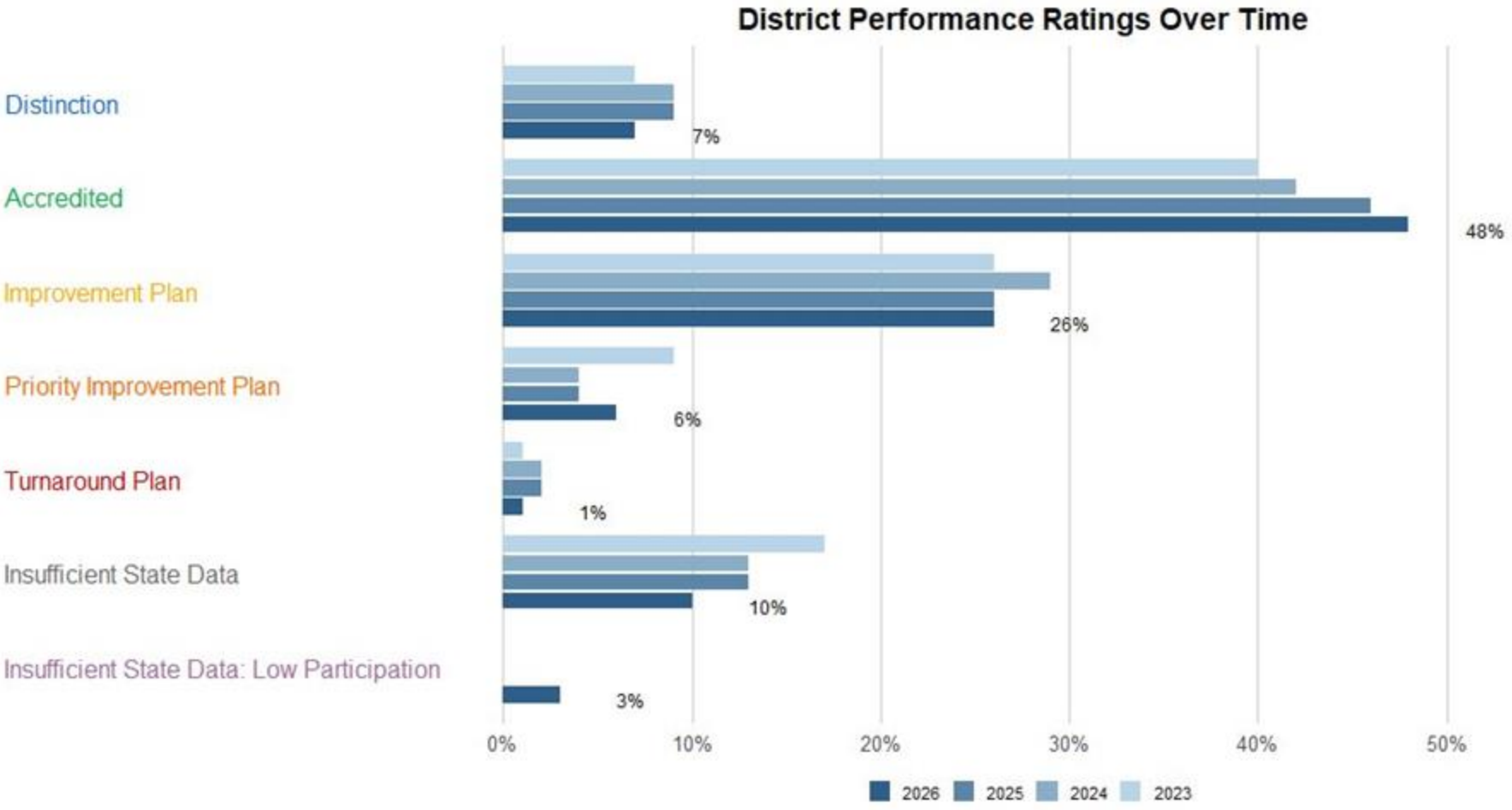
- Identification called for in H.B.25-1278
- Assigned when below 25% total state assessment participation
- Planning requirements, incorporated into UIP
- After 3 consecutive years, presentation to the State Board of Education
- Webinar Tomorrow

New

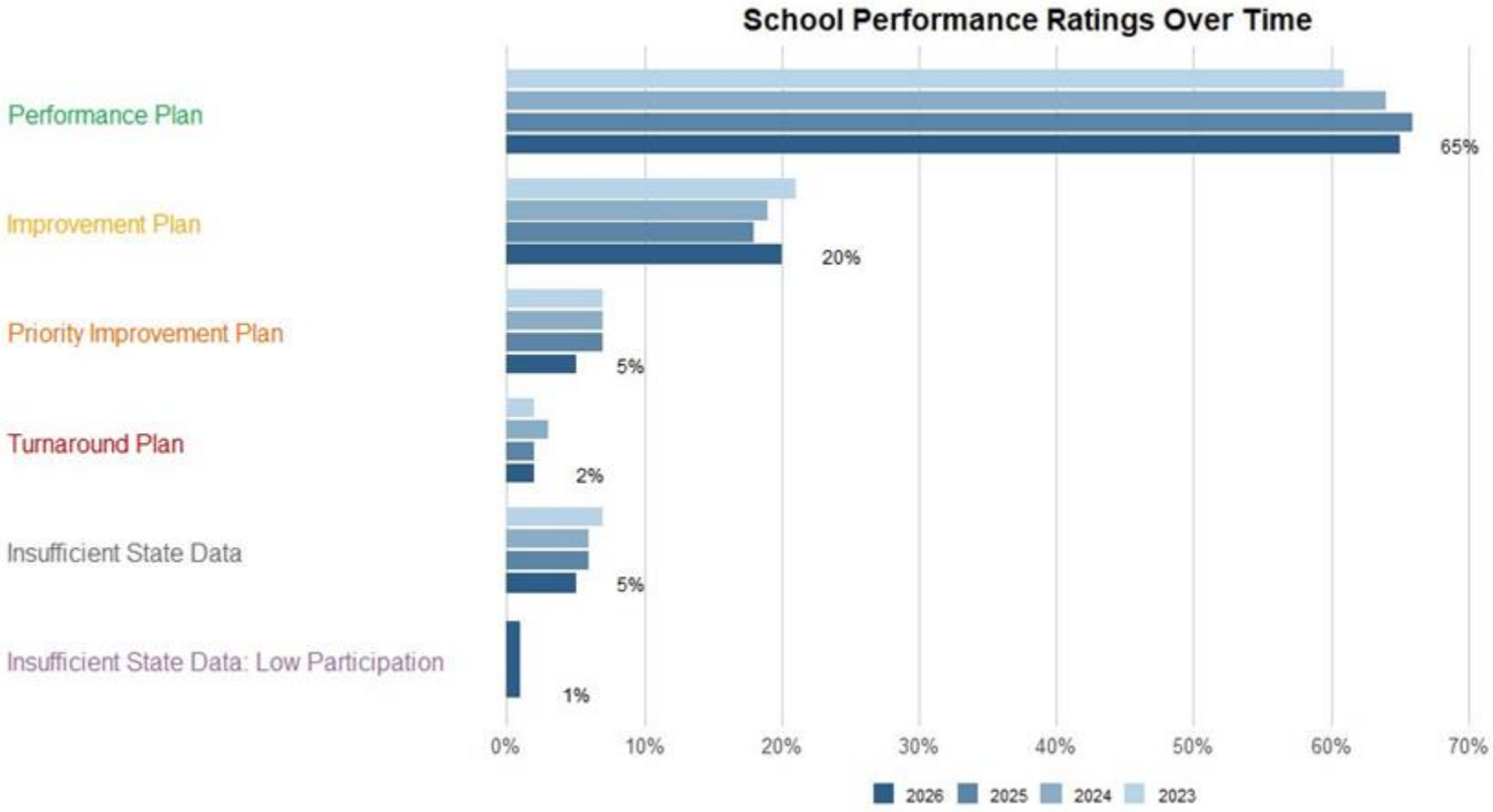




Distribution of Preliminary District Ratings		
	Number of Districts	**Percent of Districts**
Distinction	12	6.5%
Accredited	89	48.4%
Improvement Plan	48	26.1%
Priority Improvement Plan	11	6%
Turnaround Plan	1	0.5%
Insufficient State Data	18	9.8%
Insufficient State Data: Low Participation	5	2.7%
Total	**184**	


District Performance Ratings Over Time
Distinction
Accredited
Improvement Plan
Priority Improvement Plan
Turnaround Plan
Insufficient State Data
Insufficient State Data: Low Participation
7%
48%
26%
6%
1%
10%
3%
0%
10%
20%
30%
40%
50%
2026
2025
2024
2023

Distribution of Preliminary School Ratings		
	Number of Districts	**Percent of Districts**
Performance Plan	1,129	65.3%
Improvement Plan	352	20.4%
Priority Improvement Plan	87	5%
Turnaround Plan	29	1.7%
Insufficient State Data	90	5.2%
Insufficient State Data: Low Participation	13	0.8%
New School	11	0.6%
School Closed	17	1%
Total	**1,728**	


School Performance Ratings Over Time
Performance Plan
Improvement Plan
Priority Improvement Plan
Turnaround Plan
Insufficient State Data
Insufficient State Data: Low Participation
65%
20%
5%
2%
5%
1%
0%
10%
20%
30%
40%
50%
60%
70%
2026
2025
2024
2023



Implementation Timeline

Rating Established in H.B 25-1278

Key points:

- Requires a “corrective action plan” through the UIP when ratings are assigned due to low participation on state assessments.
- After three consecutive years of identification, a presentation of the plan must be made to the State Board of Education.
- Online schools are not subject to the identification for 2026-27.

Summary of initial legislation described in **Summary of H.B. 25-1278: Education Accountability System** and the full bill detail is available

An **Implementation Update of H.B. 25-1278: Education Accountability System** is available.

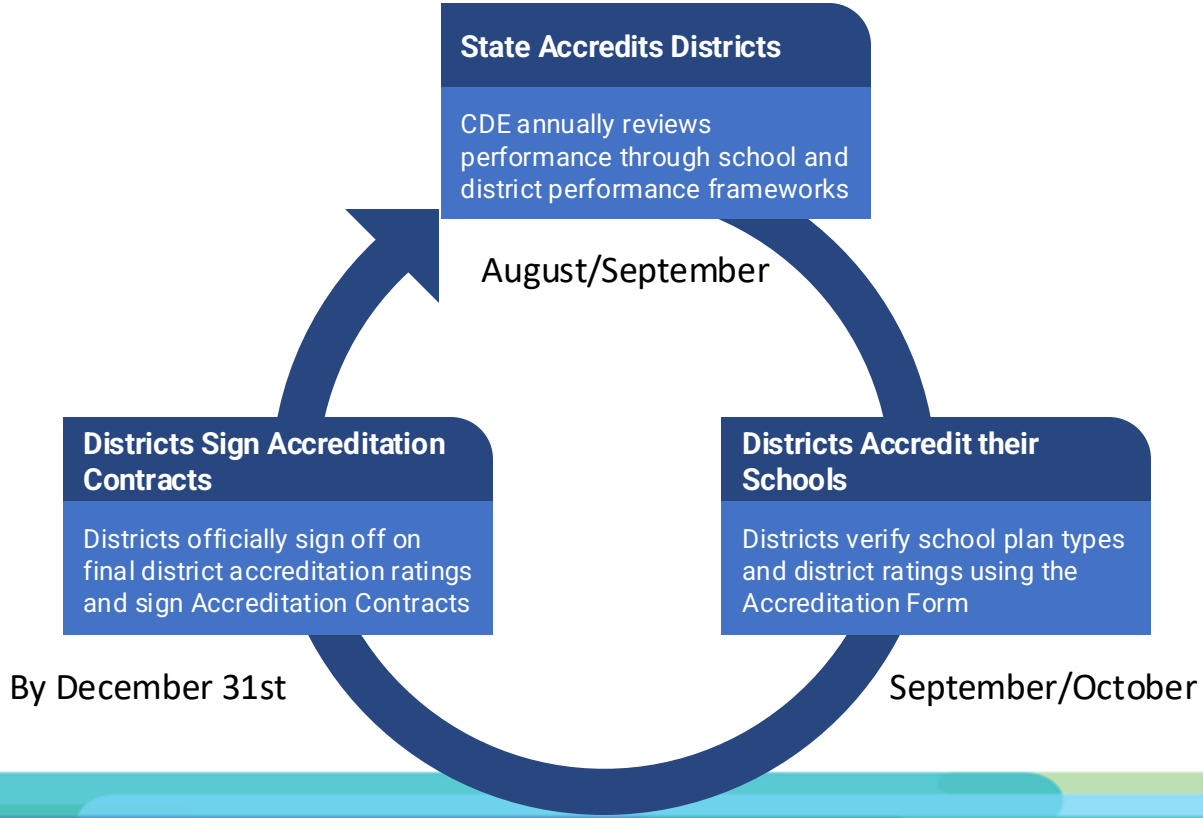
Timeline for Implementation

Assessment Admin.	School Performance Framework	Possible Plan Requirements *If ISD - Low Participation*		Possible SBE Presentation *If 3 consecutive ISD - Low Participation*		If applicable, Plan due:	Plan implemented in:
		Non-Online Schools	Online Schools	Non-Online Schools	Online Schools		
Spring 2026	2026 SPF Rating	Yes	No	No	No	October 2026	2026-27 SY
Spring 2027	2027 SPF Rating	Yes	Yes	No	No	October 2027	2027-28 SY
Spring 2028	2028 SPF Rating	Yes	Yes	Yes	No	October 2028	2028-29 SY
Spring 2029	2029 SPF Rating	Yes	Yes	Yes	Yes	October 2029	2029-30 SY



Implications of ISD Rating

School & District Accreditation Process



Insufficient State Data - District Accreditation Ratings				
Preliminary Rating	**Conditions**	**Accreditation Options / Request to Reconsider**	**Final Rating**	**Plan Requirements**
Insufficient State Data: Low Participation	A district has less than 25% total participation in combined tested grades in either ELA or Math. Does not meet count criteria for ISD:Small Tested Population preliminary rating	District may Request to Reconsider only if conditions are met (see: Accreditation and Request to Reconsider Guidance for specific conditions and detailed instructions)	**Insufficient State Data * Revised**	UIP Submission
		District may leave as ISD: Low Participation for school.	**Insufficient State Data: Low Participation**	UIP Submission, including additional planning requirements. See Quality Criteria

ISD: Low Participation R2R Conditions

1) If the single year framework demonstrates participation above the 25% for schools or districts with ISD: Low Participation based on a multi year framework (schools or districts).

2) 2026-27 Only- Districts identified as ISD: Low Participation due to their online schools only.

Additional information on this process:

Office Hours Support

Accreditation Process and Guidance

Draft 2026 State Accountability Timeline

Anticipated Timeframe	Activities/Actions
July 1	Districts received ACCESS Growth Data
August 13	Districts received performance framework data files for Achievement, Growth, Postsecondary & Workforce Readiness indicators, and Participation Data; UIP and Secure Data Explorer (N of 1) Data Dashboards available
August 20	Public Release of Colorado Growth Data Results. Alternative Education Campus (AEC) Designations Finalized. Public Data Dashboards updated.
August 27 - September 3	Preliminary Performance Frameworks Released to Districts. Public Release 3 days later. Performance data updated in online UIP system for assurances and plan requirements.
Early-Mid September	AEC Performance Frameworks Released to Districts. Public Release 3 days later. Identification letter to districts with schools on the accountability clock (i.e., Priority Improvement, Turnaround, On Watch) and/or ESSA Identifications (i.e., CS, TS, A-TS).
September 25	**Accreditation Form Submissions Due - *ALL Districts*.**
October 15	Unified Improvement Plan (UIP) Submissions Due. **Final Request to Reconsider (R2R) Materials Due - *Participating Districts*.**
November 12-13 (SBE Meeting)	**District Accreditation Ratings & School Plan Types Finalized for Districts/Schools *not* participating in R2R.**
December 9-10 (SBE Meeting)	**District Accreditation Ratings & School Plan Types Finalized for Districts/Schools participating in R2R.**
By December 31	**District Accreditation Contracts Due.**
January 15	January UIP Submissions Due - *Newly Identified, Sites that Participated in R2R*.

*SBE = State Board of Education



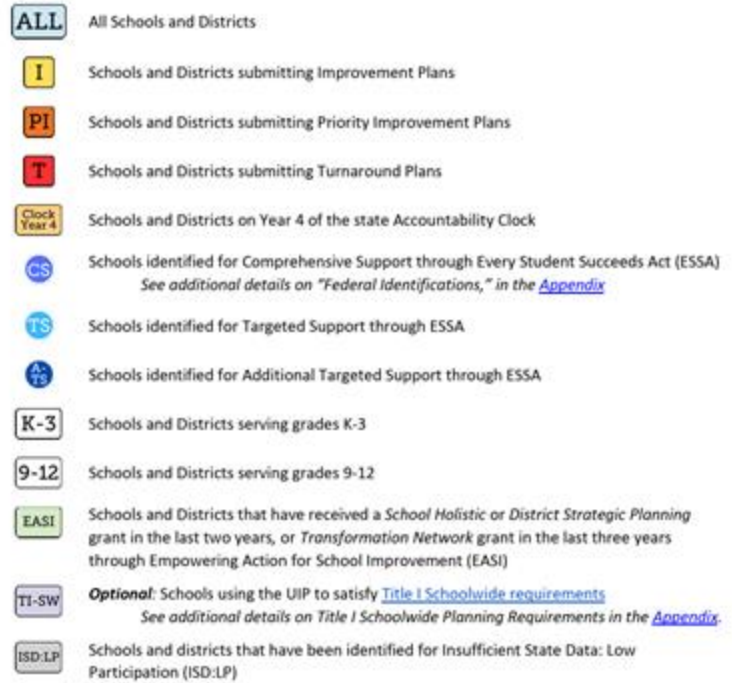
Planning Resource

ISD: Low Participation Planning Resource

Plan expectations integrated into the UI Quality Criteria.

Created a new icon with expectations.

Planning resource available separately to provide considerations for how these expectations may be met.

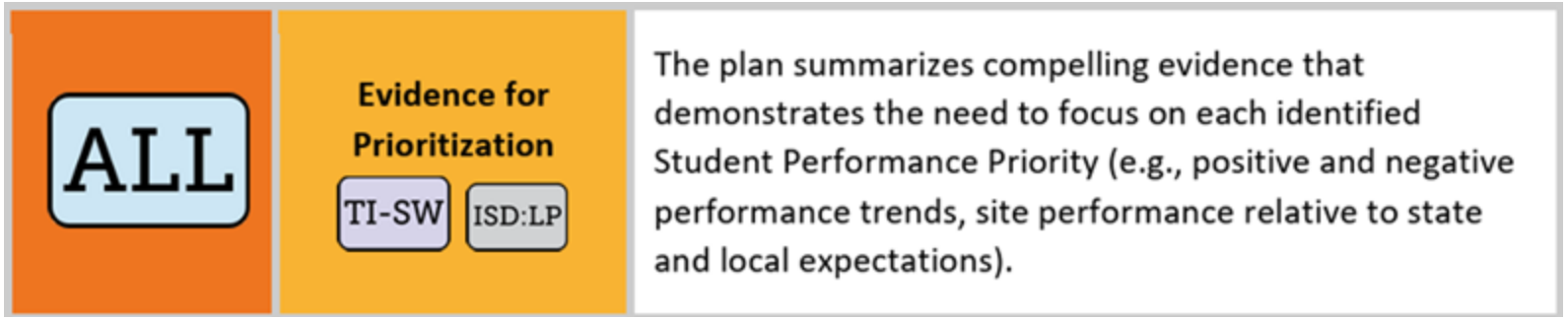


ISD:LP	**Address Indicators** *ISD Low Participation*	The plan includes at least one Student Performance Priority that is clearly and explicitly aligned to low overall participation rates.

Considerations:

Use the site-specific considerations below to determine how to develop at least one Student Performance Priority aligned to Low Participation identification. Any of the following approaches to formulating the SPP can be used to address this requirement:

- **Overall Participation Rate**: Identify the overall participation rate as a student performance priority. The rate for the performance frameworks, either single-year or multi-year, are the rates used for the ISD: Low Participation identification.
- **School-level Specific Participation Rate**: For schools spanning multiple levels (such as a K-8 or a secondary school that combines middle and high school) or for identified districts, participation rates may vary by school level. In this case, it may be appropriate to focus on improving participation rates for a particular school level (i.e., Elementary, Middle, or High).
- **School-Specific Participation Rate (Combined Plan):** For districts that submit a combined plan, the ISD: Low Participation identification may be for a specific school. Identify the participation rate that is specific to the school.
- **Single Year Participation Rate (for Multi-Year Framework ID)**: If the school or district is identified for low participation based on the multi-year participation rate (same as the performance framework), the priority could focus on making changes in single year participation. If the single year participation rate meets the state's threshold, this rate may be used in place of the multi-year participation rate in the performance framework. SeeFrameworksframeworks on SchoolView.
- **NOTE:** If the school's context or data analysis does not support prioritizing participation rate, then ensure the UIP includes a rationale for not prioritizing participation (see "Evidence & Rationale for Prioritization," below).



- **Rating identification for low participation:** CDE's ISD: Low Participation rating and these planning requirements may serve as the site's evidence and rationale for identifying state assessment participation as a Student Performance Priority. Acknowledge the school's or district's ISD: Low Participation rating in the Evidence & Rationale section of the UIP to note this connection.

- **Description of trends in participation over time:** Briefly describe evidence of participation practices and participation over time. The statement may address the following questions: Is the participation rate increasing or decreasing? Have practices changed? Is there more focus on standards implementation and associated assessment?

- **Standards Alignment:** The district may want to improve participation rates in order to leverage improved state assessment data quality and representativeness and support alignment to standards and local measures. This rationale would be appropriate for schools and districts looking to align instruction and assessment grounded in the standards.

- **Participation not included as Performance Priority:** For sites that don't include participation as a priority, provide the rationale for not selecting state assessment participation.

ALL	Quality of Target CS ISD:LP	The plan sets ambitious, attainable targets that align to the Student Performance Priorities (SPPs). Where possible, targets are set using the same measure as SPP (e.g., if the SPP is focused on SAT mean scale score, target is focused on SAT mean scale score).

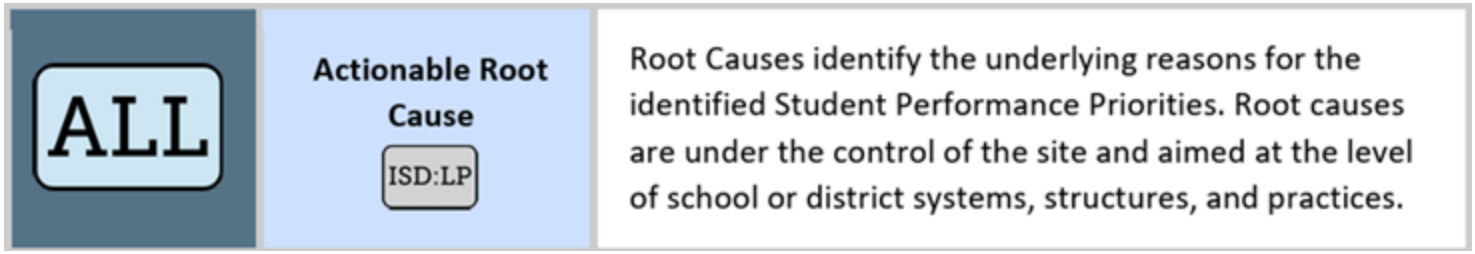
- **Overall Participation Rate**: Set targets for ambitious and attainable increases in the overall participation rate for the school or district.

- **School-level Specific Participation Rate**: For schools spanning multiple levels (such as a k-8, or a secondary school that combines middle and high school) or for identified districts, the participation rates may vary across grade spans. Set targets for ambitious and attainable increases in participation at a particular school level (i.e., Elementary, Middle, or High).

- **School-Specific Participation Rate (Combined Plan):** For districts that write a combined plan, the Low Participation identification may be for a specific school. Set targets for ambitious and attainable increases in participation that are specific to the school.

- **Single-Year Participation Rate (Multi-Year Framework)**: If the school or district is identified based on multi-year participation rate (same as the performance framework), set single year participation targets.

***Note**: It may be difficult to identify appropriate interim targets aligned to the annual targets. If measures cannot be identified, the interim targets may be left blank. To support strong progress monitoring, ensure that robust implementation milestones aligned with selected major improvement strategies/action steps are identified to achieve the annual target.*



- **Testing Policies and Communications:** Examine parent excuse policy and procedures. Consider the framing and values with related communications.
- **Culture of Data Use:** Examine the culture of data/assessment use. What is understood about state assessments? What barriers exist to using state assessment data?
- **System Transparency:** There may be uncertainty or trust concerns with the community about state data use and value related to state assessments. How does the school or district foster trust in state assessments through transparency and information sharing?
- **Standards Alignment:** How well aligned are existing instruction, resources and assessments to the Colorado Academic Standards? Since state assessments are grounded in the Colorado Academic Standards, conducting an analysis to determine any gaps between school instruction and those standards may help stakeholders to find greater meaning in the data from state assessments (and thus improve participation rates). Results from state assessments may then provide crucial data to support strong alignment across critical educational systems.
- **Historic priority:** Understand the previous use of state assessment data and the drivers for those circumstances (data literacy, value for system alignment, etc.). Understand what the current value and priority is among stakeholders related to state assessments and what may have changed over time.

Action Planning

ALL	**Alignment to Root Causes** CS A-TS ISD:LP	The plan identifies a limited number of Major Improvement Strategies (ideally 2-4) that logically connect to the Root Causes identified in the plan. *All root causes identified in the plan are addressed by at least one of the identified Major Improvement Strategies.*

Depending on the overall improvement efforts of the school, the approach to responding to Root Cause(s) of Low Participation may be captured in its own Major Improvement Strategy, or it may be embedded as action steps within another strategy.

ISD:LP	**Actions to Address Low Participation** *ISD Low Participation*	The plan includes one or more high-leverage Action Steps to increase overall participation on state assessments.

Action Planning - Either Major Improvement Strategy or Actions

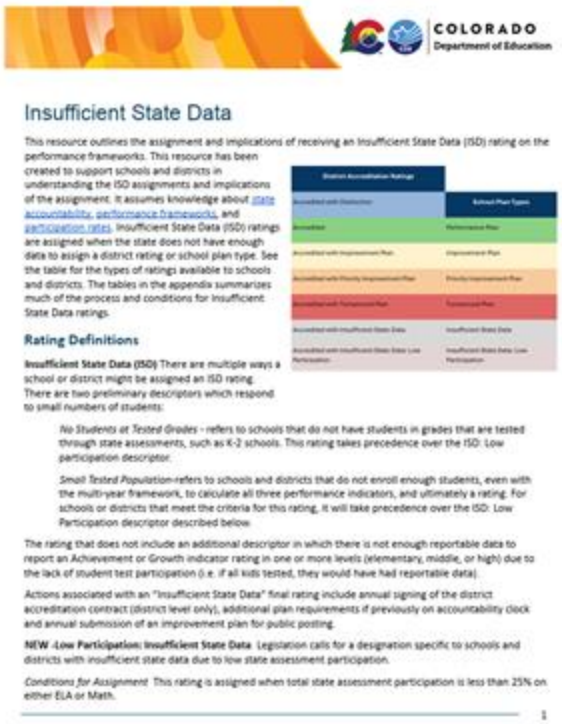
- **Culture of data/assessment use:** Strategies or actions may focus on supporting a culture that examines available data, including assessments, in order to make strategic instructional adjustments to address student learning needs. ThisIES resourceresource from IES andIES toolkitassociated IES toolkit support an understanding of strong data culture, including the professional learning, structures and systems needed for effective implementation. This additional resource fromExpeditionary LearningExpeditionary Learning provides a high level summary and steps in that culture shift.
- **Community engagement about data/assessment use and value:** Consider what actions may be needed to engage with stakeholders more broadly, including staff, local school boards and families. Concrete actions taken by schools and districts can build trust and improve transparency. Be sure to prepare internal stakeholder to explain and support any external communication made to families. Actions may include:
    - Sharing simple, jargon-free letters explaining how data identifies learning gaps and directs resource allocation to demystify the test purpose.
    - Showing parents and high school students how scores provide actionable diagnostic data or satisfy college readiness benchmarks to highlight individual benefits.
    - Engaging community leaders early to address cultural or system concerns regarding standardized testing.



Resources

Resource: Fact Sheet

- Updated to reflect incorporation if ISD: Low Participation
- Clarified distinctions within preliminary ratings and implications for next steps
- Includes conditions for each preliminary rating type and accreditation/request to reconsider options



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Insufficient State Data

This resource outlines the assignment and implications of receiving an Insufficient State Data (ISD) rating on the performance frameworks. This resource has been created to support schools and districts in understanding the ISD assignments and implications of the assignment. It assumes knowledge about state accountability, performance frameworks, and participation rates. Insufficient State Data (ISD) ratings are assigned when the state does not have enough data to assign a district rating or school plan type. See the table for the types of ratings available to schools and districts. The tables in the appendix summarizes much of the process and conditions for Insufficient State Data ratings.

Rating Definitions

Insufficient State Data (ISD) There are multiple ways a school or district might be assigned an ISD rating. There are two preliminary descriptors which respond to small numbers of students:

No Students at Tested Grades - refers to schools that do not have students in grades that are tested through state assessments, such as K-2 schools. This rating takes precedence over the ISD: Low participation descriptor.

Small Tested Population-refers to schools and districts that do not enroll enough students, even with the multi-year framework, to calculate all three performance indicators, and ultimately a rating. For schools or districts that meet the criteria for this rating, it will take precedence over the ISD: Low Participation descriptor described below.

The rating that does not include an additional descriptor in which there is not enough reportable data to report an Achievement or Growth indicator rating in one or more levels (elementary, middle, or high) due to the lack of student test participation (i.e. if all kids tested, they would have had reportable data).

Actions associated with an "Insufficient State Data" final rating include annual signing of the district accreditation contract (district level only), additional plan requirements if previously on accountability clock and annual submission of an improvement plan for public posting.

NEW -Low Participation: Insufficient State Data Legislation calls for a designation specific to schools and districts with insufficient state data due to low state assessment participation.

Conditions for Assignment This rating is assigned when total state assessment participation is less than 25% on either ELA or Math.

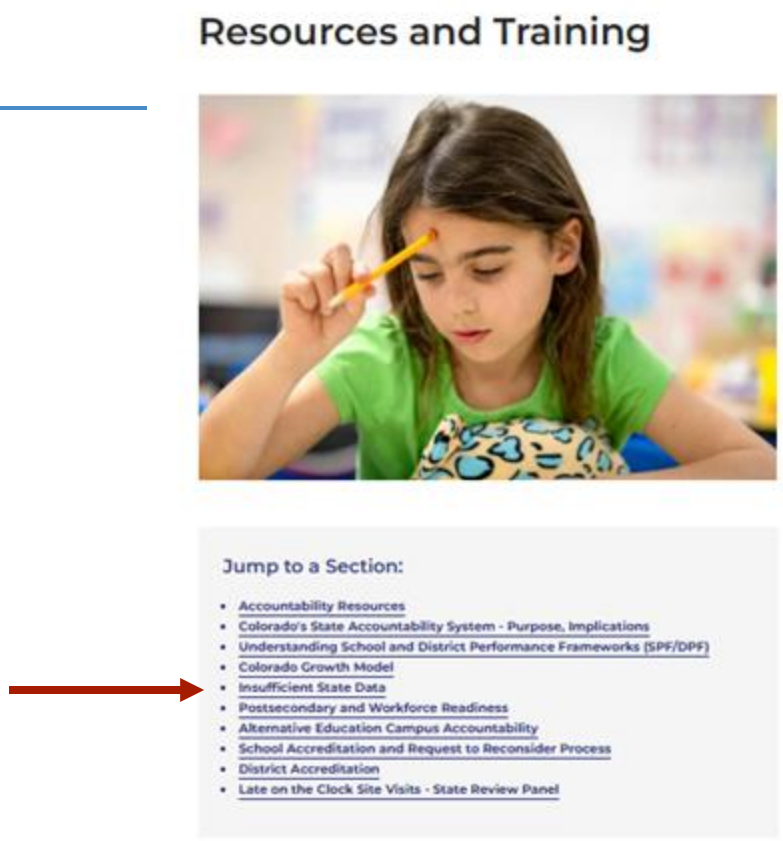
Key Insufficient State Data Resources

[Insufficient State Data Resources]

[ISD: Low Participation Planning Resource]

[Insufficient State Data Fact Sheet]- Overview of the ratings

[Data Analysis for Small Student Populations]- Analysis considerations



Assessment Administration Support

Supports for District Assessment Coordinators: This site provides information that may be helpful for the more technical aspects of the assessment administration process.

Assessment Literacy: Resources from the Colorado Assessment Literacy Program are available from CDE to support educators' efforts to expand their understanding of the varied purposes and uses of assessment information and guiding instruction to improve student engagement and learning.

Participation resources: from CDE Assessment support shared understanding of state assessments and address potential misunderstandings.



Related Resources

District and School Performance Framework Calculation Guidebook

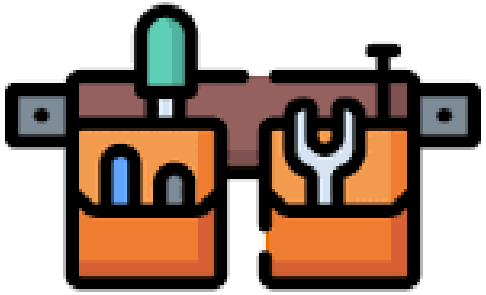
2026 Annotated Framework Report

Accreditation Process and Guidanceaccreditation guidance

State Data Explorer- including access to N of 1

Granting Access -IDM TABLEAU~Acct_Contact

Accountability Flat Files- Directions and access





Questions and Answers

Questions?

Based on the information shared, what questions do you have?

Follow up support:

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uiphelp@cde.state.co.us

ISD: LP Sites: Erin Loften
loften_e@cde.state.co.us

