

Executive Committee

March 5, 2020

SALON 1



AGENDA

4:00 – 4:15 pm	Welcome, Opening Remarks, and Agenda Overview <i>Haley Barbour, Chair</i>	
4:15 – 4:30 pm	Reviewing Policy on NAEP Testing and Reporting on Students with Disabilities and English Language Learners <i>Sharyn Rosenberg, Assistant Director for Psychometrics</i>	<i>Attachment A</i>
4:30 – 4:45 pm	Strategic Vision 2025: Update and Next Steps <i>Haley Barbour</i> <i>Lesley Muldoon, Executive Director</i>	<i>See plenary tab</i>
4:45 – 6:00 pm	CLOSED: NAEP Assessment Schedule and Budget Briefing <i>Lesley Muldoon</i> <i>Peggy Carr, Associate Commissioner, NCES</i>	<i>Attachment B</i>

Governing Board Inclusion Policy for Students with Disabilities (SDs) and English Learners (ELs)

During the March 2020 Board meeting, Board staff will provide a brief overview of the history of inclusion for students with disabilities (SDs) and English Learners (ELs) in NAEP, and discuss plans for a review of the policy this year, the tenth anniversary of its adoption. The attached timeline provides the history of inclusion for NAEP which is summarized briefly below. The intent of this policy has in large part been realized and it is expected that only minor changes to the policy are needed.

In the early years of NAEP many SDs and ELs were not included, because accommodations for testing were not available. National concerns about improving access to the standard curriculum and their associated assessments for both SDs and ELs led NAEP to examine how to accommodate more students on NAEP. Therefore, some accommodations were developed and provided. Additionally, studies were conducted about how to report NAEP data and beginning in 1998 NAEP results were reported in two ways – with and without accommodations.

At first, procedures for including these students relied heavily on local decision making, but strong guidance was not provided for making these decisions and making them consistently across jurisdictions. In 2002, the reauthorization of the Elementary and Secondary Education Act, known as No Child Left Behind (NCLB), required states to represent all students in their accountability systems. To do so, much work was undertaken to develop and provide assessments and accommodations to ensure that the state systems were representative of all their enrolled students. The requirement for inclusion of all students remained consistent under the 2015 reauthorization, known as Every Student Succeeds Act (ESSA).

Studies conducted by former Governing Board member Edward Haertel (2003) and the General Accountability Office (GAO) (2005) provided an important focus on the representativeness of the data being reported for NAEP. The concern was that different criteria were being used by different locales and the resulting data were not comparable across jurisdictions. As a result, NCES developed a decision tree to systematize the decision-making process used for each student selected for NAEP.

In 2006, the Board began reviewing the conclusions of various research studies and exploring possible revisions to the inclusion policy for NAEP. This exploration led to the appointment of an Ad Hoc Committee of Board members on NAEP Testing and Reporting of Students with Disabilities and English Language Learners. The ad hoc committee was assisted by two technical advisory panels, one for SDs and one for ELs, on establishing Uniform National Rules for NAEP. These panels were convened and heard testimony from many experts; in addition, public hearings were held in Washington, DC, Los Angeles, and El Paso.

The [current policy](#), adopted in March 2010, was the result of this work. There have been several changes in the assessment landscape over the past decade, including both NAEP and most state assessments transitioning to digital-based assessments, which has impacted the kinds of accommodations that can be made available. In addition, the student populations of English learners and students with disabilities have continued to grow. Therefore, it is proposed that Board and NCES staff collect and review existing data and studies on this topic and make recommendations to the Board for proposed changes.

**National Assessment Governing Board
Timeline of Key Events:
NAEP Testing of Students with Disabilities (SDs) and English Learners (ELs)**

Before 1996 – Students who required accommodations were not included in NAEP because accommodations were not available.

- Students were excluded if mainstreamed less than 50 percent of the time in academic subjects and were judged by school staff as incapable of participating meaningfully in the assessment.

1996 – A major new design feature was introduced to NAEP to permit the introduction of new inclusion rules for SD and EL students, and the introduction of testing accommodations for those students.ⁱ

1998 – NAEP introduced accommodations on the operational assessment; national samples were randomly split into testing settings where accommodations were allowed and settings where accommodations were not allowed (signified by two data points on graphs and tables). The Board policy at that time had the following provisions.

Students with disabilities (SDs) were to be included:

- Unless the Individualized Education Program (IEP) team or equivalent group determined that the student could not participate in assessments such as NAEP, or
- Unless the student’s cognitive functioning was so severely impaired that he or she could not participate, or
- Unless the student’s IEP required that the student be tested with an accommodation that NAEP did not permit, and the student could not demonstrate his or her knowledge of the subject without that accommodation.

English Learners (ELs) were to be included:

- If the EL had received academic instruction in English for three or more years (including the testing year), or
- If the EL had received fewer than three years of instruction in English but was capable of participating as determined by school administrators, or
- If the EL whose native language was Spanish could participate using the Spanish version of the assessment (if available and determined by school staff), or
- If the EL could use the same accommodation in NAEP assessments as they used in their usual classroom assessment (unless not available for NAEP).

2003 – A study by former Governing Board member Edward Haertel of Stanford University showed that relying on school administrator determinations meant that states were inconsistently applying NAEP inclusion and accommodation policies, thus different types of students were tested by NAEP across different states rendering state comparisons infeasible and contributing to differences in NAEP performance.ⁱⁱ

2005 – The GAO reported on exclusion of students with special needs from NAEP; NAEP implemented a decision tree that NAEP site administrators used to decide whether to include SD and EL students in NAEP and what, if any, accommodations could be provided.ⁱⁱⁱ

2006 – The Board began exploring the challenges with and possible revisions to the inclusion policy for NAEP.

2006 – The NAEP Validity Studies Panel commissioned a report on how states should understand the performance of ELs on NAEP.^{iv}

2008 – The Board formed an Ad Hoc Committee on NAEP Testing and Reporting of Students with Disabilities and English Language Learners.

2009 – The Board’s Technical Advisory Panels on Uniform National Rules for NAEP Testing of Students with Disabilities and English Language Learners were convened and heard expert testimony.

2010 – The Board’s new policy^v for inclusion of SD and EL students in NAEP, included:

- All English learners selected for the NAEP sample who have been in United States schools for one year or more should be included in the National Assessment.
- English learners in U.S. schools for less than one year should take the assessment if it is available in the student’s primary language.
- Students with an IEP or Section 504 plan who are tested without accommodation take NAEP without accommodation.
- Students with an IEP or 504 plan that specifies an accommodation permitted by NAEP takes NAEP with that accommodation.
- Students with an IEP or 504 plan that specifies an accommodation not permitted by NAEP are encouraged to take NAEP without that accommodation or modification.

2012 – The new decision tree was piloted by NCES for operational implementation in 2013.

2013 – Members of the EL assessment consortia presented to the Board on potential use of and issues surrounding current available language screeners.

2014 – The Board changed one sentence of policy to eliminate a rule related to distinguishing between refusals versus exclusion.

2015 – Five years after adoption of inclusion policy, the Board examined policy implementation for EL students. The Board concluded the policy appeared to have met its intended goal of increasing inclusion and achieving more uniform inclusion rates across states and jurisdictions.^{vi}

2020 – Ten years after adoption of inclusion policy, staff begin a process of reviewing the policy to make recommendations about whether any aspects of the policy should be revised.

ⁱ U.S. Department of Education. Office of Educational Research and Improvement. National Center for Education Statistics. The NAEP 1996 Technical Report, NCES 1999–452, by Allen, N.L., Carlson, J.E., & Zelenak, C.A. (1999). Washington, DC: National Center for Education Statistics.

ⁱⁱ Haertel, E. H. (2003). *NAGB Conference on Increasing the Participation of SD and LEP Students in NAEP Including Students with Disabilities and English Language Learners in NAEP: Effects of Differential Inclusion Rates on Accuracy and Interpretability of Findings*. Retrieved from <https://files.eric.ed.gov/fulltext/ED500430.pdf>

ⁱⁱⁱ U.S. Government Accountability Office. (2005, July). *No Child Left Behind Act: Most students with disabilities participated in statewide assessments, but inclusion options could be improved* (Publication No. GAO-05-618). Retrieved from <https://www.gao.gov/assets/250/247164.pdf>.

^{iv} Duran, R. P. (2006). *State Implementation of NCLB Policies and Interpretation of the NAEP Performance of English Language Learners*. Retrieved from https://www.air.org/sites/default/files/downloads/report/Duran_revisedfinal_0.pdf.

^v https://www.nagb.gov/content/nagb/assets/documents/policies/naep_testandreport_studentswithdisabilities.pdf

^{vi} <https://www.nagb.gov/news-and-events/news-releases/2018/naep-focused-reporting-inclusion-implementation.html>

Fiscal Year 2020 and 2021 Appropriations

FY 2020

Fiscal year (FY) 2020 extends from October 1, 2019 – September 30, 2020. The fiscal year began with continuing resolutions until a budget was passed on December 20, 2019. The final FY 2020 appropriations included a \$2M increase for the NAEP program (\$153M compared to \$151M in FY 2019); the Governing Board received flat funding of \$7.745M.

An explanatory statement released along with the bill includes specific language regarding NAEP and the Governing Board (below), similar to the draft language that was in the Senate bill last fall and that was discussed by the Executive Committee during the November 2019 Board meeting.

From explanatory statement to H.R. 1865, signed into law on 12/20/2019:

The agreement supports assessments for students in United States History and Civics. The National Assessment Governing Board (NAGB) is directed to continue administering assessments in these two areas, at least every 4 years, in accordance with the current National Assessment of Educational Progress (NAEP) schedule.

The agreement notes concern with recent changes to the proposed NAEP schedule, some of which differ from the schedule outlined in the fiscal year 2020 budget request, which proposed a reduction in funding for assessments that is part of the explanation for the modified assessment schedule.

The Department and NAGB are directed to provide a briefing to the Committees within 45 days of enactment of this Act on the proposed changes and estimated funding needed to maintain the schedule outlined in the fiscal year 2020 budget request.

Governing Board staff have been working with the Department of Education to schedule this briefing and will update the Executive Committee on the status and outcomes of that briefing.

FY 2021

Fiscal year (FY) 2021 extends from October 1, 2020 – September 30, 2021. The President's Budget Request for FY 2021 was released on February 10, 2020 and contains \$181M for the NAEP program (an increase of \$28M from FY 2020) and \$7.745M for the Governing Board (flat funding).

The Institute of Education Sciences (IES) prepares the budget justification for the NAEP program. The justification for increasing NAEP's budget included two key statements from IES:

- Due to initial bids for the NAEP Alliance contracts being far higher than expected, significant modifications to the NAEP assessment schedule were necessary for 2020-2024.

- The additional funds requested are intended to support the assessments on the schedule approved by the Governing Board on July 19, 2019. The request includes a copy of the approved schedule for 2020-2024 only.

In addition to the proposed \$28M increase for NAEP, IES included in the budget justification several policy recommendations for Congress to consider when it reauthorizes the Education Sciences Reform Act (ESRA), the law that governs NAEP among other programs. Additional information can be found here (see pages W36-W41):

<https://www2.ed.gov/about/overview/budget/budget21/justifications/w-ies.pdf>

During the closed Executive Committee session, NCES Associate Commissioner for Assessment Peggy Carr will present updated funding flows for the NAEP Assessment Schedule based on the FY 2020 budget and the FY 2021 President's Budget Request.

The following pages are:

- the Resolution on Board Priorities for the NAEP Assessment schedule, approved March 3, 2018;
- most recently approved NAEP Assessment Schedule (*referred to as "proposed" in the appropriations language*), approved July 19, 2019; and
- the NAEP Assessment Schedule that was in effect at the time of the FY 2020 President's Budget Request (*referred to as "current" in the above appropriations language*), approved November 21, 2015.

Note, not included is the NAEP Assessment Schedule approved on March 1, 2019 which was passed for the sole purpose of added the Long-Term Trend assessment to be conducted in 2020, per fiscal year 2019 appropriations; no other changes were made.



National Assessment Governing Board Resolution on Priorities for the NAEP Assessment Schedule

Whereas, The Nation’s Report Card—also known as the National Assessment of Educational Progress (NAEP)—is mandated by Congress to conduct a national assessment and report data on student academic achievement and trends in public and private elementary schools and secondary schools (P.L. 107-279);

Whereas, the NAEP Authorization Act requires that NAEP be administered in public and private schools in reading and mathematics at least every 2 years in grades 4 and 8 and every 4 years in grade 12 and conduct the Long-Term Trend assessment in reading and mathematics for ages 9, 13, and 17;

Whereas, the NAEP Authorization Act specifies that beyond the requirements listed above, to the extent time and resources allow, NAEP shall assess and report achievement trends in additional subjects in grades 4, 8, and 12;

Whereas, the Every Student Succeeds Act mandates that states participate in the biennial reading and mathematics NAEP assessments in grades 4 and 8;

Whereas, Congress supported the establishment and expansion of the NAEP Trial Urban District Assessment (TUDA) to provide NAEP results for select large urban districts;

Whereas, NAEP provides national, state, and local policymakers and practitioners with consistent, external, independent measures of student achievement through which results across education systems can be compared at points in time and over time;

Whereas, the National Assessment Governing Board and the National Center of Education Statistics (NCES) continuously work to enhance NAEP’s form (e.g. transitioning to digital-based assessments) and content (e.g. the Technology and Engineering Literacy assessment) to reflect the modern expectations of what students know and can do;

Whereas, Congress authorized the National Assessment Governing Board to determine the NAEP subjects to be assessed;

Whereas, it is the National Assessment Governing Board’s policy, in consultation with NCES, to periodically establish a dependable, publicly announced NAEP Schedule of Assessments spanning at least ten years, and specifying the subjects, grades, ages, assessment years, sampling levels (e.g., national, state, TUDA), and introduction of new and revised frameworks for each assessment;

Whereas, on November 18, 2016 the National Assessment Governing Board unanimously adopted its Strategic Vision which included a priority to *“Develop policy approaches to revise the NAEP assessment subjects and schedule based on the nation’s evolving needs, the Board priorities, and NAEP funding”*;

Therefore, as the National Assessment Governing Board anticipates extending the NAEP Schedule of Assessments into the future, it will uphold all of the aforementioned requirements and make decisions informed by each of the following priorities to ensure NAEP results are impactful and policy-relevant:

- **Utility** – include more voluntary state and Trial Urban District Assessments and continue to align the schedule of NAEP administrations with international assessments in the same subjects to enable actionable comparisons of districts, states, and other nations;
- **Frequency** – commit to assess subjects other than reading and mathematics at least every 4 years to provide additional measures of student academic progress at regular intervals; and
- **Efficiency** – find cost-effective ways to administer NAEP while to the degree possible maintaining a breadth of subjects on the schedule in order to continue reporting progress in student achievement;

Furthermore, the National Assessment Governing Board recognizes that any change to the NAEP Schedule of Assessments requires consideration of the fiscal, technical, and operational implications.



National Assessment of Educational Progress

Schedule of Assessments

Approved July 19, 2019

The *National Assessment of Educational Progress (NAEP) Authorization Act* established the National Assessment Governing Board to set policy for NAEP, including determining the schedule of assessments. (P.L. 107-279)

Year	Subject	National Levels Assessed	State Grades Assessed	TUDA Grades Assessed
2019	Reading Mathematics Science Transcript Studies	4, 8, 12 4, 8, 12 4, 8, 12	4, 8 4, 8	4, 8 4, 8
2020	Long-term Trend*	~		
2021	Reading Mathematics Civics U.S. History	4, 8 4, 8 8 8	4, 8 4, 8	4, 8 4, 8
2022				
2023	Reading Mathematics Science Technology and Engineering Literacy Transcript Studies	4, 8, 12 4, 8, 12 8 8	4, 8 4, 8	4, 8 4, 8
2024	Long-term Trend	~		
2025	READING MATHEMATICS Civics U.S. History	4, 8 4, 8 8 8	4, 8 4, 8	4, 8 4, 8
2026				
2027	Reading Mathematics SCIENCE Technology and Engineering Literacy Transcript Studies	4, 8, 12 4, 8, 12 4, 8 8	4, 8, 12 4, 8, 12 4, 8 8	4, 8 4, 8 4, 8
2028	Long-term Trend	~		
2029	Reading Mathematics CIVICS U.S. HISTORY WRITING	4, 8 4, 8 4, 8, 12 4, 8, 12 4, 8, 12	4, 8 4, 8 8 4, 8, 12	4, 8 4, 8 4, 8

NOTES:

- * Long-term Trend (LTT) assessment in 2020 not administered by computer. All other assessments will be digitally based.
- ~ LTT assessments sample students at ages 9, 13, and 17 and are conducted in reading and mathematics.
- BOLD ALL CAPS** subjects indicate the assessment year in which a new or updated framework is implemented, if needed.



National Assessment of Educational Progress

Schedule of Assessments

Approved November 21, 2015

The *National Assessment of Educational Progress (NAEP) Authorization Act* established the National Assessment Governing Board to set policy for NAEP, including determining the schedule of assessments. (P.L. 107-279)

Year	Subject	National Grades Assessed	State Grades Assessed	TUDA Grades Assessed
2014	U.S. History* Civics* Geography* TECHNOLOGY AND ENGINEERING LITERACY	8 8 8 8		
2015	Reading* Mathematics* Science**	4, 8, 12 4, 8, 12 4, 8, 12	4, 8 4, 8 4, 8	4, 8 4, 8 4, 8
2016	Arts*	8		
2017	Reading Mathematics Writing	4, 8 4, 8 4, 8	4, 8 4, 8	4, 8 4, 8
2018	U.S. History Civics Geography Technology and Engineering Literacy	8 8 8 8		
2019	Reading Mathematics Science High School Transcript Study	4, 8, 12 4, 8, 12 4, 8, 12	4, 8 4, 8	4, 8 4, 8
2020				
2021	Reading Mathematics Writing	4, 8 4, 8 4, 8, 12	4, 8 4, 8 8	4, 8 4, 8
2022	U.S. HISTORY CIVICS GEOGRAPHY Economics Technology and Engineering Literacy	8, 12 8, 12 8, 12 12 8, 12		
2023	Reading Mathematics Science High School Transcript Study	4, 8, 12 4, 8, 12 4, 8, 12	4, 8 4, 8 4, 8	4, 8 4, 8 4, 8
2024	ARTS FOREIGN LANGUAGE Long-term Trend	8 12 ~		

NOTES:

*Assessments not administered by computer. Beginning in 2017 all operational assessments will be digitally based.

**Science in 2015 consisted of paper-and-pencil and digital-based components.

~Long-term Trend (LTT) assessments sample students at ages 9, 13, and 17 and are conducted in reading and mathematics. Subjects in **BOLD ALL CAPS** indicate the year in which a new framework is implemented or assessment year for which the Governing Board will decide whether a new or updated framework is needed.