

National Assessment Governing Board

Meeting of November 19-20, 2020

Virtual

OFFICIAL SUMMARY OF GOVERNING BOARD ACTIONS

Complete Transcript Available

National Assessment Governing Board Members Present

Haley Barbour, Chair
Alice Peisch, Vice Chair
Dana Boyd
Alberto Carvalho
Gregory Cizek
Tyler Cramer
Christine Cunningham
Frank Edelblut
Paul Gasparini
James (Jim) Geringer
Eric (Rick) Hanushek
Patrick Kelly
Suzanne Lane
Tonya Matthews
Reginald McGregor
Mark Miller
Beverly (Bev) Perdue
Julia Rafal-Baer
Ron Reynolds
Nardi Routten
Martin (Marty) West
Mark White
Grover (Russ) Whitehurst
Carey Wright
Mark Schneider (ex-officio)

Governing Board Members Absent

None

National Assessment Governing Board Staff

Lesley Muldoon, Executive Director
Lisa Stooksberry, Deputy Executive Director
Michelle Blair
Stephaan Harris
Donnetta Kennedy
Laura LoGerfo
Munira Mwalimu
Tessa Regis
Sharyn Rosenberg
Angela Scott
Anthony White

National Center for Education Statistics (NCES)

James (Lynn) Woodworth, Commissioner
Peggy Carr, Associate Commissioner
Gina Broxterman
Samantha Burg
Jing Chen
Jamie Deaton
Enis Dogan
Patricia Etienne
Elvira Germino Hausken
Eunice Greer
Shawn Kline
Daniel McGrath
Nadia McLaughlin
Ebony Walton
Grady Wilburn

American Institutes for Research (AIR)

George Bohrnstedt
Marcus Broer
Jack Buckley
Christina Davis
Kim Gattis
Cadelle Hemphill
Saki Ikoma
Sami Kitmitto
Gabrielle Merken
Young Yee Kim

Chief State School Officers, CCSSO

Fen Chou
Scott Norton

CRP, Inc.

Shamai Carter
Arnold Goldstein
Subin Hona
Edward Wofford

Educational Testing Service (ETS)

Jay Campbell
Peter Ciemins
Gloria Dion
Amy Dresher
Kadriye Ercikan
Gary Feng
Michael Friesenhahn
Helena Jia
Sharon Maloney
John Mazzeo
Rupal Patel
Hilary Persky
Emilie Pooler
Shannon Richards
Sarah Rodgers
Lisa Ward
Karen Wixson

Hager Sharp

James Elias
David Hoff
Joanne Lim

The Hatcher Group

Jenny Beard
Ann Bradley
Sami Ghani
Robert Johnston
David Loewenberg

Alex Sanfuentes
Devin Simpson

Human Resources Research Organization (HumRRO)

Monica Gribben
Anne Woods

Management Strategies

Brandon Dart

Optimal Solutions Group

Imer Arnautovic
Brian Cramer
Charlotte Notaras

Pearson

Scott Becker
Eric Moyer
Paula Rios
Pat Stearns
Cathy White
Llana Williams

Westat

Chris Averett
Greg Binzer
Lauren Byrne
Beryl Carew
Georgia Garcia
Zully Hilton
Lisa Rodriguez
Rick Rogers
Keith Rust

WestEd

Matthew Gaertner
Cynthia Greenleaf
Mira-Lisa Katz
Mark Loveland
Sonya Powers

Megan Schneider
Steve Schneider
Sarah Warner

Other Attendees/Speakers

Kim Ackermann, TX Education Agency
Vickie Baker, WV Department of Education
Shaun Bates, MO Department of Elementary and Secondary Education
Angela Battaglia, UT State Board of Education
Rebecca Bennett, MA Department of Elementary and Secondary Education
Collin Bonner, CO Department of Education
Nancy Brynerson, California State University
Jennifer Cain, MN Department of Education
Anne Cannon, Department of Defense Education Activity
Gina Cervetti, University of Michigan
Julie Coiro, University of Rhode Island
Dea Conrad-Curry, EdReports
Kathilia Delp
Betsy DeVos, Secretary of Education, U.S. Department of Education
William Donkersgoed, WY Department of Education
Jeremy Ellis, MO Department of Elementary and Secondary Education
Andrea Faulkner, NC Department of Public Instruction
Roger Fazel
Chester Finn, Thomas B. Fordham Institute
James Forester, U.S. Department of Education
Nicole Gaudiano, Politico
Laura Goadrich, AR Department of Education
Marcella Goodridge-Keiller, U.S. Department of Education
Jonathon Gonzales, MD State Department of Education
Raymond Hart, Council of the Great City Schools
Kathleen Hinchman, Syracuse University
Andrew Ho, Harvard University
Latasha Holt, University of Louisiana at Lafayette
Christy Hovanetz, Foundation for Excellence in Education
Carol Jago, California Reading and Literature Project at UCLA
Susan Kahn, Northwestern State University of Louisiana
Allison King
Beth LaDuca, OR Department of Education
Regina Lewis, ME Department of Education
Tamara Lewis, MD State Department of Education
Brian Lloyd, MI Department of Education
Rebecca Logan, OK State Department of Education
Tom Loveless
Shelley Loving-Ryder, VA Department of Education
Scott Marion, Center for Assessment

Naaz Modan, K–12 Dive
Raina Moulian, AK Department of Education and Early Development
Kris Munger, State University of New York at Oswego
Sandra Olivarez-Durden, RTI International
Jim Patterson, College Board
P. David Pearson, University of California, Berkeley
John Richard, OH Department of Education
Tina Roberts, OR Department of Education
Robert Rothman, National Center on Education and the Economy
Renee Savoie, CT State Department of Education
Lorrie Shepard, University of Colorado Boulder
Debra Silimeo, Silimeo Group
Adrienne Simmons, GA Department of Education
Peggy Sorensen, OH Department of Education
Mark Stephenson, KS Department of Education
Jean Stohlman, retired teacher of Jefferson School District, Oregon
Christy Talbot, American Educational Research Association
Anand Vaishnav, Education First
Matthias von Davier, Boston College
Kate Walsh, National Council on Teacher Quality
Nancy White, University of California–San Francisco
John Whitmer, Federation of American Scientists
Victoria Young
Joyce Zurkowski, CO Department of Education

Opening Remarks

Haley Barbour, Chair, called the session to order at 12:33 p.m. and welcomed attendees to the November 19, 2020, National Assessment Governing Board (Governing Board) meeting held via webinar.

Approval of November 2020 Agenda

Chair Barbour requested a motion for approval of the November 2020 agenda. Jim Geringer made a motion to accept the agenda and this motion was seconded by Gregory Cizek. No discussion ensued and the motion passed unanimously.

Approval of July 2020 Board Meeting Minutes

Chair Barbour requested a motion for approval of the minutes of the July 2020 Governing Board meeting. Marty West made a motion to approve the July 2020 minutes and Alice Peisch seconded the motion. There was no discussion and the motion passed unanimously.

Approval of September 2020 Board Meeting Minutes

Chair Barbour requested a motion for approval of the minutes of the September 2020 Governing Board meeting. Paul Gasparini made a motion to approve the September 2020 minutes and Mark Miller seconded the motion. The motion passed unanimously.

Committee Highlights

Chairs provided the following update of committee work that had been conducted since the July 2020 Board meeting:

- Dana Boyd (Chair, Assessment Development Committee [ADC]) reported they focused exclusively on frameworks. The bulk of the Committee's time was spent engaging with the NAEP Reading Framework update which is one of the presentations for this Board meeting. They worked on the Assessment and Item Specifications which elaborate on the NAEP Mathematics Framework adopted in November 2020. They started preparing to review the Science Framework, which was last revised in 2005, to determine if an update is needed.
- Gregory Cizek (Chair, Committee on Standards, Design, and Methodology [COSDAM]) welcomed new Committee members Julia Rafal-Baer and Suzanne Lane and introduced Carey Wright as the new Vice Chair. COSDAM has three topics planned for discussion at their next meeting in early December. First, they will review a draft report on the relationship between NAEP grade 12 mathematics and reading scores with postsecondary performance, based on data obtained from students in Michigan. Second, they will discuss the implications from the Strategic Vision for COSDAM. And lastly, the Committee plans to discuss the design of studies to review and revise the achievement level descriptions (ALDs) for mathematics, reading, and other subjects. This study is a

key activity in the Board's Achievement Levels Work Plan, which was developed to respond to the most recent evaluation of the NAEP achievement levels. Cizek explained that the outcome of this work will be the development of reporting ALDs, an instrumental communication tool that can be used with different stakeholders to convey examples of specific knowledge and skills that students know and can do within each achievement level.

- Alice Peisch (Vice Chair, Executive Committee) welcomed new members of the Executive Committee: Cizek, Wright, and West. The committee spent considerable time discussing NAEP 2021 and test administration, especially the impact of COVID on education. They focused attention on the development of the Strategic Vision 2025, which was approved in September 2020. They are looking forward to overseeing the next stage of the Strategic Vision process. The Committee will stay abreast of potential learning loss experienced due to the pandemic and the role that the Board can play in informing the public of short- and long-term consequences. Finally, the Committee will continue to closely monitor the budgetary needs of NAEP and to identify potential risks to the NAEP Assessment Schedule.
- Jim Geringer (Chair, Nominations Committee) welcomed new members Tyler Cramer and Reginald McGregor. Committee members are reviewing nearly 100 applications for three vacancies; two positions are up for reappointment. The Committee will present their recommendations to the full Board in March 2021 for appointments effective October 1, 2021. In addition to the three vacancies for which the Committee is reviewing applications, the two governor vacancies will be appointed in conjunction with the National Governors Association. While Governor Geringer's second term is ending, Governor Beverly Perdue is eligible for reappointment.
- Tonya Matthews (Chair, Reporting & Dissemination [R&D] Committee) welcomed West as the new Vice Chair and Paul Gasparini, Ron Reynolds, and Mark White as new members. The Committee's focus continues to be on communication, specifically, how to report and share information with different stakeholders. Two new reports have been released since April 2020. The Nation's Report Card reported the 2018 results of U.S. History, Geography, and Civics, to an online audience of 1,300 people. In October 2020, the Board hosted a virtual event to release the 2019 12th grade NAEP results in reading and mathematics to an audience of 500 people. Virtual releases will continue for as long as necessary. Matthews anticipates that the Committee will improve its online presence and dexterity in a virtual environment. The Committee continues to review contextual variables, such as access to technology and using it for schoolwork, that aid in understanding students' experiences. She emphasized that a major component of the recently adopted Strategic Vision is communication, which complements the R&D Committee mission of understanding the differences among stakeholders and determining the most effective means of communication, so their message is best received by a diverse audience.

Introduction of New and Reappointed Board Members

Chair Barbour introduced new and reappointed Board members and asked each member to introduce themselves.

Suzanne Lane (testing and measurement expert) is a professor in educational measurement and statistics in the School of Education at the University of Pittsburgh. She has served on numerous technical advisory committees, including the National Academies panel for the evaluation of the NAEP achievement levels, and the Technical Working Group for broader evaluation of the NAEP program.

Julia Rafal-Baer (general public representative) brings to the Board the perspective of parent, special education teacher, and advocate. She is Chief Operating Officer of Chiefs for Change, which supports a network of national leaders. She was Assistant Commissioner of Education in New York, responsible for teaching and learning.

Ron Reynolds (non-public school administrator) is Executive Director of the California Association of Private School Organizations, a statewide association of 24 private school units and agencies serving 1,400 nonprofit private schools educating 380,000 students. He is a parent of four children who attended public and private schools. Reynolds stated that it was important to have timely, relevant, valid, and reliable information about what his children knew and were able to do. He indicated that he is concerned about the potential for breaking trend with the NAEP Reading Framework that is under consideration.

Mark White (Republican state legislator) is a legislator from Memphis, Tennessee. He began his career as a seventh-grade teacher and principal, followed by 25 years running a small business. White has served in the Tennessee General Assembly for the past 11 years. He currently chairs the Tennessee House Education Committee. In addition, he directs Lipscomb University's master's degree program in Leadership and Public Service. White has worked with children in the Republic of Panama to offer educational opportunities to youth.

Alice Peisch (Democratic state legislator) was reappointed to the Board and now serves as its Vice Chair. She is a Massachusetts state representative for a suburban district west of Boston. She is the House Chair of the Joint Committee on Education in Massachusetts. Peisch served as Co-Chair of the Standing Committee on Education of the National Conference of State Legislatures (NCSL), working with colleagues across the United States. She believes education has the power to change people's lives, and thus it is important for every student to have access to education. NAEP results from the 1990s led Massachusetts to reform its education system and the state is now focused on closing the achievement gap. Peisch is looking forward to working with the new Governing Board members.

Executive Director's Update

Lesley Muldoon welcomed new members, congratulated Peisch on being reappointed to the Board and taking on the role of Vice Chair, and recognized Barbour on his reappointment as Chair.

Muldoon presented a summary of activities from 2020. To prevent spread of COVID-19, most schools closed less than 10 days after the March Board meeting. Since then, the Board staff have worked virtually. Muldoon thanked members for their patience and flexibility. She acknowledged much of the Board's work along with that of the National Center for Education Statistics (NCES) has focused on the impact of COVID-19 on NAEP's schedule and operations.

The Governing Board and NCES continued to report NAEP results throughout the pandemic. There were two releases, one in April 2020 to report 8th grade U.S. History, Civics, and Geography results, and another in October 2020 to provide 12th grade reading and mathematics results. Muldoon presented a graph showing the comparison of 2015 and 2019 mathematics and reading results for students in grades 4, 8, and 12. In mathematics at all three grade levels, there were no significant changes in average scores. However, the highest performing students in grades 4 and 8 increased their scores during that period while scores of lower-performing students in grades 4, 8, and 12 decreased. In reading, the results were starker. Average reading scores at all grade levels showed statistically significant declines. Scores for higher-performing students were unchanged. Students in the lowest-performing percentiles saw declining scores. Muldoon commented that this is a critical and troubling trend that is seen across grade levels and subject areas, and across income groups and racial and ethnic groups. Lower performers are scoring worse over time while higher performers are doing as well or better than past test takers. This trend is for NAEP results prior to school closures and disruptions due to COVID-19 which has disproportionately affected children of color and from low-income families. Those same children are overrepresented in the lower-performing percentiles.

Muldoon noted that the Board's Strategic Vision, adopted in September 2020, provides an opportunity to focus on better understanding these patterns. She stated that there is a compelling need to help stakeholders understand these trends so they can take action to improve student achievement. Two questions were posed for the Board:

1. How can the Board share information about these patterns of diverging trend lines and help stakeholders improve student outcomes in other interesting ways using the data?
2. What limitations of NAEP do these results illuminate, and what, if anything, is needed to address them?

Oath of Office and Secretary's Remarks

Chair Barbour introduced Secretary of Education, Betsy DeVos, who administered the oath of office to the new Board members. Following the oath, Secretary DeVos thanked Barbour for his service as Chair of the Board, welcomed the new members, provided brief remarks, and responded to Board member questions.

The Secretary described NAEP as the gold standard in assessment. She talked about the recent NAEP results, stating that scores have not improved enough and for some students are getting worse. Secretary DeVos suggested adopting language familiar to parents and students, such as the A to F grading model, to replace unfamiliar terms such as "proficient" and "below basic."

The Secretary responded to Board member questions, including how have schools been impacted by COVID-19 and how have they successfully handled changes to instruction? DeVos stated that schools and teachers are using creative approaches to meet community and student needs. She hopes that teachers seize the opportunity to leverage technology in new ways to enhance their instruction. The Secretary noted that COVID-19 has highlighted the need for educators to be more flexible and nimble to engage students with different learning styles. Secretary DeVos and Chair Barbour, along with Wright, discussed an innovative AP Physics program for underserved students in Mississippi supported by college student mentors.

Lisa Stooksberry and Miller then described the recent new Board member orientation. Board staff produced prerecorded video sessions describing background information such as how the Board works, the committees and their responsibilities, and the Strategic Vision. These worked so well that they plan to use these videos for future new member orientations. Stooksberry thanked NCES staff for their role in orientation. Miller explained that the orientation was spaced out over a week and new members received presentation slides with embedded videos in advance, providing the opportunity to think about questions to ask during the orientation. Miller likened the orientation slides with videos to having a teacher talk through the homework as you are doing it rather than doing it on your own. NCES provided information about changes to NAEP due to COVID-19. In future years, Miller recommends including an NCES session on the NAEP budget.

Stooksberry thanked the four members who agreed to serve as onboarding partners to new members. She reported that the local school board member seat has not yet been filled; Board staff are waiting for an update on that appointment.

Recess

The November 19, 2020, Governing Board meeting recessed at 2:04 p.m. for a break, followed by closed sessions from 2:30 to 4:45 p.m.

NAEP 2021 Operations and Budget (CLOSED)

Under the provisions of exemption 9(B) of § 552b of Title 5 U.S.C., on November 19, 2020, the Governing Board met in closed session from 2:30 p.m. to 4:00 p.m. to receive a briefing from Peggy Carr, Associate Commissioner of the National Center for Education Statistics (NCES).

Carr provided updated projections of the percentage of students and schools that could be assessed by NAEP if the test administration were to take place at the current time. She also described potential impacts to NAEP funding flows based on different scenarios for the Fiscal Year 2021 NAEP budget: flat funding of \$153 million, a \$12 million increase to \$165 million, and a \$28 million increase to \$181 million. Board members discussed the information presented and potential next steps.

Annual Ethics Briefing (CLOSED)

The Governing Board met in closed session from 4:00 p.m. to 4:45 p.m. Marcella Goodridge-Keiller, an attorney with the U.S. Department of Education's Office of the General Counsel, led the annual Ethics Briefing for Governing Board members.

Following her presentation, Goodridge-Keiller answered questions from Board members. She encouraged members to contact her with any questions or concerns regarding ethics rules and regulations.

Following a break, the meeting resumed in open session at 5:00 p.m.

Trend in NAEP: A Panel Discussion

Vice Chair Peisch introduced a panel of assessment experts to discuss trend in NAEP. She remarked that each expert would discuss their thoughts regarding how the Board should balance priorities for continuous reporting of student achievement trends, innovation in NAEP assessments, and relevance from NAEP results.

Scott Marion, Executive Director of the National Center for the Improvement of Educational Assessment, works at the intersection of policy, practice, and psychometrics. Because state assessments change frequently, Marion noted that having stable assessment results from NAEP is invaluable for monitoring within-state trends as well as national trends. Further, some states use NAEP when establishing cut scores in the standards setting for their state assessments. Marion asked the Board to consider the value of a 30-year trend compared to a 10-year trend. He provided an example where a 10-year trend was sufficient and compelling, and noted that longer trend lines may lose meaning because inevitably they incorporate gradual changes. Marion concluded that NAEP trend lines have been valuable, but at some point, they are no longer measuring the same thing due to the amount of changes that have accumulated over the long-term.

Scott Norton, Deputy Executive Director for Programs of the Council of Chief State School Officers, represented the state perspective. He stated trend is important for examining whether change happened. However, innovation is important because NAEP should not simply do the same thing repeatedly, and relevance is also important because if NAEP is not assessing what is being taught, trend and innovation lose their meaning. Norton expressed that balancing these three competing priorities should not amount to a zero-sum game. In terms of relevance, Norton asked whether incremental changes could be made to NAEP assessment frameworks more frequently, rather than holding frameworks stable for longer periods and needing to make more extreme changes occasionally. He acknowledged that the latter seemed to be the current model for NAEP. With the pandemic-induced disruptions in state testing for 2020 and 2021, Norton posited that innovation is critically important, noted the Board's attention to innovation in its recently adopted Strategic Vision, and asked whether innovation is better-suited to other assessment programs that can be more nimble. In conclusion, Norton emphasized the importance of maintaining trend on NAEP, while ensuring content remains relevant to jurisdictions to the extent possible.

Lorrie Shepard, University Distinguished Professor in the School of Education at the University of Colorado Boulder, has been a member of the NAEP Validity Studies (NVS) Panel since its inception in 1995. Shepard indicated that her remarks were reflective of her extensive involvement with NAEP that started even before NVS was established. She summarized that NAEP is expected to measure what is being taught in classrooms, which includes “cutting edge” curricula being implemented in schools. Shepard called this the lead-and-reflect principle. She commented that holding true to this principle requires balancing innovation with the maintenance of trend. Shepard stated that trend is critical to NAEP’s mission of monitoring progress, and she quoted Otis Duncan: “If you want to measure change, don’t change the measure.” However, Shepard asked: when is it time to establish a new trend line? Have there been enough changes during the past 30 years to warrant starting a new trend? Shepard cited a special study conducted by Al Beaton and Jim Chromy, where all the needed statistical adjustments for age and cohort were made to place long-term trend (LTT) NAEP results and main NAEP results for mathematics on the same scale. This allowed a direct comparison of results between the two assessments. Using this comparison of results from 1990 to 2010, Shepard summarized the findings as evidence of the importance of new frameworks to measure shifts in construct. If main NAEP was not introduced and there was only LTT NAEP results, the nation would not see how student achievement was growing relative to new standards that reflect higher-order thinking skills, i.e., the knowledge and skills reflected in main NAEP. A new framework and a new trend were necessary to measure and report these gains in higher-order thinking. Shepard stated “rolling” or incremental framework changes, as Marion and Norton mentioned, would require comparison studies between the old and new assessments and frameworks to enable the kind of comparison produced in the Beaton and Chromy study.

Matthias von Davier, Monan Professor of Education at Boston College and Executive Director of Trends in Mathematics and Science Study (TIMSS)/Progress in International Reading Literacy Study (PIRLS), started with a discussion of other fields that maintain trends over long periods of time. Whether the focus is trends in chess rankings, in consumer price index calculations, or in NAEP achievement, outside influences change over time along with what is being measured. He cited the example of student handwriting; students are decreasingly using handwriting tools and increasingly using digital tools to prepare their homework. von Davier cited this as one outside influence that has necessitated digital assessment. At the same time, he noted that content experts have advocated for digital assessment to enable measurement of certain skills or certain higher-order attributes of how students approach problems. Finally, in order to remain relevant, von Davier argued it is important to leverage technology to produce more engaging items. He discussed his work with international assessments and balancing maintenance of trend with changes in how students learn. With the benefits of modern psychometrics, scores for several international assessment programs have been reported on the same scale after framework revision. von Davier said that incremental, that is, careful and small, changes to the construct can be made without needing to break trend. To conclude, he provided citations for technical reports and journal articles related to (a) maintaining trends while moving NAEP ahead in the digital world, (b) innovation in assessment development, delivery, and scoring, and (c) relevance, i.e., assessing what students know, can do, and how they solve problems.

Board members engaged with the panelists for a question-and-answer session following the presentations. Gasparini asked Shepard to clarify whether she was suggesting that the Board can use LTT to measure trend while using main NAEP to measure student achievement on cutting

edge curricula. Shepard explained she was trying to show that NAEP is at a similar point now as in the early 1990s: deciding whether changes are substantive and warrant starting a new trend.

Rick Hanushek asked if the Board should be interested in trends of what is being taught in schools, in trends in the skills needed outside of schools in the labor market, or in some combination of these two trends. Shepard referenced shifts in K-12 state standards that relate to the technology in schools and learning, as well as to postsecondary expectations. Marion stated the role of NAEP frameworks is to define what NAEP will measure. von Davier responded since NAEP is an educational assessment, its trend is based on the skills taught in school. He observed that refocusing NAEP from a more educator-defined assessment to a more, say, economically-defined assessment would probably shift the construct towards more practical skills that can be evaluated based on how marketable they might be.

Lynn Woodworth, NCES Commissioner, asked if NAEP's role is to measure the potential of students, the performance of students, or the performance of education systems. Marion responded the role of NAEP is not to measure potential. Although it is designed to measure student achievement, he stated that NAEP is making inferences about systems not about students. Shepard explained the idea of student potential seems to come from the NAEP achievement level debates regarding "should" which defines cut scores and "can do" which is an interpretation of a scale score. She agreed with Marion's explanation that students are providing information about their respective district, state, and national systems.

Cramer referred to von Davier's comment about outside influences. Cramer asked if the length of time a student has been in a system affects the validity of trend because there is wide variability in student mobility rates across the country. von Davier described a study using TIMSS and Program for International Student Assessment (PISA) data to compare achievement growth of immigrant students to native students.

McGregor asked who should help the Board decide if it is time to break trend. Shepard suggested content experts such as the framework developers would provide guidance regarding the size of change in the construct. She elaborated that the content experts to consult should be able to hold a broad view, with experience in interpreting large-scale assessment results as well as familiarity with technological changes. Marion added that there is a need for a comprehensive set of validity studies including content alignment, as well as psychometric scaling and equating studies to inform a decision about trend.

Frank Edelblut asked von Davier to discuss how universal design elements on NAEP assessments affect trend, including how they support understanding of what students know and can do. von Davier stated technology provides a broader set of tools for students to interact with the assessment compared to paper and pencil assessments. Marion noted that with more thoughtfully designed approaches using universal design elements, students are expected to perform differently, and psychometrics can model the change in performance. It might not be a change in construct, but the addition of universal design tools has changed the population of examinees because they have different ways to interact with the test items.

Reynolds asked if the validity of trend is destined to be relative and ephemeral. Shepard responded yes since the assessment is changing to be consistent with what students are learning in school and how they are learning.

Peisch thanked the guest speakers for their ideas on balancing the Board priorities of trend, innovation, and relevance in NAEP. The meeting adjourned at 6:14 p.m. for the day.

NAEP Reading Framework Policy Discussion

Chair Barbour opened the November 20, 2020 session at 12:32 p.m.

Boyd provided the Board with a summary of events leading to today's NAEP Reading Framework update discussion. She noted that the current NAEP Reading Framework was written for paper-based assessment in 2004, although the NAEP Reading Assessment is now administered on a digital platform. Also, with the changes that have since occurred across states, she noted the framework does not reflect current state standards. The Board asked for a framework update in 2019 to respond to these and other issues that surfaced in a formal review of the framework that was led by the Assessment Development Committee (ADC).

Boyd emphasized that the Board requested a framework update, as opposed to an overhaul. She then described how the Framework Development Panel, convened by the Governing Board, has honored the Board's request. As evidence that Panel recommendations do not represent an overhaul, Boyd cited a preliminary analysis of the public comment draft of the framework conducted by NCES. This analysis showed that most of the current item pool can be carried forward in some way, i.e., either with no modification or with a refined introduction to the assessment block that specifies a purpose for reading. Currently, some assessment blocks do not have this purpose-setting introduction, while some do.

Boyd reviewed that this public comment draft of the NAEP Reading Framework was distributed and publicized in summer 2020, enabling the framework development panel to collect feedback from a wide range of stakeholders. Boyd announced that the Board's current deliberation at this November meeting will provide the Panel with the Board's input. As a next step, the Panel will combine the Board's input with the broader feedback that has been collected to produce a next draft of the framework update for review at the March 2021 meeting. Action on the finalized reading framework is now scheduled for May 2021, and action on the assessment and item specifications is slated for August 2021.

Boyd shared additional progress updates for milestones that took place after the public comment period closed at the end of July. She reported that the development panel has conducted a comprehensive analysis of the extensive public comment that was received. They have also prepared a detailed revision plan to indicate how this feedback will be addressed. Based on these revision plans, Boyd reported that the ADC has reached consensus on several key issues: (a) maintaining continuous reporting of student achievement trends, (b) scaffolding, which will be reconceptualized to align with Universal Design for Assessment, (c) using sociocultural context to inform digital assessment design, and (d) disaggregated reporting on how students read in

different disciplines. To collect feedback on these issues from other Board members, she then proceeded to briefly describe the ADC's position on each issue.

For the issue of trend, Boyd called attention to a question that is now before the Board: how should the Board support NAEP's reputation as the gold standard in measurement while also maintaining stable reporting of student achievement? Several Board members had asked whether the recommendations in the public comment version of the draft framework resulted in a high risk of breaking trend. Boyd reiterated that NCES's preliminary review of these recommendations revealed that most of the current NAEP Reading Assessment's item pool can be carried forward in some way, i.e., either with no modification or with a refined introduction to the assessment block that specifies a purpose for reading. She pointed to this as evidence that the framework update recommendations reflect substantial overlap with the current assessment. In contrast, when the current Framework was adopted by the Board in 2004, no items were carried forward and trend was still maintained.

With the high overlap between update recommendations and the current assessment, Boyd reported that the ADC sees a way to simultaneously support continuous improvement for the assessment and protect continuous trend reporting. To support the Board's priority on trend, the Panel's revision plans for the next draft will clarify what is continuing from the current framework. The next draft will also remove special studies which included student choice for passages and questionnaire items embedded in the cognitive sections. Boyd observed that removing special studies from the draft framework will clarify what is proposed for the 2025 assessment.

Several Board members supported maintaining trend and some members expressed concerns about the ability to do so based on the changes in the public comment draft of the framework update. Russ Whitehurst voiced support for maintaining trend and commented that neither the draft framework update recommendations nor the discussions of it seem to compel a dramatic change that would preclude the possibility of maintaining trend. Hanushek agreed and asked for more information about the methodology that will be used to support the maintenance of trend. Hanushek also observed that it seemed discordant that the current framework is out of alignment with state standards and yet the current assessment's item pool has so much overlap with the framework update recommendations. Boyd explained that one likely reason for the high degree of overlap is because the assessment is already digitally-based, while the framework was written for paper-based assessment.

Lane asked for clarification about the purpose for reading to be specified for some assessment blocks. David Pearson responded that most existing NAEP Reading Assessment items have no explicit purpose; students read and answer questions. He clarified that a purpose for participating in each task would be clarified to the student for each block of items or before a particular text.

Cizek expressed concern and requested documentation that would support the assertions being made about the likelihood of maintaining trend. Documentation along three lines should be provided. First, he was unaware of any state that attempted to measure background knowledge as part of their assessments, and welcomed an investigation of whether it is in fact true that no states are attempting to measure or reference background knowledge as part of their assessments. Second, he requested a document summarizing the percent of items that can be retained. For

example, even slight modifications to the context of items would result in psychometric differences, effectively changing it to a new item. Hence, he asserted any items requiring such modifications should not be considered part of the retained percentage. Third and finally, Cizek asked for documentation providing evidence that the sociocultural perspective is deemphasized in the next draft of the framework.

Carr added that a larger item pool will be needed to report the new subscales in the updated framework. When you consider this larger item pool size, she noted that the carryover from the current assessment (with and without modifications) could represent a much lower percentage of the 2025 assessment items. Still, Carr commented that many of the newly developed items and passages will look very much like current ones. In response to Cizek's trend concern, Carr referenced a study conducted on items and passages transadapted from the paper assessment to the digital assessment. From this research, NCES concluded that the items were empirically measuring the same construct. In a request for clarification, Cramer asked if the goal is to ensure that what is being measured today is relatively comparable with what was being measured in, say, 2005.

Boyd moved to the second issue formerly known as scaffolding, but now being reframed in terms of Universal Design for Assessment. She discussed how the Board should support improvements that enhance the accessibility and validity of the NAEP reading assessment for all students. Boyd listed the three types of elements the Framework Development Panel recommended: (a) knowledge-based, (b) task-based, and (c) motivational. The elements are not mutually exclusive. Knowledge-based universal design elements would include short prereading texts or videos introducing passage topics, addressing background knowledge, engaging interest, and motivating students. She provided an example of students listening to violin music before answering questions on the topic or a pop-up definition of unfamiliar vocabulary words. Task-based universal design elements would include directions for progressing through the assessment or a graphic organizer to record student's work. These design elements minimize construct irrelevance, providing more precise measurement and enabling assessment of more complex and rigorous tasks. Boyd informed the Board that NCES has already implemented some of these elements in the current NAEP Reading Assessment and that several state and international assessments, including NAEP, already incorporate these design features into their assessments. Boyd invited ADC members McGregor and Edelblut to share their opinions regarding universal design elements.

McGregor originally thought these elements would cue students to the correct answer, but he stated that he now supports them, particularly because they will be informed by Universal Design. He gave an analogy of runners with and without proper equipment and concluded that universal design elements provide all students with a more level playing field, and thus more precise measurement of students' achievement. McGregor said his support was bolstered knowing that international assessments use these elements. Edelblut agreed with McGregor, saying he used to be skeptical but now realizes that universal design elements are an attempt to make sure that we allow all students equitable access to the assessment so that we actually do know what they know as opposed to having students bypassed because of their inability to access the assessment. Edelblut added that after reviewing secure item information for the current NAEP Reading Assessment and seeing how this would be impacted in the proposed framework

update, he feels comfortable incorporating universal design elements and feels they are an effective tool for the assessment.

West asked if the updated framework considers background knowledge to be part of the construct of reading to be measured in the NAEP Reading Assessment or is that knowledge something the assessment is attempting to remove from measurement of the construct. West surmised that the latter is a fundamental change in measurement for the NAEP Reading Assessment. Relatedly, he was concerned that the updated assessment might provide supports that make it harder to understand the different preparation students have obtained from their school settings.

Pearson clarified that universal design elements are included to create an assessment that is as contextually valid as possible so that what is included in the assessment looks like what a student reads in everyday life. He added that no matter what is done, with respect to background knowledge, an assessment will never be able to completely remove the impact of background knowledge on reading comprehension. Pearson indicated there were several strategies that reading assessments might use with respect to background knowledge: measure it (e.g., through vocabulary probes, which NAEP might call questionnaire items), mitigate it (e.g., by providing general orientational material or widely sampling text topics), or ignore it (e.g., do nothing intentional to address it). Cyndy Greenleaf noted that the current NAEP Reading Assessment already attempts to mitigate it through widely sampling text topics and by providing definitions of highly specialized vocabulary items that will not be tested. Pearson added that the framework update recommendation is to further build on this approach by providing a preview of the general topic that the students will read about in some blocks. The preview will not answer questions but will orient students to the knowledge domain in which they will be working and reduce the effects of differing background knowledge on assessment of reading comprehension. Greenleaf noted, for instance, that instead of assuming that all students know what a talent show is, a brief set of text would explain what a talent show is, and that would not be what is tested. The assessment would then focus on understanding the character of a young child who has been playing the violin for three weeks. This helps NAEP avoid conflating topical background knowledge with the knowledge that the NAEP Reading Assessment is intended to measure.

Whitehurst recalled that the NCES study which included universal design elements essentially found that implementing these elements added a constant to all students' scores, i.e., it supported all students equally. He commented that if the intent of the design features is to level the playing field, it is not clear whether this NCES research finding aligns with the intended purpose of these elements in the framework update recommendations.

In collaboration with Boyd, Miller presented the next policy question that required discussion from the Board: with the convergence of research and the advent of digitally based assessment, should the NAEP Reading Assessment expand to acknowledge the context in which readers engage with passages and tasks, while also focusing on the cognitive processes of reading comprehension? Based on public comment and Board feedback, the Framework Development Panel plans to delete the claim that there is a sociocultural model underlying the NAEP Reading Assessment and instead clarify that the 2025 Framework is based upon a set of consensus findings from developments in theory, research, policy, and practices about reading comprehension and its assessment. Although the Framework Panel noted several

misinterpretations from public comment regarding what the term “sociocultural” entails, Miller cited two major compilations of research showing how sociocultural context relates to reading comprehension. Hence, the Panel still views the sociocultural aspect of reading as important. Miller summarized that NAEP will improve validity and measurement by making the NAEP Reading Assessment more authentic and that acknowledging context in the assessment increases the guidance that the Board provides to NCES for designing a valid and rigorous digitally based assessment.

Miller invited ADC members Christine Cunningham and Patrick Kelly to offer their opinions. Cunningham noted that through interactions, students learn common disciplinary practices that can be applied to assessment tasks. She stated that context, such as purpose-setting statements, helps students determine how they should engage with the reading passages they will encounter on the assessment. Kelly said that sociocultural context is so embedded in the ways that students interact with text that it cannot be ignored. As one example, he noted the interactive nature of many online textbooks that students encounter. He also called attention to the widely supported Framework Panel recommendation that students should now be assessed on how well they use and apply what they have read. Kelly asserted that without incorporating a context such an assessment task will be irrelevant to the student. He concluded that it is important to have a test that meaningfully measures what students know and can do and that this is consistent with research and best practice. He emphasized that rigor should not be confused with accessibility.

Miller opened the floor for discussion on whether the reading assessment should expand to acknowledge the context in which readers engage with passages and text, and whether the Board has concerns about this expansion. He asked to what should the Panel attend as they prepare the next draft of the Framework. Peisch summarized the concerns she heard throughout the Board’s deliberation thus far, namely that the Board does not want to provide so much support during the assessment that the assessment loses meaning. At the same time, she stated that there are many students who can read and comprehend very well who may perform badly simply because they have no familiarity with the topic of a passage. She asked how the Board will balance these legitimate concerns.

Hanushek reflected on the purpose of the assessment. He noted that some Board member comments seemed to highlight a purpose of measuring how students were taught, whereas other Board member comments indicate that the purpose of NAEP is to measure the outcomes of what students know and can do irrespective of how they were taught. Matthews asked if increasing the variety of passages and items would be beneficial.

Lane supported maintaining trend, and to do so, she asserted that there needs to be evidence that the same construct is being measured over time – there can be differences, but they should be limited. She noted that it was difficult to determine whether the updates suggested by the Framework Panel would enable the incremental changes needed to maintain trend. She supported Cizek’s request for further documentation on the updates being proposed.

Julia Rafal-Baer indicated that she supports the universal design features for accessibility, but also asked how the item development and assessment piloting process could ensure that obscure terms were avoided. White added that obscure terms are often a part of everyday life, but students should still have a way to advance through the assessment when these terms arise.

Miller moved to the final policy issue for Board deliberation. He asked: how the Board should deepen the insights available from NAEP Reading Assessment results, especially where research and curricular standards provide strong foundations for doing so? Specifically, these insights would come from reporting how students read in literature, science, and social studies. Public comments supported this shift to reporting by disciplinary context, and the latest research shows differences in the knowledge and skills required to read text in different disciplines. States have also shifted their standards to reflect this research. Some other specific disciplinary areas were suggested in public comment, but they were already part of the broad definitions for reading in literature, science, and social studies. With recent reports showing stagnant or declining reading results, Miller concluded that this suggested framework updates support more robust reporting and deeper insights.

Miller reported that the ADC consensus view was that the NAEP Reading Assessment must seek ways to deepen the insights available from assessment results. ADC member Nardi Routten commented that disaggregated assessment data is more beneficial to stakeholders, including teachers, administrators, and parents. She acknowledged there are differences in the structure and vocabulary among texts in different disciplines. A single overall reading score for informational text does not differentiate these skills; producing separate subscores, therefore, would be helpful. Cizek supported this disaggregation as a way to be more informative to the public.

Reviewing earlier Board member comments, Cizek asserted that it is important that students who can perform at the NAEP Proficient or NAEP Advanced levels are able to demonstrate this level of achievement on NAEP. He expressed concern about whether some of the proposed universal design elements were truly reflective of the kinds of reading that students will be expected to do in their postsecondary endeavors; he said he wants to ensure that the NAEP definition of reading is not unique to the NAEP assessment.

Reynolds closed the discussion voicing support for the preservation of trend and maintaining the integrity of the underlying constructs in order to maintain trend.

Barbour thanked Boyd, Miller, and the ADC for their presentation.

After a short break, the meeting convened in closed session at 2:15 p.m.

Exploring eNAEP's Design (CLOSED)

Under the provisions of exemption 9(B) of § 552b of Title 5 U.S.C., on November 20, 2020, the Governing Board met in closed session from 2:15 p.m. to 3:45 p.m. to receive a briefing from Allison Deigan at NCES.

Deigan began her presentation on eNAEP by outlining her goals for the session: (1) remind Board members about NAEP's goals for digitally-based assessment; (2) explain the current administration approach for NAEP; (3) offer a look at how COVID-19 impacted the now-postponed 2021 NAEP administration; and (4) share what the future holds for NAEP, specifically the three key capabilities a remote delivery model for NAEP requires.

Deigan explained how the NAEP operations teams currently administer digitally-based NAEP to tens of thousands of students across the country. NCES and their contractors control the delivery mode, mechanism, hardware, and software. This ensures a standardized administration for every participating student, reduces the burden on participating schools and students, and minimizes risk to data security. State assessment systems do not rely on this same approach.

When COVID-19 shuttered schools, NAEP's access to schools for administering the assessment shut down as well. Despite pressure to initiate a remote delivery system as an immediate remedy to problems posed by the pandemic, changing NAEP requires more time to maintain NAEP's integrity. This demands incremental planning and execution with rigorous study of impacts and opportunities to adjust approaches as needed. Deigan described the challenges facing NAEP's transition to a remote delivery. A small test of using different devices and delivery models to administer NAEP yielded three key capabilities NAEP needs to administer a remote assessment successfully.

The first capability is online administration. This does not mean device agnostic assessment. Instead, online administration refers to conducting the NAEP assessment completely and securely over the internet, instantly uploading student data to cloud-based storage. NCES conducted a proof-of-concept study to test this first capability and learned several lessons about variation in school hardware, software, configurations, permissions, and IT policies and about requirements for multiple logistics checks and complex troubleshooting.

A second capability is device agnostic administration, that is, administering NAEP across any device type, or at least commonly used devices. But, in doing so, this means any innovations on the assessment cannot exceed the lowest common denominator in schools' wildly-variant hardware and software capabilities. This both affects assessment content and design and presents immensely complicated and significant challenges to overcome in the field.

The third capability is contactless delivery, i.e., administering the assessment remotely with little or no onsite NAEP support. The challenges cited with the second capability are compounded with additional difficulties when trained NAEP staff are removed from the assessment administration. Concerns emerge about content and data security, the integrity of the administration, comparability and validity across numerous different assessment situations, whether parents and staff may observe or influence student responses, and if students will be motivated to complete the assessment or cheat by looking up correct answers.

Having delineated the concerns with each approach, Deigan explained how the NAEP team is addressing these anticipated challenges. First, NAEP will change to a fully online delivery of the NAEP assessment in schools using NAEP equipment. Gradually, NAEP will attempt remote connection or school-based administration with a long-term aspiration for at-home administration. Next, NAEP will be shifted to a new digital-based administration (DBA) platform, or eNAEP, which will look and feel like the current eNAEP but will be built on a more efficient, re-engineered infrastructure. After describing a 'data lake'—a secure cloud-based

central repository of NAEP data, including item content and student response and process data—Deigan concluded her presentation and invited questions from the Board members.

Geringer complimented the presentation and the process described therein, then asked about how NAEP manages open sourcing the design component library and whether NAEP requires real-time or near-time data processing. Deigan reassured Geringer that the open source is limited to style guides and design interfaces, nothing of a truly secure nature. No one will be able to manipulate any code. She also responded that NAEP does not require real-time processing; currently data uploads take 24 hours, so near-time would be sufficient.

Kelly echoed Geringer's praise and asked how the NAEP team is considering the disparities in students' access to the internet and to quiet places at home for taking an assessment. Deigan noted that the home-based administration is only in very nascent development stages, so these issues have not yet drawn scrutiny or produced solutions yet.

Edelblut inquired whether NCES is partnering with any assessment developers or organizations to resolve some of the challenges the presentation raised. Deigan replied that the organizations Edelblut suggested already exist within the NAEP Alliance of contractors, so they are involved. Cramer followed up by asking about the approaches international assessments take. Carr responded that PISA is moving to online administration by 2025 but that NAEP is not far behind other assessment systems in strategizing these shifts. Rafal-Baer wondered if NCES was working with companies that develop satellite systems to facilitate connectivity solutions. Not yet, Deigan replied. Woodworth added that the team would welcome recommendations and advice on this aspect.

Wright asked if states could access the data lake to analyze data. Again, all of this work is in its early stages, but NCES recently started a collaboration with a data scientist, specializing in such analyses. The potential is evident but not yet extant. Miller inquired about cost-benefit analyses that NCES has run to determine cost savings from moving to online assessment. Carr explained that it is not clear yet where the balance will be; significant funds invested upfront may be countered with reduced administration costs later.

Matthews expressed similar enthusiasm for the presentation as her colleagues and offered lessons from experiences of online assessment at the university level. The monitoring systems deployed to capture possible cheating assumed a very rigorous and controlled testing environment, which was a flawed assumption. Thus, the burden may need to be on NAEP to develop the necessary standards to safeguard NAEP's integrity.

Before the session concluded, Lane asked how NCES will examine score comparability across devices and whether accommodations will be comparable across devices. McGregor offered a parting suggestion that school, district, and state administrators working in the online environment due to COVID may provide helpful insights about how to tackle some of the problems Deigan explained in her presentation. Cramer added one last question about intellectual

property rights for all this good work, which Woodworth answered as the Department of Education and U.S. citizens, as taxpayers for the federal government.

Assessment Schedule and Budget Beyond 2021 (CLOSED)

Under the provisions of exemption 9(B) of § 552b of Title 5 U.S.C., on November 20, 2020, the Governing Board met in closed session from 3:45 p.m. to 5:30 p.m. to receive a briefing from Carr and Muldoon.

Muldoon referenced the previous day’s discussion on the status of the 2021 NAEP operations and budget and presented potential next steps. Carr presented budget information on implementing the NAEP Assessment Schedule through 2029 under various scenarios depending on the FY 2021 budget. Board members asked questions and discussed the importance of communicating with Congress as soon as possible on the status of preparations for NAEP 2021 and the need for additional funds to implement the NAEP Assessment Schedule as published through 2029.

Following a break, the meeting resumed in open session at 5:19 p.m.

Action: Status of Preparation for NAEP 2021

Peisch made a motion that the Board recommends that NCES and the Governing Board brief Congress on the status of the preparation for NAEP 2021, as soon as possible. Cizek seconded the motion. There was no discussion and all members who were present approved.

Meeting Adjourned

Board Chair Barbour adjourned the meeting at 5:20 p.m.

I certify to the accuracy of the minutes.



Haley Barbour, Chair

February 12, 2021
Date

National Assessment Governing Board

Executive Committee

Report of November 16, 2020

CLOSED SESSION

Executive Committee Members: Haley Barbour (Chair), Alice Peisch (Vice Chair), Dana Boyd, Gregory Cizek, Jim Geringer, Tonya Matthews, Mark Miller, Bev Perdue, Marty West, Carey Wright.

Executive Committee Members Absent: None.

National Assessment Governing Board Members: Alberto Carvalho, Tyler Cramer, Paul Gasparini, Julia Rafal-Baer, Mark Schneider (ex-officio), Russ Whitehurst.

National Assessment Governing Board Staff: Michelle Blair, Stephaan Harris, Donnetta Kennedy, Laura LoGerfo, Lesley Muldoon, Munira Mwalimu, Tessa Regis, Sharyn Rosenberg, Angela Scott, Lisa Stooksberry, Anthony White.

National Center for Education Statistics Staff: Gina Broxterman, Peggy Carr, Brian Cramer, Enis Dogan, Pat Etienne, Shawn Kline, Dan McGrath, William Tirre, Ebony Walton, James Lynn Woodworth.

The Executive Committee met in closed session from 4:00 to 5:15 p.m. to discuss the NAEP budget and assessment schedule. This briefing was conducted in closed session because the disclosure of cost data would significantly impede implementation of contract awards. Therefore, this discussion is protected by exemption 9(B) of section 552b(C) of Title 5 U.S.C.

The closed session was called to order by Chair Haley Barbour at 4:02 p.m.

Barbour reminded members of the confidential nature of the discussions before turning to Peggy Carr, Associate Commissioner, National Center for Education Statistics (NCES). Carr provided an overview about the status of the NAEP budget and operations, responding to several questions from Committee members. The Committee discussed administration of NAEP 2021 given the COVID-19 pandemic and needs for the NAEP Assessment Schedule, which currently extends through 2029.

The session concluded at 5:15 p.m.

OPEN SESSION

Executive Committee Members: Haley Barbour (Chair), Alice Peisch (Vice Chair), Dana Boyd, Gregory Cizek, Jim Geringer, Tonya Matthews, Mark Miller, Bev Perdue, Marty West, Carey Wright.

Executive Committee Members Absent: None.

National Assessment Governing Board Members: Alberto Carvalho, Tyler Cramer, Paul Gasparini, Suzanne Lane, Julia Rafal-Baer, Ron Reynolds, Mark Schneider (ex-officio), Mark White, Russ Whitehurst.

National Assessment Governing Board Staff: Michelle Blair, Stephaan Harris, Donnetta Kennedy, Laura LoGerfo, Lesley Muldoon, Munira Mwalimu, Tessa Regis, Sharyn Rosenberg, Angela Scott, Lisa Stooksberry, Anthony White.

National Center for Education Statistics Staff: Gina Broxterman, Peggy Carr, Jing Chen, Brian Cramer, Enis Dogan, Pat Etienne, Elvira Germino-Hausken, Shawn Kline, Dan McGrath, Ebony Walton, James Lynn Woodworth.

Contractors: American Institutes for Research (AIR): Kim Gattis, Cadelle Hemphill, Sami Kitmitto. Education First: Anand Vaishnav. Educational Testing Service (ETS): Jay Campbell, Gloria Dion, Amy Dresher, Hilary Persky, Sarah Rodgers. CRP: Shamai Carter, Arnold Goldstein, Edward Wofford. Hager Sharp: David Hoff. Pearson: Kevin Baker, Pat Stearns. Pearson: Scott Becker, Cathy White. The Hatcher Group: Devin Simpson, Jenny Beard, Alexandra Sanfuentes. Westat: Chris Averett. WestEd: Sonya Powers.

Others. Kathilia Delp, Laura Goadrich, Beth LaDuca, Sandra Olivarez-Durden, Debra Silimeo, John Whitmer.

Following the closed session, the Executive Committee reconvened in open session from 5:20 – 6:00 p.m. to discuss the status and next steps of (1) the NAEP Reading Framework and (2) Strategic Vision 2025.

Chair Haley Barbour introduced Dana Boyd and Mark Miller, Chair and Vice Chair of the Assessment Development Committee (ADC), respectively. Boyd and Miller updated the committee on the status of the NAEP Reading Framework. They highlighted two key areas of interest from previous Board discussions—student achievement trends and universal design elements.

Regarding student achievement trends, Boyd reported that September’s joint meeting of ADC and the Committee on Standards, Design and Methodology (COSDAM) focused on the scope of the Reading Framework update. The purpose of the discussion was to elaborate on the potential risk to maintaining trend as a result of the update. During that joint session, it was reported that a high degree of overlap exists between the draft updated framework and the current assessment. Since the joint session, discussion between joint staff suggested that 90% of the current assessment items can be carried forward in some way. Furthermore, the 2004 Reading

Framework adopted by the Governing Board resulted in no item pool carryover at all, yet trend was still maintained.

Boyd noted that the overlap between the draft framework and the current assessment was not clear in the initial draft of the framework, which was presented to the public for comment. The next version will specify what is continuing from the current assessment and will remove the recommendation for special studies so that it is clear what is proposed for the revised framework. After deciding on the framework draft, the Board can determine which special studies to add to the assessment specifications.

Regarding universal design elements, which the Panel previously called scaffolds, Miller noted that many already exist in NAEP from the transition to a digitally based assessment, such as pop-up definitions of non-assessed words or phrases, directions for moving through the assessment, and a prereading vignette to engage interest. Miller reminded the committee that the current 2004 NAEP Reading Framework was written for a paper-based assessment. So, in essence, the 2025 draft framework catches up with the actual assessment.

The panel recommends that the updated assessment should incorporate three types of universal design elements: (1) knowledge-based; (2) task-based; and (3) motivational. Miller assured committee members that the universal design features would be available to all students, not just for select students. Boyd shared how such features support validity, improve measurement across the NAEP scale, facilitate stronger rigor, and increase accessibility for all students.

Boyd pointed to research which supports context as critical to students' engagement with reading assessment tasks. The Panel originally called this sociocultural context, but based on public comment and Board member feedback, the term "sociocultural" does not communicate its meaning effectively. The Panel's revision plan includes changing this aspect of the framework.

In concluding, Boyd explained the timeline, which has the Board taking action in May 2021 on the NAEP Reading Framework and in August 2021 on the specifications.

Marty West opened the discussion with a question about the 90% of items that will be re-used from the existing assessment, asking if those items are "as is" or with additional universal design elements. West noted that having knowledge to read the passage is already part of what NAEP measures, thus it seems that the panel recommendations would change the construct. West asked for further clarification on this issue. Gregory Cizek indicated the 90% re-use of items was encouraging related to trend. However, two other concerns surfaced. First, universal design elements and scaffolds are not interchangeable terms, and second, the sociocultural model cannot be simply re-labelled. Both these issues beg the question, what construct is being measured? Cizek expressed concern that these issues get NAEP further from authentic reading, where people do not choose what they read in real life. Cizek expressed concern that the changes from the initial draft may be cosmetic, not substantive.

Miller responded by reiterating that the 2004 NAEP Reading Framework is for a paper-based assessment. When NAEP transitioned to a digitally based assessment in 2017, several universal design features were implemented at that time. What was not previously possible in a pencil-and-

paper assessment was now possible in a digital one. Cizek requested a side-by-side comparison of what was previously defined as a scaffold in the draft framework that is no longer in the draft as a universal design element.

Carey Wright asked for clarification regarding universal design element versus universal design for learning. Boyd noted having asked a similar question in ADC and confirmed universal design element is for assessment.

With no further discussion, Barbour thanked ADC for their leadership in the Reading Framework update process. The Committee then turned its attention to the Strategic Vision.

Lesley Muldoon, Executive Director, opened the presentation by reminding committee members that the Strategic Vision, adopted in September, is a mandate for engaging stakeholders in understanding and using NAEP as effectively as possible. Muldoon then delineated the alarming pattern in which the lowest performing students in NAEP are showing the largest declines in performance across grades and subjects. Further, the COVID-19 pandemic has disproportionately affected the education of low-income students and students of color. NAEP alone cannot address these crises but can contribute to promoting stakeholders' appropriate uses of NAEP to help understand the challenges.


Next, Lisa Stooksberry, Deputy Executive Director, provided a brief overview of the next steps in implementation. Stooksberry reminded committee members of the three pillars that anchor the Strategic Vision: Inform, Innovate, and Engage. Staff will develop work plans under each pillar, identifying lead committees for particular tasks as well as areas for cross-committee collaboration. Staff will begin the process of drafting work plans in December. In committees, Board members will offer input to those plans. Once initial work plans are established, metrics will be identified to monitor and measure progress.

Stooksberry reminded the Executive Committee of its responsibility to guide and oversee Strategic Vision implementation and concluded by recognizing the contribution of all staff in the development process, especially Angela Scott.

There were no questions or additional comments.

The meeting adjourned at 5:58 p.m.

I certify the accuracy of these minutes.



Haley Barbour, Chair

01/28/2021
Date

National Assessment Governing Board

Assessment Development Committee

Report of November 13, 2020

Assessment Development Committee (ADC) Members: Dana Boyd (Chair), Mark Miller (Vice Chair), Christine Cunningham, Frank Edelblut, Patrick Kelly, Reginald McGregor, Nardi Routten.

Governing Board Staff: Lesley Muldoon, Lisa Stooksberry, Michelle Blair, Stephaan Harris, Sharyn Rosenberg, Angela Scott.

Other Attendees: Ann Bradley, Nancy Brynelson, Jay Campbell, Brian Cramer, P. David Pearson, Christina Davis, Kathilia Delp, Gloria Dion, Donna Dubey, Kari Eakins, Gary Feng, Chester Finn, Elena Forzani, Georgia Garcia, Kim Gattis, Elvira Germino Hausken, Cynthia Greenleaf, Eunice Greer, Kathleen Hinchman, David Hoff, Latasha Holt, Subin Hona, Carol Jago, Robert Johnston, Mira-Lisa Katz, Sami Kitmitto, Beth LaDuca, Joanne Lim, David Loewenberg, Mark Loveland, Nadia McLaughlin, Gabrielle Merken, Raina Mouljian, Eric Moyer, Jim Patterson, Hilary Persky, Sonya Powers, Shannon Richards, Sarah Rodgers, Robert Rothman, Megan Schneider, Steve Schneider, Devin Simpson, Candace Slobodnik, Jean Stohlman, Paola Uccelli, Shawn Washington-Clark, John Whitmer, Llana Williams, Karen Wixson, Edward Wofford, Anne Woods.

NAEP Reading Framework Update: Status and Next Steps

Chair Dana Boyd and Vice Chair Mark Miller welcomed Committee members. Boyd reviewed the agenda for today's meeting. Regarding the NAEP Reading Framework Update, Boyd summarized that the ADC will largely be confirming the Committee's opinions and recommendations on several issues and determining which issues require further discussion. Boyd reminded Committee members that the full Board will meet in a few days, which will allow the ADC to collect broader feedback on the framework update.

Michelle Blair acknowledged that many members of the public submitted public comment on a draft of the reading framework. In reviewing these comments, Blair listed four clarifications that were needed for the next draft of the framework. Firstly, Blair reported that the framework update recommendations that are being considered would not result in a completely new assessment. Rather, the recommendations overlap with the current digitally-based NAEP Reading Assessment. Secondly, Blair said that framework update revisions were underway to present a more neutral accounting of reading research that better reflects the overlap among sociocultural and cognitive perspectives on reading comprehension. Next, Blair reported that

revisions are also underway to reconceptualize scaffolds to align with Universal Design for Assessment, which provides guidance for digital assessment design. This led to the final two clarifications: (1) the Framework Development Panel is recommending that these assessment features be available to all students; and (2) the Panel views these features as necessary for improving measurement of student achievement in both the lower and higher performance ranges of the NAEP score scale. Blair concluded by noting that the Panel has prepared a revision plan that addresses these clarifications, as well as other issues.

Miller introduced other issues previously discussed by the ADC. The first of these issues was a Framework Development Panel recommendation to embed questionnaire items in the assessment as part of a special study. Miller reported that the Panel has agreed to remove special studies from the framework, which will allow Board deliberations to focus solely on the assessment updates for the first administration year of the updated assessment. Special studies are now slated to appear in the Assessment and Item Specifications, which are reviewed by the Board after an updated framework is adopted.

Another issue previously discussed by the ADC has centered on Universal Design elements (UDEs). Miller invited NCES to share what their research has already demonstrated about these features, given that many of them appear in the scenario-based tasks (SBTs) of the NAEP Reading Assessment. Eunice Greer of NCES asked lead researcher Karen Wixson of ETS to summarize key findings. Wixson started by noting that SBTs were first implemented in the NAEP Technology and Engineering Literacy Assessment and the NAEP Science Assessment. Meanwhile, these tasks also appear in international assessments such as the Progress in International Reading Literacy Study (PIRLS) and the Programme for International Student Assessment (PISA). She then described how SBT blocks of the NAEP Reading Assessment differ from discrete blocks, which make up the majority of the assessment. Wixson mentioned that various levels of research and expert consultation laid the groundwork for conducting a formal SBT research study in NAEP Reading.

For this research, NCES developed discrete item blocks using the same passages and items from each SBT in the study. Wixson stated that SBT and discrete versions of blocks were then administered to random samples of students. For the majority of tasks, the study found that both lower- and higher-performing students taking SBT versions of tasks scored higher than their peers who took the discrete versions of tasks. Wixson further summarized that there was no differential effect by race/ethnicity, gender, disability, socioeconomic status, or English Language learner status. She noted that the study does not provide information about specific Universal Design features because a combination of them were used in each SBT.

Boyd asked Framework Development Panel Chair David Pearson and WestEd Content Lead Cynthia Greenleaf to report on how the panel is conceptualizing UDEs in their framework update recommendations. Pearson began by clarifying several aspects of UDEs in framework update recommendations. Most importantly, these elements are not intended to provide answers to comprehension questions. Greenleaf added that these elements are intended to minimize construct irrelevant factors in the assessment. She defined three types of UDEs that are recommended: knowledge-based, task-based, and motivational.

Boyd asked Committee members if they have concerns about these elements. Patrick Kelly noted that UDEs seem to represent the evolution of best practice in national and international assessments. He also expressed that it was helpful that NCES has already conducted research on some of these elements. Frank Edelblut supported the Framework Development Panel's decision to anchor this work in Universal Design for Assessment. He also praised several clarifications that the Panel is planning to provide. Reginald McGregor emphasized the importance of being clear about what constitutes an example of a given UDE. He asked the Committee to confirm a shared understanding of the examples of the three types of UDEs defined by Greenleaf.

Pearson and Greenleaf elaborated on these examples by highlighting how the three types of UDEs are operationalized in assessment items. Pearson noted the extensive validity and reliability research on UDEs from PISA and also from the Global Integrated Scenario-Based Assessments (GISA). As an example of a knowledge-based UDE, Pearson showed an introduction to a publicly available assessment item where "green schools" are broadly defined before a passage about green schools appears. As an example of a motivational UDE, Pearson noted that students are introduced to three virtual collaborators for this scenario-based set of items. As an example of a task-based UDE, Greenleaf showed that students are given guidelines for how to format their answers, e.g., to complete a graphic organizer.

After reviewing additional UDE examples across other sample items, Pearson listed the types of knowledge that the NAEP Reading Assessment is not intended to address: text-independent domain knowledge, topic knowledge, knowledge of technical vocabulary or idiomatic expressions, and conceptual or domain knowledge in particular subject areas. He noted that these types of knowledge are often addressed in other NAEP assessments, e.g., NAEP Science, NAEP U.S. History, etc. Pearson then described types of knowledge that are assessed in the NAEP Reading Assessment, including knowledge of text structures, non-technical vocabulary and language structures, and authors' craft. He highlighted that NAEP Reading also asks students to demonstrate their ability to use text features to derive meaning, draw inferences based on information in text, synthesize information across text or multiple texts, analyze information, and critically evaluate sources of information.

Nardi Routten thanked Pearson and Greenleaf for providing such a clear presentation of how Universal Design features are intended to support more valid measurement of what students know and can do in their reading comprehension. McGregor emphasized the importance of using assessment strategies that are also being used in international assessment. He noted that the workplace also requires students to use and apply what they have learned from text, and so he supported the framework update recommendation to start assessing students on how well they can perform this task. Christine Cunningham said that sharing similar illustrative examples will be important to the upcoming framework deliberation with the full Board. She also said it is compelling that other assessment programs are already using UDEs, and that the NAEP Reading Assessment is not supposed to be testing students' knowledge of other subject areas. She concluded that UDEs make the NAEP Reading Assessment more accurate.

Miller requested that Pearson and Greenleaf share an update about how issues related to text are being addressed in framework update recommendations. Pearson described the expansions in text needed to accommodate the digital environments in which many students read. Greenleaf shared a publicly available item from PISA that included graphic displays as well as traditional print text. Pearson then explained how print text will be centered as the focus of the NAEP Reading Assessment. Cunningham asked how infographics are being addressed, given that these displays also appear in science or mathematics assessments. She wondered how the NAEP Reading Assessment will avoid asking questions that rely on students' knowledge and skills from science or mathematics. Greenleaf noted that Cunningham's question arose in public comment as well. Pearson clarified that the deciding factor for whether and how to include a test question about an infographic is whether the test question is specifically addressing one of the comprehension targets prescribed in the NAEP Reading Framework.

Miller asked for Greenleaf to elaborate on why the Framework Development Panel is recommending use of commissioned texts. Currently, the NAEP Reading Assessment only includes texts that can be found in the public domain. Greenleaf noted that commissioned texts are sometimes needed when suitable text cannot be found for an existing assessment block, when text is not grade-level appropriate, or when permission cannot be obtained. The Framework Development Panel recommendation is to ask authors to write a text specifically for use in the assessment. Greenleaf noted that this flexibility would be helpful to NAEP test developers and would be used sparingly, e.g., in no more than 10 percent of the texts appearing on the assessment.

McGregor remarked that in the real world, students cannot ask authors to simplify text. Edelblut asked whether the Framework Development Panel is concerned that some layout configurations of text with infographics will make the assessment less accessible to students who are not familiar with these layouts. Boyd asked whether any educator would be able to distinguish between a commissioned text and an authentic text if they were juxtaposed. Kelly reflected that

he is more supportive of commissioned text that is intended to be fiction, e.g., poetry or a short story. For informational text, however, he believed that commissioned text could be problematic. Miller noted that more specific parameters for the commissioned text and possibly a percentage lower than 10 percent would help the Committee make a decision about whether this policy change of commissioned text should be allowed for NAEP.

Greer commented that commissioned text would be especially useful in providing natural transitions from one major passage in a reading assessment block to another major passage in the block. Wixson noted that commissioned texts used to be written by test developers, but the recommendation being discussed would have texts written by actual authors. Routten was supportive of the idea of commissioned texts because these texts would not be used as the “anchor texts” for any assessment blocks, i.e., they would only be used to transition between these texts. She also supported having the texts written by authors. Blair noted that the Governing Board approves all passages and items before they appear on the NAEP Reading Assessment; this provides another opportunity for the Board to ensure its support for how these are implemented in the assessment. Blair indicated that she would ask the Panel to provide additional details about the specific parameters for using commissioned text to enable the ADC to make a decision about this at a future meeting.

The ADC closed their deliberations of the NAEP Reading Framework Update by confirming the consensus that they reached in previous planning meetings. The Committee affirmed their support for having subscores that report how well students read in literature, in science, and in social studies. The ADC confirmed the importance of the role of context in how students engage with what they read. Finally, the ADC agreed that the Board should simultaneously support maintaining trend and updating the assessment to ensure that NAEP remains the gold-standard of educational measurement.

Boyd concluded the session by thanking each Committee member for contributing their thoughts and voices to a thorough discussion of the framework update. Boyd also expressed appreciation to Pearson and Greenleaf and all staff that helped to make this ADC session successful.

Upcoming Activities

Boyd announced that the ADC will soon lead a review of the NAEP Science Framework. She asked the Committee to consider whether this framework review would be enhanced by inviting public comment in advance of the review. She noted that typically a public comment period is only held after a framework update has been launched and a draft is made available for review.

Cunningham asked if the Board has ever conducted a public comment period so early. She expressed that she wanted to better understand possible advantages and disadvantages. Blair said

the Board has not previously solicited public comment at such an early stage. She noted that usually the Board invites about five people to provide expert opinions on the framework, asking each person questions such as: Do you think that the NAEP Science Framework needs to be updated? And if so why? Blair added, however, that it is difficult to capture a wide set of viewpoints by inviting only five people.

Cunningham mentioned the creation of the Next Generation Science Standards (NGSS), which occurred after the current NAEP Science Framework was adopted. Because of NGSS, she surmised that many science educators would agree that the NAEP framework should be updated. Kelly expressed that although many might agree that a framework update is needed, the Board should also ask stakeholders: what should a revision to the framework include? The Committee discussed what was done for the NAEP Reading Framework review and the NAEP Mathematics Framework. In reflecting on the NAEP Mathematics Framework Update project, completed in 2019, and the ongoing NAEP Reading Framework Update project, Kelly asserted that it would be useful to have an earlier comprehensive view of the issues and disagreements that will arise in any update process. Hence, he concluded that an early public comment period would be a positive addition to the Board's process. McGregor noted that early public comment aligns with the Board's role for NAEP and supports credibility for eventual Board decisions.

Miller asked if there were any thoughts about activities that the ADC should lead in the Board's newly adopted Strategic Vision. In response, the Committee discussed ways to engage more stakeholders in understanding NAEP and using NAEP results to catalyze improvements in educational achievement.

Boyd adjourned the meeting at 6:44 p.m. E.T.

I certify the accuracy of these minutes.


Dana Boyd, Chair

February 20, 2021

Date

National Assessment Governing Board

Committee on Standards, Design and Methodology

Report of December 7, 2020

COSDAM Members: Gregory Cizek (Chair), Carey Wright (Vice Chair), Jim Geringer, Eric Hanushek, Suzanne Lane, Julia Rafal-Baer, and Russ Whitehurst.

Other Governing Board Member: Paul Gaspirini.

Governing Board Staff: Executive Director Lesley Muldoon, Deputy Executive Director Lisa Stooksberry, Michelle Blair, Angela Scott, and Sharyn Rosenberg.

NCES Staff: Commissioner James (Lynn) Woodworth, Associate Commissioner Peggy Carr, Samantha Burg, Jing Chen, Brian Cramer, Jamie Deaton, Enis Dogan, Pat Etienne, Elvie Germino-Hausken, Eunice Greer, Shawn Kline, Daniel McGrath, Nadia McLaughlin, Eddie Rivers, Holly Spurlock, Bill Tirre, Bill Ward, and Grady Wilburn.

Other Attendees: American Institutes for Research: Jack Buckley, Markus Broer, Kim Gattis, Sami Kitmitto, and Young Yee Kim. CRP: Arnold Goldstein, Subin Hona, and Edward Wofford. Education First: Anand Vaishnav. Educational Testing Service: Jay Campbell, Gloria Dion, Amy Drescher, David Freund, Laura Jerry, Helena Jia, Hilary Persky, Karen Wixson, and Nuo Xi. Hager Sharp: David Hoff and Joanne Lim. The Hatcher Group: Jenny Beard and Devin Simpson. HumRRO: Anne Woods. Optimal Solutions Group: Imer Arnautovic. Pearson: Eric Moyer, Cathy White, and Llana Williams. RTI: Sandra Olivarez-Durden. The Silimeo Group: Debra Silimeo. Westat: Zully Hilton and Keith Rust. WestEd: Sonya Powers. Other: Kathilia Delp, Chester Finn, Beth LaDuca, Regina Lewis, Brian Lloyd, Kathleen Maher-Baker, and Raina Moulian.

Welcome and Introductions

Chair Gregory Cizek called the meeting to order at 3:02 p.m. ET and noted that he is the new COSDAM Chair and Carey Wright is the new COSDAM Vice Chair. Cizek welcomed new Board members Julia Rafal-Baer and Suzanne Lane to COSDAM and asked all Committee members to introduce themselves.

Several Committee members suggested topics for future discussion, including the proposed draft NAEP Reading Framework and the process by which the Board approaches framework development and revisions in general.

Design of Studies to Review and Revise NAEP Achievement Level Descriptions (ALDs) in Mathematics and Reading

Cizek began with a brief explanation of achievement level descriptions. At the most general level, NAEP has three achievement level policy definitions: *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced*. For example, *NAEP Basic* is defined as partial mastery of prerequisite knowledge and skills that are fundamental for performance at the *NAEP Proficient* level. The achievement level descriptions translate these general policy definitions into specific expectations for a given subject and grade assessed by NAEP that are more informative about what students at each achievement level should know and be able to do. For example, students at the NAEP Basic achievement level in grade 4 mathematics should be able to... “use basic facts to perform simple computations with whole numbers; show some understanding of fractions and decimals; and solve some simple real-world problems in all NAEP content areas...”

In response to the first recommendation from the evaluation of NAEP achievement levels conducted by the National Academies of Sciences, Engineering, and Medicine, the Board committed to reviewing and revising the ALDs and to creating reporting ALDs that are phrased in terms of what students at each achievement level do know and can do. Cizek introduced Eric Moyer of Pearson, who serves as the project director for this work.

Moyer explained that the advance materials included extensive details about the project goals and proposed design and that his presentation would focus on a few key aspects of the work before opening up the session to general COSDAM discussion. Moyer began by describing who is involved in the project and noted that two of the technical advisory committee members had served as panelists on the evaluation of NAEP achievement levels. He described the goal of the study as addressing the following question: *Do the knowledge and skills that students “can” do align with those that students “should” be able to do for an achievement level?* Items are being anchored to the NAEP scale with a response probability of 0.67, indicating that 67% of students whose performance is at that particular point on the scale would be expected to answer the item correctly.

In response to the study being conducted with data from the 2019 NAEP administrations, COSDAM members asked questions about whether low performance could lead to recommendations of decreased rigor. Cizek and Moyer clarified that this study will not be recommending changes to the cut scores that determine the percentages of students in each achievement level; the study is focused only on the descriptions of what performance in each achievement level represents.

In addition to working with sets of items that anchor to each of the three NAEP achievement levels, Moyer explained that the study design includes a proposal to examine items that fall just below the *NAEP Basic* level. As panelists construct summary descriptions of what students can do and actually know for each achievement level, having items associated with the level just below *NAEP Basic* will assist in clarifying the description for the *NAEP Basic* achievement level. Moyer noted that the panelists will not be working to create a summary description for performance of students below the *NAEP Basic* achievement level.

NCES Commissioner Lynn Woodworth stated that there is currently little information provided regarding student performance below the *NAEP Basic* level. He believed it is important to know what students at the midpoint of below *NAEP Basic* can do, as well as students in the bottom quarter of that category.

Rick Hanushek suggested that this study could be used to examine whether additional differentiation in the achievement levels (such as multiple categories below *NAEP Basic*) might provide more useful information about what students can do. Cizek responded that he is opposed to creating an achievement level description for below *NAEP Basic*. He briefly noted a few specific drawbacks to that approach, but indicated that it may be something for COSDAM to discuss in the future.

Moyer then highlighted proposed plans for recruiting study panelists and conducting the panel meetings virtually given the infeasibility of convening in-person meetings in the midst of the COVID-19 pandemic. Committee members asked questions about and emphasized the importance of protecting secure items in a virtual meeting. Moyer explained that plans for maintaining item security were being documented and included the following safeguards: having panelists sign the NAEP non-disclosure agreement (which notes the severe penalties for violations) and repeatedly referring to it; providing Pearson laptops to panelists that are locked down and cannot be printed from; using an individual Pearson server with high security settings; setting up the standard setting platform with a single logon; ensuring that panelists cannot access secure materials outside of the scheduled meeting times; and visually monitoring panelists on zoom while they are working with secure materials.

Woodworth stated that his interpretation of the NAEP legislation prohibits such a virtual meeting because of the clause “PROHIBITION- To protect the integrity of the assessment, no copy of the assessment items or assessment instruments shall be duplicated or taken from the secure setting” (Public Law 107-279, Section 303 (c) (1) (C)). Cizek asked Governing Board staff to follow up with NCES staff concerning the feasibility and safeguards for conducting the panel meetings virtually.

Cizek ended the session by confirming that Committee members had no further questions or concerns about the study design.

Discussion of Strategic Vision

Cizek explained that over the next several months, Board staff will be generating potential activities to implement the Strategic Vision that the Board adopted in late September. The purpose of this session is to brainstorm initial ideas for how COSDAM might be involved or contribute to any of the eight goals of the Strategic Vision. Cizek proceeded to a presentation that contained a slide for each of the Strategic Vision goals.

Under the Inform pillar, COSDAM members discussed whether parents should be explicitly named as an intended user group or whether the Board’s efforts should focus primarily on audiences who consume NAEP data and report it to the public. There are many types of NAEP stakeholders, and the groups listed in the first priority are not intended to be exhaustive. To

elevate high quality uses of NAEP, members suggested creating a clearinghouse of exemplary uses that the Board endorses and formally recognizing the best uses of NAEP data in innovative ways, such as by establishing an award for journalists and/or researchers or honoring them at a Board meeting. For linking studies, it will be important to articulate what should be linked to NAEP and how this might actually inform policy and practice. Hanushek described state administrative data sets that may provide opportunities for connecting NAEP results to other indicators beyond another assessment, such as workforce and employment data.

Under the Innovate pillar, Cizek reiterated his suggestion at the beginning of the meeting that the Board reconsider how it approaches framework development and revision and noted that the study that was performed to examine the alignment of state mathematics content standards to inform the revision of the NAEP Mathematics Framework was helpful. Cizek also noted that the Strategic Vision priority related to the NAEP achievement levels has been fleshed out by the Achievement Levels Work Plan, and that COSDAM will discuss the implementation of those activities at future meetings.

Under the Engage pillar, COSDAM members discussed the importance of expanding partnerships with advocacy organizations and focusing the Board's efforts on working with more diverse groups of stakeholders. In terms of postsecondary preparedness, Committee member suggestions included developing a primer of the Board's previous work in this area, trying to connect with states that collect more longitudinal data, and expanding beyond postsecondary education to examine whether students are prepared for a variety of future activities.

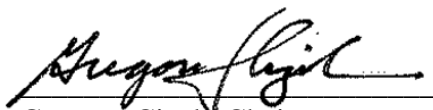
Feedback on Report Relating Michigan Students' Performance on NAEP to Postsecondary Performance

With limited time remaining, Cizek explained that the Michigan study was undertaken several years ago under narrow research question constraints; he suggested that rather than trying to redesign the study, that Committee discussion focus on how similar studies could be designed or used in the future to inform the Board's work. He also asked for general Committee comments or reactions to the study.

Several COSDAM members expressed support for the study as an example of connecting NAEP to real-world indicators and providing some validity evidence in the form of predicting postsecondary performance but wished that the scope of the outcomes was broader, beyond postsecondary education. There was interest in discussing how future linking studies could expand beyond this work to provide more meaningful conclusions. No specific edits to the report were suggested.

Cizek adjourned the meeting at 5:31 p.m. ET.

I certify the accuracy of these minutes.


Gregory Cizek, Chair

January 12, 2021
Date

National Assessment Governing Board

Reporting and Dissemination Committee

Report of December 3, 2020

11:00 am - 12:27 pm

Governing Board Members: Chair Tonya Matthews, Vice Chair Marty West, Alberto Carvalho, Tyler Cramer, Paul Gasparini, Governor Beverly Perdue, Ron Reynolds

Governing Board Member Absent: Mark White

Governing Board Staff: Laura LoGerfo, Michelle Blair, Stephaan Harris, Lesley Muldoon, Sharyn Rosenberg, Angela Scott, Lisa Stooksberry

National Center for Education Statistics Staff: Gina Broxterman, Samantha Burg, Jing Chen, Brian Cramer, Daniel McGrath, Holly Spurlock, Angela Woodard

Contractors: AIR: Cadelle Hemphill, Sami Kitmitto, Young Yee Kim; CRP: Shamai Carter, Arnold Goldstein; ETS: Gloria Dion, Emilie Pooler; Hager Sharp: Crystal Brown, James Elias, David Hoff, Joanne Lim; HumRRO: Anne Woods; The Hatcher Group: Ann Bradley, Robert Johnston, David Loewenberg, Devin Simpson; RTI: Sandra Olivarez-Durden; Silimeo Group: Debra Silimeo; Westat: Lauren Byrne, Sonya Powers

Council of Chief State School Officers-Affiliated Guests: Elizabeth LaDuca (Oregon); Regina Lewis (Maine); Raina Moulian (Alaska)

Other: Kathilia Delp, University of the Cumberland

Reporting and Dissemination Committee Chair Tonya Matthews called the committee's virtual meeting to order at 11:03 am.

Welcoming Remarks

This meeting marked the first under new committee leadership; Tonya Matthews and Marty West assumed the roles of Reporting and Dissemination Committee (R&D) Chair and Vice Chair respectively on October 1st, 2020. Chair Matthews welcomed the committee members and offered insights into her vision for the committee. She wants the committee to tailor

different messages from NAEP for different audiences and to be strategic in implementing activities that preserve, sustain, and improve NAEP. She observed that the committee members comprise “a strong and mighty team” that can tackle the challenging workload which awaits R&D. The Vice Chair emphasized R&D’s opportunity and obligation to lead activities on behalf of the board to allow NAEP to fulfill its mission.

Amidst the changes in committee leadership, the R&D committee also includes three new members: (1) Paul Gasparini, the secondary school principal representative on the Governing Board who, from the start of his term three years ago, served on the Assessment Development Committee (ADC); (2) Ron Reynolds, the new non-public school representative who started with the Board on October 1st; and (3) Mark White, the Republican state legislator representative whose first term on the Board began October 1st.

Tonya Matthews explained Paul Gasparini’s transfer from ADC as key to including more practitioner voices in R&D. Paul thanked the committee for their warm reception and noted that he enjoyed participating in the release of the Grade 12 data in October and looks forward to working on R&D. Ron Reynolds, though a graduate of only public schools, helms an organization that represents diverse providers of private school education. Reynolds is eager to assist however he can in recruiting more private schools to participate in NAEP. Mark White could not attend due to his charity work in Panama which coincided with the meeting time but conveyed his appreciation for his committee assignment.

Debrief on the NAEP Grade 12 Release Event

In late October 2020, the Governing Board hosted a virtual release event for the grade 12 results from the National Assessments of Educational Progress (NAEP) in Reading and in Mathematics. Nearly 800 people registered to attend the release, and over 500 attendees joined the event. The Governing Board’s communications contractor, The Hatcher Group, deployed several strategies to encourage registration, including multiple email invitations, promotions on social media, and a digital advertisement on Facebook, which targeted groups and individuals who would be likely interested in the results. These approaches proved successful and will be employed again for the Spring 2021 release of the 2019 NAEP Science results.

Reporting and Dissemination (R&D) Vice Chair Marty West commended the Governing Board team for the release event. Using pre-recorded questions from stakeholders to elicit responses from selected Board members, a strategy first proposed by the R&D committee, produced a substantive and engaging event. R&D Chair Matthews concurred and noted that including those stakeholders’ questions prompted their friends and fans to tune into the event as well, which benefits not only event attendance but also social media coverage.

To extend the success of the release event, the Board convened a Twitter chat on November 23rd with two of the stakeholder organizations featured in the Grade 12 release—Education Trust-West and the Fordham Institute. This chat elicited 34 contributors and earned 187 tweets and over four million impressions (i.e., a total tally of all the times a tweet was viewed). This activity directly addresses the Strategic Vision’s call to illuminate the utility and value of NAEP.

Envisioning the Future of R&D

At the September meeting of the Governing Board, members unanimously approved Strategic Vision 2025, which sets the course for the Board’s next four years of activities. Much of the Strategic Vision’s pillars of Inform and Engage falls to the Reporting and Dissemination Committee. With this new vision, the new leadership for R&D, and the new R&D members, this December meeting included a thoughtful discussion about what priorities R&D should set for their work.

Chair Tonya Matthews led with three primary priorities for the committee: (1) Make NAEP more relevant to more stakeholders; (2) Prioritize Congress as a stakeholder; (3) Focus on the dissemination part of R&D. Matthews encouraged the committee to change how the Board messages the NAEP results. One message does not fit all the diverse needs of NAEP’s diverse stakeholders. Initial release events focus only on a small percentage of NAEP data available, so follow-up events targeted to very specific stakeholder audiences could tap into the rest of the data. However, Matthews cautioned about two important tensions: (1) hosting specific events or providing specific resources to many different stakeholder groups may exceed the reach of the small yet mighty staff; and (2) balancing stakeholders’ preferences for easily manageable pieces of information with the depth of understanding on complex issues the Board wants stakeholders to possess.

Vice Chair Marty West then outlined his priorities for the committee, which, though of a different focus, aligned with Matthews’ goals. West urged the Board to broaden the network of indirect and direct beneficiaries of NAEP information, especially the research community. Researchers are increasingly using restricted NAEP data, which the Board should identify and highlight if the work merits attention. This is the essence of the “curate and stimulate” approach put forth in prior R&D meetings: R&D should find, vet, distill, and promote solid research with NAEP data and use that to stimulate more data analysis and research, not by the Board itself but by others who can ask and answer policy-relevant questions with the data. This strategy would demonstrate how NAEP data can be used effectively and to great impact, not only to Board stakeholders but also to Board members.

Reynolds asked if the Board helps researchers and education writers by providing any training in the use of online data tools. LoGerfo explained that NCES operates those data tools and offers virtual training modules. The Governing Board’s social media channels shine a spotlight on these resources to ensure maximum attention to their availability. West emphasized the

perennial need to coordinate with NCES, because stakeholders and the public view both NCES and the Governing Board as the one united front of NAEP.

Other committee members offered their wish lists for R&D activities. Echoing West's focus on the research community, Tyler Cramer expressed the need to reassure the research community about whether trend on the NAEP Reading assessment can be preserved despite updates to the assessment framework currently underway. Cramer underlined the importance of linking to external data sources, especially Census or Federal Reserve data, to measure socioeconomic status more accurately and confidently. Cramer and West share a strong commitment to improving how NAEP captures socioeconomic status.

Cramer reiterated his interest in understanding how to compare NAEP performance across districts with varying degrees of student mobility. This led to a robust, existential discussion of NAEP's purpose and strengths--NAEP captures what students know and can do at different points over time, not progress over time by the same individuals in a given district or state.

Paul Gasparini broadened the scope of the conversation back to R&D's fundamental purpose: disseminating widely the value and importance of NAEP results. Gasparini referred to the school visit and outreach event in El Paso back in March when very few, if any, participants recognized NAEP. He pressed R&D to focus on making NAEP more accessible to more practitioner-based stakeholder groups, such as principals like himself. He suggested presentations at the National Association of Elementary School Principals and the National Association of Secondary School Principals to communicate critical information beyond the results presented in initial release events. Matthews pointed out that some of the least accessible audiences are represented on the Board, such as Gasparini, and the Board needs to tap its own human capital to reach those groups.

Bev Perdue strongly agreed with Gasparini, announcing her shock that there was little to no conversation in the media or among the education cognoscenti about the appalling grade 12 results. Governors, legislators, business leaders, if they knew the results, would be outraged by how poorly grade 12 students perform. Assuredly, a governor should know, but in actuality, that governor's chief of staff, communications officers, superintendent, and chief of accountability need to know the information first, grasp it quickly, then translate that work to policy and to governance. The solution, Governor Perdue posited, would be results presented in simple English in quickly-accessible, concise, clear bulleted form.

Matthews concurred and recommended that the Board account for stakeholders' attention, time, and resource capacity in preparing materials for dissemination. Tools at the Board's disposal include data snapshots, graphics/visualizations, one-pagers, executive summaries, FAQ pages, etc. The Board should not cram all the information into one release event, but elaborate and extend the communication beyond that first day or first week. The virtual world presents new

opportunities to attract more attention for NAEP; events can include voices who may be excluded otherwise by travel or schedule constraints.

Alberto Carvalho tacked in a different direction by noting that NAEP results cannot be easily reduced to sound bites. Indeed, serious users of NAEP data do not want such simple messaging. These points returned the conversation to Matthews' priority that the Board needs to produce different messages for different audiences. By tailoring the messages, the Board may see its impact (especially through social media) grow, strengthen, and shape subsequent action. Carvalho suggested the committee members first consider what NAEP information is of the utmost importance and should be promoted heavily--not just the required cyclical NAEP releases or important votes by the Board but the data which exist between releases and can be of use and value. Then determine whose minds that information needs to reach. There is a wide disparity between the deep, ongoing investment in NAEP by TUDA districts and states and the disinterest or lack of awareness by principal associations, National Association of Black Educators, Alliance of Latino Administrators and Superintendents, Council of Urban Boards of Educators, legislators, educators, business leaders. Finally, segment information based on the intended audience. NAEP wields no accountability threat and changes so little over time, thus the Board and its messaging must create or elevate the urgency to garner attention and engagement. Carvalho finds that urgency in the disaggregated data and subgroup performance.

To draw a parallel to the main themes, Carvalho revealed insights from a friend who attended a Board meeting. The friend reported that the Board spends its time discussing plans and activities that are incomprehensible to laypeople, followed by discussing how to secure funding to implement those plans and conduct those activities. An attendee departs not understanding what the Board does, how, or why; the Board should make its work more palatable to wider audiences and tailoring those messages for them.

The discussion centered on prioritizing stakeholder groups, reaching out to those groups in ways that address their needs and interests in avenues convenient to them, and tailoring messages for optimal impact with those specific groups.

Messaging NAEP During COVID

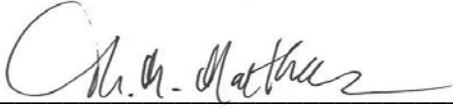
The rich conversation about R&D's work melded neatly into the next agenda item on messaging NAEP in the COVID era. Ron Reynolds found a silver lining amidst the dismal year by explaining that the urgency Carvalho recommended R&D find emerges in the attention given to the postponement of NAEP due to the pandemic. This attention reflects the magnitude of NAEP in the stakeholder community. Matthews countered that much of the conversation thus far on the postponement of NAEP 2021 has not breached the world beyond the virtual hollow square of the Governing Board and the NAEP team. Understanding and shaping how this news will be received must be a priority.

Committee members debated how to explain the long delay before the next release of the NAEP Reading and Mathematics results. The committee all agreed on the need to distinguish NAEP from other assessment programs, such as those used for state academic accountability. By delineating the reasons for the decision to postpone--tapping individual Board members to explain those reasons to the stakeholder groups they represent--there should be fewer misunderstandings in the media and education community. If NAEP stakeholders feel both informed about the NAEP program and their concerns heard, then R&D will have accomplished an important part of the Board's mission.

Concluding Remarks

In the last few minutes, Laura LoGerfo invited the committee members to send suggestions for future R&D meeting topics. Cramer asked for a session on student mobility, and others called for a discussion on the measurement of socioeconomic status in NAEP. The March meeting will include the release plan for the NAEP Science results. The meeting adjourned at 12:27 pm.

I hereby certify the accuracy of these minutes.



Tonya Matthews, Chair

2/1/2021
Date

National Assessment Governing Board

Nominations Committee (Closed Session)

Report of December 1, 2020

Nominations Committee Members: Governor Jim Geringer (Chair), Dana Boyd, Tyler Cramer, Paul Gasparini, Tonya Matthews, Reginald McGregor and Mark Miller.

Nominations Committee Members Absent: Alice Peisch

Board Staff: Stephaan Harris, Donnetta Kennedy, Lesley Muldoon, Tessa Regis, and Lisa Stooksberry

In accordance with the provisions of exemptions 2 and 6 of Section 552b (c) of Title 5 U.S.C., the National Assessment Governing Board's Nominations Committee met in closed session on December 1, 2020 from 5:30 p.m. to 6:30 p.m. (ET)

Nominations Committee Chair Governor Jim Geringer called the meeting to order at 5:31 p.m. He welcomed new committee members Tyler Cramer and Reginald McGregor and noted Representative Alice Peisch's absence and that she would try to join the meeting later. He then provided an overview of the agenda.

Applications for Board Vacancies for the 2021 Nominations cycle

The Governing Board's annual "call for nominations" ended on October 31, 2020. Governor Geringer noted that there are five vacant positions, with three incumbents eligible for reappointment. The five vacancies are in the following categories:

- Elementary School Principal
- General Public Representative (generalist)
- Testing and Measurement Expert
- Governor – Democrat
- Governor – Republican

Incumbents are: Dana Boyd, elementary school principal; Tyler Cramer, general public representative (generalist); and Beverly Perdue, Governor – Democrat. Appointments of Governors are handled by the National Governors Association.

The Committee discussed the nominations process and timeline for the 2021 cycle. Members will complete their ratings in assigned categories by mid-January and hold sub-group meetings by the end of the month. In early February, the full committee will meet to identify finalists to be

presented to the Governing Board for action at its March meeting. Finalists' materials will be delivered to the Secretary in early spring.

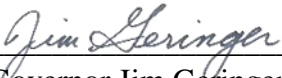
Governor Geringer provided the committee with a snapshot of the applicant pool, along with statistical data on states, territories, and jurisdictions represented, as well as by gender, race, and ethnicity. He also compared the number of applications received this year by various categories to previous years.

Members discussed how the NAEP legislation defines the positions for the 2021 vacancies, asking clarifying questions. Members also discussed the process for conducting ratings, offering recommendations to new committee members.

Governor Geringer thanked the committee members for their efforts and commended staff for facilitating the committee's work.

The meeting adjourned at 6:25 pm.

I certify the accuracy of these minutes.



Governor Jim Geringer, Chair

December 15, 2021
Date