

National Assessment Governing Board

Meeting of November 18–19, 2021

Hilton Washington DC Capitol Hill
525 New Jersey Avenue, NW
Washington, DC, 20001
&
Virtual

OFFICIAL SUMMARY OF GOVERNING BOARD PROCEEDINGS

Complete Transcript Available

National Assessment Governing Board Members Present

Beverly Perdue, Chair
Alice Peisch, Vice Chair
Haley Barbour
Dana Boyd
Alberto Carvalho
Tyler Cramer
Christine Cunningham
Viola García
Paul Gasparini
Eric Hanushek
Gary Herbert
Patrick Kelly
Suzanne Lane
Scott Marion
Tonya Matthews
Reginald McGregor
Mark Miller
Julia Rafal-Baer
Ron Reynolds
Nardi Routten
Martin West
Mark White
Grover Whitehurst
Carey Wright
Mark Schneider (ex-officio)

Governing Board Member Absent

Frank Edelblut

National Assessment Governing Board Staff

Lesley Muldoon, Executive Director
Lisa Stooksberry, Deputy Executive Director
Rebecca Dvorak
Stephaan Harris
Donnetta Kennedy
Laura LoGerfo
Munira Mwalimu
Sharyn Rosenberg
Angela Scott
Matt Stern
Anthony White

National Center for Education Statistics (NCES)

Peggy Carr, Commissioner
Tammie Adams
Gina Broxterman
Samantha Burg
Jing Chen
Brian Cramer
James Deaton
Enis Dogan
Veda Edwards
Pat Etienne
Eunice Greer
Linda Hamilton
Shawn Kline
Tina Love
Daniel McGrath
Nadia McLaughlin
Eddie Rivers
William Tirre
Ebony Walton
William Ward
Grady Wilburn

American Institutes for Research (AIR)

Brittany Boyd
Markus Broer
Christina Davis
Danielle Ferguson
Kim Gattis
Cadelle Hemphill
Martin Hooper

Young Kim
Sami Kitmitto
Gabrielle Merken

Council of Chief State School Officers (CCSSO)

Fen Chou
Scott Norton

CRP, Inc.

Shamai Carter
Subin Hona
Anthony Velez
Edward Wofford

Educational Testing Service (ETS)

Marc Berger
Jonas Bertling
Mercy Byrne
Jay Campbell
Christine Cheuk
Peter Ciemins
Gloria Dion
Patricia Donahue
Hugo Dos Santos
Amy Dresher
Kadriye Ercikan
Robert Finnegan
Yue Jia
Daniel McCaffrey
Ranu Palta-Upreti

Hager Sharp

James Elias
David Hoff
Cailin Jason
Joanne Lim
Kathleen Manzo
Debra Silimeo

The Hatcher Group

Jenny Beard
Emma Edick
Sami Ghani
Sophia Handel
Robert Johnston
Zoey Lichtenheld
David Loewenberg
Melissa Rogers
Nandini Singh
Jenna Tomasello

Management Strategies

Brandon Dart
Harrison Moore

Manhattan Strategy Group

Tara Donahue
Lori Meyer

Optimal Solutions Group

Imer Arnautovic
Daniel Loew

Pearson

Scott Becker
Paula Rios
Pat Stearns
Llana Williams

U.S. Department of Education

Matt Albren
Brittany Beth
Sara Buettner-Connelly
James Forester
Donna Harris-Aikens
Jessica Mark
Leslie Morales-Noyola
Erykah Pasha

Westat

Chris Averett
Greg Binzer
Lauren Byrne
Marcie Hickman
Kavemuii Murangi
Lisa Rodriguez
Rick Rogers
Keith Rust
Leslie Wallace

WestEd

Matthew Brunetti
Cynthia Greenleaf
Mira-Lisa Katz
Mark Loveland
Sonya Powers
Matt Rudoff
Megan Schneider
Steve Schneider
Sarah Warner

Speakers

Tony Alpert, Smarter Balanced
Miguel Cardona, U.S. Secretary of Education
Michael Casserly, Council of the Great City Schools
Alison Deigan, National Center for Education Statistics
Ray Hart, Council of the Great City Schools
Marianne Perie, Measurement in Practice, LLC
Holly Spurlock, National Center for Education Statistics

Other Attendees

Angel Aguayo, Parkland Elementary School, Ysleta Independent School District
Irene Ahumada, Ysleta Independent School District
Elizabeth Andrade, Ysleta Independent School District
Yaribeth Ayala, Ysleta Independent School District
Vickie Baker, West Virginia Department of Education
Angela Battaglia, Utah State Board of Education
Rebecca Bennett, Massachusetts Department of Elementary and Secondary Education
Myra Best, digiLEARN
Alessandra Blundy, ACS AI Media
James Boyd, Ysleta Independent School District
Jackie Branco, Rhode Island Department of Elementary and Secondary Education

Latosha Branch, Virginia Department of Education
Stefanie Cardenas, Parkland Elementary School, Ysleta Independent School District
Vanessa Carrasco, Parkland Elementary School, Ysleta Independent School District
Brenda Chacón, Ysleta Independent School District
Allegra Chilstrom, Neal R. Gross & Co., Inc.
Wendy Chozet, Parkland Elementary School
Susan Cramer, Remarc Associates, LLC
Nicole Dominguez, Parkland Elementary School, Ysleta Independent School District
Kaitlyn Doobay, ACS AI Media
Donna Dubey, New Hampshire Department of Education
Yadira Escajeda, Ysleta Independent School District
Andrea Faulkner, North Carolina Department of Public Instruction
Samantha Gaytan, Parkland Elementary School, Ysleta Independent School District
Belinda George, Beaumont Independent School District
Deborah Valdez Gomez, Ysleta Independent School District
Vanessa Gomez, Parkland Elementary School, Ysleta Independent School District
Jose Gonzalez, Ysleta Independent School District
Roberto Gonzalez, Ysleta Independent School District
Gabriela Graham, Ysleta Independent School District
Fabiola Guardiola, Ysleta Independent School District
Yesica Guillen, Ysleta Independent School District
Lettie Gutierrez, Parkland Elementary School, Ysleta Independent School District
Alphonso Harley, USPS
Nemie Harley
Nicole Harley, J.P. Morgan
Silvia Harris
Emily Hartnett, ILO Group
Gloria Herrera Rodriguez, Parkland Elementary School, Ysleta Independent School District
Carmen Hajar
Carol Jago, University of California, Los Angeles
Lee Juckiewicz, ACS AI Media
Catherine Kennedy, Ysleta Independent School District
Allison King
Andrew Kolstad, P20 Strategies LLC
Jayne Konkel, ACS AI Media
Beth LaDuca, Oregon Department of Education
Gloria Landeros, Parkland Elementary School, Ysleta Independent School District
Regina Lewis, Maine Department of Education
Tamara Lewis, Maryland State Department of Education
Brian Lloyd, Michigan Department of Education
Sylvia Lopez, Ysleta Independent School District
Gisela Mariscal, Ysleta Independent School District
Daniel Martinez, Ysleta Independent School District
Irene Martinez, Ysleta Independent School District
Sarah Mathy, San Diego Unified School District
Jason MacDonald, ACS AI Media
Diana Medrano, Parkland Elementary School, Ysleta Independent School District

Maria Molina, Ysleta Independent School District
Carmen Molinar-Barreno, Ysleta Independent School District
Angela Nuanes, Parkland Elementary School, Ysleta Independent School District
Gabriela Oliva, Parkland Elementary School, Ysleta Independent School District
Akisha Osei Sarfo, Council of the Great City Schools
Alejandra Palma, Parkland Elementary School, Ysleta Independent School District
P. David Pearson, University of California, Berkeley
Adam Pierce, Ysleta Independent School District
Christine Pitts, Center on Reinventing Public Education
Sarah Ponce, Ysleta Independent School District
Scott Quinn, KIPP Foundation
Nancy Ramirez, Ysleta Independent School District
Johanna Ramos, Parkland Elementary School, Ysleta Independent School District
Candace Reese, Parkland Elementary School, Ysleta Independent School District
Teresa Rodriguez, Parkland Elementary School, Ysleta Independent School District
Joan Samaniego, Parkland Elementary School, Ysleta Independent School District
Alexandria Sapien, Ysleta Independent School District
Renee Savoie, Connecticut State Department of Education
Michael Slattery, NAEP Web/Technology Development Operations and Maintenance
Mark Stephenson, Kansas Department of Education
Dulce Talamantes, Ysleta Independent School District
Christy Talbot, American Educational Research Association (AERA)
Cindy Tierney, Lufkin Independent School District
Anand Vaishnav, Education First
Lucia Valdez, Parkland Elementary School, Ysleta Independent School District
Brenda Villa, Parkland Elementary School, Ysleta Independent School District
Onorio Villanueva, Parkland Elementary School, Ysleta Independent School District
Lorena Zertuche, Spring Independent School District

Opening Remarks

Beverly Perdue, Chair, called the plenary session to order at 12:47 p.m. and welcomed attendees to the November 18, 2021, National Assessment Governing Board (Board or Governing Board) meeting held in-person and virtually.

Perdue first shared that the Executive Committee meeting was held earlier that morning. She recognized that both the Board Chair and Vice Chair are women. Women also lead four out of the five standing committees, which is a record number of women leaders on the Board.

Perdue recognized new Board members, Governor Gary Herbert of Utah, Viola García from the Aldine Texas Independent School District Board of Trustees, and Scott Marion from the Center for Assessment. She also acknowledged reappointed members, including Dana Boyd, principal of Parkland Elementary School, El Paso, Texas; Tyler Cramer, CEO/manager of Remarc Associates, LLC, San Diego, California; and herself as Chair, former Governor Beverly Perdue of North Carolina.

Perdue then announced that new Board member Boyd had invited students from Parkland Elementary to join the meeting for the swearing-in. Perdue reminded attendees that the Board rarely takes questions during the meeting but encouraged the audience to take notes and to follow up with Board members by email or phone with any questions.

Approval of November 2021 Agenda

Perdue requested approval of the November 2021 agenda. Alice Peisch moved to accept the agenda. Cramer seconded the motion, which passed unanimously.

Approval of August 2021 Board Meeting Minutes

Perdue requested a motion for approval of the August 2021 meeting minutes. Peisch moved to approve the minutes, and Cramer seconded the motion, which passed unanimously.

Chair's Update

Perdue continued her opening remarks by reminding the audience that the Board must be transparent, because the general public is entitled to know about the work of the Board. She reminded the Board members that they must complete an ethics training form. The U.S. Department of Education's (ED) Designated Agency Ethics Official Marcella Goodridge-Keiller asked all members to self-certify their ethics training this year rather than using meeting time for the training.

Perdue next discussed the goals of the Board, her role as Chair, and her vision for a unified Board. The public depends on the Board to provide objective information about the status and progress of American education. This is especially important as educators continue to wrestle with the COVID-19 pandemic. The pandemic created great challenges within the education system, but it also exacerbated existing systemic problems. For example, results from the National Assessment of Educational Progress (NAEP) Long-Term Trend data show continued declines for children of color, children living in poverty, and children from rural communities. These results should alarm all stakeholders.

Perdue described three key goals for the Board to address, which are subsumed by the Strategic Vision 2025 (SV 2025). The SV 2025 includes three pillars: (1) inform, (2) innovate, and (3) engage. In addition to the Board pillars, Perdue suggested sub-pillars for the Board to consider when deliberating and making decisions: (1) culture, (2) process, (3) framework, and (4) communications.

Perdue explained that policy drives the educational system, thus great policy leads to great results. The Board's challenge is to ensure that policymakers pay attention to NAEP data so they can develop and enact policies for a knowledge-based and learning-centered educational system. Perdue shared that she heard Board members say they seek a more efficient and proactive Board, which she wants to make happen through the four sub-pillars. She next described the four sub-pillars.

First, Perdue explained that Congress intentionally designed the Board to be nonpartisan and encompass diverse representation from across the country, in experiences and in geography. Debating each topic fully is an important part of Board culture. Although disagreement will emerge, the Board should reach consensus. Once consensus is reached, Board members must speak with a unified voice to send a consistent message to the nation's education leaders and policymakers.

Second, Perdue defined the process sub-pillar as how the Board gets things done. This includes how NAEP is administered, such as the tools necessary to administer assessments securely, as well as the costs associated with the NAEP and the Board. The Board must consider policy to inform how NAEP is modernized and to take advantage of emerging technologies, such as artificial intelligence, to become more cost- and time-efficient.

Third, the frameworks sub-pillar represents a major aspect of the Board's work. Last year, the Board reviewed the NAEP Reading Framework, which informed members about the use of expert panels, the role of committee members, and the importance of contributors with general knowledge, which they will use as the NAEP Science Framework update proceeds. Board members told Perdue that they want to understand the cost of item development in relation to frameworks.

Fourth and final among the sub-pillars is communication. Policymakers use information provided by the Board as well as NAEP data to advance the country's knowledge-based economy and drive workforce development in their states. Furthermore, the Board needs to consider new ways to share data through different media markets using messaging and channels that resonate with policymakers and with the general public. Perdue concluded with a call for improving the Board's culture, making processes more efficient, understanding frameworks better, and communicating more clearly and in a diverse array of media. By doing so, the Board will succeed in its most important role of serving the nation's children.

In conclusion, Perdue thanked the Board members for their time and willingness to serve.

Executive Director's Update

Governing Board Executive Director Lesley Muldoon provided a quarterly update. Muldoon welcomed the new members and congratulated the reappointed members. Muldoon introduced Rebecca Dvorak as Board staff's new assistant director for psychometrics. Sharyn Rosenberg, who previously served in that role, now leads assessment development for the Board and staffs the Assessment Development Committee (ADC).

Muldoon mentioned new member attendance at the orientation on November 17, 2021. New member orientation was led by Vice Chair Peisch and Mark Miller. Muldoon thanked the new members for preparing for multiple days of meetings.

Muldoon reviewed the critical priorities of the meeting. First, the Board will take action on the Reading Assessment and Item Specifications. She reminded members that the Board unanimously approved the updated framework for the 2026 NAEP reading assessment at the August 2021 quarterly Board meeting. Approving the Reading Assessment and Item Specifications is the next and final step for the Board. This document will serve as technical guidance for the National Center for Education Statistics (NCES) and its contractors on how to implement the framework. ADC and the Committee on Standards, Design and Methodology (COSDAM) reviewed and provided feedback on the specifications. Muldoon emphasized the importance of the Board's action on the specifications to keep to the 2026 assessment administration timeline.

In response to requests from Board members, a Thursday afternoon session will impart the many lessons learned from the processes to update the NAEP Mathematics Framework and the NAEP Reading Framework. Based on feedback from the ADC, COSDAM, and other Board members, the Board will consider ways, suggested by ADC, to strengthen the process moving forward. Muldoon asked the Board to reflect on two questions as they consider changes to the process: (1) how to accelerate the framework update process given that the significant time lapse between updates, sometimes 20 years, creates challenges; and (2) how to engage more with stakeholders throughout the process, soliciting input and feedback to strengthen the consensus recommendation.

Muldoon previewed a Friday plenary session that will focus on planned innovations for NAEP. The Board will learn about the work NCES is already doing and consider policy priorities to address cost-effectiveness and efficiency for the program. For example, some of the technology innovations will impact test design, items, and frameworks.

Muldoon noted that the Institute of Education Sciences (IES) commissioned the National Academies of Sciences, Engineering, and Medicine (NASEM) to review NCES' work, specifically on NAEP, with a target date of early 2022 to release findings and recommendations.

Muldoon notified Board members that earlier in the day the Executive Committee took action related to the assessment schedule, i.e., whether to proceed with the NAEP Technology and Engineering Literacy (TEL) assessment in 2024. The Executive Committee's recommendation will be brought to the full Board for a vote during this meeting.

Muldoon then previewed the rest of the agenda and reminded members that they will participate in small group discussions to reflect on SV 2025. These discussions will give direction to staff on the strategic priorities and areas that should be emphasized in the Board’s work in the coming year. Board members Paul Gasparini, Julia Rafal-Baer, and Tonya Matthews will facilitate the small groups.

Muldoon concluded her remarks by thanking Perdue.

Perdue thanked Muldoon and praised the Board staff for their work over the past two years, noting the staff’s ability to work hard, efficiently, and with a goal of excellence. Perdue asked all Board members to express their thanks to the staff.

Perdue then introduced NCES Commissioner Peggy Carr. Carr is the first female and first person of color to serve as commissioner of NCES as well as the first veteran of the career civil service to helm NCES.

National Center for Education Statistics Update

Carr thanked Perdue and outlined three points of discussion, all based on the common theme of COVID-19:

1. NCES reporting on COVID-19 impact;
2. Online ED and IES COVID-19 information resources; and
3. Data collection in the COVID-19 context.

Carr began by providing context: IES received its first Presidential Order (Executive Order 14000) to gather information regarding reopening and continuing education in schools, including early childhood education. Using NAEP tools and portals, NCES replied to the request for data within eight days. The analysis completed by NCES found that remote learning declined between January and May 2021 (from 46 to 27 percent). In contrast, in-person enrollment increased between January and May 2021 (from 33 to 49 percent), while hybrid enrollment had a slight increase (from 19 to 24 percent).

Carr explained that this pattern differed by race and ethnicity. Hispanic and Black students followed the overall national pattern. However, White students tended to have in-person attendance throughout the entire time period, while Asian students tended to be remote from January through May 2021. Carr added that NCES continues to monitor instruction mode as preparation for NAEP 2022 administration.

Next, Carr shared the Common Core of Data, which is collected for K–12 schools across the country. The data, collected from all states except Illinois, show a 3 percent enrollment decline nationally. The rate of enrollment decline varied across states, ranging from 1 percent to 4 percent. Carr emphasized that the lower grades experienced a greater rate of decline than the higher grades.

Carr also addressed postsecondary enrollments based on the Integrated Postsecondary Education Data System. Overall, enrollment in postsecondary education declined by 3 percent, with two-year public institutions showing a decline of 15 percent, four-year public institutions posting an

increase of less than 1 percent, and for-profit two-year institutions indicating an average enrollment increase of 11 percent.

Enrollment for distance education only increased 27 percentage points from 2019 to 2020, while enrollment in some distance education courses increased 36 percentage points over the same time period. Carr reiterated that these data had been released to stakeholders as soon as they were available.

Carr added that in response to the executive order, NCES is developing and implementing a monthly pulse school survey, which picks up where the NAEP monthly survey ended. The new pulse school survey started in the summer of 2021 as a four-hour monthly survey. Educators received a \$5,000 incentive to complete it. However, the response rate was low and the target of 1,000 schools was not met. Currently, NCES is scaling back the survey to 30 minutes with rotating modules. Modules include core questions that will be asked each month, such as strategies for managing education during COVID-19 outbreaks. Rotating modules include staffing, mitigation, food-related, internet/technology, parental concerns, social and emotional learning, mental health, students with disabilities, and staff experiences. NCES also will review what NAEP asks schools to report about their responses to COVID-19. NCES always reviews the schools' policies and procedures as a pre-assessment before entering schools to administer NAEP.

In summary, the pulse survey will include questions about COVID-19, specifically about the schools' learning modalities: in-person, hybrid, and remote. The questions focus on fourth and eighth graders who currently attend more than 12,600 schools in the sample. Results from the survey will be shared with the public through a dashboard, which NCES anticipates will be released in December.

The second phase of data collection focused on student-specific data collected in the NAEP sample. This data will provide NCES with information on whether the students identified for the data collection still attend the school and through which mode. Before entering schools, NCES field staff will ask about school mask-wearing and social distancing policies. NCES anticipates that these data will be shared in February in a second update of the dashboard.

Carr shared a map of the schools sampled for the 2021 data collection, including their COVID-19 status (i.e., how much COVID-19 is in the community). Originally, NCES decided not to enter schools where the rate of COVID-19 surpassed 10 cases per 100,000 people per day. However, because of vaccine availability, NCES field staff will enter all schools in the sample. All staff in the field must be vaccinated, tested weekly, and complete a screening prior to entering each school.

Next, Carr discussed other activities happening at ED. She mentioned the website <https://www.ed.gov/coronavirus/data>, an interagency website supported by ED, the U.S. Department of Health and Human Services, and the Centers for Disease Control and Prevention. The site provides information on COVID-19 mitigation, including student learning modalities (i.e., in-person, hybrid, or remote) across the United States. Carr warned that the most accurate

data must come directly from schools, but the website has a high reliability rate. Current data show that 99.6 percent of students are learning in-person.

A new round of data collection for the National Teacher and Principal Survey will ask teachers and principals what strategies they implemented at the beginning of COVID-19, what technology protocols were in place, and how they provided students with access to technology. This report will be released in fall 2022. Results from the National Postsecondary Student Aid survey data, which asks respondents to address questions about the impact of COVID-19 on their finances and housing, will be available through a dashboard soon.

Carr ended her presentation by discussing other completed data collection efforts. She began with the Programme for International Student Assessment (PISA). NCES collected PISA data in September and October 2021, learning that although a school may be open, students are not necessarily there in person, so participation rates were lower than in the past. In addition, the PISA participation rate declined due to exclusions and accommodation issues, which were more prevalent than in the past. NCES also faced constrained access to buildings during their pre-assessment visits, which impacted data collection.

Carr also provided information about the Progress in International Reading Literacy Study (PIRLS), a fourth-grade international reading assessment. Field staff finished PIRLS testing in November 2021 and found a decrease in school participation rates. The difference between the participation rates in PISA and PIRLS lies in who is refusing; students chose not to participate in PISA whereas schools chose not to participate in PIRLS. Carr emphasized this as a warning—similar issues will arise with NAEP, especially because the NAEP sample is quadruple the size of the samples for PIRLS and PISA.

Carr shared that NCES is drafting protocols on how to notify schools should an assessment administrator test positive for COVID-19. An NCES staff member will serve as a COVID-19 response officer to ensure that all protocols are followed and all information is given to the appropriate people. Carr added that NCES anticipates that they will have to monitor social media and other outlets to know when schools have outbreaks. All policies and procedures will be posted on the NCES website. The NAEP and Trial Urban District Assessment (TUDA) state coordinators will bear responsibility in working with schools and districts.

Carr concluded her update. Perdue invited questions from board members.

Marty West thanked Carr for the presentation and for the activities. West commented that some of the granularity of the data collection differed from the past. He then asked if NCES had considered changing the frequency of the data collection based on what they have learned from the new schedule due to COVID-19. He said there may be ways to make data collection more cost-effective.

Carr responded by stating that the pre-assessment is something that always had been done, but now there are new questions about COVID-19. The major change was that the data would be shared via a dashboard.

Mark Schneider, IES director, addressed the question about the frequency of the surveys. Schneider explained that the school pulse survey was part of the \$100 million in American Rescue Plan funds. The response rate was lower than expected, but the goal was to identify ways to collect data faster, so NCES began with the NAEP sample because it already existed. The goal was to have a sample of 1,000 schools (i.e., 500 K–8 schools and 500 high schools) that would respond to data on a regular basis, because NCES and IES recognize that their normal data collection processes are too slow and miss too many real-time issues.

Schneider elaborated on Muldoon’s previous mention about the three reports from NASEM. The NAEP report should be released on February 10, 2022. Another commissioned paper will explore NCES data collections, including how to modernize them and make them faster and more responsive to real-time changes. The third NASEM-commissioned paper focuses on the IES research units.

Oath of Office and Secretary’s Remarks

Perdue asked the new members, Boyd, Marion, Cramer, and García, who were in attendance, to come to the front of the room while Herbert continued to participate via Zoom. Perdue reminded the audience that Boyd’s students from Parkland Elementary School, known as the Toreros, also were in attendance as well as Boyd’s mother.

Secretary of Education Miguel Cardona joined the meeting via Zoom. Perdue welcomed him and thanked him for his time. Cardona welcomed everyone and said he was honored to share some brief remarks. He began by recognizing the Parkland Elementary School students and the educators in El Paso, Texas, for supporting Boyd.

Cardona next thanked the new and ongoing Governing Board members for their commitment, time, and expertise. He acknowledged that the work is not easy, especially during one of the most challenging times the country has ever faced. The members’ role never has been more important as they ensure that NAEP continues to be the gold standard in measuring student academic outcomes.

Cardona continued by reflecting on how the pandemic changed the learning experience of students across the nation academically as well as socially and emotionally. He recognized that underserved populations faced the most disruptive challenges. If the nation is going to move forward to recover and rebuild, educators must know what challenges students face. NAEP can highlight how to use resources like the American Rescue Plan funds effectively. The Board’s advocacy for NAEP helps the nation understand how students are doing and sheds light on how best to advance equity and excellence for all students.

Next, Cardona administered the oath of office to the new and reappointed members. After the swearing in, Cardona congratulated the new and reappointed members. He thanked them for their commitment and for the work that they will accomplish at this moment in American education history.

Perdue thanked Cardona and said they look forward to working with him.

Discussion of NCES Data Continued

Perdue turned to Schneider, who resumed his description of the NASEM-commissioned papers. He added that he was glad that Perdue mentioned efficiency and cost-effectiveness in her opening remarks because that represents a fundamental charge to the NASEM committee. Specifically, the committee will address questions about necessary technological innovations to administer NAEP cost-effectively. Additionally, the innovations need to be faster than the pace at which NAEP has been conducted in the past. Schneider also reminded the Board that he urged Congress to fund a dedicated research and development (R&D) line for NAEP. The Office of Management and Budget agreed with Schneider and Carr for a 6 percent set-aside for R&D.

Schneider next discussed three current prize competitions: (1) creating digital learning platforms that can test the efficacy of education-related interventions; (2) improving science education in middle schools; and (3) improving mathematics instruction for students with disabilities in elementary schools. IES also is in the process of launching a prize competition for automated scoring for reading assessments.

Perdue thanked Carr for the robust discussion and transitioned to the next session.

Action on the NAEP Reading Assessment Specifications and Item Specifications

Perdue explained that the afternoon would be spent in three different sessions regarding the NAEP assessment frameworks. She recognized that Marion was recusing himself from the session on the Reading Assessment and Item Specifications. Marion explained that he had served as a member of the Technical Advisory Committee under the contract to WestEd, which led the development of this framework. Marion left the room.

After reviewing the afternoon's agenda, Perdue explained that the Board spent the last two years on the NAEP 2026 Reading Framework. They adopted the Reading Framework at the August 2021 quarterly meeting, but they now must take action on the Reading Assessment and Item Specifications, which were included in the pre-reading materials. Perdue introduced Boyd, Chair of the ADC, and Suzanne Lane, Chair of COSDAM, as the next presenters.

Boyd began her presentation by explaining that the Board has the legislative mandate to determine the content for NAEP assessments, and the ADC has primary responsibility for overseeing NAEP framework development. She reminded attendees that the Board unanimously adopted the NAEP Reading Assessment Framework in August 2021. The next step is for the Board to approve the Reading Assessment and Item Specifications, which provides additional information to NCES on how to operationalize the framework. Because of the technical nature of the Reading Assessment and Item Specifications, the ADC and COSDAM collaborated to review an earlier draft of the document.

Boyd reiterated that NCES is the primary audience for the document. She confirmed that NCES has reviewed the document multiple times and has no outstanding issues or concerns. The document includes details on how to implement the framework with elaboration and examples. One of the appendices also includes achievement level descriptions (ALDs). ALDs are

statements that indicate what students at *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* should know and be able to do for grades 4, 8, and 12 on the NAEP reading assessment.

Lane explained that the specifications include more detail on the ALDs. The purpose of the explanations is to inform item development to make sure that there are sufficient items that cover the range of student performance. She said that Governing Board staff member Rosenberg described during a joint meeting of ADC and COSDAM that a review of the ALDs in the specifications surfaced some concerns that also apply to the ALDs that were included in Appendix B of the framework. The pre-reading materials provided to the Board include proposed edits in track changes that are intended to eliminate knowledge and skills that NAEP cannot measure. The edits were based on feedback from NCES and the Technical Advisory Committee in conjunction with WestEd staff and panelists.

Lane provided an example of an excerpt of the ALD for *NAEP Proficient* grade 4. Lane noted that similar edits were made in track changes in the last few pages of the Board materials for this session. She also pointed out that ADC noted a typo in the grade 8 *NAEP Advanced* description.

Boyd noted that NCES needs the final specifications document this month for the 2026 administration. ADC and COSDAM jointly reviewed the specifications in September, and WestEd made a few changes based on that review, such as removing special studies from the document and adding language about being more explicit about the need for a distribution of comprehensive targets at each achievement level. On November 10, 2021, ADC approved a motion to recommend to the full Board that the Reading Assessment and Item Specifications included in the Board materials be adopted by the full Board and that corresponding edits be made to the ALDs in Appendix B of the framework. Boyd asked for questions, of which there were none.

Boyd made two motions. First, she moved to adopt the 2026 NAEP Reading Assessment and Item Specifications. Miller seconded the motion. Perdue asked if there was any discussion, and there was none. Perdue then called for a vote on the motion. With two members abstaining, the motion was approved unanimously.

Boyd then moved to replace Appendix B of the NAEP Reading Assessment Framework with the updated ALDs included in the last 11 pages of the Board materials on the topic and also to fix the typo noted in the grade 8 *NAEP Advanced* from “reachers” to “readers.” Christine Cunningham seconded the motion. With no discussion, Perdue called for a vote on the motion. With two members abstaining, the motion was approved unanimously.

Boyd thanked the Panel Chair, David Pearson, and the Visioning and Development Panel members, WestEd staff, Board staff, and NCES staff for all their work.

Perdue thanked Boyd for her leadership. She recognized the committee for doing an amazing job on the deliberations to ensure that this was the right decision at the right time.

The November 18, 2021, Board meeting recessed at 2:12 p.m. and reconvened at 2:35 p.m.

Discussion of Potential Changes to Framework Update Process

Perdue began the next session by reiterating that the Board, as it begins the process of updating the NAEP Science Framework, needs to reflect on the lessons learned from its recent experience with updating the math and reading frameworks. She reminded Board members to consider her earlier remarks about the Board's culture and how we work together.

She then introduced ADC Vice Chair Miller and Patrick Kelly, ADC member, who proposed changes to the Board's process for updating frameworks. Miller began the presentation by stating that he and Kelly intended to provide background information, including a high-level overview of the recommendations included in the Board materials. Then, they would facilitate a question-and-discussion session. He asked that Board members hold their comments until the end of the short presentation.

Miller began with an historical overview of updating NAEP frameworks. The frameworks were updated a few years ago for the first time in nearly a decade. Prior to the recent mathematics and reading framework updates, the Board updated its policy on framework development. He noted that the most current policy was adopted in March 2018, so most current Board members did not participate in that process. The previous policy focused on developing new subject area frameworks rather than updating existing frameworks; this was changed in the March 2018 policy update. A second goal of the framework policy update was to focus on high-level guidance and to save details of implementation for a procedures manual, which is in progress.

Kelly explained the need to develop a framework development procedures manual. The upcoming assessment schedule shows that there are four different subject areas up for framework review between now and 2030; therefore, now is a suitable time to update the policies and clarify the procedures. He said that the Board should align its update process across content areas, address the transition to digital assessments, and find new opportunities to engage stakeholders through virtual settings while accelerating the review process.

Based on past experiences, Kelly said that additional input on policy direction for a framework update is needed upfront from the Board. The Board also needs to provide clear guidelines for Board involvement throughout the framework development process. In the past, the Board has not had ongoing input after the panels were formed and charged.

Miller transitioned to a description of ADC's conversations over the past few months on how to improve the Board's framework development policy and procedures. In September, ADC and COSDAM worked together to develop preliminary ideas for this session. ADC members then worked with staff to incorporate Board member suggestions into specific proposed edits to the policy that could be fleshed out further in the procedures manual. Miller explained that there is no action planned for today. The goal is to have a discussion of proposed changes to the current framework development policy. ADC members and staff then will take feedback from today's discussion and revise the policy statement, which the Board will consider adopting at the March 2022 quarterly meeting. Staff will begin to work with a contractor to develop a draft framework procedures manual under ADC's direction, which will be included in the March 2022 Board materials for review and comment prior to being finalized.

For the next part of the discussion, Miller and Kelly highlighted three core groupings of updates. First, Miller shared a suggestion to rename the Visioning Panel to Steering Panel, which may communicate better the panel's parameters and scope of work. The second recommendation focused on increasing the number of Development Panel members from 15 to 20 to ensure adequate representation across multiple perspectives among the group that writes the draft framework. The Steering Panel would remain at 30 members, and the Development Panel would still be a subset of the Steering Panel. The third update centers on ensuring teacher representation remain at 20 percent for the Steering Panel but increase to 30 percent of the Development Panel. Miller explained that this means there would be two teachers at each grade level for a total of six teachers, and all six teachers would continue from the Steering Panel to the Development Panel. Each teacher must teach the subject area under consideration. Miller also recommended a new Educator Advisory Committee to meet periodically to review the panel's work and to provide input on questions for practitioners.

Miller then discussed the reorganization of Principle 2, which describes the steps and sequence of developing or updating a framework more comprehensively. There will be an open call for panelist nominations to ensure that all interested stakeholders can recommend experienced and diverse framework panelists. Other changes include eliminating requirements for a separate contextual variables document because these recommendations are already part of the framework and specifications documents. For Principle 2m, if the Board and Development Panel cannot reach consensus, an external review may be necessary following a public comment period.

Kelly proceeded to explain the last proposed changes regarding the Board's role in the process. These bulleted highlights included the following:

- Increase specificity and policy guidance provided in the Board's charge to framework panels (related to Principle 2b to provide more direction in the initial Board charge to both the Steering and Development Panels).
- Review and approve framework panelists (related to Principle 2f to ensure the ADC continues to be the lead group in reviewing panelist nomination materials and recommending a slate of panelists. Kelly noted that the recommended slate of panelists will move from the ADC to the Executive Committee to ensure that there is input from a cross section of the Board).
- Provide policy guidance at key junctures throughout the process (related to Principle 5f so the Board receives policy updates throughout the framework development process).
- Be explicit that the Board makes the final decisions on the framework documents (related to Principle 5g to clarify that the Board may take additional information into account beyond the recommendations of the framework panels, analogous to a statement that appears in the Board policy on achievement level setting).

Miller asked for questions and comments.

Russ Whitehurst stated that he was very appreciative of the work and suggestions from ADC and that he agreed with nearly all the proposed edits. The one proposed change that he considers problematic is the suggestion to increase the proportion of teachers on the Development Panel. Whitehurst's primary concern is that if education practitioners have a significant role in

determining what will be tested, the Board may become vulnerable to challenges. From Whitehurst's work with the National Math Panel, he discerned differences between math teachers and mathematicians. Whitehurst acknowledged that updating the Math Framework was not as political as the Reading Framework update, but thinking ahead to history and civics, he is concerned the public will have political concerns about those subjects.

Carey Wright expressed appreciation to ADC for working toward improving the process moving forward and getting ahead of any anticipated challenges. She said the recommendations were spot on and getting the Board involved earlier in the process will make an enormous difference.

Gasparini asked if teachers on the Board could be directly involved in the framework process. Gasparini also advised that it is important to follow the process that the Board approves.

Nardi Routten argued for the importance of teacher voice. Teachers' voices are based on what they see in the classroom, so having teachers on the panels is critical.

Cramer added that based on having served on the NAEP Business Policy Task Force and his personal experience, Perdue's earlier remarks about how education is critical to the economic well-being of a state and to future jobs in the private sector is important. Representation from the private sector is critical to the development of a framework.

Matthews thanked Miller and Kelly for the presentation and agreed with the proposed direction of the policy revisions. She noted that there should be more clarity around how panels are used and how voices are brought to the table to create recommendations about the frameworks. She also suggested that the Board think more about how to orient new Board members to work that is already underway, including the norms and the cultural expectations. Matthews emphasized that getting Board input earlier in the process will help members understand that they are reviewing documents that have been under development for years.

Miller agreed and added that onboarding communication is another area the Board is working on to ensure that trust and collaboration are built between both current and new Board members.

Lane thanked Miller and Kelly for listening to the members' comments and suggestions. She asked if having the Educator Advisory Committee would be sufficient rather than increasing the number of teachers on the Development Panel because of the time required from them.

Miller thanked her for the suggestion and reminded the Board that a decision did not have to be made during this meeting. ADC will review the comments and input, and the Board will have the opportunity to weigh in again in March.

Ron Reynolds commented that he thought having 30 percent representation by teachers on the Development Panel may be high. On behalf of the private schools he represents, Reynolds asked if there was a requirement to have at least one private school representative on the panel.

Miller clarified that the number of Development Panel members was going to increase so the actual percentage of teachers proposed was only going to increase by 10 percent (from 3 out of 15 members to 6 out of 20 members). Kelly added that this issue was raised by a former Board

member who had argued that the number of teacher representatives needed to be increased significantly, so the current draft of the policy was attempting to address that recommendation.

Reginald McGregor cautioned the Board not to overcompensate when trying to address previous issues; otherwise, the Board could inadvertently introduce new problems and challenges.

Cunningham echoed what Matthews entered in the chat about the need to think about what expertise the Board wants to include. It is important to include those who understand the reality of what is happening in the classroom.

Perdue thanked Miller and Kelly for bringing this conversation forward to the Board. She emphasized that the Board needs to have these discussions with respect and collaboration to reach consensus in future framework updates.

Initial Public Comment on the Current NAEP Science Framework

Perdue invited Boyd and Cunningham to review the public comment that the Board received on the current NAEP Science Assessment Framework.

Boyd and Cunningham shared themes and highlights from the initial round of public comment and questions for the Board to consider. Boyd reminded the Board that it is due to consider updates to the NAEP Science Framework in preparation for the 2028 assessment. The Board last adopted a revised Science Framework in 2005, which was implemented for the 2009 assessment. This framework was adopted prior to NAEP's overall transition to a digitally based assessment, although it did include interactive computer tasks as one component of the assessment. There have been two consensus reports released by NASEM (i.e., *Taking Science to School* and *A Framework for K through 12 Science Education*) since the update, which has resulted in a greater convergence of state science standards than there was in 2005.

Boyd emphasized that no action from the Board is intended at this meeting. This presentation is to help the Board decide in March 2022 if they will move forward to update the Science Framework. A final Board decision on what to include in an updated framework would be required no later than November 2023 so that it can be implemented by the 2028 administration of the NAEP science assessment.

The Board held a public comment period on the current Science Framework from August 20 through October 15, 2021, on whether and how the framework should be updated. The Board received 30 comments, in addition to a memo from NCES on operational considerations. ADC members discussed an initial recommendation to the full Board (during their committee meeting the previous week) on a list of issues for which the Board may want to provide policy guidance to the framework panels.

Cunningham provided an overview of the main themes that were raised during the initial comment period and the initial list of policy questions that the ADC suggested. Main themes from the public comments included:

- Alignment of the NAEP Science Assessment Framework and state standards (including Next Generation Science Standards). Examples included:

- Scientific practices and three-dimensional learning;
- Increased focus on interdisciplinary or cross-disciplinary science learning, or science and engineering learning; and
- Connections between the science and TEL assessments;
- Equity and diversity;
- Accessibility (how students with various disabilities can access the test and how they can complete it);
- Reasons not to make major changes;
- Editorial comments;
- Controversial subject matter; and
- Assessment design.

NCES feedback on the implementation challenges of the current Science Framework included:

- Ambiguous guidance on learning progressions, especially since NAEP is only assessed at grades 4, 8, and 12;
- Ambitious content in terms of measuring two-dimensions, both content and practices, and in terms of a mismatch between item difficulty and student performance;
- Standardized assessment constraints, such as timing and concept maps and assigned limitations with hands-on tasks; and
- Additional considerations, including item types that are resource intensive or may pose challenges for future planned innovations.

Potential policy considerations proposed by the ADC for the Board to consider include:

- How should NAEP be informed by state science standards?
- Should content from the NAEP TEL Framework be incorporated into the NAEP Science Framework?
- To what extent should maintaining the trend lines be prioritized relative to other factors?
- How should the NAEP Science Framework define and reflect the Board’s continuing commitment to equity?
- Are there any special considerations for grade 4?

Boyd next asked the Board if these are the policy questions that they want to answer in the Board charge to the framework panels and if there are questions that should be removed or added. She opened the session for discussion.

Whitehurst addressed the question of prioritizing trends by stating it is a legislative mandate; he quoted the purpose of state assessments in the NAEP law “to provide in a timely manner a fair and accurate measurement of student academic achievement and reporting of trends of such achievement.” Therefore, he argued that it always should be the Board’s priority to maintain trend unless there is a practical argument for why this cannot be accomplished.

Marion emphasized that prioritizing the maintenance of trend lines constrains the decisions on other policy considerations; therefore, it is important to determine whether this is the highest priority for the framework update.

Miller asked for a summary document that shows where TEL, the NAEP Science Framework, and state standards overlap.

Rafal-Baier questioned how much NAEP should be informed by state science standards because even the Next Generation Science Standards is almost a decade old. Research or analysis on what updates are needed would be helpful. She also supports the integration of TEL. She asked about a crosswalk or analysis of states that have incorporated more science into English/language arts and reading standards. She added that outreach to states about science curricula and instruction at the earlier grades could help.

Kelly suggested that the third policy question may be better presented as “what are the statutory factors that constrain or guide the work?” If the Steering Panel knows early what the constraints are, they could avoid future problems and frustration.

Reynolds said that the Board needs to answer the fourth policy question (equity) and have it reflected in a Board charge. It should be a consistent statement of policy across frameworks. In his search of the Reading Framework document, equity was only mentioned twice. He believes that it behooves the Board as a policy-making body to be explicit about its understanding of what equity means within an assessment context. He noted that the public comments received on this topic underscore the urgency and importance of this task.

Whitehurst reiterated that maintaining trend is connected to the policy decisions the Board needs to make about frameworks. Because the frameworks are changed every decade, are there major changes in assessed content, or is there gradual change each time the test is administered? The Board can make a policy decision on whether framework updates will occur every decade or if they will be done continuously.

Lane added that she agreed that the question of prioritizing trend is of preeminent importance, because its answer will constrain other policy guidance. She also said that the first policy question should be broadened not only to evaluate the state’s science standards but also to look at the state science assessments under development.

Marion appreciated Whitehurst’s statement about the updates occurring incrementally versus a more punctuated equilibrium approach. A 10-year update is going to be more robust than more regular updates. He noted this would allow the Board to make more aspirational changes over a period of multiple administrations rather than all at once. Marion acknowledged this would be more work for the psychometric staff.

Marion raised the question of whether NAEP is intended to be a signal to lead states or if NAEP should follow states. For example, equity is not present in many state assessments and standards, but if equity were envisioned by the Board and carried out through NAEP, states may start to do it. In the past, states took different tacks, but the advent of the Common Core State Standards and Next Generation Science Standards may allow more opportunity for NAEP to take the lead.

Wright referenced the equity question and said that based on the comments received, not everyone agrees on the definition. The Board will need to determine its definition of equity.

Alberto Carvalho said he viewed NAEP as the North Star, not a starting point based on an analysis of what states have adopted in terms of standards for state assessments. He suggested the Board consider the question of what it can learn from the states and that they should also review international standards such as the Trends in International Mathematics and Science Study.

Cunningham referred the Board to the NAEP Validity Studies white paper that was included in the advance materials. The report includes information on how NAEP connects to state standards and addresses some of the points raised in today's discussion.

Boyd asked if there is any additional information the Board needs to provide. With none, she thanked the Board for the discussion.

Closing Remarks

Perdue thanked Boyd and Cunningham for their presentation and suggested that she as Chair and Muldoon as Executive Director review the comments made throughout the day's sessions. Referring to NAEP as the North Star, she noted the work of the Board is to set the standard. While Perdue hopes that the United States scores higher than any other country on international results, the U.S. is a nation at risk. The Board's responsibility is to figure out what students should know and be able to do to get a good job in the 21st century, test that knowledge, and maintain trends.

Perdue asked if there were any other comments. Herbert said that the discussion had been interesting for him, particularly listening to the challenges. He believes most governors think that education is their domain, and states should be in control. Although the Common Core State Standards Initiative where all students learn the same thing is a laudable goal, it includes inherent political problems. He recommended that the Board engage with governors, so all 50 states and five territories are on board.

Cramer added that he appreciated Perdue's opening remarks and suggested that they be disseminated among the Board members. He directed his second point to West and stated that at a prior meeting, West had pointed out that NAEP does not evaluate prior input. However, governors use their states' results on the nation's report card to determine if their inputs were good or bad.

West responded by explaining that this was an ongoing conversation among the Reporting and Dissemination Committee members. Board members continue to discourage interpretations of NAEP that lead to causal inferences about effects of specific interventions. He mentioned that at the last Reporting and Dissemination Committee meeting, the committee started to plan next year's NAEP day (October 2022) to share the results of the new assessments, including pre-pandemic compared to current data.

Noting that time remained on the agenda, Perdue suggested concluding the day with Reflections from New and Reappointed Members, which was originally scheduled to close Friday's session.

Reflections from New and Reappointed Members

Perdue asked the new and reappointed members to introduce themselves and reflect on why they agreed to serve.

Boyd started by stating she is a principal and educator at heart. She feels positive about the culture of the board and thanked the Board for the opportunity to serve.

Cramer thanked Cardona for reappointing him and explained that he has been a financial lawyer who transitioned into workforce housing in San Diego. His passion for education comes from his family, many of whom are educators. He argued that contextual data are the key to understanding data, and a challenge NAEP has is not distinguishing between students who have lived in a jurisdiction for a long time versus those who have lived there for a brief time. He would like to see a question added to the contextual questionnaire for districts to report on how long students have been enrolled in a jurisdiction.

García thanked everyone for the exciting opportunity to serve on the Board. After taking time away from her job as an educator to raise her family, she returned to graduate school and shifted focus to educator preparation. Although she is now retired, she serves on the Aldine, Texas, school board. She agreed with Cramer that mobility is high and noted that another challenge is that science is not taught before the fourth grade, although the practice has been to integrate literacy, math, science, and social studies. As an educator, she believes that data are critical, and educators need data to address problems.

Herbert expressed his honor at participating in the sessions and the orientation, and he was humbled by the greatness of what the Board can do for young people. He is launching the Gary Herbert Institute of Public Policy to give young people and older returning students training to meet the needs of the current economy. He has been an elected official for over 30 years, spending the last 12 years as governor of Utah. During his tenure as governor, Herbert's team used NAEP data to help prepare students for the current needs of the workforce. He said that Utah has a healthy economy because of how they managed the education sector.

Marion was a field biologist for eight years and received his master's degree in science education. He received his doctorate from the University of Boulder, where he collaborated with people who studied NAEP data. He emphasized that NAEP is uniquely positioned to assess the true state of education, which is why policymakers need to pay attention to the results as they monitor the recovery from COVID-19. Federal funding will expire, and states will need a plan to move forward.

Perdue briefly shared her background. She was born in Appalachia, and she and her brother were the first in her family to graduate high school. She believes in the power of data to drive important policy decisions. Perdue explained lessons from her first attempt to establish a virtual school in North Carolina, specifically the lack of technology in the counties made it difficult to implement, which is why she prioritizes the importance of technology in American education. She emphasized that the Board's primary goal is to inform policymakers. Perdue concluded by stating that she was delighted to work with such thoughtful Board members and looked forward to debating and reaching consensus over the next four years.

The meeting adjourned for the day at 4:32 p.m.

NAEP Budget and Assessment Schedule (CLOSED)

Under the provisions of exemption 9(B) of §552b(c) of Title 5 U.S.C., the National Assessment Governing Board met in closed session on Friday, November 19, 2021, from 9:00 a.m. to 10:35 a.m. to receive a briefing on the NAEP Budget and Assessment Schedule from Lesley Muldoon, Executive Director, Governing Board, and Peggy Carr, Commissioner, National Center for Education Statistics (NCES).

Chair Perdue announced that the session was closed to the public due to the confidential nature of the discussions—only Board members, Governing Board and NCES staff, and approved attendees could participate in the closed session. Perdue then thanked Matthews for her leadership and service as Vice Chair during Perdue’s first term as Chair, in 2018–2019, noting that Matthews made a tremendous contribution to the Board’s work.

Perdue mentioned that the Executive Committee met on Thursday, November 18, 2021. Commissioner Carr provided a briefing on the NAEP budget, which will be discussed further by the full Board in this closed session.

Muldoon offered context for the discussion and indicated that Carr would address the broader impacts of COVID-19 on the NAEP Budget and Assessment Schedule. Muldoon noted that during this session, the Executive Committee would present a motion to the full Board related to the proposed change to the NAEP assessment schedule. Following any discussions, the Board would need to act on the Executive Committee’s recommendation.

Carr led a briefing on the NAEP budget and its impact on the assessment schedule from a cost perspective. Her presentation covered three areas:

- A review of the current NAEP assessment schedule, adopted on August 5, 2021, which reflects postponement of state reading and math assessments to 2022 (now administered biennially in even years instead of odd years);
- Preparations underway for 2022 administration; and
- Cash flow projections for the NAEP fiscal year 2020–2024 budget.

Carr provided an overview of the Governing Board’s approved assessments for 2020–2030. She reported that the following preparations are underway for the 2022 assessments:

- Pre-assessment tracking of sampled schools;
- Learning modalities (fully in-person, hybrid, fully remote) of students in the fall (for release in December); and
- Learning modalities by student demographics and school policies on masking and social distancing (for release in February).

Carr noted that the following mitigation strategies are underway for 2022 administration:

- Preparations for a low COVID-19 situation, such as use of personal protective equipment;
- Weekly testing of field staff; and
- Social distancing/small group testing and multiple sessions in schools.

NAEP Operations in 2022

Carr noted that the 2022 assessment window runs from January to March. Assessments will include the Long-Term Trend at age 9 at the national level only (paper-and-pencil) and reading and math at grades 4 and 8 at the national and state levels and with participation from the TUDA school districts. In addition, civics and U.S. history will be administered at grade 8 at the national level.

The Next-Generation NAEP platform (Next-gen eNAEP) will undertake a proof-of-concept study in April 2022, which will require pretesting the Next-gen eNAEP at grades 4 and 8 with 36 schools from six to nine volunteer states (approximately 1,800 students). The study will cover both online and offline delivery. Activities include the following:

- Testing students in groups smaller than 25 at a school’s request;
- Fewer schools (17 percent) per assessment team assignment (e.g., hybrid instruction and remote instruction);
- One additional assessment administrator per assessment team (e.g., a per-school increase of about \$400);
- Using personal protective equipment and sanitizing measures; and
- Weekly COVID-19 testing of all field staff.

Carr highlighted research activities and goals of R&D innovations, which included:

- Next-gen eNAEP – Updated and enhanced version of existing NAEP administration platform:
 - Goal 1: Online – Secure delivery of NAEP assessment via the internet;
 - Goal 2: Device Agnostic – Capable of being administered on most common devices and systems; and
 - Goal 3: Reduced Contact Administration – Administration with little or no on-site NAEP support.

Carr summarized the NAEP budget between 2020–2024. She discussed funding trends for NAEP across years and the anticipated funding levels for 2022. Topics covered in the briefing included subjects being assessed, activities that would occur in 2022, 2023, and 2024 (as budgeted in current NAEP contracts), and impacts on the budget from planned activities.

Carr addressed the Board’s questions throughout her presentation.

The closed session adjourned at 10:35 a.m.

Strategic Vision: Looking Ahead to Year 2

Perdue opened the session at 11:03 a.m. and reminded members that yesterday Muldoon highlighted the Strategic Vision priorities and distributed a handout with additional information. The goal of today's small groups, then, is to help Muldoon and the Board staff set priorities for this year and the years ahead.

Briefly, Muldoon explained what each of the three groups would discuss:

- Facilitated by Gasparini, this group will focus on three priority areas:
 - Analyzing divergent trend lines in the NAEP results that were reported between 2009 and 2019;
 - Exploring the idea of establishing a “below *NAEP Basic*” achievement level; and
 - Reporting NAEP 2022 results.
- Facilitated by Rafal-Baer, this group will focus on three priority areas:
 - Modernizing NAEP digitally based assessments;
 - Establishing an updated indicator of socioeconomic status (SES); and
 - Messaging the Board's continuing commitment to equity.
- Facilitated by Matthews, the virtual small group will focus on all six priority areas.

At the conclusion of the small group discussions, Perdue turned first to Rafal-Baer for a summary of her group's discussion. Rafal-Baer highlighted that the priority for the group was to maintain trend lines, but for the Board to explore what the trend lines mean. Further, the Board needs to better understand the implications for trends in making policy decisions.

The group was concerned about the possibility of NAEP losing its gold standard reputation, especially if there is more focus on trend lines. For example, if NAEP is not able to make changes on a fast enough timeline, that scenario could impede NAEP's reputation. In general, the group was supportive of moving toward modernization of the NAEP digital assessments, specifically using school-based technology and school-based staff. The group also believed that the Board needs to be clear about incentivizing those, such as school staff, who take on additional responsibilities.

On the SES issue, the group recommended removing “whether and” from the current definition because regions are performing differently, which this change would reflect. The group urged the Board to set a timeline for moving forward with defining SES and broadening the goal so SES becomes more than an indicator. This group also discussed linking datasets and creating a clearer picture of how these data can be linked with data about economic competitiveness and workforce.

Perdue thanked Rafal-Baer and transitioned to Matthews, who explained that her group looked at all six priorities. They focused on cost-cutting approaches and themes. The group highlighted three priorities: (1) continuing the commitment to equitable assessments; (2) divergent trend lines; and (3) reporting of the NAEP 2022 results. The group's discussion resulted in focusing on how a commitment to equitable assessments and how the results portraying divergent trend lines can be communicated as part of the 2022 results.

The group discussed how defining equity can be controversial; they encouraged the Board to develop a common understanding and definition of equity. The group believes that states will pay attention to the 2022 NAEP results and look to them for answers and solutions to the issues surrounding education, particularly those related to the pandemic. The group cautioned the Board that confirmation bias may influence interpretation of the results and recommended developing a plan that supports stakeholders in appropriately interpreting and using NAEP data to make informed, actionable decisions. The group suggested engaging with state boards of education and state senate education committees and legislatures as well as presenting at multi-state convenings, such as the National Conference of State Legislatures and the Council of State Governments.

In concluding, Matthews shared the group's discussion about modernizing NAEP's digital assessments efficiently. As states also explore digitally based assessments, NAEP and states can learn from each other.

Perdue thanked Matthews and transitioned to Gasparini's group.

Gasparini shared that his group revisited NAEP's statutory duties, which include developing guidelines for reporting and disseminating results; developing standards and procedures for regional and national comparisons; taking appropriate actions to improve the form, content, use, and reporting of results of any assessment authorized; and planning and executing the initial public release of NAEP reports. Divergent trend lines were important to this group. There is immense value for the Board to disseminate data related to the divergent trend lines, as some audiences still do not understand these trends, including policymakers like governors and state superintendents of education.

This group also discussed how to better engage with partners to reach important audiences, work in concert with NAEP state coordinators on using state data, and collaborate with TUDA policy task forces to reach leaders. It will be important for the Board to identify key stakeholder groups. Additionally, this group suggested working with NCES to present these trends at the state level to build and gather more attention from state-level leaders.

Regarding the issue of students who are scoring below *NAEP Basic*, the group acknowledged the troubling trend that this diverse population is expanding. The group urged the Board to understand better who is in this population of students. Related, the group believes that the assessments should respond more to the population without interrupting the trend line or changing the nature of the assessment. The group also discussed adaptive testing, sampling, contextual questions, and additional time for NAEP.

Other discussion points from this group included reporting the 2022 NAEP data to spur more engagement and action, which aligns with the Strategic Vision pillars to inform and engage. Specifically, this group agreed that the Board should reach multiple audiences to explain NAEP data and trends. This group also suggested connecting NAEP to other data so the Board can offer a more comprehensive look at results.

Perdue thanked the groups for their work and felt that Board members enjoyed the opportunity to think more deeply about a subject in a small group setting.

Mirrors or Windows: Briefing and Discussion

Perdue introduced the lunch speakers, Mike Casserly, former executive director of the Council of the Great City Schools, and Ray Hart, current executive director of the Council of the Great City Schools. The Council began and supports the TUDA program within NAEP, which comprises 27 districts that voluntarily participate in NAEP to receive district-level data.

For the session on the Council's report *Mirrors or Windows*, Hart explained that data since 2003 show that the large city school districts across the country closed the gap between themselves and the nation overall. These results raised several questions, including what TUDA districts are doing to improve student achievement and what those districts can teach states and the nation. The Council analyzed district effects between 2009 and 2019, where they compared actual performance on NAEP to adjusted performance on NAEP, to determine whether TUDA districts mitigate the poverty and other factors tied to differences in student achievement. Hart encouraged the Board to review the full report on the Council's website at www.cgcs.org.

In general, data showed that gaps in reading and mathematics in the fourth and eighth grade have closed over the past decade. The study team looked at variables that research shows relate to student achievement, including race/ethnicity, special education, English language learner status, parental education level, and literacy materials in the home. Note that the meaning of literacy materials at home shifted over time but remains significantly related to NAEP scores.

The research team struggled with measuring student poverty. They took variables from the U.S. Census Bureau and applied them at the school level, rather than at the student level, to capture abject poverty.

Results showed that when accounting for differences in these factors, large city school districts or had greater “torque”) than their peers across the country in terms of educational outcomes for students. The large city school districts also significantly improved their student achievement over what was expected based on risk factors among their populations of students.

Casserly explained the qualitative part of the study. The research team studied in-depth six large urban districts that demonstrated stronger-than-expected results on NAEP: Boston, Chicago, Dallas, District of Columbia, Miami-Dade County, and San Diego Unified. The research team also studied two additional districts that were not making as much progress to determine if they were examining the correct variables in differentiating faster-moving school districts from those not seeing the same results.

The qualitative research study involved interviews with school board members, superintendents, principals, principal supervisors, teachers, and community members, among others. The research team thoroughly reviewed the curriculum, curriculum materials, standards, supplemental programs, and any intervention programs. Additionally, they reviewed other data besides NAEP, conducted classroom visits, and reviewed staffing patterns, organizational design, and professional development plans in each district.

The results of the study showed several variables that distinguished the districts demonstrating achievement, including strong instructional-focused leaders, high standards, common

instructional programming guidance and support, teacher and leader quality, professional development and other capacity-building measures, system-wide reform at scale, accountability and collaboration, resilience and resourcefulness, support for struggling schools and students, and issues of community investment and engagement.

Casserly concluded by stating that districts were using multiple tactics and strategies to improve the quality of instruction in the classroom. A focus on instructional strategy proved the most effective strategy to demonstrate improved student outcomes. Over the past 10 years, urban districts have been narrowing the gap and producing outcomes that outpace many other districts. Casserly qualified the remarks by stating that the districts still score below the national average and have many challenges, particularly as the pandemic continues. The research, however, may provide a path to keep districts on track as they break the bonds of poverty, discrimination, disability, and language.

Perdue thanked Hart and Casserly for the presentation and stated that it gave her a different kind of respect for urban school districts, the work of the Council of the Great City Schools, and the innovations they have implemented. She opened the floor for questions.

Cramer asked if the Council had considered the length of time a student had been in each school district. Hart responded that they could not include any longitudinal variables of individual students.

West appreciated how the report shows performance relative to expectations. The findings may demonstrate that education challenges are not as concentrated in urban districts. He then asked whether charter school performance was part of the district data reviewed and if so, why that was not part of the narrative.

Because NAEP data does not allow researchers to discern the authorizers, Casserly noted, charters were included in the sample but not differentiated in the analyses or report. When conducting interviews, the issue of choice did not come to the forefront. Hart added that the District of Columbia analysis only included the TUDA district and not any charters.

Marion said he did not see any detailed methodology on the case studies, so he asked for more detail. He also asked if anyone is triangulating the data with state assessment results.

Casserly agreed it would be interesting to apply the same kind of analysis on state results, but the Council did not do that. As for the case study methodology, it was not included in the report due to length. They triangulated the interview data with other data sources, such as curriculum materials and other artifacts, and conducted classroom observations using a standardized protocol.

Gasparini noted that as a high school principal in a suburban district, there is not much talk about looking at urban school districts for innovation. He asked if, as researchers, they think that non-TUDA districts and smaller districts could learn from this study.

Agreeing, Hart pointed out that even within these districts, some schools fare better than others because they focus on traditionally marginalized students. Understanding the needs of those students can help pinpoint necessary supports. Casserly added that it became evident to him that

a dynamic exists among the leadership of urban districts that tends to differ from the leadership of education at large. They often are at the center of national conversations.

Rafal-Baer asked if there was anything specific around the types of community engagement and efforts across the districts, particularly around health, as the pandemic continues.

Hart noted that districts with some of the most positive outcomes both marshalled resources from the community and targeted those resources to the specific needs of schools. The study found that districts with well-coordinated supports tended to do better.

Casserly added that not all partnerships are created equal. Some districts had multiple partnerships but little success on moving student achievement forward. He believes that districts have improved at this over time.

McGregor asked how the Board can inform people who are looking at these raw data points. How can the public be made more aware of current performance and growth?

Hart highlighted that although achievement gaps are closing, some children still do not have the same opportunities as their peers. The public needs to recognize that students across the country continue to need support and access to opportunities. Hart stated that NAEP should be used to understand where we are as a nation and to use that data to make improvements.

Planned and Potential Innovations for NAEP

Perdue started the next session by referencing an NCES presentation from several months ago about plans to shift NAEP from an assessment on specific devices to device agnostic. NCES is also exploring the potential to reduce the number of NAEP field staff in the school, and potentially become “contactless,” meaning NCES would not send any field staff. This session focused on unearthing issues the Board will need to address as NAEP tackles these changes. The Board needs to consider how these changes can improve efficiency without sacrificing major policy goals, including maintaining NAEP’s trend lines, preserving NAEP’s reputation and credibility, and trusting the validity of the results.

Several experts were invited to address these issues. First, Holly Spurlock and Alison Deigan from NCES shared NAEP transition progress and discussed decisions that need to be made.

Spurlock began the presentation by reviewing the history behind NAEP’s transition to a digital-based assessment and the enhancements made to the NAEP delivery platform. NCES began exploring online assessments in 2001. Throughout the next two decades, they conducted studies to determine how best to deliver digital assessments. The current NAEP platform, eNAEP, has been used since 2013 and supports the delivery of the item content system tools and features to support students’ navigation within the assessment.

NCES is transitioning to a new version of the NAEP delivery platform, referred to as the Next-gen eNAEP delivery platform. The current user interface will be preserved to provide a consistent testing experience at the student level to prior digital assessments. Next-gen will include a library of item components to allow greater flexibility of item types and will support various assessment designs (e.g., linear or alternate). Additionally, the Next-gen platform

performs faster, offers more robust data processing, and includes more efficient performance of the assessment. It also works on any device, which should prove more efficient and less costly than the original eNAEP. Spurlock provided a timeline for Next-gen use: in 2022, NCES will provide proof of concept, and in 2023, they will build on the findings of the proof of concept before operational use in 2024.

NCES is also exploring a shift from Surface Pro tablets. First, NCES is conducting a proof-of-concept study in 2023 to explore the use of Chromebooks. In 2024, a proof of concept will explore using school-owned devices. NCES hopes to administer NAEP on school-owned devices in 2026, depending on the outcome of the 2024 study. These changes should result in significant cost savings.

Next, Spurlock explained new models for assessment administration being considered by NCES. This includes reduced contact of NAEP field staff in schools—NAEP is examining the impacts of reducing from the current three field staff to two, one, or even no field staff in a contactless administration model. Spurlock provided detailed summaries of each model. NCES is conducting a field test of reducing field staff from three to two in 2023 and plans to make this model operational in 2024. They plan to examine a model with only one field staff present at the school through a proof-of-concept study in 2024, followed by a field test in 2025, and going operational in 2026 (if school device capability allows).

Deigan spoke next about the current digitally based assessment model and proposed plans for NAEP's transitions to online, device-agnostic, and reduced-contact administration. The current model, in use since 2017, allows the assessment at each sampled school to be conducted in one day. Currently a team of three NAEP field staff visit a school and set up a controlled environment for assessment administration. The field staff carry with them all digital devices, and each assessment is administered locally from the device hard drives. NCES uses NAEP-owned routers to create a private, secured NAEP network carried into schools by NCES staff and set up on-site.

Diegan noted NAEP's first planned innovation in assessment administration is to move toward online administration. NCES has explored three key areas of investigation to determine the feasibility: (1) connectivity and minimum required bandwidth to successfully administer the NAEP assessment online over school networks; (2) communication and planning needs to ensure that schools understand the requirements for supporting the assessment on school networks; and (3) security measures needed to ensure student data privacy in a fully online administration.

In closing, Spurlock shared that NCES is planning to conduct studies in 2026 to explore moving from a linear assessment to an adaptive design, specifically multistage adaptive design. If that is successful, a bridge study will be conducted in 2028.

Executive Director of Smarter Balanced Tony Alpert spoke next. His presentation focused on Smarter Balanced's experiences with a device-agnostic approach to assessment. He explained that Smarter Balanced is a collaborative of states focused on helping educators help students make academic progress through a system of tools, including assessments.

Smarter Balanced has examined multiple assessment user interfaces and different task models with cognitive labs. They use research-based approaches for the implementation of accessibility resources and always include a multidisciplinary approach when they engage in a development or design task. Alpert emphasized the importance of including educators in the process of item design and reviews.

Alpert explained that the technology developed for the Smarter Balanced assessments allows for assistive technology to address accessibility needs. He noted NAEP should consider whether to include accessibility features through assistive technology available to all students, if it does not interfere with the construct. Alpert also noted Smarter Balanced has a 12-week testing window to allow schools flexibility in when they assess.

Next, Alpert raised some topics for the Board's consideration as NAEP explores the move to device-agnostic administration. NAEP should consider the availability of devices in school: many schools have moved toward students being issued their own laptops, and they may forget to bring them back. There may be infrastructure challenges, including local bandwidth. An additional problem Smarter Balanced has encountered is updates on devices that may occur right before or during the testing period. He noted specifying the type of device permitted for the assessment can help with update challenges.

Perdue next introduced Marianne Perie, president of Measurement in Practice. Perie assisted with moving Kansas from computer-based testing to fully online assessments and Alaska from paper-based testing to online assessments. To her, moving online requires making choices among competing priorities to find the right balance. She noted there are technical and policy considerations when making the change.

Perie continued by outlining things to consider as NAEP moves toward an online assessment, including maintaining trend lines and accessing comparable scores across students and states. Additionally, the assessments need to be accessible, engaging to students, and highly secure.

Perie next described pitfalls states have encountered, including bandwidth issues and technology glitches. She raised awareness of the fact that security breaches can result in unintended and costly item releases. Based on her experience in Alaska, Perie noted various tensions that can arise when moving toward an online format. Specifically, she has found that innovation can lead to greater student engagement but can lead also to accessibility limits. Regarding flexibility versus comparability, Perie suggested considering whether flexibility causes issues with comparing students across different settings. For example, do required broadband speeds of assessment features disadvantage some populations who may experience more technical glitches and longer time to load items?

Perie also discussed ease of administration versus security of the assessment. To download a new assessment application each year, technology coordinators need to load it on each device individually, so coordinators prefer a low-touch system (i.e., URL where students log in). However, the low-touch systems may be less secure. There also may be questions between remote testing and student privacy to consider.

Perie concluded her presentation by encouraging Board members to think through and prioritize the new innovations being considered by NAEP, including any associated costs.

Perdue thanked the panelists and requested they provide their slides to the Board. She then opened the floor to member discussion.

Marion started the discussion by stating that there seem to be few instances of testing interruption issues anymore, and he would like to hear more about current issues. Alpert agreed that technology interruptions have improved and explained the decrease is due to systems built with contingencies for when interruptions do occur, not because the issues have vanished. Perie agreed that the challenges have abated, but several states, including Tennessee, New York, and Florida, still use paper-based assessments because they still encounter challenges. They are shifting by grade level to digitally based assessments but gradually, with many grades not converted to digitally based assessments yet.

Kelly noted that the presentations raised important issues for the Board to consider when they discuss contactless and remote testing. He asked if any of the panelists could speak to specific challenges NAEP may encounter as it transitions to contactless administration. He was concerned that in the absence of site-based NAEP staff, the school is responsible for the human resources component, which may pose some challenges. Alpert agreed that there may be a risk in that students may not be motivated to complete the assessment in a remote or contactless environment. Perie also noted if there is a glitch with NAEP, which is low stakes to students, they may stop taking the assessment thereby making analysis difficult.

Spurlock reminded the group that remote administration will be incremental and include proof of concepts and field tests. She is uncertain if there are solutions for student disengagement. Spurlock added that there may be minimum specifications established to deal with potential bandwidth issues, thus reducing the potential for glitches.

Alpert added that the requirement for students to login by themselves can be challenging, especially in the younger grades. He suggested figuring out an infrastructure to get them into the system in advance outside the secure application.

Wright emphasized Kelly's comments about asking the schools to take on the administration components of NAEP. She suggested a survey to find out more about school resources. NAEP has succeeded in part because of the lack of burden placed on schools to administer it. Spurlock agreed and emphasized that is why the plan for 2026 is to move toward *reduced contact, not contactless*, because there are issues that need to be figured out prior to complete contactless administration. Perdue commented that she had never understood the goal of NAEP to be contactless or remote. Carr added that contactless had been the original goal but after interacting with stakeholders, they did receive significant pushback. In the short-term, contactless is not an option.

Alpert added that some schools may not come back fully in-person. He mentioned virtual charter schools. Perdue agreed that virtual students should be considered. With federal dollars being spent to address broadband accessibility, streaming issues should be resolved. She worries about equity for students who do not have safe places to be tested in a virtual environment.

Peisch referred to the Board's priority of maintaining trend lines, wondering how that impacts the speed with which NCES can achieve these goals.

Perie reported there have been several NAEP bridge studies. Although conducting the studies may slow down the process, it is not an insurmountable problem.

Miller asked Perie to provide more detail on the timeline.

Perie added that Spurlock had laid out a good timeline for moving online, but some of the other innovations may take time. Specifically, the equity concerns may need more consideration.

Carr reminded everyone that the proof-of-concept studies are not new, and they have some strong research to guide them. NCES conducted their first online studies of writing in 2018 and science in the late 2000s.

Spurlock thanked Carr for providing that background and added that a device-agnostic study conducted in Virginia has informed a lot of their current work.

Marion expressed he believes NAEP must transition to device agnostic and is confident that with the specifications that Spurlock shared, this can be done. He is fully supportive of the direction, and although he would like it to go faster, he also wants it to go well.

Member Discussion

In the final session, Perdue invited Board members to share their priorities and next steps for the Board. But, before this open conversation, the Board must take action on the TEL assessment schedule.

Peisch moved that the Board cancel the currently scheduled 2024 administration of TEL and shift those funds to administer the Long-Term Trend assessment for 13-year-olds in the fall of 2022. Rafal-Baer seconded the motion. Perdue called for a vote, which passed unanimously.

Perdue returned to the open discussion time and offered the first suggestion—she has heard from members wondering if, since the TUDA program succeeds so well, a similar program can be developed for rural areas.

Gasparini said he understood that a consortium of urban districts volunteered to participate in the first TUDA and asked if there is a similar consortium of rural districts that could be encouraged to do the same.

Perdue liked the suggestion and suggested Wright may be able to support this work because her state, Kentucky, includes many rural districts.

West said he found that idea intriguing. He explained that TUDA proves powerful because the data refer to specific urban districts, united by the same leadership and policies, and similar student and teacher demographics. However, rural districts are more diffuse, so to succeed, all rural districts may need to participate.

Perdue said that she did not think that would be an issue because in some states, such as North Carolina, whole counties are rural.

Kelly summarized that the two things that stood out to him were divergent trend lines and the report from the Council of the Great City Schools that shows how districts use NAEP data to improve academic outcomes. He urged the Board to find opportunities to highlight NAEP data in ways that show what works and how to replicate it.

Miller asked Carr and Schneider to explain a previous reference about an international assessment similar to TEL.

Carr said she wanted to highlight two international assessments, both of which use TEL as a model. The International Computer and Information Literacy Study has two subscales, one of which is almost identical to the computer communication literacy domain in TEL. The other assessment from the Organization for Economic Co-operation and Development, Learning in the Digital World, is scheduled to be administered in 2025.

Schneider added that caution should be taken when comparing NAEP to international assessments. He said that the Board should recognize the international assessments and the degree to which the U.S. spends money, time, and energy on American assessments only.

Rafal-Baer commented that the Board and staff should ensure people understand the importance of participating in the upcoming NAEP administration. Participation is necessary to maintain trend, which is more important than ever post-COVID.

Mark White thanked everyone for a great two days and apologized for not being there in person.

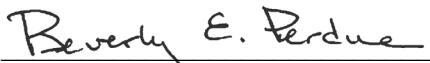
Marion said it was a privilege to be part of the meeting. He said the Board should construct a well-vetted analytic plan for the 2022 results, both for the long-term trend data and the main NAEP data by state. He suggested this as an agenda item in March. Perdue agreed and added that a communication plan is also necessary. Carr indicated that NCES already has an analysis plan.

Schneider added that IES is trying to get data out faster.

Carvalho emphasized that the 2022 data would include students who were in the third-grade last year and likely promoted regardless of their performance. Thus, this year's fourth graders may not have been ready to enter fourth grade. Analyzing retention and social promotion may provide insight into what happened. Carvalho thanked Perdue and said that the presentations and conversations were some of the best he had seen at the Board meetings.

The meeting adjourned at 3:33 p.m.

I certify the accuracy of these minutes.


Beverly Perdue, Chair

2/17/2022
Date

National Assessment Governing Board

Executive Committee Meeting

Report of November 18, 2021

OPEN SESSION, PART I

Executive Committee Members: Beverly Perdue (Chair), Alice Peisch (Vice Chair), Haley Barbour, Dana Boyd, Paul Gasparini, Suzanne Lane, Tonya Matthews, Mark Miller, Martin West, Carey Wright.

Executive Committee Members Absent: None.

National Assessment Governing Board Members: Beverly Perdue (Chair), Alice Peisch (Vice Chair), Haley Barbour, Dana Boyd, Alberto Carvalho, Tyler Cramer, Christine Cunningham, Viola García, Paul Gasparini, Gary Herbert, Patrick Kelly, Suzanne Lane, Scott Marion, Tonya Matthews, Reginald McGregor, Mark Miller, Julia Rafal-Baer, Ron Reynolds, Nardi Routten, Martin West, Mark White, Grover Whitehurst, Carey Wright, Mark Schneider (ex-officio)

National Assessment Governing Board Staff: Rebecca Dvorak, Stephaan Harris, Donnetta Kennedy, Laura LoGerfo, Lesley Muldoon, Munira Mwalimu, Sharyn Rosenberg, Angela Scott, Lisa Stooksberry, Matthew Stern, Anthony White.

National Center for Education Statistics (NCES): Tammie Adams, Gina Broxterman, Peggy Carr, Jing Chen, Brian Cramer, James Deaton, Enis Dogan, Veda Edwards, Pat Etienne, Eunice Greer, Shawn Kline, Ebony Walton, William Ward.

U.S. Department of Education Staff: None.

Other attendees: Imer Arnautovic, Chris Averett, Vickie Baker, Jenny Beard, Scott Becker, Jonas Bertling, Myra Best, Greg Binzer, Markus Broer, Jay Campbell, Shamai Carter, Allegra Chilstrom, Brandon Dart, Gloria Dion, Tara Donahue, Amy Dresher, Emma Edick, Kadriye Ercikan, Kim Gattis, David Hoff, Subin Hona, Young Kim, Sami Kitmitto, Andrew Kolstad, Regina Lewis, Joanne Lim, Kathleen Manzo, Kavemuii Murangi, Emilie Pooler, Paula Rios, Keith Rust, Debra Silimeo, Michael Slattery, Pat Stearns, Jenna Tomasello, Anthony Velez, Llana Williams, Karen Wixson, Edward Wofford.

The Executive Committee met in open session from 9:45 a.m. to 10:15 a.m. The session was called to order by Governor Beverly Perdue, Chair, at 9:46 a.m.

Perdue provided welcoming remarks, specifically congratulating re-appointed members and the newest members to the full Board. Perdue also expressed gratitude to the Board staff, on behalf of the Board, for all the work that was done over the last 18 months, during the pandemic.

Perdue reviewed the agenda for the Executive Committee meeting and stated that the committee would be in open session for the first thirty minutes to hear from herself and Lesley Muldoon, Executive Director, to talk about the vision and goals for the Board. Afterwards, the committee would be in closed session for about an hour, where only Board members, Board staff, and NCES staff could be present, to hear from Peggy Carr, Commissioner of the National Center for Education Statistics (NCES), on the budget and any potential impacts to the assessment schedule. Finally, the committee would move back to open session for a five-minute period to allow time for any actions (i.e., potential changes to the assessment schedule) to be considered.

Perdue reminded everyone in attendance that the meeting is being conducted in a hybrid environment and of the procedures for including virtual participants in the discussion.

Perdue proceeded to update the Board on her vision for the Board's work. Perdue remarked that big innovations and new ideas can sometimes take a decade or more to come to fruition, which would surpass any individual member's time on the Board. Perdue said that although she does not personally like that slow pace, and wishes change could happen faster, that sometimes in the world of data, quickness is not the best path. Despite the fact that some of these changes will take years, Perdue urged the Executive Committee members to think about how big innovations and new ideas will actually look like when they are fully implemented in the years ahead.

Perdue continued that she supports Strategic Vision 2025, adopted in September 2020, as a multi-year strategic path for the Board. The vision is an opportunity to both guide the Board's current work but also the work of future Board members.

Perdue mentioned that all Board members received a Strategic Vision 2025 progress report (in the meeting materials packet) that was developed by Board staff, to detail the Board's achievements in the first year of this multi-year effort. Perdue implored Executive Committee members, as well as the full Board, to identify what the highest priorities should be for the coming year to make sure that staff can carry out the strategic vision's work based on the goals that Board members have set.

Perdue also mentioned a few other priorities for her term as Chair. Perdue indicated that she has asked staff to build time into every quarterly agenda for Board members to have open discussion. This session will be an opportunity for members to share their ideas and collaborate as a group. In addition, Perdue expressed that Executive Committee members should elevate committee discussions around key projects and work, hereby increasing collaboration across standing committees. To this end, Perdue communicated that more updates from committee chairs and vice-chairs, in subsequent Executive Committee meetings, will be welcome additions to the agenda.

Perdue continued that she has had an opportunity to engage in individual phone calls with many members of the Board recently and that she has learned a lot in those discussions. She encouraged Board members to have robust and candid conversations with one another.

Perdue then introduced Lesley Muldoon, Executive Director, to provide an overview of the Strategic Vision 2025 discussions that will take place during the full Board meeting the next two days.

Muldoon provided an overview of a two-page document, shared with Board members, that contains two categories of priorities that align with Strategic Vision 2025: the first includes challenges and opportunities that are facing K-12 education broadly and the second includes specific issues that NAEP and the Governing Board are uniquely positioned to work on.

Muldoon shared that, in the first category, the topics to be discussed by the full Board include the divergent trend lines (the bifurcation of the trends for the nation's highest-performing students and the nation's lowest-performing students evident on NAEP over the last decade), COVID-19's dramatic effect on student achievement and progress, and the assessment results that are revealing that more students are scoring below the NAEP Basic achievement level. In addition, Muldoon stated that the full Board needs to consider the reporting of 2022 NAEP results as potentially the most important NAEP data collection in the last fifty years because of the pandemic.

Muldoon continued that, in the second category, the topics to be discussed by the full Board include the modernization of NAEP's digitally-based assessments (including both the ongoing work to transition to Next-Generation digitally-based assessments by NCES and the policy questions that need to be explored by the Governing Board), whether and how NAEP's indicator of socioeconomic status can be improved to better understand student performance, and further exploring (and possibly defining) what it means for the Board to continue its commitment to equity in assessments for all students participating in NAEP.

At 10:12 a.m. Chair Perdue ended the open session.

CLOSED SESSION

Executive Committee Members: Beverly Perdue (Chair), Alice Peisch (Vice Chair), Haley Barbour, Dana Boyd, Paul Gasparini, Suzanne Lane, Tonya Matthews, Mark Miller, Martin West, Carey Wright.

Executive Committee Members Absent: None.

National Assessment Governing Board Members: Beverly Perdue (Chair), Alice Peisch (Vice Chair), Haley Barbour, Dana Boyd, Alberto Carvalho, Tyler Cramer, Christine Cunningham, Viola García, Paul Gasparini, Gary Herbert, Patrick Kelly, Suzanne Lane, Scott Marion, Tonya Matthews, Reginald McGregor, Mark Miller, Julia Rafal-Baer, Ron Reynolds, Nardi Routten, Martin West, Mark White, Grover Whitehurst, Carey Wright, Mark Schneider (ex-officio)

National Assessment Governing Board Staff: Rebecca Dvorak, Stephaan Harris, Donnetta Kennedy, Laura LoGerfo, Lesley Muldoon, Munira Mwalimu, Sharyn Rosenberg, Angela Scott, Lisa Stooksberry, Matthew Stern, Anthony White.

National Center for Education Statistics (NCES): Tammie Adams, Gina Broxterman, Peggy Carr, Jing Chen, Brian Cramer, James Deaton, Enis Dogan, Veda Edwards, Pat Etienne, Eunice Greer, Shawn Kline, Ebony Walton, William Ward.

U.S. Department of Education Staff: None

The Executive Committee met in closed session from 10:15 a.m. to 11:20 a.m. to discuss the NAEP budget and assessment schedule, in addition to other Governing Board priorities.

These discussions were 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.

Perdue reminded members of the confidential nature of the discussions and then turned to Muldoon to provide an overview of the assessment schedule, the Technology and Engineering Literacy (TEL) assessment scheduled for administration in 2024, and budget implications that the Executive Committee had discussed at a previous meeting.

Next, Carr led a presentation on the NAEP Budget and potential impacts to the assessment schedule. Carr provided information about projected costs for the program, the current planning for the administration of the Technology and Engineering Literacy assessment in 2024, the projected budget implications for the assessment schedule, an update on the congressional appropriations process, and projected costs for research and development.

Perdue ended the closed session at 11:20 a.m.

OPEN SESSION, PART II

Executive Committee Members: Beverly Perdue (Chair), Alice Peisch (Vice Chair), Haley Barbour, Dana Boyd, Paul Gasparini, Suzanne Lane, Tonya Matthews, Mark Miller, Martin West, Carey Wright.

Executive Committee Members Absent: None.

National Assessment Governing Board Members: Beverly Perdue (Chair), Alice Peisch (Vice Chair), Haley Barbour, Dana Boyd, Alberto Carvalho, Tyler Cramer, Christine Cunningham, Viola García, Paul Gasparini, Gary Herbert, Patrick Kelly, Suzanne Lane, Scott Marion, Tonya Matthews, Reginald McGregor, Mark Miller, Julia Rafal-Baer, Ron Reynolds, Nardi Routten, Martin West, Mark White, Grover Whitehurst, Carey Wright, Mark Schneider (ex-officio)

National Assessment Governing Board Staff: Rebecca Dvorak, Stephaan Harris, Donnetta Kennedy, Laura LoGerfo, Lesley Muldoon, Munira Mwalimu, Sharyn Rosenberg, Angela Scott, Lisa Stooksberry, Matthew Stern, Anthony White.

National Center for Education Statistics (NCES): Peggy Carr, Brian Cramer.

U.S. Department of Education Staff: None

Other attendees: Jenny Beard, Scott Becker, Myra Best, Jay Campbell, Allegra Chilstrom, Amy Dresher, Emma Edick, Neal Gross, Kavemuii Murangi, Jenna Tomasello.

The Executive Committee reconvened in open session at 11:26 a.m.

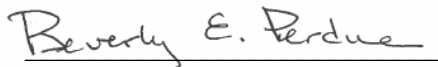
Governor Perdue presented the committee with the following options to consider an amendment to the NAEP assessment schedule: first, cancel the 2024 administration of TEL and add nothing new to the assessment schedule; second, cancel the 2024 administration of TEL and swap for one of the following new assessments (LTT age-13 or some 12th grade reading and mathematics); or third, cancel the 2024 administration of TEL and present both of the aforementioned options (LTT age-13 or some 12th grade reading and mathematics) to the full Board for their consideration.

Perdue asked for a motion.

Alice Peisch moved to recommend the full Board cancel the 2024 administration of TEL and swap it for the Long-Term Trend assessment of 13-year-olds to be administered in 2022. The motion was seconded by Martin West. The Executive Committee voted 9-1 in support of the motion. Perdue announced that the recommendation carried and will be presented to the full Board for further consideration.

At 11:29 a.m. Chair Perdue adjourned the meeting.

I certify the accuracy of these minutes.


Beverly Perdue, Chair

2/15/2022
Date

National Assessment Governing Board

Assessment Development Committee

Report of November 10, 2021

ADC Members: Dana Boyd (Chair), Mark Miller (Vice Chair), Christine Cunningham, Frank Edelblut, Viola Garcia, Patrick Kelly, Reginald McGregor and Nardi Routten.

Other Governing Board Members: Tyler Cramer.

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

NCES Staff: Tammie Adams, Gina Broxterman, Jing Chen, Brian Cramer, Jamie Deaton, Alison Deigan, Enis Dogan, Eunice Greer, Holly Spurlock, Nadia McLaughlin, and Dan McGrath.

Other Attendees: American Institutes for Research: Danielle Ferguson, Kim Gattis, Cadelle Hemphill, Martin Hooper, Young Yee Kim, Sami Kitmitto, and Gabrielle Merken. CRP: Shama Carter, Subin Hona, Anthony Velez and Edward Wooford. Educational Testing Service: Jay Campbell, Shu-Kang Chen, Gloria Dion, Christopher Gentile, Ranu Palta-Upreti, Hilary Persky, Emilie Pooler, Sarah Rodgers and Karen Wixson. Hager Sharp: David Hoff and Joanne Lim. The Hatcher Group: Jenny Beard, Sophia Handel and Jenna Tomasello. Human Resources Research Organization: Hillary Michaels. Institute of Education Sciences: Tina Love. Manhattan Strategies Group: Tara Donahue. Optimal Solutions Group: Sadaf Asrar and Imer Arnautoric. Westat: Chris Averett, Greg Binzer and Lauren Bryne. WestEd: Cynthia Greenleaf and Mark Loveland. Other: Vickie Baker (West Virginia Department of Education), Marc Chun (Chan Zuckerberg Initiative), Beth LaDuca (Ohio Department of Education), David Pearson (University of California at Berkley) and Renee Savoie (Connecticut Department of Education).

Welcome and Review of Agenda

Chair Dana Boyd called the meeting to order at 3:15 p.m. ET and began by welcoming new Board member Viola Garcia to the Assessment Development Committee. Boyd noted that there were two main items on the Committee agenda, both related to NAEP frameworks: the first item is the action on the Reading Assessment and Item Specifications and the second item is an initial discussion of public comment received on the current NAEP Science Assessment Framework.

ACTION: 2026 NAEP Reading Assessment and Item Specifications

Boyd noted that the Board reached an important milestone of unanimous adoption of the 2026 NAEP Reading Framework during the recent August quarterly Board meeting. The final step in that process is approval of the Reading Assessment and Item Specifications, which provide additional information to the National Center for Education Statistics (NCES) on how to operationalize the framework when developing the assessment. Boyd noted that she and Vice Chair Mark Miller would provide a very brief overview of the purpose and status of this document.

Boyd explained that NCES is the primary audience for the Specifications document and that they have conducted several reviews of previous drafts; all NCES issues and concerns have been addressed in this final version. The document includes much of the same text as the framework (often verbatim), with additional elaboration and examples. One of the appendices includes the achievement level descriptions (ALDs), which describe what students should know and be able to do at NAEP Basic, NAEP Proficient, and NAEP Advanced, for grades 4, 8, and 12 in reading.

Miller noted that the review of the ALDs in the Specifications document surfaced some issues that also are relevant to the ALDs included in the framework. The advance materials included some proposed edits in tracked changes that are intended to eliminate knowledge and skills that NAEP cannot actually measure. These edits were based on feedback from NCES and the Technical Advisory Committee, working in conjunction with WestEd staff and panelists. For example, the ALD for NAEP Proficient in grade 4 stated that readers should be able to “rewrite a story from another character’s perspective.” Since this is not a writing assessment and students only have 30 minutes per block, it is not feasible for students to rewrite a story; therefore, some of the language has been revised to better reflect the knowledge and skills that are feasible to measure. Miller also noted a typographical error that was included in the ALD for NAEP Advanced at grade 8; “Reachers” should be “Readers.”

Miller explained that ADC and COSDAM members jointly reviewed a draft of the Specifications in September. Revisions were made based on that review; special studies were removed from the document and language was added to be more explicit about the need for a distribution of comprehension targets at each achievement level. After these changes were made, there was no additional feedback received from ADC or COSDAM members.

Boyd asked Committee members whether there were any questions. The following motion was made by Mark Miller and seconded by Reginald McGregor:

ADC recommends to the full Board that the 2026 NAEP Reading Assessment and Item Specifications be adopted and that Appendix B of the NAEP Reading Framework be replaced with the updated achievement level descriptions (in addition to fixing the typo noted in NAEP Advanced grade 8 from “Reachers” to “Readers”).

The motion carried 7 to 0 with one abstention; Viola Garcia noted that she had not been involved in previous reviews or discussions of this document and did not feel comfortable voting on it.

Boyd thanked Reading Visioning and Development Panel Chair David Pearson, Reading Visioning and Development Panel members, WestEd staff, Board staff, and NCES staff for all of their work on this project. David Pearson thanked the ADC for all of their work and attention to the framework and stated that it had been a professional pleasure to work with them. Cynthia Greenleaf of WestEd seconded Pearson's remarks.

Discussion of Initial Public Comment on Current NAEP Science Framework

Boyd noted that the Committee was now turning their attention to the next framework update that is up for consideration, the 2028 NAEP Science Framework. The Board conducted a public comment period on the current NAEP Science Framework from August 20 – October 15 to seek broad input upfront on whether and how the current framework should be updated. Thirty sets of comments were received in addition to a memo from NCES on operational considerations. Boyd explained that the following week, during the plenary session on this topic, the ADC would provide an initial recommendation to the full Board on a list of issues or topics for which the Board may want to provide policy guidance to the framework panels. Boyd added that the Committee did not need to make a decision about these policy issues right now, only to identify what they are so that we can commission some targeted expert input for the Board to consider in March.

Christine Cunningham briefly noted the main themes of the public comments that were received: the alignment (or lack thereof) between the current NAEP Science Framework and most state standards, including scientific practices and three-dimensional learning, inter/cross disciplinary science and engineering, and the NAEP Science and Technology and Engineering Literacy (TEL) Frameworks; equity and diversity; accessibility; reasons not to make major changes; editorial comments; controversial subject matter; and assessment design.

Cunningham explained that the goal of the discussion was to determine whether these were the right policy questions, and if so, what additional information is needed for the Board to make an informed decision about guidance to the framework panels? She then described each of the proposed policy questions.

The first potential policy consideration is how NAEP should be informed by state science standards. Since the Board last adopted a new NAEP Science Framework in 2005, there is much more convergence of state standards regardless of whether states are adopters, adapters, or non-adopters of the Next Generation Science Standards (NGSS). For the recent update of the 2026 NAEP Mathematics Framework, the Board spent considerable time discussing the importance of not being “out of step” with what the majority of states are doing while also recognizing the lack of national standards. State participation in the NAEP science assessment is not mandated but the NAEP Assessment Schedule does include states and TUDAs for Science at grades 4 and 8 in 2028. States and TUDAs may not volunteer to participate if they perceive NAEP to be measuring something different from what is covered by their own science standards and assessments.

The second potential policy consideration relates to the role of equity in the NAEP Science Framework. Cunningham noted that a lot of the public comment received focuses on issues of

equity, and that this was also a major theme of the Board discussions during the update of the NAEP Reading Framework. Some of the current debates around equity are perceived to be partisan, and it is important for NAEP to remain nonpartisan. The NAEP Reading Framework that was unanimously adopted by the Board in August included two mentions of equity: a commitment to designing assessments that are inclusive and accessible for the full diversity of students who are administered the assessments, and a reference to selection of a diverse range of texts and tasks representing different student identities, interests, knowledge, and other backgrounds.

The third potential policy consideration is whether content from the NAEP Technology and Engineering Literacy (TEL) Framework should be incorporated into the NAEP Science Framework. Cunningham noted that most – if not all – states include technology and engineering in their science standards, and the Board has informally discussed whether the TEL content might be merged with an updated science framework. It should be more cost effective to eliminate TEL as a stand-alone framework and assessment. On the other hand, TEL is a literacy assessment and provides any content background that is needed; TEL also includes one subscale (Information and Communication Technology) that is more related to some English Language Arts standards than to science standards. In addition, incorporating some aspects of the TEL Framework into the Science Framework may mean that the construct will be changed enough to not be able to maintain trend.

The fourth potential policy question is whether there should be any considerations for grade 4. One of the suggestions in public comment was to consider administering the NAEP science assessment at grade 5 rather than grade 4, to align with current state standards and assessment. The NAEP legislation specifies that the assessed grades shall be 4, 8, and 12, so this is not a decision that the Board could make on its own; even if the Board wanted to suggest that the law be changed, this would be unlikely to happen in time to inform decisions about this framework update. The Board may want to consider whether it makes sense to assess science at grade 4, and if so, whether and how the framework should account for many states not teaching a lot of science prior to grade 5.

The next policy consideration is the extent to which maintaining trend should be prioritized relative to other factors. For the 2026 NAEP Math and Reading Frameworks, the Board placed a lot of emphasis on the importance of maintaining trends with previous administrations; this impacted both what was changed and the gradual implementation of some of the changes. Science does not have as long of a trend line as reading and math (the Board made a policy decision to start a new trendline in 2009 when the current framework was implemented), and there is not as much state and TUDA data for science as for reading and math. It may be more difficult to maintain trend in science over long periods of time given the nature of change in this subject, and it may not be possible to reflect what is happening in the majority of states if maintaining trend is prioritized. On the other hand, if policymakers are interested in how science achievement has changed over time, that question cannot be answered if a new trend line is started with an updated framework.

Finally, the Board may want to consider providing policy guidance on how to handle topics that are socially controversial, for example, evolution and climate change. Should these topics be included in a way that attempts to avoid offending people? For example, some science

standards avoid the term “mitigate” in regard to climate change. Does the Board want to provide any guidance for the handling of topics that are socially (but not necessarily scientifically) controversial?

Boyd asked the Committee whether these are the policy questions that they wanted to put forward to the full Board, or whether there are questions that should be removed or added. Frank Edelblut noted that the most fundamental question was whether the framework even needed to be updated at all, and if so, whether it should be a major revision or more limited to minor changes (i.e., should the framework update be a revolution or an evolution?). He did also note that the first policy question was particularly relevant because there would be no point in assessing students on content that significantly diverges from what they are learning in school.

Committee members generally agreed with the list of policy questions but noted that some issues should be a lower priority if they are to be included at all; namely, how to handle assessment for grade 4 and whether to provide guidance about topics that are socially controversial. The most important policy questions on which to focus upfront are those related to state science standards, the TEL Framework, and prioritization of trend relative to other factors. There was general agreement that the Board needed to provide some policy guidance to the framework panels about how equity is handled, but ADC members requested that it not appear as high on the list of questions and that the item be reworded to better communicate what was intended.

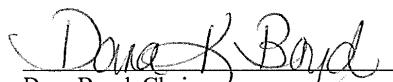
Boyd then asked what additional information would be needed for the Board to be able to provide policy guidance in these areas by next spring, prior to convening the framework panels? Miller requested additional information about the overlap between the NAEP Science Framework, the NAEP TEL Framework, and state science standards and assessments. He also requested additional information for how to consider decisions about the prioritization of maintaining trend versus other important goals such as ensuring that NAEP is testing what students are learning. Cunningham noted a tension between TEL as a literacy assessment and the need to better understand under what conditions some of the content from the TEL Framework might be incorporated into the Science Framework.

Item Review Schedule

Boyd closed the meeting by calling attention to the Information Item included in the ADC materials. She reminded Committee members that there was a joint meeting on Friday, November 12th with the Reporting and Dissemination Committee to discuss the review of contextual variables for math and reading. In addition, an upcoming review of reading passages and concept sketches is in the process of being scheduled for mid-December.

Boyd adjourned the meeting at 4:10 p.m. ET.

I certify the accuracy of these minutes.


Dana Boyd, Chair

February 3, 2022

National Assessment Governing Board

Committee on Standards, Design, and Methodology

Report of November 16, 2021

Closed Meeting 2:00 p.m. – 4:00 p.m.

COSDAM Members: Suzanne Lane (Chair), Carey Wright (Vice Chair), Julia Rafal-Baer, Russ Whitehurst

Governing Board Staff: Executive Director Lesley Muldoon, Deputy Executive Director Lisa Stooksberry, Rebecca Dvorak, Sharyn Rosenberg

NCES Staff: Peggy Carr (Commissioner), Jing Chen, Brian Cramer, Enis Dogan, Eunice Greer, Daniel McGrath, William Tirre, Ebony Walton, William Ward, Grady Wilburn

Other Attendees: Jenny Beard, Scott Becker, Greg Binzer, Brittany Boyd, Markus Broer, Lauren Byrne, Jay Campbell, Brandon Dard, Hugo Dos Santos, Amy Dresher, Veda Edwards, Kadriye Ercikan, Robert Finnegan, Kim Gattis, Sophia Handel, Cadelle Hemphill, Marcie Hickman, David Hoff, Martin Hooper, Helena Jia, Young Kim, Sami Kimitto, Tom Krenzke, Joanne Lim, Kathleen Manzo, Daniel McCaffrey, Harrison Moore, Ranu Palta-Upreti, Paula Rios, Luis Saldivia, Pat Stearns, Jenna Tomasello, Leslie Wallace, Karen Wixson, Meng Wu, Xiaying Zheng

Welcome and Review of Agenda

Chair Suzanne Lane called the meeting to order at 2:04pm. She referenced new COSDAM member, Scott Marion, who was unable to attend the meeting. She reported COSDAM members Eric Hanushek and Alice Peisch were also unable to attend. Lane next introduced Rebecca Dvorak as the new Assistant Director for Psychometrics with the Governing Board staff. She then introduced the two topics for discussion – an update on 2022 NAEP Administration plans and improving measurement and reporting of lower-performing students.

Under the provisions of exemption 9(B) of 552b of Title 5 U.S.C., COSDAM met in closed session for the duration of the meeting because presentations involved secure NAEP data.

Update: 2022 NAEP Administration (Closed)

Lane introduced Enis Dogan of NCES to present anticipated pandemic-related challenges to the 2022 NAEP administration and plans to address these challenges. She reminded attendees that Congress provided a waiver to move NAEP 2021 assessments to 2022. Lane requested COSDAM members hold their questions and comments until after Dogan's presentation.

Dogan provided an overview of NCES' plans to mitigate impacts of the pandemic in 2022, including health and safety measures and efforts to reduce missing data. Dogan noted NCES will capture pandemic-related missing data through newly added school and student codes. He expressed the importance of capturing these data because it is possible students who miss school due to COVID-19 may differ from

students in school, and these differences may introduce bias NCES will need to consider in analysis and reporting results. Dogan noted NCES is taking measures to ensure they understand COVID-19 related missing data and its impact on NAEP scores.

Dogan noted additional challenges such as a potentially larger than typical population of remote/distance students, and remote/distance students are not included in the sampling frame. Currently, NCES does not yet know the prevalence of these students, and they are taking steps to better understand these numbers. In addition, he noted that NCES will examine differences in test administration and student experiences in 2022 from previous administrations.

Next, Board member Russ Whitehurst and Chair Suzanne Lane, respectively, offered ideas for consideration and raised questions about 2022 administration.

Julia Rafal-Baer expressed actions should be taken to ensure 2022 participation rates are as high as possible. For example, conducting outreach to stress the value and importance of NAEP participation to CCSSO and other groups before the testing window begins. Vice Chair Carey Wright agreed. Governing Board Executive Director Lesley Muldoon noted she would follow up with the NCES team regarding what steps are being taken, and how the Board could help with communications for the upcoming assessment.

Lane requested information regarding when NCES would have a clear idea of NAEP 2022 participation rates. Dogan responded NCES will begin to obtain information on prevalence of remote students in December; however, they will not have a clear picture of absences and refusals until the assessment window. Lane then asked about the potential to collect information on administration conditions related to COVID-19. Carr suggested it may be possible to collect this information through field staff monitoring checklists. She noted NCES would look into what is currently planned for the checklist in 2022, and see if additional items could be added.

Briefing and Discussion: Improving Measurement and Reporting of Lower-Performing Students (Closed)

Lane next introduced the second topic – Improving Measurement and Reporting of Lower-Performing Students. She provided a brief overview of past COSDAM presentations and discussions on this issue and introduced Dogan to present on NCES’ current plans for improving measurement at the lower end of the scale.

Dogan began with an overview of COSDAM’s August discussion related to students falling below the NAEP Basic achievement level. He noted, particularly for grade 4 reading, a high percentage of students fall in this range of the scale and relatively few items.

Dogan described efforts towards developing additional items that measure well at the lower end of the scale. He noted, in general, NAEP assessments include a small number of items at the lower end of the scale compared to the number of students who fall within the same range. NAEP is working to significantly increase the prevalence of these items while staying within the frameworks. He also described previous and current efforts related to exploring adaptive testing for NAEP, which could allow the difficulty of the assessment to be better targeted to student ability. A 2019 MST study found increased precision when students were routed to a second block based on performance on an initial block compared to the traditional linear assessment. NAEP is exploring whether to continue efforts to move in this direction.

Lane opened the meeting to questions and comments. Whitehurst referenced the NCES Oral Reading Fluency study where it was found some students have difficulty with basic reading skills. He noted NAEP would benefit from better understanding what these students know and can do.

Dogan reiterated that NCES' top priority is to develop items that are within the bounds of the assessment frameworks. Lane inquired about prior discussions to incorporate scaffolding. Eunice Greer responded that all NAEP reading passages include some degree of support available to all students. For example, passages may include definitions, organizational tools, and reading guidance.

Wright and Rafal-Baer expressed that the potential move towards adaptive testing warrant a larger Board discussion to allow all members to weigh in early in the process. Dogan was amenable to this suggestion. He noted that bridge studies would help determine the feasibility of changes, and Carr added that prior efforts by NCES provide insight that aspects of the changes can be accomplished successfully.


Rafal-Baer further expressed concern with moving to adaptive testing in the current education environment. She noted it may be years before things are normal and the impact of the pandemic understood. Dogan stressed that if NAEP were to move to adaptive testing the change would be considered carefully.

Wright suggested as NAEP moves to incorporate additional items to better understand students falling below the NAEP Basic level, the group should consider how to present this information in a useful manner. For example, are the items aligned to their skill set typical of what a first grader can do? She expressed the importance of providing these explanations to assist states and others with interpretations.

Lane wrapped up the discussion by reminding the group the full committee was not present to weigh in on the issues. Lisa Stooksberry concluded the meeting noting the Governing Board staff would summarize the meeting feedback and provide to Lane and Wright. They will work with them to identify next steps for COSDAM.

Lane adjourned the meeting at 4:05 p.m. ET

I certify the accuracy of these minutes.



Suzanne Lane, Chair

February 4, 2022
Date

National Assessment Governing Board

Joint Meeting of Assessment Development Committee and Reporting and Dissemination Committee

November 12, 2021

2:30 - 3:30 pm

Assessment Development Committee Members: Chair Dana Boyd, Vice Chair Mark Miller, Christine Cunningham, Viola Garcia, Patrick Kelly, Reginald McGregor, Nardi Routten

Reporting and Dissemination Committee Members: Chair Tonya Matthews, Vice Chair Marty West, Tyler Cramer, Paul Gasparini, Governor Bev Perdue, Ron Reynolds

Governing Board Members: Julia Rafal-Baer

Governing Board Staff: Rebecca Dvorak, Laura LoGerfo, Lesley Muldoon, Sharyn Rosenberg, Angela Scott, Lisa Stooksberry

National Center for Education Statistics Staff: Commissioner Peggy Carr, Gina Broxterman, Jing Chen, Jamie Deaton, Alison Deigan, Enis Dogan, Eunice Greer, Linda Hamilton, Daniel McGrath, Holly Spurlock, William Ward, Grady Wilburn

U.S. Department of Education: Tammie Adams, Tina Love

U.S. Senate: Kaylee Mulgrew

Contractors: AIR: Markus Broer, Kim Gattis, Martin Hooper, Cadelle Hemphill, Saki Ikoma, Young Kim, Sami Kitmitto, Yan Wang; CRP: Shamai Carter, Anthony Velez, Edward Wofford; ETS: Jonas Bertling, Jay Campbell, Gloria Dion, Hugo Dos Santos, Amy Dresher, Kadriye Ercikan, Robert Finnegan, Janel Gill, Marcel Ionescu, Sami Kitmitto, Ranu Palta-upreti, Hilary Persky, Sarah Rodgers, Nate Rojas, Lisa Ward, Ryan Whorton, Karen Wixson; Hager Sharp: David Hoff, Joanne Lim, Kathleen Manzo; The Hatcher Group: Jenny Beard, Sophia Handel, Robert Johnston, Zoey Lichtenheld, Jenna Tomasello; Manhattan Strategy Group: Tara Donahue, Ying Zhang; Management Strategies: Brandon Dart. Optimal Solutions: Imer Arnautovic, Peter Simmons; Pearson: Joy Heitland; Silimeo Group: Debra Silimeo; Westat: Chris Averett, Greg Binzer, Lauren Byrne, Kavemuii Murangi, Karen Wixson

Other: Vickie Baker (West Virginia Department of Education), Marc Chun (Chan Zuckerberg Initiative), Beth LaDuca (Oregon Department of Education), Regina Lewis (Maine Department

of Education), Scott Quinn (KIPP Public Schools), Chuck Ross (Washington Free Beacon), Renee Savoie (Connecticut Department of Education)

Vice Chair Mark Miller called the joint meeting of the Assessment Development Committee and Reporting and Dissemination Committee to order at 2:30 pm on Friday, November 12. Miller welcomed everyone and provided an overview of the agenda and the goals for the meeting.

The agenda comprised a single task: to review the current contextual questionnaires that students, teachers, and school administrations voluntarily complete as part of a NAEP administration. Both core contextual and subject-specific contextual questionnaires will be administered to students, teachers, and school administrators as part of the NAEP 2026 operational assessment. The Reporting and Dissemination Committee reviews and approves the core contextual variables, which are given to all participants, regardless of which subject assessment is fielded. The Assessment Development Committee reviews and approves the subject-specific variables taken by students, teachers, and school administrators about a specific subject assessed by NAEP, such as reading or mathematics.

Jamie Deaton of the National Center for Education Statistics offered a brief presentation about the review process and outlined the possibilities and limits of what this particular review can accomplish. He also previewed next steps in the process and addressed questions from Board members.

Reporting and Dissemination Committee Vice Chair Marty West asked Deaton if the Board can consider adding items to measure new constructs in areas of interest. NAEP sets a 15-minute limit on the duration of the student questionnaire; what issues prevent extending that timeframe to 17 or 20 minutes? Deaton responded that the NAEP team always develops more items than the actual questionnaire can cover, which allows for items to fail in pilot testing.

Deaton expressed concerns with increasing the amount of time allotted to the questionnaires. The questionnaires are not mandated, so if they consume too much time, states may balk and refuse to participate. A few states already prohibit their students from completing the questionnaires, but no large state, thus maintaining NAEP's national representativeness, for now. Extending the time may tempt others to refuse and consequently threaten representativeness.

Fortunately, digital administration of NAEP affords two advantages for maximizing the time allotted: (1) the NAEP team now knows how long each item requires from participants, thus the number of items included on the questionnaires can fit what students can complete; (2) respondents take less time to click responses on the computer than to fill in bubbles on paper, so they can answer more items.

Christine Cunningham then asked about the existence of a questionnaire framework that explains question selection and how these items link to extant data. She inquired if the Board and NCES consult experts and use recent research to determine what constructs may be missing from the questionnaires. Deaton replied by reminding the committee members that for subject-specific questionnaires, the relevant assessment framework drives the construct development and item selection, along with white papers developed to operationalize the framework. For core contextual variables, an internal white paper, or literature review, explains what factors and items correlate with achievement that should be included on the questionnaires. He also noted that the law requires NAEP to collect data about socioeconomic status, so this construct must be measured on the core questionnaire.

In addition, the NAEP team considers what school-related and home-related variables help explain differences in scores and thus qualify for inclusion on the questionnaires. They also focus on what variables school leaders may perceive as actionable. As for consulting experts, the NAEP team relies on insights provided by various standing committees, especially the Questionnaire Standing Committee (focused on core variables) and the NAEP subject-specific standing committees. Holly Spurlock added that NCES also examines what items [TIMSS](#), [PIRLS](#), and [PISA](#) (large-scale international assessment programs which assess similar age groups) use, then adapt those to the NAEP context.

Tyler Cramer observed that these international assessments allot 30 minutes to questionnaire administration but NAEP permits only 15 minutes. He questioned the disparity. He also asked whether the Trial Urban District Assessment (TUDA) Task Force offered any feedback on what questionnaire items would be useful and actionable to their district-level efforts. Finally, Cramer urged the NAEP team to glean contextual information from other databases. Cramer lauded the use of contextual data to determine the reliability and validity of trends.

With preambles complete, Reporting and Dissemination Committee Chair Tonya Matthews began the review of the core contextual variables, inviting members to share their concerns or queries on the surveys as a whole or on specific items.

Core Contextual Questions

Assistant Director for Reporting and Analysis Laura LoGerfo directed members' attention to the items which tap socioeconomic status, because these tend to evoke the most questions. The item "How many books are in your home?" elicited the first responses from committee members. Nardi Routten remarked that fourth-graders may be more likely to report using Kindles or tablets to read than opening actual books. Marty West countered that this question has persisted for decades and still powerfully predicts student achievement. If this item begins to wane in importance, that weakening becomes the story unto itself. Matthews extended Routten's

question by wondering if the questionnaire could capture whether students read and absorb different content on different media, i.e., fiction through books, non-fiction through websites.

This line of questioning led to a discussion of the items on students' access to the internet. Mark Miller observed that the current questionnaires distinguish between students' access to the internet through a laptop or through a desktop. However, many students access the internet through their own phones or their parents' phones, options not included on the questionnaires. Patrick Kelly echoed this point. Students interpret "access to the internet" in two different ways: (1) a smartphone with a data plan or (2) broadband in their home. These capture two fundamentally different resources that lead to two very different means of educational access. Julia Rafal-Baer confirmed this delineation, emphasizing that students may not comprehend the technical complexities of broadband vs. DSL, but NAEP needs to capture that differentiation in simple, accessible terms which students can understand. Rafal-Baer offered an alternative focused on outcome, "Are you regularly able to access web-based resources with sufficient speed to complete a task?"

Christine Cunningham concurred, pointing out that the surveys describe technology in very dated ways and urged that the questionnaires instead use a typology rather than specific platforms, hardware, etc. The surveys should employ evergreen language that can describe diverse technologies which may emerge in the future.

Ron Reynolds inquired if NAEP asks school administrators about connectivity on school campuses, to which Deaton replied affirmatively. The NAEP School COVID surveys ask about technology, but the issue rests not in whether schools have connectivity, but in the quality of the connection's speed and its reliability. Bev Perdue emphasized the vital importance of internet reliability.

Before the meeting shifted focus from the core contextual variables to the subject-specific contextual variables, Matthews summarized the salient points in the discussion and reminded the members that data from these questionnaires merely illuminate the contexts in which students exist. They may not address all that the Board and stakeholders seek to know, depending on how much information can be inferred from any given answer. She also noted that NCES can probe how students interpret these questions at the next stage of item development--cognitive labs.

Subject-Specific Contextual Questions

Mark Miller moderated the meeting's next segment, which focused on the subject-specific contextual variables. The survey item which first elicited reactions centered on the current and ongoing popularity of blogs. Several members (Kelly, Miller, Cunningham) commented that few students in elementary or secondary school read blogs anymore. Cunningham again returned to the issue of delving into recent research to discover more relevant, modern

alternatives to blogs. She confirmed the importance of the item's intent but underscored the importance of modernizing the item.

In addition, this generation does not *talk* to friends, but may communicate with friends through texts or direct messaging (DM). Similarly, the response options now seem preposterously outdated: "reading text messages once a day"? The NAEP team should investigate how students are communicating and change the items accordingly. Miller agreed with Cunningham and recommended that the questions stay consistent across grades 4 and 8.

Next, Cunningham turned to variables capturing how students read. She suggested specifying additional genres of non-fiction beyond biographies. She also pressed NCES to consider the intentions of such reading items--should they measure the number of minutes students read or the complexity of the texts? With a similar query about the intended meaning of an item, Rafal-Baer wondered if NAEP should be asking students whether they consider reading fun (the current item) or whether they consider reading important.

Miller expressed concern about the equity issues in asking about reading-related resources in the community, but not asking about access to virtual resources like online bookstores and libraries. More general concerns about equity arose. Cunningham asked how the survey can be more accessible to students, for example, some of the item stems vary temporally (i.e., over the last week vs. over the last year) and linguistically (i.e., one vs. 1), which increases the cognitive burden of each question and challenges English learners and struggling readers. Routten cited a question on the grade 4 survey about 'argumentation,' noting that the average fourth-grader will not know what argumentation is. Cunningham strongly recommended that the items should be streamlined to reduce the cognitive load of the survey and urged the NAEP team to delve into the research literature to determine what language will resonate most effectively with participants.

With no further comment in the meeting on the subject-specific student questionnaires, the members turned to the subject-specific surveys for teachers and school administrators. Several members took offense at the question "To what extent do the following limit how you teach?" with response options including "students with disabilities." This disrespectful option must be removed from the next round of the questionnaire administration.

More generally, committee members declared this moment in time--immediately after the approval of the update to the NAEP Reading Assessment Framework--opportune for aligning the questionnaire with the new framework. For example, in question #23, the new framework includes "Use and Apply" as a comprehension target but those options are omitted from the responses.

Lastly, the committees turned to evaluating the mathematics questionnaires. Kelly suggested an item to tap which people influence students' motivation and engagement with math, e.g., peers, teachers, parents. On a question about what students enjoy about math, Miller echoed

Cunningham’s earlier recommendation to simplify language, suggesting that students choose among words like ‘add’ instead of addition and ‘multiply’ rather than multiplication. Cunningham wondered if students still visit websites for help with mathematics homework, and Rafal-Baer urged the NAEP team to distinguish between tutoring outside of school and tutoring inside school, which has become more popular in the wake of COVID.

Additional concerns about equity emerged in the conversation about the student mathematics questionnaire. The survey includes a question on playing instruments and reading music, which admittedly relate to performance on mathematics assessments but intertwine with socioeconomic status. Routten agreed and spotted the same problem with the question about chess clubs, which not every student can access. Marty West remarked that these items exist on the questionnaire due to the positive correlations between these pastimes and math achievement, but the uneven access to these hobbies promotes inappropriate data interpretations. The Board should not provide fodder for mis-analysis.

At that, the meeting time expired. Matthews and Miller thanked the committee members for the robust discussion and to NCEs for facilitating the review so smoothly. They also reminded committee members to send any additional feedback to Laura LoGerfo or Sharyn Rosenberg by November 29th.

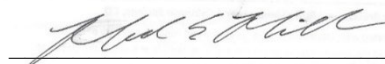
At 3:31 pm, the meeting adjourned.

I certify the accuracy of these minutes.



Tonya Matthews
Chair, Reporting and Dissemination Committee

2/7/2022



Mark Miller
Vice Chair, Assessment Development Committee

2/7/2022

National Assessment Governing Board

Reporting and Dissemination Committee

November 4, 2021

3:30 - 5:00 pm

Reporting and Dissemination Committee Members: Chair Tonya Matthews, Vice Chair Marty West, Alberto Carvalho, Tyler Cramer, Paul Gasparini, Governor Bev Perdue, Ron Reynolds, Mark White

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

National Center for Education Statistics Staff: Commissioner Peggy Carr, Gina Broxterman, Brian Cramer, Alison Deigan, Veda Edwards, Eunice Greer, Linda Hamilton, Daniel McGrath, Nadia McLaughlin, Holly Spurlock, Ebony Walton, William Ward, Grady Wilburn

U.S. Department of Education: Tina Love

Contractors: AIR: Brittany Boyd, Markus Broer, Kim Gattis, Cadelle Hemphill, Saki Ikoma, Young Kim, Sami Kitmitto; CRP: Shamai Carter, Subin Hona, Anthony Velez, Edward Wofford; ETS: Jan Alegre, Marc Berger, Gloria Dion, Kadriye Ercikan, Robert Finnegan, Ranu Palta-upreti, Lisa Ward, Karen Wixson; Hager Sharp: James Elias, David Hoff, Joanne Lim, Kathleen Manzo; The Hatcher Group: Jenny Beard, Sophia Handel, Robert Johnston, Zoey Lichtenheld, David Loewenberg, Jenna Tomasello; HII-TSD: Eric Farnung, Michael Slattery; Management Strategies: Brandon Dart; Optimal Solutions: Sadaf Asrar, Imer Arnautovic, Peter Simmons; Pearson: Joy Heitland; Silimeo Group: Debra Silimeo; Westat: Chris Averett, Greg Binzer, Lauren Byrne, Lisa Rodriguez, Rick Rogers, Leslie Wallace, Karen Wixson

Other: Vickie Baker (West Virginia Department of Education), Damian Betebenner (Center for Assessment), Beth LaDuca (Oregon Department of Education), Regina Lewis (Maine Department of Education), Renee Savoie (Connecticut Department of Education)

Vice Chair Marty West called the Reporting and Dissemination Committee meeting to order at 3:31 pm on Thursday, November 4. West welcomed everyone and introduced the topic and speaker for the meeting.

The Reporting and Dissemination Committee (R&D) asked Damian Betebenner, a researcher at the Center for Assessment (and colleague of new Board member Scott Marion), to share findings from his recent report analyzing and interpreting results from state assessment programs. His findings indicate steep declines in achievement and in growth, presaging what NAEP 2022 may discover. R&D invited Betebenner to help the Governing Board and NCES plan how to report, how to interpret, how to present, and how to communicate NAEP 2022 results effectively. West encouraged the Board to play a proactive role in facilitating the public's understanding of NAEP results. Applying lessons from Betebenner's work can guide that effort efficiently.

Following West's brief overview, Betebenner introduced himself and started his presentation, which can be accessed [here](#) (the full report is also available [online](#)). The Center for Assessment worked with 12 states to quantify how the pandemic impacted student learning and help the states make meaning of the data--learn who was impacted in what ways by how much.

Pandemic-related disruptions functioned as an academic headwind, which slowed progress, specifically reducing learning velocity (i.e., reducing growth) and decreasing attainment. These disruptions impeded even maintaining the status quo. The analytic team compared students' rates of learning pre-pandemic to learning rates now, but the pre- and post- comparisons are not equivalent. Assessment programs now draw lower participation and see significant changes in participants' demographic profiles. In addition, states' preferences for just one data point, such as measuring only percent proficient, obscures changes in the distribution and muddies communications.

By commencing the development of communication strategies now, with ample time before the release, the Reporting and Dissemination Committee can draft ways to address three possible scenarios for the NAEP 2022 results: (1) big drop from 2019; (2) medium-sized drop; (3) modest or no drop. The first scenario may be most likely, based on Betebenner's work with states, but brainstorming different messaging for different scenarios may prove a useful exercise.

The 2021 state summative assessment data affords the best opportunity to investigate the pandemic's academic impacts. During the 2020-2021 school year, testing programs such as Renaissance Star, NWEA, and Curriculum Associates (iReady) provided the only data to examine pandemic-related effects. Fortunately, participation in these high-quality assessment programs was stronger than expected. And, the programs boast years of operational experience, so the only data were of "excellent" quality. Betebenner and his team analyzed results by state, demographic subgroups (race/ethnicity, poverty); academic subgroups (special education, low/high achievers); region/district/school; mode of instruction (in-person, virtual, hybrid); attendance; and English learner status (ELs).

Reports most often use the decrease in percent proficient to describe how students are performing, an "attainment" metric. Betebenner's analyses showed decreases in English/language arts (ELA) attainment, ranging from the upper single-digits up to the teens,

with decreases in math in the lower teens, with effect sizes ranging from 0.2 to 0.4 standard deviations (SD). For analyzing student growth, states created baseline, biennial growth norms, using pre-pandemic student data, to set expectations for what learning trajectories should look like. Decreases in growth outcomes confirm the findings with attainment (or status) outcomes.

The drops also appear uniform across grades, even though interim assessments (typically administered only in select districts and schools and thus not representative of states) show less of a COVID impact in middle school than in elementary school. Marty West theorized that generally, the rate of learning slows down as students age, i.e., faster in early elementary school than in middle school. But, student growth percentiles show equally large impacts in middle school as in elementary school. That similarity in growth translates into larger absolute differences at the elementary school level when measured in standard deviation (SD) units. Growth appears slowed down in standardized units, so using effect sizes at that level undersells the impact.

In these results, the messaging defines the reaction. The metric matters, as does context. One state chief, when presented with his state's attainment results, deemed 10% declines in ELA percent proficient as "not so bad" despite that representing a historically large drop. To help the state chief grasp the drop's magnitude, Betebenner framed the declines within the context of Hurricane Katrina's impact—roughly double to quadruple Katrina-related decreases. That framing led to a fuller understanding.

When explaining his work, Betebenner encouraged right-size thinking. Unprecedented decreases require unprecedented support to address losses, such as multi-year timeframes and support beyond simply returning students to actual classrooms. Students may be resilient, implying a V-shaped recovery in which students return to where their learning was two years previous. The research, however, does not support this optimistic conclusion. Some states saw lower participation rates than usual. Betebenner's team used multiple imputation and propensity score matching to counteract missing data issues and found that the results would have been worse if all students had participated.

Tyler Cramer asked how NAEP will validate or corroborate what Betebenner's team learned in the state data. Betebenner clarified that NAEP does not present student growth, but shows changes in attainment over time among a nationally representative sample of students. NAEP does not work well as an indicator of what happens, given myriad known and unknown factors that contribute to learning. Marty West added that NAEP always captures aggregate effects of conditions in communities and in education generally. Cramer harkened back to Tonya Matthews' description of NAEP years ago, as showing where students start, not how they arrived. Matthews expressed appreciation for Cramer's memory and inquired of Betebenner: Given Betebenner's examples of describing state assessment results compared to other findings, how can the Board's messaging help NAEP audiences perceive the broader context? To what should 2022 NAEP results be compared?

Betebenner advised drawing comparisons not only to 2019 but also to 2015 and perhaps earlier and again urged a thoughtful choice of metrics. States prefer to communicate their assessment results in terms of what parents understand about their own students' learning, e.g., six months of learning, grade equivalents, etc. For a parent, those metrics seem more familiar and accessible than effect sizes. NAEP serves as a thermometer check not on individual students, but on the nation's education system, so the NAEP trend line is essential to situating and understanding what will be observed in 2022.

Matthews praised Betebenner's headwind analogy, extending the metaphor, noting that if a headwind hits, and the sailor does not change or adapt, their progress in the water will slow. The lessening of a headwind does not imply the emergence of a tailwind; if the boat returns to the earlier speed, the boat will not compensate for the setbacks due to the headwind. Declines on NAEP emerged prior to COVID; returning to the trajectories begun and observed in 2015, 2017, and 2019 may not be sufficient to overcome the decreases.

Betebenner cautioned that audiences immediately and instinctively will attribute any declines to COVID, the obvious causal agent. However, other explanatory factors contribute to the shape of trajectories, though likely minor relative to the substantial COVID impacts. Betebenner foreshadowed challenges with examining average score declines by state, because politicians will compare performance in red states to blue states. Tonya Matthews noted that different states deployed different strategies that produced different outcomes for students; there is no common explanation for the results. The greatest communications challenge lies in translating complex results and complicated comparisons for non-technical audiences while retaining technical rigor.

Betebenner's work indicated inconsistent impacts of COVID on different constituencies. Some student groups, such as English language learners, experienced less severe declines, which could be explained by two different theories. One, districts marshaled extra resources to sustain those students' learning during the pandemic, so these students' growth did not slow as much as expected. Or, two, the academic progress of these students prior to the pandemic was so anemic, that the disruptions due to the pandemic led to different types of deficits but similar in magnitude. The pandemic may indicate more about how the education system failed students pre-pandemic than how the system supported students during the pandemic. As one of Betebenner's colleagues opined, "you can't pull the rug out from under kids who didn't have a rug to stand on in the first place."

In states where overall academic impacts loom large, the average impact among schools and districts are commensurately large. However, schools and districts vary widely, with some impacts so intense Betebenner and his team categorized the drops as severe and in a small minority of districts and schools, impacts were slight or even positive. He warned the Board not to focus only on the average and obscure this meaningful variability. States typically use assessment data for accountability, but the best use of these data will lie in capturing the overall impact, understanding subgroup differences, and informing the recovery.

Skilled NAEP analysts can identify how COVID differentially impacted student subgroups. The state results often counter intuition and expectations. For example, Asian students showed slightly larger negative impacts to their attainment in mathematics. Similar to the conversations about divergent trend lines discussed by NCES and the Board, Betebenner examined scores by deciles. In middle school, high-achieving students' average scores dropped more than expected, perhaps because advanced math concepts like algebraic thinking are difficult to teach remotely and/or these students already topped out the assessment so their growth appeared lower prior to COVID (a ceiling effect, or less room at the higher end of the assessment on which to gain).

Average scores for students with disabilities dropped less than expected. Again, these surprising findings may be due to the groups' trajectories prior to COVID (typically low, so not much change), to extra resources allocated to these students during the pandemic (e.g., in-person instruction when the rest of the district remained remote), and to assessment waivers. Paul Gasparini explained that in New York State, students with IEPs were exempted from the state tests.

Ron Reynolds asked what contextual data on NAEP could clarify students' starting points; Mark White agreed with the focus of Reynolds' question. Betebenner suggested examining instructional supports associated with students in a specific group, noting that supports provided by districts vary widely.

Betebenner wondered aloud about a counterfactual—if there were no significant decreases in achievement, that would suggest schooling does not offer much value. School systems may not function as effectively as desired, but they do impact student learning. Collecting the mode of education during the pandemic must be prioritized to contextualize and understand the results. No schools truly succeeded at remote instruction.

Alberto Carvalho thanked Betebenner for his presentation and observed that the findings corroborate what he and the Miami-Dade team already know. The losses are significant, unequal by student population, and unequal by subject matter, in that mathematics instruction requires scaffolding concepts, and if a rung on the ladder is missed, the climb is not as high. In Miami-Dade County, COVID's negative impacts are most pronounced not among the most fragile students, not among the high flyers who fare pretty well—less than normal but still upward—but among students who perform around average or reasonably well. The most fragile students did not lose as much ground, because they tragically have less ground to lose.

Carvalho asked Betebenner why he characterizes communications about these issues as failing. Some stakeholders may not wish to acknowledge the losses; others may want to use the losses to justify moving students to other education models (i.e., charter schools). Carvalho wondered if those in education can reinvent public education, rather than simply reinstall an arcane system that relies on old tools and produces undesirable results. The race to complete

unfinished learning taps outdated solutions and old processes and ignores new opportunities. Is there really a lack of awareness among the public about the dire state of education?

As a reply, Betebenner pointed to a recent article in Education Week about whether test scores still provide value. Betebenner contended that test scores never have been so readily understandable. Small changes create uncertainty—what could explain an increase or decrease of two or three points—but big changes require sounding the alarm. Betebenner noted that the choice of terminology is critical; different terms refer to different types of deficits, and people are weary of negative messaging.

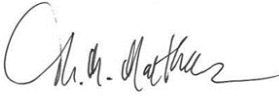
Betebenner worries that the education sector will not develop thoughtful strategies to counteract the impacts of COVID, fearing that districts will focus only on short-term, reactive efforts rather than long-term proactive efforts which recognize the magnitude and severity of the problem. States and districts need to understand and address new impediments to students' ambitions that the pandemic caused. They need to target funds and resources to the students most impacted academically by the pandemic both now and in coming years.

Bev Perdue praised the clarity of Betebenner's presentation, specifically the plain language and helpful analogies. Perdue requested the committee or Board draft a one-pager that uses some of Betebenner's more optimistic language. The Board needs to draft a story about COVID, outlining what the education sector's goals should be and what insights stakeholders should extract from NAEP results.

Marty West offered concluding remarks. He thanked Betebenner for kicking off the committee's communications work by sharing insights already gleaned by his efforts. A steady trickle of state assessment data do not make people fully aware of COVID's impacts. NAEP 2022 presents an invaluable opportunity to capture attention that can drive real change. Ron Reynolds sent an email after the meeting to compliment the presentation and describe the challenge which awaits the committee—bring appropriate framing, context, and nuance to NAEP 2022 results.

Matthews seconded Perdue's positive assessment of the presentation's clarity and adjourned the meeting at 5:02 pm.

I certify the accuracy of these minutes.



Tonya Matthews
Chair, Reporting and Dissemination Committee

2/7/2022
Date

National Assessment Governing Board

Nominations Committee

Closed Session

November 15, 2021

Nominations Committee Members: Paul Gasparini (Chair), Dana Boyd, Tyler Cramer, Suzanne Lane, Tonya Matthews, Alice Peisch and Mark Miller.

Committee Member Absent: Reginald McGregor.

Board Staff: Stephaan Harris, Lesley Muldoon, Munira Mwalimu and Lisa Stooksberry.

Other Attendees: Reingold: Michaela Martin and Caroline Ring.

Under the provisions of exemptions 2 and 6 of § 552b (c) of Title 5 U.S.C., the Nominations Committee met in closed session on Monday, November 15, 2021, from 5:00 p.m. to 6:00 p.m. ET.

Chair Paul Gasparini called the meeting to order at 5:00 p.m. ET. After welcoming members, Gasparini introduced new Committee member Suzanne Lane and noted that her expertise as a testing and measurement expert would be invaluable to the committee. Gasparini then previewed the agenda items.

Gasparini indicated that there are incumbents in three of the four categories in 2022. Since he and Mark Miller are eligible for reappointment, they will not rate nominees in their respective categories.

Gasparini reviewed NAEP legislation (P.L.107-279), highlighting definitions for the four vacancies in the 2022 cycle. He noted the Committee's previous efforts to distinguish clearly between a parent leader and a generalist in the General Public Representative (GPR) category. In 2022, the vacancy is GPR-Parent Leader. The Committee discussed qualifications for nominees in this category. Gasparini then previewed the demographics of 2022 nominees.

The Committee then turned its attention to the ratings process, online system, and timeline. Members discussed the ratings guidelines, asking clarifying questions about consistency and expectations of nominee qualifications. After the discussion, Gasparini noted the Nominations Committee Procedures Manual would be updated to reflect members' recommendations.

After Munira Mwalimu provided an overview of the nominations timeline, the Committee agreed to deadlines for completing their ratings, meeting in sub-groups to discuss ratings, and

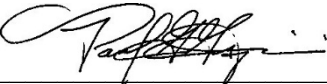
a date for the full group to meet to reach consensus. Gasparini reminded members that finalists will be presented in closed session at the March 2022 Quarterly Board meeting.

Next, Michaela Martin and Caroline Ring from Reingold previewed the online rating system and prepared members for what comes next in accessing the system.

In concluding, the Committee commended Stephaan Harris for his outreach efforts in soliciting 2022 nominees. Tonya Matthews reminded the Committee that the 2023 cycle will have a large number of vacancies and that the Committee should initiate recruitment strategies earlier than usual to allow adequate time to solicit nominations. Members concurred on the need to begin planning early.

The Chair thanked members and adjourned the meeting at 6:00 p.m.

I certify the accuracy of these minutes.



Paul Gasparini

February 17, 2022
Date