

## **National Assessment Governing Board**

Meeting of May 12 – 13, 2022

Westin Crystal City  
1800 Richmond Highway  
Arlington, VA 22202  
&  
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  
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)

**Board Members Absent**

Frank Edelblut

Paul Gasparini

**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

Matthew Stern

Anthony White

**National Center for Education Statistics (NCES)**

Peggy Carr, Commissioner

Tammie Adams

Samantha Burg

Jing Chen

Carrie Clarady

Brian Cramer

James Deaton

Enis Dogan

Veda Edwards

Pat Etienne

Eunice Greer

Tina Love

Daniel McGrath

Nadia McLaughlin

Eddie Rivers

Emmanuel Sikali

Holly Spurlock

William Tirre

Ebony Walton

William Ward

John Whitmer

Grady Wilburn  
Angela Woodard

**American Institute for Research (AIR)**

Alka Arora  
George Bohrnstedt  
Brittany Boyd  
Markus Broer  
Danielle Ferguson  
Kim Gattis  
Cadelle Hemphill  
Sakiko Ikoma  
Grace Ji  
Young Kim  
Sami Kitmitto  
Gabrielle Merken  
Jasmine Park

**CRP, Inc.**

Shamai Carter  
Anthony Velez  
Edward Wofford

**Educational Testing Services (ETS)**

Jeff Ackley  
Jan Alegre  
Marc Berger  
Mercy Byrne  
Jay Campbell  
Shu-Kang Chen  
Peter Ciemins  
Gloria Dion  
Patricia Donahue  
Amy Drescher  
Kadriye Ercikan  
Robert Finnegan  
Helena Yue Jia  
Edward Kulick  
Juliette Lyons-Thomas  
Daniel McCaffrey

Tenaha O'Reilly  
Ranu Palta-Upreti  
Rupal Patel  
Hilary Persky  
Emilie Pooler  
Bobby Rampey  
Shannon Richards  
Luis Saldivia  
Lisa Ward  
Karen Wixson

**Hager Sharp**

James Elias  
David Hoff  
Joanne Lim  
Kathleen Manzo  
Debra Silimeo

**The Hatcher Group**

Jenny Beard  
Emma Edick  
Sami Ghani  
Sophia Handel  
Robert Johnston  
Zoey Lichtenheld  
Melissa Mellor  
Isabel Rassel  
Jenna Tomasello

**Management Strategies**

Brandon Dart  
Harrison Moore

**Manhattan Strategy Group**

Tara Donahue  
Lori Meyer

**Optimal Solutions Group**

Imer Arnautovic

Daniel Loew

Peter Simmons

**Pearson**

Scott Becker

Joy Heitland

Eric Moyer

Paula Rios

Pat Stearns

Llana Williams

**US Department of Education**

Brittany Beth

James Forester

Thomas Smith

**Westat**

Greg Binzer

Lauren Byrne

Marcie Hickman

Lloyd Hicks

Zully Hilton

Tom Krenzke

Veronique Lieber

Kavemuii Murangi

Lisa Rodriguez

Rick Rogers

Keith Rust

Victoria Vickers

Leslie Wallace

**WestEd**

Mark Loveland

Steve Schneider

## **Others**

Kirsten Baesler, Superintendent of Public Instruction, North Dakota  
Vickie Baker, West Virginia Department of Education  
Angela Battaglia, Utah State Board of Education  
Myra Best, digiLEARN  
Jackie Branco, Rhode Island Department of Education  
Tamika Brinson, Florida Department of Education  
Fen Chou, Council of Chief State School Officers (CCSSO)  
Ashley Cullinane, Rhode Island Department of Education  
Will Donkersgoed, Wyoming Department of Education  
Jeremy Ellis, Missouri Department of Education  
Lisa Foehr, Rhode Island Department of Education  
Jamie Gonzalez, New Meridian  
Christy Hovanetz, ExcelinEd  
Angelica Infante Green, Commissioner of Education, Rhode Island  
Andrew Kolstad, P20 Strategies LLC  
Graham Koester, Neal Gross  
Beth LaDuca, Oregon Department of Education  
Matt Laher, Technical Support  
Regina Lewis, Maine Department of Education  
Brian Lloyd, Michigan Department of Education  
Rebecca Logan, Oklahoma Department of Education  
Phyllis Lynch, Rhode Island Department of Education  
Naaz Modan, K-12 Dive  
Raina Moulian, Alaska Department of Education & Early Development  
Darin Nielsen, Assistant Superintendent of Student Learning, Utah State Board of Education  
Scott Norton, Council of Chief State School Officers (CCSSO)  
Tami Pyfer, UNITE  
Renee Savoie, Connecticut State Department of Education  
Roger Sheffield, Alabama Department of Education  
Michael Sibley, Director of Communications, Alabama State Department of Education  
Michael Slattery, NAEP Web/Technology Development Operations and Maintenance  
(WTDOM)  
Christy Talbot, American Educational Research Association (AERA)  
Allison Timberlake, Deputy Superintendent of Assessment and Accountability, Georgia  
Department of Education

**Thursday, May 12, 2022**

**Welcome**

Bev Perdue, Chair, called the session to order at 9:17 a.m. and welcomed the attendees to the May 12 – 13, 2022, National Assessment Governing Board (Governing Board or Board) quarterly meeting.

**Approval of May 2022 Agenda**

Perdue requested a motion for approval of the May 2022 agenda. Alice Peisch moved to accept the agenda. The motion was seconded then passed unanimously.

**Approval of March 2022 Minutes**

Perdue requested a motion for approval of the March 2022 minutes. The motion was made and seconded, then passed unanimously.

**Chair Remarks**

Perdue introduced the meeting by restating the three goals to fulfill the Board’s Congressional mandate, which she outlined at the November 2021 quarterly Board meeting: (1) inform the public and stakeholders about the Board’s efforts, (2) engage stakeholders in understanding and using the results of the Nation’s Report Card, and (3) innovate how the Board carries out its Congressional mandate.

Perdue provided an overview of the meeting agenda and encouraged Board members, especially those from the Reporting and Dissemination (R&D) Committee, to provide innovative ideas to improve how data results have been communicated in the past. More generally, Board and National Center for Education Statistics (NCES) staff members will make recommendations on the innovation priorities throughout the meeting.

Based on conversations with representatives from government, education, and philanthropy sectors, Perdue shared her belief that National Assessment of Education Progress (NAEP) can become more useful to policymakers. The Governing Board must provide objective information about the status, progress, and outcomes of America’s educational system, especially as the nation’s schools deal with learning loss from COVID-19. However, the Board cannot afford to ignore outcomes prior to the pandemic.

Perdue acknowledged the work of Lesley Muldoon, Executive Director of the Governing Board; Peggy Carr, Commissioner of NCES; and their respective staffs. She said the Board is grateful for the work they do, the leadership they provide the country, and the support they give to the Governing Board.

## **Executive Director Update**

Muldoon opened with appreciation of the Governing Board staff members. She acknowledged Angela Scott, Laura LoGerfo, and Munira Mwalimu for their leadership in transitioning from 29 years of in-person meetings to fully remote meetings to hybrid meetings. She also recognized the value for members and staff alike in attending four in-person meetings in a row.

Muldoon began by listing three topics for her presentation: (1) next steps in response to the recently published report, *A Pragmatic Future for NAEP* by the National Academies of Sciences, Engineering, and Medicine (NASEM), (2) recent stakeholder outreach, and (3) the Board's annual nominations campaign.

The NASEM report included 21 recommendations, primarily focused on the themes of increasing NAEP's transparency and efficiency as well as modernizing NAEP. Muldoon divided the themes into eight categories, with four categories designated as actions that the Board can address directly or indirectly and the other four categories left to NCES.

The first set of recommendations focused on the cost of the program. NASEM recommendations included the following:

- Develop clear, consistent, and complete descriptions of current spending on NAEP's major components;
- Commission an independent audit of the program management and decision-making processes and costs in the NAEP program; and
- Increase visibility and coherence of NAEP's research activities, including budget.

Muldoon shared the Board's next steps to address these recommendations:

- Starting with a Friday May 13 plenary session, NCES will hold a series of budget workshops for Board members to examine current NAEP spending. A second session is planned for the August 2022 quarterly Board meeting. The goal is for Board members to understand the NAEP budget more clearly and at a deeper level.
- Board staff summarized the Board's budget and expenditures over the last ten years, which Board members will review during the budget meeting. Muldoon plans to provide an annual update to the Executive Committee moving forward.
- The Board will hire a contractor to conduct a full, independent audit of the Governing Board financials covering the last five years. The goal is to have a firm under contract by September 30, 2022, with the expectation that the audit will take six months to complete and results will be available in the first quarter of 2023. The Executive Committee will be briefed on the results. Muldoon recommended that the Board make it a practice to conduct an audit every five years.

The second set of recommendations focused on structural changes to the main NAEP assessment and to the NAEP Long-Term Trend (LTT) assessment. Recommendations included:



- Prepare, plan, and budget for modernizing the LTT assessment into a digital format. The NASEM report also recommended that after the plan is developed, the Board and NCES consult with Congress about the future of the LTT assessment and its value relative to the main NAEP assessment.
- Work to achieve smaller and more frequent framework updates. Since the 1990s, the Board has voted to update the frameworks and has updated the assessments to align with the frameworks.
- Consider integrating subjects now assessed separately, such as reading and writing, or science and Technology and Engineering Literacy (TEL).

Muldoon shared the Board’s next steps and provided additional context:

- **LTT:** Muldoon explained that in 2018 the Board conducted an exercise to determine the importance of maintaining the LTT assessment. As a next step, the Board should determine whether to reconsider a 2018 Board decision to continue with a separate LTT assessment. Additionally, to provide valuable information in the Board’s decision-making process, the Assessment Development Committee (ADC) plans to document the LTT assessments by 2024.
- **Frameworks:** ADC has started to explore a new process for making smaller, more frequent changes to assessment frameworks. Sharyn Rosenberg drafted a paper that examines potential goals and important considerations for a change in processes and outlines concrete next steps for ADC. A preliminary discussion will take place at the ADC Committee meeting on Friday, May 13, 2022, leading to a series of white papers and expert panel discussions. The goal is for the Board to deliberate on recommended changes to the framework development processes in 2023.
- **Integrated Subjects:** The Board will consider whether and how content from the TEL Framework might be integrated with the NAEP Science during the 2022 – 2023 update. Board staff will prepare background documents to outline the important considerations around whether it is advisable to integrate any subjects. Depending on the outcome from deliberations about integrating subject matter, the Board may revisit previous decisions about updates to the Writing, U.S. History, and Civics assessment frameworks. One challenge to anticipate: NAEP legislation requires the Board to produce scores for reading but not for writing; consequently, an integration of the reading and writing assessments may require discussions with Congress about how to reconcile any legislative issues.

The NASEM report included a recommendation that more of the budget be committed to innovating NAEP analyses and reports. On Friday, May 13, the Reporting and Dissemination (R&D) Committee will discuss prioritizing innovative approaches to reporting and releases.

Muldoon emphasized that the Board has an opportunity to think creatively about reporting. The 2022 administration will provide objective information about how the pandemic shaped student achievement and allow comparisons across states and select districts.

The next recommendation centered on local test administration and comprised three parts:

1. Continue to develop a plan to administer NAEP using local school staff as proctors with online assessment delivery on local school computers, as well as tailored support for schools with limited resources;
2. Collect information about local devices and administration conditions while exploring statistical techniques to estimate differences between methods of administration; and
3. Review estimates of the potential savings possible from local administration.

Muldoon suggested the Board should continue to engage with stakeholders to understand the risks versus the rewards of a transition to reduced contact.

Muldoon explained that NCES has outlined its plans to transition to a reduced contact model where fewer field staff enter schools to conduct the NAEP administration. Although this may provide cost savings for NCES, there will be more burden on schools, which could erode good will for test administration. Muldoon suggested that Board members engage with stakeholders, specifically those in schools and districts, to learn the advantages and disadvantages of this transition. The Board will discuss in 2023 how this model will change NAEP for schools.

Muldoon paused to take reactions and questions from Board members.

Scott Marion commented that he understood the importance of increasing the relevance of reporting and asked for an example of what a high-quality or utilization focused NAEP report would look like. Muldoon replied that NASEM shared many principles but few specific suggestions. Tyler Cramer reminded the Board that the Committee on Standards, Design and Methodology (COSDAM) had analyzed the uses of NAEP in a past report, which he would distribute to Board members.

Rick Hanushek added that he is uncomfortable with the term “stakeholder,” especially when it is undefined. Often, it refers to the people in a school rather than to a broader audience. Hanushek sought clarity amidst this confusion.

Muldoon then described how the Board staff have organized conversations with different groups that represent state-level policymakers, such as the National Governors Association (NGA), Education Commission of the States (ECS), Council of Chief State School Officers (CCSSO), the Southern Regional Education Board (SREB), and the National Conference of State Legislators (NCSL), along with district-focused organizations such as the Council of the Great City Schools (CSCS). Muldoon appreciated that Board members participated in these engagement meetings.

These conversations informed organizations' leaders about NAEP trends prior to the pandemic as the groups prepare their constituents for the NAEP 2022 results. In return, the Board is learning from these leaders what they need to support their constituents when the 2022 NAEP results are released.

Muldoon shared some findings from these conversations. First, the leaders had limited understanding of the NAEP trend results from 2009 to 2019, which show (1) the highest- and lowest-performers are moving in opposite directions, and (2) the heterogeneity of the lowest-performing students. Thus, the release should communicate these trends as well as the most recent results. State leaders emphasized the need for more direct outreach and discussion with the Governing Board. However, given its small size, the Board's staff needs to determine how information can be shared with state leaders efficiently.

State leaders also want to better understand NAEP findings and how to use results to inform state policy. Neither the Board nor NCES can tell state leaders why scores change, however, they may help states find researchers who can address those questions.

Perdue invited questions.

Tonya Matthews responded that targeted regional meetings allow people to focus on NAEP and engage in conversation. She recommended that the Board consider segmenting information and releasing it in short, yet focused, formats. For example, a six-minute video on a particular aspect of NAEP could be developed for state leaders to review.

Matthews urged the Board to ask questions at convenings to help state leaders think about what they have implemented in their states, what the outcomes were, and how to move forward. This affords state leaders the opportunity to network and share lessons with each other.

Julia Rafal-Baer agreed with Matthews' comments, noting this as an opportunity to convene various policy making groups and state leaders. She suggested that a summit be held that includes governors and state leaders who attend as a team to discuss these issues. This would allow people with diverse expertise to share strategies and collaborate.

Muldoon concluded her presentation by providing an update on nominations. The Board has an unprecedented 10 positions up for appointment in 2023. The Nominations Committee asked the Board to start the outreach campaign early, so in June 2022, a web page heralding the outreach campaign will open on the Board's website. Muldoon told Board members to anticipate a survey the week of May 16 to gauge their preferences about assisting in the nominations outreach effort. Stephaan Harris will use the results of the survey to tailor resources and support for Board members who wish to participate in the campaign.

Perdue thanked Muldoon and remarked she was pleased with the NASEM responses from the Board and noted that meetings with groups around the country are important. She then turned to Commissioner Carr.

## **Commissioner Update**

Carr opened her update by noting that the School Pulse Panel survey, a monthly report supported by the American Rescue Plan, is underway. The report focuses on the impact of COVID-19 and includes multiple modules that toggle in and out of the survey so that NCES may collect data on one module one month, and another module the next month, and then follow up on that first module in a later month. Despite doubling the sample to ensure sufficient numbers, the school response rate was not strong, so Carr considers this data collection to be experimental. NCES even offered schools \$5,000 to participate and reduced the burden from two plus hours to approximately 30 minutes to encourage schools to participate. Yet the response rate remained relatively low.

NCES is building a dashboard, based on the NAEP Pulse Survey dashboard, to release and present these data quickly. Results from April 2022 will be available the week of May 16, 2022, and Carr gave a preview. Teachers expressed concern about academic standards and the lack of substitute teachers. Teachers and parents shared concerns about the social and emotional health of students and the academic progress of students given COVID-19. Parents also voiced concerns about the physical health and safety of their children.

Results from another School Pulse Survey module showed that job vacancies pose a problem in schools and school districts. Nearly 45 percent of schools reported problems with teacher vacancies, specifically among special education teachers (45 percent), general elementary teachers (31 percent), and substitute teachers (20 percent). In addition, 57 percent of the schools reported needing to re-assign teachers outside of their intended duties. Over half the vacancies were derived from resignations. Non-teaching position vacancies also were high. For example, 28 percent of the respondents reported problems with custodian vacancies. Carr noted that the Pulse Survey will be suspended during the summer to provide NCES an opportunity to address response rate issues, determine the modules for the remainder of the fiscal year, and secure funding to continue the survey.

Carr noted upcoming NCES reports, including one on state education expenditures. Currently, about 26 states report expenditures for districts. NCES asked districts to send their data directly, but this approach produces inaccurate data, so now NCES is requesting that all states provide this information. She also highlighted an upcoming report on adjusted cohort graduation rates, which has shown that the graduation rate continues to increase for Blacks and Hispanics.

NCES soon will be releasing a website on statistical indicators of equity, which addresses a recommendation from a 2018 National Academies' report. In addition, a follow-up of the National Teachers and Principal Survey will be released in fall 2022 and will focus on the use of technology to support students during COVID-19.

Upcoming NAEP releases include the Long-Term Trend results, which will be released in late summer. The main NAEP grade 4 and grade 8 reading and math assessments will be released

this fall. Questionnaire data completed by teachers and schools in 2021 will be released in spring 2023.

NCES is also reviewing the Integrated Postsecondary Education Data System (IPEDS) data and Common Core Data. On May 28, 2022, NCES will report to Congress on the condition of education. This year, the report will focus on education within the COVID-19 context and will include interactive graphics and features.

Carr then shifted to praising the NASEM report as bold and forward-thinking and expressing appreciation for the report's emphasis on partnerships, innovation, and equity. NCES plans to address the NASEM technical recommendations about improvements in design, program administration, and cost considerations. Specifically, NCES will commission an independent stress test and review of eNAEP (NAEP's digital assessment delivery platform) by the Digital Technology Panel (DTAC). DTAC, which currently comprises members from IBM and Google, will be revamped to include more assessment, technology, and cognitive science experts. This panel will run similarly to the Design and Analysis Committee (DAC) for NAEP. The recommendations from the DTAC will be important to ensure success when NCES goes into the field in 2024 to implement eNAEP in its full rendition.

Carr also discussed the recommendation about conducting a cost audit. Rather than an audit, Carr believes that a cost structure review is more appropriate. In a cost structure review, experts evaluate the efficiency of the designs to implement large-scale assessments, including the contract structure. For example, experts can evaluate whether the provider is paying too much for item development or if they can improve the field test. A draft statement of work will be released for review and public comment in the spring.

NASEM also authored a report about NCES more generally, which urged NCES to develop a strategic plan for the future. The authors provided a clear roadmap on how to do so by breaking down tasks into six- and 12-month increments. The report also talks about leveraging the Evidence Act and using data outside of NCES. Carr emphasized Chapter 2, which focuses on diversity, equity, inclusion, and access.

Carr concluded by discussing international assessments. She said that she and Mark Schneider, director of the Institute of Education Sciences (IES), have pushed the Programme for International Student Assessment (PISA) to move from a three-year periodicity to a four-year periodicity. If it comes to fruition, the four-year periodicity will begin in 2029. They also have been pushing for a separate line item in the PISA budget for research and development, which an independent technical panel would oversee.

Carr and Schneider also have recommended moving PISA beyond age 15 to develop a vocational education training assessment. Carr deems this important to reflect interest in thinking beyond compulsory education.

Perdue invited comments or questions from Board members.

Schneider emphasized the importance of establishing a separate research and development budget line, which is necessary for any large-scale assessment program, and he hopes Congress will approve it. He believes the Office of Management and Budget (OMB) is willing to set up a separate fund for the apportionment, but the Board needs to decide whether they need it and the amount to be funded.

Schneider added that he had participated in conversations about essential NAEP additions, including the extent to which NAEP should be engaged in skills assessment. Even if NAEP is not the correct vehicle for a vocational skills assessment, there needs to be a discussion about how to assess those skills, perhaps the Programme for the International Assessment of Adult Competencies (PIAAC), which is an adult assessment.

Reginald McGregor asked Carr to clarify what periodicity means.

Carr explained that when PISA was enacted, its mandate indicated that the periodicity for the implementation of the data collection would be every three years. The problem is that three years is not enough time to collect the data, process the data, and interpret the data before the data collection cycle begins again. Additionally, PISA continues to push for innovative domains that do not have time to develop within a three-year period. The Organization for Economic Cooperation and Development (OECD) countries, which include NCES as the U.S. representative, led the push for more time to conduct research and development on both the innovative domains and the core data collection. If the change occurs, data will be collected every four years, rather than every three years, in reading, math, and science.

Carey Wright commented that she dislikes the phrase “vocational education” to describe the assessment content. Vocational education was a term in the 1950s, 60s, and 70s and no longer means the same thing as it does today, which is career and technical education.

Russ Whitehurst referred to Carr’s slide about the NASEM report recommendation for NCES to set its own priorities. As a former director of IES, Whitehurst asked how that would work in practice since the director has authority in setting priorities but an appointed board reviews and approves the director’s priorities. He asked if Carr had thought about what it means to set priorities independently in a federal agency.

Carr clarified that the NASEM report’s authors understand that NCES cannot do everything due to a lack of financial and human resources. The report recommends that NCES review and prioritize their activities to become more efficient, with greater impact given extant resources. To do this well, NCES needs to work with and be supported by IES and the Department of Education (ED). She interprets the recommendation as encouraging collaboration among NCES, IES, and ED to evaluate priorities.

Whitehurst sees a difference between more collaboration among the departments (e.g., OMB, ED, NCES, and IES) and NCES’ greater autonomy. He believes the language in the report advocates for NCES exercising more independence. He recommends using softer language to

avoid a turf battle among the entities that determine how limited funds should be allocated across political priorities.

Carr emphasized her priority to focus on the center's mission.

Patrick Kelly referred to the teacher shortage data reported from the School Pulse Survey. He is fearful that policymakers will assume instructional shortages are over because schools are open, without understanding that there is still disruption because of the teacher shortage. Kelly asked how the data shared in the Pulse Survey, which show the impact of the teacher shortage, can be shared with policymakers. Although it has been published in *Education Week*, Kelly is concerned that even those articles are not reaching the people who need to be aware of the severity of the problem.

Carr shared that she briefs the White House, the Secretary of Education's office, and senior staff at ED every time data are released. Representatives from the Centers for Disease Control and Prevention (CDC) and the U.S. Department of Health and Human Services (HHS) also attend sometimes to learn the data, but dissemination is a challenge because NCES does not have unlimited resources. NCES provides the data on an interactive website and disseminates press releases, but a more concerted effort is needed to address Kelly's concern.

Schneider added that dissemination is a problem for the Board, IES, and NCES. Neither NCES nor IES advertise themselves. They spend time and money on outreach activities, but they struggle to disseminate the information to multiple groups. IES has hired McKinsey to assist them, and they are in discussions about which groups to engage and how to do so. Perdue recommended starting with the superintendent, principals, teachers, and parent/teacher organizations.

Schneider added that the innovations that the NAEP and Governing Board are prioritizing for the next 12 to 18 months, which include outreach prioritization, may lead to quicker conduits for dissemination.

### **Joint Staff Proposed Approaches to Innovation**

Muldoon began the next presentation noting that the Board members would have time to discuss innovation during their committee meetings on May 13, 2022. After the March 2022 quarterly Board meeting, she and Carr, along with their respective staffs, discussed broad ideas for program innovation and developed a draft NAEP Innovations Plan for the Board's consideration. On May 11, 2022, they met with the Executive Committee in a working session to discuss the plan.

Muldoon and Carr shared activities from the Innovations Plan, which include structural changes and innovations. Some of the structural changes must take place before certain innovations can be implemented. Structural changes include the next generation of eNAEP, moving eNAEP online, and transitioning to online assessment administration. Moving NAEP online is not

innovation in itself; however, is a necessary step for eventually moving towards device-agnostic administration. Muldoon added that planned structural changes will ideally help create more efficiency while the Board and NCES continue to pursue innovations.

Muldoon said the purpose of today's session is to collect Board input on innovation priorities for 2022, 2023 priorities, and what to include beyond 2023.

For 2022, proposed activities include: (1) complete independent e-NAEP stress test, (2) administer online NAEP, (3) hold innovation symposium, (4) address stakeholder needs, (5) commission cost reviews, (6) support research and development allocation, and (7) advance equity. All these activities are dependent upon the NAEP budget and allocations of funding for research and development.

Muldoon discussed first initiatives to advance equity. During the March 2022 quarterly Board meeting, Board members met in small groups to discuss potential ways to think about equity within the science framework. Although NAEP has always adhered to best practices regarding fairness, there is increasing consensus in the field that equity requires further consideration. In March, Board members expressed a desire to define equity in the context of NAEP. To accomplish this, the Board expects to hold small virtual roundtable sessions with experts representing a variety of perspectives to suggest how to approach developing a definition. Next, it is anticipated a plenary session will be held at an upcoming Board meeting, with input from external experts, to address the issue as a full Board. The intent is that the Board would be ready to adopt a definition of equity in the context of NAEP by the spring of 2023. Following the identification of a definition, the Board will consider how equity could be enhanced throughout the stages of the assessment process.

Carr next discussed transitioning to administering NAEP online. She explained that NCES recently concluded a proof-of-concept study for online eNAEP and will conduct a field test in 2023. The focus of 2022 includes an independent stress test of the next generation of eNAEP, which is vital for moving NAEP online.

Carr discussed a planned innovations symposium. The first symposium occurred in 2011 based on a recommendation from the future of NAEP planning activity, but COVID had prevented its re-occurrence. She invited the Board to present topics of interest for future symposia.

Muldoon next discussed stakeholder needs as they pertain to the Innovations Plan. She shared that the Executive Committee recommended the Board think beyond state policy groups and consider what additional educational organizations and influencers could benefit from learning more about the importance of NAEP.

Next, Muldoon turned to the need for research and development funding. She expressed the need for the Board, NCES, and IES to collaborate in securing funding that will allow for the implementation of the innovations that the Board and NCES think are important for the program. Carr added that Congress and stakeholders in the Department of Education seem amenable to the



need for separate research and development funding. She clarified the separate line would be for innovative research and development as opposed to the operational research and development already embedded in the budget. The Board will need to explain the differences to justify the additional funds.

Marty West pointed out that the President's budget for NAEP only included a lump sum rather than a separate line for research and development. He suggested that the Board start a conversation with Congress soon to describe this request.

Schneider suggested a short-term solution that could evolve into a longer-term solution if Congress would not act. OMB is willing to designate a portion of the current budget for research and development activities. Although not legislative language, OMB could set aside a separate budget line only for research and development activities, which could be implemented immediately while pending Congressional action.

Hanushek asked if identifying research and development as a separate line item jeopardizes future funding if attempts are made to cut the budget. He inquired if the OMB solution might be a better long-term solution.

Schneider said there is a compelling case for research and development now so we should take advantage of the legislative interest before interest dissipates.

Whitehurst commented that it is hard to sell intangibles to Congress. He recommended describing what research and development would accomplish, including explanations of the benefits to taxpayers, Congress, and schools. Muldoon responded that one outcome of this Board meeting is to prioritize future innovations so NCES can develop preliminary cost estimates to support specific budget requests.

Muldoon continued by asking the Board to consider whether the ideas included in the Innovations Plan were placed in the right years. She presented the planned 2023 priorities as: (1) reduced-contact administration, (2) two-subject adaptive design, (3) updated assessment framework policy, and (4) a refined socioeconomic status (SES) measure.

Carr added that in 2023, NCES will field-test online NAEP and device-agnostic NAEP. With online NAEP, some schools will be randomly assigned to the online version while other schools will continue with assessments pre-loaded to Surface Pro tablets. The study will compare the two types of administration to determine what, if any, differences resulted. NCES also will study differences between devices, such as Surface Pros versus Chromebooks. The goal is to make the NAEP administration experience appear the same to the students taking the assessment, so trends and performance are not impacted.

Suzanne Lane asked about the type of experts included, and whether Board members could be considered experts at the symposiums. Carr said that Board members had spoken at past symposiums. Typically, invited participants have a history of published research and are well

known in the field. For instance, in a previous symposium, gaming experts not only worked in the gaming community, but also had applied their specialized knowledge to the assessment world using tools familiar to schools.

Muldoon noted the Board's support of the research and development allocation for innovations will be informed by 2022 Board discussions of priorities and may benefit from Board outreach to support the effort. Next, she indicated that advancements in equity, including a Board definition in the context of NAEP, will also be informed by Board discussions and decisions made during 2022 and into early 2023. Lastly, she summarized that the Executive Committee and Reporting and Dissemination Committee will collaborate to consider stakeholder needs.

Carr next discussed defining new socioeconomic status (SES) measures, which NCES has worked on for over 10 years. NCES is using geospatial and census data to identify SES indicators at the student level that can be aggregated to the school level. NCES needs to work closely with districts to develop the tool, which is now being refined and validated. Between 12 and 15 states have volunteered to pilot this project. NCES is also seeking income information from the Internal Revenue Service (IRS) to inform an SES measure. Statistical agencies assume that anyone can access the data under the required circumstances of confidentiality and protection; Carr will keep the Board informed of developments.

Muldoon reported that the ADC Committee will discuss the updated assessment framework policy and bring an updated policy to the Board in 2023 for review and action. There are various considerations to the policy ranging from making incremental framework updates to dramatic changes to the program and how current operations work. Prior Board discussions revealed that Board members wanted increased transparency as well as more stakeholder input in the framework process. ADC will weigh Board priorities, NCES' operational responsibilities, and how to make the policy as efficient and effective as possible while maintaining quality.

Lane suggested members of COSDAM and ADC jointly discuss at a later time how the updated assessment and framework policy could affect the current efforts in updating achievement level descriptors.

Carr next explained two-subject design and adaptive testing for NAEP. Currently, each sampled student is assessed on one subject. In a two-subject design, students take assessments for two subjects (e.g., math and reading). This change would reduce the sample size and number of schools required, resulting in cost-savings. Carr added that two-subject design and adaptive testing will alter the student test experience, and NCES will collect data to understand the impact of these changes.

As an additional cost-savings measure, NCES is considering how to reduce the number of staff sent to schools for NAEP administration. In 2023, the NAEP team entering the school will be reduced by one person. Carr predicts that there will be further on-site staff reductions in 2024, but she anticipates the need to be flexible to address the differing needs of schools.

Muldoon added that the two-subject design and adaptive testing are operational structural changes for NAEP. Both can change the assessment experience for students, and adaptive testing also has potential implications for item development. The Board needs to consider policy implications and provide guidance on these changes in advance of the next NAEP contract award, set for 2024.

In conclusion, Muldoon opened discussion to consider the proposed activities in the future of NAEP re-imagined. She shared key priorities for consideration for the period beyond 2023.

One of the priorities identified was NAEP for Schools. Carr described this as akin to PISA for Schools or the Trends in International Mathematics and Science Study for Schools (TIMSS). NAEP for Schools would include non-secured NAEP assessment items with content from the NAEP frameworks for reading, math, and science. The items would be developed from that framework and scaled with the main assessment to provide school-level NAEP scores. Schools could request it as an added activity.

Another potential option for the NAEP includes developing a Market Basket NAEP. A Market Basket NAEP would include NAEP items and would provide scores on the NAEP scale. This could potentially be offered to students not in a traditional school setting, including remote students.

Carr next discussed the NAEP pulse survey priority. A NAEP pulse survey was administered during the 2021 – 2022 school year and could be an option in the future. A pulse survey is a quick way to gather information through the NAEP infrastructure.

Carr then highlighted the geospatial work in defining a new measure for SES and shared various ideas on how long-term trend might be reconsidered. She also noted an abundance of NAEP process data that could be collected for diagnostic purposes, and decisions need to be made on what and how to collect and analyze data.

Lastly, Carr described considerations for new interactive tasks on the NAEP assessments. Interactive tasks, permitted by advancements in technology, may help assess student achievement in new ways. NCES is still early in its thinking about what these would look like, and any new task type would need to be thoroughly evaluated.

Perdue ended the session by stating that Board members would have an opportunity to make comments and ask questions about this presentation later in the afternoon.

The May 12, 2022, Governing Board meeting recessed at 11:27 a.m. and reconvened at 11:46 a.m.

### **State Perspectives on Opportunities for NAEP to Innovate**

Perdue opened the next session by reminding the Board members about the importance of innovation. She reiterated that Muldoon and Carr had placed a priority on relevance and utility.

Relevance is important for the schools and districts whose participation makes NAEP possible; utility is important for the state and district leaders for whom NAEP is a key tool to monitor progress. She then introduced the state leaders who were tasked with discussing how they use NAEP. The panelists, who joined remotely, included Kirsten Baesler, Superintendent of Public Instruction in North Dakota and the President-elect of CCSSO; Angelica Infante-Green, Commissioner of Education in Rhode Island; Darin Nelson, Assistant Superintendent of Student Learning for the Utah Board of Education; Michael Sibley, Director of Communications at the Alabama State Department of Education and Chair of the Board's State Policy Taskforce; and Allison Timberlake, Deputy Superintendent of Assessment and Accountability for the Georgia State Department of Education. After explaining that the Board members will be able to ask questions after the panelists' presentations, Perdue asked Baesler to speak first.

Baesler, speaking from Bismarck, North Dakota, explained she had been elected the State Chief of Education in North Dakota in 2012 and has continued to serve in this role for three-terms. Prior to becoming State Chief, she had a 24-year career in K-12 education in a variety of positions including paraprofessional, building principal, district administrator, and school board president. Through these positions, she became engaged with NAEP scores. To prepare her remarks, Baesler reflected on how she had interacted with, and been influenced by, NAEP as an educator, parent, local school Board member, and as a student who had taken the NAEP. Having such a long history with NAEP emphasized the longevity, consistency, and continuity of NAEP. Baesler anticipates that NAEP will continue to grow in importance and value. She is grateful to the Board for having the vision and fortitude to stay the course, to embrace a journey of improvement, and to seek out the constituents to ask how NAEP can improve.

North Dakota strives to make the state assessment more relevant and more valuable to education constituency groups. There is a growing understanding that different assessments are designed for different purposes. As a state leader, Baesler's goal is to hold the state accountable and to make North Dakota competitive with any other state in the nation.

Because North Dakota does not have term limits for elected state leaders, some of the leaders have seen NAEP results for decades and will ask how North Dakota students are currently doing on the assessment. NAEP provides an opportunity for the leaders to determine where they need to improve and which subgroups need more resources. Classroom teachers may not rely on NAEP results, but state leaders must.

Infante-Green presented next. She has served as Commissioner of Education in Rhode Island for three years. In Rhode Island, NAEP results are shared with lawmakers and districts. Infante-Green noted that the state had not shared NAEP results with parents, which she hopes to change. She would like to triangulate NAEP scores, state scores, and interim assessments, but it currently is difficult to do. Infante-Green recommended that the Board share case studies of places that have made improvements so that NAEP results can drive improvement. Understanding policies and reforms in states that have shown improvement would be helpful to other state leaders.

Governors should be encouraged to understand what NAEP means to determine where support and funding are needed. She said that resources about how to communicate results effectively to parents would be useful.

Nielson then spoke about NAEP in Utah. In Utah, the assessments have changed based on legislative priorities. The core standards in the state regularly undergo revisions, so NAEP is critical for longitudinal comparisons within Utah's own assessment system. He said that NAEP provides the yardstick to help leaders recalibrate as they implement their standard setting processes with the new standards and assessment systems. In addition, NAEP continues to provide a longitudinal data service across an extended period. NAEP also allows state education leaders to compare their achievement levels and progress to those of other states.

Nielson agreed with Infante-Green's suggestion that learning about policy decisions being made at the state and federal level, and the outcomes of those decisions, would be helpful. Although NAEP is not designed to be instructionally sensitive, states can use NAEP results after changes in instruction to determine if student achievement has also changed based on the longitudinal results from NAEP. Utah reports NAEP results, as they relate to state objectives and goals on the fourth and eighth grade assessments, to the state legislature. Nielson also explained that the Utah Governor's Education Taskforce uses NAEP data in a strategic way to govern and inform policy decisions.

According to Nielson, NAEP participation is a limitation of the assessment in Utah. They are concerned that students who are enrolled in virtual schools or students who are home schooled are not represented on the test. At the high school level, there is concern that the assessment is not relevant. He suggested including a school or local education agency reporting function to make NAEP more relevant to districts and schools and encourage greater participation in the assessment.

Nielson emphasized how important NAEP is to state policymakers. He reiterated previous points about the importance of sharing information across states and, in particular, how policy changes impact student achievement. Nielson's final suggestion was for the Department of Education to adapt NAEP's sampling model more widely if Congress reauthorized the Elementary and Secondary School Act (ESSA) to allow states to do sampling assessments for accountability purposes.

Sibley continued the conversation by sharing his experience over the past 18 years in Alabama. Alabama aligns state standards and curriculum with NAEP standards and ensures the rigor of the state assessments are on par with NAEP. Sibley explained that Alabama has long been ranked low on NAEP among the states; however, Alabama has recently made some of the highest gains. Alabama mapped state proficiency standards in 2019 on reading and mathematics to see how they matched NAEP frameworks and found more alignment than expected.

Sibley's recommended building relationships with education leaders in states to ensure that they understand NAEP. Alabama's state superintendent communicates with district superintendents and school principals to ensure they are aware of the NAEP's value. For example, each principal administering NAEP receives a letter from the state superintendent and participates in a webinar focused on NAEP's importance.

Sibley urged NCES to release more retired NAEP questions, as teachers use them for practice. In Alabama, the state leadership distributed a document to parents about NAEP, and Sibley suggested that the Board provide templates that states can customize to provide information to various target audiences. Other recommendations included revising "Take NAEP Now" to make it more user-friendly and provide better talking points on the sampling process. Improving the overall NAEP experience for students would also be helpful, according to Sibley. He has observed students taking NAEP in a noisy environment, so he believes ensuring better quality testing environments would be beneficial.

Timberlake ended the panel discussion session by first remarking that Georgia has a general problem with understanding assessments and the role they should play in the educational process. Negative publicity about testing emerges to the point where some stakeholders completely dismiss assessment results. Timberlake believes that a balanced system of assessments serves many purposes, and NAEP is a vital component of that system, especially for state leaders and policymakers. However, she spends most of her days explaining why assessments are important, even to legislators and to policymakers. She asked the Board to help enhance the understanding of assessments and to restore the reputation of assessments and their role in education.

Currently, Timberlake uses NAEP to monitor overall student progress, especially as state assessments change every few years. She also uses NAEP in conversations with policymakers about how to address student performance. In her department, NAEP is used to examine trends and to plan programs and policies. Curriculum and instruction staff members use NAEP results and the frameworks to support instruction throughout the state. According to Timberlake, the teacher questionnaires provide great insight into teacher practices while aggregated results provide opportunities to see what is working well and what has not worked well.

During the pandemic, Georgia was unable to collect data on instructional models, so NAEP data were used to compare what they were doing with other states.

Timberlake also emphasized the importance of NAEP mapping its studies to state standards. About a decade ago, her office used NAEP to argue that Georgia state assessments were not sufficiently rigorous. All students were scoring above average, but there was a significant gap between student performance on the state assessments and on NAEP. The Georgia Department of Education utilized NAEP data in their standard setting process as a benchmark to ensure the expectations set for students aligned with those set by NAEP. Timberlake shared that the Georgia standards currently match *NAEP Basic* and have since 2015.

Thinking about the future of NAEP, Timberlake hopes the core features of NAEP remain unchanged, including the longitudinal comparisons within the state, comparisons across the states, mapping activities, and contextual information collected by NAEP. Because NAEP is not a high-stakes accountability measure, she suggested that the Board use this opportunity to innovate NAEP to push the field of assessment forward, to try new ways of assessing students, and to provide a possible model for future state assessments. However, Timberlake emphasized the need to focus on communication, so that all stakeholders understand the importance of the results and how to interpret and use them.

Perdue started the Q&A session by asking the panelists if they had specific ideas on how to convince people in their states that NAEP and NAEP outcomes are relevant. Thinking about the fall 2022 results, Perdue asked what the governors' offices and state legislators need to understand and communicate about the 2022 results.

Baesler responded that states needed to be honest on their state assessments. North Dakota reports both the NAEP results and state assessment results via a dashboard so legislators can see how closely the state assessments align to NAEP. She recommended the Board create a report that shows how well individual state assessments align to the NAEP scores. Baesler added that state education agencies need messaging support to explain why NAEP is important. When Baesler speaks to legislators and stakeholders, she would like to have a 30-second NAEP elevator speech and readily accessible additional talking points to use.

Marion asked if the focus at the policymaker level is simply on rankings or if policymakers were interested in more nuanced information as well.

Sibley said that he thinks using a state's data internally is most effective. For example, states need to know how the top 10 percent of the students differ from the bottom 10 percent. Understanding what is happening with the bottom 10 percent is critical because averages can mask what is happening within this group of students. This will help determine what type of targeted instruction is needed—and which students need the targeted instruction the most. Understanding the top and bottom 10 percent of students is more important than simply comparing one state to other states.

Infante-Green added that although ranking is important, it would be helpful to have a data page that shows where states have improved and an anecdote about how they improved. Additionally, looking at subgroups and asking the state what they are doing to encourage improvement would be useful. Infante-Green also suggested analysis by region. For example, the northeastern states work closely together and have many commonalities, so understanding why one state changed and another one did not is critical. Infante-Green underscored the importance of educators having timely access to this data to implement positive changes in the classroom.

Nielson complimented the Board on the reporting function provided on the Nation's Report Card website but noted that policymakers have limited time to explore this data in detail. For Neilson,

NAEP allows policymakers to determine where to focus limited resources and how to measure the impact of resources that have been applied in previous years due to legislative or policy decisions. Neilson said he uses [honestygap.org](http://honestygap.org), which allows him to see how Utah's state assessments compare to NAEP.

Baesler agreed that NAEP should be used as a tool to measure states against themselves to determine how they are improving. However, the first question North Dakota state legislators ask is how their state performed on the NAEP ranking. Because North Dakota is a small rural state, NAEP results are used to make a case for increased funding to subgroups.

Timberlake explained that Georgia tends to shy away from national initiatives. They use NAEP to ensure that they are aligned with the rest of the nation but having deep conversations with state legislators about the use of NAEP is a challenge.

Cramer asked the panelists three questions. First, would they find it helpful to consider students who have only been in a school or district for a brief time as a subgroup, so that students who have not received specific educational inputs would not skew the results? Second, to what extent are state assessment data systems interoperable with the NAEP data system? Third, how can the Board enhance literacy assessment?

Regarding the first question, Timberlake said the issue of student mobility is not often discussed in relation to NAEP. However, it does come up when graduation rates are discussed, so there may be an interest in it. Timberlake added she struggles with the assessment literacy question and does not have suggestions other than to provide materials and communicate more directly with legislators and the governor's office.

Sibley added that there may be interest in differentiating students based on their experience in the state. People will use sample size as an excuse for why a particular subgroup did not do well, so Sibley suggested having a broader sample size to depict student performance more accurately.

Nielson commented that staff had not raised any concerns or issues about accessing or utilizing the dataset that the state received. He also has experienced challenges with assessment literacy. However, he views training around literacy assessment as an intensive endeavor and had not thought of the Board being involved in enhancing state literacy assessments.

Lane asked the panelists to provide examples of how information could be reported better to different users. She also asked how NAEP might be used as a model to assess students—and how the Board could assist.

Neilson reiterated that he would like the Department of Education to explore whether the matrix sampling model that NAEP employs could be used to meet ESSA accountability requirements. He argued this would provide teachers with assessments that are designed with a specific purpose and are instructionally sensitive, while helping them to make better curriculum decisions.



Baesler added that it would be helpful for the Board to provide materials that explain why the 2022 results may be different from past results and identify potential causes of differing results. The Board also could explain national trends that focus on increasing and decreasing gaps, especially in the context of COVID-19. Baesler is interested in learning if the results were what was expected had there not been a delay of the NAEP from 2021 to 2022.

West asked if the panelists saw assessments outside of the fourth and eighth grade reading and math assessments playing a role in their decision-making. If the assessments are irrelevant due to the absence of state data, West asked how much appetite is there for broadening the number of subjects that receive reported results at the state level?

Baesler said she is passionate about civics education data. In North Dakota, passing a civics exam for graduation became a basic requirement in 2013. The goal was to help students become responsible, media literate, and engaged citizens within their communities. However, Baesler said that she does not know if that policy change had any impact on students graduating. She would support expanding state-by-state comparisons for civics.

Ron Reynolds asked if there were any contextual variables the panelists would like to see added to NAEP and if there were any deeper dives that they would like to make with the data that they are unable to make now.

Timberlake responded that mode of instruction is an important contextual variable, especially coming out of the pandemic.

Kelly told the panelists that in light of revising the NAEP Science framework, the Board is struggling with how much priority should be given to trend. As consumers of NAEP, he asked how they would use data that broke trend, given the changes made to the science discipline over the course of the last decade.

Timberlake said that with the focus on math and reading, she believed that breaking trend with science would not be a significant problem. Because the standards have shifted, it may be necessary to break trend to shift that assessment and create a new trend going forward.

Nielsen agreed with Timberlake and said that on a continuum of maintaining trend, science would be much lower than math or reading.

Sibley argued from a communications perspective, there is not much focus on science. Communications focuses on getting the public to understand fourth and eighth grade reading and math results.

Marion asked what type of focus states place on students performing below *NAEP Basic* or whether the attention is more on students scoring *NAEP Basic* and *NAEP Proficient*. In addition, Marion asked what kind of information about basic scoring would be important to them.

Timberlake explained Georgia focuses on students scoring within *NAEP Basic* to *NAEP Proficient*. She agreed that understanding more about students in the below *NAEP Basic* categories would be important to moving these students ahead. She noted that Georgia has struggled to move the needle on NAEP despite implementing different policies and initiatives.

Baesler said that North Dakota is similar with a focus on students who score *NAEP Proficient* and *NAEP Advanced*. The state education agency (SEA) wants to focus on students scoring below basic, but it is hard to change the focus of the conversation. Additional information on how to address students in the below basic category would be a huge asset to the SEA.

Sibley pointed out that perspective is also important. The difference between a state ranked 50th and a state ranked 49th may be attributable to students falling in the *NAEP Basic* and below *NAEP Basic* categories. Moving students out of the bottom 10 percent may bump up a state's ranking. Using that example to frame the discussion may help states change the narrative.

Nielson pointed out that it is difficult to talk about students who are below proficient because individual student data is not provided.

Lane asked the panelists how they use the NAEP proficiency level and achievement level descriptions (ALDs) as compared to the state assessments? Do they use NAEP for comparison purposes to look at the percentage of students at different achievement levels, for example?

Sibley explained that NAEP is the only longitudinal assessment that a state may have. Alabama just finished the first year of the new state assessment, so those data results are still being validated. Because of that, NAEP is the only assessment data that they can trust for a couple of years. Baesler responded that North Dakota used NAEP data similarly for the longitudinal value. North Dakota also refers to NAEP as they create the standard setting process for the state assessment to ensure alignment.

In response to a question from Miller about defining stakeholders, Baesler said that each leader may have different stakeholders. For her, it is the governor, state legislators, and state education chiefs. As a former principal and board president, she does not think it is necessary for teachers to spend the time needed to become literate on the NAEP assessment. Nielson agreed that the purpose of NAEP is to inform policymakers. However, because the assessment is administered in classrooms of students, messages need to be provided to all those who participate and contribute to NAEP. There needs to be different messages sent to different parties who are engaged in the process. It starts with superintendents contacting the school principals who then inform the participating teachers. Teachers need to understand the importance of the assessment, and teachers then need to encourage students to do their best. Similarly, parents need to know why it is important for their children take the NAEP.

Sibley agreed that policymakers and legislators are the most important stakeholders, but the media also needs to be informed because they are the ones summarizing the results for the public.

In closing, Sibley emphasized that the release of the 2022 results provides the Board with an opportunity to reset the narrative. They can emphasize the disruption in educational delivery services because of COVID-19, how educators overcame the disruption, and the subsequent impact on educational services. Timberlake and Baesler thanked the Board for the opportunity to speak and for their partnership.

The May 12, 2022, Governing Board meeting recessed at 1:30 p.m., and reconvened at 1:49 p.m.

### **Plans for Reporting NAEP 2022**

Perdue introduced Dan McGrath, Acting Associate Commissioner, Assessment Division, at NCES.

McGrath first described the status of the NAEP 2022 administration. NCES currently is in the analysis stage for the LTT. Final weights will be created by June 2022 and scores are anticipated by early July 2022. The next step will be a brief report that shows the highlights of the analysis, which is anticipated to be available by August 2022.

The 2022 NAEP Reading and Mathematics assessments are currently being scored and should be ready for analysis by the end of May 2022. Weighted scores should be available in late July, and the anticipated report is scheduled for completion by September 2022 with a possible release date in October 2022.

By December 2022, NCES expects a report will be available that links the 2021 school experiences as collected from the COVID questionnaires with the 2022 results.

Next, McGrath described measures of data quality and comparability: response rates, the effects of an extended testing window, refusal rates, student ages, exclusion rates, grade levels of students, sampled remote students, and protocols for COVID such as masking. Preliminary results show that exclusion rates, which primarily include students with disabilities, English learners, or students who learn remotely, were relatively low and similar to the 2019 administration for the nation, states, and Trial Urban District Assessments (TUDAs).

The 2022 NAEP had a longer administration window, raising concern that the longer window could impact the extent to which the 2022 administration would be comparable to past years. However, preliminary data show only a small percentage were assessed later in 2022 than in 2019, and most of those were makeup sessions.

Retention rates were a concern, but data show that breakout by age of students is similar to 2019 and previous administrations in grades 4 and 8. For the LTT, the breakout of students in third grade or below (versus fourth grade) also was like 2020.

NCES found that masking varied by state; 21 states had fewer than 50 percent of schools requiring student masking.

McGrath reported that response rates also resembled the 2019 response rate. Each grade and subject had school response rates of approximately 85 percent, which exceeds the NCES threshold of response for reporting. Private schools and Catholic schools were lower, but that is typical. There should be sufficient sample to report NAEP scores by Catholic schools, but not by private schools.

Overall, student absences accounted for a higher student non-response rate, but NCES is seeing an increase in parental refusal as well. Hanushek asked McGrath to define absence. McGrath defined it as a student absent from school. Hanushek clarified that the student could be registered at the school, but not show up on the test day. McGrath agreed and explained that they had a concern about the participation of remote students or students who are registered but only attend remotely. However, they found that those students constituted less than one percent. Additionally, NCES is surveying the NAEP state coordinators to learn the extent to which states are using virtual academies and to what extent students are attending virtual academies.

McGrath explained that NCES staff have reviewed state websites to learn if states are changing retention policies, particularly between third and fourth grade. Board member Carey Wright clarified the issue in her state. For example, if a student failed the third-grade assessment, there was a one-year waiver in 2021 that the student could still be promoted. That waiver does not apply in 2022. So, if a third-grade student does not pass the third-grade assessment and does not meet a good cause exemption, the student must be retained.

McGrath told the Board members that NCES will continue to examine the data and determine if the data will be published, or if some of the data will need to be adjusted and not published. Some data will go into report cards while other data will be used only to provide context to understand differences between 2022 and 2019. NCES will examine the population sizes and demographics at the national and local levels to determine if the data meet NCES expectations and is comparable to 2019 data.

NCES also collects data to analyze student engagement. First, are students skipping questions or omitting responses? Second, are participants completing the entire assessment and survey? Students will complete a survey that asks them questions about their level of effort and self-efficacy. If NCES finds a difference between self-efficacy and performance, then there may be an issue with the data.

Process data also will address these questions. For example, these process data will allow NCES to analyze whether students raced through the assessment in five minutes and then stared at the computer for another 25 minutes. NCES also can observe patterns of tool usage. For instance, if a question requires a calculator, NCES can assess the extent to which students used the online calculator. In addition, data are available for NCES to learn how much time students spend on

reading passages and how often they shift attention between the reading passage and the questions.

McGrath shared items from the questionnaires. Students were asked “During the last school year, did you ever attend school from home or somewhere else outside of school because of the COVID-19 outbreak?” Another example was “How difficult or easy was it for you to learn while attending school from home or somewhere else outside of school?”

The teacher questionnaire asks teachers about their instructional practices, how prepared they were for remote learning, and their self-efficacy in relation to remote teaching. Teachers were asked, “So far in this school year, how confident do you feel (1) teaching your fourth-grade students and (2) addressing gaps between students’ knowledge/skills and achievement standards that may have occurred due to the COVID-19 outbreak and related school closures?”

McGrath anticipates NAEP state and TUDA Pre-Release workshops will be held in October. These are typically attended by state coordinators, communications directors, assessment directors, and curriculum specialists. There also will be targeted support for states and districts, including one-on-one communications sessions, a NAEP content session for curriculum specialists, access to NAEP analysts, and plenary sessions to share views on results.

In summary, LTT highlights should be available in August 2022, which will be shared at the August quarterly Board meeting. Then, in September, there will be a debrief on the Main NAEP results and the R&D Committee will review the report card. The goal is to have the commissioner sign off at the end of September 2022.

Perdue opened the session to questions.

Hanushek asked if McGrath had a sense of how much preparation educators invested in NAEP this year and the importance of that effort. He referred to Sibley’s presentation and Alabama’s strategy on preparing students for the NAEP test, and he asked if McGrath thought it was important.

McGrath replied that a lack of effort by students can affect the results, however, data does not show a lot of disengagement. Carr concurred.

Hanushek added that PISA has a question about how seriously people take the assessment. Research suggests that determining the proportion of the survey the respondent completed is a measure of the effort that was used. He suggested that NAEP do something similar.

McGrath agreed that sounds effective, and Carr added that NCES looks at skip patterns across years. She also explained that an experimental study conducted a few years ago incentivized a group of students by offering them money if they tried hard to answer the questions. Results showed that even if students tried hard, but did not know the answers, they were not successful.

Marion commented that there would be no way to understand the effects of masking without conducting an experimental study, because masking is confounded with remote and non-remote instruction.

McGrath explained that the field administrators were asked to report how many students were masked during a testing session. It may be more useful and important to ask if the student felt comfortable in the testing environment. McGrath predicts that there would be testing differences between urban and rural schools. Carr referred to Sibley's earlier anecdote and the distractions in the testing environment. She clarified that the field administrators record adverse conditions in a testing center, and NCES includes that data.

Suzanne Lane asked if NCES disaggregated students into subgroups to look for differences between this administration and past administrations. She also asked if or when NCES analyzed engagement. In addition, Lane asked if NCES examines the data between achievement levels and student groups because she is not in favor of global statements about student groups behaving in a certain way.

McGrath reiterated they had not done any weighting, but when they do, they will explore how subgroup data compare to 2019. Perdue clarified that NCES will look at interactions after the weighting.

Muldoon raised a concern about the timeline and wanted to know if there was any way to have a briefing at the August 2022 Board meeting to include more outreach and engagement with critical stakeholder groups.

McGrath and Carr explained that they presented the best-case schedule. Carr added that they must do quality checks after they receive the data, so they cannot anticipate what issues may arise. This timeline was based on a pre-COVID schedule so there may be even more data to unpack.

Alberto Carvalho raised concerns about conclusions that people will infer from the data, underscoring how critical it is to explain the conditions under which the data are obtained, e.g., the number of days of instruction may have varied depending on quarantine policies, which will affect how students performed on the assessment. He also expressed concern that the data would be released during an election cycle, so the results could be used as part of a political narrative. Carvalho also suggested using this as an opportunity to examine this year's first graders who may not have had the benefit of a full year of kindergarten. These students will be the fourth graders that take the next round of NAEP.

Perdue said that the Executive Committee had discussed the release date considering the election cycle and decided that the Board has the responsibility to set the date when results are available. She added that presenting information about the importance of investments in early childhood education would be helpful.

Wright said that as a state-level chief, she wants data earlier rather than later. She also said that anecdotally in Mississippi, African American communities tended to stay masked longer than the White communities. Carr said that the data showed a similar pattern.

Marion suggested a coordinated release of a narrative for both the LTT and Main NAEP, so stakeholders understand the difference and how to interpret the data for each one. Perdue asked him to clarify what that would look like logistically. Marion asked if the two sets of data could be released at the same time.

Hanushek added that he is puzzled about why LTT NAEP trends are different from main NAEP trends. He suggested NCES convene a formal group to confirm the analyses. McGrath said results are shared with DAC, but they could do something more formal than they usually do with the NAEP validity panel.

Reynolds spoke about his disappointment at the low private school participation rate. He said the Main NAEP administration came at an inconvenient time for private schools, because they were enrolling students for the next school year, and they were involved in lawsuits for breach of contract for failure to maintain in-person enrollment for the previous year. Parents of private school students need to become better informed about NAEP to encourage their participation.

Whitehurst averred that the Board should not be influenced by the election cycle. The data should be released as soon as complete and as quickly as possible.

Carr responded to Reynolds' comments about private schools by explaining that Board policy is to report on schools with a 78 percent response rate. They may want to consider increasing the percentage of Catholic schools. It may not involve a rule change, but results could be reported with an asterisk to note that there were fewer schools reporting.

Matthews reiterated that the Board has a shorter timeframe than in previous years to review the data. Because of the importance of the data for this administration, she wanted to remind people of that fact as things progress. Matthews thanked Carr, McGrath, and the NCES team for supporting the extraordinary task they had of conducting the NAEP administration and analyzing it.

The May 12, 2022, Governing Board meeting recessed at 2:58 p.m. and reconvened at 3:16 p.m.

### **Discussion on Board Charge to NAEP Science Assessment Framework Panel**

Perdue reminded the Board that they had discussed the NAEP Science Assessment Framework during the past two meetings. The Board was asked to provide input on policy issues to inform the Board charge to the panels.

Nardi Routten explained it is the Board's legislatively mandated responsibility to determine the content of the NAEP assessments, including the revisions for the 2028 science assessment framework. A Board charge is necessary to officially begin the process of updating the science

framework; the new framework needs to be finalized by the end of 2023 for implementation in 2028.

Miller reviewed the timeline for updating the science framework. An initial public comment period was held in fall 2021 and discussed at the November 2021 Board meeting. At the March 2022 Board meeting, a panel discussion was followed by breakout sessions led by ADC members, and small groups reflected on potential policy priorities for the science framework. Staff used these discussions to draft a charge, which ADC reviewed and revised in April 2022. The Board charge is necessary to continue with the next steps of proceeding with the open call for panelist nominations. In accordance with the recently updated Board policy, ADC will put forth a slate of framework panelists for executive committee approval.

Routten summarized the role of the Steering and Development Panels and reminded Board members that the Development Panel is a subset of the Steering Panel. The Steering Panel will formulate high-level guidance about the state of the field and the implementation of the Board charge. The Development Panel will consider how that information should be reflected and make recommendations for the framework updates. The Board policy describes who should be included in the panels and the role the Board charge plays in providing initial policy guidance, constraints, and specific tensions to resolve. The framework process will be more iterative than it has been in the past.

Miller read the charge from the advance materials. He concluded by reminding the Board that adopting a charge does not preclude the Board from providing additional input and direction to the panels throughout the process as more information is received. In addition, he noted that it was important to provide initial direction so that progress could get underway.

Hanushek said he did not know if the idea of going in small increments applies to the change in the framework for science. Miller responded that Sharyn Rosenberg had authored a paper, included in the ADC materials, which begins to address questions related to incremental changes to frameworks. Potential changes to the framework processes are planned for future Board discussions and will not apply to the update of the science framework.

Cramer asked if the full Board had delegated authority to the executive committee to approve the panel. Miller confirmed that the role for the Executive Committee is explicitly described in the Assessment Framework Development policy that was discussed and approved at the March 2022 Board meeting.

Peisch asked how the state science standards have been considered.

Miller explained that although the Next Generation Science Standards (NGSS) are prevalent, the Steering and Development Panel will be asked to consider a convergence among state standards while accounting for science education that diverges from the NGSS.



Marion stated that this framework is an opportunity for NAEP to be a model for what content frameworks may look like moving forward. He noted for future consideration that having both Steering and Development Panels may be unnecessary.

Whitehurst noted that he understands there is variation among states who have adopted NGSS so the assessment will need to reflect that and not penalize students who receive a different variation. Second, he emphasized that the Executive Committee needs to be careful in its responsibility of approving the panel members. Miller explained that ADC and the Board have a strategic communications contract for the science framework update, including help with the panelist nominations process.

Wright emphasized that the Board should be firm on aligning the assessment to the standards that they think should be taught. The assessment should be based on what they think all students need to be doing in the classroom.

Lane agreed with Wright about focusing on standards and suggested that NAEP use this time as an opportunity to be ahead of the field and to model ways assessments can address this issue. She also noted that validity can impact equity and fairness. Miller reminded the Board that they would be creating a definition of equity in the context of NAEP, which will be communicated to the panels.

After confirming that Board members did not have any concerns with the text of the charge, Perdue asked for a motion to adopt the Board charge to the 2028 NAEP Science Assessment Framework as included in the advance materials. Carvalho made the motion and Miller seconded the motion, and it passed unanimously.

### **Member Discussion Time**

The member discussion time was used to address questions from the morning's session on Joint Staff Proposed Approaches to Innovation.

Cramer reminded the Board that there was a working group formed on linking studies. Linking studies will be critical for expanding NAEP because it will enable interoperability with other databases, which will also reveal data from their contextual variables. Cramer asked for linking studies to be added to the list of priorities.

Kelly said if he had to prioritize activities, given budget considerations, NAEP for Schools and the Market Basket would not be priorities for him, since neither would be useful for state policymakers.

McGregor made a connection between equity and the definition of SES measures; he noted that students with fewer resources are less likely to be able to seek additional support if they are behind in school. Carr reiterated that NCES supports the priority of developing better SES measures and is actively working on it.

Marion noted that the two-subject design would allow for learning more about how student performance in one subject relates to other subjects, similar to the goal of linking studies. Marion cautioned that adaptive design is not going to save time. Marion supports the two-subject design but believes it would need to be planned carefully.

Reynolds voiced support for developing a clear definition of equity and its implications for NAEP but expressed concern that discussions of equity and its specific applications could have a disintegrative effect on the Board and its functioning. He suggested heeding the advice of Checker Finn to be mindful of the potential disintegrative impact of equity discussions to achieve a truly meaningful definition of equity that will result in productive outcomes.

Hanushek reiterated that the Board does not adequately measure performance of the lowest performing students, including those below the *NAEP Basic* achievement level. He is in favor of increasing the number of items at the lower end of the scale and establishing a below *Basic NAEP* achievement level. He also raised concerns about the utility of developing reporting ALDs prior to changing the assessment frameworks, since the updated frameworks will necessitate additional revisions to the ALDs.

Whitehurst explained that if the Board studies what the lowest performing students can do, some questions at the *NAEP Advanced* level may be sacrificed as time and resources are shifted to improving measurement at the lower end of the distribution. To ensure every child has a chance to be at grade level, districts and policymakers need to know what all students have learned.

Lane commented that NCES is developing items to target students below *NAEP Basic* so there is an effort to develop additional items at the lower end of the distribution. For the Science Assessment Framework, Lane noted that the charge to the Science Assessment Framework explicitly mentions the need to measure the achievement of all students, including those below *NAEP Basic*. Regarding an equity panel, Lane understood that a team of individuals, some who knew a lot about NAEP and some who were not as well informed, would discuss equity with the Board. For NAEP re-imagined, Lane added that it would be useful to understand the purpose and uses for each activity (e.g., Market Basket NAEP). What is the activity's value, for whom is it useful, and for what set of stakeholders?

Perdue noted that the opportunity to take the sample NAEP assessments during the March Board meeting was useful and suggested that a potential follow-up to that activity could be a session where NCES demonstrates how various assessment items are targeted across the range of the performance scale.

Matthews stated that discussing the differences between innovation and structural change is especially useful. If Board members were interested in understanding more about students who score below *NAEP Basic*, Matthews suggested studying students who score across categories to learn more about their characteristics. Regarding equity, Matthews argued the Board has increasing power to parse out and label data across subgroups. An equity challenge is using

surrogates for SES. Using surrogates may disguise other influencing factors, such as environmental factors. A second challenge is that when more focus is placed on subgroup indicators, less focus is placed on more prevalent trends, such as larger gaps among students or students moving in a negative direction. For now, the Board needs to acknowledge limitations around the indicators.

Marion reiterated that relying on surrogate measures can cause people to forget what they actually represent. In terms of getting better information for lower-performing students, Marion reminded Board members that only a few thousand students per state are being tested.

Whitehurst reiterated that he would like the Board to prioritize its commitment to adopt changes to better assess and represent what students at the lower end of the performance scale know and what they can do. He would like this to be represented in the official list of 2023 priorities.

Muldoon said she would revise the slides and recirculate them for additional feedback. Before August 2022, the Board will be provided with concrete descriptions of each proposed activity.

Carvalho said he does not think there is harm in considering further stratification of the NAEP levels. Regarding equity, he would like to challenge the staff to continue to devote resources toward understanding whether the questions asked reflect bias in the assessments. For example, in reviewing some of the sample released items, he noticed an item about students playing with marbles. Carvalho said that students in Miami, Florida and Los Angeles, California do not play with marbles and may not even know what they are.

Carvalho also argued that casting a wider net and democratizing the understanding of NAEP results are important. Legislative entities and superintendents of state education should not be the only ones using the results. When school principals, teachers, and parents understand the data and the educational outcomes of students, everyone benefits.

Perdue ended the session by thanking Board members for their insightful comments and clarified that Muldoon and Carr would be distributing a revised version of the slides to Board members.

### **Preview of August 2022 Quarterly Board Meeting**

Matthews provided an overview of the August 2022 Quarterly Board meeting, which will be held in Charleston, South Carolina, and hosted by Matthews and Kelly. Matthews presented a video highlighting some of the activities that Board members may want to pursue during their time in Charleston, including a visit to the building site of the new International African American Museum (to be opened in early 2023). Other suggestions included a visit to Mother Emanuel AME Church. She noted that an outreach event is being planned with education and community stakeholders from across the state.

McGregor asked if they could tour the Boeing 787 Dreamliner plant; Matthews said she would look into it.

## **Institute of Education Sciences (IES) Update**

IES is celebrating its 20th year and commissioned three NASEM reports to mark the anniversary. The director of IES, Mark Schneider, spoke about innovations and changes IES is undertaking to modernize its infrastructure and its research activities, such as machine learning, artificial intelligence, and learning analytics. IES is investing in digital learning platforms to deliver and test innovations and interventions in education.

IES faces challenges with scaling up its innovations. Some innovations may not work, in which case, fail fast and move on. IES is implementing improvements so that the innovations that do work can be replicated and scaled up as quickly as possible. The XPRIZE competition, currently underway, is to build digital learning platforms to test and replicate innovations.

IES has announced two additional prize competitions: (1) a math challenge for students with disabilities in upper elementary schools, and (2) a middle school science competition. The science competition was created to encourage student interest in science during middle school and subsequently net higher student scores on the grade 12 NAEP Science assessment. The prize will be awarded to the team whose project can show the greatest benefit to the lowest performing students.

IES is collaborating with the National Science Foundation on a project involving artificial intelligence (AI) to identify issues that may hinder the learning of special education students and which interventions best meet the needs of these students. IES is also exploring how AI can improve K-12 Science, Technology, Engineering, and Math (STEM) education.

Additionally, IES seeks to coordinate the interoperability of the five large education platforms of its digital learning network (SEERNet) that launched last year. This year, IES is running a research competition to set up SEERNet and identify providers that opened their platforms to researchers. Also, IES recently posted a request for information (RFI) to identify datasets that can create data libraries to accelerate development of learning analytics, AI, and testing models. The goal is to create a shared infrastructure that more people can access so they can spend less time finding data—and more time analyzing it.

The IES Center for Excellence in Data Sciences in Education Research just opened. The Center is hiring data analysts and a supervisor. Private funders, such as the Legos Foundation, are also funding IES data science fellows. Additionally, IES is seeking means to entice researchers to work in and with school districts. Schneider concluded by describing IES training programs, including the Pathways to the Education Sciences Research Training program for upper-level undergraduate students, baccalaureates, and students in master's degree programs. Many of these programs focus on minority students (e.g., an early-career mentoring program for faculty at Minority-Serving Institutions is about to launch). The goal is to diversify the pool of researchers.

Hanushek asked if the prize were for proprietary submissions where only the winner is published. Schneider confirmed that was correct. The winner is responsible for sharing data. IES needs to share how they identified the winners and the contexts for replication.

The May 12, 2022, Governing Board meeting adjourned at 5:04 p.m.

### **Friday, May 13, 2022**

Perdue called the meeting to order at 11:21 a.m. and explained that since the first agenda item was completed the day before, Muldoon was going to talk about the innovation timeline.

Muldoon said that the Governing Board staff will take the discussion from the committee meetings and summaries from discussions happening throughout the rest of the day to provide an updated set of priorities at the August 2022 Board meeting. NCES will use the Board feedback to scope out the top set of innovation priorities for the roadmap.

This will serve as an annual cycle of conversations about Board priorities for upcoming years.

Perdue said she reviewed the documents and is glad they have a roadmap to guide the Board's work. Before moving into the closed session, Perdue acknowledged that Routten is a North Carolina nominee for the Presidential Awards for Excellence in Mathematics and Science Teaching.

The session ended at 11:26 a.m.

### **WORKING LUNCH: NAEP Budget Workshop (Closed Session)**

On May 13, 2022, the Governing Board met in closed session from 11:30 a.m. to 2:00 p.m. to participate in a workshop to understand the NAEP budgeting and contracting processes. These discussions were conducted in closed session because the disclosure of budget and proprietary contract data and internal federal contracting processes would significantly impede implementation of the NAEP Program. Therefore, this discussion is protected by exemption 9(B) of section 552b(C) of Title 5 U.S.C.

Peggy Carr, Commissioner, National Center for Education Statistics (NCES) and Daniel McGrath, Acting Associate Commissioner, NCES, led the workshop, which covered the following modules:

Module 1: Funding and Appropriation

Module 2: Contracting Processes

Module 3: Contracting Structure

Module 4: NAEP Contracts

McGrath provided introductory remarks to include background information on the federal budgeting process and funding timeline. He noted that the process typically begins in May and

concludes in September each year. The Governing Board establishes the NAEP Assessment Schedule, which guides the budgeting process for NAEP assessments. The Schedule of Assessments is also constrained by legislation as there are legally mandated assessments in reading and mathematics and LTT; other assessments are conducted as time and budget allow.

McGrath highlighted NAEP appropriations over time and appropriation details in FY 2021, FY 2022, and FY 2023. He discussed how appropriation levels are determined and how budget requests are submitted via the Executive Branch in accordance with Office of Management and Budget guidance. He also described how different large-scale assessments such as the Programme for International Student Assessment (PISA) and Trends in International Mathematics and Science Study (TIMSS) are administered, to understand how the assessments are different from NAEP.

The following summarizes the content of the four modules.

### **Module 1: Funding**

McGrath described the budget cycle beginning with the Executive Branch's development of the President's budget proposal, congressional justification and timeline, the Department's budgeting process, passback and appeals processes, and final enactment. He then highlighted the roles of major players in the funding cycle:

- Budget Service
- Contracts Office
- NCES
- Contractors

### **Module 2: Contracting Processes for NAEP**

McGrath and Carr described how the NAEP contracting process works, highlighting the procurement process, contract actions, and contract monitoring.

### **Module 3: Contracting Structure for NAEP**

This module covered the following areas:

- History of How NAEP Has Been Administered Since 1969
- Pros and Cons of Procurement Approaches
- Scope of Work for Alliance and Non-Alliance Contracts

### **Module 4: NAEP Contracts**

McGrath described major activities and costs for the 2022 – 2023 cycle by contract across a two-year cycle, highlighting the following contract areas:

- Item Development
- Design, Analysis, and Reporting
- NAEP Platform Development
- Sampling and Data Collection
- Materials Distribution, Processing, and Scoring
- Web/Technology

- NAEP Support and Service Center
- Planning and Coordination
- Program Support

Members engaged in a question-and-answer session throughout the presentation modules. McGrath and Carr noted that a follow-up workshop is scheduled for the August 2022 Board meeting.

Perdue adjourned the session at 2:00 p.m.

### **Results from the NAEP Achievement Level Descriptor Study in Mathematics and Reading (Closed Session)**

The Governing Board met in closed session from 2:00 p.m. to 3:30 p.m. to be briefed on preliminary findings of a NAEP Achievement Level Descriptor (ALD) Study in Mathematics and Reading. This session was closed because findings have not yet been finalized and shared publicly.

Lane began the session with an overview of NAEP Achievement Levels including background information, the Congressionally mandated responsibility of the Board surrounding achievement levels, and the Board's current policy to meet the legislative requirements. Next, Lane described a 2017 independent evaluation of the NAEP achievement levels, conducted by the National Academies of Sciences, Engineering, and Medicine (NASEM) with one of its recommendations focused on the need to provide validity evidence for the achievement levels included in the framework (the content ALDs). This recommendation resulted in a Board updated policy in 2020 requiring the development of reporting ALDs to express what students at each NAEP achievement level know and can do based on real assessment data. To address the NASEM recommendation and updated Board policy, the Board awarded a contract to Pearson with two intended outcomes: a) produce reporting ALDs for grades 4, 8, and 12 in mathematics and reading, and b) evaluate the alignment of the reporting ALDs to the original content ALDs. Lane introduced Eric Moyer, Project Director with Pearson, to present findings of the study.

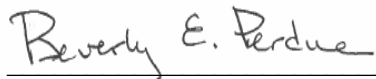
Moyer provided an overview of the NAEP ALD Study in Mathematics and Reading methodology and findings. He noted that a technical advisory committee (TAC) and COSDAM were kept informed and were offered opportunities to provide feedback throughout the process. Moyer presented general information on how mathematics and reading committees were identified, and the training involved in the process. Pearson convened a pilot meeting prior to the operational meeting to allow a test-drive of the technology, training, and other procedures. Modifications were made based on lessons learned and resulted in a smooth operational meeting. Moyer presented the key findings of the study, including excerpts of the draft reporting ALDs and the alignment results.

Following Moyer's presentation, Lane presented the planned next steps for finalizing the reporting ALDs. She noted the Board will receive a final version of the reporting ALDs ahead of

the August Quarterly Meeting. A Board action to adopt them for use in NAEP 2022 Mathematics and Reading reporting will be presented at that time. Lane then opened the floor for discussion.

The Board members provided feedback regarding the study. No major concerns were presented with the preliminary findings or planned next steps.

I certify the accuracy of these minutes.



Beverly Perdue, Chair  
National Assessment Governing Board

07/19/2022

Date



# National Assessment Governing Board

## Executive Committee Meeting

### Report of May 12, 2022

#### OPEN SESSION

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

**Executive Committee Members Absent:** Paul Gasparini.

**National Assessment Governing Board Members:** Beverly Perdue (Chair), Alice Peisch (Vice Chair), Haley Barbour, Dana Boyd, Tyler Cramer, Viola García, Patrick Kelly, Suzanne Lane, Scott Marion, Tonya Matthews, Reginald McGregor, Mark Miller, Ron Reynolds, Nardi Routten, Martin West, Mark White, Carey Wright.

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

**National Center for Education Statistics (NCES):** Peggy Carr, Carrie Clarady, Brian Cramer, Enis Dogan, Vera Edwards, Pat Etienne, Shawn Kline, Dan McGrath, Holly Spurlock, William Tirre, Ebony Walton.

#### **U.S. Department of Education Staff:**

**Other attendees:** Tammie Adams, Imer Arnautovic, Greg Binzer, Brittany Boyd, Lauren Byrne, Jay Campbell, Shamai Carter, Brandon Dart, Gloria Dion, Tara Donahue, Amy Dresher, Kadriye Ercikan, Kim Gattis, Marcie Hickman, David Hoff, Andrew Kolstad, Tom Krenzke, Joanne Lim, Tina Love, Harrison Moore, Raina Moulian, Ranu Palta-Upreti, Emily Pooler, Rick Rogers, Keith Rust, Renee Savoie, Debra Silimeo, Peter Simmons, Michael Slattery, Anthony Velez, Karen Wixson, Edward Wofford, Angela Woodward

The Executive Committee met in open session from 8:30 a.m. to 9:00 a.m. The session was called to order by Governor Beverly Perdue, Chair, at 8:35 a.m.

Perdue provided welcoming remarks, specifically thanking Executive Committee members for the productive discussion at yesterday's working session. Perdue also expressed gratitude to the

Board staff, on behalf of the Board, for all the work being done to explore innovations for the NAEP program.

Perdue reviewed the agenda for the Executive Committee meeting and stated that the committee would hear a policy update and TUDA update from Matthew Stern, Assistant Director for Policy and Intergovernmental Affairs, and a stakeholder engagement and outreach update from Lesley Muldoon, Executive Director.

Stern provided an update on the fiscal year (FY) 2022 omnibus appropriations bill. After a fourth continuing resolution (CR), Congress passed an omnibus appropriations bill to fund the government through the end of fiscal year 2022. The omnibus bill included a \$15 million increase for NAEP. The NAEP program's budget increased to a total of \$187.7 million. Stern noted the uncertainty that comes with operating under a CR and expressed appreciation that the program received the increase, especially as NCES works towards an online, device-agnostic model of administration.

Stern then provided an update on the President's budget request for FY 2023. The President's budget was released after the March board meeting. The request includes an additional \$5.1 million for NAEP to support 2022 reporting, in addition to administration of the full assessment schedule, and research and development for the program. If Congress includes the additional funding, the NAEP program's budget would increase to a total of \$192.8 million. This would amount to an increase of \$5.1 million over FY 2022 and an increase of \$20.1 million over FY 2021.

Perdue called for questions.

Martin West asked if the President's budget request included a separate allocation for research and development (R&D). Stern indicated the budget justification included language that supports prioritizing research and development but that the request did not include a separate allocation for R&D. Stern continued that the Board can certainly take a policy stance to support a separate allocation for R&D and can justify the request by pointing to the priorities on the Board's roadmap of future innovations. NCES should scope and price the Board's priorities on the roadmap. Peggy Carr, NCES Commissioner, said that NCES will be advocating for a separate allocation for R&D.

Haley Barbour asked Stern to clarify what was included for the NAEP program in the President's budget request, which Stern reviewed.

Perdue then asked Stern to provide an update on the TUDA program.

Stern provided an update on the process underway to gauge the interest of eligible districts to participate in TUDA in 2024. NCES identified thirteen districts that are eligible for participation, under the Board's [TUDA policy](#). Since March, Board staff emailed and sent letters from Muldoon to the superintendents and assessment directors of the thirteen districts. Three districts have already expressed interest: Orange County (FL), Wake County (NC), and Aldine ISD (TX). Stern reminded Board members that no action is necessary at the May meeting. At the August board meeting, the Committee will have a discussion of the interested, eligible districts for 2024 TUDA participation (including recommendations from Governing Board staff and CGCS). The Board will take action on this matter in November.

Perdue called for questions.

Suzanne Lane asked if members could get the underlying data that makes the thirteen districts eligible, and Stern said that information will be shared at the August Executive Committee meeting. Mark Miller asked if members could receive historical information on how TUDA districts were selected in the past, and Stern said that Board staff will provide any available information in August. Perdue requested that members receive the list of 26 current TUDA districts at the August board meeting. Lane also asked where Aldine ISD is located, and Viola Garcia indicated the district is the Houston area.

Perdue then asked Muldoon to provide an update on the stakeholder engagement and outreach since the March board meeting. Muldoon shared that staff and some Board members have been engaged in a series of stakeholder meetings since March. The purpose of these meetings was three-fold: to share with stakeholders the NAEP data that points to a widening divide between the nation's highest- and lowest-performing students in multiple subjects and grades pre-pandemic; to learn from stakeholders how we can better support how they understand and communicate about the NAEP 2022 results, once released; and to support efforts by stakeholders in using NAEP results to focus attention and resources on the greatest needs.

Muldoon then asked Alice Peisch, Carey Wright, and Perdue to share any reflections on the meetings they participated in with stakeholders.

Peisch shared that during the meeting with the Education Commission of the States there was discussion about the trends in performance and how the data reveal that student performance is not neatly defined across the various populations of students. Peisch also expressed the importance of working with state leaders to make sure they are paying attention to NAEP and the importance of helping states figure out what to do with NAEP results.

Wright shared that she met with Stephen Pruitt of the Southern Regional Education Board who is a former state chief, which deepens his understanding of states' interests and needs. Muldoon shared the next step from this conversation is a small group discussion with southern chiefs in the summer of 2022 to discuss 2009-2019 NAEP data (state-level and regional).

Perdue shared that she met with the National Governors Association staff. Perdue expressed interest in creating different presentations and materials to share with different states. Perdue also stated that it is imperative to make more connections and ties between NAEP and workforce needs. Perdue shared that some members will be participating in events this summer with the Hunt Institute to discuss NAEP.

Muldoon noted that stakeholder outreach will continue this summer and that Board staff want to collaborate and seek participation from NCES in future meetings.

Wright returned to a point of Perdue's about making connections between NAEP and the workforce. Wright stated that previously there was a debate about the importance of linking early childhood education to K-12 education, but that it is no longer debated because of widespread recognition of the importance in making connections between the two. Wright implored other

members to consider how we can link NAEP to workforce needs and how stronger academic programs may lead to a better workforce.

Carr mentioned that NAEP is already linked to some early childhood studies and the high school longitudinal study, which includes a workforce metric.

West asked for clarification from Carr about these studies and Carr noted that the studies provide a nationally representative sample.

Barbour asked Carr how COVID impacts all of these studies.

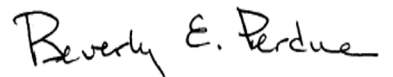
Carr noted that the longitudinal studies have added COVID questionnaires for students, teachers, and parents. Carr also expressed that COVID mitigation is still needed. For age 13 Long-Term Trend administration in fall 2022 NCES is planning to follow continued COVID protocols and use PPE in the field.

West mentioned Rick Hanushek's work linking NAEP to state economic growth.

Wright responded to West and said that we should consider a better communications strategy to disseminate some of Hanushek's research.

At 9:00 a.m. Chair Perdue adjourned the meeting.

I certify the accuracy of these minutes.

  
\_\_\_\_\_  
Beverly Perdue, Chair

06/21/2022  
Date

# **National Assessment Governing Board**

## **Assessment Development Committee**

### **Report of May 13, 2022**

#### **Open Session 8:30 – 10:45 a.m ET**

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

**Governing Board Staff:** Stephaan Harris, Sharyn Rosenberg, Matt Stern, and Tony White.

**NCES Staff:** Tammie Adams, Eunice Greer, Dan McGrath, and Holly Spurlock.

**Other Attendees:** American Institutes for Research: Alka Arora, Kim Gattis, and Sami Kitmitto. CRP: Anthony Velez and Edward Wofford. Educational Testing Service: Jeff Ackley, Gloria Dion, Hilary Persky, Emilie Pooler, and Karen Wixson. Hager Sharp: David Hoff, Joanne Lim, and Kathleen Manzo. The Hatcher Group: Sophia Handel and Jenna Tomasello. Pearson: Scott Becker and Pat Stearns. P20 Strategies: Andrew Kolstad. Westat: Greg Binzer and Lauren Byrne. Widmeyer/FINN Partners: Jacqui Lipson and Marina Stenos.

#### **Welcome**

Vice Chair Mark Miller called the meeting to order at 8:34 a.m. ET, welcomed ADC members, and noted that he was chairing the meeting since Dana Boyd was participating remotely.

Miller explained that the agenda had time set aside to briefly discuss and take action on the Board charge to the Science Assessment Framework Panels, but this was no longer necessary because the full Board decided to adopt the charge without any changes the previous day. Instead, he asked each member to share some good news from their personal and/or professional lives.

#### **Strategic Communications for NAEP Science Assessment Framework**

Miller noted that the Board has a new contract focused on strategic communications for the update to the 2028 NAEP Science Assessment Framework; this is distinct from a procurement currently underway to convene panels to develop recommendations for the framework content. He introduced Jacqui Lipson and Marina Stenos of Widmeyer/FINN Partners who joined the ADC meeting virtually to provide a brief overview of the strategic communications work.

Stenos provided a brief overview of the capabilities of Widmeyer/FINN Partners and described similar work that the firm has engaged in related to education generally and science education specifically. She briefly described the scope of work, which includes the following components: landscape analysis, communications strategy, stakeholder outreach, panelist recruitment, public comment and analysis, content development, and media engagement. She noted that the team was currently working on in-depth interviews with various stakeholders, in addition to providing recommendations for panelist recruitment materials and tactics.

Miller noted that he especially appreciated the focus on panelist recruitment given that the open nominations process is a new part of the Board's Assessment Development Policy. ADC members asked questions related to the guidance for identifying and recruiting diverse perspectives for the framework panels.

Lipson responded that one of the primary goals of this effort is to avoid surprises by being prepared for both small and large issues that may come up during the framework process. One potential surprise from the in-depth interviews currently in process is that there is a lot of disagreement about whether engineering and technology should be included in a science assessment framework. She also stressed the importance of including more typical elementary school teachers who have not necessarily had extensive training in science throughout the process, rather than limiting engagement to exceptional teachers.

In response to a question about the role of science in postsecondary endeavors, Lipson noted that part of their outreach is focused on the role of science in college and careers and ensuring that this perspective is accounted for in panelist nominations and ongoing outreach.

Miller thanked Lipson and Stenos for joining ADC for this discussion and for taking on this important work for the Board.

### **Initial Considerations for Smaller, More Frequent Updates to Assessment Frameworks**

Miller noted that the next agenda topic focuses on NAEP assessment frameworks more generally. He referenced the Board's recent interest in understanding how the framework process might be changed again to allow for smaller, more frequent updates. Sharyn Rosenberg prepared a paper of initial considerations that was included in the advance materials for the meeting, and he explained that she would briefly present some general thoughts and proposed next steps.

Rosenberg noted that there has sometimes been a lack of clarity in previous discussions about how to change the framework process, the problems it might solve, and the best solutions to those problems. She identified the following potential goals for exploring a new framework development process: protecting trend lines, increasing relevance, incorporating lessons learned, reducing costs, and making the revision process easier. She pointed out that important considerations include how a process of incremental updates is defined and whether the goal is to augment or replace the current assessment framework development process.

In terms of immediate next steps, Rosenberg proposed commissioning a set of reaction papers in response to the initial considerations identified in her paper, talking with NCES about operational considerations, and seeking more information on how TIMSS and PISA frameworks are updated using a gradual process. Longer term, she noted the need for the Board to clarify priorities and goals for this effort, identify “must haves” for the framework process, test assumptions, and conduct stakeholder outreach.

ADC members suggested that two parallel paths be pursued: exploring how each step of the current framework process (if retained as one path for framework updates) might be streamlined to reduce time and costs and increase relevance, in addition to exploring and understanding alternative ways of making smaller updates to frameworks more frequently. Committee members recognized the need to sometimes make minor revisions in a timely fashion without changing the entire framework but also noted that seismic shifts in a content area or how assessments are administered may sometimes call for larger updates. One additional consideration suggested for inclusion in Rosenberg’s initial paper for expert reactions was whether framework updates should occur for all three grade levels at one time, or whether there is any benefit to making or implementing changes at different times for grades 4, 8 and 12.

### **Discussion of NAEP Innovations Plan**

Next Miller reminded Committee members that Lesley Muldoon and Peggy Carr had presented the NAEP Innovations Plan the previous day; the purpose of this session was to clarify ADC activities and solicit feedback on priorities for future work.

Rosenberg briefly described activities that were clearly under the jurisdiction of ADC: exploring a new process to make smaller, more frequent updates to assessment frameworks (as discussed in the preceding session); considering whether multiple NAEP subjects should be consolidated into a single framework or administered to a single sample of students; documenting the content of the NAEP Long-Term Trend (LTT) assessments; and understanding costs and benefits of different item and task types.

Miller explained that there was not adequate time the previous day to solicit feedback on priorities for 2024 and beyond, and he asked that each ADC member indicate their top three choices among the following options: NAEP for schools; market basket NAEP; NAEP pulse survey; long-term SES measure; determine future of LTT; advanced analytics/more diagnostic analysis and reporting; innovative task types; and advanced approaches to linking.

ADC members expressed the most preference for pursuing a long-term SES measure, NAEP pulse survey, and advanced analytics; some also thought that innovative task types, NAEP for schools, the future of LTT, and linking studies are particularly important.

**Closed session: 10:45 – 11:00 a.m. ET**

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

**Governing Board Staff:** Sharyn Rosenberg.

**NCES Staff:** Eunice Greer, Dan McGrath, and Holly Spurlock.

**Other Attendees:** American Institutes for Research: Kim Gattis, Gabrielle Merken, and Sami Kitmitto. Educational Testing Service: Hilary Persky, Emilie Pooler, Sarah Rodgers, and Karen Wixson. The Hatcher Group: Jenna Tomasello.

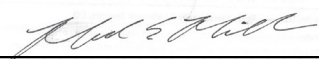
**Item Review: Additional Reading Concept Sketch Materials (CLOSED)**

The final session was closed because it contained secure NAEP assessment materials. One of the concept sketches that ADC previously approved for the 2026 NAEP Reading assessment contained materials for which Educational Testing Services (ETS) was unable to contain copyright permissions. Miller reminded ADC members that Rosenberg had sent out a link the previous week with two sets of alternative materials for use with this concept sketch.

Sarah Rodgers of ETS briefly described the proposed materials and addressed ADC member questions and comments. Committee members approved use of either set of materials but expressed a slight preference for one set. Comments were submitted to NCES following the conclusion of the meeting.

Miller adjourned the meeting at 10:59 a.m. ET.

I certify the accuracy of these minutes.

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Mark Miller, Vice Chair

June 30, 2022  
Date



# **National Assessment Governing Board**

## **Committee on Standards, Design, and Methodology**

### **Report of May 13, 2022**

#### **Open Session 8:30 – 11:00 a.m. ET**

**COSDAM Members:** Suzanne Lane (Chair), Scott Marion, Alice Peisch, Russ Whitehurst

**Governing Board Staff:** Deputy Executive Director Lisa Stooksberry, Rebecca Dvorak

**NCES/IES Staff:** Tammie Adams, Samantha Burg, Peggy Carr, Jing Chen, Brian Cramer, Enis Dogan, Patricia Etienne, Nadia McLaughlin, Holly Spurlock, William Tirre, Ebony Walton

**Other Attendees:** Imer Arnautovic, Rebecca Bennet, Brittany Boyd, Markus Broer, Lauren Byrne, Tara Donahue, Amy Dresher, Jeremy Ellis, Kadriye Ercikan, David Hoff, Yue Jia, Andrew Kolstad, Tom Krenzke, Raina Moulian, Eric Moyer, Keith Rust, Renee Savoie, Peter Simmons, Anthony Velez, Edward Wofford, Young Yee, Xiaying Zheng

#### **Welcome and Updates**

Suzanne Lane began the meeting at 8:35 am by welcoming the group and providing updates on activities COSDAM members had been involved in since the March committee meeting. On April 12, 2022, COSDAM members were briefed on the Achievement Level Descriptor (ALD) Review Study conducted by Pearson. At that time, members provided input on how to present the reporting ALDs clearly and concisely, and they considered implications of the findings. Lane reminded members that the study findings were to be presented to the full Board later that day.

Next, Lane noted the first Linking Studies Working Group meeting took place on April 11, 2022, and includes three COSDAM members – Rick Hanushek as chair, Julia Rafal-Baer, and Scott Marion. The working group was conceived in 2021 as a joint effort between COSDAM and the Reporting and Dissemination (R&D) Committee to consider how to increase the utility of NAEP data through past and future linking studies. Marion described the first meeting as an exploratory meeting - the group would be considering whether and how linking studies can and should improve the interpretability of NAEP data. The next Linking Studies Working Group meeting is scheduled for mid-June.

#### **Briefing and Discussion: NAEP Innovations Plan**

Following updates, Lane introduced the topic of the NAEP Innovations Plan. This session was an opportunity for COSDAM members to weigh in on the NAEP Innovations Plan that was discussed by the Executive Committee on May 11, and by the full Board in a plenary session on May 12 led by Lesley Muldoon, the Governing Board's Executive Director, and Peggy Carr, Commissioner, National Center for Education Statistics (NCES) Commissioner. To begin, Lane described highlights from the Executive Committee discussion and presented the Innovations Plan that incorporated the Board's recommendations following the May 12 plenary discussion. Lane recommended COSDAM members focus on providing input to the eight future options identified for NAEP beyond 2023 (i.e., NAEP for schools, market basket NAEP, NAEP pulse survey, long-term socio-economic status (SES) measure, determine the future of

long-term trend (LTT) NAEP, advanced analytics, innovative task types, and advanced approaches to linking).

A global recommendation COSDAM members discussed was a need to better define the purpose of each proposed innovation – for example, a theory of action or framework could be developed to identify the problems, solutions, and outcomes. Lane noted that some innovations had clear purposes and implications, but not others. Russ Whitehurst added that when thinking through the priorities, it would be helpful to first identify the most significant challenges facing NAEP.

The discussion also addressed specific innovations included in the plan. Alice Peisch expressed the importance of efforts for a new SES measure – noting most urban districts no longer need to apply for free or reduced lunch. Other members agreed SES was an important innovation.

Scott Marion inquired about what was meant by advanced analytics as an innovation. He believed the NAEP Explorer Tool currently available is useful and may serve some of the intended needs, though more communication may be required to ensure people are aware of it. Whitehurst was curious about the Board’s role versus NCES’ role when considering advanced analytics – though he was inclined to support considerations for furthering the utility of NAEP data because he thought far more could be done with the data. Carr clarified that part of the discussion surrounding advanced analytics was considering how to organize and use process data internally and share it with external analysts.

The group next discussed the NAEP pulse survey innovation. Marion felt a NAEP pulse survey could add value to NAEP because it could provide useful information to schools and districts in a timely manner – including data regarding opportunity to learn. Carr noted that the inclusion of pulse surveys on the NAEP Innovations Plan is different than those conducted in 2021, during the COVID-19 pandemic. The 2021 pulse surveys were conducted while NCES was in schools to prepare for the 2022 administration and the purpose was to understand school characteristics during the pandemic. – the set of surveys being considered as an innovation could expand beyond the traditional NAEP sample and possibly include virtual academies.

The next innovation option discussed was the future long-term trend (LTT) NAEP. Carr presented some perspectives she had heard over the years – including the desire to revamp LTT, incorporate it within main NAEP, re-purpose it as a career and technical education (CTE) assessment, or eliminate it. Marion expressed the need to better understand the utility of having trends dating back to the 1960’s over what is permitted by main NAEP, and Peisch agreed with the need to understand the utility and added that the utility may differ by subject. Regardless of how LTT is approached, Lane and Whitehurst expressed the importance of better communication surrounding the two different assessments and their purposes and interpretations.

To end the discussion, COSDAM members agreed that they needed more information to understand the intention of NAEP for schools and market basket NAEP to provide input on whether the innovations are worthwhile. Lane was interested in knowing specifically whether states wanted the information those innovations would provide, and if they would use them.

The session concluded at 9:30 am and the group moved to a closed session.

**Closed Session 9:30 – 11:00 a.m. ET**

**COSDAM Members:** Suzanne Lane (Chair), Scott Marion, Alice Peisch, Russ Whitehurst

**Governing Board Staff:** Deputy Executive Director Lisa Stooksberry, Rebecca Dvorak, Angela Scott

**NCES/IES Staff:** Tammie Adams, Peggy Carr, Jing Chen, Enis Dogan, Patricia Etienne, Eunice Greer, Nadia McLaughlin, Holly Spurlock

**Discussion: Approaches to Increase the Utility of NAEP at the Low-end of the Achievement Scale**

Under the provisions of exemption 9(B) of 552b of Title 5 U.S.C., COSDAM met in closed session for this session because presentations included cost information.

Lane introduced the final session as a follow-up to the March COSDAM discussion to further consider ideas for increasing information and precision at the low-end of the achievement scale. In March, COSDAM members expressed the desire to better understand the perspective of key stakeholders and to understand the costs if COSDAM was to recommend pursuing a new achievement level at the low end.

Lane began the session by sharing the NAEP 2019 Reading and Math item-person maps generated by NCES to illustrate the percentage of students falling along the achievement scale in relation to the items. Next, Lane described various efforts recently completed or currently underway to address the lack of information at the low-end of the NAEP achievement scale. Specifically, Lane reminded COSDAM members that NCES is currently working to increase the number of math and reading items at the low-end of the scale and has plans to study the feasibility of adaptive testing, in particular, multi-stage adaptive testing. In addition, NAEP has successfully produced low-end items within the constraints of the existing mathematics framework for use in Puerto Rico., NAEP currently provides some information on what students falling below *NAEP Basic* know and can do through NAEP item maps included with the NAEP Report Card.

After reviewing the item maps produced for the NAEP Report Card, Whitehurst inquired about the purpose of achievement level descriptions compared to the information the item-maps provide. Marion explained that the item maps provide select information from a subset of items whereas the achievement level descriptors provide more summary information, and Lane followed up that COSDAM should consider how the Board can best communicate the purpose of the achievement levels to make them more accessible.

Lane next described perspectives of key stakeholders within the Governing Board regarding the utility of achievement levels in NAEP reporting, and relayed their thoughts on whether a new achievement level describing students falling below *NAEP Basic* would be useful. Prior to the meeting, Lane and Becky Dvorak participated in discussions with Carey Wright to understand her perspective as the Mississippi State Superintendent of Education, and with Reginald McGregor as a manager with the Rolls-Royce Corporation who is involved in science, technology, engineering, and math (STEM) outreach for the future workforce. Lane summarized key points of the discussions and noted that both Board members were most focused on the percentage of students meeting *NAEP Proficient* when using NAEP data to inform policy and/or resource distribution decisions. Both expressed that they were unlikely to focus on descriptions of students at the low-end of the achievement scale, if made available by adding a low-end achievement level, because state and other local assessments that provide student-level information are aligned to the state content standards and better suited for understanding what these students know and can do.

In addition to the information brought forth by Board members, Marion reminded the group that during the May 12 Board plenary session, *State Perspectives on Opportunities for NAEP to Innovate*, he posed a

similar question about the utility of a below *NAEP Basic* achievement level. Some of the panelists expressed the information might be useful to them.

Next, Lane introduced Nadia McLaughlin of NCES to provide input regarding the utility of achievement level descriptors in assessment development. Previously COSDAM had expressed that an official achievement level below *NAEP Basic* might be important because it could assist item writers with generating more low-end items. McLaughlin explained that although the achievement level descriptors are provided to item writers and referred to during the process, they are not necessarily extensive enough to drive item development. Rather, item writers focus primarily on the content objectives included within the framework and use the achievement level descriptors as supporting information.

Based on information presented by McLaughlin, Lane noted a next step may be to have discussions with the Board's Assessment Design Committee (ADC) to understand their processes and relay COSDAM's desire for increased precision and information at the low-end of the scale. Achieving the goal of increased precision and information at the low-end of the scale effectively includes considerations that fall under the purview of both committees.

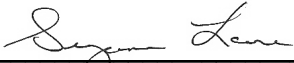
To further inform the discussion, Lane presented the process and costs associated with pursuing an official achievement level falling below *NAEP Basic*.

Peisch summarized that there are two possible paths to consider based on COSDAM's discussion. First, if the main concern is adding items at the low-end of the scale, and if assessment developers can successfully do so without revising current policy, it may not be necessary or advisable to revise the current achievement level policy. Alternatively, if the information provided by a new achievement level would be valuable to stakeholders, COSDAM could choose to pursue a level falling below *NAEP Basic*. Marian, Lane, and Peisch agreed it would be beneficial to hold discussions with additional key stakeholders, including state and local education policy makers, to understand their perspectives on the utility of a new achievement level below *NAEP Basic* to inform future directions. Whitehurst noted he does not feel COSDAM should pursue a new achievement level; however, he relayed COSDAM member Rick Hanushek's viewpoint (not in attendance) who strongly disagrees and believes one or more official achievement levels below *NAEP Basic* should be developed.

Based on the discussion, Lane wrapped up the meeting noting next steps would be to a) hold a joint discussion between COSDAM and ADC, and b) obtain input from additional state and local education policy leaders to understand the potential utility of a new achievement level at below *NAEP Basic*.

The meeting was adjourned at 10:57 a.m.

I certify the accuracy of these minutes.

  
\_\_\_\_\_  
Suzanne Lane, Chair

July 13, 2022  
Date

# National Assessment Governing Board

## Reporting and Dissemination Committee

**May 13, 2022**

**8:30 – 11:00 am**

**Reporting and Dissemination Committee Members:** Chair Tonya Matthews, Vice Chair Marty West, Tyler Cramer, Ron Reynolds, Mark White

**Governing Board Staff:** Laura LoGerfo, Stephaan Harris, Lesley Muldoon

**National Center for Education Statistics Staff:** Tammie Adams, Brian Cramer, James Deaton, Enis Dogan, Veda Edwards, Daniel McGrath, Eddie Rivers, Ebony Walton, William Ward, Grady Wilburn

**U.S. Department of Education:** Tina Love, Angela Woodard

**Contractors:** AIR: Brittany Boyd, Cadelle Hemphill, Sakiko Ikoma, Young Kim, Jasmine Park; CRP: Anthony Velez, Edward Wofford; ETS: Amy Drescher, Kadriye Ercikan, Robert Finnegan, Lisa Ward; Hager Sharp: David Hoff, Kathleen Manzo; The Hatcher Group: Zoey Lichtenheld; Management Strategies: Harrison Moore; Manhattan Strategy Group: Tara Donahue; NAEP WTDOM: Michael Slattery; Optimal Solutions: Imer Arnautovic, Peter Simmons; Pearson: Joy Heitland; Silimeo Group: Debra Silimeo; Westat: Lauren Byrne, Marcie Hickman, Lisa Rodriguez, Rick Rogers

**Other:** Jeremy Ellis (Missouri Department of Education), Beth LaDuca (Oregon Department of Education), Rebecca Logan (Oklahoma Department of Education), Raina Mouljian (Alaska Department of Education), Renee Savoie (Connecticut Department of Education)

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The Reporting and Dissemination Committee began at 8:31 on Friday, May 13th. This marked the committee's first time meeting in person since March 2020. Chair Tonya Matthews joined by Zoom and welcomed both in-person and online participants to the meeting. She asked Laura LoGerfo, Assistant Director for Reporting and Analysis, to debrief the committee on the release event for the NAEP High School Transcript Study (HSTS).

The HSTS release event occurred on March 16, 2022, after the March quarterly board meeting. The event featured presenters Dr. Peggy Carr, NCES Commissioner, and Paul Gasparini, Governing Board member and secondary school principal, along with Alia Wong, education enterprise reporter for *USA Today*, who moderated the conversation. This was the first hybrid release with in-person participation by speakers and livestreamed to virtual attendees due to the pandemic. Nearly 400 people registered to attend the event, and 160 people attended. The Board live-tweeted the event, earning 127 engagements from posting 25 tweets. The HSTS results drew attention from education and general media, yielding 14 articles in such media as [Chalkbeat](#), [The Washington Post](#), and [Forbes](#).

Matthews thanked LoGerfo for the report, then turned the lead for the committee's first session to Vice Chair, Marty West.

### **Discussion on NAEP 2022 Reporting Plans**

West promptly dove into the agenda's first topic, which sought reactions to the previous day's plenary session in which Dan McGrath, Acting Associate Commissioner of the Assessment Division at the National Center for Education Statistics (NCES), shared plans for analyzing and reporting the 2022 *Nation's Report Card*.

#### **Long-Term Trend**

West started the conversation by asking how the Board can apply lessons from the successful HSTS release to the upcoming releases of data from the 2022 NAEP Long-Term Trend assessment (nine-year-olds only) and from the 2022 NAEP assessments in reading and mathematics (grades 4 and 8). West attributed the success of the HSTS release event in part to the simple, compelling story from the findings that could be understood and interpreted readily by audiences. He asked if the Board could translate that effective approach into plans for releasing the Long-Term Trend data.

Matthews inquired whether the Board assumes that the NAEP 2022 results will differ drastically from previous administrations, and if so, how should the release and its panelists differ commensurately? R&D Committee member Tyler Cramer noted how Matthews' remarks at the first release event he attended taught him so much about NAEP that he requested Matthews repeat her performance for the main NAEP release later this fall.

West asked McGrath to explain when the Board would receive a preview of the 2022 NAEP results. McGrath stated that the August quarterly board meeting will feature a briefing on the 2022 Long-Term Trend results, but not the results for main NAEP, due to complexities with the data analysis process this year. He cautioned that the two sets of findings—from Long-Term Trend and main NAEP—may or may not align, given how much the two assessments differ.

Matthews asked the committee if the Board should focus more attention on releasing the Long-Term Trend results, because this event will present the first reveal of national assessment data after 2020, when COVID shuttered public schools. West observed that the current plans downplay the Long-Term Trend (LTT) release; the assessment offers only national data, with limited subgroup results, and includes relatively few contextual questions. The LTT questionnaire included items about learning during COVID, but cannot link to the more robust [School Pulse Survey](#).

West reasoned that releasing NAEP LTT data before main NAEP data can benefit audiences, because LTT uses age-based sampling, and parents now make different decisions about enrolling their children into particular grades, based on how the students learned during the pandemic. Thus, the data may be of more immediate relevance. Additionally, and more importantly, the only data emerging thus far about academic achievement post-COVID comes from myriad state assessment systems, which employ different metrics and test different samples. NAEP LTT presents the only truly national results with a clearer, simpler picture about the magnitude of the challenge at that age group than the state systems provide.

Ron Reynolds urged the Board to draw public attention to the LTT release and celebrate the nimble pivoting of NAEP to provide substantial value to the public expediently. Both West and Matthews concurred, remarking that a release immediately prior to the start of the 2022-23 school year may prove especially timely. Let the release highlight the nimbleness of NAEP. The committee emphasized that any LTT messaging should reduce or avoid misinterpretations of results from main NAEP results, which will be released roughly two months after LTT.

The committee agreed that the LTT's primary messaging should focus on (1) differentiating LTT from main NAEP, essentially setting up the fall release of the 2022 NAEP results for grades 4 and 8 in reading and in mathematics; (2) celebrating the NAEP program's agility in changing the schedule quickly to prioritize the LTT administration, so that the last assessment in the field before schools closed for COVID is the first assessment back in the field once school returned nearly everywhere in the nation; and (3) addressing the challenges to student development and learning that COVID inflicted. Part of this third element is preparing audiences by spotlighting what occurred prior to the pandemic, namely the divergent trend lines, i.e., how average scores of the lowest-performers on NAEP across subjects declined over time while average scores of highest performers held steady or improved.

The committee then deliberated about the best voices to capture these ideas most powerfully. Several members commented on how immensely they enjoyed the video of high school students talking about their coursetaking options and decisions, which was produced in conjunction with the HSTS release. This prompted a suggestion to consult the best experts on COVID-era education experienced by nine-year-olds—nine-year-olds themselves. The video proposal

elicited consensus among the members; the Board will record a video of the children sharing about how they learned, the challenges, any benefits, etc.

The release event itself should feature a sagacious presenter who can help interpret the results, offer cautions, explain what the data actually reveal and do not reveal, and tee up main NAEP results and how they will differ. The committee unanimously asked West to assume that mantle of guide, which he graciously accepted. The discussion at the event must acknowledge both perspectives on COVID-related learning, not only how dire the results may be but also children's resilience amidst such unprecedented challenges. A committee member floated David Leonhardt, a journalist with the New York Times, who wrote about NAEP in early May to moderate or contribute to the event. A modest, but laudatory, goal for the LTT release should be an accurate, well-written, thoughtful article about NAEP results in *The New York Times*.

Additional ideas for the release emerged, but may wait until the main NAEP results emerge, with data not just for the nation, but for 53 states/jurisdictions and 26 urban districts.

#### Main NAEP

Several committee members encouraged the main NAEP release to include perspectives from teachers, principals, and superintendents about students' mental health, emotional health, behaviors, and the pressure educators experience to address all students' many needs. State and district leaders then should discuss their efforts to fulfill these needs and overcome the academic challenges. The panel should comprise contributors who can discuss nuance and parse differences in results and implications.

Some states may seem to have weathered the COVID storm relatively well on NAEP, for which the media and stakeholders instinctively will attempt to assign causality. Pundits may default to instructional mode, but the conversation must not dwell on blaming states for staying closed too long. As gleaned from the divergent trend lines work, COVID is not the sole source of inequity in student outcomes. Instead, the release event should highlight states and districts that performed similarly but responded to COVID differently and pursued different instructional approaches. The discussion then should turn to what worked, what did not work, what should be retained, and what should be jettisoned.

The release should spark a conversation that points to these solutions, not to policies or people to blame. NAEP indicates the starting point. The event should explain and interpret the data responsibly and in context as well as focus on promising strategies to recovery. Reynolds stressed that whatever the message and content are, the release should crystallize how NAEP is uniquely positioned to address these education issues. NAEP tells the nation, states/jurisdictions, and over two dozen urban districts their achievement; the Board can help highlight what actions those systems take.



West connected this conversation about NAEP 2022 reporting specifically to recommendations about reporting generally which the Board has received from stakeholders and education leaders. Some of those recommendations caution against highlighting score gaps by race/ethnicity and changes in those gaps, especially without accounting for other contextual differences. Others argue that illuminating those gaps galvanizes efforts to close the gaps. Reynolds asked if the NAEP Data Explorer can transcend analyzing only traditionally-reported gaps and allow intra-group analyses, e.g., differences by free and reduced price lunch status among Black students.

Matthews warned that COVID impacted all students across all subgroups, but the reasons for those impacts will vary. The Board and NAEP reporting cannot assume that the decline resides primarily with low-income, minority students and ignore the other student communities affected by declines. NCES staff assured the committee members that the report cards will feature contextual data, given how critical such information is to understanding NAEP results. Matthews suggested a follow-up event focused solely on contextual variables shortly after the release event for the main NAEP 2022 results in the fall, delving into technology access at home and the COVID-related variables new to this year's questionnaires.

As the conversation concluded, LoGerfo promised to deliver release plans to the committee soon for their review, and NCES reminded members that they will review the report card results and website in August.

### **Innovating NAEP Reporting**

Amidst the discussion on NAEP 2022 reporting, a few R&D committee members proposed using podcasts as an avenue for disseminating findings from the NAEP reports cards which may be overlooked in the initial flurry of attention. Another committee member queried whether podcasts seem too informal to convey the august nature of federal data and statistics. Such debate efficiently transitioned the meeting to the next agenda topic—prioritizing innovation strategies around reporting. The committee needed to discuss what innovation efforts the R&D committee wants to accomplish first and within what timelines. Matthews led this discussion and summarized the suggested innovations into two categories: (1) innovate to do what and (2) innovate to whom.

The committee deliberated and eventually honed in on five top priorities in which to invest resources first. Among these, the committee universally agreed that the Board needs to improve its means of communicating NAEP results. Such improvements include developing a concise ***two-page snapshot of a state or district*** that can be tailored to the interests of the educators and can be downloaded easily, perhaps with a QR code to more information on the *Nation's Report Card* website. This would address a request from State Policy Task Force members, comprising assessment directors, communications directors, and state chiefs, who asked for NAEP to explain

the data clearly and in plainspeak, building a story and assembling data from multiple assessments.

Next, the committee agreed that they want the Board to *expedite and expand data availability* so that more researchers can analyze the data, while of course maintaining data security. Cramer asked to prioritize accessing data on income by Census tract and/or tapping into Federal Reserve databases to delve into socioeconomic issues. In response, West noted that the Board's role in these recommendations falls to convincing people that this goal merits effort. Related activities to this goal encompass aiming to download datasets easily from the NAEP Data Explorer and facilitating the publication of research that pulls data from multiple assessments. A committee member asked if one goal under this priority should be seeing more research papers cite NAEP data.

The third most important priority as deemed by the R&D committee is to promote the use of both *NAEP contextual data* and *NAEP process data*. These data become the content for the improved communications strategies, such as regular podcasts on the contextual data and posts spotlighting researchers' work with the contextual data. The Board could add a webpage to its site or develop a separate website highlighting promising uses of NAEP data.

Similarly, the committee urged NCES to disseminate the process data. The sheer magnitude and scope of the process data can overwhelm most researchers' analytic capabilities. Instead, NCES should organize those data for researcher use by selecting data that would prove most relevant and valuable based on extant research. NCES could make that selected data accessible to external researchers and actively promote that availability.

To accompany, yet extend, the third priority, committee members suggested hosting a '*boot camp*' to train bloggers and media posters, e.g., academics, parents, journalists in how to interpret NAEP results and to combat "misNAEPery" – the inadvertent or purposeful overinterpretation of NAEP data, findings, and trends. In working with these audiences, Matthews averred that the Governing Board needs to concern itself less with receiving credit and focus more on simply disseminating information. That is, the public typically does not care whether *NAEP* provides knowledge about how much COVID hurt student learning, for example, but does need to know the intensity of the challenges that the education sector must confront. She urged the Board to center the core message, not the brand.

Finally, but most important, NAEP reporting must be sensitive to *equity concerns*. The reports should neither foreground nor obscure gaps by race/ethnicity. NAEP helps states compare their state assessments to other states/jurisdictions and provides important information about trends and subgroup differences. The panelist from the Georgia State Department of Education in the innovation plenary session on Thursday, May 12 confessed that the negative public narrative

which heralds nearly every NAEP release presents a tough challenge for the state. How can the NAEP program help states communicate to parents about the importance of NAEP and assessment literacy as well as to connect to policy initiatives? In sum, the answer may rest in simply telling stories and making the data real.

The meeting ended at 11:01 am.

I certify the accuracy of these minutes.



\_\_\_\_\_  
Tonya Matthews  
Chair, Reporting and Dissemination Committee

6/28/2022

Date

# National Assessment Governing Board

## Nominations Committee

### Closed Session

May 9, 2022

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

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

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, May 9, 2022, from 5:30 p.m. to 6:54 p.m. ET.

Chair Paul Gasparini called the meeting to order at 5:32 p.m. ET. Gasparini previewed the agenda, noting the committee's discussions would focus on the annual review of processes and procedures before turning to the 2023 nominations cycle. Gasparini reminded members of the guiding documents in the Governing Board's nominations process: the NAEP legislation, Board By-laws, and a 1995 memo from then U.S. Education Secretary Richard Riley that further explicates the Board's responsibilities. After a brief discussion, members agreed that the current nominations process follows the statute and by-laws and accurately reflects the direction provided in the memo.

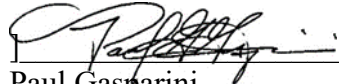
Next, Lisa Stooksberry, Deputy Executive Director, briefly reviewed the Nominations Committee Procedures Manual. The Committee discussed the principles that guide their review of nominations each year. Members considered the range of expertise represented across the 25 Board seats that are appointed by the U.S. Secretary of Education. Members deliberated on the varying degrees of experience and familiarity with assessment across the different member categories, noting for example that a Business Representative will have different experiences with assessment than a Testing and Measurement Expert. The Committee charged staff with updating the Nominations Committee Procedures Manual in a few areas, including requests of nominees in the types of information they provide in their applications.

Then, the Committee turned to the 2023 nominations cycle when there will be ten vacancies in eight categories, with eligible incumbents in some categories. Munira Mwalimu, Executive Officer, provided an overview of the 2023 nominations cycle that included projected applicant numbers based on historical numbers for the last 20 years. The Committee discussed ways to effectively manage reviews in the next cycle and charged staff with developing recommendations for managing the review process with an anticipated large pool of applications. Outreach activities for 2023 will begin in June 2022, and the nominations submission window will open in August 2022.

Gasparini concluded the meeting with next steps, which include staff updates to the Procedures Manual and application review ideas for 2023. The Committee will offer feedback on the manual and those ideas between now and the next quarterly meeting.

The meeting adjourned at 6:54 p.m.

I certify the accuracy of these minutes.

  
Paul Gasparini

May 23, 2022  
Date