

National Assessment Governing Board

Meeting of March 2–3, 2023

**Westin Alexandria Old Town
400 Courthouse Square
Alexandria, VA 22314 & Virtual**

OFFICIAL SUMMARY OF GOVERNING BOARD MEETING

Complete Transcript Available

National Assessment Governing Board Members

Alice Peisch, *Vice Chair*

Alberto Carvalho

Tyler Cramer

Christine Cunningham

Frank Edelblut

Viola García

Eric Hanushek

Patrick Kelly

Anna King

Suzanne Lane

Scott Marion

Reginald McGregor

Jon Pickinpaugh

Michael Pope

Julia Rafal-Baer

Ron Reynolds

Nardi Routten

Dilhani Uswatte

Martin West

Mark White

Carey Wright

National Assessment Governing Board Members Absent

Governor Beverly Perdue

Governor Haley Barbour

Russ Whitehurst

Mark Schneider (Ex-Officio)

National Assessment Governing Board Staff

Lesley Muldoon, *Executive Director*

Elizabeth Schneider, *Deputy Executive Director*

Rebecca Dvorak

Stephaan Harris
Donetta Kennedy
Laura LoGerfo
Munira Mwalimu
Tessa Regis
Sharyn Rosenberg
Angela Scott
Matt Stern
Anthony White

National Center for Education Statistics (NCES)

Peggy Carr, *Commissioner*

Gina Broxterman
Jing Chen
Brian Cramer
James Deaton
Alison Deigan
Enis Dogan
Veda Edwards
Patrica Etienne
Eunice Greer
Linda Hamilton
Dana Kelly
Shawn Kline
Tina Love
Daniel McGrath
Nadia McLaughlin
Gabrielle Merken
Holly Spurlock
William Tirre
Ebony Walton
Grady Wilburn
Angela Woodard

American Institutes for Research (AIR)

Brittany Boyd
Markus Broer
Grace Cheng
Christina Davis
Danielle Ferguson
Kim Gattis
Cadelle Hemphill
Young Yee Kim
Xiaying Zheng

Council of Chief State School Officers (CCSSO)

Fen Chou

Council of the Great City Schools

Brian Garcia
Chester Holland
Akisha Osei Sarfo

CRP, Inc.

Shamai Carter
Monica Duda
David Hoff
Anthony Velez

U.S. Department of Education

Joseline Avila
James Forester
Sabrina Gleitz

Educational Testing Service (ETS)

Marc Berger
Terran Brown
Jay Campbell
Gloria Dion
Patricia Donahue
Amy Dresher
Robert Finnegan
Madeline Goodman
Helena Yue Jia
Daniel McCaffrey
Rupal Patel
Hilary Persky
Sarah Rodgers
Juliette Lyons-Thomas
Ranu Palta-Upreti
Lisa Ward

Hager Sharp

James Elias
Joanne Lim
Kathleen Manzo
Erik Robelen
Debra Silimeo

The Hatcher Group

Jenny Beard
Emma Edick

Sami Ghani
Sophia Handel
David Loewenberg
Melissa Mellor
Isabel Rassel
Nandini Singh
Mallory Werthamer

Management Strategies

Micajah Anderson
Brandon Dart
Rachel Koether
Zachary Lampman

Manhattan Strategy Group

Tara Donahue
Lori Meyer

Optimal Solutions Group

Imer Arnautovic
Peter Simmons

Pearson

Scott Becker
Joy Heitland
Eric Moyer
Paula Rios
Pat Stearns
Llana Williams

Westat

Lauren Byrne
Marcie Hickman
Lloyd Hicks
Kavemuii Murangi
Manuel Padilla
Lisa Rodriguez
Rick Rogers
Keith Rust
Desrene Sesay
Leslie Wallace

WestEd

Mark Loveland
Taunya Nesin
Megan Schneider

Jennifer Self
Matt Silberglitt
Jill Wertheim\

Other Attendees/Speakers

Aneesha Badrinarayan, Learning Policy Institute
Vickie Baker, West Virginia Department of Education
Jackie Branco, Rhode Island Department of Education
Tamika Brinson, Florida Department of Education
Amanda Bruno, Lewis-Burke Associates LLC
Sam Carini, Lewis-Burke Associates LLC
Jeremy Ellis, Missouri Department of Education
Laura Goadrich, Arkansas Department of Education
Yohannes Habteselassie, Encore Media
Nancy Hopkins-Evans, BSCS Science Learning
Patrick King, Court Reporter
Andrew Kolstad, P20 Strategies LLC
Matthew Kopfer, Lewis-Burke Associates LLC
Joseph Krajcik, Michigan State University
Zachary Lampman, Management Strategies – PSM
Tamara Lewis, Maryland State Department of Education
Brian Lloyd, Michigan Department of Education
Rebecca Logan, Oklahoma Department of Education
Susan Loomis, Consultant
Charles Meredith, Encore Media
Gavin Meyer, Lewis-Burke Associates LLC
Raina Moulian, Alaska Department of Education & Early Development
Tiffany Neill, University of Washington
Mark Reckase, Michigan State University
Jessie Ryan, The Campaign for College Opportunity
Renee Savoie, Connecticut State Department of Education
Tim Shaw, Forum One
Michael Slattery, NAEP WTDOM
Christy Talbot, American Educational Research Association
Venkata Vadrevu, HII-TSD
Nancy Zuckerbrod, Independent Consultant

Call to Order and Welcome from Governing Board Vice Chair

Alice Peisch, Vice Chair, called the meeting to order at 10:11 a.m. and welcomed attendees to the March meeting of the National Assessment Governing Board (Board or Governing Board). In Chair Beverly Perdue's absence, Alice Peisch led the meeting.

Approval of November 2022 Minutes and Approval of March 2023 Agenda

Peisch requested a motion for approval of the March 2023 meeting agenda. Carey Wright moved to approve the agenda, and Suzanne Lane seconded the motion, which passed unanimously.

Peisch requested a motion for approval of the November 2022 meeting minutes. Scott Marion moved to approve the minutes, and Mark White seconded the motion, which passed unanimously.

Peisch then welcomed new Board member Anna King, who was unable to attend the November 2022 meeting. King, National PTA President, introduced herself to the Board as a wife, mother, and grandmother. She applied to join the Governing Board because she believes all children can reach their fullest potential when provided with the opportunity. Issues of equity are important to King, who said she is a vocal parent participant on many committees that emphasize how important equity is for all students. She thanked the Board for including her and concluded by stating how humbled and honored she is to be part of the Board.

Executive Director Update

Lesley Muldoon, Executive Director of the Governing Board, began her update by welcoming Anna King and introducing Elizabeth Schneider, the Board's new Deputy Executive Director. Schneider has many years of experience working with education policymakers and leaders at both the federal and state levels.

Schneider provided a brief introduction and said that National Assessment of Educational Progress (NAEP) data had played an essential role throughout her career in guiding federal and state advocacy work at various nonprofit organizations. She noted the importance at this post-COVID-19 time for NAEP data to be available to educators, policymakers, the public, the press, and researchers. She is looking forward to working with the staff and Board.

Muldoon began her presentation with an update about the Ad Hoc Committee on the Assessment Schedule. Historically, NAEP data had been collected and released in odd years (e.g., 2015, 2017, 2019). Due to the COVID-19 pandemic, NAEP received a waiver not to assess in 2021 and instead shifted the schedule to 2022, which was an election year. During the November 2022 Board meeting, members raised concerns about releasing results so close to federal elections now that the schedule is set for even-year administration, so Chair Perdue formed an ad hoc committee to strategize how to address the timing of future NAEP assessments and avoid any politicization of the program that could undermine its credibility.

Members of the Ad Hoc Committee include Perdue, Peisch, Alberto Carvalho, Marty West, Lane, and Wright. The committee has met several times and has discussed three categories of options: (1) change the timing of the data collection window, (2) change the policies around the release of the data, and (3) transition from an even-year administration to an odd-year administration. The first two are not considered feasible options. Changing the data collection window would be too disruptive to schools, break trend, and have significant operational and fiscal implications. Additionally, the rules and regulations that govern federal statistical agencies limit policy changes around the timing of data releases.

Therefore, transitioning back to an odd-year schedule may be the most feasible strategy. Such a transition would likely be recommended to take place in 2026 because the National Center for Education Statistics (NCES) is implementing the online eNAEP platform in 2024 and results are not likely to be available until early 2025 due to the need for NCES to conduct multiple bridge studies on the impact of the platform change on the assessment, including any impact on maintaining trend.

The Ad Hoc Committee developed three options for making this transition in 2026. Muldoon noted that each option requires, at a minimum, consultation with Congress. The first option is to move the Main NAEP administration scheduled in 2026 to 2027, with future administrations occurring in odd years. The second option is to conduct NAEP administrations in both 2026 and 2027. The third option, on which the Ad Hoc Committee is most focused, is a compromise between those options. In this scenario, an abbreviated version of NAEP would be administered in 2026.

Muldoon explained that the committee continues to consider options for an abbreviated administration in 2026. Some considerations include whether the administration should only be national, which would preserve trend. Other options include allowing for voluntary state administration.

Governing Board staff are pulling more information (e.g., a full description of these options, cost, and feasibility) for the committee to review. Based on this information, the committee will make a recommendation to the Executive Committee and the full Board at a future meeting. Muldoon noted that the committee is working closely with the NCES, including Commissioner Peggy Carr and Dan McGrath, as they discuss these options. Muldoon said that members of Congress have indicated to her that releasing NAEP data during an election year may pose a risk for the program. NCES also continues to proceed with NAEP modernization efforts, which are also affected by the assessment schedule.

Muldoon then invited questions from the Board. Marion asked if there was evidence that people used the NAEP release for political purposes during the 2022 election. Muldoon responded that the Board staff and communications contractor examined this issue and found very little evidence, beyond overt political use by some local school boards. However, there is a concern that if NAEP were to be regularly administered in election years, there could be temptation to politicize the results. Based on Board member visits to Capitol Hill earlier in the day, Patrick Kelly reiterated Muldoon's observation that members of Congress support discussing further

changes to the assessment schedule. He also agreed that NAEP data may not have been top of mind for people during the 2022 release, but that this may change in 2024.

Julia Rafal-Baer appreciated the recommendations and encouraged all Board members to focus on how to communicate the importance of NAEP using plain language. The most recent release and communications were excellent, and she wants the Board to continue that work while removing any potential political implications.

NCES Commissioner Update

Carr updated Board members on the White House Equitable Data Working Group. The administration's goal in establishing the working group through Executive Order 13985 was to incorporate principles of equity across all federal programs, activities, and policymaking, among other purposes. Its goal is to better understand how equity impacts all populations, including the underserved and underrepresented, and barriers they may face gaining access to federal programs and services. This working group appointed a Subcommittee on Equitable Data, and Carr is one of four co-chairs. The subcommittee represents 47 different federal agencies.

Some of the goals of the Equitable Data Working Group align with the NAEP goals. One of these common goals is to disaggregate data using statistical estimates. NCES conducts these analyses on datasets when the group of interest has a small population size or a small cell size when data are collected. A second common goal is to increase non-federal access to disaggregated data for evidence building. Carr provided the NAEP National Indian Education Study as an example, where NCES oversamples for Native Americans and Alaskan Natives every four years.

Carr also provided an update on Statistical Policy Directive 15. This policy, which comes from the Office of Management and Budget (OMB), defines how race/ethnicity data are collected across the entire federal government. Public comment is currently open, and Carr encouraged Board members to respond to the public comment by April 12, 2023. A proposal has been made to include an "all that apply" option. Currently, if a person identifies as Hispanic, they are placed in the Hispanic category regardless of which race the person selected. Should the proposed changes be accepted, they will not impact the reporting of overall trend for NAEP. They would, however, affect trends in reporting results for racial/ethnic subgroups.

OMB also published a report on the Sexual Orientation and Gender Identify (SOGI) category, which focuses on improving the quality and availability of survey data for the LGBTQI+ population. Carr said that NCES is highlighted in the report, which provides a map for statistical agencies to conduct responsible data collections in this area, for using best practices.

NCES also is conducting equity work. Carr described a white paper NCES is drafting with the American Institutes for Research about measuring socioeconomic status (SES), or a proxy of SES, due to be published in mid-2023. The paper will describe how NCES will study the 2024 NAEP data collection to create an index for SES that improves upon the Free and Reduced Price Lunch single indicator that is currently used.

In spring 2023, NCES will also provide a dashboard that monitors educational equity indicators as defined by the National Academy of Sciences. The dashboard will include approximately 16 indicators ranging from kindergarten preparedness to equitable access to supportive school and classroom environments.

Carr next shared the December Pulse Survey results. Highlights are bulleted below:

- 49% of schools reported that students are behind grade level
- 59% of schools reported using tailored accelerated learning strategies
- 37% of schools reported offering high-dosage tutoring during the 2022–23 school year
- 50% of the schools reported offering standard tutoring

From March 14–20, 2023, NCES is field testing the NAEP math and reading assessments for Grades 4, 8, and 12 and for Grade 8 science. Bridge studies on the use of Chromebooks and reduced contact will begin with the field-test in March and April 2023. Carr added that NCES is conducting the International Computer and Information Literacy Study for Grade 8 and the Teaching and Learning International Survey this spring in addition to the Grades 4 and 8 Trends in International Mathematics and Science Study.

The session then opened for questions. Dil Uswatte asked if the demographic data were self-reported by students or if the data were pulled from the state’s data portal. Carr answered that the administrative data come from institutions (e.g., schools and postsecondary institutions), which are required to collect that information. Uswatte also confirmed that multiple ethnicity categories may be selected.

Tyler Cramer asked for Carr’s slides to be circulated among the Board members. He said that NCES may have access to other agencies’ data sources (e.g., Department of Labor or Census tract data), which could provide SES data based on the geographical location of a school. Carr confirmed that NCES is working with the Census Bureau on collecting geospatial data, which has helped to link that data with the education sources data as a potentially better measure.

Kelly raised a concern about students self-reporting demographic data. Carr explained that SOGI data will not be collected by NCES for children. NCES is considering asking for some basic identifying information (e.g., gender identity) from the teachers, but has not finalized that decision. Parents generally provide race/ethnicity data when they register the student.

Rick Hanushek asked how individual race categories, such as Black, will be analyzed if the multiracial category continues to expand. Carr responded that currently the NAEP Data Explorer includes multiracial designations in the “other” category, but when the new definitions go into effect in 2024, there likely will be more people in the multiracial categories. Hanushek recommended that this information be shared with the public because some of the comparison group numbers could be altered significantly. Carr agreed that they are concerned about that and are planning to conduct studies to address the issue. They are already seeing the numbers of Native Americans decline. McGrath also agreed that the multiracial categories are likely going to collapse into a “two or more” category because of low numbers.

West referred to the Pulse Survey and noted that NCES quickly pivoted to add questions about learning recovery strategies. He asked if they learned anything from the rapid-response system that could be applied to NAEP processes to make them nimbler and more responsive. Carr answered that they adapted questions from other surveys, such as the National Teacher and Principal Survey and Crime and Safety Surveys, so OMB allowed their use. Carr supported that NAEP should repeat this approach in the future.

Nardi Routten commented on the statistic that 49% of schools reported students are behind grade level and added that she is also seeing teacher and principal burnout as a problem. She also read that superintendents are burning out. Although it is beyond NAEP, she wanted Board members to think about this issue. Carr added that she was interviewed on two cable TV news shows where this issue was raised. The public is genuinely concerned about it. According to Carr, Congress has expressed interest in NCES continuing to collect Pulse Survey data during the 2023–24 school year, so they will continue to collect this type of data. Carr also has heard that principals and teachers want to thank NCES for collecting this data and making their voices heard.

Continuing Commitment to All Students: Ensuring Fair and Unbiased NAEP Assessments and Reporting

Peisch introduced the next session by reiterating the importance for the Board to continue to address equity. She introduced the four presenters. Carr will provide an overview of steps the NAEP program takes to produce fair, valid, and unbiased assessments. Kelly and West will describe how equity is integrated into the Board’s work, and Uswatte will share instructions for the working lunch.

Carr spoke about the gold standard principles for large-scale assessments, which build equity into the assessment at all stages. First, the frameworks establish what is important to measure. Next, the assessment is operationalized based on the framework. Item development is followed by the administration of the assessment and reporting of the data. Each of these steps includes stakeholder feedback. Equity, diversity, and inclusion are discussed during each process through a variety of methods, including discussions among trained item writers, subject area standing committees, state and district reviews, item piloting, and examining any differential item functioning.

Carr described that reporting by percentiles was a recent addition to how NAEP addresses equity. Percentiles allow NCES to analyze movement across score distributions, which illuminates whether students in the bottom percentiles start to rise.

Marion noted that he did not see any cognitive labs listed in the presentation. Carr confirmed that cognitive labs were part of the NAEP assessment development process, including students of diverse backgrounds.

Lane asked about NCES’s decision rules and procedures for identifying content that is equitable across different cultural groups and how NCES ensures balance across the items. Carr said this is accomplished through multiple reviews, especially by the content, state, and district reviewers. Holly Spurlock from NCES added that NCES also takes into account authors and the context in

which they are writing. She said that the digitally based assessments include images and these are also considered in the reviews. The idea of balance to ensure that each student can address the questions fairly is part of the entire process.

Other ways in which NCES addresses equity are through a variety of panels, such as the NAEP Validity Studies Panel and the Design and Analysis Committee. Other committees include a transcript study special panel, a principal panel, a teacher panel, and content standing committees. Each of these committees reviews the assessments through an equity lens.

Next, Kelly described the NAEP frameworks as part of the equity process that is under the Board's purview. The Board develops the frameworks for each assessed subject area. Kelly described the frameworks as blueprints for what the Board assesses in each content area, how the content area will be assessed, and how the Board will report the results; thus, the frameworks are key documents for the Board to address issues of equity within the assessment.

Kelly reminded the members that the Board adopted a general statement on its commitment to equity with the NAEP Reading Assessment Framework two years ago, which drives the Board's commitment to equity in assessment design and reporting. First, the Board gives guidance about diversifying task contexts and content. For example, the reading framework specifies that selection of texts and passages should include diverse perspectives and backgrounds. Next, the Board addresses equity by examining the whole range of student performance through percentiles, including those falling below the *NAEP Basic* achievement level. This ensures that there is a broad set of assessment items that provide more insight into what students at the lower end of the achievement scale know and can do. It is also a recognized area for improvement. The Board seeks to understand the current content, standards, and practices across states to ensure that NAEP is relevant to the field and aligns to students' classroom experience. Kelly concluded by noting the Board's struggle with the congressional mandate that science is assessed in Grade 4, when many states do not administer science assessments until Grade 5.

West then summarized that equity in NAEP begins with an ongoing commitment to unbiased, fair, and valid assessment data, which starts with frameworks. Equity can be incorporated throughout the entire NAEP program, including into the reporting and dissemination of NAEP results (e.g., how to report subgroup differences in ways that push toward more equitable policy and practice). NAEP also provides raw data for external researchers so West encouraged the Board to brainstorm ways to encourage work that pushes toward greater and more equitable outcomes in American education.

Uswatte then provided instructions for the Board's working lunch. The key questions for the small working groups to discuss included: (1) what, if anything, should the Board stop doing or do differently; and (2) are there areas in which the Board should consider new approaches to addressing equity and fairness. Board members were encouraged to be as specific as possible in their responses and to provide actionable recommendations.

The session recessed at 11:52 a.m. and reconvened at 1:35 p.m.

Debrief Small-Group Discussions

Peisch began by requesting each group share what they believe should be the Board's priorities to demonstrate continued commitment to fair and unbiased NAEP assessments.

Kelly reported his group agreed that the equity statement included in the Reading Assessment Framework needs to be modified and included in all future frameworks. Suggestions for modification include rephrasing it to emphasize how NAEP is already addressing issues of equity. The statement should be simplified, more reader-friendly, and more positive.

On the question about reporting guidance, Kelly's group agreed that the current granularity of demographic data reporting is appropriate. Further subgroups may lead to insufficient sample sizes. The group suggested the Board focus its attention on identifying equity indicators already grounded in research and aligned with the contextual variables NAEP already includes. For next steps, the Board should consider finalizing the equity statement for the Science Assessment Framework and invite equity experts to write papers and/or present to the Board and the Assessment Development Committee (ADC).

West began his summary by stating how valuable the small-group discussion time is during the Board meetings. Like Kelly's group, West's group suggested that the equity statement be revised carefully to avoid politicization of the term "equity." The NAEP program enjoys a chance to lead in elaborating or exceeding current standards and definitions of equity rather than simply aligning with current standards. Not all professional organizations are satisfied with the current standards.

This group enthusiastically supported efforts to improve the SES measure and to expand percentile reporting. The Board should continue to develop an active research agenda to understand how to use contextual data most effectively. Suggestions for future studies included a focus on rural populations. The Board could encourage external researchers to develop research agendas using NAEP data to address issues of equity.

Uswatte summarized the third group discussion. Like the other two discussions, this group also thought the equity statement could be revised for future frameworks. They suggested adding a reference to the American Educational Research Association's standards as a footnote rather than including the reference in the text. A concern was raised with teacher-reported data, and a suggestion was made to align the contextual variable questions better with current research.

This group was interested in more reports that examine how student SES interacts with school SES and how data from agencies outside of NCES could provide more insight into equity issues. The issue of resources may become more critical now that schools may not be offering all the resources (e.g., access to food) as frequently as they did during the pandemic, so how will that impact student achievement?

Regarding access to the data, as a principal, Uswatte would like to learn more about how she can use NAEP data to support her work at her school. To better support external access to the data, this group suggested developing a communications strategy to bring greater awareness of NAEP

to the public. Because of the pandemic, NAEP received more attention than it had previously, so the Board needs to strategize on ways to sustain that momentum.

After these three reports, Peisch asked if there was consensus among the Board that the equity statement from the NAEP Reading Assessment Framework needed revision. Kelly explained that the statement should clarify what equity means to the NAEP program. Marion agreed. Kelly referenced Carvalho's comment that the statement currently sounds aspirational, while the Board is in a position to draft a declarative statement of principle. Carvalho added that the Board needs to focus on issues that existed prior to the pandemic, because those remain critical issues facing education across the nation.

Lane added that in addition to designing assessments that are inclusive and accessible, the Board needs to focus on proper score interpretations and uses.

Viola García reiterated that the statement is limited. She referenced a statement by Gerunda Hughes from a March 2021 Board meeting that indicated NAEP should use an equity lens supported by sampling, assessment design and development, administration, accommodations, data analysis and reporting, reporting, and interpretations. Looking at equity holistically may help the Board progress.

West added that his group was compelled by the idea that the statement only discusses part of the assessment process. However, this leads to a question of how detailed the statement should become and whether there is a way to note that the Governing Board has a broad understanding of equity while the framework statements remain specific to how equity is applied to the framework development and assessments.

Carr added that much of the contextual data discussed is collected through other datasets, such as the National Teacher and Principal Survey. NCES can link to these other datasets and address some of the Board members' questions. Peisch asked how NCES could make this happen, and Carr responded that NCES would work with study directors and sampling statisticians for NAEP to determine where overlap exists and feasibility.

Hanushek reiterated that the linking studies would benefit the Board as they can help answer contextual questions. But he cautioned that NAEP cannot address causal issues, and overemphasizing the contextual variables could imply causality. Kelly added that the Board can get fixated on contextual variables, because most state assessments do not include such data. NAEP allows for state-level comparisons, which can drive conversations to address inequities. According to Kelly, Hanushek's research about the potential economic impact of the NAEP 2022 results has galvanized policymakers in a way that neither the NAEP achievement data nor contextual data did.

Cramer emphasized that adding a contextual variable about how long a student has been in a jurisdiction could indicate whether the student has lived in a jurisdiction long enough for instructional inputs to affect the student's achievement. This would allow further study on whether NAEP results can address the efficacy of educational inputs.

Engagement with Congress: Board Member Perspectives

Peisch explained that on March 1, 2023, she, along with Reginald McGregor, West, Kelly, Muldoon, and Matt Stern, met with six congressional offices, including members and their staff in both the House and the Senate. Each office recognized the importance of NAEP, especially in the information being provided about education in a post-pandemic environment. She asked each person who visited an office to comment on their experience.

West agreed that the day was productive and suggested the Board do this more often. Many of the legislators had a good understanding of NAEP, but did not understand the budget for the Governing Board and how it differs from the NAEP assessment appropriation through NCES. The congressional offices generally agreed that NAEP should transition back to an odd-year schedule.

McGregor added that he focused on the importance of NAEP and how it relates to business and the economy. He referenced Hanushek's research and highlighted that higher NAEP scores correlate with growth in GDP. McGregor said he discussed with the congressional staff how companies will use NAEP data to decide where to move operations, which can have critical consequences for communities. NAEP reflects academic progress but also the state of the national and global economy. He closed by encouraging Board members to talk to their state legislators about the impact of NAEP.

Kelly opened his remarks by stating that his first takeaway was the increased attention NAEP has received since the release of the 2022 results. The Board must become more policy savvy given the extra attention. He also emphasized that the Board needs to meet the statutory obligation to update the assessment frameworks. The U.S. History and Civics frameworks are due for an update and given the political nature of the nation right now, there is likely to be public engagement and potential polarization around these assessments.

His second takeaway was making sure the Board understands what results interest potential NAEP users the most and how they use those results. For example, one of the Members of Congress expressed his interest in identifying how to support struggling readers. Showing how NAEP data can be used to improve the performance of struggling readers will be invaluable to that constituent of NAEP. In general, the Board needs to understand pressing issues and develop ways to engage and sustain users, showcasing how NAEP results can be used to shape policy.

Cramer noted that he had been involved with the business advisory task force to NAEP for a number of years. Not only do businesses use NAEP to determine where to settle their operations, current workers also look at the quality of the schools in the community to determine whether they want to move. NAEP results can impact those types of decisions.

Carr added that she will be speaking at the Aspen Institute on March 13, 2023, for new congressional staff of the major authorizing and appropriations committees. She asked the Governing Board to share if there are themes that she should emphasize or reiterate based on the Board members' conversations with congressional members.

Ron Reynolds reminded the Board that No Child Left Behind was a bipartisan act signed into law. If any entity can bring disparate political interests together, it should be NAEP and the Governing Board.

Peisch agreed and added that they have always had bicameral, bipartisan support. She then dismissed the members to their committee meetings.

The March 2, 2023, meeting adjourned at 2:42 p.m.

The March 3, 2023, meeting was called to order at 8:00 a.m. in a closed session.

Discussion on 2023 Slate of Governing Board Nominees (Closed Session)

On Friday, March 3, 2023, the Governing Board convened in closed session from 8:00 a.m. to 9:45 a.m. to receive a briefing from the Nominations Committee on its recommendations for candidates to fill Governing Board vacancies in eight categories for the October 1, 2023, term of office.

McGregor led the discussion by highlighting the Nominations Committee's work since the campaign began in March 2022. He described the nominations process and guidelines followed by the committee in soliciting nominations as mandated in the Governing Board's legislative authority and the committee's guiding principles. McGregor emphasized the legislative requirement that Board membership reflect regional, racial, gender, and cultural balance and diversity.

McGregor presented the Nominations Committee's recommendations for the final slate of candidates for submission to the Secretary of Education for appointments that begin October 1, 2023. Reynolds presented the finalists for the Business Representative category since McGregor is the incumbent. Members engaged in discussion following the presentation. Peisch noted that members would take action in open session.

These discussions were convened in closed session as they pertain solely to internal personnel rules and practices of an agency and information of a personal nature where disclosure would constitute a clearly unwarranted invasion of personal privacy. As such, the discussions are protected by exemptions 2 and 6 of § 552b(c) of Title 5 of the United States Code.

ACTION: 2023 Slate of Governing Board Nominees

On Friday, March 3, 2023, the Governing Board convened in open session to take action on the Nominations Committee's recommendation to approve the slate of finalists for Governing Board vacancies for terms that will begin October 1, 2023.

Peisch noted that since there are incumbents in five categories, rather than presenting one motion, members would vote on separate motions for each category; each incumbent would abstain from the vote in their respective category. Peisch noted that Russ Whitehurst and Haley Barbour were absent from this meeting and that the absences were noted for the record.

Members then voted unanimously on separate motions for each finalist slate to be forwarded to the Secretary of Education for appointment consideration. Abstentions from incumbents are noted below.

- 1) Business Representative
The motion was made by Lane, seconded by Wright, and adopted unanimously with McGregor abstaining.
- 2) Chief State School Officer
The motion was made by Marion, seconded by White, and adopted unanimously with Frank Edelblut abstaining.
- 3) Curriculum Specialist
The motion was made by Kelly, seconded by McGregor, and adopted unanimously with Christine Cunningham abstaining.
- 4) General Public
The motion was made by Cramer, seconded by Routten, and adopted unanimously with Wright abstaining.
- 5) Local School Superintendent
The motion was made by Cunningham, seconded by King, and adopted unanimously.
- 6) State School Board Member
The motion was made by Jon Pickinpaugh, seconded by Michael Pope, and adopted unanimously with West abstaining.
- 7) Testing and Measurement Expert
The motion was made by Marion, seconded by Rafal-Baer, and adopted unanimously.
- 8) 12th Grade Teacher
The motion was made by Cunningham, seconded by Lane, and adopted unanimously with Kelly abstaining.

Peisch noted that the final slate of candidates will be forwarded to the Secretary of Education for consideration for terms beginning October 1, 2023.

McGregor noted the support from the former Deputy Executive Director for the committee's work. He thanked Stephaan Harris and Tessa Regis for their tremendous contributions to the 2023 Nominations Campaign. Marion thanked McGregor for serving as Nominations Committee Chair and applauded his dedication in leading the Nominations Committee's work.

The meeting recessed at 9:11 a.m. and reconvened at 9:16 a.m.

NAEP Science Assessment Framework Update

Peisch welcomed the Board members and introduced Cunningham, who moderated the next session on the 2028 NAEP Science Assessment Framework. Cunningham provided a brief overview of the Science Assessment Framework, reminding Board members that the current NAEP Science Framework was adopted in 2005 and implemented with the 2009 assessment. In August 2022, the ADC recommended and the Executive Committee unanimously approved a slate of panelists from diverse backgrounds to develop a working draft of the framework, following an open call for panelist nominations. Currently, the Board is soliciting public comment on the working draft of the framework. The Board has a contract with WestEd to convene the panelists to develop recommendations. Widmeyer-Finn Partners has been contracted to focus on strategic communications for the science framework update and a four-member panel leadership team leads the work in place of a single panel chair.

Cunningham reminded Board members of the Board Charge to the panels that was unanimously approved in May 2022 to launch the framework update. First, the Board indicated that the framework should be informed by, but not determined by, state science standards and the implementation of those standards. The framework should be forward-looking and consider what students should know and be able to do in science to be successful in college and careers. The Board explicitly asked the panel to consider what aspects of the NAEP Technology and Engineering Literacy Framework might be integrated into the science framework to reflect an updated definition of student achievement in science.

In terms of trend, the Board agreed that relevance, utility, and validity should be prioritized over constraining changes to maintain trend, as long as there is strong justification for the changes rather than doing something new and different for its own sake. The Board noted that the framework should include a balance of content and practices and avoid neglecting content knowledge by focusing primarily on skills. The Board told the panel to consider issues of feasibility when developing recommendations. Finally, the Board emphasized the importance of ensuring that items can be developed covering a broad range of difficulties.

Cunningham then introduced the panelists to provide the Board with a preview of the recommendations to be released for public comment shortly after the Board meeting: Aneesha Badrinarayan, Director of Assessment at the Learning Policy Institute; Nancy Hopkins-Evans, Associate Director for Program Impact and the Director of Equitable Impact at BSCS Science Learning; and Tiffany Neill, Research Scientist at the University of Washington’s Math and Science Institute. Also present to address questions were Mark Loveland, WestEd Project Co-Director, and Taunya Nesin, WestEd Director of STEM Networking and Partnerships. Joe Krajcik, Professor of Science Education at Michigan State University and a panel leadership team member, was also present to help answer questions.

Hopkins-Evans began the discussion by providing a broad overview of the status of the panel recommendations for the 2028 NAEP Science Assessment Framework. The Steering Panel and the Development Panel grounded the recommendations in the National Research Council (NRC) Framework for K–12 Science Education, a consensus, research-based report released by the National Academies of Sciences, Engineering, and Medicine in July 2011. The NRC Framework is focused on an evidence-based foundation for looking at how standards should be or can be

written and is steeped in research about learning. The ideas of three-dimensionality (disciplinary core ideas, practices, and crosscutting concepts) are key elements of the NRC Framework. Many states have developed their standards around the research presented in this framework. Science instruction is now informed by making sense of phenomena and solving complex problems, so science teaching and learning has a context built around it. Additionally, the NRC Framework supports the notion that learning builds across time so what students learn in grade 4 builds on what they learned in kindergarten. What students learn in grade 8 builds on what they learned in elementary school.

Based on this information, the panel's first recommendation is to update the construct of science to be assessed. Second, crosscutting concepts need to be added to updated disciplinary concept statements and practices. Third, technology and engineering should be added where it makes the most sense. Fourth, the updates need to include how student performance will be reported in light of some of the specific contextual variables.

Neill continued the discussion by explaining that the Development Panel is recommending defining science achievement as the ability to use relevant disciplinary concepts from the three domains of science included in the current framework—Physical Science, Life Science, and Earth and Space Sciences—crosscutting concepts, and science and engineering practices. She reiterated that the goal is to assess students on their ability to identify and address problems, make sense of phenomena or events in the natural world, and evaluate information to make informed decisions.

Badrinarayan finished the panel's presentation by describing how the NAEP Science Assessment should assess the three dimensions of science. The panel would like to see items that require students to bring the three dimensions of science together to address the questions or prompts. The questions, which will be divided equally between selected response and constructed response by student time (consistent with the current framework), will integrate the science concepts, crosscutting concepts, and the science and engineering practices. Badrinarayan presented some sample items to provide context. She noted that the working draft includes guidance and recommendations specifically on how to ensure that a broad range of complexity is reflected in the assessment and how to use a diverse set of tasks, phenomena, and context for these items. Considerations have been made for language complexity to ensure that the assessment remains focused on science and does not become a reading test. The panel also recommends replacing hands-on tasks with scenario-based tasks given the difficulty of retaining the physical kits with the program's current plans to transition to a lower-contact administration model.

For reporting purposes, the panel recommends maintaining the disciplinary subscores for Life Science, Earth and Space Science, and Physical Science. Regarding the science-specific contextual questionnaires, the panel recommends adding questions that reflect exposure to technology and engineering, exposure to science prior to fourth grade, and exposure to practices and crosscutting concepts in instruction.

Cunningham opened the session to questions, and Lane suggested that the item developers begin with item maps so they can be manipulated to assess different levels of complexity and different types of information.

Cramer raised a concern about how the panel was vertically aligning with the grade-level standards. How will they know if a student in Grade 8 performing below *NAEP Basic* is at least performing at a fourth-grade level? Badrinarayan explained that careful item mapping and item design will lead to clarity on the progression between Grade 4 and Grade 8 items. Neill emphasized that the panel is intentional about looking across state standards and the research base from the NRC framework to know what students should know by the end of each grade level.

West asked about whether updating the construct of science is likely to impact the ability to maintain trends. Neill emphasized some of the ways in which the panel recommendations are consistent with the structure of the current framework, including retaining the three subscales and continuing to focus on students' abilities to reason scientifically and to engage in science and engineering practices. She noted that the addition of crosscutting concepts and the emphasis on knowledge-in-use are essential for better understanding of what students know and can do in science.

Hanushek asked how the panel decides on which contextual variables to include. Hopkins-Evans explained that the variables should provide insight to the results so that when states are having conversations, they have enough information to inform them on what may have happened in the classrooms. Badrinarayan added that they want to understand the science opportunities the students may have had. Because of concerns that students may have limited science education opportunities prior to the fourth grade, the timing issue is critical. Hanushek followed up by arguing that the panel should be concerned about whether the simple indicators are causal, because there could be policy consequences that may or may not be appropriate. Neill added that having this type of information can help state leaders think about improving science education.

Marion noted that the data collected ranges from descriptive to inferential. He recommended a working group to address some of the larger questions related to contextual variables beyond the science framework related to opportunity to learn measures and noted that there is a need to better understand what science students should know by Grade 4. Regarding comparability, Marion noted that shifts in the distributions across disciplinary areas could break trend, but this did not concern him. Reynolds echoed the concern about trend but asked if the change in the organization of knowledge poses less of a risk to maintaining trend than introducing new knowledge. Badrinarayan agreed that maintaining trend is not a given, and a bridge study would be necessary. However, there needs to be a careful comparison between items on the prior assessment and any new items to look for differences in what is being measured, and she concurred with Reynolds's point that the assessment is not necessarily adding new knowledge but new ways to assess that knowledge.

Kelly clarified that the Board made a deliberate policy decision to not strongly emphasize trend in the Board charge to the panel; he reminded Board members that they had agreed that trend was important but not at the expense of implementing important changes. He also noted that the

current science trend lines only include a few data points and with more limited state and TUDA data, so the loss of trend for science would be much less consequential than for Reading and Math.

Wright thanked the panel for a well-done and informative presentation. She then reiterated concerns about when science is taught in elementary school, and she also commented that most elementary teachers are generalists with no specific science background. States should be responsible to ensure teachers receive appropriate professional development across all content areas.

Pope noted that there has been a shift away from some concepts in the Earth and Space Sciences in instruction, which may lead to a learning gap by Grade 12. Neill said that because the panel is relying on the state standards, and those concepts are no longer in the standards, they would not be included on NAEP. Badrinarayan added that NAEP should be able to show which science disciplines may not be covered in the schools, which will be informative to science education.

Kelly asked the panelists to reflect on the effectiveness of the recent changes to the Board policy and processes for assessment framework development, since this is the first framework project following those changes. Panelists noted that they especially appreciated the diversity of the panel members and the introduction of a panel leadership team rather than a single panel chair. Mark Loveland noted that the Steering Panel members have been more involved in the update as compared to previous panels, and that the addition of the Educator Advisory Committee has greatly increased the role of practitioners in the process.

Cunningham closed the session by thanking the panelists and informed the Board that they would receive information from the public comment period at the next Board meeting.

Reporting Achievement Level Descriptions (ALDs) for NAEP Civics, NAEP U.S. History, NAEP Science: Discussion and ACTION

Lane began the session on reporting ALDs for NAEP U.S. History, NAEP Civics, and NAEP Science and introduced Eric Moyer from Pearson as the project director of the study used to develop the ALDs. She thanked the Committee on Standards, Design, and Methodology members and Becky Dvorak for their work.

Lane described the study process, which resulted in two key outcomes. First, Reporting ALDs were developed that described what students could do based on the most recent available data from NAEP (i.e., 2019 assessment data for science and 2018 assessment data for U.S. history and civics). Reporting ALDs provide summaries of what students can do in each achievement level based on evidence from multiple items. The second outcome was alignment judgment ratings of the developed reporting ALDs to the existing broad achievement level policy definitions and to the grade-specific content ALDs included in the frameworks.

Moyer next provided an overview of the operational study and key findings. He described the process for developing the Reporting ALDs and for developing alignment judgment ratings. The alignment judgment results showed that the panelists for both civics and U.S. history said there

was moderate to strong alignment across all of the achievement levels. On the Grade 8 NAEP Science Assessment, most ratings were moderate or strong, though there were three panelists who found a weak alignment at *NAEP Basic*.

Lane explained the various reviews the Reporting ALDs underwent prior to finalization. Reviews resulted in adjustments to the level of specificity; in some cases, to be less vague to increase clarity, and others to be less specific when the level of detail was a threat to item security. Additionally, grammatical and editorial changes were made to improve the readability of the statements. Board members had received the full set of Reporting ALDs for the three subject areas in their background materials.

Lane asked if members had any questions or comments. Hearing none, she then asked for a motion to approve the Reporting ALDs for NAEP U.S. History, NAEP Civics, and NAEP Science. Marion moved to approve the motion, and Wright seconded it, which passed unanimously.

Member Discussion

Carvalho began the member discussion by expressing concerns about the future race and ethnicity survey questions. He asked why change is necessary. The Governing Board may not be able to change policy, but Carvalho argued that the Board is morally obligated to address the issue. West and Carr reminded the Board that public comment on the new questions was open until April 12, 2023.

Peisch suggested the Board develop a position and asked if Board members agreed with Carvalho's concerns. Kelly supported Carvalho's suggestion and added that changing how demographic data are defined may have severe consequences for the program's ability to maintain trend and limit the impact that NAEP can have on providing equity data when the samples become too small. Marion, Hanushek, and Lane also gave their support for the Board to draft a written response.

Carr clarified that an agency can decide to report at the top level (e.g., black, white). They are not required to report subcategories. She confirmed that OMB will not continue with the current two-question option about race and ethnicity.

Peisch suggested creating a small working group led by Carvalho to develop a statement. Peisch said she would discuss it with Perdue and Muldoon.

Hanushek asked if anyone had reviewed the consequences to maintaining trend lines in NAEP when Hispanics became separately identified in the mid-1990s. Peisch said that needed to be added to the list of questions. Wright asked how the categories were chosen and if they cover every category possibility.

Reynolds asked the Board to consider how including a North African category increased the potential for utilization of NAEP data by policymakers and education leaders. He thinks this will ultimately be counterproductive to the Board's goals. García also reflected that she is unclear on

the point of this change. She also argued that poverty is an issue that impacts student achievement but is rarely addressed.

Carvalho added that states may have different levels of reporting fidelity, with some states taking great pains to be accurate while others may not, which will skew data not representative of the student population.

Pope asked if the intent was to provide equity, so people have more reporting flexibility. Carr confirmed that the attempt is to address issues of fairness and equity to all Americans.

McGregor asked Peisch to clarify the charge of the working group. She said it is to draft a public Board response to the proposal. All members can provide input. Hanushek, Marion, and Edelblut volunteered. She directed others who may be interested to contact Muldoon.

Marion next asked if a working group should be considered to address the opportunity to learn variables to be included on a questionnaire. Peisch said the Board and staff will determine whether a working group is appropriate, if it should be a charge to a subcommittee, or if a cross-group from multiple subcommittees should be created.

West raised the same question regarding how to revise the equity statement in the Reading Assessment Framework for updated frameworks. Muldoon said that the staff would discuss.

McGregor emphasized the importance of including the needs of workforce development in the NAEP Science Assessment Framework. NAEP data are important for the workforce. For example, with increased teacher shortages, how can business partners try to recruit and retain teachers in areas that need teachers. The Board needs to think about how to use the data provided by NAEP to address these larger societal issues and how the data reporting can be more useful to not only state leaders and educators but also the business community.

Kelly disclosed that the Board soon will take action on framework updates. ADC is discussing updating the frameworks and budget implications. In November 2023, the Board will be asked to approve an action, so he requested that Board members be aware of the updates, so they are prepared to have a formative discussion and vote on the motion.

Peisch said that by the next meeting they will write and disseminate to Board members a proposal in response to the suggestions made today.

The meeting recessed at 11:56 a.m. The meeting reconvened at 12:15 p.m. in a closed session for the Board to receive a briefing on results from the 2022 NAEP Civics and U.S. History Assessments. The results are embargoed until May 3, 2023 at 12:01 a.m. Thus, this session was closed to anyone not cleared to learn the results.

The closed session recessed at 1:30 p.m. The meeting reconvened in general session at 1:46 p.m.

Discussion and ACTION: Release Plan for Results from 2022 NAEP Civics and NAEP U.S. History Assessments

Carvalho said that the release plans for the 2022 NAEP Civics and U.S. History Assessments were included in the Board materials. Peisch asked for any comments or questions. Hearing none, Carvalho asked for a motion to approve the release plan. Rafal-Baer moved to approve the release plan. Pope seconded the motion, which passed unanimously.

Preview of May 2023 Quarterly Board Meeting in Los Angeles

Carvalho stated he looks forward to hosting the Board in Los Angeles in May 2023 and provided an overview of the activities planned. Carvalho noted on Wednesday, May 17, there will be an outreach dinner with Los Angeles area education stakeholders at the Spotify headquarters. The evening will include a welcome from Karen Bass, the first female mayor of Los Angeles, and a showcase of student talent in the visual and performing arts. Also attending will be congressional members, state and local dignitaries, and local business and philanthropic leaders.

On Thursday, May 18, Board members will visit two local schools, one of which may be the Roybal Learning Center. Roybal is a specialized academy focused on film and television production and is supported by George Clooney, Kerry Washington, Don Cheadle, and Eva Longoria. Carvalho stated members would receive school profiles ahead of the visit with more information.

Peisch adjourned the meeting at 1:57 p.m.



Governing Board Chair

May 1, 2023

Date

National Assessment Governing Board
Executive Committee Meeting
Report of March 2, 2023

CLOSED SESSION

Executive Committee Members: Alice Peisch (Vice Chair), Christine Cunningham, Patrick Kelly, Suzanne Lane, Reginald McGregor, Martin West, and Carey Wright.

Executive Committee Members Absent: Haley Barbour, Alberto Carvalho and Beverly Perdue.

National Assessment Governing Board Members: Tyler Cramer, Viola García, Rick Hanushek, Scott Marion, John Pickinpaugh, Michael Pope, Ron Reynolds, Nardi Routten, and Dilhani Uswatte.

National Assessment Governing Board Staff: Lesley Muldoon (Executive Director), Elizabeth Schneider (Deputy Executive Director), Rebecca Dvorak, Stephaan Harris, Laura LoGerfo, Munira Mwalimu, Sharyn Rosenberg, Angela Scott, Matthew Stern, and Anthony White.

National Center for Education Statistics (NCES): Peggy Carr (Commissioner), Daniel McGrath (Delegated Authority of Associate Commissioner, Assessment Division), Dana Kelly, and Nadia McLaughlin.

U.S. Department of Education Staff: James Forester (Office of Legislation and Congressional Affairs).

The Executive Committee met in closed session on March 2, 2023, from 9:00 a.m. to 9:44 a.m. to receive a briefing on Governing Board Appropriations and Budget and Spending Plans for Fiscal Year (FY) 2023 and FY 2024 and to receive updates on ongoing work.

Alice Peisch, Vice Chair, presided over the meeting in the absence of Chair Beverly Perdue. Peisch welcomed members and introduced Elizabeth Schneider who joined the Governing Board staff three weeks ago. She then invited Lesley Muldoon, Executive Director, to provide an update on the Governing Board's Appropriations, Budgeting and Spending Plans.

Muldoon provided a briefing on FY 2023 and FY 2024 appropriations and spending plans. Following the presentation, members engaged in a question-and-answer session.

Muldoon then provided an update on meetings convened with new congressional staff to inform them of the Governing Board's work and priorities. She provided information that was shared with congressional staff on the National Assessment of Educational Progress (NAEP) program and current activities. Muldoon reported widespread, general support for NAEP and an

understanding of the importance of the assessment in providing national, state, and district level data.

These discussions were conducted in closed session because the disclosure of budget and spending plans would significantly impede implementation of agency actions as it relates to contract actions. Therefore, this discussion is protected by exemption 9(B) of section 552b(C) of Title 5 U.S.C.

At 9:44 a.m. Vice Chair Peisch adjourned the meeting.

I certify the accuracy of these minutes.



Alice Peisch, Vice Chair

03/27/2023

Date

National Assessment Governing Board
Assessment Development Committee
Report of March 2, 2023

OPEN SESSION

Assessment Development Committee Members: Patrick Kelly (Chair), Christine Cunningham (Vice Chair), Frank Edelblut, Viola Garcia, Reginald McGregor, Jon Pickinpaugh, Nardi Routten, and Dil Uswatte.

Assessment Development Committee Members Absent: None

National Assessment Governing Board Staff: Lesley Muldoon (Executive Director), Elizabeth Schneider (Deputy Executive Director), and Sharyn Rosenberg.

National Center for Education Statistics (NCES): Eunice Greer, Dana Kelly, Nadia McLaughlin, and Holly Spurlock.

Other attendees: **American Institutes for Research (AIR):** Brittany Boyd. **Educational Testing Service (ETS):** Jay Campbell and Terran Brown. **Hager Sharp:** Joanne Lim and Erik Robelan. **The Hatcher Group:** Isabel Rassel. **Optimal Solutions Group:** Peter Simmons. **Pearson:** Scott Becker. **Westat:** Lisa Rodriguez and Rick Rogers. **WestEd:** Mark Loveland and Taunya Nesin.

The Assessment Development Committee (ADC) met in open session on Thursday, March 2nd from 3:15 – 5:30 p.m.

Project Update: 2028 NAEP Science Assessment Framework

Patrick Kelly called the meeting to order at 3:15 pm and noted that the Committee would be spending most of its time on various topics related to NAEP frameworks and ending with an update on item development. Kelly introduced WestEd project co-director Mark Loveland and science content lead Taunya Nesin to provide a general project update and preview some of the Development Panel recommendations that would be shared in the plenary session the following day.

Nesin began by describing the project activities that have taken place since the last ADC meeting in November, including Steering and Development Panel meetings, Technical Advisory Committee meetings, and Educator Advisory Committee meetings, all in service of developing a working draft of the framework to soon release for public comment. She reminded ADC members of the initial recommendations from the Steering Panel and described how they have been incorporated into the working draft of the framework: (1) update the construct of science achievement; (2) update disciplinary concept statements and practices, and add crosscutting

concepts; (3) expand the construct to include aspects of technology and engineering; (4) describe how the three dimensions of science (disciplinary concepts, science and engineering practices, and crosscutting concepts) should be assessed; and (5) describe how student achievement should be reported with science-specific contextual variables and students' opportunity to learn science.

Loveland described the panel recommendations for assessment design, with the goal of developing items that require students to use the three dimensions. Individual items and multi-part items are intended to draw on at least two dimensions, and sets of items and scenario-based tasks are intended to require use of all three dimensions. No items are intended to measure only a single dimension. Loveland noted that the working draft of the framework provides recommendations and guidance on: ensuring a broad range of difficulty in the assessment; using diverse tasks, phenomena, and contexts for items; considering language complexity; and eliminating concept maps and replacing hands-on-tasks (HOTs) with scenario-based tasks. Finally, he noted that the current structure of reporting three subscales (Physical Science, Life Science, and Earth and Space Sciences) would remain, but there is a recommendation to rename them slightly (i.e., Sensemaking in Physical Science) to indicate that reporting of each disciplinary area reflects all three dimensions.

ADC members asked questions and engaged in discussion, including about how technology and engineering has been included in a limited way in the science and engineering practices, what implications this may have for the future of the Technology and Engineering Literacy Framework and assessment, and whether there will be any separate reporting for technology and engineering. The working draft does not include plans to pull out information about technology and engineering in reporting; there were concerns about feasibility and cost related to the number of additional items that would be required for such reporting, but it may be possible to pursue this reporting in the future via a special study.

ADC members also asked questions about potential contextual variables and noted that any questions posed to students about opportunities to learn science would need to be considered carefully to ensure that students are capable of providing the requested information. In closing, Kelly requested that a tracked changes version of the working draft be made available in the future, so that interested Board members could see what changes are made in the revised draft of the framework following public comment.

Next Steps for 2030 NAEP Writing Assessment Framework

Christine Cunningham introduced the next session by reminding ADC members of the typical initial steps the Board uses when deciding whether and how to update a framework: (1) seeking public comment on whether and how the current framework should be changed; (2) commissioning expert papers and/or panel discussions; and (3) collecting other relevant information and research to inform the decision about a framework update. Cunningham noted that following the initial ADC discussion about updating the NAEP Writing Assessment Framework in November, the Board conducted a call for public comment on the current framework from November 29, 2022 – January 25, 2023, and also asked the National Center for Education Statistics (NCES) to prepare a memo on operational considerations for the current

assessment. Board staff also commissioned consultant papers, which are currently under development and will be shared with ADC members for discussion at the next meeting in May.

Next, Cunningham noted that the NAEP Assessment Schedule indicates that the Board will consider updates to three assessment frameworks for implementation in 2030: Writing, U.S. History, and Civics. Under current policy and procedures, it typically takes about two years to update a framework and about 4-5 years for NCES to implement the framework changes in the assessment. Board staff had initially planned to launch the update of the NAEP Writing Framework first to avoid having to conduct three framework updates simultaneously.

Cunningham then provided some high-level updates about the Governing Board's budget. Board staff had requested additional funds in the Fiscal Year 2023 budget to update the NAEP Writing Framework, but the funds were not received. Therefore, it is not possible to begin a framework update during this fiscal year (prior to September 30, 2023) without putting other Board activities and priorities at risk. Board staff have also requested additional funds for framework updates in Fiscal Year 2024, and the status of that request will have bearing on what framework updates can be pursued over the next couple of years.

Cunningham highlighted the following important decisions that will be necessary by later this year: whether an update to the NAEP Writing Framework is necessary and desirable from a content perspective; the degree of substantive changes anticipated; what process should be used to conduct the update; when the update should take place; and if funds are limited, whether updates to the NAEP Writing, History, or Civics Frameworks should be prioritized.

ADC members engaged in debate and discussion about the value of continuing a writing assessment as part of NAEP. Members noted that the type of writing assessed varies by state; some states assess text-based writing as part of an English language arts assessment, some states do different things at grade 4 versus grade 8, and some states do not assess writing at all. Given the lack of consistency among states for assessing writing and the budget constraints, some members questioned whether NAEP should continue to assess writing. Other members noted that written communication skills are essential for college and career readiness, and that the Hill visits the previous day highlighted the importance of NAEP maintaining a well-rounded portfolio.

In addition to the budget considerations, ADC members did note that recent developments in artificial intelligence (e.g., chatGPT) may significantly disrupt current approaches to writing instruction and assessment prior to 2030. Embarking on a framework update before the impacts of artificial intelligence are understood could result in a situation where the framework is out of date before it is even implemented.

Kelly closed the session by urging ADC members to read the forthcoming expert papers and think about whether and how to proceed with an update to the writing framework in advance of the May ADC meeting so that the Committee could develop a recommendation about what is desirable from a content perspective.

Recommendations for Gradual, More Frequent Updates to NAEP Assessment Frameworks

Kelly noted that the next agenda item was an update on efforts to explore the feasibility of making smaller, more frequent changes to NAEP assessment frameworks in the future. Following a May 2022 ADC discussion on this topic, Board staff commissioned expert papers from six consultants to respond to the questions that Sharyn Rosenberg had laid out in a framing paper. The papers were discussed at the November 2022 ADC meeting, and Rosenberg then facilitated a technical panel discussion of the consultants at the end of January. Detailed minutes from that meeting were sent to ADC members.

Rosenberg briefly summarized the goal of this effort. Currently, about every 10 years, the Board asks whether changes to a given assessment framework are needed. Although the range of potential answers to this question are: “No,” “Minor clarifications only,” and “Substantive changes needed,” the length of time between updates means that the default answer will be “Substantive changes needed.” In thinking about a potential new framework development process, the goal would be to ask on an *ongoing basis* whether changes to a given assessment framework are needed. In this scenario, even when substantive changes are needed, the default would likely be more limited rather than extensive changes.

Rosenberg noted that additional clarification is needed around the process and frequency for evaluating frameworks on an “ongoing basis” and an abbreviated process for recommending more limited changes to frameworks. Rosenberg explained that the consultant papers and discussion were intended to provide advice on how a more nimble framework process could be implemented. In response to a question raised at a previous ADC meeting, Rosenberg reported that minor changes to frameworks were rarely conducted but had occurred infrequently over the past 20 years. After reviewing previous Board meeting minutes and talking to former Board staff, Rosenberg noted that in one instance, minor changes were conducted by a group of 8-10 content experts. In a second instance, minor changes were proposed by Board staff and ADC members and reviewed by external consultants.

Rosenberg highlighted key takeaways in four areas based on the discussion with the consultants: the role and function of a standing group of NAEP content advisors; a process for making smaller changes to frameworks and considering how that folds into the current policy; consistency across frameworks; and narrowing the scope of NAEP framework documents.

Recommendations for convening a standing group of NAEP content advisors focused on having 8-12 experts knowledgeable about the current NAEP framework and items in addition to content and policy issues in a given subject. Such a content advisory group could make initial recommendations to the Board and may be able to carry out minor clarifications and limited updates. For more substantive updates, a standing content advisory group could play a role overseeing the panels of other experts who develop specific recommendations. The content advisory group could potentially replace the role of the Steering Panel, with substantive updates still tasked to a Development Panel. The consultants noted that use of a content advisory group and expedited process does not preclude gathering focused external input at some point during the process.

In terms of developing greater consistency across frameworks, the consultants warned that a “meta-framework” may be too restrictive since there are some unique framework elements that vary by subject area. However, using boilerplate text when appropriate (e.g., describing what NAEP is and how results are typically reported) would be beneficial for making framework documents more consistent, and such streamlining may occur naturally if frameworks are updated more regularly.

Rosenberg noted that the experts had discussed Carol Jago’s comment that, “NAEP frameworks try to do too much.” The length of the framework narrative serves as a barrier to conducting more frequent framework updates, and many NAEP frameworks include more description of the current state of a field than may be necessary to develop the NAEP assessment.

For next steps, Rosenberg proposed that she would annotate the current framework policy with suggested edits and comments for discussion related to adding an explicit path for carrying out minor updates to frameworks. She also suggested that the Committee might consider a “pilot” framework for trying out a new process, such as the NAEP Writing Assessment Framework if the committee was to decide that a minor update of that framework is needed.

ADC members noted that the desirable characteristics for content advisory group members sets up a tension between not wanting to have a calcified group but recognizing that few people will meet the “unicorn” criteria. The content advisory groups could help gather data from the field to monitor changes on an ongoing basis, but there may still need to be a time element for the Board to consider framework changes.

ADC members engaged in debate and discussion about what subject area might be ideal for trying out a new process. Some members argued that it would make sense to start with reading or math because those frameworks were recently updated, while others noted that it would be easier to start with a subject that is not the “bread and butter” of the program. Trying a new process with a lower profile subject may not unearth some of the key issues that need to be considered even if it is easier. Additional discussion on this topic will take place at the May meeting alongside consideration of potential edits to the policy.

CLOSED SESSION

Assessment Development Committee Members: Patrick Kelly (Chair), Christine Cunningham (Vice Chair), Frank Edelblut, Viola Garcia, Reginald McGregor, Jon Pickinpaugh, Nardi Routten, and Dil Uswatte.

Assessment Development Committee Members Absent: None

National Assessment Governing Board Staff: Lesley Muldoon (Executive Director), Elizabeth Schneider (Deputy Executive Director), and Sharyn Rosenberg.

National Center for Education Statistics (NCES): Eunice Greer, Dana Kelly, Nadia McLaughlin, and Holly Spurlock.

Other attendees: Educational Testing Service (ETS): Jay Campbell and Terran Brown. **Hager Sharp:** Joanne Lim. **Pearson:** Scott Becker.

The Assessment Development Committee (ADC) met in closed session from 4:45 – 5:30 p.m. to discuss results from pretesting of items developed for the 2026 NAEP Reading Assessment. This session was closed because it contained secure NAEP items that have not been released to the public.

Initial Results from Pretesting of NAEP Reading Items (CLOSED)

Cunningham introduced Eunice Greer of NCES to provide an update on item development for reading, including efforts to pursue a multistage adaptive design and to develop additional items targeting the lower end of the performance distribution.

Greer explained that the goal of the pretesting was to determine: whether the lower difficulty blocks for grade 4 performed as expected; whether the new types of items and blocks performed as expected; and whether the students understood the items and responded as expected. At grade 4, the pretesting consisted of three Reading to Develop Understanding (RDU) blocks that were intentionally designed to be of lower difficulty, and two Reading to Solve a Problem (RSP) blocks. At grade 8, the pretesting consisted of two RSP blocks. Pretesting procedures included both playtesting (one-on-one interviews) and item tryouts (group administrations with debriefing sessions). Greer shared specific results from the pretesting, including data related to difficulty and timing.

Greer then explained NCES’ plans for a multistage testing design, including development of short router blocks consisting of items measuring vocabulary, morphology, and sentence processing (performance on the router blocks will not contribute to scale scores). She shared results from a field trial on the router blocks conducted with students in grades 4 and 8. Greer explained that the purpose of the field trial was to determine: the difficulty of the router items; the number of router items that students can complete in 5 minutes; and the relationship between students’ performance on the router items and their performance on the comprehension measure.

ADC members discussed and asked questions about the results from the item pretesting and noted that they look forward to reviewing the items later this spring.

The meeting adjourned at 5:30 p.m.

I certify the accuracy of these minutes.



Patrick Kelly, Chair

April 3, 2023

Date

National Assessment Governing Board
Committee for Standards, Design and Methodology
Report of March 2, 2023

CLOSED SESSION

COSDAM Members: Suzanne Lane (Chair), Carey Wright (Vice Chair), Scott Marion, Alice Peisch, Michael Pope

COSDAM Members Absent: Russ Whitehurst

National Assessment Governing Board Staff: Lesley Muldoon (Executive Director)

National Center for Education Statistics (NCES): Daniel McGrath (Delegated Authority of Associate Commissioner, Assessment Division), Enis Dogan

Other attendees: **American Institutes for Research (AIR):** Markus Broer. **Educational Testing Service (ETS):** Terran Brown, Amy Dresher, Dan McCaffrey. **Optimal:** Imer Arnautovic. **P20 Strategies LLC:** Andrew Kolstad. **Westat:** Lloyd Hicks, Kavemuii Murangi, Keith Rust.

Welcome

Suzanne Lane (Chair) began by welcoming the group to the Committee for Standards, Design and Methodology (COSDAM) meeting and provided an overview of the agenda. She introduced Enis Dogan of the National Center for Education Statistics (NCES) as the first presenter.

Update and Discussion: Adaptive Testing for NAEP

Under the provisions of exemption 9(B) of 552b of Title 5 U.S.C., COSDAM met in closed session for the Adaptive Testing for NAEP session because the presentation involved NAEP results not yet publicized.

Dogan provided a general overview of why multi-stage adaptive testing (MST) is being explored for NAEP in place of a linear administration model. He outlined the roadmap of studies leading up to an intended transition to MST for operational NAEP Mathematics and NAEP Reading in 2028. Small-scale field trials were conducted in 2022, and a router usability study is planned for 2023. NCES will conduct larger pilot studies in 2024, a routing capabilities study in 2025, and dry run MST studies in 2026. Dogan shared design options being explored and presented findings from the field trials conducted in 2022.

Developing blocks of items to meet the needs of an MST design for NAEP Mathematics is relatively straightforward because NAEP has a large item pool, and items are generally

independent of one another. NCES has explored the use of each student seeing two or three item blocks for mathematics (i.e., one router that informs the difficulty level of one or two additional blocks). Only two blocks of NAEP Reading items can be administered per student within the testing timeframe. Dogan noted that they found little is gained from adding a third block. Scott Marion noted that this has been his experience with other assessment programs as well. Developing MST blocks for NAEP Reading is more challenging because multiple items are tied to one reading passage.

Lane inquired about the representation of students included in the 2024 pilot study. Dogan and Keith Rust (Westat) expressed that there will be a nationwide representative sample. Carey Wright asked whether the sample sizes in 2028 would be sufficient to report NAEP data if MST did not work out, and whether the intent is to fold the MST data in with linear administrations of the assessments for NAEP reporting at that time. Dogan reported that he expects to be able to fold in the MST data given the studies leading up to 2028. However, if there are issues with MST, reporting would still be possible using the linear administration sample only.

Rick Hanushek inquired about the impact of conducting the dry run study in 2026 in conjunction with implementation of the new frameworks. Dogan noted that the operational study will not occur until 2028 and the 2024 MST pilot study should indicate whether MST will introduce challenges to maintaining trend. The new framework implementations were considered, and the schedule was designed to study potential impacts of the changes separately.

Alice Peisch noted that MST could potentially impact NAEP scores for low- and high-achieving students differently. Students at the low-end of the achievement scale should see more items they are able to answer correctly, and this may lead to greater engagement. Alternatively, high-achieving students may see a more challenging test than if they had taken a linear assessment. She noted that while increased student engagement is a positive impact, we should still consider that the experience could lead to different levels of engagement and impact scores. Marion agreed, he noted that this could lead to more accurate scores that we would not want to equate out.

To address the concerns presented by Peisch and Marion, Lane recommended NCES include analyses in of the 2024 pilot study data to explore potential differential impacts of MST on low- and high- achieving students.

Carey Wright noted the importance of communicating the switch to MST, and why we are confident in the scores. This represents a change in methodology that not everyone will understand.

OPEN SESSION

COSDAM Members: Suzanne Lane (Chair), Carey Wright (Vice Chair), Scott Marion, Alice Peisch, and Michael Pope

COSDAM Members Absent: Russ Whitehurst

National Center for Education Statistics (NCES): Peggy Carr (Commissioner), Daniel McGrath (Delegated Authority of Associate Commissioner, Assessment Division), Enis Dogan

Other attendees: **American Institutes for Research (AIR):** Markus Broer. **Educational Testing Service (ETS):** Terran Brown, Amy Drescher, Dan McCaffrey. **Optimal:** Imer Arnautovic. **P20 Strategies LLC:** Andrew Kolstad. **Westat:** Lloyd Hicks, Kavemuii Murangi, Keith Rust.

Debrief: NAEP State Sampling Ideas

The first topic of the open meeting was an opportunity to debrief on a state-level sample size discussion the Board had in November. In recent years, state-level sample sizes have decreased due to budgetary constraints. The decrease was informed by technical investigations to maintain a solid sample; however, there were a couple notable impacts: (1) a small number of subgroups for some states that had been reported in 2019 were not reportable in 2022, and (2) the standard errors increased, requiring larger year-to-year differences to be identified as statistically significant compared to prior years.

Lane summarized ideas discussed by the Board during the November discussion to address the reduced state sample sizes. These ideas included: (1) increase sample sizes for select student groups, (2) include effect sizes in reporting, (3) consider use of different confidence level for determining significance, and (4) incorporate information from linking studies to illustrate importance of score differences.

Wright felt the best path forward would be to increase the state-level sample sizes in the future. Lane noted that this is not possible for 2024, though it could be in the future. She asked the group to consider how we might address the reduced state-level sample sizes in the meantime. Peggy Carr (NCES Commissioner) noted that increasing the sample size would significantly increase cost, and confirmed that this is not on the table for 2024.

Wright inquired whether the intent of the discussion was to explain the reduction in state level sample sizes. Marion noted that in his view the intent was to discuss the fact that there were some three- or four-point differences in the 2022 results that significant tests indicated were “not different” and the fact that not everyone had confidence that these differences are not meaningful. Hanushek expressed that we should consider whether the former sample sizes were ideal and something we should strive for, or if the current (i.e., 2022 and planned 2024) sample sizes are acceptable.

Lane asked NCES staff in the audience about targeted efforts to increase the sample size of select student groups that were reportable in 2019 but not in 2022. Dogan noted that NCES investigated this and found it was not advisable. First, increasing sample sizes for only select student groups would require targeted sampling of schools with high rates of the groups; Dan McGrath (NCES) noted this could result in skewed data of the targeted student groups, not representative samples. In addition, targeting sample sizes in this manner would result in an imbalance between state-level sample sizes.

Peisch stated concern with modifying the confidence level used in significance testing. Others agreed, and COSDAM members ruled out this idea for further consideration.

Hanushek clarified that the idea to use linkages to outside data discussed in November was based on a study he conducted tying NAEP scores to lifetime earnings. The study was intended to address the opinion expressed in some media outlets that large scale score drops on NAEP, for example an 8-point drop, were not a big deal. In fact, an 8 point lower NAEP score is associated with a significant drop in lifetime earnings. Though this study was useful, Hanushek did not recommend this approach to address the decrease in state-level sample sizes through the official NAEP data releases.

The discussion next turned to the idea of reporting effect sizes in addition to significance testing. Carr noted that NCES had explored using effect sizes in addition to significance testing in the past. They found that people did not understand the information, and it did not seem like a worthwhile endeavor. Lane expressed that significance testing was also not intuitive and required good communication for the public to understand. A lack of initial understanding may not be a reason to dismiss the idea. Rather, Lane expressed, we would need to build communication into the planning.

Lane wrapped up the discussion. She noted incorporating effect sizes in NAEP reporting should be considered further, with the understanding that communicating how to interpret them would be important. Additionally, COSDAM members expressed the desire for future increases in state-level sample sizes.

Prepare for and Transition to Joint Meeting

Lane prepared members for a joint meeting of COSDAM and Reporting and Dissemination (R&D) immediately following the COSDAM meeting. She summarized recent discussion points from prior COSDAM meetings related to improved communications of achievement levels and outlined the joint meeting agenda.

The meeting adjourned at 4:30 pm.

Joint Committee Meeting

Committee on Standards, Design and Methodology Members: Chair Suzanne Lane, Rick Hanushek, Scott Marion, Alice Peisch, Michael A. Pope, Carey Wright

Reporting and Dissemination Committee Members: Vice Chair Marty West, Tyler Cramer, Anna King, Julia Rafal-Baer, Ron Reynolds, Mark White

Absent: Alberto Carvalho, Russ Whitehurst

Governing Board Staff: Rebecca Dvorak, Stephaan Harris, Laura LoGerfo, Lesley Muldoon

National Center for Education Statistics Staff: Gina Broxterman, Commissioner Peggy Carr

Contractors: American Institutes for Research (AIR): Markus Broer, Cadelle Hemphill; CRP: David Hoff; Educational Testing Service (ETS): Amy Drescher, Robert Finnegan, Dan McCoffrey, Lisa Ward; Forum One: Tim Shaw; Hager Sharp: James Elias, Kathleen Manzo, Erik Robelon, Debra Silimeo; The Hatcher Group: Melissa Meillor; Management Strategies: Brandon Dart; Optimal Solutions Group: Imer Arnautovic; Pearson: Joy Heitland, Eric Moyer, Llana Williams; P20 Strategies LLC: Andrew Kolstad; Westat: Lauren Byrne, Marcie Hickman, Lloyd Hicks, Kavemuii Murangi, Keith Rust

Committee on Standards, Design and Methodology (COSDAM) Chair Suzanne Lane called the joint committee meeting to order at 4:40 pm and welcomed everyone. Reporting and Dissemination (R&D) Vice Chair Marty West outlined the reasons and agenda for the meeting.

Linking Studies

The first agenda item centered on the progress made by the Linking Studies Working Group. This working group, chaired by COSDAM member Rick Hanushek, convenes regularly to discuss how NAEP data can be linked with other data sources, both internal and external to the federal government. Linked data can serve as both a validity check of NAEP (i.e., linking NAEP scores to non-NAEP outcomes) and as context to understand NAEP scores. External data require several steps to link to NAEP data but can answer questions that NAEP data alone cannot, such as the proportion of students new to a district, a favorite topic of Board member Tyler Cramer. Within the federal government, exact linkages or matches can be made between NAEP data and other data, such as through longitudinal studies that contain much richer parent and family data than NAEP.

Both types of linking pose challenges, given federal and state privacy restrictions. However, linkages between NAEP and longitudinal studies—specifically, the Early Childhood Longitudinal Study and the High School Longitudinal Study—already exist due to intentional overlap samples. These address research questions that cannot be answered through state datasets, because they allow (1) comparisons across states and (2) comparisons over time (NAEP does not change as frequently as state assessments).

The Linking Studies Working Group seeks to encourage NCES to make these linked data available to external researchers and to stimulate researchers to use the linked data. They also want to discourage faulty practices like using the data to investigate causality. Facilitating future overlap samples and providing input on the methodology seem like promising routes for the Board, both of which require close work with NCES, such as aligning longitudinal surveys with NAEP administrations. Before the update ended, a Board member inquired about linking NAEP to data from the Bureau of Labor Statistics, but the group has not addressed that possibility yet.

Achievement Levels

Suzanne Lane thanked Hanushek and the working group members for their effort and turned to the next agenda item about communicating achievement levels. Lane shared that COSDAM

members are drafting a plan for addressing activities outlined in the Achievement Levels Work Plan for communicating achievement levels to multiple audiences.

Hanushek interjected, questioning whether the Governing Board must set standards for achievement levels and whether the Board must draft achievement level descriptions (ALDs). Lane replied that states find achievement level information useful, often in informing their own achievement levels. West added that Checker Finn, the first chair of the Governing Board, pushed for achievement levels, and the Board's statutes authorize, but do not mandate, achievement levels. As West spoke, Cramer found the exact statute and read that the Board "shall" set achievement levels.

Hanushek, unswayed by the statute, questioned why the Board spends millions to update what the achievement levels mean when the Board could allocate that money to increasing sample sizes. Hanushek explained that setting the achievement levels requires great effort, and they eventually prove less helpful than percentiles in interpretation. Lane countered that states do find NAEP achievement levels useful, because they lend insights about states' performance relative to other states and over time.

West observed that reporting what students scoring at different percentiles know and can do helps stakeholders make meaning from the results. This can be accomplished by mapping percentiles to achievement levels, which are based on content, not statistical results as percentiles are. Carey Wright noted that confusion inevitably emerges, because *NAEP Proficient* does not equate to proficiency or grade level on state assessments. Thus, the Board should provide better, clearer explanations that distinguish the two. But, generally, as Scott Marion explained, people understand actual items and skills, an observation which Rafal-Baer seconded. Marion continued that people do not understand high-level definitions of achievement levels drafted by technical experts. But both approaches are needed.

The discussion's focus then shifted to the people interested in achievement levels and how best to focus communications. West wondered where parents fit within this type of work. Rafal-Baer offered that caregivers do not receive honest information about what's happening in schools and want to connect more deeply with their children's education. Marion underscored that parents are important for public support, but few children participate in NAEP, and if they do, parents never learn how their students perform. Anna King extended that point by explaining that parents will not understand what the Board means by "using" NAEP data. In reply, Wright articulated NAEP's benefit for parents, which is informing parents how the state, to whom they entrust their children's formal education, is faring in that mission. The Board wants to communicate to parents, but parents consume information through the media, so the Board should prioritize journalists as the means to reach parents (a point which echoed Walton's comment in the previous session). West suggested proactive media outreach, such as what the Board conducted for the NAEP 2022 release, i.e., advance briefings with media. The media's feedback could be incorporated into dissemination of achievement level information and subsequent briefings.

Hanushek then asked: Are achievement levels part of a general communication strategy? If so, then the Board's strategy is a failure, because achievement levels are misused and misinterpreted constantly. And, no state wants to hear that most of their students score below *NAEP Basic*.

Wright reported that she advises state assessment directors not to discount NAEP, even if, or especially if, the state scores are much higher. Ron Reynolds and Mark White agreed. White explained that differences between Tennessee's state assessment scores and NAEP scores galvanized support for substantial reforms to the State's education system. White warned, however, that NAEP is perceived as the gold standard now, but no one can predict its reputation in two or three election cycles. Reynolds reported that state school chiefs use NAEP achievement level data to make their standards more rigorous, a story that should be told widely. Rafal-Baer enthusiastically endorsed the proposal to engage in simple, understandable storytelling and encouraged more collaboration between the two committees.

West recounted the enlightening presentation from Tim Shaw at Forum One in the earlier R&D committee meeting. Shaw and his team wield experience and expertise in examining what NAEP users like and dislike about the online NAEP experience. The Board could apply the same lessons to any materials produced by COSDAM. R&D members expressed interest in reviewing whatever materials COSDAM generates to communicate achievement levels for specific needs and purposes.

Lane asked how the Board should address members of the media who use achievement levels incorrectly. Cramer recommended producing and posting a video featuring Grady Wilburn from NCES explaining how to interpret NAEP data. To work, the video would need to be interesting, comprehensible, and jargon-free. West concurred, adding that he usually aims to make a journalist's job as easy as possible, and sometimes discussing NAEP results in terms of grade level, which is technically incorrect, is the only means to convey understanding. The Board should provide media with simple narratives they can readily use instead of making grade-level analogies. The Reporting Achievement Level Descriptions may include too much jargon for this purpose, but the Board could consider how to tease tangible skills apart from the technical verbiage.

What About Below *NAEP Basic*?

The final topic the committee members tackled dwelt on the need for a below *NAEP Basic* achievement level. From an assessment design perspective, NAEP does not include many questions at that level, so the assessment does not measure well what students know and can do below *NAEP Basic*. In addition, students who score below *NAEP Basic* fall into a wide range, with some students scoring very close to the threshold and others who score far from the cutoff point. This presents a problem of interpretation and may require multiple achievement levels below *NAEP Basic* to rectify.

Scott Marion immediately replied that developing achievement levels below *NAEP Basic* would not merit the investment. Most state chiefs focus on *NAEP Proficient* or *NAEP Basic*. Hanushek observed that international assessments set achievement levels across the entire score distribution, but they offer no better estimates of what skills and knowledge those students need to improve their performance.

West pondered if the Board still needs to provide some label for the wide—and widening—swath of students who fall below *NAEP Basic*. When West visited with members of Congress and their staffs, one Senator in particular passionately argued for a below *NAEP Basic* achievement level.

That Senator asked why NAEP cannot say what those lower-performing kids can and cannot do. The Senator wants to make NAEP more actionable for instructional purposes.

Lane claimed that the priority is to increase the number of items at the lower end of the scale. Hanushek agreed and explained that NAEP definitely needs more items at the lower end of the scale before labeling the achievement level for scores in that range and acknowledged that NCES is making efforts to do so. But this becomes a costly endeavor. For example, Commissioner Peggy Carr noted that the NAEP Civics assessment includes fewer items and is generally a harder assessment, so there are likely very few items at the low end of the scale, and item development is expensive. Reynolds concluded that without additional items, NAEP cannot provide more meaningful information, and asked the concomitant costs and wondered about unanticipated or perverse side effects that additional items would induce.

Cramer asked if the Board changes the achievement level definitions, would those revised definitions capture the lower-performing group better? Hanushek replied affirmatively, on the condition that those knowledge and skills are linked to specific score percentiles. West was pleased to see that the Highlights pages for the civics and U.S. history report cards include sample questions by achievement levels for the first time. West deemed this approach extremely informative and useful, offering kudos to the NAEP reporting team.

On that, the committee members all agreed to continue collaborating, and the meeting adjourned at 5:50 pm.

I certify the accuracy of these minutes.



4/20/2023
Date

National Assessment Governing Board Reporting and Dissemination Committee

Report of March 2, 2023

Reporting and Dissemination Committee Members: Vice Chair Marty West, Tyler Cramer, Anna King, Julia Rafal-Baer, Ron Reynolds, Mark White

Reporting and Dissemination Committee Members Absent: Alberto Carvalho

Governing Board Staff: Laura LoGerfo, Stephaan Harris, Matt Stern

National Center for Education Statistics Staff: Gina Broxterman

Other Attendees: American Institutes for Research (AIR): Cadelle Hemphill; CRP: David Hoff; Educational Testing Service (ETS): Robert Finnegan, Lisa Ward; Forum One: Tim Shaw; Hager Sharp: James Elias, Kathleen Manzo, Erik Robelon, Debra Silimeo; The Hatcher Group: Melissa Meillor; Management Strategies: Brandon Dart; Pearson: Llana Williams; Westat: Lauren Byrne, Marcie Hickman

Vice Chair Marty West called the meeting to order at 3:21pm. He welcomed new Board member Anna King who did not attend the November 2022 quarterly meeting but whose term began in October. West provided an overview of the agenda and invited Assistant Director for Reporting and Analysis Laura LoGerfo to address the first item on the agenda—the plan for releasing the 2022 results from the NAEP Civics and NAEP U.S. History assessments.

The Reporting and Dissemination (R&D) Committee members had reviewed the proposed release plan to prepare for the meeting. They generally found the plan strong and engaged in conversation about the release which yielded several suggestions for improvement. The plan includes the recording of questions prior to the release at various sites of historic and civic significance by students, docents, interpreters, and park rangers. Staff from the National Center for Education Statistics (NCES) staff will answer these questions live at the event itself. The committee felt strongly that student voices should be represented in the release and directed that one of the question videos be recorded by a student.

The plan also entails short videos to promote the release event in which passersby on the National Mall answer civics and history questions from the pool of NAEP items released to the public. The committee noted that these segments should work well on social media as a means of generating interest in the release.

The discussion inevitably turned to the current politicization of social studies instruction. Tyler Cramer argued that politicians' use of these results for their own agendas may be unavoidable. To reduce the risk of NAEP being used as a political cudgel, the Board should anticipate how to respond to charged or challenging questions. Talking points prepared by Board staff should focus attention on the content of the assessments and the objectivity of NAEP data. Additionally, the release must not frame paying attention to civics or history as competing with reading and math. Concerns about social studies are not mutually exclusive with concerns about other subject matter.

Among the tough questions to expect, West pointed out that the civics and U.S. history NAEP assessments usually show the lowest percentages of students reaching *NAEP Proficient*. Some may wonder whether the achievement levels are realistic. Some may wish to compare the achievement level results on civics and U.S. history to those on reading and mathematics, which would be problematic, given how the assessments differ. West recommended emphasizing score changes over time more than the achievement levels. And, the NAEP U.S. History scores started trending downwards in 2018. The media and stakeholders initially may interpret the 2022 results only against the backdrop of the COVID-19 pandemic. But the earlier trends are of utmost importance for accurate interpretation of the 2022 results, thus compelling the release to focus on the entire trend line, not just comparisons with the last assessment.

Julia Rafal-Baer mentioned that the Board should reach out to organizations that advocate for civics and history education, such as Generation Citizen, which is student-led and founded by one of Marty West's former students. Even without state-specific data, the state chiefs who belong to the Council of Chief State School Officers will take an interest in the NAEP Civics and U.S. History results. A successful release will require collective and coordinated effort among many stakeholders.

With that, West called for a motion to move the release plan to the full board for a vote. Cramer so moved, which Rafal-Baer seconded, and the motion passed.

Users' Experience with the Nation's Report Card

The committee next turned to understanding the work invested in continuously improving the form and structure of the Nation's Report Card website. Ebony Walton of NCES explained how reporting NAEP results has evolved over time, from thick-bound books to relatively briefer reports bound by margin size and page number requirements to digital reports that transcend limits borne by paper copy. Prior to 2013, Walton revealed, NCES had not prioritized the interests of the audience as much as the need to disseminate statistics. Now, reports react to the audience's needs and reflect how the audience navigates through the results and make meaning from what is presented.

Walton introduced Tim Shaw of Forum One, part of the NAEP Alliance of contractors, which conducts user experience research on the Nation's Report Card website. Shaw investigates what people consume on the site, where they spend their time, and how NCES can improve the user experience. Part of this research involves analyzing web traffic data from Google, such as what readers do on the site. As surmised from the intense attention paid to the 2022 NAEP results in reading and math, in October, the Nation's Report Card site elicited more than twice the web traffic as the 2019 release, with over 100,000 unique page views. Site hits on the day after the release equaled the peak of the first day, which bucked the typical pattern of a decline in web traffic immediately following the release. Users continue to visit nationsreportcard.gov, indicating a more gradual decrease in activity than in previous years. Even the 2022 Long-Term Trend (LTT) report card dwarfed any prior LTT releases.

The Highlights page proves the most popular draw, though Shaw and the team at Forum One do not compare traffic data between the Highlights and the rest of the report card site. Cramer asked how many users venture only one page into the site, essentially the bounce rate (how many people visit and leave immediately). Shaw shared that the bounce rate is just 46.7%, which is very good, and average time spent on the site is 1 minute and 53 seconds, which is exceptional. This duration includes those who bounce immediately, so that average likely would be higher among those who purposefully visit the site.

The Forum One researchers run usability testing to check task completion and whether audiences successfully engage with the report card's content and negotiate the site in predicted ways. Forum One recruits participants who represent NAEP audiences, such as principals, school board members, teachers (who serve as proxies for "informed" consumers of education news), researchers, influencers, media, NAEP state coordinators, and "active or involved" parents.

Anna King cautioned that parental involvement should not be defined as those physically inside a school building, since many parents are active with their children's education at home but cannot visit school. West asked if NAEP should make parents more of a priority in usability studies. Walton replied that given the short timelines to release data, NCES prioritizes policymakers and media, because the latter is the primary conduit of information for most parents. NCES encourages parents to use the NAEP Questions Tool, which is undergoing improvements, so they can see what questions NAEP expects students to answer.

The Forum One research finds that users generally rate the Nation's Report Card site positively and confirms the importance of improvements, such as the box plots added to the side of graphs with percentiles. Participants' responses demonstrate the importance of offering multiple navigation paths and multiple methods of depicting data, whether charts, tables, or both. Shaw admitted that users still encounter difficulty in understanding the concept of statistical

significance, especially on charts showing achievement gaps, as shown by asterisks, and when rounding plays a role, i.e., a one-point difference may be significant under some circumstances and not in others, based on rounding.

As for outstanding issues, Shaw listed that the text remains too dense, uses too much “UNplain” language, and stretches too long. The focal year sliders in graphs seem unclear and unnecessary, and the student questionnaire content requires clearer labels. The research agenda includes additional areas for further exploration, namely, navigation on the Highlights page and the effectiveness of the newer charts included in the Highlights. The research team will delve into whether continued refinements to the reports cards work, e.g., a new Nation’s Report Card homepage, navigation on the student questionnaire page, and limited labeling of line charts.

Cramer asked about audience responses to the NAEP Data Explorer –essentially a public-use dataset for NAEP. But that tool is not included in the user experience work. Specific pages produce separate data analytics. Cramer followed with a query about whether NCES offers media training on the Nation’s Report Card site. Grady Wilburn led one for the Education Writers Association (EWA), which was recorded and which could be added to the record card website. The Governing Board briefed the EWA about the divergent trend lines prior to the NAEP 2022 release, and Wilburn’s training video could have been shared with EWA then.

A committee member concluded the conversation with a comment on the possible applications of ChatGPT, which could track what user queries are most popular, the answer to which could guide what to highlight on the site. Additionally, ChatGPT could serve as a user-friendly interface through which visitors to the site could ask “what’s the relationship between gender and performance?” and be directed to the answer.

Future Meeting Topics

Before the transition to the joint committee meeting with the Committee on Standards, Design and Methodology, West called for any future meeting topics. The committee requested a debrief on the civics and history release, which will occur in early May, and two topics that emerged from this meeting: (1) significance levels in reporting; (2) the ability of artificial intelligence to simplify the NAEP Data Explorer. The committee members also want to participate in user experience research and want the entire Board to do the same. Shaw and Walton kindly agreed to staging a user experience session perhaps at the August board meeting, either guided by Shaw or done by Board members independently.

The meeting then broke for five minutes to set the room for the joint committee meeting.

Joint Committee Meeting

Committee on Standards, Design and Methodology Members: Chair Suzanne Lane, Rick Hanushek, Scott Marion, Alice Peisch, Michael A. Pope, Carey Wright

Reporting and Dissemination Committee Members: Vice Chair Marty West, Tyler Cramer, Anna King, Julia Rafal-Baer, Ron Reynolds, Mark White

Committee on Standards, Design and Methodology Members Absent: Russ Whitehurst

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Committee on Standards, Design and Methodology (COSDAM) Chair Suzanne Lane called the joint committee meeting to order at 4:40 pm and welcomed everyone. Reporting and Dissemination (R&D) Vice Chair Marty West outlined the reasons and agenda for the meeting.

Linking Studies

The first agenda item centered on the progress made by the Linking Studies Working Group. This working group, chaired by COSDAM member Rick Hanushek, convenes regularly to discuss how NAEP data can be linked with other data sources, both internal and external to the federal government. Linked data can serve as both a validity check of NAEP (i.e., linking NAEP scores to non-NAEP outcomes) and as context to understand NAEP scores. External data require several steps to link to NAEP data but can answer questions that NAEP data alone cannot, such as the proportion of students new to a district, a favorite topic of Board member Tyler Cramer. Within the federal government, exact linkages or matches can be made between NAEP data and other data, such as through longitudinal studies that contain much richer parent and family data than NAEP.

Both types of linking pose challenges, given federal and state privacy restrictions. However, linkages between NAEP and longitudinal studies—specifically, the Early Childhood Longitudinal Study and the High School Longitudinal Study—already exist due to intentional overlap samples. These address research questions that cannot be answered through state datasets, because they allow (1) comparisons across states and (2) comparisons over time (NAEP does not change as frequently as state assessments).

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Achievement Levels

Suzanne Lane thanked Hanushek and the working group members for their effort and turned to the next agenda item about communicating achievement levels. Lane shared that COSDAM members are drafting a plan for addressing activities outlined in the Achievement Levels Work Plan for communicating achievement levels to multiple audiences.

Hanushek interjected, questioning whether the Governing Board must set standards for achievement levels and whether the Board must draft achievement level descriptions (ALDs). Lane replied that states find achievement level information useful, often in informing their own achievement levels. West added that Checker Finn, the first chair of the Governing Board, pushed for achievement levels, and the Board's statutes authorize, but do not mandate, achievement levels. As West spoke, Cramer found the exact statute and read that the Board "shall" set achievement levels.

Hanushek, unswayed by the statute, questioned why the Board spends millions to update what the achievement levels mean when the Board could allocate that money to increasing sample sizes. Hanushek explained that setting the achievement levels requires great effort, and they eventually prove less helpful than percentiles in interpretation. Lane countered that states do find NAEP achievement levels useful, because they lend insights about states' performance relative to other states and over time.

West observed that reporting what students scoring at different percentiles know and can do helps stakeholders make meaning from the results. This can be accomplished by mapping percentiles to achievement levels, which are based on content, not statistical results as percentiles are. Carey Wright noted that confusion inevitably emerges, because *NAEP Proficient* does not

equate to proficiency or grade level on state assessments. Thus, the Board should provide better, clearer explanations that distinguish the two. But, generally, as Scott Marion explained, people understand actual items and skills, an observation which Rafal-Baer seconded. Marion continued that people do not understand high-level definitions of achievement levels drafted by technical experts. But both approaches are needed.

The discussion's focus then shifted to the people interested in achievement levels and how best to focus communications. West wondered where parents fit within this type of work. Rafal-Baer offered that caregivers do not receive honest information about what's happening in schools and want to connect more deeply with their children's education. Marion underscored that parents are important for public support, but few children participate in NAEP, and if they do, parents never learn how their students perform. Anna King extended that point by explaining that parents will not understand what the Board means by "using" NAEP data. In reply, Wright articulated NAEP's benefit for parents, which is informing parents how the state, to whom they entrust their children's formal education, is faring in that mission. The Board wants to communicate to parents, but parents consume information through the media, so the Board should prioritize journalists as the means to reach parents (a point which echoed Walton's comment in the previous session). West suggested proactive media outreach, such as what the Board conducted for the NAEP 2022 release, i.e., advance briefings with media. The media's feedback could be incorporated into dissemination of achievement level information and subsequent briefings.

Hanushek then asked an existential question: Are achievement levels part of a general communication strategy? If so, then the Board's strategy is a failure, because achievement levels are misused and misinterpreted constantly. And, no state wants to hear that most of their students score below *NAEP Basic*. Wright reported that she advises state assessment directors not to discount NAEP, even if, or especially if, the state scores are much higher. Ron Reynolds and Mark White agreed. White explained that differences between Tennessee's state assessment scores and NAEP scores galvanized support for substantial reforms to the Volunteer State's education system. White warned, however, that NAEP is perceived as the gold standard now, but no one can predict its reputation in two or three election cycles. Reynolds reported that state school chiefs use NAEP achievement level data to make their standards more rigorous, a story that should be told widely. Rafal-Baer enthusiastically endorsed the proposal to engage in simple, understandable storytelling and encouraged more collaboration between the two committees.

West recounted the enlightening presentation from Tim Shaw at Forum One in the earlier R&D committee meeting. Shaw and his team wield experience and expertise in examining what NAEP users like and dislike about the online NAEP experience. The Board could apply the same lessons to any materials produced by COSDAM. R&D members expressed interest in reviewing

whatever materials COSDAM generates to communicate achievement levels for specific needs and purposes.

Lane asked how the Board should address members of the media who use achievement levels incorrectly. Cramer recommended producing and posting a video featuring Grady Wilburn from NCES explaining how to interpret NAEP data. To work, the video would need to be interesting, comprehensible, and jargon-free. West concurred, adding that he usually aims to make a journalist's job as easy as possible, and sometimes discussing NAEP results in terms of grade level, which is technically incorrect, is the only means to convey understanding. The Board should provide media with simple narratives they can readily use instead of making grade-level analogies. The Reporting Achievement Level Descriptions may include too much jargon for this purpose, but the Board could consider how to tease tangible skills apart from the technical verbiage.

What About Below *NAEP Basic*?

The final topic the committee members tackled dwelt on the need for a below *NAEP Basic* achievement level. From an assessment design perspective, NAEP does not include many questions at that level, so the assessment does not measure well what students know and can do below *NAEP Basic*. In addition, students who score below *NAEP Basic* fall into a wide range, with some students scoring very close to the threshold and others who score far from the cutoff point. This presents a problem of interpretation and may require multiple achievement levels below *NAEP Basic* to rectify.

Scott Marion immediately replied that developing achievement levels below *NAEP Basic* would not merit the investment. Most state chiefs focus on *NAEP Proficient* or *NAEP Basic*. Hanushek observed that international assessments set achievement levels across the entire score distribution, but they offer no better estimates of what skills and knowledge those students need to improve their performance.

West pondered if the Board still needs to provide some label for the wide—and widening—swath of students who fall below *NAEP Basic*. When West visited with members of Congress and their staffs, one Senator in particular passionately argued for a below *NAEP Basic* achievement level. That Senator asked why NAEP cannot say what those lower-performing kids can and cannot do. The Senator wants to make NAEP more actionable for instructional purposes.

Lane claimed that the priority is to increase the number of items. Hanushek agreed and explained that NAEP definitely needs more items at the lower end of the scale before labeling the achievement level for scores in that range and acknowledged that NCES is making efforts to do so. But this becomes a costly endeavor. For example, Commissioner Peggy Carr noted that the NAEP Civics assessment includes fewer items and is generally a harder assessment, so there are

likely very few items at the low end of the scale, and item development is expensive. Reynolds concluded that without additional items, NAEP cannot provide more meaningful information, and asked the concomitant costs and wondered about unanticipated or perverse side effects that additional items would induce.

Cramer asked if the Board changes the achievement level definitions, would those revised definitions capture the lower-performing group better? Hanushek replied affirmatively, on the condition that those knowledge and skills are linked to specific score percentiles. West was pleased to see that the Highlights pages for the civics and U.S. history report cards include sample questions by achievement levels for the first time. West deemed this approach extremely informative and useful, offering kudos to the NAEP reporting team.

On that, the committee members all agreed to continue collaborating, and the meeting adjourned at 5:50 pm.

I certify the accuracy of these minutes.

Marty West

Vice Chair, Reporting and Dissemination Committee

April 5, 2023

National Assessment Governing Board

Committee Name

Report of March 1, 2023

CLOSED SESSION

Nominations Committee Members: Reginald McGregor (Chair), Tyler Cramer, Viola Garcia, Suzanne Lane, Scott Marion, Alice Peisch, Ron Reynolds and Nardi Routten.

National Assessment Governing Board Members: Michael Pope

National Assessment Governing Board Staff: Lesley Muldoon (Executive Director), Elizabeth Schneider (Deputy Executive Director), Stephaan Harris, Munira Mwalimu and Tessa Regis.

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 Wednesday, March 1, 2023, from 5:33 p.m. to 6:45 p.m. Eastern Time (ET) to discuss the following agenda topics:

- Review the 2023 Nominations Process and Timeline
- Discuss the slate of finalists for each category for terms beginning October 1, 2023
- Discuss and reflect on the 2022 Nominations Process

Chair Reginald McGregor called the meeting to order at 5:30 p.m. ET. He welcomed committee members and commended Tessa Regis and staff for all their hard work. He then introduced Deputy Executive Director Elizabeth Schneider who filled the vacancy created when Lisa Stooksberry left the position.

McGregor recapped the nomination committee's work based on the legislative authorities and delegated memo from Secretary Riley. He stated there were incumbents in five of the eight open categories. Since he is one of the incumbents, he noted that he would recuse himself from the review and vote in the Business Representative category.

McGregor noted Governor Gary Herbert (Republican) has resigned from the Board, creating an additional vacancy. He reminded members that the appointment of Governors to the board is handled directly between the Secretary's office and the National Governors Association and is not part of the committee's nominations process. The process is already underway to fill the governor vacancy.

McGregor reviewed the work of the committee which began in April 2022 and concludes March 2023. He then highlighted the review guidelines followed by the committee as legislatively mandated. He reminded members of the efforts to assure that membership of the board reflects racial, ethnic, gender, and regional representation and thanked Stephaan Harris for the leading successful outreach efforts.

Member Ronald Reynolds discussed the applicant pool for the Business Representative category and highlighted applicant qualifications for the finalists.

McGregor then summarized the slate of finalists in the other categories and highlighted the qualifications of the finalists presented to the full committee by the subcommittees:

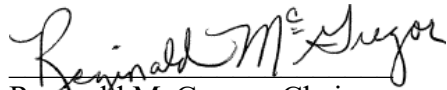
- Chief State School Officer (2 vacancies)
- Curriculum Specialist (2 vacancies)
- General Public Representative
- Local School Superintendent
- State School Representative
- Testing and Measurement Expert
- Twelfth Grade Teacher

Members then engaged in discussions on the categories and the nominations process. McGregor noted that the recommendations would be presented to the full Board at the plenary session on March 3, 2023.

McGregor requested a motion to submit the recommended final slate of candidates to the Board for review and action. The motion was moved by Alice Peisch, seconded by Scott Marion, and passed unanimously.

McGregor thanked all members and adjourned the meeting at 6:45 p.m.

I certify the accuracy of these minutes.


Reginald McGregor, Chair

March 8, 2023
Date