

## Briefing on English Language Proficiency Testing

Students who are classified by their schools as English language learners (ELL) comprise about 11 percent of NAEP's national samples at grade four, 6 percent at grade at eight, and 4 percent at grade 12. The variations in proportion from state-to-state and district-to-district are wide—partly because of differences in where immigrant families live, partly because of differences in the standards and assessments used for classifying students as limited English proficient.

How ELL students should be tested by NAEP and how NAEP reporting should deal with the state-to-state variations have been important policy issues for the Governing Board. These topics are addressed in the Board Policy on NAEP Testing and Reporting on Students with Disabilities and English Language Learners, adopted in 2010 and implemented this year. At the Board meeting in March questions about these issues were raised again by Board members. Among other points, the policy calls for research into developing "a brief, easily-administered test of English-language proficiency to be used for determining whether students should receive a translation, adaptive testing, or other accommodations because of limited English proficiency."

In this session a panel of experts will provide a briefing on the changes underway in English language proficiency (ELP) testing in the United States. The panel will consist of representatives of two state consortia that have received federal grants to develop systems of common standards and tests for English language proficiency assessment—ASSETS (for Assessment Services Supporting English Learners through Technology Systems) and ELPA 21 (for English Language Proficiency Assessment for the 21<sup>st</sup> Century).

Also on the panel will be a representative of the state education department in California, the state with the largest number and highest proportion of ELL students, and which includes them at a high rate in NAEP. California withdrew from one of the multi-state groups earlier this year to continue work on its own new English proficiency assessment based on language development standards it recently adopted. All of the new tests, including California's, are supposed to be tied to the language demands of the Common Core State Standards.

Biographical sketches of each panelist, along with background information on ASSETS, ELPA21, and California's English language proficiency testing, are included in the materials that follow. Also included is a paper, issued by the Council of Chief State School Officers (CCSSO), on the complex policy and technical issues involved in reaching a uniform definition of "English learner," a process that the paper says is likely to take many years.

The Board policy and the expert panel report on which it is largely based may be found under Attachment A of the agenda materials for the Reporting and Dissemination Committee, which is meeting jointly with COSDAM on policy implementation.

[National Assessment Governing Board, Policy Statement on NAEP Testing and Reporting on Students with Disabilities and English Language Learners.](#) Adopted March 6, 2010

[Technical Advisory Panel on Uniform National Rules for NAEP Testing of English Language Learners: Report to the National Assessment Governing Board.](#) Submitted July 22, 2009.

Committee members: Sharif Shakrani (chair), Jamal Abedi, Diane August, Robert Linquanti, Phil Morse, Charlene Rivera, Maria Santos, and Josefina Tinajero

## DATA ON IDENTIFICATION AND EXCLUSION RATES FOR ENGLISH LANGUAGE LEARNERS

The wide variations in ELL identification and exclusion rates can be seen in the tables below. All data are for the 2011 NAEP reading assessment in grade 4, the grade with the highest proportion of ELLs identified and excluded. The tables include states and districts with the highest and lowest identification and exclusion rates, and several other jurisdictions of interest.

State	Percentage of Students Identified as ELL	Percentage of ELL Students Excluded from NAEP
California	32%*	4%
Nevada	27%	1%
Texas	22%	25%
New Mexico	17%	18%
Colorado	16%	2%
Arizona	12%	1%**
<b>Nation (public)</b>	<b>11%</b>	<b>11%</b>
Minnesota	10%	2%
Florida	9%	8%
Massachusetts	8%	18%
Arkansas	8%	2%
Indiana	7%	2%
Iowa	6%	2%
Maryland	6%	48%
Maine	3%	2%
New Jersey	3%	45%
Kentucky	2%	63%*
West Virginia	1%**	N/A

\* Highest    \*\* Lowest    N/A Not available; sample size insufficient.

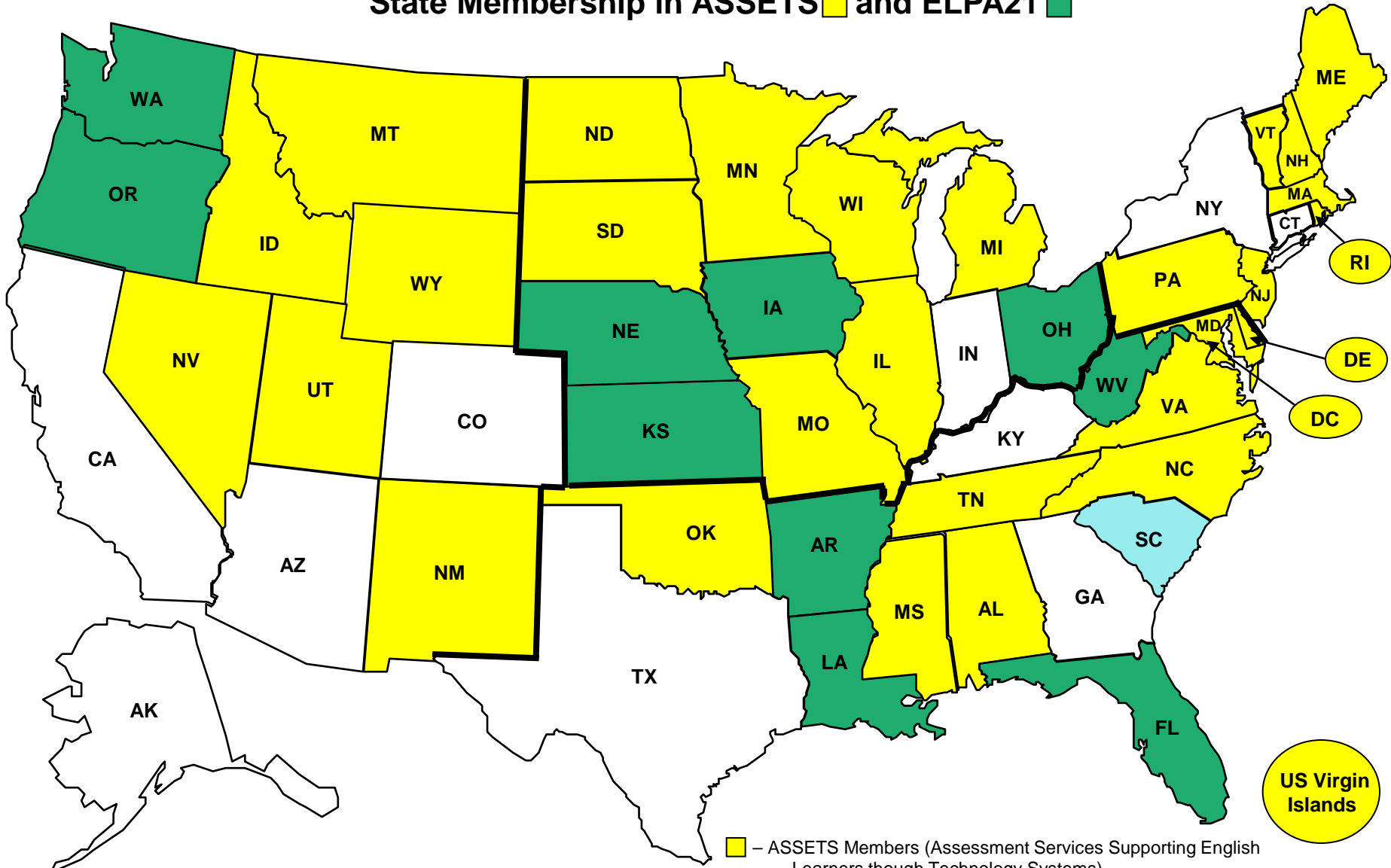
District	Percentage of Students Identified as ELL	Percentage of ELL Students Excluded from NAEP
Dallas	50%*	31%
Houston	38%	32%
Boston	36%	12%
San Diego	36%	4%
Los Angeles	34%	3%
Austin	33%	30%
<b>Large City</b>	<b>22%</b>	<b>12%</b>
Fresno	30%	2%**
Miami-Dade	17%	14%
Milwaukee	15%	2%**
Jefferson County, KY	5%	72%*
Baltimore	3%	N/A
Atlanta	2%**	N/A

\*Highest    \*\*Lowest    N/A Not available; sample size insufficient.

Source for both tables: National Assessment of Educational Progress, 2011 Reading Assessment.

# English Language Proficiency Assessment Consortia

## State Membership in ASSETS ■ and ELPA21 ■



- – ASSETS Members (Assessment Services Supporting English Learners through Technology Systems)
- – ELPA21 Members (English Language Proficiency Assessment for the 21<sup>st</sup> Century)
- – Member of both consortia
- – Member of neither consortia

## Wisconsin Center for Education Research (WCER)

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### H. Gary Cook Associate Scientist



H. Gary Cook, Ph.D. directs research for the WIDA Consortium (World-Class Instructional Design and Assessment) and is a research scientist attached to the Wisconsin Center for Education Research.

Dr. Cook received his Ph.D. in Measurement and Quantitative Methods from Michigan State University. He has a Masters in Teaching English as a Second Language and a Bachelor's in linguistics from the University of Hawai'i at Manoa. He has served in educational leadership or research positions in private industry, in an urban public school district, in a state department of education, and at the university level.

He is an experienced Federal Peer Reviewer for *NCLB* and serves on several state and national technical advisory committees. His recent research and publication interests have focused on the relationship between English language proficiency and content assessments, standards alignment, policy issues associated with Title III accountability, and applying growth modeling techniques to address key educational questions for English language learners.

## THE ENGLISH LANGUAGE PROFICIENCY ASSESSMENT CONSORTIUM: ASSESSMENT SERVICES SUPPORTING ENGLISH LEARNERS THROUGH TECHNOLOGY SYSTEMS (ASSETS\*)

- **MEMBERSHIP:** 29 states\*\* (Alabama, Delaware, the District of Columbia, Idaho, Illinois, Maine, Maryland, Massachusetts, Minnesota, Mississippi, Missouri, Montana, Nevada, New Hampshire, New Jersey, New Mexico, North Carolina, North Dakota, Oklahoma, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Utah, Vermont, Virginia, Wisconsin, Wyoming)
  - **GOVERNANCE:** The Wisconsin Department of Public Instruction is the lead agency in collaboration with World-Class Instructional Design and Assessment (WIDA) at the University of Wisconsin – Madison. Member states will establish policies for the Consortium. A steering committee comprised of representatives of a subset of member states will provide additional advice to ensure the products and services meet state needs. During the four-year grant period, a long-term governance structure will be developed to sustain the Consortium.
  - **PROJECT MANAGEMENT PARTNER:** WIDA at the Wisconsin Center for Education Research serves as the project management partner. Other organizations have major responsibilities. They include: the Center for Applied Linguistics for item and test development; WestEd for accommodations, validation, and interoperability; the University of California, Los Angeles (UCLA) for language learning progressions development and validation research; Data Recognition Corporation for field testing; and MetriTech for scoring.
  - **AWARD:** \$10.5 million four-year, Enhanced Assessment Grant from the U.S. Department of Education (USED), September 2011
- \* ASSETS Consortium was the name chosen for the Enhanced Assessment Grant. However, the Consortium may choose to modify the name.
- \*\* In this context, “states” refers to any U.S. state or jurisdiction authorized to participate in ASSETS.

This information is accurate as of February 10, 2012.

The following summary of the ASSETS assessment system has been approved by the ASSETS managing partners.

The ASSETS Consortium will develop a next generation, technology-based language assessment system for students in grades K–12 who are learning English. The system will include a summative language assessment, an on-demand diagnostic screener, classroom interim assessments, and formative assessment tools for use in instruction, as well as accompanying professional development materials. All of these components will be grounded in English development standards linked to the Common Core State Standards (CCSS) in English language arts and mathematics. This Consortium will leverage the work of WIDA, a Consortium formed in 2002 under another Enhanced Assessment Grant that included many of the same member states. ASSETS member states will govern the development of ASSETS. The assessments and tools developed by this Consortium will be available to all states. New states can join pending USED approval.

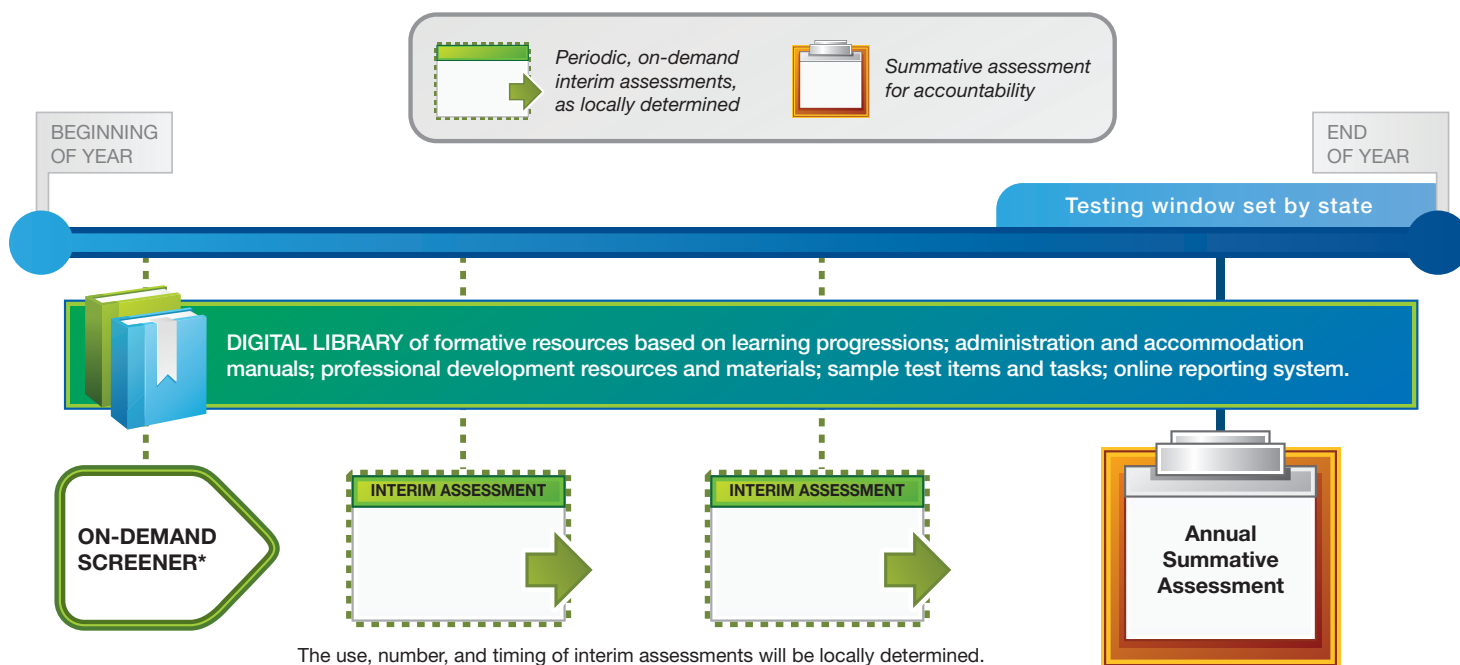
## SYSTEM COMPONENTS

### SUMMATIVE ASSESSMENT FOR ACCOUNTABILITY

ASSETS will utilize a summative annual assessment design to be administered in grades K–12 for accountability and program improvement purposes. The system’s English proficiency assessments will cover the language domains of listening, speaking, reading, and writing as used in the academic content areas as well as social and instructional language. They will be based on the 2012 WIDA English Language Development (ELD) Standards.<sup>1</sup> ASSETS will incorporate technology into assessing authentic language development more precisely than can be done with paper-based tests

<sup>1</sup> The 2012 ELD Standards can be found at [www.wida.us/standards/elp.aspx](http://www.wida.us/standards/elp.aspx). This new edition of the standards includes grade-level examples to connect the standards to the CCSS, topically and linguistically.

# ASSETS



\*The screener is to be given when a student enters a school or is first identified as potentially needing English learner services.

through features such as the recording of spoken English or use of online manipulatives. It also will include accommodations for English learners (ELs) with disabilities.

**Assessment Delivery:** The annual summative assessment will be delivered on computers, although a version of the current paper-based test will continue to be available for students requiring accommodations and in other circumstances to be determined by the ASSETS Consortium. Each state will determine its own testing window in accordance with state and local needs.

During this four-year grant period, tests representing the full range of proficiency levels will be developed for students in kindergarten as well as grades 1–12. All four portions of the summative assessment (listening, speaking, reading, and writing) are expected to require a total of approximately two hours to complete for grades 1–12 and 40 minutes for kindergarten. Initially, all students taking a test form will see the same set of items, but the Consortium may seek to eventually transition to adaptive delivery of the summative assessment.

**Types of Items and Tasks:** The principles of both evidence-centered design and universal design will be adhered to during item development to support

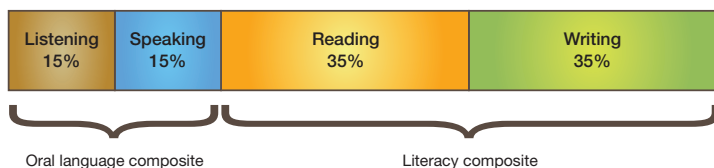
technical quality and accessibility. The test forms will include both selected response and extended constructed response items. The exact number of each type will vary based on the grade level and the proficiency levels included in the test form. The kindergarten assessments will be individually administered and technology-mediated. Screen displays of materials and audio recordings will be used to ease the burden on the test administrator and improve the consistency of administration. The Consortium will seek to add innovative item types to the summative assessments over time.

**Scoring:** The annual summative assessment will be centrally scored. The selected response items used in the reading and listening sections will be scored by computer. Student responses for the writing and speaking tasks will be digitally recorded and subsequently scored by trained raters using an online scoring system that includes built-in safeguards for scoring consistency. It is anticipated that final scores will be returned within two to four weeks.

A total of eight scores will be reported for English learners: sub-scores for the domains of listening, speaking, reading, and writing; an oral language composite score; a literacy composite score; a comprehension score for listening and reading; and an overall score across the four domains. The English

Language Proficiency (ELP) scores will be calculated based on the weighted sub-scores as shown below.

## Annual Summative Assessment's English Language Proficiency Score



The scores will be reported both as scale scores and as one of the six proficiency levels for the student's current grade level.

**Measuring Growth:** The ASSETS annual assessments will yield scores on a vertical K–12 scale that educators, students, and parents can use to chart student language acquisition over time. The interim assessments, described below, will allow for charting student progress on an ongoing basis in small increments and with more precision.

**Accountability:** The assessment system will be designed to produce composite ELP scores that can be used to inform decisions about whether an individual student should exit from English language instruction educational programs, as well as to inform decisions about district and state performance for accountability purposes. In addition, the scores may be used as one of multiple measures to inform principal and teacher effectiveness evaluations.

**Reporting:** The member states of the ASSETS Consortium, particularly through the steering committee, will provide guidance for the development of a reporting system that meets the needs of multiple stakeholders and can be integrated with other state assessment reporting systems.

## RESOURCES, TOOLS, AND CAPACITY BUILDING

### Additional Assessment Tools

- **On-demand Screener:** This is the first component of the comprehensive ASSETS assessment system that English learners will encounter when they enter a school in an ASSETS member state. The screener will be technology-based and used to determine student eligibility and appropriate placement for English learner program services. The listening and

reading portions will be computer-scored, while the writing and speaking portions will be scored on-site by educators. Scores will be readily available and, for those qualifying as English learners, reported as comprehensive ELP scores based on the WIDA Proficiency Levels. A computer-based training program will be developed to prepare educators to score the screener consistently.

- **Technology-based Classroom Interim Assessments:** A series of shorter, targeted interim assessments will be developed to enable schools to chart student progress in finer increments and with more precision than the annual summative assessment, as well as to help guide instruction. These assessments will include items and tasks that provide concrete examples of the ELD Standards and proficiency levels. Computer delivery will enable immediate scoring and feedback to teachers and students. Partial-credit scoring and analysis of patterns across responses will be used to enhance the diagnostic value of the feedback.  
  
The interim assessments also may be used to conduct research on innovative item types to be considered for use in the summative assessment. Complex, technology-enhanced item types will be piloted within the interim assessments and, as appropriate, transitioned into the summative assessment.
- **Academic English Language Learning Progressions:** WIDA will work with researchers at UCLA to develop English language learning progressions for both the academic and social English associated with school success and career readiness.
- **Resources to Support Formative Assessment:** The language learning progressions described above will provide a foundation for the development of formative assessment processes and resources to help educators monitor student understanding during instruction.
- **Professional Development Resources and Activities:** ASSETS will develop a comprehensive set of professional development tools and resources to help educators administer the ASSETS tests and interpret the results. Emphasis will be placed on professional development resources related to the interim assessments, as their purpose is to support improvements in instruction.

For more information about ASSETS, visit <http://dpi.wi.gov/oea/assets.html>

Materials and resources also will be developed to help teachers utilize the standards and the language learning progressions to set individual learning targets for students, as well as to mine data from the ASSETS assessments to inform and improve their educational practice.

The training materials will be available in electronic format and online to support both group and individual self-paced use. In addition, ASSETS will partner with State Education Agencies to deliver state-based, face-to-face trainings.

The online ASSETS system also will include administration manuals, interpretation guides, and sample practice items.

## TECHNOLOGY

Technology will be incorporated into the development, administration, scoring, and reporting of the assessments within a comprehensive and interactive system. Strategies are being developed to ensure the system can be utilized in educational environments with a range of technology capabilities, as well as to minimize the need for extensive upgrades. All items will be developed to an open-license interoperability standard to support:

- consistent delivery of the assessments across multiple delivery platforms;
- consistent application of accessibility features; and
- coordination with the systems being developed by the Comprehensive Assessment Consortia — the Partnership for the Assessment of Readiness for College and Careers and the SMARTER Balanced Assessment Consortium.

## TIMELINE

2011–2012	Create initial test design
2012–2013	Create item specifications, items, and pilot forms Begin pilot testing Create initial professional development materials and pilot them
2013–2014	Conduct and score field test Complete accommodations materials Continue development of professional development materials
2014–2015	Conduct reliability and validity studies, and finalize design of system Develop score reports, administrator training materials, and reporting system
2015–2016	ASSETS assessment system is operational

To download this document or for more information about the Consortia, visit [www.k12center.org](http://www.k12center.org)

For more information about ASSETS, visit <http://dpi.wi.gov/oea/assets.html>



## Stanford University Graduate School of Education

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### *Kenji Hakuta*

Kenji Hakuta is the Lee L. Jacks Professor of Education at Stanford University. He has been at Stanford since 1989, except for three years when he left to serve the new University of California at Merced as its Founding Dean of the School of Social Sciences, Humanities and Arts.

He received his Ph.D. in Experimental Psychology from Harvard University, and began his career as a developmental psycholinguist at Yale University. He is the author of many research papers and books on language, bilingualism and education, including *Mirror of Language: The Debate on Bilingualism*.



Hakuta is active in education policy. He has testified to Congress and courts on language policy, the education of language minority students, affirmative action in higher education, and improvement of quality in educational research. Hakuta is an elected Member of the National Academy of Education, a Fellow of the American Educational Research Association, and Fellow of the American Association for the Advancement of Science, recognized for his accomplishments in Linguistics and Language Sciences. He has served on the board of various organizations, including the Educational Testing Service, the Spencer Foundation, and the New Teacher Center.

# The English Language Proficiency Assessment for the 21st Century (ELPA21) Consortium

- MEMBERSHIP:** There are currently 11 member states (Arkansas, Florida, Kansas, Iowa, Louisiana, Nebraska, Ohio, Oregon, South Carolina, Washington, and West Virginia) in partnership with the Council of Chief State School Officers (CCSSO) and Stanford University’s Understanding Language initiative. The Oregon Department of Education is the lead state agency.
- GOVERNANCE:** A Consortium Council (CC) will consist of the chief state school officer or designee from each member state. The CC will determine the general scope of the assessment system, review recommendations of Task Management Teams or TMTs (see below), and elect five members to serve on an Executive Board (EB). The Project Director from the Oregon Department of Education will also serve on the EB, which will act as the final voice on issues and decisions emanating from the CC.
- PROJECT MANAGEMENT PARTNER:** CCSSO will provide project management. Nine TMTs — led by contracted experts and comprised of state education agency representatives from each Consortium state — will oversee development of all work components. The National Center for Research on Evaluation, Standards, and Student Testing (CRESST) at UCLA will serve as the third-party evaluator, facilitate the Technical Advisory Committee (TAC), and provide guidance to the CC and the EB.
- AWARD:** \$6.3 million four-year Enhanced Assessment Grant from the U.S. Department of Education (USED), September 2012

This information is accurate as of April 11, 2013.

The following summary of the ELPA21 assessment system has been approved by the Oregon Department of Education and CCSSO managing partners.

ELPA21 is an enhanced assessment system designed to measure the English language proficiency (ELP) of English language learners (ELLs) as they progress through their K–12 education and achieve college and career readiness. Designed for states by states and other assessment and content experts of English language development, ELPA21 will provide assessments for ELLs — along with strategies for test design, administration, scoring, and reporting — that provide students, parents, teachers, administrators, and communities the current and relevant information they need to best support every student as they work toward achieving ELP in support of the college- and career-ready Common Core State Standards (CCSS) in English language arts and mathematics.

The purpose of ELPA21 is to enhance the quality of assessments used by states for measuring students’ ELP development and progress. The Consortium plans to develop a system of valid and reliable ELP assessment instruments that align in deep and meaningful ways with the CCSS.

Under the ELPA21 grant, the Consortium will develop:

- two computer-based fixed forms of an annual summative assessment for each of six grade bands for monitoring student progress, tracking

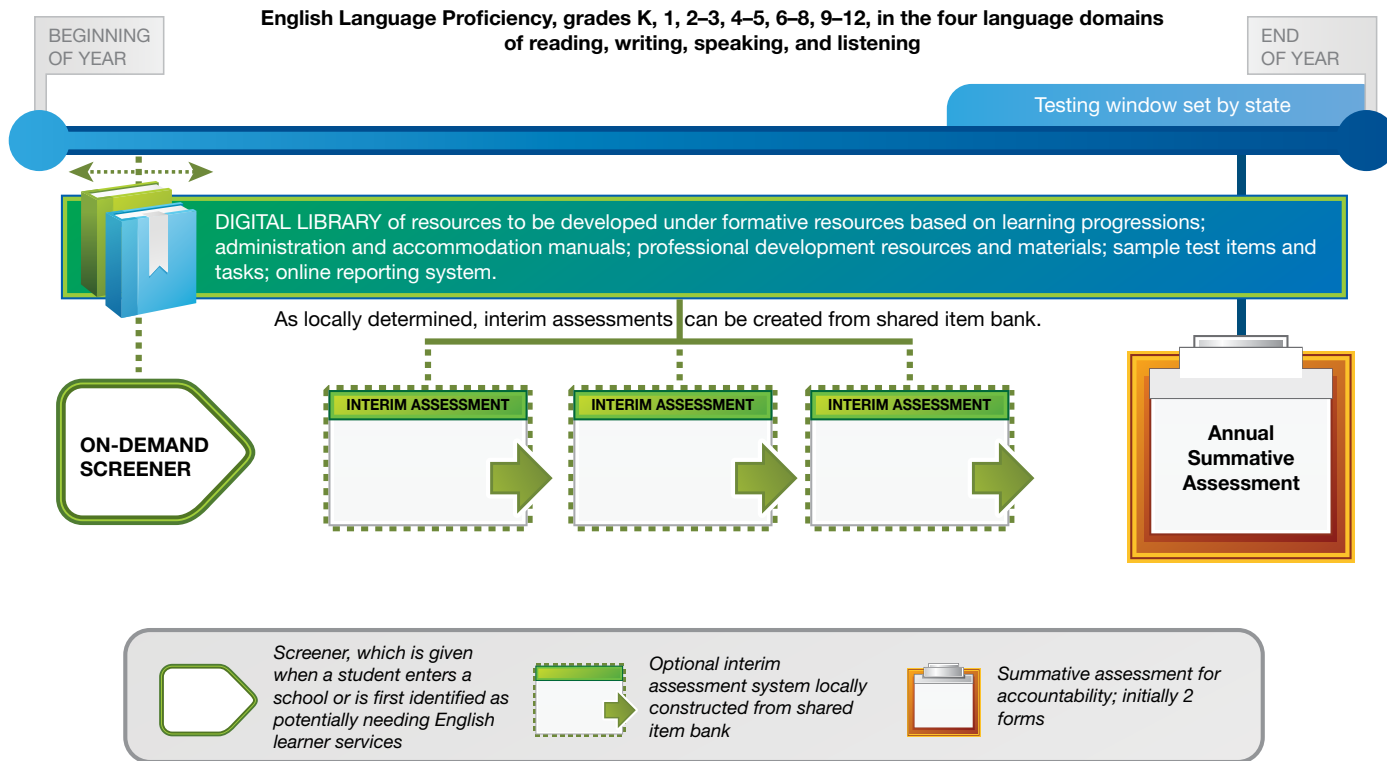
accountability, certifying program exit, and prompting instructional improvement; and

- a diagnostic screener test to provide information for English language learner identification and placement.

All Consortium states will use these assessments and agreed-upon criteria for entry, placement, and exit from ELL programs. Through extended collaboration, ELPA21 will also develop supporting professional development resources, recommendations on formative assessment practices, a secure item bank from which locally defined interim benchmark assessments can be constructed, and a cooperative data reporting system. The system, as a whole, is intended to establish a continuous feedback loop to teachers, schools, and districts to support ongoing improvements in ELP instruction, teacher professional development, and student learning in grades K–12.

To the extent that it is feasible and valid, the Consortium will contain costs by leveraging the existing quality work of member states. A rigorous vetting process will ensure that all adopted resources are appropriate for use across the ELPA21 system. A more detailed description of the system components of ELPA21 follows.

# ELPA21



## SYSTEM COMPONENTS

### SUMMATIVE ASSESSMENTS FOR ACCOUNTABILITY

The ELPA21 summative assessments will be developed for each of six grade bands — K, 1, 2-3, 4-5, 6-8, and 9-12 — and administered near the end of the academic year.<sup>1</sup> Because ELLs arrive in schools with varying levels of English and academic proficiency, each grade band assessment will measure across a wide range of proficiency. These assessments will measure students' level of English proficiency in the four domains of reading, writing, speaking, and listening. In addition, a composite score will be reported along a continuous K-12 vertical scale to facilitate monitoring of student progress.

#### Assessment Delivery

The summative assessments will be computer-delivered; a comparable paper-pencil format may also be provided for use. The decision to employ computer-based delivery as the preferred mode was made based on the desire to (1) ensure standardized administration

<sup>1</sup>The timing of the summative assessments will depend on each state's controlling state assessment schedule.

of the assessments, (2) have more flexibility and standardization in providing students with disabilities a range of accommodations that are consistent with other large-scale assessment programs, (3) include innovative item types that improve the ability to measure the ELP standards, and (4) provide economical and easily accessed training for administrators, proctors, and scorers.

The Consortium will not administer the summative assessments directly, but will develop and provide all of the necessary components for states to use on the delivery platform(s) of their choice. ELPA21 will work to maximize interoperability with the platforms being developed by the other major assessment Consortia, such as the Smarter Balanced Assessment Consortium and the Partnership for Assessment of Readiness for College and Careers (PARCC). The deliverables for the summative assessments will feature test specifications, including blueprints, professional development resources, performance-level descriptors with performance-level cut scores, and administration and security protocols. These resources, as well as model Request for Proposal language, will be available to states (individually or in multi-state partnerships) as they enter contracts with vendors for delivery of the operational assessments, beginning in the 2016-17 school year.

## Types of Items and Tasks

To the extent that it is feasible and practical, the Consortium will use a range of item types, including selected response, short constructed-response, technology-enhanced, and more extensive performance tasks. The test blueprints, to be developed by the Consortium, will specify the standards appropriate to assess and the number and types of items that will be used to measure them. The technology-enhanced and performance items will be used, where necessary, for the valid measurement of the ELP standards. Constructed-response or performance-based items will be included in the assessment of each of the four domains, to the extent possible, and technologies such as audio output and speech recorders will be utilized. The Consortium will leverage existing secure items from member states' item banks that align to the common set of ELP standards for use in the summative assessments. A gap analysis will then be conducted, and the Consortium will develop additional items, as needed, to fulfill the test blueprints.

## Scoring

Scores will be produced for the four language domains of reading, writing, speaking, and listening, along with a composite ELP score based on all four domains. The weight of each of the four domains within the composite score will be determined after field test data are available.

ELPA21 will provide the materials and protocols for consistency in the administration, scoring, and reporting of the assessments across member states, and each state will be responsible for conducting these activities. Selected-response items will be computer scored, and the use of speech-recognition software is being explored for the efficient measurement of speaking ability. Systems will be developed to ensure that items requiring human scoring can be quickly and consistently scored. An ELPA21 scoring certification course will be developed, and successful completion will be encouraged for all human scorers. States may choose to use an external vendor to score these items or may opt to have certified local educators score them.

## Measuring Growth

Each of the grade band assessments will report composite ELP scores on a single, K–12 vertical scale. In addition, each grade band assessment will measure across a wide range of ELP. These features, in tandem, will allow the reporting system to capture the progress students make between the annual administrations of the summative assessment. When interim assessments

are added to the system, these optional assessments will also produce scores along the vertical scale, allowing progress during the school year to be monitored.

## Accountability

The summative scores from the ELPA21 assessments may be used to qualify a student for exit from the ELL program as long as other data also provide evidence of ELP. Consortium states will decide how and what combination of evidence will be acceptable, and ELPA21 will make recommendations as to how this can best be done. The results will be appropriate for use within state accountability systems and for program improvement purposes. As appropriate, data regarding student progress on achieving ELP may be used as one of multiple measures within a state's educator evaluation system.

## Reporting

A web-based reporting system will provide secure access to data and allow for the generation of reports that are customized for different user audiences. For example, reports of student growth and performance across the four domains can be created to help teachers identify the instructional needs of their students and to help school officials identify the types of professional development that will support teachers to better address the needs of their students. Formats for reports to students' families will be created to help them understand their child's progress. Student reports will include:

- student's overall composite ELP score on the K–12 vertical scale; and
- scale scores for each of the four domains of reading, writing, speaking, and listening, also reported on the K–12 vertical scale.

Student summative assessment results will inform decisions about reclassification for the following school year and will provide important information about the students' ELP levels to the following year's teachers.

## ON-DEMAND DIAGNOSTIC SCREENER

ELPA21 will develop a diagnostic screener to determine whether, and at what level, a student needs ELL services. It will be administered at the time a student enters the school system and may be re-administered as needed. While shorter than the summative assessment, the screener will still assess across the four language domains. To the extent possible, it will be administered by computer and will be composed of a limited range of item types, primarily selected-response items in the reading and listening portions and

constructed-response items in the speaking and writing portions. In order to support prompt and appropriate placement of students into ELL services, ELPA21 will design the screener to be scored very quickly through a combination of computer scoring and trained, certified local scorers.

ELPA21 will establish and use a Consortium-wide common cut score to make initial ELL identification and program placement decisions. Teachers will also have access to the score reports from the screener to inform instruction.

### **Formative and Interim Assessments\***

ELPA21 believes that a comprehensive assessment system for ELL students should include formative assessment at the time of instruction and interim assessments to monitor progress throughout the school year. However, these components are beyond the scope of the initial grant. The Consortium plans to seek additional funding to refine existing formative and interim assessment resources contributed by member states.

\*These assessments are not yet funded.

## **RESOURCES, TOOLS, AND CAPACITY BUILDING**

### **Professional Development Resources and Activities**

ELPA21 will provide professional development modules for both ELL teachers and academic content teachers on (1) how to provide a secure and accurate assessment experience, (2) how to best use the assessment results to inform instructional placement and (3) how to discuss results with students and families.

## **TECHNOLOGY**

Technology based upon the Assessment Interoperability Framework being developed by the Smarter Balanced and PARCC Consortia will be used extensively in test development and in test administration, scoring, and reporting. The intent is for the ELPA21 assessments to be administered on the platforms used by states to deliver the Smarter Balanced and PARCC assessments. All items will be adapted or developed to comply with open license interoperability standards to support consistent delivery across multiple compliant platforms.

ELPA21's website is under construction and will be available at [www.ELPA21.org](http://www.ELPA21.org). You also can visit [www.ccsso.org](http://www.ccsso.org) and search "ELPA21" for updates.

# California Department of Education

## Deborah Sigman

Deputy Superintendent, District, School & Innovation Branch

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Deborah (Deb) Sigman is the Deputy Superintendent of the District, School & Innovation Branch, which promotes improved student achievement. Programs include student assessment, intervention, federally funded educational programs, state and federal accountability, educational data and charter schools.

Sigman has over 30 years of experience in assessment and accountability in the kindergarten through grade twelve (K-12) California public school system. She served as California's state testing director for the California Department of Education (CDE) from January 2004 to May 2008.

Prior to joining the CDE, Sigman was the Administrator of Assessment, Research and Evaluation for the Sacramento City Unified School District and a Program Administrator for the Elk Grove Unified School District, where her primary responsibilities were developing district-level assessments and training teachers in the interpretation and use of assessment data. Sigman holds degrees in psychology and counseling and is trained as a school psychologist.



# California English Language Development Test - *CalEdFacts*

This content is part of California Department of Education's information and media guide about education in the State of California. For similar information on other topics, visit the full [CalEdFacts](#).

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Federal law (Title III of the Elementary and Secondary Education Act [ESEA]) and state law (*Education Code [EC]* sections 313 and 60810 through 60812) require a statewide English language proficiency test that local educational agencies (LEAs) must administer to students in kindergarten through grade twelve whose primary language is not English and to students previously identified as English learners (ELs) who have not been reclassified as fluent English proficient (RFEP). *California Code of Regulations*, Title 5, Section 10510, defines the test as the California English Language Development Test (CELDT).

The CELDT was developed to:

- Identify students with limited English proficiency.
- Determine the level of English language proficiency of those students.
- Assess the progress of limited English-proficient students in acquiring the skills of listening, speaking, reading, and writing in English.

## Student Participation

LEAs are required to administer the CELDT to all students whose home language is not English within 30 calendar days after they enroll for the first time in a California public school. LEAs also are required to administer the CELDT annually to identified ELs until they are designated RFEP during the annual assessment window from July 1 through October 31. Additionally, Section 3302 of Title III of the ESEA (20 *United States Code* Section 7012) indicates that LEAs that receive Title III funds shall, not later than 30 days after the beginning of the school year or within two weeks of the child being enrolled in a language instruction program after the beginning of the school year, inform parents or guardians of the reasons for the identification of their child as an EL and that the child is in need of placement in a language instruction program.

## Content and Format

The CELDT assesses the four domains of listening, speaking, reading, and writing in English and is aligned to the English-language development (ELD) standards adopted by the State Board of Education (SBE). In California, *EC* Section 60810 has been amended to authorize early literacy assessment of ELs in kindergarten and grade one (K-1) commencing with the 2009–10 school year. The early literacy assessment must be administered for three years or until July 1, 2012. A report on the results of the administration of the early literacy assessment and the administrative process is due to the Legislature no later than January 1, 2013. The early literacy assessment was designed to be age and developmentally appropriate, and to the greatest extent possible, to minimize the testing burden on these young students.

## Reporting and Using Results

In 2010, the SBE adopted performance level cut scores for the K–1 reading and writing assessments, modified the English proficient level for K–1 students given the inclusion of reading and writing scale scores, and allowed for differential weights in the calculation of the Overall performance level for K–1 students (45 percent each for listening and speaking, and 5 percent each for reading and writing).

The CELDT results are reported by the following performance levels: beginning, early intermediate, intermediate, early advanced, and advanced. The CELDT results show the overall English performance level attained by students as well as performance in each domain by level. Individual student reports and student data files are sent to the school district. Districts must inform parents of test results within 30 calendar days of receiving student results from the testing contractor, or, as indicated in the Student Participation section above, within two weeks of the child being enrolled in a language instruction program after the beginning of the school year.

CELDT data are used to calculate Annual Measurable Achievement Objectives (AMAOs) 1 and 2 as required by Title III. Each LEA receiving Title III funds is accountable for meeting the AMAOs established by the SBE beginning with the 2003–04 school year. The CDE provides LEAs with annual Title III accountability reports.

The CDE posts three types of reports (all assessments, annual assessments, and initial assessments) at four levels (state, county, district, and school) annually. Summary results are reported for all students and for a number of reporting categories that include gender, enrollment in specified programs, and primary languages. These results are posted on the [CDE CELDT Web site](#).

Reclassification guidelines established by the SBE clarify the *EC* criteria in Section 313(d) to be used in reclassifying a pupil from EL to RFEP.

For more information regarding the CELDT, contact the CELDT Office by phone at 916-319-0784 or by e-mail at [celdt@cde.ca.gov](mailto:celdt@cde.ca.gov). Information is also available on the [CDE CELDT Web site](#).

Questions: California English Language Development Test | [celdt@cde.ca.gov](mailto:celdt@cde.ca.gov) | 916-319-0784

California Department of Education  
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Last Reviewed: Thursday, February 07, 2013

## Facts about English Learners in California - *CalEdFacts*

This content is part of California Department of Education's information and media guide about education in the State of California. For similar information on other topics, visit the full [CalEdFacts](#).

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In the 2010-11 school year, there were approximately 1.4 million English learners in California public schools, nearly the same level as in 2009-10. The CDE provides assistance to local schools and districts to achieve the following goals:

- Ensure that English learners acquire full proficiency in English as rapidly and effectively as possible and attain parity with native speakers of English.
- Ensure that English learners, within a reasonable period of time, achieve the same rigorous grade-level academic standards that are expected of all students.

Meeting these two goals will help close the achievement gap that separates English learners from their native English-speaking peers. In order to accomplish these goals, all English learners are provided with English language development (ELD) instruction targeted to their English proficiency level and appropriate academic instruction in one of three settings:

- **Structured English Immersion (SEI)**—A classroom setting where English learners who have not yet acquired reasonable fluency in English, as defined by the school district, receive instruction through an English language acquisition process, in which nearly all classroom instruction is in English but with a curriculum and presentation designed for children who are learning the language.
- **English Language Mainstream (ELM)**—A classroom setting for English learners who have acquired reasonable fluency in English, as defined by the school district. In addition to ELD instruction, English learners continue to receive additional and appropriate educational services in order to recoup any academic deficits that may have been incurred in other areas of the core curriculum as a result of language barriers.
- **Alternative Program (Alt)**—A language acquisition process in which English learners receive ELD instruction targeted to their English proficiency level and academic subjects are taught in the primary language, as defined by the school district. Placement in an alternative program is triggered by the parents through a parental exception waiver.

### Basic Facts—California Language Census: Spring 2011

Please note, for 2010-11 the source of English learner (EL) and fluent-English-proficient (FEP) data changed from the Language Census to the California Longitudinal Pupil Achievement Data System (CALPADS). Twenty seven percent of local educational agencies (LEAs), however, did not submit EL and FEP data through CALPADS. For these LEAs, we obtained EL data from the Language Census; however, the Language Census did not collect detailed EL data by grade and language and did not collect FEP data. Therefore, the data listed below may not be complete and is from two different sources, so totals in one area will not match totals in another area.

English learners are a significant portion of California public school students:

- The 1,441,387 English learners constitute 23.2 percent of the total enrollment in California public schools.
- A total of 2,325,748 students speak a language other than English in their homes. This number represents about 37.4 percent of the state's public school enrollment.
- The majority of English learners (71 percent) are enrolled in the elementary grades, kindergarten through grade six. The rest (29 percent) are enrolled in the secondary grades, seven through twelve; and less than 1 percent are in the ungraded category.

Although English learner data are collected for 59 language groups, 94 percent speak one of the top ten languages in the state:

1. Spanish: 82.7 percent
2. Vietnamese: 2.7 percent
3. Cantonese: 1.7 percent
4. Pilipino (Filipino or Tagalog): 1.6 percent
5. Hmong: 1.2 percent
6. Mandarin: 1.1 percent
7. Korean: 1.0 percent
8. Arabic: 0.9 percent
9. Punjabi: 0.7 percent
10. Russian: 0.6 percent

English learners are placed in specific instructional program settings in accordance with the statutes and regulations established by Proposition 227:

- A total of 700,291 (48.6 percent) English learners are enrolled in Structured English Instruction (SEI) settings.

There are 1,421,583 English learners who receive various combinations of different instructional program settings regardless of program placements:

- A total of 111,698 receive only ELD instruction in addition to the regular school program.
- A total of 888,104 receive at least one period of ELD and two periods of specially designed academic instruction in English (SDAIE) and sheltered instruction in subjects such as mathematics or social science in addition to the regular school offerings.
- A total of 258,165 receive, in addition to ELD and SDAIE, at least two periods of subject matter instruction facilitated by primary language support.
- A total of 71,809 receive, in addition to ELD and often in combination with SDAIE and/or primary language support, at least two subject matter periods taught through primary language instruction.
- A total of 91,807 receive English learner instructional services other than those described above.
- A total of 20,318 English learners do not receive any instructional services required for English learners.

English learners are taught by a wide range of instructional staff:

- A total of 4,793 teachers hold a bilingual teaching authorization and are assigned to provide primary language instruction.
- A total of 197,683 teachers hold a California Commission on Teacher Credentialing (CCTC) credential, certificate, or authorization to provide ELD and/or SDAIE instruction.



- A total of 13,671 bilingual paraprofessionals were assigned to teachers in order to provide primary language support or instruction to English learners.

Contact the English Learner Accountability Unit with questions regarding state and federal legal requirements at 916-319-0938; the Language Policy and Leadership Office for program policy questions, at 916-319-0845; or the Educational Demographics Office for data collection questions at 916-327-0219. Additional information is available on the CDE [English Learners](http://www.cde.ca.gov/sp/el/) [http://www.cde.ca.gov/sp/el/] Web page. To access the CDE's database containing demographic information on language-minority students, visit the CDE [DataQuest](http://dq.cde.ca.gov/dataquest/) [http://dq.cde.ca.gov/dataquest/] Web site.

Questions: [Educational Demographics Office](#) | [Write Ed Demo](#) | 916-327-0219

Last Reviewed: Thursday, March 08, 2012

# Toward a “Common Definition of English Learner”

*A Brief Defining Policy and Technical Issues and Opportunities for  
State Assessment Consortia*



February 1, 2013

The Council of Chief State School Officers is a nonpartisan, nationwide, nonprofit organization of public officials who head departments of elementary and secondary education in the states, the District of Columbia, the Department of Defense Education Activity, and five U.S. extra-state jurisdictions. CCSSO provides leadership, advocacy, and technical assistance on major educational issues. The Council seeks member consensus on major educational issues and expresses their views to civic and professional organizations, federal agencies, Congress, and the public.

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## Background

The U.S. Department of Education (USED) requires states participating in either of the two Race to the Top assessment consortia (Smarter Balanced Assessment Consortium and Partnership for Assessment of Readiness for College and Careers [PARCC]), as well as those participating in either of the two Enhanced Assessment Grant (EAG) English language proficiency assessment consortia (WIDA's Assessment Services Supporting English Learners through Technology Systems [ASSETS] and CCSSO's English Language Proficiency Assessment for the 21<sup>st</sup> Century [ELPA21]), to establish a "common definition of English Learner." Specifically, each consortium "must define the term in a manner that is uniform across member states and consistent with section 9101 (25)<sup>1</sup> of the ESEA" (US Department Of Education, 2010, p. 20). Although the two consortia developing alternate assessments based on alternate achievement standards (AA-AAS)<sup>2</sup> are *not* required to develop a common definition of English learner (EL), their member states largely overlap with these assessment consortia and they will include their English learners in these assessments. Having a common EL definition that agrees with the definition adopted by the other consortia is clearly desirable, if not essential.<sup>3</sup>

As discussed below, this requirement presents substantial challenges that will call for a carefully coordinated, multiyear effort within and across consortia member states. The effort will need to proceed in stages and encompass several critical decisions. Since the federal definition of English learners posits that their level of English language proficiency (ELP) may deny them the ability to perform proficiently on academic content assessments, a relationship between students' ELP and content assessment results must be established. Recently developed empirical methods illustrate how this might be done.<sup>4</sup> However, this requires operational data from all consortia assessments. Since assessment scaling and academic content performance standards across states and consortia are needed to conduct such empirical analyses, scaling and standard-setting for all assessments would first need to be completed. Very likely, changes to state policy and regulations will also be required, which implies potential legislative or state board of education action. Some key issues and opportunities are highlighted below.

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<sup>1</sup> Section 9101(25) LIMITED ENGLISH PROFICIENT- The term limited English proficient, when used with respect to an individual, means an individual — (A) who is aged 3 through 21; (B) who is enrolled or preparing to enroll in an elementary school or secondary school; (C)(i) who was not born in the United States or whose native language is a language other than English; (ii)(I) who is a Native American or Alaska Native, or a native resident of the outlying areas; and (II) who comes from an environment where a language other than English has had a significant impact on the individual's level of English language proficiency; or (iii) who is migratory, whose native language is a language other than English, and who comes from an environment where a language other than English is dominant; and (D) whose difficulties in speaking, reading, writing, or understanding the English language may be sufficient to deny the individual — (i) the ability to meet the State's proficient level of achievement on State assessments described in section 1111(b)(3); (ii) the ability to successfully achieve in classrooms where the language of instruction is English; or (iii) the opportunity to participate fully in society.

<sup>2</sup> The Dynamic Learning Maps Alternate Assessment System Consortium (DLM), and the National Center and State Collaborative Partnership (NCSC).

<sup>3</sup> This may be complicated as communication issues are inherent in many of the disabilities of students with significant cognitive disabilities. Data from 18 states (Towles-Reeves et al., 2012) indicate that approximately 13% (range of 3% to 36%) of students with significant cognitive disabilities are ELs.

<sup>4</sup> See Cook, Linquanti, Chinen, & Jung (2012).

## Issues and Opportunities

*Addressing Cross-Consortium Participation.* There are different permutations of consortia participation as illustrated below. States in *any* of the four consortia must address the “uniform manner” definitional requirement *within* and — where applicable — *across* their respective consortia.

Academic/ELP	ASSETS	ELPA21	Stand-Alone
<b>Smarter Balanced</b>	AL*, DE, HI, ME, MO, MT, NV, NH, NC, ND*, PA*, SD, VT, WI, WY	IA, KS, OR, SC, WA, WV	CA, CT, ID, MI
<b>PARCC</b>	AL*, CO, DC, IL, MA, MD, MS, NJ, NM, ND*, OK, PA*, RI	AR, FL, LA, OH	AZ, GA, IN, KY, NY, TN
<b>Stand-Alone</b>	MN, VA	NE	AK, TX , UT

\*Currently advisory states in both Smarter Balanced and PARCC

Sources: Smarter Balanced; Achieve, Inc.; WIDA; and CCSO. (Consortia participation as of January 2013)

*Identifying Potential English Learners.* States currently use a variety of methods for identifying potential EL students. Home Language Surveys (HLSs) are primarily used for this purpose in all but four states, but there is substantial variation in survey questions’ phrasing, content, and practices across states (Bailey & Kelly, 2012). Also, research has identified key concerns (e.g., construct relevance, information accuracy, and inconsistent implementation) that threaten the validity of initial identification of potential EL students (see Bailey & Kelly, 2012). HLSs – and possibly a single, commonly used HLS – would need to be standardized and validated.

*Establishing Initial English Learner Classification.* Once identified as a potential EL, states use a variety of means to confirm (or disconfirm) EL status and establish initial EL classification. According to a recent report by the National Research Council (NRC, 2011), 27 states use a screener/placement test.<sup>5</sup> Seventeen states allow school districts to select the language proficiency assessment used for initial classification, though they provide a list of tests from which the district can select. Four states use their current ELP test for the initial proficiency screening,<sup>6</sup> while two states<sup>7</sup> allow districts to choose between the state ELP test and a screener. States within a given consortium (ELP or academic) would need to have consistent initial EL classification tools and procedures, or, in the case of states in overlapping (ELP and academic) consortia, demonstrate that their tools and procedures lead to comparable initial EL classification results.

*Defining "English proficient."* Federal law requires states to annually assess ELs in four domains: reading, writing, listening, and speaking (section 1111(b)(7)<sup>8</sup> of the ESEA). The law also requires states to monitor

<sup>5</sup> Of these 27, 18 use one of the screener tests developed by the WIDA Consortium (the W-APT or the MODEL); 3 use the LAS Links Placement test, 4 use their own screener; 1 uses the LAB-R; and one uses the Woodcock Muñoz Language Survey.

<sup>6</sup> Alaska, Arizona, California, and Florida

<sup>7</sup> Connecticut and Nevada

<sup>8</sup> Section 1111(b)(7) ACADEMIC ASSESSMENTS OF ENGLISH LANGUAGE PROFICIENCY - Each State plan shall demonstrate that local educational agencies in the State will, beginning not later than school year 2002–2003, provide for an annual assessment of English proficiency (measuring

EL students' progress in attaining ELP in these domains and in comprehension. This requirement has motivated states to create domain (listening, speaking, reading, and writing) and composite (oral, literacy, comprehension, and overall) scores for their ELP assessments. Virtually all states use some form of linear weighted overall composite score for progress monitoring, attainment, and accountability. However, states combine domain scores to create the overall composite score in different ways. For example, the California English Language Development Test (CELDT) weights each domain equally (0.25 x Listening + 0.25 x Speaking + 0.25 x Reading + 0.25 x Writing)<sup>9</sup> to create its overall composite score. ACCESS for ELLs (the WIDA consortium's assessment) weights its overall composite in favor of literacy skills (0.15 x Listening + 0.15 x Speaking + 0.35 x Reading + 0.35 x Writing) and the Texas English Language Proficiency Assessment System (TELPAS) weights its composite such that reading has prominence (0.05 x Listening + 0.05 x Speaking + 0.75 x Reading + 0.15 x Writing).<sup>10</sup> In effect, what it means to be proficient on CELDT, ACCESS for ELLs, or TELPAS, based on the overall composite, is very different. A clear articulation of what "English proficient" means on ELP assessments used by states within and across consortia would therefore be a minimum requirement. Without careful consideration of composite score weighting on new assessments, claims about comparability in what it means to be English proficient on ELP measures used within and across consortia will be unsupported.

*Reclassifying English Learners.* States also use a variety of criteria in reclassifying (exiting) ELs to former EL status. According to data collected in 2006-07 school year (Wolf et al., 2008), over 70% (34) of 48 states surveyed use multiple (between two and six) criteria in reclassification decisions. Specifically:

- 12 states use an ELP assessment only, while 2 states use only district-established criteria
- The remaining 34 states surveyed use multiple criteria:
  - 11 consider the ELP test and one other criterion
    - 7 states additionally use content-area achievement scores
    - 3 states additionally use district-level criteria
    - 1 state additionally uses school-level criteria
  - 23 states use the ELP test and *two to five* additional kinds of criteria, including those mentioned above as well as parent/guardian input and "other."

Adding to this variation, many states permit locally established criteria that vary *within* a state, thus leading to non-uniform, within-state definitions of EL.

At the very least, members of ELP consortia would need to identify a theoretically sound, empirically informed performance standard or performance range on the shared ELP assessment. Studies will need to examine relationships of ELP results from the ASSETS and ELPA21 assessments to the academic performance outcomes on the Smarter Balanced and PARCC summative assessments. Such studies would help to identify the point at which EL students are identified as having sufficient English skills to be considered English proficient. These studies, which will need to be done over time using empirical data from several states, can provide helpful insights and recommendations for consortia policymakers' consideration. This can in turn lead to a much more comparable, aligned set of performance standards across consortia member states for defining ELs and students ready to be reclassified as former ELs. Concomitantly, studies need to be conducted on classification and additional reclassification criteria that lead to informed decisions, used in concert with ELP screener or assessment results. Taken together, these studies can provide states, regardless of consortia membership (ELP and academic content), with

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students' oral language [further clarified as listening and speaking by section 3121(d)(1)], reading, and writing skills in English) of all students with limited English proficiency in the schools served by the State educational agency....

<sup>9</sup> In grades 2–12. In grades K–1, Reading and Writing are weighted 0.05 each while Listening and Speaking are weighted 0.45 each.

<sup>10</sup> See the 2011 Texas Student Assessment Program Interpreting Assessment Reports document at [www.tea.state.tx.us/index3.aspx?id=3282&menu\\_id=793](http://www.tea.state.tx.us/index3.aspx?id=3282&menu_id=793).

tools to adequately identify and classify ELs, and reclassify ELs with respect to their English language proficiency.

## **Conclusion**

The complex policy and technical issues involved in developing a common EL definition are going to require a well-defined roadmap of processes and decisions for all consortia members to enact over time. Given the different permutation of states involved in the four consortia, this work is best engaged via close coordination and frequent communication within and across consortia. All phases and criteria — including initial identification, classification, and reclassification — will need to be addressed, using all consortia assessments.

It is prudent to approach the issue of creating a common definition of an English learner as a multi-staged, multiyear, deliberative process. As assessments come on line, teachers begin to teach to the Common Core State Standards, and educational systems align to the expectations of college- and career-readiness, a refined understanding of English language proficiency will emerge. States and the consortia to which they belong should plan now for this process. To that end, a forthcoming paper under the sponsorship of CCSSO's English Language Learner (ELL) Assessment Advisory Committee will offer further guidance on issues and opportunities described above, and discuss how states and consortia might proceed toward a common definition of English Learner.

## **Summary of Recommendations**

1. *Consortia states should adopt a common, standardized, and validated Home Language Survey, which can be used to identify potential ELs.*
2. *States within a given consortium (ELP or academic) should have consistent initial EL classification tools and procedures, or, in the case of states in overlapping (ELP and academic) consortia, demonstrate that their tools and procedures lead to comparable initial EL classification results.*
3. *States within and across consortia should clearly establish what “English proficient” means on all ELP assessments used. In doing so, they should carefully consider how differing composite score domain weights affect claims about comparability of the “English proficient” performance standard across ELP measures.*
4. *Consortia states should identify a theoretically sound, empirically informed performance standard or performance range on any commonly shared ELP assessment. In doing so, they should examine the relationship of both ELP and academic content assessment results.*
5. *Consortia states should move toward comparable, standardized and validated reclassification criteria, in addition to ELP assessment results, that schools and districts might use in EL reclassification decisions.*
6. *Consortia states, the US Department of Education, and federal and state policymakers should recognize that establishing a common definition of English learner will require a multi-staged, multiyear, deliberative process.*

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## **National Assessment Governing Board**

### **Policy Statement on NAEP Testing and Reporting on Students with Disabilities and English Language Learners**

#### **INTRODUCTION**

To serve as the Nation's Report Card, the National Assessment of Educational Progress (NAEP) must produce valid, comparable data on the academic achievement of American students. Public confidence in NAEP results must be high. But in recent years it has been threatened by continuing, substantial variations in exclusion rates for students with disabilities (SD) and English language learners (ELL) among the states and urban districts taking part.

Student participation in NAEP is voluntary, and the assessment is prohibited by law from providing results for individual children or schools. But NAEP's national, state, and district results are closely scrutinized, and the National Assessment Governing Board (NAGB) believes NAEP must act affirmatively to ensure that the samples reported are truly representative and that public confidence is maintained.

To ensure that NAEP is fully representative, a very high proportion of the students selected must participate in its samples, including students with disabilities and English language learners. Exclusion of such students must be minimized; they should be counted in the Nation's Report Card. Accommodations should be offered to make the assessment accessible, but these changes from standard test administration procedures should not alter the knowledge and skills being assessed.

The following policies and guidelines are based on recommendations by expert panels convened by the Governing Board to propose uniform national rules for NAEP testing of SD and ELL students. The Board has also taken into consideration the views expressed in a wide range of public comment and in detailed analyses provided by the National Center for Education Statistics, which is responsible for conducting the assessment under the policy guidance of the Board. The policies are presented not as statistically-derived standards but as policy guidelines intended to maximize student participation, minimize the potential for bias, promote fair comparisons, and maintain trends. They signify the Board's strong belief that NAEP must retain public confidence that it is fair and fully-representative of the jurisdictions and groups on which the assessment reports.

## **POLICY PRINCIPLES**

1. As many students as possible should be encouraged to participate in the National Assessment. Accommodations should be offered, if necessary, to enable students with disabilities and English language learners to participate, but should not alter the constructs assessed, as defined in assessment frameworks approved by the National Assessment Governing Board.
2. To attain comparable inclusion rates across states and districts, special efforts should be made to inform and solicit the cooperation of state and local officials, including school personnel who decide upon the participation of individual students.
3. The proportion of all students excluded from any NAEP sample should not exceed 5 percent. Samples falling below this goal shall be prominently designated in reports as not attaining the desired inclusion rate of 95 percent.
4. Among students classified as either ELL or SD a goal of 85 percent inclusion shall be established. National, state, and district samples falling below this goal shall be identified in NAEP reporting.
5. In assessment frameworks adopted by the Board, the constructs to be tested should be carefully defined, and allowable accommodations should be identified.
6. All items and directions in NAEP assessments should be clearly written and free of linguistic complexity irrelevant to the constructs assessed.
7. Enhanced efforts should be made to provide a short clear description of the purpose and value of NAEP and of full student participation in the assessment. These materials should be aimed at school personnel, state officials, and the general public, including the parents of students with disabilities and English language learners. The materials should emphasize that NAEP provides important information on academic progress and that all groups of students should be counted in the Nation's Report Card. The materials should state clearly that NAEP gives no results for individual students or schools, and can have no impact on student status, grades, or placement decisions.
8. Before each state and district-level assessment NAEP program representatives should meet with testing directors and officials concerned with SD and ELL students to explain NAEP inclusion rules. The concerns of state and local decision makers should be discussed.

## IMPLEMENTATION GUIDELINES

### For Students with Disabilities

1. Students with disabilities should participate in the National Assessment with or without allowable accommodations, as needed. Allowable accommodations are any changes from standard test administration procedures, needed to provide fair access by students with disabilities that do not alter the constructs being measured and produce valid results. In cases where non-standard procedures are permitted on state tests but not allowed on NAEP, students will be urged to take NAEP without them, but these students may use other allowable accommodations that they need.
2. The decision tree for participation of students with disabilities in NAEP shall be as follows:

#### **NAEP Decision Tree for Students with Disabilities**

##### BACKGROUND CONTEXT

1. NAEP is designed to measure constructs carefully defined in assessment frameworks adopted by the National Assessment Governing Board.
2. NAEP provides a list of appropriate accommodations and non-allowed modifications in each subject. An appropriate accommodation changes the way NAEP is normally administered to enable a student to take the test but does not alter the construct being measured. An inappropriate modification changes the way NAEP is normally administered but does alter the construct being measured.

##### STEPS OF THE DECISION TREE

3. In deciding how a student will participate in NAEP:
  - a. If the student has an Individualized Education Program (IEP) or Section 504 plan and is tested without accommodation, then he or she takes NAEP without accommodation.
  - b. If the student's IEP or 504 plan specifies an accommodation permitted by NAEP, then the student takes NAEP with that accommodation.
  - c. If the student's IEP or 504 plan specifies an accommodation or modification that is not allowed on NAEP, then the student is encouraged to take NAEP without that accommodation or modification.

3. Students should be considered for exclusion from NAEP only if they have previously been identified in an Individualized Education Program (IEP) as having the most significant cognitive disabilities, and are assessed by the state on an alternate assessment based on alternate achievement standards (AA-AAS). All students tested by the state on an alternate assessment with modified achievement standards (AA-MAS) should be included in the National Assessment.
4. Students refusing to take the assessment because a particular accommodation is not allowed should not be classified as exclusions but placed in the category of refusals under NAEP data analysis procedures.
5. NAEP should report separately on students with Individualized Education Programs (IEPs) and those with Section 504 plans, but (except to maintain trend) should only count the students with IEPs as students with disabilities. All 504 students should participate in NAEP.

At present the National Assessment reports on students with disabilities by combining results for those with an individualized education program (who receive special education services under the Individuals with Disabilities Education Act [IDEA]) and students with Section 504 plans under the Rehabilitation Act of 1973 (a much smaller group with disabilities who are not receiving services under IDEA but may be allowed test accommodations).<sup>\*</sup> Under the Elementary and Secondary Education Act, only those with an IEP are counted as students with disabilities in reporting state test results. NAEP should be consistent with this practice. However, to preserve trend, results for both categories should be combined for several more assessment years, but over time NAEP should report as students with disabilities only those who have an IEP.

6. Only students with an IEP or Section 504 plan are eligible for accommodations on NAEP. States are urged to adopt policies providing that such documents should address participation in the National Assessment.

### **For English Language Learners**

1. All English language learners selected for the NAEP sample who have been in United States schools for one year or more should be included in the National Assessment. Those in U.S. schools for less than one year should take the assessment if it is available in the student's primary language.

One year or more shall be defined as one full academic year before the year of the assessment.

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<sup>\*</sup> NOTE: The regulation implementing Section 504 defines a person with a disability as one who has a physical or mental impairment which substantially limits one or more major life activities, has a record of such an impairment, or is regarded as having such an impairment. 34 C.F.R. § 104.3(j)(1).

2. Accommodations should be offered that maximize meaningful participation, are responsive to the student's level of English proficiency, and maintain the constructs in the NAEP framework. A list of allowable accommodations should be prepared by NAEP and furnished to participating schools. Such accommodations may be provided only to students who are not native speakers of English and are currently classified by their schools as English language learners or limited English proficient (LEP).
3. Bilingual versions of NAEP in Spanish and English should be prepared in all subjects, other than reading and writing, to the extent deemed feasible by the National Center for Education Statistics. The assessments of reading and writing should continue to be in English only, as provided for in the NAEP frameworks for these subjects.
4. Staff at each school should select from among appropriate ELL-responsive accommodations allowed by NAEP, including bilingual booklets, those that best meet the linguistic needs of each student. Decisions should be made by a qualified professional familiar with the student, using objective indicators of English proficiency (such as the English language proficiency assessments [ELPA] required by federal law), in accordance with guidance provided by NAEP and subject to review by the NAEP assessment coordinator.
5. Schools may provide word-to-word bilingual dictionaries (without definitions) between English and the student's primary language, except for NAEP reading and writing, which are assessments in English only.
6. NAEP results for ELL students should be disaggregated and reported by detailed information on students' level of English language proficiency, using the best available standardized assessment data. As soon as possible, NAEP should develop its own brief test of English language proficiency to bring consistency to reporting nationwide.
7. Data should be collected, disaggregated, and reported for former English language learners who have been reclassified as English proficient and exited from the ELL category. This should include data on the number of years since students exited ELL services or were reclassified.
8. English language learners who are also classified as students with disabilities should first be given linguistically-appropriate accommodations before determining which additional accommodations may be needed to address any disabilities they may have.

## RESEARCH AND DEVELOPMENT

The Governing Board supports an aggressive schedule of research and development in the following areas:

1. The use of plain language and the principles of universal design, including a plain language review of new test items consistent with adopted frameworks.
2. Adaptive testing, either computer-based or paper-and-pencil. Such testing should provide more precise and accurate information than is available at present on low-performing and high-performing groups of students, and may include items appropriate for ELLs at low or intermediate levels of English proficiency. Data produced by such targeted testing should be placed on the common NAEP scale. Students assessed under any new procedures should be able to demonstrate fully their knowledge and skills on a range of material specified in NAEP frameworks.
3. A brief, easily-administered test of English language proficiency to be used for determining whether students should receive a translation, adaptive testing, or other accommodations because of limited English proficiency.
4. The validity and impact of commonly used testing accommodations, such as extended time and small group administration.
5. The identification, measurement, and reporting on academic achievement of students with the most significant cognitive disabilities. This should be done in order to make recommendations on how such students could be included in NAEP in the future.
6. A study of outlier states and districts with notably high or low exclusion rates for either SD or ELL students to identify the characteristics of state policies, the approach of decision makers, and other criteria associated with different inclusion levels.

The Governing Board requests NCES to prepare a research agenda on the topics above. A status report on this research should be presented at the November 2010 meeting of the Board.

***Technical Advisory Panel on Uniform National Rules  
for NAEP Testing of English Language Learners***

***Report to the National Assessment Governing Board***

***July 22, 2009***

***Chair: Sharif Shakrani***

***Members: Jamal Abedi, Diane August,  
Robert Linqanti, Phil Morse, Charlene Rivera,  
Maria Santos, and Josefina Tinajero***

# **Technical Advisory Panel on Uniform National Rules for NAEP Testing of English Language Learners**

## **Executive Summary of Report to NAGB - July 2009**

*Chair: Sharif Shakrani*

*Members: Jamal Abedi, Diane August, Robert Linqanti, Phil Morse,  
Charlene Rivera, Maria Santos, and Josefina Tinajero*

The panel believes the National Assessment of Educational Progress (NAEP) is an important tool for understanding student achievement among students who are English language learners (ELL). To assure that NAEP samples are fully representative, to maintain the comparability of state and district NAEP results, and to maximize student access and meaningful participation, the panel recommends that:

- 1) ELLs in all states and districts selected for the NAEP sample who have been in United States schools for one year or more be included in the National Assessment. This policy should be implemented with the disaggregated reporting of ELL test results by detailed information on students' English language proficiency and the availability of accommodations that maximize meaningful participation.
- 2) Students should be offered ELL-responsive accommodations that maintain the constructs in the NAEP framework, including items and directions in plain language, side-by-side bilingual Spanish-English test booklets, word-to-word bilingual glossaries without definitions, as well as other accommodations currently allowed by NAEP. The accommodations for each student should be selected at the local level by school personnel who are qualified to make judgments regarding the inclusion of the ELL in NAEP, including knowledge of his or her level of English language proficiency.
- 3) NAEP results for ELL students should be disaggregated and reported by the best available standardized assessment data on the level of English language proficiency.
- 4) To attain comparable participation rates across states and districts, special efforts should be made to inform and solicit the cooperation of state and local officials who decide upon the participation of individual students, including joint planning sessions and targeted information sharing. A high common goal for 95 percent or more of ELL students sampled to participate should be established.
- 5) NAEP should adopt an aggressive timeline for innovation and research, including (a) the development of test items written in plain language; (b) a short test of English language proficiency; (c) targeted testing with blocks of items at low and high levels of difficulty; and (d) computerized administration of the assessment when feasible.



Although the National Assessment can establish rules for students to be tested in the same way, individual students participate in NAEP on a voluntary basis, and it is their schools that normally make the decision about whether a student drawn for the NAEP sample participates or not. Therefore, the cooperation of schools and parents is essential to ensure that NAEP samples in every jurisdiction are fully representative and that test results are comparable among the states and districts assessed. The recommendations in this report are intended to be of practical use in determining NAEP testing procedures and in working with states and districts to continue the assessment's tradition of producing comparable results and useful information.

# **Technical Advisory Panel on Uniform National Rules for NAEP Testing of English Language Learners**

**July 22, 2009**

## **Report to the National Assessment Governing Board**

The National Assessment of Educational Progress (NAEP) was established in 1969 to measure the academic achievement of a nationally representative sample of elementary and secondary students in the United States. It is sometimes called the Nation's Report Card. Subsequently, the assessment was expanded to provide representative-sample results for states and large urban school districts.

NAEP is designed to produce valid, comparable data on large groups of students. It is prohibited by law from providing results for individual children or schools. Because no student takes the entire test, scores cannot be calculated for individual students. Because NAEP measures change over time, it can provide participating states and districts with reliable, independent information about the success of their efforts to improve education. It is an important common measure of student performance.

Recently, concern has arisen about the wide variation among states and districts in the rates at which students who are English language learners (ELL) participate in NAEP. Confusion can arise when in some states almost all English language learners who are selected for the NAEP sample take the test, and in others many do not. Some advocates for ELL students maintain that having good information on the achievement of a fully representative sample of ELL students is a critical tool in improving services for them. The purpose of this report is to recommend ways both to increase the uniformity of NAEP participation rates among states and districts and to make participation rates high and administration procedures uniform.

Specifically, the National Assessment Governing Board (NAGB) has convened a technical advisory panel to recommend a uniform set of rules for testing students who are English language learners on NAEP. The eight-member group held an all-day meeting in Washington, DC, on May 1 for initial briefings and discussion, and conducted five conference calls between May and July to develop recommendations.

The Governing Board charged the panel to make recommendations which:

- provide that students with similar levels of English proficiency be tested on NAEP the same way, regardless of where they live;
- maximize student access and meaningful participation;
- ensure that the constructs on NAEP frameworks are measured and that all students may be placed on the same scale;

- permit only accommodations that maintain the validity, reliability, and comparability of NAEP results; and
- are feasible, logistically and financially, and without detrimental consequences.

## **RECOMMENDATIONS**

**The panel recommends that all English language learners who have been in United States schools for one year or more be included in the NAEP assessments. In addition, information should be collected and reported on students' English language proficiency, and accommodations made available that maximize meaningful participation. The panel further recommends that students who are ELL be offered ELL-responsive accommodations that are permitted by NAEP and selected at the local level by a qualified person who knows the student. Students who are ELL and in the U.S. less than one year may participate in the NAEP assessment if appropriate accommodations, such as a bilingual version of the test in the student's primary language, are available, or if the school or district deems their participation appropriate.**

## **WHICH ELL STUDENTS ARE TO BE TESTED?**

1) The panel recommends that all English language learners who have been in U.S. schools one year or more be included in NAEP assessments. This inclusion strategy should be implemented with the collection of and disaggregated reporting of ELL test results by standardized assessment information on a student's level of English language proficiency, and the availability of accommodations that maximize meaningful participation. To ensure that samples are fully representative, the panel recommends that NAEP set a goal of 95 percent participation among the ELL students selected for testing. The goal should be clearly communicated to state, district, and school personnel. A uniform participation rate of at least 95 percent would provide fairer comparisons among jurisdictions and better information on the progress of English language learners over time.

## **HOW ARE ELL STUDENTS TO BE TESTED?**

2) The panel recommends that qualified staff at each sampled school should select from among ELL-responsive accommodations allowed by NAEP those that best meet the linguistic needs of each ELL student taking the assessment. ELL-responsive accommodations address the linguistic needs of students who are in the process of learning English. The panel defines an ELL-responsive accommodation as one which involves changes to testing procedures, testing materials, or the testing situation in order to allow meaningful participation in an assessment. Effective accommodations for ELLs address the unique linguistic and socio-cultural needs of the student without altering the test construct.

The decision to accommodate should be made by a qualified professional familiar with the student and using objective indicators of his or her English language proficiency. NAEP should provide explicit guidance about the knowledge and skills this local professional will need to make decisions about including ELLs in NAEP and in selecting appropriate accommodations. The panel recommends that NAEP allow only accommodations for which there is evidence that the construct being measured is not altered.

As part of the assessment, the accommodations offered and provided to each student should be documented so research may be conducted about what accommodations are used and the impact they may have.

3) The panel recommends that the prompts, directions and items in all NAEP assessments be written in plain language. Such material would be free of unnecessary linguistic complexity irrelevant to the construct being tested. However, the level of difficulty of the items themselves should remain unchanged. The panel recommends all NAEP assessments undergo a plain language review, and revisions be made to items if needed. The plain language review will require the convening of content specialists, second language acquisition specialists, and language testing experts as a central part of the item development process, from specifying a rubric for item design to reviewing and revising items that have been prepared. This means of preparing NAEP items, prompts, and directions should ultimately be used for all assessment booklets, but could initially be developed and field tested for booklets used as an accommodation for English language learners. The panel understands that items in plain language are being prepared for the 2011 NAEP assessments.

## **Reading**

The NAEP reading assessment is a measure of reading in English and consists of authentic reading passages with approximately ten test items for each passage. The panel recommends that the reading passages should **not** be modified, but the process be accelerated by which items and directions relating to the passages are expressed in plain language, without unnecessary linguistic and cultural complexities that are unrelated to the constructs being measured.

## **Writing**

NAEP assesses writing by using prompts to elicit student writing in English. The panel recommends that these prompts be written in plain language.

## **Mathematics and Science**

To assess mathematics and science, the panel recommends that NAEP accelerate the development and use of blocks of items which are expressed in plain language.

## **All content area assessments except Reading and Writing**

The ELL-responsive accommodations made available by NAEP should include the following:

- (a) Extra time in all subjects.
- (b) Bilingual version of the test in Spanish and English in math, science, history, civics and subjects other than reading and writing, to the extent deemed feasible by the National Center for Education Statistics (NCES). The bilingual version, which may use the plain language version as the base for the Spanish translation, would be of benefit to the approximately 70 percent of ELLs that are Spanish-speaking.
- (c) A word-to-word bilingual glossary (without definitions) provided in English and Spanish. This would include high frequency general academic words as well as discipline-specific words used in each NAEP assessment.
- (d) A list of the words in this glossary in English should be provided to every jurisdiction participating in NAEP, so that states or local districts could prepare a similar glossary for the languages other than Spanish used widely by their students.
- (e) A plain English version of every assessment except the authentic passages or quotations used in reading and other assessments.

In addition the panel recommends that students who are ELL and also have disabilities identified on an IEP should be offered whatever additional special education accommodations are permitted by NAEP. These accommodations should be selected for them at the local level by qualified staff who know the student.

4) The panel recommends that NAEP build on existing efforts to develop assessment blocks with high concentrations of items on the existing NAEP scale at both the low and high ends of difficulty that are comparable with other blocks in terms of content and construct. Currently each NAEP assessment includes two 25-minute blocks of items, distributed over a broad spectrum of difficulty appropriate for the subject and grade level. The panel recommends that students who are ELL who would otherwise be excluded from NAEP be tested in reading on one of the current blocks of items, and a second block of items clustered at the low end of the continuum of difficulty. With such targeted testing, standard errors would be reduced at the low end of the continuum and better information would be available about student performance and improvements over time. This would be useful both in getting more detailed information about the achievement of ELL students and in reassuring local decision makers that ELLs can meaningfully participate in the assessment. If needed, additional items should be developed that test NAEP constructs at the low end of the existing NAEP scale.

## **WHAT CONTEXTUAL INFORMATION SHOULD BE PROVIDED IN REPORTING ELL RESULTS?**

5) The panel fully recognizes the difficulty of distinguishing the extent to which students who are ELL know the subject matter from the extent to which they know English. It therefore urges NAEP to exert leadership by reporting test results for ELLs by their level of English language proficiency as advanced, intermediate, or beginner/low.

Although existing English language proficiency assessments (ELPAs) are not fully comparable across states, the panel recommends collecting the student's most recent results on the state's NCLB Title III-required ELPA for research and analysis purposes. Despite their limitations, using data from these exams may allow greater consistency in reporting ELL students' English language proficiency within each jurisdiction. As soon as possible, NAEP should develop its own brief test of English language proficiency to bring consistency to its reporting nationwide.

6) The panel recommends that NAEP collect background information on ELL test takers that includes the number of years a student has lived in the United States (or the year of entry into the U.S.), the number of years a student has attended schools in the United States, the number of years the student has received instruction primarily in English, and when applicable, the number of years since the student has exited ELL services or was reclassified.

7) The panel recommends that as soon as NCES considers it feasible, NAEP results should be collected, disaggregated, and reported for former ELLs who have been reclassified as fluent and English proficient and exited from the ELL category. Specifically, the panel recommends that NAEP collect information on the number of years since former-ELL students exited ELL services or were reclassified. NAEP officials should encourage states to maintain such data for this important group, thus providing a more complete picture of the long-term success of ELL students in U.S. schools.

## **INTERIM GUIDANCE TO STATE AND LOCAL OFFICIALS**

8) Uniform national rules for administering NAEP will not, taken alone, result in more uniform decisions by local decision-makers about whether and when ELLs are to be included or excluded from taking NAEP. Therefore, special efforts are needed to communicate clear guidelines and expectations to include ELL students in NAEP. Clarity is especially important when NAEP does not allow accommodations provided in state or district assessments. Specifically the panel recommends:

- i) clearly indicating that NAEP expects that 95 percent of all students who are ELL who have been in U.S. schools one year or more and are selected as part of the NAEP sample should participate in the assessment. Decision makers should know that state and district exclusion rates for ELLs will be indicated and highlighted in NAEP reports.

- ii) identifying and addressing the concerns that have led some state and district decision makers to exclude students who are ELL from taking NAEP; specifically informing them of the availability of ELL-responsive accommodations (extra time, bilingual booklets, the availability of a word-to-word glossary, booklets with concentrations of items at the low end of difficulty in reading, items written in plain language) and how these accommodations enable ELL students at various levels of English language proficiency to participate in the assessment.
- iii) meeting with testing directors and policy makers from states and participating urban districts in the year before each assessment to explain the inclusion rules used by NAEP and to encourage them to work with their participating schools to apply the inclusion criteria uniformly. The goal would be to keep the NAEP-approved criteria fresh in the minds of state, district, and school gatekeepers who make the decision about ELL participation in NAEP. This biennial meeting could be convened in conjunction with NCES' regularly scheduled meeting with state and district staff.
- iv) reminding state and district educators of the value of the information that NAEP provides for educational policy-making and programs without producing test scores or possible harm for individual students or schools.

## **INCENTIVES FOR INCLUSION**

The panel recommends

- i) new guidance to state and local decision makers urging high participation rates, and informing them of the steps being taken to make NAEP more accessible to ELLs.
- ii) an explicit contract requirement that NAEP items be written in plain language through a systematic process of item development and review. Content specialists, second language acquisition specialists, and second language testing experts should be involved in preparing a rubric for item design as well as in the review of new test questions to ensure that all NAEP prompts, items, and directions are written without unnecessary or construct-irrelevant linguistic complexity.
- iii) states and districts that do not attain the policy goal of 95 percent participation rate among eligible ELLs selected for the sample should be designated in NAEP reports as jurisdictions falling below the desired participation rate.

- iv) focus groups of state and local decision makers should be convened to ask what incentives would be effective in attaining high and consistent participation rates for ELL students across states and urban districts.

## **RECOMMENDED FUTURE INNOVATIONS AND RESEARCH**

Panel members agree that an optimal system for administering NAEP would include an interlocking set of innovations not now available: adaptive computer administration; a short test of English language proficiency with proficiency levels for advanced, intermediate, and beginner/low levels; targeted blocks of items concentrated at the low and high ends of the continuum of difficulty; and a pop-up glossary of terms for students in their primary language for tests other than reading. In addition the panel recommends that prompts, items and directions routinely be expressed in plain language.

The panel understands that important technical issues need to be resolved before i) NAEP can be administered on computers; ii) a short but reliable test of English language proficiency can be developed that can be incorporated within the time limits of the NAEP assessment; and iii) a large number of plain language NAEP items and blocks of items can be developed that test the NAEP constructs.

In light of the new research and development work that will be needed, the panel recommends that an aggressive timeline be established to accelerate the development of innovations in testing English language learners which includes:

- i) Long Term: Development of a computerized administration of NAEP;
- ii) Short Term: An immediate study of existing NAEP student background questionnaire data on how a teacher rates an ELL's speaking, listening, reading and writing in English as advanced, intermediate or beginner/low, and the relationship of these ratings to the student's achievement. Information regarding the performance of students who may have been in U.S. schools many years and are still performing at very low levels will be of special interest.

Long Term: Development of a brief, easily-administered test of English language proficiency, with associated cut scores which identify the test-taker as advanced, intermediate or beginner/low English proficient. These cut scores could be used to determine targeting with a booklet of items at the high or low end of the existing continuum of difficulty on the NAEP scale.

- ii) Short Term: Studies on the feasibility of targeting ELLs for blocks of items with plain language in some subjects, including blocks of reading items appropriate for ELLs at low or intermediate levels of English language proficiency.



Long Term: Development of items, writing prompts and directions in plain English in all subjects and ultimately for all students.

- iii) Short term: Development of a word-to-word bilingual glossary in English and Spanish (without definitions), composed of high frequency general academic words and discipline-specific words used in each NAEP assessment. A list of these words in English should be made available to all jurisdictions participating in NAEP so they may prepare a similar glossary for languages other than Spanish used by many of their students.
- iv) Long term: Special studies to examine the comparability of plain language test versions with the regular NAEP assessment items. Also a series of randomized field trial studies to experimentally examine the validity of NAEP assessment outcomes under this and other accommodations for which there may not be enough validity evidence and the effectiveness of various accommodations in providing accessible assessments for ELL students.
- v) Long term: Targeting students with low or high English language literacy in reading and writing with special blocks containing a high concentration of items at the low or high end of the existing NAEP scale;
- vi) Short term: A study of high participation states (such as California and Colorado) and high exclusion states (such as Texas and New Mexico) to identify characteristics of state assessment policies, the approach of decision makers, and other criteria associated with different levels of participation.

In addition, some panel members recommend that the Governing Board consider establishing a new framework in Spanish language literacy to assess the reading skills of ELLs and other students instructed in Spanish. This would enhance participation in states such as Texas and New Mexico where bilingualism is a policy goal.

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