

National Assessment Governing Board

**Meeting of November 16–17, 2018
Washington, DC**

OFFICIAL SUMMARY OF GOVERNING BOARD ACTIONS

Complete Transcript Available

National Assessment Governing Board Members Present

Honorable Beverly Perdue, Chair

Tonya Matthews, Vice Chair

Dana Boyd

Alberto Carvalho

Gregory Cizek

Tyler Cramer

Rebecca Gagnon

Paul Gasparini

Andrew Ho

Carol Jago

Julia Keleher

Terry Mazany

Mark Miller

Dale Nowlin

Joseph O’Keefe, S.J.

Alice Peisch

Fielding Rolston

Linda Rosen

Nardi Routten

Cary Sneider

Ken Wagner

Joe Willhoft

Governing Board Members Absent

John Engler

James Geringer

Jeanette Nuñez

Mark Schneider (ex-officio)

National Assessment Governing Board Staff

Lisa Stooksberry, Deputy Executive Director

Lily Clark

Stephaan Harris

Donnetta Kennedy

Laura LoGerfo

Munira Mwalimu

Sharyn Rosenberg

Angela Scott

Anthony White

National Center for Education Statistics (NCES)

James Lynn Woodworth, Commissioner

Peggy Carr, Associate Commissioner for Assessment

Halima Adenegan

Gina Broxterman

Samantha Burg

Jing Chen

Ebony Walton Chester

James Deaton

Alison Deigan

Eunice Greer

Elvira Germino-Hausken

Shawn Kline

Daniel McGrath

Nadia McLaughlin

Michael Moles

Holly Spurlock

William (Bill) Tirre

William (Bill) Ward

American Institutes for Research (AIR)

Markus Broer

Jack Buckley

Kim Gattis

Cadelle Hemphill

Fran Stancavage

CRP, Inc.

Shamai Carter

Arnold Goldstein

Kathy Smoot

Educational Testing Service (ETS)

Jonas Bertling
Amy Drescher
Gary Feng
Yue Jia
Hilary Persky
Emilie Pooler
Lisa Ward
Karen Wixson

Fulcrum IT

Saira Brenner
Scott Ferguson
Kevin Price

Hager Sharp

David Hoff
Candace Kent
Joanne Lim

Human Resources Research Organization (HumRRO)

Emily Dickinson
Monica Gribben
Thanos Patelis
Anne Woods

Optimal Solutions Group

Brian Cramer
Sarah Guile
Nicholas Linnen

Pearson

Vishal Kapoor
Cathy White
Llana Williams

The Hatcher Group

Jenny Beard
Ann Bradley
Robert Johnston

Westat

Chris Averett
Greg Binzer
Lisa Rodriguez
Keith Rust

WestEd

Ann Edwards
Kellie Kim
Mark Loveland

Other Attendees/Speakers

Eunice Adewumi, University of the District of Columbia Law School
Judith Anderson, Department of Education, Budget Service
Myra Best, DigiLearn
Fen Chou, Council of Chief State School Officers (CCSSO)
Honorable Betsy DeVos, Secretary, U.S. Department of Education
David Driscoll, Former Massachusetts Commissioner of Elementary and Secondary Education
Lindsay Dworkin, Alliance for Excellent Education
Chester Finn, Thomas B. Fordham Institute
Laura Hamilton, The RAND Corporation
Ray Hart, Council of the Great City Schools
Marcella Goodridge-Keiller, Department of Education, Office of the General Counsel
Scott Norton, CCSSO
Stephen Sawchuk, Education Week
Hillary Tabor, Department of Education, Budget Service
Lindsey Tepe, U.S. Senate Committee on Health, Education, Labor & Pensions
Marc Tucker, National Center on Education and the Economy

Call to Order

The November 16, 2018, session of the National Assessment Governing Board (NAGB) meeting was called to order by Chair Beverly Perdue at 8:30 a.m.

Opening Remarks

Chair Perdue convened the meeting and welcomed Secretary Betsy DeVos to administer the Oath of Office. Chair Perdue noted it is the Board's 30th anniversary year and for the first time in its history is led by a female chair and vice chair.

Chair Perdue stated that the Board is capable of greater work than it has done before. She is looking forward to working with the knowledgeable members of the Board to make a difference for students. Chair Perdue commented that about 65 percent of current 5th or 6th graders will apply for jobs that do not exist today when they enter the world of work. With changes in the future of work and a world driven by technology, she urged the Board to embrace change as they are doing with their work on postsecondary preparedness.

The Chair then asserted that the National Assessment of Educational Progress (NAEP) is an important measure for state legislators. Chair Perdue noted NAEP must reflect the knowledge and skills students need to become successful citizens and employees. To achieve these goals, she stated her belief in the importance of art and music as well as soft skills, such as interpersonal and problem-solving skills.

Chair Perdue concluded her welcome remarks by offering her gratitude and appreciation to her fellow Board members. She thanked John Engler and other former chairs of the Board, as well as Lisa Stooksberry, Deputy Executive Director, and Board staff for their work and support of the Board. Chair Perdue shared honors and awards given to Board members since the last meeting. Father Joseph O’Keefe received the prestigious 2018 President’s Award from the National Catholic Educational Association. Alberto Carvalho secured funding for schools, teachers, and resource officers through passage of a bond bill. In addition, Mr. Carvalho was named the 2018 Urban Superintendent of the Year, earning the Green-Garner Award from the Council of the Great City Schools. Jeanette Nunez was elected Lieutenant Governor of Florida, pending final election results. Chair Perdue acknowledged the campaigns of Dale Nowlin for Indiana state representative and Rebecca Gagnon for Minneapolis school board. She thanked George Bohrnstedt, National Center for Education Statistics (NCES) contractor, for his service to NAEP; he stepped down as Chair of the NAEP Validity Studies (NVS) Panel and will no longer attend Board meetings in that capacity.

Chair Perdue requested a motion for approval of the November 2018 agenda. Rebecca Gagnon made the motion and Terry Mazany offered a second. The agenda was unanimously approved.

Chair Perdue requested a motion for approval of the August 2018 minutes. A motion to accept the minutes was made and seconded. No discussion ensued, therefore the minutes were approved.

Oath of Office and Secretary’s Remarks

Secretary DeVos swore in the four new members of the Board—Paul Gasparini, Julia Keleher, Mark Miller, and Nardi Routten, along with returning member Tonya Matthews. Secretary DeVos thanked the new members for agreeing to serve on the Board. She spoke of the importance of the partnership between the Governing Board and NCES in ensuring that NAEP remains the gold standard in assessment. She stressed that NAEP provides much-needed

information and data for parents, educators, and policymakers for measuring student achievement and outcomes over time and for indicating opportunities for improvement.

Secretary DeVos acknowledged that all states participate in NAEP and use it as a tool for learning from one another to improve education for the benefit of all students. She spoke of the importance of making data-driven decisions to provide better indicators about what is working for students and what is not. Secretary DeVos advised everyone to advocate for students and provide them with opportunities.

Following the remarks, Chair Perdue asked the Secretary for her thoughts regarding change in the traditional model of seat time and time spent in the classroom, compared to a competency-based education, where students can progress at their own pace. Secretary DeVos reflected on her education, stating that measuring performance, based on time spent on task and in seat, was very boring to many students, including herself. She acknowledged that many students want the opportunity to move ahead while others require more time to grasp difficult concepts. She indicated her support for self-paced learning. She also stated that individual learning addresses different learning styles that are not always supported in the traditional classroom model and believes that every family should have the opportunity to determine the right environment for their children's education.

Carol Jago asked the Secretary what role and value the Governing Board brings to the nation's next steps in working towards college and career preparedness. The Secretary responded that the Board plays a critical role and needs to set expectations for what students need to know and be prepared for. She indicated that the goals of the Board are aligned with those of many involved in education, including a concern about the amount of testing, a desire to set high expectations, and a goal of continuous improvements over time.

Remarks from New Board Members

Chair Perdue asked the new Board members – Paul Gasparini, Julia Keleher, Mark Miller, and Nardi Routten – to provide some remarks on the experiences they bring to the Board and their thoughts on serving in their new positions.

Mr. Gasparini, representing secondary school principals, invited Board members to visit his school, Jamesville-Dewitt High School, to observe students, teachers, and the community. He began his teaching career in Tennessee, then moved to New York where he taught and coached while raising his young family. He has learned that the best way an administrator can assist teachers from an assessment perspective is to help them interpret test results. His hope is to contribute to the conversation about making NAEP data clear and actionable for practitioners and school administrators.

Ms. Keleher, representing chief state school officers, has worked in a variety of roles in education from teacher to assessment coordinator to local and federal administrator before becoming the Secretary of Education in Puerto Rico. She hopes to bring a valuable perspective to the Board and gain information to raise awareness, understanding, and relevance of NAEP for strategic decision making in Puerto Rico. Ms. Keleher has focused on data and the use of data for strategic decisions throughout her career. She remarked on the explosion of technology and its use (a) in new assessments, (b) in new tools for making decisions, and (c) in the removal of barriers for learning opportunities. She acknowledged the amount of work ahead.

Mr. Miller is an eighth-grade teacher at Cheyenne Mountain Junior High. He thanked the Nominating Committee, Secretary DeVos, his wife, and students for their contributions to his career and appointment to the Board. Mr. Miller was raised to value education, hard work, team work, and service to community. He has taught math, served as Department Chair, and coached basketball and softball. He uses formative assessment to guide daily decisions about students and uses summative assessments for analyzing student growth over time. Analyzing curriculum frameworks, teaching standards, and best practices, Mr. Miller uses assessment data to evaluate student achievement, set goals, and work with students, parents, and colleagues to help each student reach their goals. As a member of the Board, his goal is to understand and use the NAEP frameworks to help fine-tune assessments, achievement levels, and reporting results. He expects to work together to provide accurate, reliable, and meaningful results. Mr. Miller commented on the need to inspire students and prepare them for a world not yet imagined. He acknowledged the opportunity to give a voice to teachers and students.

Ms. Routten, from St. Lucie County, Florida, represents fourth-grade teachers. She has taught 4th graders for 17 of her 21 years of teaching. She recently transferred from a high-performing school to a high-poverty, failing school, calling it the best decision she has made. With this recent experience, she learned much about herself and grew as an educator. She noted her long-standing interest in using assessment to drive instruction. In closing, she stated that while serving on the Board she will be a voice for her students and fellow educators.

Deputy Executive Director Remarks

Lisa Stooksberry, Deputy Executive Director, thanked Chair Perdue for her service as Chair and shared Board activities of the last quarter. Tonya Matthews and Linda Rosen attended new member orientation, introducing the four new members to the culture and work of the Board. NCES staff were present during orientation and offered useful information. Ms. Stooksberry spoke of the value of the training, allowing the new members to quickly onboard into their positions. A survey sent to the new members will provide more in-depth feedback regarding the orientation.

Ms. Stooksberry spoke of the importance of partnerships and how they help the Board move forward in its Strategic Vision, not only for engaging with stakeholders, but also in helping

NAEP lead in the field of large-scale assessment. She highlighted two policy task forces, one with the Council of Chief State School Officers (CCSSO) and the other with the Trial Urban District Assessment (TUDA) participants, for providing the Board with information and insights related to data reporting and dissemination efforts. These task forces have suggested improvements for the 2019 Report Cards that will be implemented when they are released.

Next, Ms. Stooksberry turned to outreach and engagement. She shared the positive outcome of partnering with the International Literacy Association to share the 2017 NAEP Reading results via Twitter. Using social media, Carol Jago engaged stakeholders and provided them with tools to advance the field of reading. Kari Eakins, a member of the CCSSO policy task force, led a collaboration with the National School Public Relations Association (NSPRA). The NSPRA presentation focused on how NAEP relates to state and local assessment results. These increased communication channels promote NAEP and its role in the assessment ecosystem.

Terry Mazany presented at the Northeastern Educational Research Association (NERA) conference, highlighting the future of education in a call to action for education researchers. In addition to the presentation, Mr. Mazany hosted a panel of recent high school graduates in Atlanta, Georgia as part of his work leading the Ad Hoc Committee on Postsecondary Preparedness. The young adults provided greater insight into postsecondary preparedness and students' current needs.

Ms. Stooksberry accompanied Peggy Carr, Associate Commissioner, NCES, to speak to the Mississippi Association of School Administrators about NAEP. Three hundred local educators increased their knowledge of how NAEP plays a role in the work they do within their school systems. The presentation coincided with the release of the Mississippi narrative, produced by the Hatcher Group, the Board's communications contractor. The narrative gives Mississippi collateral to share with their stakeholders to show the investment that they are making in NAEP.

Ms. Stooksberry recapped the meeting of the Mathematics Visioning Panel. The work to update the NAEP Mathematics Framework has now transitioned to the Mathematics Development Panel. She noted that Dale Nowlin attended part of the Visioning Panel meeting to deliver the Board's charge for this work.

Ms. Stooksberry mentioned several agenda items on updates of ongoing work, including the Nominations Committee. She provided statistics from the Twitter campaign to promote the Board's call for nominations. The Twitter hashtag reached up to 380,000 people, the website nominations page was visited almost 8,000 times, and the content was shared by nearly two dozen organizations.

Ms. Stooksberry urged Board members to view the reading video, which shows how interest and enjoyment of reading affects performance. She praised its use of contextual data. Next, she spoke

about the inclusion policy graphics and charter school data graphics—orchestrated by contractor CRP—and their effort to disseminate useful information to stakeholders.

Ms. Stooksberry invited everyone to visit Governing Board headquarters. Before wrapping up, she recognized Board staff. She reminded Board members of the ongoing search for an executive director and thanked members for their work and dedication.

Committee Meeting Previews

Committee chairs provided the following previews of their committee sessions:

- Carol Jago (Chair, Assessment Development Committee [ADC]) reported that ADC will receive two informational updates that the committee had requested. In closed session, Eunice Greer (NCES) will present the latest NCES research and development on vocabulary assessment in NAEP Reading. Art Thacker (HumRRO) will brief ADC members on assessment systems in other countries. The Committee will spend most of their time discussing progress on updating the NAEP Mathematics Framework and upcoming plans to update the NAEP Reading Framework.
- Andrew Ho (Chair, Committee on Standards, Design, and Methodology [COSDAM]) reported that COSDAM will begin by taking action on the revised policy for achievement level setting that the full Board will be discussing later that afternoon. Then COSDAM will talk about the current status of implementing the Board's response to the evaluation of NAEP achievement levels. Finally, they will join the Reporting and Dissemination (R&D) Committee to collaborate on how to communicate and encourage accurate interpretation of the NAEP achievement levels.
- Rebecca Gagnon (Chair, R&D Committee) explained that she added several items to the Committee agenda after the Ad Hoc Committee session on Thursday, November 15, 2018. The R&D Committee will discuss (a) Long-Term Trend messaging, (b) Ad Hoc Committee recommendations, (c) responsibilities related to the efficiency, frequency, and utility priorities for the NAEP Assessment Schedule, and (d) the upcoming Technology and Engineering Literacy (TEL) release.

Recess for Break

The November 16, 2018, Governing Board meeting recessed at 9:54 a.m. for a break, followed by committee meetings.

Meeting Reconvened: Closed Session

The November 16, 2018, Governing Board meeting reconvened at 12:45 p.m. in closed session.

WORKING LUNCH: NAEP Assessment Schedule and Budget (SV #9) CLOSED SESSION

Sharyn Rosenberg, Assistant Director for Psychometrics, provided background on the Board's legislative responsibility to determine the NAEP Assessment Schedule and the Board's policy to provide the public with an Assessment Schedule that extends at least 10 years into the future. She cited the Board's Strategic Vision priority to "(d)velop policy approaches to revise the NAEP assessment subjects and schedule based on the nation's evolving needs, the Board's priorities, and NAEP funding" and the Board's resolution on policy priorities for the NAEP Assessment Schedule approved on March 3, 2018 as the impetus for the briefing and discussion today. She reviewed the Board's previous discussions from the quarterly meetings in March, May, and August of 2018 which explored ways to achieve the Board's efficiency priority by "consolidating" multiple subjects into a single NAEP framework or "coordinating" the administration of separate NAEP assessments to report interrelationships of NAEP results from related subjects in a way that is not currently possible.

Lily Clark, Assistant Director for Policy and Research, provided an overview of the statutorily mandated NAEP assessments and the current NAEP Assessment Schedule which goes through 2024. She noted the previous day's Executive Committee discussion to conduct the Long-Term Trend (LTT) assessment in 2020, in addition to its next scheduled administration of 2024, in response to Congress providing increased appropriations for this purpose. She then provided examples of how the Board's approved priorities of utility, frequency, and efficiency could be applied to the NAEP Assessment Schedule. This would result in all NAEP assessments being conducted at least every four years, with more voluntary state and Trial Urban District Assessment (TUDA) level results. Per the Board's request, this draft proposal was developed with consideration for operational constraints but without budgetary limits. The draft was offered for the Board's consideration to discuss extending the NAEP Assessment Schedule through the year 2030.

Peggy Carr, NCES Associate Commissioner, presented the cost projections to implement the current NAEP Assessment Schedule through 2024 and the draft schedule through 2030 as presented by Ms. Rosenberg and Ms. Clark.

The Board asked clarifying questions of the presenters and engaged in discussion about the draft assessment schedule and the corresponding costs to implement the Board's priorities. They emphasized the importance of communicating with stakeholder groups about potential changes to the NAEP Assessment Schedule and to ascertain the support of Congress, states and districts about conducting more voluntary NAEP assessments. Board members also noted the importance

of ensuring that any changes to the schedule align with the information needs of the dashboard recommended by the Ad Hoc Committee on Measures of Postsecondary Preparedness.

Meeting Reconvened: Open Session

The November 16, 2018, Governing Board meeting reconvened in open session at 2:45 p.m.

History and Context of NAEP Achievement Levels

Gregory Cizek provided opening remarks before introducing the panelists. Mr. Cizek described his work as a psychometrician with a specialization in standard setting. Psychometricians aim to ensure that the intended uses of testing programs are faithfully translated into practice. Mr. Cizek stated that NAEP's achievement level setting procedures have been the gold standard; that is, consistently cutting edge, rigorous, and considered to be best practices in the field of standard setting. NAEP Proficient is intended to represent solid academic performance, competency over challenging subject matter, the ability to apply challenging subject matter to real world situations, and analytical skills appropriate to the subject matter.

Mr. Cizek noted that NAEP is not norm-referenced nor does it measure grade-level achievement. The Board established challenging, rigorous policy definitions for NAEP achievement levels, and very well-designed and implemented standard setting procedures have translated that policy into achievement level results. Mr. Cizek sought a position on the Governing Board out of a desire to uphold and advance NAEP's gold standard status in standard setting.

Mr. Cizek introduced the panel of guests: Laura Hamilton, Marc Tucker, David Driscoll, and Chester Finn. Each presenter was given five minutes to make some brief remarks.

Key Takeaways from Recent Evaluation of NAEP Achievement Levels

Laura Hamilton is a Senior Behavioral Scientist and Distinguished Chair in learning and development at the RAND Corporation. She has served on state and national panels on assessment, accountability, and educator evaluation, including the National Academies of Sciences, Engineering, and Medicine Committee on the evaluation of NAEP achievement levels in mathematics and reading.

The Committee evaluated the NAEP achievement levels in mathematics and reading in grades 4, 8, and 12 to determine how reasonable, reliable, valid, and informative the achievement levels are, and to recommend ways that the process of setting cut scores and using the achievement levels can be improved. The main goal of the evaluation was to determine whether the asterisk denoting the provisional status of the NAEP achievement levels could be removed. Ms. Hamilton's work on the Committee mostly focused on the interpretations and uses of the achievement levels.

The Committee found that the process used to write the achievement level descriptors (ALDs) and set cut scores was reasonably sound. Additionally, the standard setting methods reflected good practice at the time, as well as some innovative practices not yet in widespread use at the time, such as using different methods for multiple-choice and open-ended items and using ALDs to guide the standard setting process. The Committee also looked at the extent to which the process used to set the original achievement levels aligned with the current (2014) Standards for Educational and Psychological Testing and found that the process still held up.

Next, the Committee investigated the reliability of where the cut scores were set, focusing on the noise in the cut scores and not the student scores. There were some concerns raised about reliability that were not fully resolved. Ms. Hamilton stated there was a wide range of validity evidence to suggest the cut scores were set at a high level, but they were not necessarily unreasonable. The Committee did note that additional validity evidence should be collected.

Over the years, changes have been made to NAEP assessment frameworks, item content, and ALDs, but the cut scores have stayed the same, which has led to some questions about whether they should be reconsidered.

Finally, the Committee focused on interpretation and use of the NAEP achievement levels and gathered input from a public workshop with a diverse group of stakeholders. The panelists in this workshop felt the levels were very important, did not want to see them disappear, and really facilitated communication of NAEP results. At the same time, the Committee found that there was not much guidance on acceptable uses of the achievement levels, how to interpret them, and what they really mean. ALDs do not provide enough detail to be helpful to a lot of people, nor do current NAEP materials provide readily-available, useful interpretive guidance. Stakeholders were often confused when to use proficiency levels for reporting, or if scale scores were more appropriate.

Ms. Hamilton provided an overview of the key recommendations from the evaluation. Although there is reason to consider setting new achievement levels, the Committee felt that the negative consequences of breaking trend lines are not worth it. Revising the ALDs would be a more prudent approach, and the ALDs and cut scores should be reviewed on a periodic basis to determine whether new cut scores are needed. Providing more interpretive guidance will be more effective than changing cut scores. As NAEP evolves, so too must the ALDs, and if necessary, the cut scores. To conclude, Ms. Hamilton reiterated the recommendations for additional validity evidence, as well as additional guidance to stakeholders on what inferences are appropriate and when to use scale scores versus achievement levels.

Perspectives on NAEP Achievement Levels

Marc Tucker is President and CEO of the National Center on Education and the Economy (NCEE). He has led standards-driven education reform, including creating new standards for a

23-state consortium developing internationally benchmarked performance standards and examinations.

Mr. Tucker stated his belief in the importance of NAEP to report how students are doing in terms of common sense targets that the public understands and cares about. He proposed a two-part method for setting NAEP achievement levels. First, NAEP achievement levels should be set in reference to performance standards for students in the world's top-performing education systems. Second, NAEP achievement levels should be benchmarked to predict success in college and careers that require less than a Bachelor's degree.

Mr. Tucker described a way to benchmark standards to top-performing students worldwide using scores on the Cambridge examination's international general curriculum for secondary education. Cambridge scores predict likelihood of success in the first year of college preparatory programs in high-performing schools. NCEE has correlated Cambridge examinations with state tests; he suggested using the same methods to correlate Cambridge scores with NAEP performance.

One caveat noted was that he would apply these standards to students completing 10th grade. In a comprehensive NCEE study of reading, writing, and mathematics literacy for college and career readiness, experts found that grade 10 performance predicts success in first year classes in community college. To benchmark NAEP to college and career readiness, Mr. Tucker strongly believes that high school graduates must be ready for at least the first year of community college whether they intend to enroll in a four-year institution or attain certification for an entry-level job on a career path. He acknowledged that NAEP legislation requires testing in grade 12 and not grade 10, but he believes the legislation can and should be changed.

Mr. Tucker explained that NCEE conducted a study of English literacy and mathematics knowledge and skills needed to predict success in the first year of a typical community college program and found that no proficiency in high school mathematics was required. Fewer than half of high school graduates are sufficiently proficient in middle school mathematics to be admitted to a community college without remediation. In addition, the reading levels of typical community college texts are between the 11th and 12th grade levels, but a large fraction of first year community college students struggle to understand these texts. Mr. Tucker noted that this study picked community colleges at random from a national sample of states and was supervised by a technical advisory committee composed of many of the nation's leading testing experts.

Mr. Tucker described NAEP achievement setting procedures and standards as imprecise with mismatches between descriptions of standards and what was measured. He declared the standards to be unclear about what was being measured and why. In contrast, he believes his proposal would address these issues and lead to achievement levels and performance descriptions aligned to "common sense" definitions of expected student performance in American schools.

Role of NAEP Achievement Levels at the State Level

David Driscoll served as Commissioner of Elementary and Secondary Education in Massachusetts from 1988 to 2007 and was president of the Council of Chief State School Officers (CCSSO). He was a member of the Governing Board from 2006 to 2014 and served as Chair of the Board from 2009 to 2014.

Mr. Driscoll offered his experience with NAEP achievement levels at the state level in Massachusetts. He stated that NAEP Proficient was the most important external factor in the success of education in Massachusetts. In 1993, in a new role as Deputy Commissioner, Mr. Driscoll was tasked with implementing the newly passed Massachusetts Education Reform law, to ensure public schools were able to provide every child with a quality education. The most daunting task was establishing standards and assessments. To accomplish this, he assembled a diverse team that created the curriculum framework. Positive feedback on the framework set the stage for the assessment which would be guided by NAEP performance standards and follow the same process, resulting in state results that mirror NAEP. The goal of aligning the Massachusetts Comprehensive Assessment System (MCAS) with NAEP was to reduce the gap between state and NAEP performance standards.

In order to help people understand what Massachusetts students were expected to know and be able to do, Mr. Driscoll put together a pamphlet of three test questions that separated Proficient from non-Proficient students. He acknowledged that this does not mean all students at the Proficient level would answer these questions correctly, nor would all students not reaching Proficient answer these questions wrong; but in general students at or above the Proficient level were statistically likely to be able to do these things. The purpose of this pamphlet was to communicate to the public about the importance of higher standards, particularly given the political atmosphere around MCAS.

The pamphlet with the sample test questions and descriptions of each proficiency level were distributed at toll booths. While drivers were initially reluctant to take the pamphlet, toll takers recognized the importance of the test and measuring high standards. Many toll takers were pursuing additional education and wanted a better future for students in Massachusetts.

In 2005, Massachusetts was the first state in the history of NAEP to have the highest scale scores on grades 4 and 8 reading and mathematics. While Mr. Driscoll conceded that the state has a lot of advantages, he also stated that in many years the state was not in the top ten states in terms of performance on NAEP.

Finally, he made three points for the Board to consider in reference to the proposed revised policy on NAEP achievement levels. First, the NAEP standards are not too high. Second, adding NAEP in front of the Proficient label is a good idea to distinguish it from state uses of Proficient. And third, public relations should not be a big concern; in his opinion, many of the public comments on the policy that mentioned confusion about the NAEP achievement levels was not

true confusion but rather reflected disagreement with NAEP's high standards. Many states are now raising their performance standards and becoming more similar to NAEP.

Historic Perspective on the Board's Development of Achievement Levels

Chester Finn served as president of the Fordham Institute from 1997 to 2014. Prior to that, he was professor of education and public policy at Vanderbilt University, U.S. Assistant Secretary of Education, and legislative director for Senator Daniel Patrick Moynihan. Mr. Finn served on the Governing Board from 1988 to 1996; he was appointed as the first Board Chair in 1988 and served in that position through 1990.

Mr. Finn outlined major events in American education of the mid-20th century, including *Brown v. Board of Education*, the Elementary and Secondary Education Act (ESEA) of 1965, *Nation at Risk* in 1983, the Charlottesville Education Summit in 1989, and NAEP legislation of 1988. The NAEP legislation created the Governing Board, allowed state-by-state reporting of NAEP results, and allowed achievement levels to be developed. Governors at the Charlottesville Education Summit set national education goals for the year 2000, including the following: "American students will leave grades 4, 8, and 12, having demonstrated competency in challenging subject matter..." At the time, there was no credible nationwide metric for competency in challenging subject matter, but the 1988 NAEP legislation enabled the Governing Board to set achievement levels.

The Board was using NAEP achievement levels by 1992, and within a year the Board had to defend their use. In 1993, the General Accounting Office released a negative report about the NAEP achievement levels, and Board Chair Mark Musick issued a response explaining that the General Accounting Office did not understand what was done. Mr. Finn noted that ever since then, the NAEP achievement levels or standard setting process are occasionally criticized by individuals who oppose the NAEP standards. He stated that much of the criticism comes from people who think standards can be derived from a purely scientific process when they come from human judgement about what is desirable.

Mr. Finn defended the setting and use of NAEP achievement levels. Many states use NAEP achievement levels as the starting point for their standard setting process. Mr. Finn noted that he is in support of benchmarking, including the Board's previous work on academic preparedness with the NAEP grade 12 assessments, but that it would be difficult to conduct similar studies for the assessments in grades 4 and 8. He pointed out difficulties in using international assessments that do not quite measure the same thing as NAEP. He concluded by stating his opinion that after 30 years of widespread use, the NAEP achievement levels are something the nation relies upon and they should be kept with improvements, as needed and warranted by continuing research.

Mr. Cizek engaged the panelists in discussion by presenting a quiz. In response to a question about whether the NAEP achievement levels should be aspirational, representational, or motivational, Mr. Finn responded that it is possible to be both aspirational and motivational. Mr.

Tucker noted that when the standards were set for NAEP, they were significantly higher than what students in any other country in the world achieved, when average student performance in the United States was mediocre; in his view, this is ridiculous and pointless. Instead, Mr. Tucker noted that the public is interested in knowing whether kids are ready for college and career and how they compare to the performance of the kids in the countries we are competing against.

Board members then posed questions to the panelists. Joe Willhoft noted that NAEP is a smorgasbord of content that generally aligns with what is going on across the country but does not necessarily reflect any individual state; to what extent is this a problem? Mr. Finn and Mr. Driscoll responded that this is inevitable for a national assessment and that some variability is not a problem. In response to Mr. Finn's earlier remarks, Mr. Tucker noted that he was not necessarily suggesting that NAEP start over again with its achievement levels. He recognized that NAEP is an extraordinary achievement. However, he questioned whether it is clear what NAEP measures and encouraged the Board to think about his suggestions to benchmark to meaningful outcomes that the country cares about as a North Star worth striving for.

Tonya Matthews asked the panelists to reflect on how the Governing Board can improve communication with stakeholders. Mr. Finn responded that communication has always been a challenge for the Board and for NAEP and that this is worth spending time on. People need to understand what the achievement levels do and do not signify. Ms. Hamilton reiterated the findings from the public workshop conducted as part of the recent evaluation and agreed with Mr. Finn that communication is important. People need more guidance about what the achievement levels actually mean.

Discussion: Board Policy on Developing Student Achievement Levels for NAEP

Vice Chair Tonya Matthews transitioned the meeting to a discussion around the effort to update the policy on developing student achievement levels for NAEP. Ms. Matthews turned over the discussion to Andrew Ho.

Mr. Ho provided context for the discussion, describing four components of the policy revision: (1) why an update to the policy is needed, (2) what aspects of the policy are being updated, (3) what public comments were gathered, and (4) how the public comments received were addressed. Mr. Ho indicated that this policy was last revised in 1995. There was a need to update the policy to reflect current best practices, and to implement the Governing Board's response to the National Academies' evaluation of the NAEP achievement levels. Mr. Ho outlined the policy, which is organized around six principles. He highlighted some of the major revisions which included: adding the word "NAEP" in front of each achievement level label; removing references to grade in the definitions to avoid confusion with grade level performance; adding reporting achievement level descriptions based on what students *can* do versus what students *should* be able to do; and adding periodic review of achievement levels.

Next, Mr. Ho described the two-year process involved in developing the revision, including requesting public comments. Seventy-three comments were received, covering a wide range of issues. The comments were discussed on two COSDAM calls in mid-October, and the tracked changes version of the policy in the Board materials reflects the edits made in response to the public comments. COSDAM recommitted to maintaining the labels and definitions of NAEP Basic, NAEP Proficient, and NAEP Advanced; added minor edits for clarity; and reordered some of the elements of Principle 3. Procedural details that do not belong in the policy will be moved to a procedures manual.

Several Board members expressed their appreciation for the thoughtful and thorough work of COSDAM in revising the policy and discussed the need for improved communication of the achievement levels.

Cary Sneider recommended that the presentation of achievement level descriptions for the three levels be organized in a matrix across the three grades using bulleted sentences for each description rather than the currently-used dense paragraph format. Joe Willhoft suggested that this detail be included in the procedures manual, which is required in the updated policy.

Ms. Matthews indicated that the Governing Board would take official action on the policy document and then step into the process of developing communications. Mr. Ho described next steps to include (a) validation of the achievement level descriptions, (b) linking cut scores from other assessments to NAEP, and (c) work on the interpretation and use of achievement level results.

In response to the plan to review and revise the achievement level descriptions, Cary Sneider noted that the NAEP Mathematics and Reading Frameworks are in the process of being revised. Mr. Ho responded that this work will need to be undertaken now and then once again after the frameworks are updated, using guidance from the policy. Linda Rosen offered caution that it could cause confusion to report the results of an alignment on an older framework when a new framework is being released. Mr. Ho acknowledged that timing is important and that these issues will be discussed as the Board moves forward with implementing some of the remaining activities referenced in its response to the achievement levels evaluation.

Meeting Reconvened: Closed Session

The November 16, 2018, Governing Board meeting reconvened at 4:45 p.m. in closed session.

Annual Ethics Briefing for Governing Board Members (CLOSED SESSION)

Chair Perdue introduced Marcella Goodridge-Keiller, an attorney with the U.S. Department of Education's Office of the General Counsel, to lead the annual Ethics Briefing for Governing Board members.

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

Recess

The November 16, 2018, Governing Board meeting recessed at 5:15 p.m. for the day.

Meeting Convened: Closed Session

The November 17, 2018 meeting convened in closed session at 8:30 a.m.

Executive Director Search

Terry Mazany led a closed session describing recent progress in the search for an Executive Director for the National Assessment Governing Board.

Meeting Reconvened: Open Session

The Governing Board meeting reconvened in open session at 9:00 a.m. on November 17, 2018.

Ad Hoc Committee on Measures of Postsecondary Preparedness' Final Report of Recommendations (SV #10)

Vice Chair Tonya Matthews explained that the Ad Hoc Committee on Measures of Postsecondary Preparedness received its charge in August 2017 to determine if there is a role for the Governing Board to report the status of youth preparedness for any postsecondary pathway.

Committee Chair Terry Mazany began by reviewing the Ad Hoc Committee's membership and approach. By convening expert panels and reviewing existing research, the committee explored what the expectations will be for children just beginning elementary school when they graduate high school in 2030. The Committee considered what the future will be like, what the necessary skills will be for that future, and if there are measures for those skills. While the general consensus is that the world will be quite different in 2030, there is no certainty about how education and workforce needs will change in that time. Yet, our education system must do its best to anticipate the unknown and prepare students for that future. Similarly, NAEP must evolve and report on the preparedness of youth for any postsecondary pathway.

Mr. Mazany presented the Committee's final recommendation to work in partnership with NCES to create a postsecondary preparedness dashboard containing a range of indicators from a variety of sources to report on the knowledge and skills the Board deems necessary for any post-

secondary pathway. The Committee recommended that the Governing Board create a conceptual framework and NCES conduct gap analyses, produce prototype dashboards, and propose approaches for developing new NAEP postsecondary preparedness indicators, as needed. He invited NCES Associate Commissioner Peggy Carr to present on how NCES would operationalize this recommendation.

Ms. Carr delivered a presentation entitled *Building a System of Indicators: A Dashboard for Postsecondary Preparation*. She advocated for a “NAEP centric” dashboard, stating that many measures are already partially or fully captured through the current NAEP portfolio. Drawing from results of a preliminary gap analysis conducted by NCES, Ms. Carr noted that the Board’s mathematics and reading measures of academic preparedness for college are already validated and ready for inclusion in a dashboard. Next, she discussed the possibility of developing new indicators that could eventually be collected through the NAEP portfolio, with some measures taking 3-5 years to operationalize, and other more complex measures likely taking longer. Ms. Carr emphasized that the dashboard will not represent a single test or score but will be a collection of data in different forms and from different sources, reflecting the complex nature of postsecondary preparedness. The dashboard will initially include high school level data but will eventually include data from the middle school level as well. Next, Ms. Carr provided some examples of indicator system dashboards and discussed the potential timeline to develop the NAEP postsecondary preparedness dashboard. The initial prototype dashboard could be introduced as early as 2019, and Ms. Carr suggested later iterations of the dashboard to be released every two years thereafter. She closed her remarks by emphasizing her excitement for the recommendation and agreement with the Committee that NAEP is uniquely situated to report this information to the nation.

Mr. Mazany opened the floor for comments.

Committee members expressed their enthusiasm for the recommendation’s potential to provide the public with a useful, actionable information tool. They also touted the opportunity to incorporate existing data sets from non-NAEP data sources into the dashboard as an exciting new model for NAEP.

Many Board members praised the work of the Committee and the coherent, practical, and useful plan for a dashboard of indicators based on the research conducted and input gathered by the committee. They expressed interest in repackaging the findings from the expert panel summaries for future uses, including garnering public interest in the work of the Board and NCES while the dashboard is being developed.

Board members stressed the importance of determining what valid claims will be supported by the dashboard’s results. Joe Willhoft urged the creation of indices, which would be more powerful than individual statistics. Cary Sneider suggested the dashboard include clear examples of the skills being measured to aid interpretations and use of the data.

Ken Wagner observed that utilizing non-NAEP data in the dashboard will serve as an endorsement of those data. He predicted that other organizations will want to partner with the Governing Board on this effort and that it will gather a lot of attention. Andrew Ho observed that the audience for the dashboard may expand over time, as the potential exists for it to be used by states and districts.

Linda Rosen noted that the last substantial appropriations increase for the program was provided by Congress to support NAEP's transition to digitally-based assessments; adding that this new dashboard might warrant another budgetary leap.

At the end of the discussion, Mr. Mazany reiterated the final recommendation of the committee:

The Ad Hoc Committee on Measures of Postsecondary Preparedness recommends that the National Assessment Governing Board work in partnership with the National Center for Education Statistics to provide the public with a Postsecondary Preparedness Dashboard consisting of and displaying indicators from a variety of data sources (including but not limited to NAEP) to report, to the extent possible given the limits of the existing data and the NAEP Authorization Act, the academic knowledge, literacies, cross-cutting cognitive skills, and intra- and inter-personal skills that are essential abilities for all students graduating high school to be prepared for postsecondary endeavors.

The Reporting and Dissemination Committee will provide oversight of the dashboard effort, including the creation of the conceptual framework, with other Board committees providing input as needed. In closing, Mr. Mazany stated that the planned work opens the door to a broader definition of preparedness, links multiple data sources, demands new reporting formats, and will illuminate best practices for practitioners. He acknowledged even greater potential value if the work is extended to the state level and if it incorporates the 8th grade perspective.

Mr. Mazany called for a motion to accept the committee's report and recommendation. Linda Rosen made a motion which was seconded by Father Joseph O'Keefe. The motion was passed unanimously.

Recess for Break

The November 17, 2018, Governing Board meeting recessed at 10:08 a.m. for a break. The meeting reconvened at 10:27 a.m.

Committee Reports

Vice Chair Tonya Matthews asked the committee leadership to report on their meeting outcomes. The committee reports were accepted unanimously by the Board and are appended to these minutes.

Executive Committee

Action: Appointment of Former Chair to Executive Committee

Vice Chair Tonya Matthews read the Executive Committee's unanimous recommendation that former Board Chair, Terry Mazany, be appointed to the Executive Committee to provide ongoing leadership to the Board for the remainder of his term. Joe Willhoft made the motion, Father Joseph O'Keefe seconded it, and it was unanimously approved.

Committee on Standards, Design and Methodology

Action: Board Policy on Developing Student Achievement Levels for NAEP

Ken Wagner made a motion to approve the revised policy for Developing Student Achievement Levels for the National Assessment of Educational Progress. Terry Mazany seconded the motion. During discussion, Andrew Ho complimented the leadership and Committee on developing recommendations to advance the Governing Board's work. The motion passed unanimously.

Reporting and Dissemination Committee

Action: Release Plan for 2018 NAEP Technology and Engineering Literacy Assessment

Rebecca Gagnon noted a slight change in language to the release plan for the 2018 TEL Assessment at the request of NCES. Instead of providing a specific list of stakeholders with access to embargoed data, the plan allows flexibility. Specifically, the plan will state "NCES will offer an embargoed website with the results available to approved stakeholders such as...". Ms. Gagnon moved approval of the release plan. Tyler Cramer asked about delegation of authority to schedule the release, which is part of the plan. Mr. Cramer seconded approval of the release plan; Board members unanimously passed the motion.

Recess for Break

The November 17, 2018, Governing Board meeting recessed at 10:58 a.m. for a break. The meeting reconvened at 11:06 a.m.

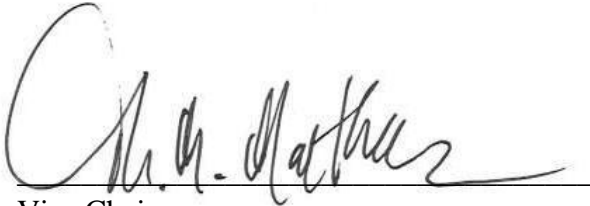
Briefing on 2017 NAEP Writing Assessment (CLOSED SESSION)

Peggy Carr provided a briefing on the 2017 NAEP Writing assessment results in closed session. She described potential next steps for analysis and reporting and responded to Board member questions.

Meeting Adjourned

The November 17, 2018, session of the meeting adjourned at 12:00 p.m.

I certify to the accuracy of the minutes.

A handwritten signature in dark ink, appearing to read "M. H. Mathews", is written over a horizontal line.

Vice Chair

January 30, 2019

Date

National Assessment Governing Board

Executive Committee

Report of Thursday, November 15, 2018

Executive Committee Members: Beverly Perdue (Chair), Tonya Matthews (Vice Chair), Carol Jago, Rebecca Gagnon, Andrew Ho, Terry Mazany, Joseph O’Keefe, Fielding Rolston, Cary Sneider, Joseph Willhoft.

Other Board Members: Tyler Cramer, Mark Miller, Dale Nowlin, Alice Peisch, Linda Rosen, Nardi Routen.

Governing Board Staff: Lisa Stooksberry (Deputy Executive Director), Lily Clark, Stephaan Harris, Donnetta Kennedy, Laura LoGerfo, Sharyn Rosenberg, Angela Scott, Munira Mwalimu, Tony White.

NCES Staff: Lynn Woodworth (Commissioner), Peggy Carr (Associate Commissioner), Enis Dogan, Pat Etienne, Dan McGrath, Mike Moles, Holly Spurlock.

US Department of Education Staff: Judith Anderson.

1. Open Session: Welcome and Agenda Overview

Chair Perdue called the Executive Committee meeting to order at 4:30 p.m. She thanked Vice Chair Matthews for her efforts to sustain the Governing Board’s work during the transition of Board leadership and for agreeing to facilitate portions of the Governing Board meeting. The newly appointment Board members were introduced.

Carol Jago was welcomed to the committee as the new Chair of the Assessment Development Committee. Several committee assignment changes were noted: Terry Mazany serves on Reporting and Dissemination Committee and John Engler serves on the Committee on Standards, Design and Methodology.

Given the appointment of the Honorable Beverly Purdue as Chair, the Honorable John Engler remains on the Executive Committee as Immediate Past Chair. Chair Perdue expressed her recommendation that Past Chair Terry Mazany continue to serve on Executive Committee to provide consistency and leadership.

ACTION: Fielding Rolston motioned that the Executive Committee recommend to the full Board that Past Chair Terry Mazany be appointed to serve on the Executive Committee for the duration of his term. The motion was seconded by Joseph O’Keefe, and passed unanimously.

2. Closed Session: Long-Term Trend Budget and Schedule

The Executive Committee met in closed session from 4:35 to 5:20 p.m. to discuss the Long-Term Trend Budget and Schedule. The Executive Committee schedule and budget discussion was conducted in closed session because the disclosure of technical and cost data would significantly impede implementation of contract awards and negotiations for awards. Therefore this discussion is protected by exemption 9(B) of section 552b(C) of Title 5 U.S.C.

Deputy Director Lisa Stooksberry provided the Executive Committee with an overview of the Fiscal Year 2019 appropriations act for the Department of Education which provided steady funding for the Governing Board (\$7.745 million) and a \$2 million increase for the NAEP program (\$151 million total) for October 1, 2018 – September 30, 2019. The appropriations law includes the following requirement for the Governing Board regarding the use of these additional NAEP funds:

“The conferees direct the National Assessment Governing Board to brief the Committees on Appropriations of the House of Representatives and the Senate within 60 days from the date of enactment of this Act on the resources required to administer a long-term trend assessment by 2021.”

Ms. Stooksberry invited the Executive Committee to consider the Board’s response to the appropriations committees, which was due on Tuesday, November 27th, with consideration for the Board’s priorities, the NAEP Assessment Schedule, and the technical and operational considerations.

Associate Commissioner Peggy Carr briefed the Executive Committee on the budget estimates and operational steps to conduct the Long-Term Trend assessment (LTT) earlier than its next scheduled administration in 2024.

The Executive Committee provided guidance to the Chair regarding her formal response to the appropriations committees on behalf of the Board. The Executive Committee supported the joint recommendation of the Board staff and NCES staff to honor the Congressional intent of the increased appropriations by administering the LTT in 2020 via a paper-based collection, conducting bridge studies to adjust for the mode change to a digital format, and then administering the LTT in 2024 via a digital-based assessment.

3. CLOSED: NAEP Assessment Schedule and Budget Briefing

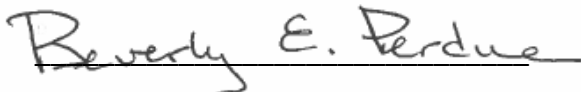
The Executive Committee met in closed session from 5:20 to 6:00 p.m. The Executive Committee schedule and budget discussion was conducted in closed session because the disclosure of technical and cost data would significantly impede implementation of contract awards and negotiations for awards. Therefore this discussion is protected by exemption 9(B) of section 552b(C) of Title 5 U.S.C.

In this session, Ms. Carr provided the Executive Committee a preview of the NAEP Assessment Schedule and Budget Briefing to be conducted in plenary session on Friday, November 16. She presented the actual and estimated costs for a draft NAEP Assessment Schedule that extended to 2030. The presentation identified the assumptions used to project future costs, including

the budgetary impacts of NAEP continuing to provide the technology for the digital-based assessments and the costs to implement the Board's priorities of utility, frequency, and efficiency.

Chair Perdue adjourned the Executive Committee meeting at 6:00 p.m.

I certify the accuracy of these minutes.


Honorable Beverly Perdue, Chair

December 29, 2018
Date

National Assessment Governing Board

Ad Hoc Committee on Measures of Postsecondary Preparedness

Report of Thursday, November 15, 2018

Ad Hoc Committee Members: Terry Mazany (Chair), Alberto Carvalho, Carol Jago, Tonya Matthews, Alice Peisch, Fielding Rolston, Linda Rosen, Bev Perdue, Ken Wagner.

Ad Hoc Committee Member Absent: Jim Geringer, Dale Nowlin.

Other Board Members: Tyler Cramer, Rebecca Gagnon, Mark Miller, Nardi Routen, Joe Willhoft.

Governing Board Staff: Lisa Stooksberry (Deputy Executive Director), Lily Clark, Stephaan Harris, Laura LoGerfo, Sharyn Rosenberg.

NCES Staff: Peggy Carr (Associate Commissioner), Pat Etienne, Nadia McLaughlin, Dan McGrath, Holly Spurlock.

US Department of Education Staff: Judith Anderson.

Other Attendees: CCSSO State Policy Task Force Member: Kari Eakins. AIR: Kim Gattis, Fran Stancavage. DFI Consulting: Richard Laine. DigiLEARN: Myra Best. ETS: Jay Campbell, Amy Dresher, Emilie Pooler, Luis Saldivia. Hager Sharp: David Hoff. Hatcher Group: Ann Bradley, Robert Johnston. HumRRO: Emily Dickinson, Monica Gribben, Thanos Patelis. Optimal: Brian Cramer. Pearson: Vishal Kapoor, Cathy White.

1. Welcome and Overview of Committee's Charge

The final meeting of the Ad Hoc Committee on Measures of Postsecondary Preparedness was called to order at 2:00 p.m. Chair Mazany began the meeting by reviewing the charge to the Ad Hoc Committee, including the requirement to report recommendations to the Board at this meeting. Over the past 16 months, the committee met quarterly, commissioned several research papers, and convened five expert panel meetings across the country to answer the following three research questions:

- 1. Work of the future (readiness for what?)*
- 2. Requisite skills for future work (skills for what?)*
- 3. Measures of preparedness (measures for what?)*

2. Reflections on the Young Adult Expert Panel Meeting

The committee discussed the Young Adult expert panel held on October 25, 2018 in Atlanta, Georgia. This expert panel featured nine young adults who had graduated from high school within the past few years and had utilized the services of a youth center:

- **Ramon Diaz-Soria**, Oglethorpe University
- **Kally Flores**, Georgia State University Perimeter Campus

- **Jala Hawkins**, Spelman College
- **Kendreze Holland**, Georgia State University, chemistry
- **Joshua McNease**, Year Up Greater Atlanta & Atlanta Technical School
- **Akira Morris**, Clark Atlanta University, criminal justice
- **Anh Thu Nguyen**, Georgia Institute of Technology, chemistry
- **Demetrius Underwood**, Morehouse College
- **Colleen Welker**, Georgia College and State University

The panel also featured two leaders of youth centers, from Atlanta and Chicago, who provided their perspectives on the needs of youth for success.

- **Greg Mooney**, President & Executive Director, Comer Education Campus, Chicago
- **Anona Walker**, Director of Post-Secondary Partnerships, Achieve Atlanta

Chair Mazany noted that the youth panelists did an excellent job explaining the various challenges they overcame to graduate from high school and begin their postsecondary studies and work. He offered the following key take-aways from the panel:

1. *Teachers should have high expectations for youth and be trained to deal with diverse student populations*
2. *Schools do not have enough resources or counselors; youth need additional supports in high school and beyond*
3. *Youth need more information about non-college pathways*
4. *Skills: Soft skills and financial literacy are critical*
5. *Measures: grades do not fully reflect ability and achievement*
6. *Students expressed dealing with a great deal of stress, balancing demands of schooling with the need to work and support their families*
7. *Young adults have high expectations for the Governing Board to help improve education*

Beverly Perdue and Tonya Matthews attended the youth panel meeting with Chair Mazany. They each expressed how impressive the youth panelists were and noted the high levels of supports young adults need to navigate the transitions after high school.

The youth panelists candidly expressed their expectations that the Governing Board would take action to help address the concerns they raised. Chair Mazany noted that the young adult panel discussion reinforced the importance and relevance of the committee's work.

3. Discussion: Draft Recommendations Report

The goal of this committee meeting was to finalize the committee's recommendation to the Board. The committee discussions over the past year affirmed several guiding principles that helped shape the recommendation:

- The nation needs to know if 12th graders are prepared for anything after high school, regardless of the pathway they choose;
- While there are some existing results and measures which partially represent postsecondary preparedness, there is no existing comprehensive measure;
- The Board should do something to address this information need; and
- The Board should not create a new NAEP assessment.

Chair Mazany introduced the draft recommendation for the Committee's consideration:

"The Ad Hoc Committee on Measures of Postsecondary Preparedness recommends that the National Assessment Governing Board work in partnership with the National Center for Education Statistics to provide the public with a *Postsecondary Preparedness Dashboard* consisting of and displaying indicators from a variety of data sources (including but not limited to NAEP) to report, to the extent possible given the limits of the existing data and the NAEP Authorization Act, the academic knowledge, literacies, cross-cutting cognitive skills, and intra- and inter-personal skills that are essential abilities for all students graduating high school to be prepared for postsecondary endeavors."

The exploratory phase proposed in the recommendation report entails the Governing Board developing a conceptual framework and NCES documenting the existing measures that align to the framework and developing a prototype dashboard. Chair Mazany emphasized that the focus of this effort is to report existing information in a different way rather than creating new content. The initial dashboard's indicators would only partially represent the conceptual framework; and the dashboard would be enhanced iteratively to include a more comprehensive set of indicators over time.

4. A NAEP Lens on Preparedness: Toward a System of Indicators

Chair Mazany invited Peggy Carr, Associate Commissioner of NCES, to provide an overview of how NCES would approach creating a dashboard and revising it over time.

Ms. Carr began her remarks by expressing enthusiasm for the committee's recommendation – noting the great potential value of a postsecondary preparedness dashboard. NAEP already collects a lot of information that is relevant to postsecondary preparedness (for example, the NAEP Transcript Studies); and NAEP has the capacity to develop additional NAEP indicators with claims regarding postsecondary preparedness. If the Board were to adopt the recommendation, NCES would create a NAEP-centric dashboard reflecting the Board's conceptual framework. This dashboard would initially be limited to the currently available metrics, and over time would more fully represent the conceptual framework with more claim-worthy statements. She provided an overview of the potential timeline to develop a dashboard, with a focus on the multi-year process to pilot and operationalize new indicators to populate the dashboard. Where new NAEP indicators are desired to be developed, it will take at least 3-5 years to develop, pilot, and operationalize. Not all indicators would be developed at once, and individual

indicators would go through several versions on the dashboard over time. Ms. Carr noted the potential need for alignment studies as a way to validate measures. She concluded by emphasizing her support for iteratively developing a postsecondary preparedness dashboard that will ultimately report NAEP making claims regarding postsecondary preparedness beyond the current existing measures of academic preparedness for college.

Ken Wagner confirmed with Ms. Carr that the dashboard would not combine the available data into a single measure but instead would report numerous measures relevant to postsecondary preparedness. He recommended that in later versions of the dashboard the Board consider creating a “readiness signature”, similar to a badge or credential, to support use of the results.

In response to committee member questions, Ms. Carr provided the following explanations. The term “NAEP-centric” dashboard means that the majority of the data would be mined from the NAEP portfolio. The indicators would initially be focused on grade 12 at the national level, though this could expand over time. While indicators for the dashboard may be piloted during operational NAEP assessments, the piloting would be designed to be conducted in such a way that would not impact the operational results.

Beverly Perdue affirmed the importance of adapting the dashboard over time, by adding or dropping indicators as needed to reflect the changing expectations of students’ postsecondary preparedness.

Mr. Wagner urged the Board to ensure that students’ hands-on experiential and workplace pathways are included in the dashboard, as this is the component which would be novel for the field and most useful for statewide education leaders.

Alice Peisch and several other committee members expressed concern about the dashboard being limited to grade 12 and urged the inclusion of grade 8 measures.

Tonya Matthews encouraged innovation in this endeavor, so that the dashboard is not a report of statistics and instead is presented as a tool for users to identify the traits or students best positioned for success following high school.

Linda Rosen agreed and noted that the value of a well-designed tool is in identifying where action is needed. She suggested prioritizing measures that are actionable when designing the dashboard.

Joe Willhoft stated the value of showing progress on the dashboard and the public’s desire to view trends, and stressed the difficulty in doing so with indicators that are changing year to year.

5. ACTION: Committee Decision to Finalized Recommendations and Report them to the Board

Chair Mazany noted the substantial feedback and editing on the draft report prior to this final meeting of the committee and invited any final changes to the report. Linda Rosen suggested a minor clarifying edit to the report, which the committee embraced.

Chair Mazany stated that the Board’s Strategic Vision identified the current era of massive change for education and the world with less reliance on traditional structures. He stressed the need for NAEP to remain relevant and important, and the intersection of the committee’s

recommendation which values grade 12 NAEP data with the Board's forthcoming decisions on the NAEP Assessment Schedule. He invited final comments and suggestions from the committee.

Committee members expressed enthusiasm for the recommendation, noting the importance of including grade 8 data in addition to grade 12 information in the dashboard. They engaged in discussion about the importance of communicating how this dashboard is an important part of The Nation's Report Card, and not replacing the main NAEP reading and mathematics results. Committee members stressed the relevance of this recommendation, as states need to understand the level of students' preparedness within each state and NAEP can provide that information to the public.

Alberto Carvalho mentioned his work on a forthcoming National Academy of Sciences (NAS) report which tackles the same topic from the lens of inequity, and what indicators lead to a lack of preparedness. He suggested that the Board and NCES consider connecting this NAEP effort with NAS's, as a single more robust tool would be a better outcome for practitioners.

ACTION: The motion to approve the recommendations report, as amended, for the full Board's consideration was made and seconded by the full committee. It was unanimously approved.

Chair Perdue and Ms. Carr led the room in commending Chair Mazany on his vision and leadership for this initiative.

Chair Mazany adjourned the final meeting of the Ad Hoc Committee on Measures of Postsecondary Preparedness meeting at 4:00 p.m.

I certify the accuracy of these minutes.


Terry Mazany, Chair

January 22, 2019 _____
Date



Final Report of the Ad Hoc Committee on Measures of Postsecondary Preparedness

November 17, 2018

Terry Mazany, Chair
Alberto Carvalho
Jim Geringer
Carol Jago
Tonya Matthews
Dale Nowlin
Alice Peisch
Beverly Perdue
Fielding Rolston
Linda Rosen
Ken Wagner

Lily Clark, Committee Staff

Approved unanimously November 17, 2018

Acknowledgments:

The Ad Hoc Committee wishes to thank former Board member Chasidy White and former Executive Director Bill Bushaw for their engagement and critical contributions to this work during their terms of service to the Board. The committee expresses deep appreciation to Peggy Carr, Associate Commissioner of the National Center for Education Statistics, and her staff for their creativity in thinking about the future of NAEP in this context. The committee also thanks the team at HumRRO¹ for their leadership in convening the expert consultations and conducting research on behalf of the committee. The committee is grateful to the entire Governing Board staff for supporting the substantial programmatic and administrative needs of the committee over the past year.

¹ Support from HumRRO was provided under contract number ED-NAG-17-C-0002, Technical Support in Psychometrics, Assessment Development, and Preparedness for Postsecondary Endeavors.

REPORT

The National Assessment Governing Board (Governing Board) has a long history of anticipating changing expectations in education and the corresponding need for the National Assessment of Educational Progress (NAEP) —also known as The Nation’s Report Card—to reflect those shifts.

Over a decade ago the Governing Board endeavored to report on academic preparedness for postsecondary opportunities, using NAEP’s grade 12 Reading and Mathematics assessments. Beginning with the 2013 NAEP results, the Governing Board reported that 37 percent of 12th graders were academically prepared to take entry-level, credit-bearing college coursework without remediation, providing the nation with a national metric of academic preparedness. However, the Governing Board’s efforts to explore an analogous metric linking NAEP to career readiness in specific job training programs were not supported by research. The Governing Board persists in its effort to identify additional postsecondary preparedness indicators.

In November 2016, the Governing Board unanimously approved its [Strategic Vision](#) to focus the Board’s work through the year 2020. Included within that vision is the priority to, *“Develop new approaches to measure the complex skills required for transition to postsecondary education and career.”* In August 2017, the Governing Board established the Ad Hoc Committee on Measures of Postsecondary Preparedness (committee) to review existing research, collect expert testimony, and prepare recommendations for the Governing Board’s consideration. Over the course of a year, between November 2017 and November 2018, the committee met quarterly and commissioned several research papers and convened five expert panel meetings in various regions of the country. The summaries of these are included in the appendix. This report is the culmination of the committee’s work.

From its inception, the committee approached its charge with an inclusive definition of “postsecondary,” recognizing the value of identifying skills that all youth need, regardless of the pathways they take immediately after high school. While the nation increasingly values “college and career ready” standards, there is no comprehensive measure to represent readiness for any pathway they may pursue. Instead, states typically either rely on academic measures presuming that they also indicate career readiness, or bifurcated indicators for college *or* career readiness. There is much more variation in career readiness measures, which are not as robust as long-established academic measures. However, the expectations for high school graduates are shifting, creating a greater need for indicators beyond those traditionally used to indicate postsecondary preparedness more broadly.

As the agency established by the United States Congress to set policy for The Nation's Report Card, the committee believes it is the Governing Board's responsibility, in partnership with the National Center for Education Statistics (NCES), and other stakeholders, to identify thoughtful and meaningful approaches to providing the American public with measures that indicate if America’s youth are prepared for their lives following high school.

A breakthrough in new measures of postsecondary preparedness, inclusive of both college and career readiness, will not arise from developing a new large-scale assessment. Rather, the committee supports utilizing existing measures wherever possible within NAEP, NCES, and beyond to provide a fuller and more dynamic picture of the various skills and abilities that constitute postsecondary preparedness. By law, NAEP must remain a low-stakes assessment with generalized results and is prohibited from gathering data in a way that could generate individual school or student scores. These requirements are designed to protect NAEP results against misuse and enable the Governing Board to explore the development of new approaches to measure and report on postsecondary preparedness. Therefore:

The Ad Hoc Committee on Measures of Postsecondary Preparedness recommends that the National Assessment Governing Board work in partnership with the National Center for Education Statistics to provide the public with a *Postsecondary Preparedness Dashboard* consisting of and displaying indicators from a variety of data sources (including but not limited to NAEP) to report, to the extent possible given the limits of the existing data and the NAEP Authorization Act, the academic knowledge, literacies, cross-cutting cognitive skills, and intra- and inter-personal skills that are essential abilities for all students graduating high school to be prepared for postsecondary endeavors.

To produce such a dashboard, the committee recommends the Governing Board and NCES develop a prototype to ascertain if a Postsecondary Preparedness Dashboard is feasible and potentially valuable to stakeholders. The committee recommends the following exploratory steps prior to a Board decision on whether or not to publish the Postsecondary Preparedness Dashboard.

The Governing Board will:

- **Create a conceptual framework** describing the universal skills that represent postsecondary preparedness; The goals of this would be to:
 - *Be comprehensive* in the skills, knowledge, and abilities included in the framework, to include constructs that may extend beyond NAEP's statutory purview and/or be unlikely to be measured in large scale assessments.
 - *Include external input* in the development of the conceptual framework, as is done with all NAEP frameworks.
 - *Provide the education field with a resource*, offering the full picture of what postsecondary preparedness includes, even if it is not expressly taught in secondary school or measured in assessments.
 - *Inform revisions to NAEP*, as new frameworks, items, and contextual variables are developed, relevant aspects of the postsecondary preparedness conceptual framework can be incorporated into those revisions.

NCES will lead the effort to:

- **Document existing NCES measures and conduct a gap analysis** to identify which constructs in the conceptual framework can be fully or partially fulfilled with existing NAEP and NCES data sources, and where new measures are needed;
- **Develop a prototype of a Postsecondary Preparedness Dashboard**, utilizing the conceptual framework and populated with existing results from NAEP (including contextual variables and transcript studies data) and other NCES data sources (including TIMSS, PISA, PIRLS, and PIAAC);
- **Propose an approach to develop new NAEP postsecondary preparedness indicators** for the Governing Board's consideration alongside the prototype dashboard. The goals for this approach would be to:
 - *Adhere to NAEP's statutory mandate* to report on academic progress and related contextual information, recognizing that certain critical postsecondary skills may not be best measured through a large scale assessment generally or by NAEP specifically.
 - *Avoid testing burden* by piloting and operationalizing any new postsecondary preparedness measures during the NAEP grade 12 assessment window.
 - *Rely on informational and descriptive metrics in the absence of predictive results*, recognizing that developing benchmarks using a standard setting process may not be appropriate or desired for many of the measures.
 - *Utilize an iterative approach to populate the dashboard* so it can evolve to include stronger claims and evidence, as NAEP defines and refines the indicators over time.

Following the aforementioned exploratory phase, the committee believes the Governing Board would have sufficient information to determine if it can provide information regarding postsecondary preparedness that policymakers, educators, researchers, and practitioners will value as they look to the Governing Board to provide answers about what US students know and can do. The committee expresses a sense of urgency for this work and encourages the exploratory phase to be completed within one year.

Education must develop youth who are lifelong learners able to work with technology to achieve their life goals and aspirations. Creativity, problem-solving, and adaptability are necessary skills for youth to develop in addition to the content knowledge which remains critical for deeper learning, even in the era of Google and smart phones. Building this range of academic knowledge, intra- and inter-personal skills, and competencies is critical for all youth; therefore it is incumbent on schools to teach them and for NAEP to report on progress achieving them, to the extent possible. Despite the resounding public interest in measures of postsecondary readiness (of the underlying skills needed for both college *and* careers), one does not yet exist.

National Assessment Governing Board

Assessment Development Committee

Report of November 16, 2018

Assessment Development Committee (ADC) Members: Carol Jago (Chair), Cary Sneider (Vice Chair), Dana Boyd, Paul Gasparini, Julia Keleher, Mark Miller, Dale Nowlin, Nardi Routten.

Governing Board Member: Governor Beverly Perdue.

Governing Board Staff: Lily Clark, Munira Mwalimu, Lisa Stooksberry.

National Center for Education Statistics (NCES) Staff: Eunice Greer, Elvira Germino-Hausken, Nadia McLaughlin, Holly Spurlock.

Other Attendees: AIR: Marilyn Binkley, Kim Gattis, Gabrielle Merken. ETS: Jeff Ackley, Jonas Bertling, Gloria Dion, Luis Saldiva, and Karen Wixson. HumRRO: Art Thacker. WestEd: Ann Edwards, Shandy Hauk, Kellie Kim, Mark Loveland.

Welcome and Review of Agenda

Chair Carol Jago called the meeting to order at 10:30 a.m., welcomed attendees, and received permission from ADC members and other attendees to record the session due to the absence of Michelle Blair, who serves as the Governing Board staff liaison to ADC. Ms. Jago referenced this inaugural committee meeting for four members, which is half the committee. She encouraged new members not to hold back, indicating that their input is valuable.

Vice Chair Cary Sneider noted that it takes a long time to understand the roles and responsibilities of the many people involved in the National Assessment of Educational Progress (NAEP) who are not members of the Governing Board but who are in attendance at meetings. Mr. Sneider invited all attendees to introduce themselves by name and organization.

Both Ms. Jago and Mr. Sneider suggested that orientation to ADC takes some time, particularly given the responsibilities in conducting NAEP item reviews. To that end, the Chair and Vice Chair requested that ADC members sit together for informal conversations over dinner to get a head start on understanding the item review process.

After the introductions and agenda review, Ms. Jago asked those attendees not permitted to attend the closed session to depart with the option to return for the open session at 11:05 a.m.

Closed Session

Vocabulary Assessment in NAEP Reading: Latest NCES Research and Development

Assessment Development Committee (ADC) Members: Carol Jago (Chair), Cary Snider (Vice Chair), Dana Boyd, Paul Gasparini, Julia Keleher, Mark Miller, Dale Nowlin, Nardi Routten.

Governing Board Member: Governor Beverly Perdue.

Governing Board Staff: Lily Clark, Munira Mwalimu, Lisa Stooksberry.

NCES Staff: Eunice Greer, Elvira Germino-Hausken, Nadia McLaughlin, Holly Spurlock.

Other Attendees: AIR: Marilyn Binkley, Kim Gattis, Gabrielle Merken. ETS: Jeff Ackley, Jonas Bertling, Gloria Dion, Luis Saldiva, Karen Wixson.

In accordance with the provisions of exception (9)(B) of Section 552b(c) of Title 5 U.S.C., the ADC met in closed session on November 16, 2018 from 10:35 a.m. to 11:05 a.m. to review and discuss secure NAEP reading items that have not yet been publicly released.

Ms. Jago introduced Eunice Greer of NCES, who welcomed new Board members and referenced the strong partnership between the Governing Board and NCES. Ms. Greer noted that the purpose of the presentation was to update the committee on the meaning vocabulary measure in the reading assessment. She acknowledged the roles of Educational Testing Service (ETS) and Hager Sharp staff in preparing the materials.

Ms. Greer provided a brief history on how the measure of meaning vocabulary in the NAEP Reading Assessment was conceptualized. The stance around vocabulary dates back to research from 2005 to 2009. Ms. Greer described a shift in the field around the concept of meaning to one that is more dynamic than merely knowing definitions, where one uses what one knows about the words in conjunction with what is on the page to develop meaning. The importance of this shift in “meaning” was recognized in the 2009 Reading Framework.

Using sample items, Ms. Greer described recent administrations of the NAEP Reading Assessment, and how data from these administrations and an expert panel have shaped research to refine the measure of meaning vocabulary. She then fielded questions from Committee members.

The closed session adjourned at 11:05 a.m.

Open Session

The ADC reconvened in open session from 11:05 a.m. – 12:30 p.m.

ADC Members: Carol Jago (Chair), Cary Sneider (Vice Chair), Dana Boyd, Paul Gasparini, Julia Keleher, Mark Miller, Dale Nowlin, Nardi Routten.

Governing Board Staff: Munira Mwalimu, Lisa Stooksberry.

NCES Staff: Eunice Greer, Elvira Germino-Hausken, Nadia McLaughlin, Holly Spurlock.

Other Attendees: AIR: Marilyn Binkley, Kim Gattis, Gabrielle Merken. ETS: Jeff Ackley, Jonas Bertling, Gloria Dion, Luis Saldiva, and Karen Wixson. HumRRO: Art Thacker. WestEd: Ann Edwards, Shandy Hauk, Kellie Kim, Mark Loveland.

NAEP Mathematics Framework Update: Progress Report

Committee members received an update from WestEd on the status of the recently initiated Mathematics Framework Revision process. Ms. Jago introduced Mark Loveland, WestEd's Co-Project Director; Ann Edwards, one of two mathematics content leads; and Kellie Kim, process manager. Mr. Loveland opened his remarks with a reminder to the ADC that the revised Mathematics Framework will be delivered to the Governing Board for action in August 2019 and will be used operationally for the 2025 assessment. He shared WestEd's prior role in leading the development of the 2009 NAEP Science Framework and the 2014 Technology and Engineering Literacy (TEL) Framework. Mr. Loveland recognized ADC Vice Chair Sneider, who served as co-chair of the TEL planning committee.

Mr. Loveland provided an overview of the framework revision process, which involves convening a Visioning Panel and multiple meetings among a subset of that panel in the form of a Development Panel. The Visioning Panel met in early November, just prior to the Board meeting. The Development Panel is scheduled to meet three times over December, January and February.

A Technical Advisory Committee (TAC) has been established for the purpose of advising the project and responding to issues raised during Development Panel discussions. The TAC will meet five times over the course of the project and be represented at every Development Panel meeting. Mr. Loveland noted that the TAC will be helpful in informing the framework-to-assessment measurement issues. The TAC is a new component of the framework revision process as defined in the Board's Framework Development Policy. Mr. Loveland noted that the culmination of the Panels' efforts will be followed by inviting public comment, which will take place in spring. Input from the public and the Governing Board will be used to refine the revised framework before a final draft is presented to the Governing Board.

Mr. Loveland referenced the issues paper and other resources that were developed by or provided to WestEd in advance of the Visioning Panel. Board member Paul Gasparini confirmed that the ADC has access to all of those resources, leading Board member Mark Miller to request clarification on how the issues paper relates to the other resources. Mr. Loveland described the WestEd-authored issues paper as a stand-alone piece that serves as an introduction to a resource compilation comprised of various reports, papers, and standards documents surveying the mathematics field.

Ms. Jago noted that some of the new elements of the process are defined in the Governing Board Framework Development Policy, which was revised by ADC and adopted by the Governing Board earlier this year. Changes in the policy reflect learnings from previous years, particularly given the involvement and leadership of Ms. Jago in the Reading and Writing Framework panels and Mr. Sneider in the Science and TEL Framework panels. Both Ms. Jago and Mr. Sneider had urged ADC and later the Governing Board to consider a framework development and updating model where some members of the initial panel carried over into the smaller group that would do the heavy lifting. She noted that this overlapping membership underscores the importance of ensuring alignment between what the Visioning Panel discussed and the eventual framework recommendations that emerge from the Development Panel's deliberations.

Ms. Edwards, a WestEd mathematics content expert, shared with the ADC how the panelists were selected with purpose and intent as defined in the Framework Development Policy. She noted that together WestEd and Governing Board staff identified a cross-section of experts who could speak to issues in the field in the last 20 years, since the last substantive framework update. Mr. Gasparini noted that the Visioning Panel included school principals at both the elementary and secondary levels.

Ms. Edwards described four themes that emerged from the Visioning Panel discussion:

- What is the purpose of NAEP and its results, meaning how is NAEP understood and framed by students, teachers, policymakers, and the public at large?
- How might NAEP be used in more robust ways than simply comparing achievement across demographic groups? For instance, how might contextual variables inform students' opportunities to learn?
- What counts as the mathematics that students should have the right to learn?
- What is the role of technology in doing, using, and testing mathematics?

She then offered the Visioning Panel's recommendations to:

- Update the Framework to pay attention to mathematical practices, including modeling and problem solving, and revisiting and refining the current notion of mathematical complexity.
- Broaden the domains and competencies addressed, including updating the Statistics, Data Analysis, and Probability strand of the framework and its distribution across grades.
- Improve equity and inclusion, using contextual questionnaires to understand more about opportunities to learn.
- Improve accessibility by going beyond Universal Design for Learning.

Mr. Sneider noted the tension in the field around mathematical context and problem solving versus “naked math,” which Ms. Edwards described as “just the numbers.” She referenced the Visioning Panel's concern with constructing assessment items that are culturally relevant, while, importantly, considering relevance to whom. She reflected the Panel's desire that students be challenged to solve authentic problems, possibly in collaboration with others.

Board member Julia Keleher asked if there will be a crosswalk between the previous framework and the updated one explaining how the Visioning Panel's recommendations are reflected, to which Mr. Loveland responded affirmatively. Ms. Edwards noted two aspects of the update process that will assist in developing the crosswalk. First, because the Development Panel is a subset of the Visioning Panel, the details and nuance of the Visioning Panel's discussion will be carried forward by a subset of its members, along with an active understanding of their goals, consensus, and accountabilities. Second, the update project includes thorough documentation processes.

Ms. Keleher encouraged attention to how equity and inclusion will be addressed in the updated framework, noting that it will be challenging to capture comprehensively. Mr. Sneider asserted that exemplary items are especially helpful in clearly articulating the framework. He also referenced students' opportunities to learn as identified in current state mathematics standards.

As the mathematics presentation concluded, Ms. Jago noted that WestEd will also be leading a revision of the Reading Framework and asked about the critical next steps in getting that endeavor underway. In particular, she wanted to know what could be gleaned from the process in mathematics to inform the reading update. Mr. Loveland indicated that the first step is to seat the reading panel chair and panelists, and WestEd is getting underway with that activity now. The Reading Framework revision will begin in summer or fall of 2019. He indicated that the pre-webinar with the Visioning Panel was successful, as it allowed the members to hit the ground running during their two-day meeting. Ms. Edwards noted the importance of selecting

the right people, who bring their expertise to a well-developed agenda and process that is flexible to meet the needs of the panel's deliberations. She referenced the importance of allowing panelists to engage in debate and experience the tensions that are inherent in a charge as significant as revising NAEP frameworks. Ms. Edwards noted the important role of the mathematics Panel chair, Suzanne Wilson, in this process.

Board member Dale Nowlin reinforced the perspective of allowing panelists to stray from what might be direct discussion of mathematics content in this early stage, noting his observations during the part of the Visioning Panel meeting that he attended. He recognized the need for panelists to freely determine what they needed to know, say, and do in order to shape the details of the Framework, in the form of a charge to the Development Panel. Board member Dana Boyd also affirmed the importance of allowing panelists to participate in a way that encourages their full engagement and support.

Mr. Miller suggested that the continuity of the Development Panel is critical, as is maintaining contact throughout the process with the others who served solely as members of the Visioning Panel.

Mr. Gasparini asked if it is fair to say the framework is trying to define what it means to know and do mathematics and that the panelists are challenged to define it so that, later, items can be written for the assessment. Mr. Nowlin affirmed that understanding and referenced the panel's charge to also develop assessment guidelines to inform item development that is aligned to the framework.

Ms. Jago thanked WestEd staff for their presentation and expressed eagerness about hearing more at the next Board meeting.

Committee Recommendation for the NAEP Reading Framework

Ms. Jago mentioned that the Governing Board will be taking action on the charge to the Reading Visioning Panel at its March 2019 meeting. The charge, a draft of which is provided in the current meeting materials, will be shaped by information from resources similar to those in mathematics, including an issues paper. She encouraged the members to take note of the call for a substantial revision to the Reading Framework, given the state of the field and its evolution since the last Reading Framework update in 2004.

Ms. Jago concluded the session by reminding ADC members to review the reading charge and to let her or Governing Board staff know if they would like to hold a group or individual conference call in advance of the March 2019 meeting.

Briefing: Assessment Systems in Other Countries

For the final presentation of the Committee meeting, Ms. Jago introduced Art Thacker of the Human Resources Research Organization (HumRRO), a contractor to the Governing Board in the area of technical services.

Mr. Thacker introduced the topic by describing HumRRO's decision to focus on illustrative examples of assessment systems, revealing similarities with and differences from NAEP. HumRRO has undertaken this activity by identifying what is tested, how often frameworks are updated, and how scores are used.

Mr. Thacker indicated that the selection of comparison countries was based on whether a national assessment program is administered; population size; and availability of scores on international assessments, namely the Programme for International Student Assessment (PISA), the Trends in Mathematics and Science Study (TIMSS), or the Progress in International Reading Literacy Study (PIRLS). The aim was also to include at least one country per continent (except for Antarctica). Thirteen countries were included in the sample, alongside the United States. Most of the countries scored within one standard deviation of the U.S. on international assessments.

In the comparison focusing on which content areas were assessed, all the sample countries assess literacy/language and numeracy/mathematics nationally. Science is assessed in 8 of the 13 countries. Civics/social studies is not commonly assessed, while physical, moral, and arts education is assessed in China. In a few countries technology-related assessments are becoming more common, e.g., Australia and Canada. In some countries, high school students may be tested on interests and abilities as well as career pursuits, e.g., Finland, Germany, and South Africa.

Mr. Thacker noted some challenges and opportunities that are similar to and different from NAEP. For instance, most nations tend not to revise their assessment blueprints, assessment standards, and achievement levels on a fixed schedule, and most have a board that governs policy and determines the timeline and process for revision. Further, defining a country's national assessment system is challenging, and use of different types of scores (e.g. student-level versus aggregate) creates a challenge for making comparisons. Given that many countries participate in international testing, international assessments might serve as a bridge for comparing construct and performance differences between NAEP and foreign assessments. Finally, achievement levels are reported in various ways among the countries sampled. Innovative methods that enable comparisons of achievement levels across grades may provide insights for NAEP.

Responding to a question from Mr. Miller, Mr. Thacker indicated that sample assessment items were not used in the comparison study. Ms. Keleher inquired about the purpose of the study, to which Ms. Jago noted it was requested by ADC to better understand NAEP's role in the international landscape. This inquiry started this time last year, when the Governing Board hosted a panel of international experts. Mr. Sneider suggested that the ADC, particularly the new members, would benefit from reviewing minutes of the November 2017 Governing Board meeting. Mr. Miller called attention to the Governing Board Strategic Priority (#8) to "research assessments used in other countries to identify new possibilities to innovate content, design, and reporting of NAEP." A member of the ETS staff, called upon by Ms. Jago, noted that PISA is part of the NCES assessment division and could be called upon to present at a future committee meeting.

Ms. Jago thanked Mr. Thacker and turned to next steps and informational items for this meeting.

Item Review Schedule

Ms. Jago noted the ADC's role in item review, indicating that an orientation will be needed given that four new members have joined the committee. She called attention to Attachment F, the item review schedule, and to the large number of items to be reviewed in the spring. She referenced the importance of holding the first item review in person, fostering team work and reaching consensus. Ms. Jago also referenced the importance of the expertise that each ADC member brings, particularly in NAEP content areas.

Ms. Jago concluded the meeting by thanking members of the committee, Governing Board staff, NCES staff and their contractors, and other attendees.

Ms. Jago adjourned the meeting at 12:30 pm.

I certify the accuracy of these minutes.



Carol Jago, Chair

February 2, 2019

Date

National Assessment Governing Board

Committee on Standards, Design and Methodology

Report of November 16, 2018

COSDAM Members: Andrew Ho (Chair), Joe Willhoft (Vice Chair), Gregory Cizek, Alice Peisch, Linda Rosen, and Ken Wagner.

Governing Board Staff: Sharyn Rosenberg.

NCES Staff: Commissioner James Lynn Woodworth, Associate Commissioner Peggy Carr, Pat Etienne, and Bill Tirre.

Other Attendees: American Institutes for Research: Markus Broer and Jack Buckley. Council of the Chief State School Officers (CCSSO): Fen Chou. Council of the Great City Schools (CGCS): Ray Hart. Educational Testing Service: Amy Drescher and Helena Jia. Fulcrum: Saira Brenner. Hager Sharp: Joanne Lim. HumRRO: Thanos Patelis. Optimal Solutions Group: Brian Cramer. Pearson: Vishal Kapoor. Westat: Lisa Rodriguez.

Welcome and Review of Agenda

Chair Andrew Ho called the meeting to order at 10:30 a.m. and noted that former Governors John Engler (who is now a member of COSDAM) and Jim Geringer were absent. Mr. Ho noted that former Governor Bev Perdue was no longer a member of COSDAM since she will rotate among the standing committees in her new position as Board Chair. Mr. Ho then reviewed the agenda and noted that the entire COSDAM meeting would focus on achievement level setting.

ACTION: Policy Statement on Developing Student Achievement Levels for NAEP

Mr. Ho began by noting that COSDAM has been working on this policy revision for the past one and a half years and has sought input from technical experts, the Board, and the public. The Board recently sought public comment and received 73 responses. Two calls were held to discuss the public comments and make additional edits to the policy as a result of the input, and all public comments were included in the Board materials. Finally, he noted that a discussion of the policy statement was on the full Board agenda for that afternoon.

Mr. Ho requested a motion to approve the proposed revised policy for Developing Student Achievement Levels for the National Assessment of Educational Progress. This was moved by Alice Peisch and seconded by Joe Willhoft. Mr. Ho then asked whether there was any final discussion of the policy.

Linda Rosen indicated that she would like the committee to engage in additional discussion about how to best communicate with multiple audiences about the NAEP achievement levels. Ken Wagner agreed that communication work is important and noted that some people misunderstand the NAEP achievement levels, but that others say they are confused when in actuality they understand but do not like them. Mr. Willhoft expressed appreciation for the history of NAEP achievement level setting that was written by Mary Lyn Bourque in 2009 and suggested commissioning an updated version of this paper now that nearly a decade has passed.

The revised policy on Developing Student Achievement Levels for the National Assessment of Educational Progress was unanimously approved by COSDAM members, for consideration by the full Board.

Update on Implementing the Board's Response to the Evaluation of NAEP Achievement Levels

Next, COSDAM members engaged in a discussion about the status and potential next steps for implementing the Board's response to the November 2016 evaluation of NAEP achievement levels that was conducted by the National Academies of Sciences, Engineering, and Medicine. COSDAM members agreed that it was a high priority to improve the interpretations and uses of the NAEP achievement levels (recommendation 5) and to provide guidance for inferences made with achievement levels versus scale scores (recommendation 6).

There was some disagreement about the role of research on the relationship between NAEP achievement levels and external measures (recommendation 4). Some COSDAM members noted that it was unclear how similarities and differences between achievement levels on NAEP and other assessments should be interpreted, given different purposes and populations. What would be the criterion for judging whether the results are similar? Other COSDAM members disagreed and noted that this activity could increase the usefulness of NAEP achievement levels by connecting them to other measures that people are familiar with and value. That is, it is important to frame this activity as providing additional context for the NAEP achievement levels rather than attempting to judge whether they are correct.

There was some discussion about the optimal timing for issuing a procurement to review and revise the mathematics and reading achievement level descriptions (recommendation 1). Mr. Ho suggested that COSDAM convene by teleconference prior to the next Board meeting to continue discussions about the timing and priority for this and other activities.

Throughout the process of implementing the Board's response to the evaluation of NAEP achievement levels, Mr. Ho emphasized the importance of communication and partnership with NCES.

Joint Session with the Reporting and Dissemination Committee

COSDAM Members: Andrew Ho (Chair), Joe Willhoft (Vice Chair), Gregory Cizek, Alice Peisch, Linda Rosen, and Ken Wagner.

Reporting and Dissemination Committee Members: Rebecca Gagnon (Chair), Father Joe O’Keefe (Vice Chair), Alberto Carvalho, Tyler Cramer, Tonya Matthews, and Fielding Rolston.

Governing Board Staff: Stephaan Harris, Laura LoGerfo, and Sharyn Rosenberg.

NCES Staff: Commissioner James Lynn Woodworth, Associate Commissioner Peggy Carr, Halima Adenigan, Gina Broxterman, Samantha Burg, Jamie Deaton, Pat Etienne, Shawn Kline, Dan McGrath, Bill Tirre, and Ebony Walton.

Other Attendees: American Institutes for Research: Markus Broer, Jack Buckley, and Cadelle Hemphill. Council of the Chief State School Officers (CCSSO): Fen Chou. Council of the Great City Schools (CGCS): Ray Hart. Department of Education: Hillary Tabor. digiLEARN: Myra Best. Educational Testing Service: Jonas Bertling, Amy Drescher, Robert Finnegan, Helena Jia, and Lisa Ward. Fulcrum: Saira Brenner and Kevin Price. Hager Sharp: David Hoff, Candace Kent, and Joanne Lim. The Hatcher Group: Jenny Beard, Ann Bradley, and Robert Johnson. HumRRO: Thanos Patelis. Optimal Solutions Group: Brian Cramer and Nicholas Linnen. Pearson: Vishal Kapoor. Westat: Chris Averett, Lisa Rodriguez, and Keith Rust. Wyoming Department of Education: Kari Eakins.

Communication and Interpretation of NAEP Achievement Levels (SV #3)

See Reporting and Dissemination Committee Report.

Ms. Gagnon adjourned the meeting at 12:30 pm.

I certify the accuracy of these minutes.



Andrew Ho, Chair

January 9, 2019

Date



Adopted: November 17, 2018

National Assessment Governing Board

Developing Student Achievement Levels for the National Assessment of Educational Progress

Policy Statement

It is the policy of the National Assessment Governing Board to conduct a comprehensive, inclusive, and deliberative process to develop and review student achievement levels for the National Assessment of Educational Progress (NAEP).¹ Achievement levels consist of general policy definitions for the *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* levels, specific achievement level descriptions (ALDs) for each assessment, cut scores that demarcate adjacent levels, and exemplar items or tasks that illustrate performance at each level. This process shall be conducted according to widely accepted professional standards, to produce results that are reasonable, useful, and informative to the public.

The Governing Board, through its Committee on Standards, Design and Methodology (COSDAM), shall monitor the development and review of student achievement levels to ensure that the final Governing Board-adopted achievement level descriptions, cut scores, and exemplars comply with all principles of this policy.

The achievement level setting process shall be carried out by contractors selected through a competitive bidding process. The process shall be managed in a technically sound, efficient, cost-effective manner, and shall be completed in a timely fashion.

Introduction

Since its creation by Congress in 1988, the Governing Board has been responsible for developing student achievement levels for NAEP assessments. The Governing Board has carried out this important statutory responsibility by engaging with a broad spectrum of stakeholders to develop student achievement levels.

¹ According to current NAEP legislation, the Governing Board shall develop achievement levels for all NAEP assessments except for the Long-Term Trend assessment.

Under provisions of the National Assessment of Educational Progress Authorization Act of 2002 (P.L. 107-279), Congress authorized the Governing Board to, develop, “achievement levels that are consistent with relevant widely accepted professional assessment standards and based on the appropriate level of subject matter knowledge” (Section 303(e)(2)(A)(i)(II).

Given this mandate, the Governing Board must ensure that all achievement level setting processes align with current best practices in standard setting, and that appropriate validity evidence is collected and documented to support the intended uses and interpretations of NAEP achievement levels.

The Governing Board has established the following **policy definitions** for the NAEP achievement levels, as expectations of what students should know and be able to do. They shall be consistent across all assessments in which achievement levels are set.

NAEP Basic

This level denotes partial mastery of prerequisite knowledge and skills that are fundamental for performance at the NAEP Proficient level.

NAEP Proficient

This level represents solid academic performance for each NAEP assessment. Students reaching this level have demonstrated competency over challenging subject matter, including subject-matter knowledge, application of such knowledge to real world situations, and analytical skills appropriate to the subject matter.

NAEP Advanced

This level signifies superior performance beyond NAEP Proficient.

The Governing Board engages multiple stakeholders throughout the achievement level setting process, including:

Teachers
Curriculum Experts
Content Experts
Assessment Specialists
State Administrators
Local School Administrators

Policymakers
Business Representatives
Parents
Users of Assessment Data
Researchers and Technical Experts
Members of the Public

This policy also complies with the documents listed below which express widely accepted technical and professional standards for achievement level setting. These standards reflect the agreement of recognized experts in the field, as well as the policy positions of major professional and technical associations concerned with educational testing.

In conjunction with this policy the Board shall maintain a procedures manual to establish and document additional details about how this policy is to be implemented. As professional standards evolve and new consensus documents are released, this policy and the procedures manual shall be updated to the extent that new professional standards require. Resources for this purpose shall include, but not be limited to the following:

The Standards for Educational and Psychological Testing. (2014). Washington, DC: American Educational Research Association, American Psychological Association, and National Council on Measurement in Education;

Code of Fair Testing Practices in Education. (2004). Washington, DC: Joint Committee on Testing Practices;

Educational Measurement (4th ed.). (2006). R.L. Brennan (Ed.). Westport, CT: Praeger; and

National Center for Education Statistics (NCES) Statistical Standards. (2012).

Principles for Setting Achievement Levels

Principle 1: Elements of Achievement Levels

Principle 2: Development of Achievement Level Recommendations

Principle 3: Validation and Reporting of Achievement Level Results

Principle 4: Periodic Review of Achievement Levels

Principle 5: Stakeholder Input

Principle 6: Role of the Governing Board

Principle 1: Elements of Achievement Levels

The Governing Board is responsible for developing student achievement levels for each NAEP assessment. Achievement levels for each NAEP assessment consist of content achievement level descriptions (ALDs), cut scores that demarcate adjacent levels, and exemplar items or tasks that illustrate performance at each level.

- a) Content achievement level descriptions (ALDs) translate the policy definitions into specific expectations about student knowledge and skills in a particular content area, at each achievement level, for each subject and grade. Content ALDs provide descriptions of specific expected knowledge, skills, or abilities of students performing at each achievement level. Content ALDs reflect the range of performance that items and tasks should measure. During the achievement level setting process, the purpose of content ALDs is to provide consistency and specificity for panelist interpretations of policy definitions for a given assessment. During reporting, content ALDs communicate the specific knowledge and skills represented by *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* for a given assessment.
- b) Cut scores mark the minimum threshold score, the lower bound, for each achievement level. Performance within a given achievement level begins at the cut score for that level and ends just below the cut score for the successive achievement level.
- c) Exemplar items or tasks, including student responses, illustrate student performance within each of the achievement levels. They provide specific examples to help the public better understand what students in each achievement level know and can do.

Principle 2: Development of Achievement Level Recommendations

The Governing Board shall develop student achievement levels for NAEP, consistent with relevant widely accepted professional assessment standards, based on the appropriate level of subject matter knowledge.

- a) A Design Document shall be developed at the beginning of the achievement level setting process, to describe in detail the scope of the achievement level setting project being undertaken, including but not limited to all planned materials, procedures, and analyses needed for the project. The Design Document shall be posted for public review with sufficient time to allow for a response from those who wish to provide one.
- b) The development of content achievement level descriptions (ALDs) shall be completed initially through the process that develops the assessment frameworks. (See the Governing Board Policy on Framework Development for additional details). The Board may then review and revise content ALDs to advance the purposes they serve, whether that is guiding an achievement level setting or informing the public about the meaning of achievement levels. Whether revised or not, the ALDs that guide

achievement level setting shall be articulated in terms of what students *should know and be able to do*. There shall be no content ALDs developed for performance below the *NAEP Basic* level.

- c) An achievement-level setting panel of subject matter experts shall be convened to recommend achievement level cut scores and exemplars.
 - i. Each panel shall reflect diversity in terms of gender, race/ethnicity, region of the country, urbanicity, and experience with students with disabilities and English language learners. To ensure that they are qualified to make the judgments required by the achievement level setting process, individual panel members shall have expertise and experience in the specific content area in which the levels are being developed, expertise and experience in the education of students at the grade under consideration, and a general knowledge of assessment, curriculum, and student performance.
 - ii. Each panel shall include teachers, non-teacher educators, and other interested members of the general public with relevant educational background and experience. Teachers shall comprise the majority of the panel, with non-teacher educators (e.g., curriculum directors, academic coaches, principals) accounting for no more than half the number of teachers. The remaining panelists shall be non-educators who represent the perspectives of additional stakeholders representing the general public, including parents, researchers, and employers.
 - iii. The size of the panels shall reflect best practice in standard setting and be operationally feasible while being large enough to allow for split panels. Most NAEP achievement level settings have historically included approximately 20-30 panelists per grade, divided into two comparable groups.
- d) Panelists shall receive training on all aspects of the achievement levels setting process to ensure that panelists are well-prepared to perform the achievement level setting tasks required of them. Panelists shall be instructed that their role is to make achievement level recommendations to the Governing Board. Training shall include but not be limited to: the purpose and significance of setting achievement levels for NAEP; the NAEP assessment framework for the given subject area; and administration of a sample assessment under NAEP-like conditions that students experience. It is important for panelists to arrive at a common conceptualization of *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* based on the content ALDs. Panelists shall be trained on each element of the judgmental task they perform, including the selection of exemplar items. They should be led by capable *content facilitators* (who are content experts and have previous experience with achievement level setting) and *process facilitators* (who have background in standard setting and experience leading panelists through the achievement level setting process). Facilitators shall take a neutral stance and not attempt to influence panelist judgments.

- e) The achievement level setting method that generates cut score recommendations shall have a solid research base and be appropriate for the content area, item types, number of items, scoring rubrics, and mode of administration, as applicable.
- f) Evaluations shall be administered to panelists throughout the achievement level setting process, in accordance with current best practices. Evaluations shall be part of every major component of the process, and panelists shall be asked to confirm their readiness for performing their tasks. Evaluation data may be used for formative purposes (to improve training and procedures in future meetings); summative purposes (to evaluate how well the process was conducted and provide procedural validity evidence); and to inform the Governing Board of any relevant information that could be useful when considering cut score recommendations. The panelists shall have an opportunity to indicate to the Board whether they believe the recommended cut scores are reasonable.
- g) In accordance with current best practices, feedback shall be provided to panelists, including “impact data” (i.e., the implications of their selected cut scores on the reported percentages of students at or above each achievement level).
- h) The process shall consist of at least two achievement level setting meetings with distinct groups of panelists, a pilot study, and an operational meeting. The purpose of the pilot study is to conduct a full “dress rehearsal” of the operational meeting, including but not limited to: an opportunity to try out materials, training procedures, collection of panelist judgments, feedback given to panelists through the process, software used to conduct analyses, meeting logistics, and other essential elements of the process. The pilot study may result in minor changes to the procedures, as well as major changes that would need additional study before being implemented in an operational meeting. The pilot study provides an opportunity for procedural validity evidence and to improve the operational meeting. At the discretion of the Governing Board, other smaller-scale studies may be conducted prior to the pilot study or in response to issues raised by the pilot study. The criteria in Principle 2a apply to panelists of both meetings.
- i) The Governing Board shall ensure that a Technical Advisory Committee on Standard Setting (TACSS) is convened to provide technical advice on all achievement level setting activities. Technical advice provided by standard setting experts throughout the project is intended to ensure that all procedures, materials, and reports are carried out in accordance with current best practices, providing additional validity evidence for the process and results. The Board or its contractor may also seek technical advice from other groups as appropriate, including NCES and the larger measurement community (e.g., the National Council on Measurement in Education).
- j) All aspects of the procedures shall have documentation as evidence of the appropriateness of the procedures and results. This evidence shall be made available to the Board by the time of deliberations about the achievement levels. A summary of the evidence shall be available to the public when the achievement level results are reported.

- k) Sample items and student responses known as exemplars shall be chosen from the pool of released items for the current NAEP assessment to reflect performance in the *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* regions of the scale. The use of exemplars is intended to help the public better understand what performance in each achievement level represents for each subject and grade. When possible, exemplars may also be chosen that reflect performance at threshold scores. The collection of exemplars shall reflect the content found in the achievement level descriptions and the range of item formats on the assessment.
- l) The outcomes from the achievement level setting panel meetings (recommended cut scores, exemplars, and ALDs for use in reporting) shall be forwarded to the Board for their consideration.

Principle 3: Validation and Reporting of Achievement Level Results

The achievement level setting process shall produce results that have validity evidence for the intended uses and interpretations and are informative to policy makers, educators, and the public.

- a) Professional testing standards require evidence to support the intended interpretations and uses of test scores. Among the sources of evidence supporting the validity of test scores is evidence bearing on the standard setting process and results. Standard setting is necessarily judgmental, and the Board shall examine and consider available evidence about the procedural integrity of the achievement level setting process, the reasonableness of results, and other evidence in order to support intended uses and interpretations.
- b) The Board shall examine and consider all evidence related to validity of the achievement level setting activities. These data shall include, but not be limited to: procedural evidence such as training, materials and panelist evaluation data; reliability evidence such as consistency across panelist type, subpanels, rounds, and meetings, if appropriate; and external comparisons to other similar assessments, if appropriate, with necessary caveats. The results from validation efforts shall be made available to the Board in a timely manner so that the Board has access to as much validation data as possible as it considers the recommendations regarding the final levels.
- c) NAEP achievement levels are intended to estimate the percentage of students (overall and for selected student groups) in each achievement level category, for the nation, and for states and trial urban districts (TUDAs) for some assessments. NAEP is prohibited by law from reporting any results for individual students or schools.
- d) In describing student performance using the achievement levels, terms such as “students performing at the *NAEP Basic* level” or “students performing at the *NAEP Proficient* level” are preferred over “*Basic* students” or “*Proficient* students”. The former implies that students have mastery of particular content represented by the achievement levels, while the latter implies an inherent

characteristic of individual students.

- e) In reporting the results of NAEP, the three achievement levels of *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* refer to the three regions of the NAEP scale at and above each respective cut score. The remaining region that falls below the *NAEP Basic* cut score shall be identified as “below *NAEP Basic*” when a descriptor is necessary.
- f) In describing the *NAEP Proficient* level, reports shall emphasize that the policy definition is not intended to reflect “grade level” performance expectations, which are typically defined normatively and can vary widely by state and over time. *NAEP Proficient* may convey a different meaning from other uses of the term “proficient” in common terminology or in reference to other assessments.
- g) To facilitate valid uses of ALDs for the purpose of reporting, the Board shall ensure that the descriptions of performance for the achievement levels reflect what the empirical data reveal about the knowledge and skills demonstrated by students in that score range. To develop ALDs for reporting, following the achievement level setting the Board shall revisit and may revise content ALDs to ensure that they are consistent with empirical evidence of student performance. In particular, these “Reporting ALDs” chosen to illustrate the knowledge and skills demonstrated at different achievement levels shall be written to incorporate empirical data from student performance. Reporting ALDs shall describe what students at each level *do* know and *can* do rather than what they *should* know and *should* be able to do.
- h) An interpretative guide shall accompany NAEP reports, including specific examples of appropriate and inappropriate interpretations and uses of the results.

Principle 4: Periodic Review of Achievement Levels

Periodic reviews of existing achievement levels shall determine whether new achievement level descriptions and/or cut scores are needed to continue valid and reliable measurement of current student performance and trends over time.

- a) At least once every 10 years or 3 administrations of an assessment, whichever comes later, the Governing Board, through its Committee on Standards, Design and Methodology (COSDAM), shall review the alignment between the content ALDs and items, based on empirical data from recent administrations of NAEP assessments. In its review, COSDAM (in consultation with the Assessment Development Committee) shall solicit input from technical and subject matter experts to determine whether changes to the content ALDs are warranted or whether a new standard setting shall be conducted, making clear the potential risk of changing cut scores to trends and assessment of educational progress. Relevant factors may include but not be limited to: substantive changes in the item types or in the balance of item types; changes in the mode of administering assessments; advances in standard setting methodologies; and changes in the policy environment for using NAEP results.

- b) Within the period for a review of achievement level descriptions and cut scores, changes may occur to a NAEP framework. If a framework is replaced or revised for a major update, a new achievement level setting process may be implemented, except in circumstances where scale score trends are maintained. In this latter instance, COSDAM shall determine how to revise the ALDs and review the cut scores to ensure that they remain reasonable and meaningful.
- c) If there are major updates to a NAEP framework, the ALDs shall be updated by the Framework Visioning and Development Panel. (See the Governing Board Policy on Framework Development for additional details). Following an assessment administration under the revised framework, COSDAM shall use empirical data to revise content ALDs to align with the revised framework.
- d) As additional validation evidence becomes available, the Board shall review it and make a determination about whether the achievement levels should be reviewed and potentially revised.

Principle 5: Stakeholder Input

The process of developing student achievement levels is a widely inclusive activity. The Governing Board shall provide opportunities to engage multiple stakeholders throughout the achievement level setting process and shall strive to maximize transparency of the process.

- a) The process of seeking nominations for the achievement level setting panels shall include outreach to relevant constituencies, such as: state and local educators; curriculum specialists; business representatives; and professional associations in a given content area.
- b) The Design Document (describing in detail all planned procedures for the project) shall be distributed for review by a broad constituency and shall be disseminated in sufficient time to allow for a thoughtful response from those who wish to provide one. All interested stakeholders shall have an opportunity to provide public comment.
- c) Achievement level setting panelists shall include teachers, non-teacher educators, and other interested members of the general public with relevant educational background and experience, including parents, researchers, and employers. Each panel shall reflect diversity in terms of gender, race/ethnicity, region of the country, urbanicity, and experience with students with disabilities and English language learners.
- d) All achievement level setting activities shall be informed by technical advice throughout the process. The Technical Advisory Committee on Standard Setting shall provide ongoing technical input from standard setting and assessment experts, and other groups with relevant technical expertise may be consulted periodically as needed.

- e) Ongoing input and coordination with staff and contractors from the National Center for Education Statistics (NCES) is necessary to ensure that all achievement level setting activities are carried out in a manner that is consistent with the design, analysis, and reporting of NAEP assessments.

Principle 6: Role of the Governing Board

The Governing Board, through its Committee on Standards, Design and Methodology (COSDAM), shall monitor the development and review of student achievement levels to ensure that the final achievement level descriptions, cut scores, and exemplars recommended to the Governing Board for adoption comply with this policy.

- a) The Committee on Standards, Design and Methodology (COSDAM) shall be responsible for monitoring the development and review of achievement levels that result in recommendations to the Governing Board for any NAEP assessment under consideration. COSDAM shall provide direction to the achievement level setting contractor, via Governing Board staff. This guidance shall ensure compliance with the NAEP legislation, Governing Board policies, Department of Education and government-wide regulations, and requirements of the contract(s) used to implement the achievement level setting project.
- b) If there is a need to revise the initial achievement level descriptions (ALDs) created at the time of framework development for use in achievement level setting and/or reporting, the Governing Board shall take final action on revised ALDs based on recommendations from COSDAM.
- c) COSDAM shall receive regular reports on the progress of achievement level setting projects.
- d) COSDAM shall review and formally approve the Design Document that describes all planned procedures for an achievement level setting project.
- e) At the conclusion of the achievement level setting project, the Governing Board shall take final action on the recommended cut scores, exemplars, and ALDs for use in reporting. The Governing Board shall make the final determination on the NAEP achievement levels. In addition to the panel recommendations, the Board may consider other pertinent information to assess reasonableness of the results, such as comparisons to other relevant assessments.
- f) Following adoption by the Governing Board, the final ALDs, cut scores, and exemplars shall be provided to the National Center for Education Statistics (NCES) for reporting the results of the NAEP assessment(s) under consideration.
- g) Consistent with Principle 4 above, COSDAM shall periodically review existing achievement levels to determine whether it is necessary to revise achievement level descriptions or conduct a new standard setting.

National Assessment Governing Board

Reporting and Dissemination Committee Meeting

Report of November 16, 2018

Reporting and Dissemination Committee Members: Rebecca Gagnon (Chair), Father Joseph O’Keefe (Vice Chair), Alberto Carvalho, Tyler Cramer, Tonya Matthews, Terry Mazany, and Fielding Rolston.

National Assessment Governing Board Staff: Stephaan Harris, Laura LoGerfo

National Center for Education Statistics Staff: Halima Adenigan, Gina Broxterman, Samantha Burg, Jamie Deaton, Shawn Kline, Dan McGrath, and Ebony Walton.

Other Attendees: American Institutes for Research (AIR): Cadelle Hemphill. CRP, Inc.: Arnold Goldstein. Educational Testing Service (ETS): Jonas Bertling, Robert Finnegan, and Lisa Ward. Fulcrum: Kevin Price. Hager Sharp: David Hoff and Candace Kent. The Hatcher Group: Ann Bradley, Sami Ghani, and Robert Johnson. Optimal Solutions Group: Nicholas Linnen. U.S. Department of Education: Hillary Tabor. University of the District of Columbia David A. Clarke School of Law: Eunice Adewumi. Westat: Chris Averett, Rick Rogers, and Keith Rust. Wyoming Department of Education: Kari Eakins.

Chair Rebecca Gagnon called the Reporting and Dissemination (R&D) Committee meeting to order at 10:35 am.

The Committee Chair welcomed Terry Mazany back to the Reporting and Dissemination Committee after his service with the Assessment Development Committee.

Virtual Flashcards

Chair Gagnon then moved to the first item on the committee meeting agenda. She explained that the staff is developing evergreen talking points about the National Assessment of Educational Progress (NAEP). This task emerged from the last R&D committee meeting when several Board members noted that they field requests for information from reporters and others. The Governing Board staff wishes to ensure that all Board members feel prepared with

readily available, comprehensible, concise answers to common questions about NAEP. To that end, Chair Gagnon requested that R&D members send Assistant Director for Reporting and Analysis Laura LoGerfo frequently asked questions. The staff will incorporate answers to those questions into 'virtual flashcards,' which will be accessed through the Members' Site. Committee members cautioned that these answers should emphasize brevity to communicate effectively.

Long-Term Trend

From conversations at the Thursday afternoon meeting of the Governing Board's Executive Committee, Chair Gagnon added an agenda item on the NAEP Long-Term Trend assessment. The Executive Committee tasked the Reporting and Dissemination Committee with how to brand and explain the NAEP Long-Term Trend (LTT) results when next released. Committee members agreed that the Board must differentiate 'main' NAEP from LTT, must explain LTT's evolution from pencil-based to digital-based administration, and to communicate what actions can be taken from the LTT results.

R&D Committee Member Terry Mazany suggested using LTT as a prism through which to understand how the context for education has dramatically changed from the first administration of LTT to its upcoming administration fifty years later. Tonya Matthews concurred, pointing out that the golden anniversary of LTT is in 2021, when results should be released. The 50-year anniversary can be leveraged to make a broader statement about what in education has changed or has not.

Release Plan for the 2018 NAEP Technology and Engineering Literacy Assessment

Assistant Director for Communications Stephaan Harris presented the release plan for results from the 2018 Technology and Engineering Literacy (TEL) Assessment. The release event will occur in April 2019 in the Research Triangle area of North Carolina. The Governing Board staff and contractor are collaborating with Governor Perdue and others to find the best venue to showcase results from the second administration of TEL. The release will feature students and will link the problem-solving skills and communication skills TEL assesses to the Governing Board's postsecondary preparedness work.

Reporting staff from the National Center for Education Statistics (NCES) asked for flexibility in the release plan's language around the embargoed release. The committee-approved release plan gives a specific list for the embargoed information, but the final version instead will read:

"In the days preceding the release, NCES will offer a conference call for appropriate media, and there will be an embargoed website with results available to approved

stakeholders. The goal of these activities is to provide stakeholders with a comprehensive overview of findings to help ensure accurate reporting to the public and deeper understanding of results.”

Vice Chair Father Joseph O’Keefe moved that the release plan be sent to the full Governing Board for action, which Tonya Matthews seconded. The committee unanimously approved the plan, with the removal of the specific stakeholder groups listed as being granted access to an embargoed website for the results.

ACTION: The Reporting and Dissemination Committee unanimously moved the release plan for the 2018 National Assessment of Educational Progress in Technology and Engineering Literacy for action by the full Governing Board on Saturday, November 18, 2017. The full text of the release plan is appended to these minutes.

Exploring Complementary NCES Data

The Governing Board’s Strategic Vision depends heavily on the work of the Reporting and Dissemination Committee. Much of the Strategic Vision vis-a-vis R&D focuses on disseminating NAEP results through external partner organizations. The Strategic Vision also includes a call to connect NAEP data to administrative data as well as to data from state, national, and international student assessments.

To heed this call, the R&D Committee invited NAEP Director of Reporting, Daniel McGrath, and the ETS lead for NAEP reporting, Robert Finnegan, to share potential data sources from NCES that could be presented with NAEP data to provide a more comprehensive understanding of elementary and secondary education. The presenters outlined where connections between NAEP data and other NCES data may enhance the reporting of NAEP results. The Committee learned about the ED Data Express, which hosts state-level data on accountability, such as high school graduation rates and participation in various U.S. Department of Education programs.

R&D Committee members also considered how such supplementary data may address the recommendations of the Ad Hoc Committee on Postsecondary Preparedness. That committee recommended developing indicators with extant NAEP data and data from other national and international assessments. Thus a broader question emerged about determining which NCES data may be useful in building indicators for a dashboard of postsecondary preparedness. And, as Mr. McGrath explained, a dashboard should be constructed to make decisions, not just to display data.

As part of this session, Dan McGrath and Robert Finnegan presented illuminating information about how many people visit The Nation's Report Card contextual variable webpage (dozens) versus the number of visitors to more curated, more focused reports on contextual data (thousands). This provided invaluable, empirically-based evidence on what NAEP users prefer from NAEP reporting. Mr. McGrath and Mr. Finnegan noted that contextual data in the Nation's Report Card may be too peripheral to visitors' primary needs. The Nation's Report Card offers assessment results, with lots of information about subgroup results, achievement gaps, etc. The contextual data may become lost amidst the frenzy to report these results by state, by district, by subgroup. But, when released alone, in a more focused way, with a strong narrative structure, the contextual data become of compelling interest. And of compelling utility. A coherent, policy-relevant, comprehensive, accessible picture of the nation's education data could be employed to recruit states, districts, and schools to participate in NAEP by showing the value and usefulness of the results.

This session marked the first foray into considering what data outside of NAEP can be presented along with NAEP data and how to present those data most effectively.

Joint Meeting with Committee on Standards, Design and Methodology (COSDAM)

11:30 am - 12:30 pm

COSDAM Members: Andrew Ho (Chair), Joe Willhoft (Vice Chair), Gregory Cizek, Alice Peisch, Linda Rosen, and Ken Wagner.

Reporting and Dissemination Committee Members: Rebecca Gagnon (Chair), Father Joe O'Keefe (Vice Chair), Alberto Carvalho, Tyler Cramer, Tonya Matthews, Terry Mazany, and Fielding Rolston.

Governing Board Staff: Stephaan Harris, Laura LoGerfo, and Sharyn Rosenberg.

NCES Staff: Commissioner James Lynn Woodworth, Associate Commissioner Peggy Carr, Halima Adenigan, Gina Broxterman, Samantha Burg, Jamie Deaton, Pat Etienne, Shawn Kline, Dan McGrath, Bill Tirre, and Ebony Walton.

Other Attendees: American Institutes for Research (AIR): Markus Broer, Jack Buckley, and Cadelle Hemphill. Council of the Chief State School Officers (CCSSO): Fen Chou. Council of the Great City Schools (CGCS): Ray Hart. digiLEARN: Myra Best. Educational Testing Service (ETS): Jonas Bertling, Amy Drescher, Robert Finnegan, Helena Jia, and Lisa Ward. Fulcrum: Saira

Brenner and Kevin Price. Hager Sharp: David Hoff, Candace Kent, and Joanne Lim. The Hatcher Group: Jenny Beard, Ann Bradley, and Robert Johnson. HumRRO: Thanos Patelis. Optimal Solutions Group: Brian Cramer and Nicholas Linnen. Pearson: Vishal Kapoor. U.S. Department of Education: Hillary Tabor. Westat: Chris Averett, Lisa Rodriguez, and Keith Rust. Wyoming Department of Education: Kari Eakins.

At 11:30 am, the R&D Committee welcomed COSDAM for a joint session on addressing a recommendation generated by the National Academies' achievement levels evaluation. This evaluation included a recommendation to provide guidance on appropriate and inappropriate uses of the achievement levels. To this end, the Governing Board's revised policy on Achievement Level Setting requires an interpretive guide for the NAEP Achievement Levels. This joint meeting focused on the approach, the scope, and the audience for this interpretive guide.

The committee members agreed that one interpretive guide should apply to all the NAEP assessments for which achievement levels are set. The guide should incorporate appropriate uses of achievement level results and distinguish what defines a correct use from an incorrect use. The guide's target audience should be a broad swath of stakeholders from diverse backgrounds who are engaged with NAEP but untrained in interpreting NAEP results. These include superintendents, chief state school officers, principals, parents, Congressional staff, journalists, advocacy organizations, and the general public. But a broad audience does not require a wide scope for the guide; the guide should be relatively narrow in content scope.

Authors of the guide should anticipate audiences who are genuinely confused by achievement levels and those who may disagree with how the achievement levels are set. Committee members noted that in some cases the issue is not one of misunderstanding but rather of disagreement with the achievement levels themselves. An interpretive guide can address only misunderstandings. Those who understand but disagree with NAEP achievement levels may not be convinced by more effective communication by the Governing Board.

The joint committee discussion yielded several important features of this guide:

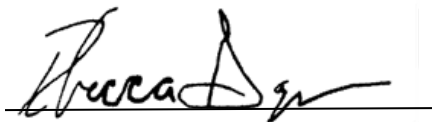
- Balanced
 - Between excessive, prescriptive guidance that stifles interest and diminishes innovative uses and sufficient guidance to prevent misuse and to facilitate appropriate use

- Brief
 - One page as an aspirational goal
- Clear
 - Plain language
- Honest
 - NAEP sets high expectations for what students should know and be able to do at grades 4, 8, and 12. The expectations held by a state, a district, an organization, or an individual may differ.
 - The guide must acknowledge that there can be two different percentages of proficient: (1) on NAEP; (2) on state assessments. The guide should explain how both truths exist, why, and what that means.

The R&D Committee looks forward to taking the lead on developing this interpretive guide, beginning with what currently exists, and is grateful for support, resources, and guidance offered by COSDAM and NCES.

The joint meeting ended at 12:30 pm.

I certify the accuracy of these minutes.


Rebecca Gagnon, Chair

January 15, 2019

Date



NATIONAL ASSESSMENT GOVERNING BOARD RELEASE PLAN FOR THE NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS (NAEP)

The Nation's Report Card: 2018 Technology and Engineering Literacy

The national results of the 2018 National Assessment of Educational Progress (NAEP) Technology and Engineering Literacy (TEL) Report Card will be released to the general public in Spring 2019 through a release event that will be based in the Research Triangle Park (RTP) area of North Carolina, and webcast live for a national audience.

The RTP area (Raleigh-Durham-Chapel Hill) is an emerging, thriving hub of innovation in the area of TEL and STEM (science, technology, engineering, and mathematics), and the event will be held at a location to fit the theme of the subject area and will utilize partners and resources in the region. The program will include a data presentation by the National Center for Education Statistics (NCES) on the national results at grade 8; moderation and comments by at least one Governing Board member; and participation from a diverse set of contributors, including experts in the TEL field, educators, and students, who can discuss the implications of the findings in the broader world of education and technology. To elevate the release event, the Board will pursue innovative and interactive ideas—which could include the use of video and other multimedia or technology—to creatively highlight and demonstrate TEL tasks, the unique nature of the assessment, and make a connection to STEM overall. This program, slated to be no longer than 90 minutes, will also include a conversational Q&A session that would include questions from in-person attendees and those submitted via livestream.

The 2018 NAEP Technology and Engineering Literacy Report Card presents real-world scenarios involving technology and engineering challenges. Students were asked to respond to questions aimed at assessing their knowledge and skill in understanding technological principles, solving technology and engineering-related problems, and using technology to communicate and collaborate. The report will also include student and school survey responses about students' experiences and their opportunities to learn in this subject area.

DATE AND LOCATION

The release events will occur in Spring 2019. The release date will be determined by the Chair of the Reporting and Dissemination Committee, in accordance with Governing Board policy.

ACTIVITIES BEFORE THE RELEASE

In the months before the release event, the Governing Board will work with its communications contractor to identify a variety of potential technology-related partnerships in the higher-education, community, nonprofit, and private sectors to help promote the event, as well as assist with development of panels and other aspects of the program. Current and former Board members in North Carolina will also assist in terms of venue procurement, event promotion, and program development. National promotion, with a focus on social media efforts that both promote the event and inform the public about the TEL assessment, will be conducted as well.

In the days preceding the release, NCES will provide appropriate media, senior government staff, approved senior representatives of partner organizations like the Council of Chief State School Officers with an overview of the findings to facilitate accurate reporting to the public and a deeper understanding of the results. The goal of these activities is to provide stakeholders with a comprehensive overview of findings and data to help ensure accurate reporting to the public and deeper understanding of results.

REPORT RELEASE

The Commissioner of Education Statistics will publicly release the report at the NAEP website—<http://nationsreportcard.gov>—and at the scheduled time of the release event. An online copy of the report, along with data tools, questions, and other resources, will also be available at the time of release on the NAEP site. The Governing Board press release, the full and abridged versions of the 2018 NAEP Technology and Engineering Literacy Framework, and related materials will be posted on the Board’s web site at www.nagb.gov. The site will also feature links to social networking sites and multimedia material related to the event.

ACTIVITIES AFTER THE RELEASE

The Governing Board’s communications contractor will work with Board staff to coordinate additional post-release communications efforts—which could include a social media chat, major presentation, webinar, a video of the report’s contextual variables, infographics, or social media campaigns—to target communities and audiences with an interest in technology and engineering literacy. These efforts will involve identifying and working with stakeholders, and utilizing their channels and resources to reach their members, colleagues, and influencers. The goal of these activities is to extend the life of the results and provide value and relevance to stakeholders.

National Assessment Governing Board

Nominations Committee (Closed Session)

Report of November 17, 2018

Nominations Committee Members: Fielding Rolston (Chair), Dana Boyd, Andrew Ho, Joseph O’Keefe, S.J., Tonya Matthews, Terry Mazany, and Cary Sneider.

Absent: Governor Jim Geringer

Board Members: Honorable Beverly Perdue, Mark Miller.

Board Staff: Lisa Stooksberry, Stephaan Harris, Donnetta Kennedy, Munira Mwalimu.

In accordance with the provisions of exemptions 2 and 6 of Section 552b (c) of Title 5 U.S.C., the National Assessment Governing Board’s Nominations Committee met in closed session on November 17, 2018 from 7:30 a.m. to 8:25 a.m.

Nominations Committee chair, Fielding Rolston, called the meeting to order at 7:30 a.m. Mr. Rolston highlighted discussion items on the meeting agenda. The Committee received a briefing and discussed the following items:

Applications for Board Vacancies for the 2019 Nominations cycle

Mr. Rolston noted that there are eight vacant positions with four incumbents seeking reappointment; some members are not eligible for another term. A total of eighty four completed applications were received for vacancies in the following categories:

- Business Representative
- Chief State School Officer
- 12th grade teacher
- State School Board Member
- Local School Superintendent
- Testing and Measurement Expert
- Curriculum Specialists (2 positions)

Mr. Rolston provided the committee with a snapshot of the applicant pool, together with statistical data on states, territories, and jurisdictions represented, and data by gender, race, and ethnicity. Members also discussed and number of applications received by various categories compared to prior years. Members discussed the need to expand outreach to categories that have fewer applications received than in prior years. Outreach to expand diversity in categories, and using incumbents as champions to conduct outreach was encouraged.

Ratings are ready to be conducted by members, with expected completion of ratings by late January or early February. Board action on the 2019 applicant pool is planned at the March 2019 Board meeting. The final slate of nominations will be delivered to the Secretary by April 2019.

Nominations Procedures Manual

The Chair previewed the updated Nominations Procedures Manual. Members suggested edits to the manual to include a process for an annual review of the manual every March. Following discussion, Cary Sneider moved to accept the manual as revised; Terry Mazany seconded the motion which passed unanimously. The Committee commended Tessa Regis for her work in putting together the manual.

Preview of Electronic Candidate Rating System

Lisa Stooksberry provided an overview of the electronic nominations rating tool via the website, and informed members that Ms. Regis is available to assist members in navigating the rating tool. Ms. Stooksberry noted that applications are ready for ratings; she provided assignments to each member for rating by category.

Members suggested changes to the electronic rating system for the next cycle as well as techniques to assist members with login access to the tool.

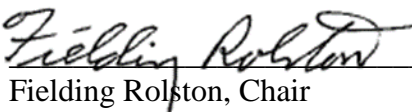
Review of Calendars and Timeline for next meetings

Ratings will be conducted by late January or early February. Board action on the 2019 applicant pool is expected to take place at the March 2019 Board meeting, with nominations delivered to the Secretary by April 2019.

Mr. Rolston thanked the committee members for their efforts and commended staff for facilitating the committee's work.

The meeting adjourned at 8:25 am.

I certify the accuracy of these minutes.


Fielding Rolston, Chair

November 17, 2018
Date