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ABSTRACT

This report is a summary of a March 1994 meeting to agree on guidelines for making inclusion and accommodation decisions concerning students with disabilities in national and state large-scale assessments. Much of the discussion at the meeting focused on the National Assessment of Educational Progress. Factors that lead to the exclusion of students with disabilities are pointed out, and the importance of inclusion is noted. Fifteen major points made during the meeting are presented. Based on those points, recommendations are then offered for making inclusion decisions, for making accommodation decisions, and for monitoring. Five actions are suggested for moving forward toward inclusion and accommodation. Appendixes contain a list of meeting participants and observers, guidelines provided to participants prior to the meeting to stimulate discussion, a checklist for decision making, and a list of proposed research questions. (JDD)

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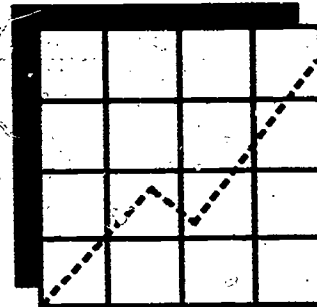
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Synthesis Report 13



Making Decisions About the Inclusion of Students with Disabilities in Large-Scale Assessments

A Report on a Working Conference to Develop Guidelines on Inclusion and Accommodations

National Center on Educational Outcomes

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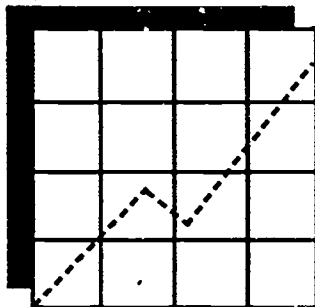
in collaboration with

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and

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Making Decisions About the Inclusion of Students with Disabilities in Large-Scale Assessments

A Report on a Working Conference to Develop Guidelines on Inclusion and Accommodations

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National Center on Educational Outcomes
The College of Education
UNIVERSITY OF MINNESOTA

April, 1994

The National Center on Educational Outcomes (NCEO), established in 1990, works with state departments of education, national policy-making groups, and others to facilitate and enrich the development and use of indicators of educational outcomes for students with disabilities. It is believed that responsible use of such indicators will enable students with disabilities to achieve better results from their educational experiences. The Center represents a collaborative effort of the University of Minnesota, the National Association of State Directors of Special Education, and St. Cloud State University.

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Making Decisions About the Inclusion of Students With Disabilities in Large-Scale Assessments

Overview

This report is a summary of a meeting held in Washington, D.C. on March 9-10, 1994. The purpose of the meeting was to:

- Discuss inclusion of students with disabilities in national and state large-scale assessments
- Discuss adaptations in assessments or assessment procedures to accommodate students with disabilities
- Attempt to arrive at agreement on a reasonable set of guidelines for making inclusion and accommodation decisions
- Identify major technical and implementation issues that might be part of a federal research agenda on inclusion and accommodations in assessments

In this report we provide background for the meeting, state the issues addressed, and summarize the major points of agreement reached. We propose a set of guidelines for making inclusion and accommodation decisions, and indicate the kinds of research questions that will need to be addressed over the next two to five years to move the nation and states forward in this important area.

Much of the discussion at this meeting focused on the National Assessment of Educational Progress (NAEP). The challenges faced in making decisions about inclusion and accommodations in NAEP in many ways parallel those faced by states. Thus, the content of this report and the recommended guidelines also have applicability for state large-scale assessments.

Background

Students with disabilities have been excluded to an unreasonable extent from large scale assessment programs at national, state, and local levels. There are differential participation rates across states. For example, in the 1990 Trial State NAEP, exclusion rates ranged from 33% to 87% of students with disabilities.

States use a variety of guidelines in making decisions about who to include in their state assessments, and they allow differing kinds of accommodations in assessment. The guideline recommended by NCES for making decisions about who to include in NAEP has been adopted by many states for their own assessment programs. It reads:

Students on Individual Educational Plans (IEPS) may be excluded if the student is mainstreamed less than 50 percent of the time in academic subjects and is judged to be incapable of taking part in the assessment or the IEP team has determined that the student is incapable of taking part meaningfully in the assessment.

Many factors lead to the exclusion of students with disabilities from large-scale assessments. These include:

- Use of vague guidelines that allow local decisions to be made about the participation of students who are on IEPs
- Differential and inconsistent implementation of guidelines
- Variability in monitoring the extent to which the intent of the guideline is followed
- Sampling plans that systematically exclude students who are in separate schools and students who are not in graded programs
- An unwillingness to make accommodations in assessment materials and procedures that would enable more students with disabilities to participate
- Altruistic motivation to lessen emotional distress to students who are not expected to do well
- Incentives created by the desire to have a school or state look good in comparison to others in the state or nation

Importance

Educational reform in the 1990s emphasizes assessment as a means to measure progress toward goals. Students who are left out of assessments tend not to be considered during reform efforts. And, estimates of performance for states on such assessments as NAEP are of questionable comparability because of differential participation rates. Policymakers have inaccurate or incomplete data for making educational policy decisions. And, educators, businesses, and others have poor information on how we as a nation or individual states are doing in educating students with disabilities.

The March Meeting

A meeting was held in Washington, DC on March 9-10, 1994 and was attended by those individuals listed at the end of this report (see Appendix A). Prior to the meeting, participants were provided with copies of the following materials:

Guidelines for Inclusion of Students with Disabilities in Large Scale Assessments, prepared by the National Center on Educational Outcomes (NCEO)

Assessing Students with Disabilities and Limited English Proficiency, prepared by the National Center for Education Statistics (NCES)

Also available to meeting participants were the following NCEO reports:

Inclusion of Students with Disabilities in National and State Data Collection Programs (Technical Report 2)

Testing Accommodations for Students with Disabilities: A Review of the Literature (Synthesis Report 4)

Views on Inclusion and Testing Accommodations for Students with Disabilities (Synthesis Report 7)

In the NCEO Guidelines document, participants were provided with materials that included background information, a rationale for developing guidelines, alternative approaches, and a set of recommendations for practice (see Appendix B). The recommendations were developed by staff at NCEO based on written input from experts (see NCEO Synthesis Report 7) and by others who reacted to our initial drafts of recommendations. Highlights of the pre-meeting recommendations are provided here.

Highlights of the Pre-meeting Recommendations

Inclusion: Including students with disabilities in large scale assessments needs to occur at three points: (1) instrument development, (2) instrument administration, and (3) reporting of results.

Accommodations and Adaptations: Not all students with disabilities will need accommodations during assessments. But modifications in assessments should be used when needed to increase the number of students with disabilities who can take tests. Accommodations and adaptations that teachers currently use with students during instruction and that are permitted by society should be used during assessments. Modifications that may raise questions about the technical characteristics of measures should be studied. As new technologies and procedures for accommodations and adaptations are developed, they should be included in the array of possible accommodations and adaptations for instruction and testing.

Highlights of the Pre-meeting Recommendations conf'd

Monitoring: Monitor adherence to the intent of the guidelines by making sure that no student is excluded who could participate if accommodations and adaptations were used. Do this by requiring a specific person in the district to sign off for each student who does not participate in the regular assessment and by having the student complete an alternative assessment or having someone provide information about the student.

The meeting agenda also is appended at the end of this report (see Appendix C). We spent the first part of the meeting on guidelines for inclusion, the second part on guidelines for accommodation/test adaptation and monitoring, and the third part on research needs related to these topics. There was general agreement that the topics of inclusion and accommodations represent a challenge for those engaged in the construction, administration, and interpretation of large-scale assessment programs. And, it is not crystal clear how to proceed in addressing these important challenges. Yet, there was a strong commitment to do so among the leaders present, and some very good ideas about how to proceed were discussed. The following is a summary of the major points made during the March 9-10 discussions.

1. It is important to state explicitly the assumptions that underlie our guidelines for making inclusion and accommodation decisions. The assumptions include:
 - Accuracy and fairness should characterize the assessment
 - Assessment should provide information on students with disabilities
 - Assessment procedures should be sensitive to the needs of students with disabilities
 - Assessment should make clear that the same high standards are expected of all students
 - Assessment should be characterized by practicality and cost effectiveness
 - Assessment should be consistent with students' instructional programs and accommodations.

2. We have a good understanding of the magnitude of exclusion and the variability in both inclusion and accommodation practices. The American Institutes for Research is now conducting a follow-up study of students excluded from the 1994 NAEP Trial State Assessment in Reading. This study should provide considerable information on the characteristics of excluded students, the reasons they are being excluded, and the extent to which they can be assessed. At the conclusion of this study, we should know more about the kinds of accommodations that would be necessary for excluded students to participate in large-scale assessments.

3. The challenges that are faced by NAEP personnel in making inclusion and accommodation decisions are very similar to the challenges being faced at the state level. Thus, for the most part, the issues for NAEP and other large-scale state assessments are similar.
4. There is a need to be very clear about the characteristics of students we are talking about when we talk about students with disabilities. There are 13 federal categories of students with disabilities, and within each category students demonstrate a wide range of skills and abilities. It is estimated that as many as 85% of the nearly 5 million students who are now considered eligible for special education services (i.e., they are on IEPs) could take large-scale tests without adaptations or accommodations. These students include many of the students with learning disabilities, emotional or behavioral disabilities and some with mental retardation. One factor that limits the participation of some of these students in NAEP is the lack of items appropriate for low-functioning students. Of course, not all students with disabilities are low functioning.
5. We need to think carefully about how the scores on students with disabilities would be used. In our discussions about inclusion and accommodation in testing we need to differentiate the purpose of the assessment. Data obtained from large-scale assessments are used to make many different kinds of decisions. Most of these are not high-stakes decisions for individual students. Most are used for descriptive purposes. There is a need to know how students with disabilities are doing in the nation's schools. And, if NAEP is the nation's "report card," then students with disabilities need to be included and information on their performance needs to be reported.
6. The current NAEP guideline for making inclusion/exclusion decisions is problematic in at least two ways. One way is its use of a percentage of time in the mainstream setting. The second way is in its reliance on the "IEP team" (or some designated person) to make decisions about "meaningful participation" in assessments.
 - (a) Percentage of time in the mainstream is not a good indicator of a student's instructional program, level of skill development, or ability. There are too many other factors that enter into mainstreaming decisions.
 - (b) The "IEP team" allows too much slippage in the team decision-making process. Frequently, the IEP terminology is interpreted to mean that any student on an IEP should be excluded from testing. Sometimes decisions are made solely on the basis of the student's category of disability. It is not a good idea to encourage IEP teams to decide whether students should take tests.

7. Because NAEP is an assessment designed to describe the status of students in our nation, it is important to include as many students as possible. Recommendations for revising the terminology in the NAEP "exclusion" guidelines addressed the two problematic aspects of the guidelines.
 - (a) Rather than using a percentage of time measure, a better indicator would be correspondence between the content the test is intended to measure and the type of curriculum for the students. Students who are working toward outcomes other than those measured by the assessment (e.g., functional skills) should participate in an alternative form of assessment. The type of curriculum rather than the setting should be the factor that determines the nature of assessment.
 - (b) Rather than referring to the IEP, it would be better to identify skills needed to take the assessment. School building administrators could be provided with a checklist of factors to consider in making inclusion/exclusion decisions.
8. Students with disabilities need to be included during the item development process for NAEP and state assessments. Their participation will provide test developers with information on ceiling and floor effects, and assist them in the identification of items that are problematic without adaptation.
9. The notion of assigning zero scores to students who are excluded from testing was not considered acceptable. The possible use of "imputation of scores" needs to be carefully researched before being implemented within large-scale assessments of students with disabilities. Care must be taken not to assume that students with a particular disability label (e.g., learning disability – LD) are homogeneous. For such heterogeneous groups, use of traditional characteristics may be inappropriate. Further, to be consistent with the principle of inclusion, students with disabilities must be actually assessed. Therefore, imputation of scores and score distribution characteristics from nonassessment data should be discouraged.
10. There are three types of students with disabilities with regard to assessment: those who can take large-scale assessments with no accommodations, those who can be included with adaptations/accommodations, and those who need alternative assessments. The first group can be included now, and some are included already. Many in the second group can be included with very minor adaptations (e.g., testing in separate setting) that should not interfere with test validity. However, significant work needs to be devoted to developing accommodations for those in the second group who cannot now be included and to developing alternative methods for gathering data on the performance and achievement of students who are unable to participate in regular assessments.

11. Students with disabilities must be included in all reporting of results. Scores could be reported for subgroups of students: students without disabilities, students with disabilities who took the test with no accommodations, students with disabilities who took the test with accommodations, and students with disabilities who took an alternative measure (assuming one were developed). Data could then be aggregated and reported separately by subgroup or for combinations of subgroups. This was viewed as a temporary solution to the inclusion and adaptation challenges. It was hoped we can move quickly to the day when accommodations become invisible means to enable students to participate in assessments, and data could be reported for all students in aggregate.
12. There ought to be an immediate move to (a) encourage school districts to include in NAEP more students with disabilities who do not need accommodations, and (b) permit modifications that should not affect the validity of the test (e.g., testing in a separate room, use of magnifying glasses, etc.). It was recognized that testing in varied settings would have cost implications. It was suggested that funds be made available or reallocated from funds now directed toward general NAEP testing. ETS currently estimates the cost of such modifications on administration of the GRE, SAT, and other assessments. Estimates of the costs of test modifications at ETS are based on past experience in providing them over many years.
13. There is a need to monitor exclusion of students with disabilities. Large-scale assessments employ monitors to ensure that standardized procedures are followed. These monitors could also focus on sampling and exclusion decisions. The monitors should be tough and ask lots of questions about excluded students. It was also suggested that sanctions be applied to schools or states with large exclusion rates. As is done with states that do not have high enough school participation rates in NAEP, those with exclusion rates that are too high would not be included in reports of results.
14. There is an immediate need for follow-up studies of students excluded from participation in NAEP and other forms of large-scale assessment.
15. Some attention should be given to identification and delineation of factors that serve as incentives to excluding students with disabilities from testing. Then, efforts should be made to remove the incentives.

Recommended Guidelines for Making Inclusion Decisions

1. Include students with disabilities when trying out items in order to identify problematic item formats and the need for more items at the lower end, for example. In this way, instruments can be modified during the development phase (e.g., items dropped, modified, or added) to allow greater numbers of students with disabilities to participate meaningfully.

2. **Include all students with disabilities in taking some form of the assessment.** When a sampling procedure is used for an assessment, the sample must be representative of all students.
 - **Allow partial participation in an assessment.** Some assessments have components that could be completed by an informed respondent. Include students with disabilities in these component(s), even if they cannot personally complete a test.
 - **Use an alternative assessment for some students.** Those students whose curriculum differs significantly from the content of the assessment should be assessed on an alternative assessment. This decision about whether a student can participate in the regular assessment is to be made by responding to the questions on a checklist. A possible checklist is included in Appendix D.
3. **Include students with disabilities in the reporting of results.** Data on the performance of all students are needed. Therefore, scores must be reported for all students. Reports of results from students taking alternative assessments and from information provided by informed respondents should be included in these reports.

Recommended Guidelines for Making Accommodation Decisions

Not all students with disabilities will need accommodations during assessments. But modifications in assessments should be used when needed to increase the number of students with disabilities who can take tests. Accommodations and adaptations that teachers currently use with students during instruction and that are permitted by society should be used during assessments. Initially, it is possible to use modifications that:

- **Make a student more comfortable and secure in the test setting** (for example, using carrels, separate room administrations, etc.)
- **Do not destroy the validity of measures** (for example, amplification, magnification, large print version, Braille version, augmentative communication, sign language, word processor, etc.)

Other modifications that may raise questions about the technical characteristics of measures should be studied. These other types of accommodations and adaptations include:

- **Presentation alternatives** – audiocassette, oral administration
- **Response alternatives** – dictate to scribe, Braille writer

- **Setting alternatives** -- individual administration, hospital administration
- **Timing/scheduling alternatives** -- extended time, multiple test sessions

As new technologies and procedures for accommodations and adaptations are developed, they should be subjected to validation research with an eye for inclusion in the array of possible accommodations and adaptations for instruction and testing.

Recommendations for Monitoring

Monitor adherence to the intent of the guidelines, giving strong incentives so that no student is excluded who could participate if accommodations and adaptations were used. Do this by requiring a specific person in the district to sign off for each student who does not participate in the regular assessment and by requiring that the student complete an alternative assessment or by requiring that someone provide information about the student's achievement. In addition:

- **Conduct and report results of follow-up studies of currently excluded students** to verify that these students could not participate in the assessment with reasonable modifications.
- **Remove incentives for exclusion** by not reporting the results for states that exclude a defined percentage students with disabilities.
- **Set up a panel to review requests for new forms of testing modifications** so that decisions can be made about the reasonableness of the requested modifications, or a decision made about the need for research.

Where Do We Go from Here?

The following actions were suggested:

1. Those in attendance at the meeting agreed to respond within one week to the content of the NCES discussion draft on assessing students with disabilities and limited English proficiency.
2. We need to keep working toward inclusion of students with disabilities in the nation's report card. NCES personnel should strongly encourage states to include students with disabilities in NAEP. They should be serious about the "when in doubt, include" notion. OSERS might prepare a letter that would be included with the NAEP materials indicating the importance of including students with

disabilities. NCES will monitor the extent to which students with disabilities are included.

3. NCEO should make available to the National Assessment Governing Board (NAGB), the Education Information Advisory Committee (EIAC), and the Association of State Assessment Personnel (ASAP) a copy of this summary of the March 9-10 meeting. NCEO personnel should strive to meet with representatives of these groups to present a summary of the recommendations from this meeting.
4. NCEO should communicate the results of this meeting to the American Psychological Association Committee on Psychological Tests and Assessments (COPTA) and solicit their reaction.
5. OERI and OSEP should include in their research priorities a set of research questions like those generated at this meeting. These questions focused on demographics, technical issues, implementation concerns, outcomes/consequences of assessment, and policy issues. The specific questions, in their modified form (based on meeting discussions), are presented in Appendix E.

APPENDIX A

List of Meeting Participants and Observers

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APPENDIX B

NCEO Document "Guidelines for Inclusion of Students with Disabilities in Large Scale Assessments"

[This document was provided to participants prior to the
meeting as a stimulus for discussion]

Guidelines for Inclusion of Students with Disabilities in Large Scale Assessments

Background

Students with disabilities have been excluded to an unreasonable extent from large scale assessment programs at national, state, and local levels. Large scale assessment programs of note include the National Assessment of Educational Progress (NAEP), our nation's "report card," state assessment programs, and school district assessments that are used to describe the performance of all students in a given location (the nation, a state, or a school district).

One of the implications of this exclusion practice is that students who are left out of assessments tend not to be considered during reform efforts. Another is that estimates of performance for states on such assessments as NAEP are not comparable because of differential participation rates (e.g., 1990 Trial State NAEP exclusion rates from 33% to 87% of students with disabilities).

A common type of guideline is the one used by NAEP. This guideline has been adopted by many states for their own assessment programs. It reads:

Students on Individual Educational Plans (IEPs) may be excluded if "The student is mainstreamed less than 50 percent of the time in academic subjects and is judged to be incapable of taking part in the assessment or the IEP team has determined that the student is incapable of taking part meaningfully in the assessment"

This guideline now has been the target of much criticism. But, of course, the guideline is not the sole source of exclusion. There are actually many factors that underlie the exclusion of students with disabilities from large scale assessments. They include:

- The use of **vague guidelines** that allow local decisions to be made about the participation of students who are on Individualized Educational Plans (IEPs)
- The **differential implementation** of guidelines
- The **failure to monitor** the extent to which the intent of the guidelines is followed
- **Sampling plans** that systematically exclude students who are in separate schools and students who are not in graded programs
- An **unwillingness to make accommodations** in assessment materials and procedures that will enable some individuals to participate
- An **altruistic motivation** to lessen the emotional distress to the student who is not expected to perform well

Rationale for Developing Guidelines

An underlying premise is that large scale assessment programs should include as many students with disabilities as possible without destroying desired technical characteristics, given the purpose of the assessment. A consistent set of guidelines is needed. It should have three components:

- **Guidelines for inclusion**
- **Guidelines for accommodations and adaptations**
- **Monitoring system to ensure adherence to guidelines**

Alternative Approaches to Including Students with Disabilities

Not all large scale assessment programs use the same approach to the inclusion of students with disabilities. States, in particular, vary considerably in both the guidelines they have for making decisions about the participation of students with disabilities in assessments and for determining what accommodations and adaptations are used during assessments. Furthermore, several individuals have considered the issues and made recommendations about best practice. The following array of approaches, which is neither an all-inclusive list nor a list of mutually exclusive alternatives, provides a basis for constructing an approach that might be used for all large scale assessments.

Alternative 1: Exclude any student who is on an IEP, using the documentation of success on the IEP as a substitute for performance on the assessment

Alternative 2: Include students who are in X mainstream classrooms for Y --
2a: Define the X as a type of mainstream class (usually, academic)
2b: Define the Y as a percentage of school time (usually, 50%)
2c: Define the Y as a number of classes
2d: Define the Y as a number of credits

Alternative 3: Include an individual student based on the opinion of --
3a: IEP team (with or without requirement that it be written on the IEP)
3b: Teacher (special education or other teacher)
3c: School administrator
3d: Parent
3e: Student

Alternative 4: Make decisions about participation based on the category of disability (e.g., students with learning disabilities participate, students with significant visual impairments do not participate, etc.)

Alternative 5: Make decisions about participation based on exposure to the content of the curriculum assessed

Alternative 6: Make decisions about participation based on the extent to which the test will yield a valid and reliable measure of the student's performance

Alternative 7: Make decisions about participation based on the extent to which accommodations can be made without undue cost

Alternative 8: Include all students in the accountability system, with most in the regular large scale assessment and the remaining X% percentage of students with disabilities in an alternative accountability system
8a: Use the 2% figure for X%, also designating that this should include only those students with the more severe cognitive disabilities (2% based on KY guidelines)
8b: Develop an alternative accountability system based on IEPs, portfolios, or other strategies for the 2%

Alternative 9: Give all excluded students a "0" on the assessment and include them within the denominator when calculating averages, etc.

Each of these alternatives has advantages and disadvantages associated with it. Some rely too strongly on the opinion of one or more individuals whose opinions may be biased by unrelated issues. Some are too arbitrary, and not linked to the way students are currently served in schools. It is possible that legal

issues could make some options problematic. For example, if a large scale assessment has consequences for the student, issues of access and accommodations will have to be addressed. Other considerations impinge on these alternatives as well. For example, many large scale assessment programs do not now make adequate differentiations among student performance at the lower end of performance. With the inclusion of more students who typically have performed at the lower end of the scale on large-scale assessments, it is likely that there will be a need for greater differentiation at this lower end. It is important to consider all of these factors in interaction when constructing the best approach.

Recommended Practice

Based on interactions with numerous policymakers, assessment personnel, disability advocates, and others, the following is recommended as a set of guidelines for large scale assessment programs to use to include students with disabilities in their assessments.

Inclusion: Including students with disabilities in large scale assessments needs to occur at three points: (1) instrument development, (2) instrument administration, and (3) reporting of results.

1. **Include students with disabilities when trying out items** in order to identify problematic item formats and the need for more items at the lower end, for example. In this way, instruments can be modified during the development phase (e.g., items dropped, modified, or added) to allow greater numbers of students with disabilities to participate meaningfully.
2. **Include all students with disabilities in "taking" some form of the assessment.** When a sampling procedure is used for an assessment, the sample must be representative of all students.
 - **Allow partial participation in an assessment.** Some assessments have components that could be completed by an informed respondent. Include students with disabilities in these component(s), even if they cannot take a test.
 - **Use an alternative assessment for some students.** Allow up to 2% of the student population or the population sample to participate in an assessment that is developed as an alternative to the regular assessment. These students should be those with the most severe cognitive disabilities. As a first step in setting up an alternative accountability system for these students, require the completion of a form containing functioning level information beyond that typically required on "excluded student" forms in large scale assessment.
3. **Include students with disabilities in reporting of results.** Data on the performance of all students are needed. Therefore, scores must be reported for all students. Reports of results from students taking alternative assessments and from information provided by informed respondents should be included in these reports. If a student is excluded from testing for any reason, that student should be given a score of zero.

Accommodations and Adaptations: Not all students with disabilities will need accommodations during assessments. But modifications in assessments should be used when needed to increase the number of students with disabilities who can take tests. Accommodations and adaptations that teachers currently use with students during instruction and that are permitted by society should be used during assessments. Initially, it is possible to use modifications that:

- **Make a student more comfortable and secure in the test setting** (for example, using carrels, separate room administrations, etc.)

- **Do not destroy the validity of measures** (for example, amplification, magnification, large print version, Braille version, augmentative communication, sign language, word processor, etc.)

Other modifications that may raise questions about the technical characteristics of measures should be studied. For example, other types of accommodations and adaptations include:

- Presentation alternatives -- audiocassette, oral administration
- Response alternatives -- dictate to scribe, Braille writer
- Setting alternatives -- individual administration, hospital administration
- Timing/scheduling alternatives -- extended time, multiple test sessions

As new technologies and procedures for accommodations and adaptations are developed, they should be included in the array of possible accommodations and adaptations for instruction and testing.

Monitoring: Monitor adherence to the intent of the guidelines by making sure that no student is excluded who could participate if accommodations and adaptations were used. Do this by requiring a specific person in the district to sign off for each student who does not participate in the regular assessment and by having the student complete an alternative assessment or having someone provide information about the student. In addition:

- **Conduct follow-up studies of excluded students** to verify that these students could not participate in the assessment with reasonable modifications, and report the results of the follow-up studies.
- **Remove incentives for exclusion** by assigning zero scores to all students who are excluded from assessments.
- **Set up a panel to review requests for new forms of testing modifications** so that decisions can be made about the reasonableness of the requested modifications, or a decision made about the need for research.

Resources for Further Information

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Willingham, W. W., Ragosta, M., Bennett, R. E., Braun, H., Rock, D. A., & Powers, D. E. (Eds.). (1988). Testing handicapped people. Boston: Allyn & Bacon.

Ysseldyke, J. E., & Thurlow, M. L. (1993). Views on inclusion and testing accommodations for students with disabilities (Synthesis Report 7). Minneapolis: National Center on Educational Outcomes.

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APPENDIX C

March 9-10 Meeting Agenda

Agenda

Working Meeting
March 9-10, 1994

Guidelines for Inclusion and Accommodations in Large Scale Assessment Programs

March 9, 1994

- 9:00-10:00** **Opening Comments**
- Jim Ysseldyke, NCEO**
Emerson Elliott, NCES
Tom Hehir, OSEP
- Introduction of Participants**
- 10:00-10:15** **Break**
- 10:15-12:00** **Discussion of Guidelines for Making Inclusion Decisions**
- 12:00-1:00** **Lunch**
- 1:00-2:45** **Discussion of Guidelines for Making Accommodation Decisions**
- 2:45-3:00** **Break**
- 3:00-4:00** **Brainstorm Ideas for Research on Technical Consequences of Test Modifications**

March 10, 1994

- 9:00-10:00** **Presentation of Framework Derived from Brainstormed Ideas**
- 10:00-12:00** **Discussion of Research Framework**
- 12:00 - 1:00** **Lunch**
(Summary of Guidelines for Inclusion and Accommodations, and Overview of Research Needs)

APPENDIX D

Possible Checklist for Making Decisions on Inclusion of Individual Students with Disabilities

[NAEP is used as an example in this checklist]

Note: This checklist was developed as an example of what might be used. It was developed without first-hand knowledge of NAEP items.

In addition, certain assumptions were made when this checklist was compiled. The primary assumption is that the initial pool for sampling would include all students, even those in separate rooms and separate buildings. The recommended steps for achieving this are as follows:

1. Make a roster of all students in your school attendance area. This should include students who are attending separate schools (such as schools for students who are deaf, residences for students with psychiatric disorders, etc.)
2. Do your selection of the NAEP sample using this roster.
3. Make a list of students you believe should be excluded or for who accommodations should be made.
4. Complete the attached forms for each student.
5. Reach your decision and record it.

NAEP Inclusion Checklist

Student Name _____

School _____

Directions: Answer the following questions for student identified above. Be sure to complete all sections of the worksheet.

Section I: Assessment Requirements

1. Can the student work independently? Yes No
2. Can the student work with 25 to 30 other students in a quiet setting? Yes No
3. Can the student work continuously for 20 to 30 minute periods? Yes No
4. Can the student listen and follow oral directions given by an adult or an audio tape? Yes No
5. Can the student use paper and pencil to write short-answer or paragraph length responses to open ended questions? Yes No
6. Can the student understand and answer questions in a multiple choice format? Yes No
7. Can the student read at a ____ grade level without special arrangements? Yes No

Note: Questions regarding any unique requirements of the particular content area, (i.e., reading, mathematics, science) would be included here as well

Section II: Testing Accommodations and Adaptations

Directions: If answering "No" to any question above, go to the attached Accommodations Checklist and follow its directions. If answering "Yes" to all questions above, proceed to Section III and select the first option.

Section III: Decision Summary

Directions: Based on your considerations, select one of the following recommendations. *When in doubt, always choose in favor of inclusion.*

- The student should be given the NAEP Assessment without any special accommodations.
- The student should be given the NAEP Assessment with the accommodations identified on the attached Accommodation Checklist.
- The student should be given an alternative assessment.

Adaptations and Accommodations Checklist

Directions: To address those areas answered "No" in Section I, consider the following list of adaptations or accommodations, and do one of the following:

1) Check those accommodations that would allow the student to successfully complete the assessment. (Remember to select only the minimal number of accommodations that would be necessary.) Then proceed to Section III and select the second option.

- or -

2) Check the "None of the above" statement. Then proceed to Section III, and select the third option.

Presentation Accommodations

- Braille edition of test
- Use of magnifying equipment
- Large-print edition of test
- Oral reading of directions
- Signing of directions
- Interpretation of directions
- Other _____

Response Accommodations

- Marking response in test booklet
- Using template for responding
- Pointing to respond
- Giving response orally
- Giving response in sign language
- Using typewriter for responding
- Using computer for responding
- Receiving assistance and interpretation with responses
- Other _____

Setting Accommodations

- Testing alone in test carrel
- Testing with small group
- Testing at home
- Testing in special education/language classroom
- Other _____

Timing Accommodations

- Extended time
- Shorter version of test
- More frequent breaks during testing
- Extended testing sessions over several days
- Other _____

- None of the above accommodations would assist the student in successfully completing the exam.

APPENDIX E
Proposed Research Questions

Possible Research Questions

March 9-10, 1994

(Letters in parentheses indicate the categories into which questions were organized during the meeting: C = Consequences, D = Descriptive, I = Implementation, P = Policy, T = Technical)

Exclusion Policy/Decision Making

1. What are the incentives that drive inclusion/exclusion of students with disabilities? (D)
2. What are the characteristics of students who are excluded from NAEP? (D)
3. What does an assessment system that includes all kids look like? (T)
4. What is the degree of assessability of students who have IEPs and LEPs (or misclassified students)? (T)
5. What is the operational and technical feasibility of including students from ungraded programs and special facilities, and youth out of school? (I)
6. What are the students' perceptions of the testing experience? (C)
7. What are characteristics of kids excluded? (P)
8. What is an acceptable exclusion level? What are the merits and limitations of specific levels? (P)

Adaptation/Accommodations

1. What types of accommodations are made in the work place (especially technology) and what are their effects on assessment? (D)
2. What types of instructional accommodations are made for students with disabilities? (D)
3. What is the relationship between testing and instructional accommodations? (D)
4. What are the effects of accommodations and adaptations on test validity for all students by content domain? (T)
5. What are the effects of using trained versus non-trained staff and/or internal versus external staff (scribes, etc) on NAEP results? (T)
6. Would using accommodations be incentives for schools to increase participation rates of students with disabilities? Or are some (e.g., longer time) disincentives? (I)
7. What are the costs of implementing accommodations, alternative assessments, and imputing data? (I)
8. What are the characteristics of students who can take the test without accommodations? (C)

Alternate Assessment

1. What are the effects of out of level testing? (T)
2. Which types of alternative assessments make sense for students with disabilities, and which ones should be used in particular situations? (T)
3. Are there ways to use portfolio assessments to make statements about what students know and can do? And how does this compare to NAEP? (T)

4. To what extent is there a need for out of level testing for students with disabilities? (I)

Monitoring

1. What are the monitoring strategies being used? (I)
2. What are the effects of different types of monitoring strategies? (I)
3. What are the possible effects of negative strategies for monitoring NAEP? (C)

Reporting/Use

1. In what ways do differential patterns of inclusion/exclusion affect comparability of state NAEP, NAEP, and IAEP? (T)
2. What are the assessment implications of Goals 2000, and what is their impact for students with disabilities? (I)
3. Are we getting a clearer picture about total population.-- information that will help us make decisions that help kids? (C)
4. Should performance standards be the same or different for students with disabilities? (P)

Technical Aspects of Estimating Distribution Properties

1. What are some appropriate technical approaches for sparse matrices and probability sampling? (T)
2. How can we get population estimates for groups of students? (T)
3. Can we use more extensive assessments of special education populations to help make imputations for students with disabilities? (T)
4. What is the impact of changing NAEP (through greater inclusion and/or use of accommodations) on trend analyses? (T)

Validity of Interpretations

1. What are the effects of various accommodations (including time extensions) on score meaning? (include identifying the accommodations that have no effect) (T)
2. What are the effects of standard NAEP tasks (performance or not) on score meaning for students with disabilities? To what extent does test bias occur when tests developed for general populations are used with special populations? (T)
4. What is the curricular validity of NAEP for students with disabilities? (T)