In 2014–2015, the number of states allowing the read-aloud accommodation on English language arts tests will rise from 11 to over 35. Given this increase, states should develop tools for monitoring its implementation.

Not until the 1997 amendments of the Individuals with Disabilities Education Act (IDEA) were schools required to include students with disabilities in statewide achievement testing. As the US Department of Education (ED) Office of Special Education and Rehabilitation Services explained, “assessment is an integral aspect of educational accountability systems that provide information which benefits individual students by measuring individual progress against standards or by evaluating programs.”

If schools exclude students with disabilities from participating in statewide assessments, educators and parents lose valuable data about the students’ strengths and weaknesses, as well as information on how well schools are educating students with disabilities.

Accommodations are a tool to provide access to testing for students with disabilities by allowing for changes to the standardized administration of an assessment. To truly be an accommodation, the change must not modify what is being measured (i.e., the underlying construct). Further, accommodations should be tailored toward a student’s documented disability, meaning that a student should be given appropriate accommodation(s) given documented needs but should not be given more. The decision of which testing accommodation(s) is(are) appropriate for a student is determined by the student’s Individualized Education Program (IEP) team, comprised of people knowledgeable of the student and typically including the student’s classroom teacher(s) (general education and special education), the school psychologist or educational diagnostician, related service providers, and the student’s parents or guardians. Testing accommodation(s) are then written into the student’s IEP and followed accordingly.

The purpose of an accommodation is not to provide an advantage but to mitigate the effects of a student’s disability, allowing her to demonstrate what she knows and can do. Most would agree that a student who is blind should be provided the test in braille; a student who has disabilities that make concentration difficult should take the test in a distraction-free environment such as a quiet room.

One accommodation that is controversial, however, is allowing test items or passages on an English language arts (ELA) assessment to be read aloud to the student during the test administration. The controversy surrounding the read-aloud accommodation relates to two matters: the validity of the test score and the possible overclassification of students eligible for the accommodation.

Since a change in administration conditions is only considered an accommodation if it does not change what is being measured, reading a test item or passage aloud on an ELA test is controversial, in part, because research results on the relationship between use of the read-aloud accommodation and its effect on the measured construct are mixed. For example, decoding is often considered a necessary component of reading comprehension, so use of the read-aloud accommodation when measuring reading comprehension may change the underlying
In other assessment contexts, however, some research suggests that the accommodation may not necessarily change the underlying construct. Due to this lack of consensus within the research base, careful assessment-specific validity research is needed to ensure that there will be no change to the construct being measured. A necessary component to that research is the careful articulation of the construct the assessment is claiming to measure, and each assessment would need discrete validity studies.

The potential for overclassification has also been a problem for some states that have implemented the read-aloud accommodation in ELA. For example, during the District of Columbia’s No Child Left Behind (NCLB) peer review process, officials acknowledged that the read-aloud accommodation was overused: students who did not need the accommodation received it. DC officials agreed to reduce the number of students receiving the accommodation by half in 2009 and discontinue its use altogether by 2010. None of the students receiving the accommodation in 2009 were counted toward DC’s participation rate for Adequate Yearly Progress determinations because DC officials acknowledged that there was insufficient evidence to support the accommodation’s use.

Despite the potential for misuse resulting from overclassification, and provided that appropriate validity studies support its use, the read-aloud accommodation can have many benefits, including a better representation of student learning outcomes and increased student engagement during testing. In 2014–2015 the number of states allowing the read-aloud accommodation on an ELA test will rise from eleven to over thirty-five for at least some grade levels. Given this increase, states should develop tools for monitoring its proper implementation.

This report provides guidance to states and districts on how to properly monitor the implementation of the read-aloud accommodation for ELA testing. First, the report provides three possible models, informed by current state and federal policies, for such monitoring. Second, the report provides recommendations to IEP teams responsible for selecting accommodations. This advice includes guidance on professional development, suggestions to use the accommodation in both instruction and assessment, and recommendations to evaluate the accommodation’s use after the assessment.

**Models for Monitoring Implementation**

To develop models for monitoring implementation of the read-aloud accommodation for ELA testing, we first conducted a review of existing state accommodations policies in June 2013. Of the fifty states and the District of Columbia, only eleven permitted the use of the accommodation for ELA testing in at least some grade levels. With one exception, there was no publicly available information on how the states monitored eligibility. Therefore, we also looked to select federal models. We identified three models—state approval, the one percent rule, and NAEP flagging—for how states could monitor the implementation of the accommodation. Each model has advantages and disadvantages.

**State Approval Model**

State approval requires that the state education agency review the use of the accommodation. For example, in Hawaii, the state’s Student Assessment Section must approve the use of each read-aloud accommodation for ELA testing. In 2012, only three of the state’s 10,004 students with disabilities were deemed eligible. Hawaii is unique in that there is only one school district within the state and its total testing population is under 100,000.

A thorough review of the use of the read-aloud accommodation for ELA testing ensures its proper use. However, for states with much larger populations, requiring state officials to approve each use of the accommodation likely would strain staff capacity.

A more practical model would require limited state approval. In the early years of implementation, approval could be limited to districts with a large percentage of students identified as eligible for the accommodation compared to the state average, shifting in subsequent years to districts with large year-to-year changes in the number of students eligible for the accommodation. The reason for examining changes in subsequent years is because disability incidence rates are likely not random. Families with a student with severe decoding problems may seek out a district that has a robust program for serving students with decoding problems and that serves a disproportionate number of students with the same type of disability.

The state approval model requires districts to identify eligible students annually and send the list of eligible students to the state department of education. The state would then review the aggregate data and flag districts with high rates of use or large year-to-year changes. Flagged districts would submit documentation to the state in support of the use of the accommodation for each identified student. The state would then have the authority to approve or deny the use of the accommodation and provide the opportunity for appeal. In lieu of or in addition to the third step, states could also monitor districts at random and require the selected districts to submit documentation for approval. Figure 1 outlines this state-monitoring process.
Step 1: Districts identify students and send list to state.

Step 2: State reviews aggregate data and flags districts with high rates of use.

Step 3: State reviews and approves or denies accommodation use for each student in the flagged districts.

Step 4: State conducts optional random monitoring.

Figure 1. State approval process

The advantage of such a plan is that it provides greater oversight by the state. Given the limited applicability of the accommodation (see the one percent rule model below), there would likely be few eligible students. The disadvantage is that certain districts may naturally attract students with this disability due to strong programs designed to serve these students. In the early years those districts will likely be flagged to submit documentation, increasing the burden on state staff.

One Percent Rule Model

A second option is to set a cut point and only that percentage of students would be counted as participating in the assessment. This model’s name comes from the US Department of Education’s regulations for assessing students with the most significant cognitive disabilities. The regulations state that if more than 1% of all students tested within a district are assessed on alternate achievement standards, those students are not counted as participating in the assessment for accountability purposes. The participation rate is important given that 95% of the students within a district must participate in testing; otherwise, the district fails to meet the Adequate Yearly Progress standard.

As applied to monitoring the use of the read-aloud accommodation for ELA tests, states would set a criterion, and districts exceeding the percentage would not be able to count all of the scores for participation. The challenge of this model is setting the criterion. States are required to report the number of students with disabilities as part of federal reporting; however, the reporting subgroups include general categories such as “specific learning disability” or “multiple disabilities” and do not indicate more specific diagnoses like “severe decoding disability.” Likewise, we were unable to locate reliable data suggesting the prevalence of the severe decoding disability.

A starting point for developing the criterion is how many students currently receive the accommodation. We contacted states currently using read-aloud accommodation for ELA testing. Five states responded. Two of the states did not collect the information and were unable to provide rates. For the remaining three, rates of use were 0.03%, 0.63%, and 11.9%, respectively, of students with disabilities (among all test takers in the respective states, the rate ranged from 0% to 0.97%). Likewise, Massachusetts has publicly stated that a little more than 1% of its students receive the accommodation. Given the limited state responses, it is difficult to set an absolute criterion. As the accommodation is designed to be limited in scope, a percentage less than 1% would likely be appropriate, but more work is needed to determine an appropriate criterion, particularly as some states are not collecting information to evaluate the accommodation’s use.

An advantage of the one percent rule model is that it provides districts and states a clear directive on roughly the percentage of students who should qualify for the accommodation. It also provides a substantial incentive—accountability determinations—to ensure that while some students may be inappropriately provided the accommodation, students would not be substantially over-identified. The disadvantage of the model is the actual setting of the criterion. As mentioned, there is little data to guide the decision, and more research is needed to ensure that the criterion would not be set arbitrarily.

NAEP Flagging Model

A third option for monitoring accommodation use is based on the National Assessment of Educational Progress (NAEP). Concerned about states improperly excluding students with disabilities from participating in NAEP, the National Assessment Governing Board began flagging states where the proportion of all students excluded from any NAEP sample exceeded 5%. The flagged inclusion information is published in the reports, often as appendices.

The NAEP model has no enforcement mechanism other than through public reporting. As participation in NAEP is voluntary for students and no student scores are produced, the lack of enforcement is appropriate. For state accountability purposes where student scores are given, there should be a tougher monitoring mechanism. Thus, the NAEP flagging model is not an ideal mechanism for monitoring the use of the read-aloud accommodation for ELA testing.

Recommendations for IEP Teams

The IEP or 504 team is responsible for determining which accommodations a student will use during instruction and assessment. As the read-aloud...
accommodation has not previously been allowed on ELA assessments in most states, the introduction of the accommodation could present complications for IEP teams and students. After states determine an appropriate model for identifying students eligible for the accommodation, district and school personnel should begin thinking about its implementation. States, districts, and members of IEP teams should consider the following recommendations prior to the introduction of a read-aloud accommodation for ELA testing.

**Increased Professional Development**

A crucial step in implementing the read-aloud accommodation for ELA testing is ensuring that educators and administrators are trained in the proper use and administration of the accommodation. While professional development on how to properly administer the accommodation is obviously important, there are other areas in which educators, administrators, and other members of IEP teams should be trained prior to using the read-aloud accommodation.

In discussing proper monitoring of accommodations, the National Center on Educational Outcomes argued that schools and districts should ask whether “decision makers have information on how to make decisions to choose appropriate accommodations.” Training for decision-making teams is an important part of monitoring the proper use and implementation of any accommodation, read-aloud for ELA testing included. Past research has shown that practitioners felt more confident in their ability to make decisions about the appropriateness of assessment accommodations after receiving decision-making training and practice.

As previously mentioned, professional development on how to properly administer the read-aloud accommodation for ELA testing is also important. Because so few states previously allowed this accommodation to be used during state assessments, state education agencies and local education agencies will have to make sure to provide training in administering the accommodation in accordance with accommodations policies and manuals for the new assessments. For states that already allowed the accommodation, professional development should include information about how accommodations policies and procedures for the new assessments may differ from current or previous state policies and procedures.

Finally, states and districts must determine the format(s) they will use to train faculty and staff to administer the read-aloud accommodation for ELA testing. States should strive for consistency of accommodation eligibility across all state settings. The following questions could be used to guide these decisions:

- What training materials will be available to those who attend professional development?
- Will these resources be made available to attendees and non-attendees alike, such as on a state website?
- Will training opportunities such as online videos, webinars, and other formats be available for interested faculty and staff who live in rural or underserved areas?

**Use of Accommodation During Instruction and Assessment**

Ideally, any accommodation provided to a student during typical classroom instruction should also be provided during assessment, and vice versa. For instance, if a student will be assessed using a computerized text-to-speech system, then accommodations used for instruction should also allow the student text-to-speech access. The Council of Chief State School Officers (CCSSO) *Accommodations Manual* says that IEP teams should consider “consistency between accommodations documented in the standards-based IEP used for classroom instruction and those used on assessments.”

However, maintaining consistency is neither always possible nor always desirable. Test accommodations must also be designated in light of validity and fairness implications and applicable federal and state laws. Students in some states may be restricted by state assessment policies from using the read-aloud accommodation during instruction. IEP teams must consider such practical considerations while also trying to maintain consistency between instruction and assessment accommodations. Thus, consistency between instructional and assessment accommodations is an important consideration for educators, administrators, and other members of IEP teams as they seek to meet both the specific instructional and assessment goals of students given practical constraints.

Another important consideration for IEP teams planning instructional and assessment accommodations is the ultimate goal of student independence. An IEP team should always choose accommodations that will support this goal in the least intrusive manner—that is, the team should select a level of support that will allow the student to demonstrate the skill being learned and assessed in the most independent manner possible. As the student progresses in his or her education, instructional and assessment accommodations should be evaluated to determine whether these accommodations still allow the student to demonstrate a skill in a way that is as independent as possible and that provides evidence of a student’s fluency in performing the skill.

The importance of teaching students how the read-aloud accommodation for ELA testing will be used before the assessment cannot be understated. The CCSSO *Accommodations Manual* states that “accommodations should not be used for the first time on a state
test,” recommending that schools “address these instructional concerns ahead of state assessment.” Schools should plan time for students to learn new accommodations, including the read-aloud accommodation for ELA testing, and ensure that students know how to use an accommodation that is provided as part of a technology-based platform. Educators should make sure that students have opportunities to practice tests using the designated platform. They should also allow opportunities to use selected accommodations during practice.

**Post-Assessment Evaluation of Accommodation**

Faculty and school personnel should always evaluate the use of an accommodation after the assessment is complete. It will be particularly important for IEP teams to evaluate the use of the read-aloud accommodation for ELA testing to determine whether the accommodation was used appropriately and if its use allowed for the meaningful participation of the student.

IEP teams should use several methods of data collection to gather information about the use of the accommodation. Data may be collected using the following sources: direct observation of test administration; posttest interviews with students, teachers, and administrators; and review of school or district records to learn more about consistency between accommodation use for instruction and for assessment.

Local education agencies, and state education agencies should ensure that professional development in appropriate evaluation methods is available for teachers and staff who have not previously used or evaluated the use of the read-aloud accommodation for ELA testing. Any training should include information about a state’s policies regarding evaluation of accommodations.

Finally, IEP teams must document inappropriate use of the read-aloud accommodation for ELA testing. Members of the IEP team should determine whether proper procedures were followed during the use of the accommodation and should document any instances in which practice deviated from protocol. States should then use this information to recognize patterns of inappropriate use that may exist.

**Conclusion**

As states begin to adopt the read-aloud accommodation for ELA testing, it is important that states first identify which students need the accommodation and then monitor its implementation to ensure that the test scores accurately reflect a student’s academic strengths and weaknesses.

This report describes several models that states may adopt to monitor implementation. The recommended models include:

1. State approval of accommodation use for districts with disproportionate numbers of students eligible for the accommodation.

2. A set cut point that only allows a percentage of students to be counted as participating in the assessment for accountability purposes.

A third model, flagging districts with high rates of students receiving the accommodation, lacks a forceful monitoring mechanism to be effective and is not recommended. Regardless of the model chosen, states need to collect information about the appropriate use of this as well as other accommodations. The first step is keeping record of which particular accommodation or set of accommodations a student receives.

The report also provides recommendations for IEP teams who will be responsible for determining eligibility and ensuring that students have proper access to the accommodation in instruction. Adequate opportunities for training and professional development will be an important step toward proper implementation of the read-aloud accommodation, as will consistent implementation of the accommodation during both instruction and assessment. Finally, post-assessment evaluation of the read-aloud accommodation for ELA will allow IEP teams to monitor the use of the accommodation and determine whether its use allowed for the meaningful participation of a student with a disability.
An example from the District of Columbia

For instance, a student with a disability

Memorandum from Judith E. Heumann

Amendments to the Individuals with Disabilities

Notes


3 For instance, a student with a disability affecting her fine motor skills may need a pencil grip and extra time, but does not necessarily need a small group setting. The decision of which accommodations to provide will depend on the individual student's documented accommodations needs.

4 Occasionally, IEP teams will select alterations to the standard testing environment that are nonstandard alterations, often referred to as modifications. Modifications change the underlying construct being measured so that interpreting the meaning of the test score becomes difficult, as it is unknown whether the score represents the student’s knowledge or if it is due to the changes in the test setting. Examples of modifications can include providing a calculator on a mathematics computation assessment. If a student uses a modification, their scores may not be included for accountability purposes.

5 An example from the District of Columbia illustrates the complexity of the read-aloud accommodation for ELA. Initially, DC allowed the use of the read-aloud accommodation on the DC CAS state reading assessment. When DC submitted materials to the ED for No Child Left Behind (NCLB) peer review, the testing program failed to meet the NCLB technical requirements, partially due to the use of the read-aloud accommodation. The ED would not approve DC's testing plan until the District provided evidence that the construct (i.e., reading) was not altered by the accommodation as well as an "examination of the impact of the read-aloud accommodation on the scores of students with disabilities." Memorandum of Agreement Under Title 1 of the Elementary and Secondary Education Act Between the United States Department of Education and the District of Columbia Office of the State Superintendent of Education, October 1, 2008.

6 In 2009, DC acknowledged that the read-aloud accommodation was overused and agreed to reduce the number of students receiving the accommodation by half in 2009 and then discontinue the use of the accommodation in future years. The students above the 50% threshold were not counted toward the state's participation rate for Adequate Yearly Progress determinations for 2009. Letter from Alexander Goniprow, Deputy Assistant Secretary for Management and Planning, US Department of Education, to Deborah Gist, State Superintendent for Education, Office of the State Superintendent of Education, January 15, 2009.


9 Goniprow to Gist, January 15, 2009.

10 Ibid.

11 Bolt and Roach found that the read-aloud accommodation increased students' abilities to maintain attention, remain appropriately paced, and remain socially and emotionally engaged. They also found that the use of read-aloud accommodation decreased disruptive behavior and frustration among some students. Sara E. Bolt and Andrew Roach, *Inclusive Assessment and Accountability: A Guide to Accommodations for Students with Diverse Needs* (New York: Guilford, 2009).

12 Not all of the states allow the accommodation at all grade levels.

13 In April 2013, the PARCC testing consortium announced that it would allow read-aloud accommodations for a limited number of students with disabilities on the ELA assessment. The accommodation is limited to a student who has "blindness or a visual impairment and has not learned braille; OR a disability that severely limits or prevents him/her from accessing printed text, even after varied and repeated attempts to teach the student to do so . . . OR [s] deafness or a hearing impairment and is severely limited or prevented from decoding text due to a documented history of early and prolonged language deprivation." PARCC, *PARCC Accommodations Manual* (Washington, DC: Achieve, 2013). Five of the PARCC states previously allowed the read-aloud accommodation in ELA. In September 2013, the Smarter Balanced Assessment Consortium approved the use of the read-aloud accommodation for ELA testing only for grades 6–8 and 11. Smarter Balanced Assessment Consortium (SBAC), *Usability, Accessibility, and Accommodations Guidelines* (2013): 18. http://www.smarterbalanced.org/wordpress/wp-content/uploads/2013/09/SmarterBalanced_Guidelines_091113.pdf.

14 The SBAC is only allowing the read-aloud accommodation for ELA testing in grades 6–8 and 11. Smarter Balanced Assessment Consortium, *Usability, Accessibility, and Accommodations Guidelines*, 18.
The states included: Georgia, Hawaii, Maryland, Massachusetts, Missouri, New York, South Carolina, Tennessee, Utah, Virginia, and Washington.

Hawaii Department of Education, Student Assessment Section, "Accommodations for the HSA" (n.d.), http://sas.sao.k12.hi.us/STATE/SQAOSASWebsite.nsf/10d1a5575953d0e9082a2563c40001adab/ecd807a618cedd20a2579f90069a31?OpenDocument


See Thomas Parrish, Daniel Kaleba, Michael Gerber, and Margaret McLaughlin, Special Education: Study of Incidence of Disabilities (Washington, DC: American Institutes for Research, 1998), which found that severely disabled students were not randomly distributed throughout California.

SBAC provides guidance to states that only 1% to 2% of tested students should receive the read-aloud accommodation but does not suggest that states with higher percentages receive a penalty related to the percentage of students counted as participating. SBAC, Usability, Accessibility, and Accommodations Guidelines.

21 34 C.F.R. Part 200.1(d)

22 34 C.F.R. Part 200.20(c)


24 The SBAC accommodations manual states that the accommodation is appropriate for a very small number of students (estimated to be approximately 1–2% of students with disabilities participating in a general assessment) but the manual does not state how the estimation was calculated. SBAC, Usability, Accessibility, and Accommodations Guidelines, 18.


28 Training for educators can include: (1) identifying students eligible for accommodations by providing decision-making training for educators, (2) training educators by using a common format to properly administer the accommodation, (3) training educators in preparing students to become familiar with using the new technology/processes, and (4) collecting and evaluating data after the use of accommodation (observation, interviews, surveys).


34 There is a large research and practice gap as it relates to this concept. Some schools are unable to provide certain accommodations during assessment that they typically provide during instruction for reasons other than that they would be violating a construct (e.g., test security measures, lack of infrastructure within the test delivery system). Conversely, some schools use very few accommodations in the classroom; instead, they seek to use more accommodations than necessary during assessment in the hopes that this strategy will enhance student performance. Neither situation is ideal, though the former recognizes there are often reasonable constraints and multiple goals involved in both instruction and assessment settings.


37 Examples of data collection methods from Step 4 of Christensen, Thurlow, and Wang, Improving Accommodations; and Step 5 of Christensen, Carver, et al. Accommodations Manual.

38 See Christensen, Thurlow, and Wang, Improving Accommodations, 18.