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Governing Board

DRAFT SUMMARY RECORD

28th meeting of the PISA Governing Board

**2-4 November 2009
Istanbul, Turkey**

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DRAFT SUMMARY RECORD

28TH MEETING OF THE PISA GOVERNING BOARD

2-4 November, Istanbul, Turkey

Introduction

1. The 28th meeting of the PISA Governing Board was held on 2-4 November 2009 in Istanbul, hosted by the Turkish Ministry of National Education, Research and Development. The main objectives of the meeting were to:

- Provide directions for the development of PISA and related national and international programmes.
- Review the strategic, operational and managerial implications of the work programme for the new PISA 2012 assessment at national and international levels and establish milestones and key decision points for the PISA Governing Board and the international expert groups, agree on the composition of the expert groups, appoint a sampling referee, and finalise the technical standards for PISA 2012.
- Provide directions for the development of the framework for assessing mathematics in 2012.
- Exchange views with Education International, the international organisation of educational unions, on alternative models for analysing and representing countries' performance in PISA.
- Review and finalise the extended outline and the proposed data tables for the proposed report on initial results from the PISA 2009 assessment.
- Review a proposal to enhance capacity at an international level for conducting policy oriented analysis and dissemination based on PISA, and to decide whether to implement such a strategy for PISA 2012.
- Review progress with the PISA thematic reports and provide directions for their further development.
- Establish a budgetary framework for PISA 2012 and finalise the budget for 2010.

2. The meeting was attended by all OECD member countries except for Luxembourg and Mexico, as well as by the partner countries/economies Bulgaria, Chile, Costa Rica, Croatia, Estonia, Hong Kong-China, Israel, Lithuania, Macao-China, the Russian Federation, Slovenia and Chinese Taipei. The World Bank was represented by Ms. Clarke and Mr. Horn. The meeting was chaired by Mr. Watanabe (Japan) and Ms. Wester (Sweden).

3. The meeting was opened by Undersecretary Yaşar Özgül, who welcomed participants and explained the central role that PISA was playing for educational reform in Turkey.

4. Following the adoption of the agenda [doc. ref. **EDU/PISA/GB/A(2009)2**]. Ms. Ischinger (OECD Secretariat) provided members of the PISA Governing Board with an update of OECD activities. Mr. Schleicher (OECD Secretariat) reported on progress with assessing adult competencies (PIAAC) as well as on co-operation with the European Commission and UNESCO on aligning cross-national surveys. Ms. Zimmer (OECD Secretariat) reported on the OECD initiative on Financial Education and possible co-operation with PISA.

5. The PISA Governing Board:

- **WELCOMED** the agreement which the European Commission, the OECD and UNESCO had signed to facilitate the co-ordination of international surveys and noted that the principles established in this agreement could, in practice, also be applied for co-operation with non-governmental organisations such as the International Association for the Evaluation of Educational Achievement.
- **NOTED** ongoing work at the OECD to develop an analytical framework and surveillance of financial education developments, to establish standards on financial education and awareness and to enhance international co-operation in this area.
- **NOTED** that the PISA 2012 assessment would include mathematics items set in a financial context as set out in the call for tender for PISA 2012; **WELCOMED** the interest of other OECD bodies to explore the development of an international option for PISA 2012 that would assess financial literacy more broadly, including aspects such as the understanding of financial functions, mechanism and terms, and the awareness of risks; and **ASKED** the Secretariat to explore the methodological and resource implications of such an option further and then to consult countries on their interest to take part in such an option.

6. Ms. Kavli (Norway) presented a PISA-inspired video study on learning and teaching strategies in schools from ninth grade mathematics, science and reading classrooms in Norway, and plans to establish a comparative Nordic classroom study in order to better explain performance differences that are measured in PISA and other studies.

7. The PISA Governing Board:

- **WELCOMED** the Norwegian research project using classroom observations to provide a deeper understanding of the student performance patterns observed through PISA and the opportunities this would provide for researchers from other countries to engage with this work.

Development and implementation of PISA

8. Mr. Scheicher reported on progress with the implementation of the decisions which the PISA Governing Board had made at its last meeting as well as on progress with the development, implementation and dissemination of PISA.

9. The PISA Governing Board:

- **WELCOMED** the ways in which the decisions which the PISA Governing Board had made at its last meeting had been addressed but **ASKED** the Secretariat to include issues from earlier meetings requiring further resolution in future editions of the progress report.
- **WELCOMED** the Executive Group's proposal to explore to what extent outcomes from the research project on 21st century skills supported by CISCO, INTEL and MICROSOFT could be utilised for the longer-term development of PISA and **NOTED** the explanation of the Secretariat that all outcomes from this project would be made publicly available and would, in accordance with OECD rules, therefore not exclude either the researchers involved or the sponsoring organisations from competing for future tenders relating to PISA.
- **WELCOMED** the development of a PISA SharePoint site that would provide countries with online access to all PISA documents, provide secure and personalised access to confidential and country-specific information, and allow countries to collaborate and interact in written consultations and **ASKED** the Secretariat to make up-to-date contact information at national and international levels available through the new site.

Programme of work for PISA 2012

10. Ms. Zimmer reported on the outcomes of the contract negotiations and the resulting contractual framework for PISA 2012 and introduced the PISA 2012 work programme [doc. ref. **EDU/PISA/GB(2009)14**]. Mr. Adams, Director of the PISA Consortium of Contractors, then reviewed key milestones for the implementation of the PISA 2012 work programme.

11. The PISA Governing Board:

- **WELCOMED** key innovations planned for PISA 2012, including computer-delivered assessment components; internet-delivered school, parent and teacher questionnaires; the rotation of student questionnaires in order to broaden their coverage; negotiated increases in the size of school samples to improve the analytic power of PISA; and possible links to PISA 2003 schools and links to TALIS.
- **WELCOMED** the Consortium's plans to improve coherence with PISA's policy and research agenda, to strengthen the cross-cultural validity of the instruments and to further strengthen the methodology for trends.
- **NOTED** the issues to involved in computer-delivery for the assessments, including the impact of new technologies on what should and what can be assessed with PISA 2012, the logistics of implementation and implications for cross-national comparability and trends.
- **NOTED** the urgency for countries to appoint National Project Managers as an essential means for countries to contribute to shaping the foundations of the PISA 2012 assessment.
- **SOUGHT** further clarification on the implications of using rotated questionnaires for analytical work and the complexity and usability of the PISA dataset.
- **NOTED** that the assessment of problems-solving skills would be available in computer-delivered form only.

- **WELCOMED** the Consortium's offer to revise and improve the item submission guidelines to provide more adequate support to countries in order to improve the quality of national submissions and to also offering item development workshops in interested countries to this end and **ASKED** the Consortium to further elaborate the timeline and process for the submission and review of PISA items.

12. Mr. Schleicher presented the composition of the expert groups as proposed by the PISA Consortium [doc. ref. **EDU/PISA/GB(2009)15**].

13. The PISA Governing Board:

- **NOTED** the central role the PISA experts play for establishing a strong cognitive core and coherent conceptual underpinning of the assessments; linking PISA's policy objectives wide range of international expertise; and ensuring validity of PISA instruments across cultural, linguistic and curricular contexts.
- **WELCOMED** the efforts which the Consortium had made to secure the participation of leading international experts, **NOTED** the Consortium's view that the proposed geographical composition of the expert groups reflects the distribution of the world's leading expertise in the respective fields of expertise, but **ASKED** the Consortium to address the imbalance towards North American and European expertise when positions in the groups become vacant.
- **UNDERLINED** the importance for experts from previous assessments and new members to engage productively in order to move PISA forward and the central role the Consortium would need to play to facilitate this.
- **APPOINTED** Dr. Marc Christine as Sampling Referee for PISA 2012 [doc. ref. **EDU/PISA/GB(2009)18**].

14. Mr. Adams presented a proposal for the PISA 2012 Technical Standards [doc. ref. **EDU/PISA/GB(2009)17**].

15. The PISA Governing Board

- **UNDERLINED** that arguments about standards should be about the quality of PISA data and that meeting numeric targets would only be a means but not the end, and **ASKED** the Consortium to re-examine the sampling standards for PISA, considering also the approach PIAAC was pursuing to shift emphasis from meeting response rate targets towards be minimising non-response bias, and to revise the sampling standard on the exclusion of students with special needs to appropriately reflect institutional differences among countries in the extent to which such students are integrated in regular classes.
- **ADOPTED** the proposed Technical Standards subject to these modifications which would be agreed through written consultation.

16. Mr. Adams, Mr. Cohen (president of ACHIEVE) and Ms. Slover (vice president for content and policy research at ACHIEVE) reported on progress with the development of the PISA 2012 mathematics framework [doc. ref. **EDU/PISA/GB(2009)16**].

17. The PISA Governing Board:

- **WELCOMED** the progress that has been achieved towards the development of a mathematics framework for PISA 2012 and the effective collaboration between the Consortium and ACHIEVE to this end.
- **REQUESTED** that the Consortium and ACHIEVE ensure that the newly established mathematics expert group will be closely involved also in the item development process.
- **NOTED** the key challenges which the Consortium's expert group had identified for the PISA 2012 assessment, namely that: the level of mathematics involved in the PISA 2003 tasks was at times too low and that the mathematics content would sometimes need to be made more explicit and should remain the driver of task difficulty; authentic contexts were desirable but that these should not obscure the mathematics involved; evidence on the external validity of the framework choices would be key to success of the PISA 2012 mathematics assessment; that competencies should be given a more central role; and that the language and structure of the framework would need improvement.
- **REITERATED** the view that PISA should continue to go beyond the reproduction of subject matter content towards assessing whether students can extrapolate from what they have learned and apply their knowledge in familiar and novel situations.
- **NOTED** the proposal to retain a broad content classification that encompasses the field of mathematics comprehensively, based on the phenomena through which mathematics might appear, but to seek more specific delineation of the situations in which relevant phenomena are met, and the mathematical topics and content knowledge within each area and to explore more innovative ways to defining content.
- **REITERATED** the importance to align the reporting scales for mathematics with the PISA principle to use competencies as the primary reporting dimension, which would entail redeveloping the mathematics competencies into constructs that are measurable, communicable to a policy audience, and derived from the framework, but **EXPRESSED** the hope that the PISA 2012 mathematics assessment would also allow the reporting of results by content areas, as secondary reporting dimension.
- **WELCOMED** the proposed consultation process for the further development of the mathematics framework, which would include targeted interviews, the solicitation of broad national feedback and a web-based discussion forum but **UNDERLINED** the central role the PISA Governing Board would need to play in determining the directions for the mathematics framework.
- **WELCOMED** the Consortium's proposal to address the tension between developing a state-of-the-art mathematics framework and retaining psychometric links to past mathematics assessment through a forward-looking and a backward-looking trend line at the interface of each PISA major assessment, but **NOTED** the challenges which this would provide for communicating results to a broader public.
- **WELCOMED** the additional options proposed to validate the framework, through the examination of additional analyses of vocational/technical track content standards from participating countries, the analysis of workplace expectations from small, medium-size, large and growing industries but **ASKED** the Secretariat to explore reducing the costs for these options and to establish financing mechanisms for this.

- **NOTED** the view of the mathematics expert group to retain the term of mathematical literacy but **SOUGHT** to consider alternatives, such as ‘mathematical competency’.
- **ASKED** the Consortium to ensure that, for the computer-delivered mathematics assessment, mathematics competencies would need to be clearly distinguished from ICT competencies.
- **ASKED** the Consortium to minimise the reading load of the mathematics tasks.
- **ASKED** the Secretariat to solicit further comments from countries on the proposals prepared by Achieve and the Consortium through a written consultation.

18. Mr. Stevenson, vice-president for global education from Cisco, reported on progress with research programme on the measurement of 21st Century Skills that is supported by CISCO, INTEL and MICROSOFT.

19. The PISA Governing Board:

- **NOTED** potential synergies between the research project supported by CISCO, INTEL, MICROSOFT and a group of governments, one the one hand, and PISA, on the other hand, with regard to developing innovative methodologies for the PISA 2012 assessment of problem-solving skills but also with regard to advancing the longer-term developmental agenda for PISA, including with regard to the definition and operationalisation of those competencies that are currently outside the reach of large scale assessment, the development of assessment methodologies and instruments that would be needed to measure those competencies, and addressing technological challenges that would lie in supporting the development of these methodologies and instruments.
- **CONSIDERED** that an assessment of the relevance and potential of the project for PISA would require access to the white papers that are currently being prepared and **ASKED** the Secretariat to circulate these white papers as soon as they become available and then to establish proposals for how these outputs could benefit the development of PISA.

Financing of PISA 2012 and budget for 2010

20. Mr. Schleicher presented the budget for PISA for 2010 as well as the longer-term financial implications of the PISA 2012 work programme [doc. ref. **EDU/PISA/GB(2009)19**].

21. The PISA Governing Board:

- **NOTED** that the Council decision C(2008)144/REV1 would require PISA to change its mandate such that the principles and rules for determining the assessed contributions by Members other than for Part I Budget of the Organisation would be substituted for the **Part I scale** in calculating the flexible component of the PISA assessed contributions; clarify their application and transition arrangements and **APPROVED** the revised mandate for submission to Council via the Executive Committee.
- **APPROVED** the PISA 2010 budget and requested the Secretariat to submit the budget to the Budget Committee of the OECD.
- **UNDERLINED** the urgency to clarify the cost implications of country participation in the international options.

PISA research and development strand

22. Mr. Bjornsson (Iceland), acting chair of the Strategic Development Group, reported on progress with the PISA research and development strand [doc. ref. **EDU/PISA/GB(2009)20**].

23. The PISA Governing Board:

- **WELCOMED** the survey on the coverage of students with special needs and accommodations provided for these in national assessments, but **ASKED** the Secretariat to seek further information on: which students are currently excluded from PISA and why, the proportion of students with special education needs that are currently covered by PISA, the proportion of students who would require special accommodations, as well as on how data resulting from accommodations would be used in the analysis and reporting.
- **WELCOMED** the availability of the Consortium to work individually with countries to identify effective national strategies.
- **ADOPTED** the Strategic Development Group's medium-term strategy for moving towards computer-delivered assessments in 2015.
- **ADOPTED** the Strategic Development Group's recommendations for modifying the structure of the call for tender for the PISA 2015 assessment but **AGREED** to explore this further through a written consultation.
- **AGREED** to organise an open session with prospective bidders at the next meeting of the PISA Governing Board.

PISA analysis, reporting and dissemination plans

24. Mr. Catlaks, Ms. Figazzolo and Mr. Bangs (Education International) presented a study on alternative models for analysing and representing countries' performance in PISA.

25. The PISA Governing Board

- **WELCOMED** the interest of teacher organisations in PISA and noted the major policy influence which PISA was having on teacher organisations, as reported by Education International.
- **THANKED** Education International for the consideration it had given to PISA and for the advice Education International had prepared for the further development of PISA, which included the involvement of teachers in the development of assessment strategies and the use of teacher questionnaires in sampled schools; placing greater emphasis on the use of longitudinal data that would allow PISA to make inferences on causality; and replacing the use of rankings with alternative methods of presenting results.
- **NOTED** that, in many countries, teachers were already involved in key roles in the development of PISA, including item development, item critique, the marking of items and peer review of reports.
- **EXPRESSED** concerns that some of EI's suggestions would increase the burden placed on schools and could thus negatively affect school participation.

26. Mr. Schleicher presented the extended outline and analysis plan for the report on initial results from PISA 2009 that is scheduled to be published on 7 December 2010 [doc. ref. **EDU/PISA/GB(2009)21**].

27. The PISA Governing Board:

- **WELCOMED** and **ADOPTED** the extended outline and analysis plan for the report on initial results from PISA.
- **UNDERLINED** that the interpretation of school-level models in Chapters 5 and 6 would need to reflect the nature of the PISA outcomes as yield measures.
- **ASKED** for the introduction of the report to situate PISA in the broader frame of outcome measures that are established nationally and internationally.
- **WELCOMED** the attention the report devoted to trends but **ASKED** that due attention be given to the robustness of the trend measures as well as to changes in the assessment framework and contextual variables.

28. Ms. Borgonovi (OECD Secretariat) and Mr. Zoido (OECD Secretariat) presented a proposal to enhance capacity at an international level for conducting policy oriented analysis and dissemination based on PISA [doc. ref. **EDU/PISA/GB(2009)23**].

29. The PISA Governing Board:

- **WELCOMED** the proposed framework for analysis and dissemination.
- **UNDERLINED** that the primary goal for PISA remained to produce policy-oriented thematic reports and, therefore, that the involvement of policy makers was key to the success of the new framework and that due efforts would need to be devoted to translating the research outcomes into reports that are accessible to a general public and that provide clear policy messages.
- **UNDERLINED** the importance of engaging school leaders and teachers in the work, on which the successful implementation of policies would always depend.
- **UNDERLINED** the importance of ensuring the timely publication of future thematic reports, with the goal to publish these within two years after the publication of the initial report.
- **NOTED** that the work produced by authors under the framework and with funds from the OECD would not imply that the results would be published on behalf of the OECD, but that any report produced on behalf and with funds from the PISA Governing Board would continue to be processed through the review and validation process established by the PISA Governing Board for the thematic reports.
- **NOTED** that the plans would not affect the analysis and reporting plans already agreed for PISA 2009.
- **NOTED** that OECD rules to avoid conflicts of interest would not permit authors of reports to sit on groups overseeing the development of the reports, but **ASKED** the OECD to find ways to involve potential authors who have already committed themselves to the development of PISA 2012.

- **NOTED** that the work would be financed through: the funds foreseen for analysis and reporting in the budget for the PISA 2012 assessment; through additional voluntary contributions sought from participating countries, and through other funding sources; along the models established for PISA 2006.
- **ASKED** to consider alternative ways to establishing the Analysis Expert Group of the new framework that would ensure that this group would not evolve into an exclusive group of researchers and opinions that would dominate the field.

30. Mr. Lemaitre (OECD Secretariat) presented ideas and perspective for a thematic report on the children of immigrants [ref. EDU/PISA/GB(2009)24]. Mr. Zoido reported on progress with the development of the PISA thematic reports and presented the main results from “pathways to success” produced in collaboration with Human Resources and Skills Development Canada.

31. The PISA Governing Board:

- **WELCOMED** the report ‘pathways to success’ based on the longitudinal PISA component developed by Canada, and asked the Secretariat to explore the policy lessons to be derived from this component, both methodologically and policy wise
- **CONSIDERED** that methodological complexity and resource implications were preventing many countries to develop longitudinal PISA components and asked the Secretariat to explore alternative ways to pursue these policy agendas, including exploiting potential links between PISA and PIAAC.
- **WELCOMED** the opportunity to develop a thematic report on migration, but underlined the importance of comparing disadvantage resulting from migration with other sources of socio-economic disadvantage, and suggested the analysis to look beyond the results from PISA towards some of the underlying cultural factors.

32. Ms. Cosgrove (Ireland), co-chair of the Analysis and Dissemination group, reported on progress with the analytic work in PISA the outcomes of structural and management work of the group and its assessment of the current draft reports. Ms. Cosgrove also reported on PISA Research Conference held in Kiel, September 2009.

33. The PISA Governing Board:

- **CONGRATULATED** the Analysis and Dissemination Group on the work achieved and **ASKED** the Secretariat to consult countries in writing on the recommendations established by the group concerning the further development and dissemination of the PISA thematic reports.
- **NOTED** several proposals made by the ADG which would require follow-up through written consultation. These included the proposed enlargement of the ADG, linkage issues between and among the ADG, SDG, QEG, and the need to establish guiding principles to guide the development of PISA analysis and reporting, particularly within the new analysis and dissemination mandate
- **NOTED** the report from the PISA research conference in Kiel and **ASKED** the Analysis and Dissemination Group to establish proposals for how to take this further.

International options

34. Ms. Zimmer provided countries with an overview of the financial implications of the international options proposed by PISA. Mr. Adams then provided an overview of the international options for PISA 2012 to deliver the mathematics and reading assessments on a computer-based platform.

35. The PISA Governing Board:

- **NOTED** the importance of extending the mathematics and reading assessments to interactive and dynamic tasks, with a view to ensuring continuity in PISA assessments over the longer term.
- **WELCOMED** that the computer-delivered items and platform would be redeveloped to allow the administration of the assessment in all OECD languages plus Arabic and Hebrew.
- **NOTED** that countries could limit their participation to the field trial only.
- **NOTED** that the impact of implementing the computer-based option on sample sizes would be addressed bilaterally with participating countries.

36. Mr. Adams then reported on plans for the development of optional questionnaire components.

37. The PISA Governing Board:

- **NOTED** that the parent questionnaire may need to require national adaptations.
- **UNDERLINED** that the development and implementation of the teacher questionnaire would require close co-ordination with the second round of TALIS, which would become the primary vehicle of data collection.
- **ASKED** the Secretariat to clarify the analytical use of information from the proposed optional teacher questionnaire, in terms of how data from students would be related to teachers.
- **ASKED** the Consortium to further clarify the analytical relevance of the proposed optional questionnaire on student health and to explore synergies with the OECD programme on the social outcomes of learning and the European Social Survey.
- **ASKED** the Secretariat to clarify the cost and scheduling implications of the various options in greater detail and then to consult countries in writing on their interest to participate in these.

38. Mr. Adams then reported on plans for sampling options, including links to PISA 2003 and to TALIS.

39. The PISA Governing Board:

- **NOTED** that countries should explore the national implementation of these options further bilaterally with the Consortium, and that these would not have international cost implications.
- **CONSIDERED** that countries interested in the link between PISA and TALIS attend the next meeting of the TALIS Board of Participating Countries.

Other business and conclusions

40. Then Mr. Horn (World Bank) presented a World Bank initiative to improve the relevance of PISA at the lower end of the performance spectrum.

41. The PISA Governing Board:

- **WELCOMED** efforts in the World Bank to: improve the information value of PISA at the lower end of the performance distribution; help developing countries benchmark their own assessments against PISA; and to help developing countries obtain data on the full range of performance in the 15-year-old population by sampling 15-year-olds not enrolled in education.
- **NOTED** potential synergies of this work also for OECD countries with large proportions of low performing students.
- **UNDERLINED** the importance of articulating these efforts with work foreseen in PISA 2012 to extend the range of item difficulties.
- **ASKED** the World Bank to develop the proposal further for consideration by the PISA Governing Board at its next meeting and **ASKED** the Secretariat to ensure that participating non-OECD countries are informed accordingly.

42. Participants thanked Mr. Watanabe for chairing the PISA Governing Board for two complete three year terms during which PISA had progressed from a small research programme to the largest international education collaboration with a global reach and impact. Participants also thanked Ms. Wester for her role as vice chair. The PISA Governing Board then elected Ms. Bertrand (United Kingdom) as chair of the PISA Governing Board and Mr. Watanabe as vice chair. The PISA Governing Board also elected Mr. Zanderigo (Australia) as a member of the PISA Governing Board's Strategic Development Group.

43. Mr. Schleicher then presented the conclusions from the meeting, as reported in this document, and Mr. Watanabe adjourned the meeting, thanking the Turkish hosts for the excellent organisation and hospitality.

44. The next meeting of the PISA Governing Board will be held on 19-21 April 2010 in Copenhagen, Denmark.