



National Assessment Governing Board

Assessment Framework Development

Policy Statement

It is the policy of the National Assessment Governing Board to conduct a comprehensive, inclusive, and deliberative process to determine and update the content and format of all assessments under the National Assessment of Educational Progress (NAEP). The primary result of this process shall be an assessment framework (hereafter, “framework”) with objectives to guide development of NAEP assessments for students in grades 4, 8, and 12 that are valid, reliable, and reflective of widely accepted professional standards.

The Governing Board, through its Assessment Development Committee (ADC), shall monitor the framework development and update processes to ensure that the final Governing Board-adopted framework and specifications and their development processes comply with all principles and guidelines of the Governing Board Assessment Framework Development Policy.

Introduction

Since its creation by Congress in 1988, the Governing Board has been responsible for determining the content and format of all NAEP assessments. The Governing Board has carried out this important statutory responsibility by engaging a broad spectrum of stakeholders in developing recommendations for the knowledge and skills NAEP should assess in various grades and subject areas. From this comprehensive process, the Governing Board develops a framework to outline the content and format for each NAEP assessment at grades 4, 8, and 12. Development of a framework for a new assessment is guided by the schedule of NAEP assessments adopted by the Governing Board.

Under provisions of the National Assessment of Educational Progress Authorization Act of 2002 ([P.L. 107-279](#)), Congress authorized the Governing Board to continue its mandate for determining the content and format of valid and reliable assessments based on widely accepted technical and professional standards for test development and active participation of stakeholders. This mandate aligns with the purpose of NAEP, which is to provide fair and

accurate measurement of student academic achievement.

Given this mandate, the Governing Board must ensure that the highest professional standards of test development are employed in assessment framework development ~~to support the validity of educational inferences made using NAEP data~~. The Governing Board Item Development Policy separately details principles and guidelines for NAEP assessment items, and the Governing Board has final authority on the appropriateness of all assessment items.

By law, NAEP assessments shall not evaluate personal beliefs or publicly disclose personally identifiable information, and NAEP assessment items shall be secular, neutral, and non-ideological and free from racial, cultural, gender, or regional bias.

NAEP framework development shall be informed by a broad, balanced, and inclusive set of factors. Frameworks shall reflect an appropriate balance of current curricula and instruction, research regarding cognitive development and instruction, and the nation's future needs and desirable levels of achievement. This delicate balance between "what is" and "what should be" is at the core of the NAEP framework development process.

To develop the recommended framework for Board adoption, the Governing Board convenes stakeholders (via panels and broad outreach) to identify and/or provide feedback on the content and design for each NAEP assessment.

In this process, involved stakeholders shall include:

Teachers	Policymakers
Curriculum Specialists	Business Representatives
Content Experts	Parents
Assessment Specialists	Users of Assessment Data
State Administrators	Researchers and Technical Experts
Local School Administrators	Members of the public

This Policy complies with the National Assessment of Educational Progress Authorization Act of 2002 ([P.L. 107-279](#)) and the documents listed below which express widely accepted technical and professional standards for test development. These standards reflect the agreement of recognized experts in the field, as well as the policy positions of major professional and technical associations concerned with educational testing. A procedures manual shall provide additional detail about how this Policy is implemented.

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

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

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

Principles for Framework Development

Principle 1: Elements of Frameworks

~~Principle 2: Development and Update Process~~

~~Principle 23: Periodic Framework Monitoring Process and Initial Decision to Proceed with Framework Updates Review~~

~~Principle 3: Development and Update Process for Minor Changes~~

~~Principle 4: Development and Update Process for Moderate and Major Changes~~

Principle ~~5~~4: Elements of Specifications

Principle ~~6~~5: Role of the Governing Board

Guidelines for the Principles

Principle 1: Elements of Frameworks

The Governing Board is responsible for developing a framework for each NAEP assessment. The framework shall define the scope of the domain to be measured by delineating the knowledge and skills to be tested at each grade, the format of the NAEP assessment, the achievement level descriptions, and recommendations for subject-specific contextual variables.

Guidelines

- a) The framework shall determine the extent of the domain and the scope of the construct to be measured for each grade level in a NAEP assessment. The framework shall provide information to the public and test developers on three key aspects of the assessment:
 - *What* is to be measured, including definitions of the constructs being assessed and reported upon and descriptions of the purpose(s) of the assessment;
 - *How* that domain of content is most appropriately measured in a large-scale assessment, including the format requirements of the items and the assessment, the content and skills to be tested at each grade, sample items for each grade to be tested, the weighting of the item pool in terms of content and cognitive process dimensions, and any additional requirements for the assessment administration unique to a given subject area, such as provision of ancillary materials and uses of technology; and
 - *How much* of the content domain, in terms of knowledge and skills, should students know and be able to do at the *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* levels in achievement level descriptions for each grade to be tested. The achievement level descriptions shall be based on the Governing Board's policy definitions for *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* achievement and shall incorporate the content and process dimensions of the assessment at each grade.
- b) The framework shall inform the development of subject-specific contextual questionnaires for students, teachers, and school administrators by identifying variables that may help contextualize the assessment results (See the Governing Board Policy on Collecting and Reporting Contextual Data).
- c) The framework shall focus on important, measurable indicators of student achievement to inform the nation about what students know and are able to do without endorsing or advocating a particular instructional approach.
- d) Content coverage in each subject and grade shall be broad, inclusive of content valued by ~~the public~~ stakeholders as important to measure, and reflect high aspirations for student achievement.
- ~~e) Frameworks shall be written to be clear and accessible to educators and the general public.~~
The framework shall use clear language, accessible to educators and to ~~the general~~

public interested stakeholders, and contain information about the nature and scope of the given assessment. Following Governing Board adoption, the framework shall be widely disseminated.

~~f)e)~~

Principle 23: Periodic Framework Monitoring Process and Initial Decision to Proceed with Framework Updates Review

Regular monitoring of the NAEP subject areas and implications for NAEP assessment frameworks shall be considered to~~Reviews of existing frameworks shall determine~~**inform whether framework updates are is needed to continue valid and reliable measurement of the content and cognitive processes reflected in evolving expectations of students.**

Guidelines

- a) A Content Advisory Group in each NAEP subject area shall be convened at least once per year to reflect on current issues in the field (e.g., changes in the states' or nation's educational systems or new research) and potential implications (if any) for relevant NAEP assessment frameworks. Each Content Advisory Group shall be comprised of approximately 10 content and policy experts with a diversity of backgrounds, expertise and perspectives relevant to the subject area. Members shall serve on a rotating basis and a Chair and Vice Chair shall be selected by ADC to facilitate group discussions and communicate with the Governing Board and Framework Development Panels (as when necessary).
- b) When significant issues in a field are identified as having potential implications for a NAEP assessment framework, thea Content Advisory Group may recommend research studies and other relevant information to be collected and/or synthesized for further consideration by the ADC.
- When a Content Advisory Group recommends that changes to a NAEP framework are needed, the ADC will deliberate on whether and when to recommend that the Governing Board proceed with updates to that framework.
- c)
- d) If a Content Advisory Group does not identify any issues in the field with potential implications for a NAEP framework within 10 years of previous updates to a framework, the Governing Board will consider seeking public comment on whether any changes are needed.
- ~~a) With consideration of the policy and assessment issues in a content area, the Board shall develop a charge to articulate the need for an update to thea framework and to specify policy guidance, constraints (including but not limited to those imposed by the NAEP legislation), and any specific tensions to resolve in the development of framework recommendations. The Board charge shall explicitly address whether maintaining trends with assessment results from the previous framework should be prioritized above other~~

~~factors. For NAEP Reading and Mathematics in particular, maintaining trends is expected to be highly prioritized in framework updates in the absence of exceptional circumstances.~~

e)

f) The Board charge shall be informed by recommendations from the Content Advisory Group and (for moderate and major updates) from seeking public comment upfront.

g) At least once every 10 years, the Governing Board, through its ADC, shall review the relevance of assessments and their underlying frameworks. In the review, the ADC shall solicit input from experts to determine if changes are warranted, making clear the potential risk to trends and assessment of educational progress posed by changing frameworks. ~~†The Board may decide based on the input that the framework does not require revision, or that the framework may require minor or substantive updates. To initiate updates, the ADC shall prepare a recommendation for full Board approval.~~The Board charge also should explicitly indicate whether framework updates are intended to be minor, moderate, or major. The determination of the scope of the recommended updates shall be made in consultation with NCES with consideration to the operational impact of the intended changes.

~~—Minor updates shall have no or minimal impact to the construct and most assessment items or should address necessary revisions to accurately reflect how the framework has been operationalized in the assessment. Minor updates may also include textual changes to the framework documents that have no direct impact on the assessments. It is assumed that minor updates should not pose significant threats to current trendlines.~~

- Minor updates may be carried out directly by the Content Advisory Group with additional contributors if desirable (see Principle 3).
- Moderate updates shall keep constant a significant portion of the current framework and assessments but may require that several existing items be discontinued and/or new items be created, such as to reflect important changes in the field that are still generally consistent with the current construct. ~~Moderate updates may include minor changes to the construct but would not be expected to~~ The extent to which maintaining trendlines is a primary goal for a moderate revision should be clearly articulated in the Board charge. Moderate updates shall be carried out by convening a Development Panel (see Principle 4).
- Major updates may retain some aspects of the current framework and assessments but will likely require extensive changes to some or most elements of the current framework and assessment items. An intentional substantive change to the construct shall be classified as a major update. ~~Maintaining trendlines would not likely be a realistic priority for major updates.~~ Major updates shall be carried out by convening a Development Panel (see Principle 4).

~~—The Board charge shall explicitly address~~articulate whether maintaining trends with assessment results from the previous framework should be prioritized above other factors, recognizing that the initial judgment is evaluative and the ultimate

determination will be made based on empirical data. For NAEP Reading and Mathematics in particular, maintaining trends is expected to be highly prioritized in framework updates in the absence of exceptional circumstances. It is assumed that minor updates should not pose significant threats to current trendlines, whereas maintaining trendlines would not likely be a realistic priority for major updates. The number and nature of the changes for moderate updates will directly impact the likelihood of maintaining trendlines; articulating whether or not this is a priority primary goal upfront will encourage prioritization of necessary changes. ~~extent to which~~

~~h)~~

~~b) All frameworks and specification documents shall be subject to full Board approval regardless of the scope of the changes. With consideration of the policy and assessment issues in the content area, the Board shall develop a charge to articulate the need for an update to the framework and to specify policy guidance, constraints (including but not limited to those imposed by the NAEP legislation), and any specific tensions to resolve in the development of framework recommendations. The Board charge shall explicitly address whether maintaining trends with assessment results from the previous framework should be prioritized above other factors.~~

~~e) Within the 10-year period for an ADC review, major changes in the states' or nation's educational system may occur that relate to one or more NAEP frameworks. In this instance, the ADC will deliberate on whether such changes warrant an accelerated schedule of updates to a framework and may recommend that the Governing Board convene a Steering Panel to revise or replace the framework. Before framework panels are convened, special research and analysis may also be commissioned to inform the updates to be considered.~~

~~d)i)~~

- ~~• If the Board charge directs a Steering Panel to recommend framework updates, then a subset of Steering Panel members shall continue as the Development Panel to develop the draft framework and assessment and item specifications, in accordance with *Principle 2*. Regular reports will be provided to the ADC and the recommended framework update shall be subject to full Board approval.~~
- ~~• When a framework update is conducted, framework Steering and Development Panel recommendations shall describe the extent to which adjustments in the achievement level descriptions (see *1.a*) and contextual variables (see *1.b*) are needed. (See the Governing Board Policy on Achievement Levels and the Governing Board Policy on Collecting and Reporting Contextual Data for additional details.)~~

Principle 32: Development and Update Process for Minor Changes

The Governing Board shall carry out minor updates to frameworks in an efficient expedited manner while ensuring that the stakeholders listed in the Introduction section are engaged and informed of any minor impacts to the resulting assessments.

Guidelines

- a) Minor updates to a recommended framework and recommended assessment and item specifications (if necessary depending on the changes) shall be executed through a Content Advisory Group. The Governing Board will determine whether it is necessary to augment the Content Advisory Group with a few additional members, if specific expertise or viewpoints are needed to carry out the Board charge.
- b) The specific nature of the minor updates will determine the timeline and number of meetings necessary to prepare recommendations but it is anticipated that the full process for conducting minor updates would be completed in no more than 6 months.
- c) External experts will be consulted throughout the revision process as appropriate.
- a)d) Outreach shall be undertaken to ensure that stakeholders understand any minor impacts to the assessments resulting from minor changes to frameworks. Outreach efforts shall directly engage all stakeholder groups identified in the Introduction section. The timing and form of the outreach will be determined by the specific nature of the intended updates.

Principle 4: Development and Update Process for Moderate and Major Changes

The Governing Board shall carry out moderate and major updates to develop and update frameworks through a comprehensive, inclusive, and deliberative process that involves active participation of stakeholders listed in the Introduction section.

Guidelines

- ~~a) When the Board reviews a framework for potential updates (see *Principle 3*), Board deliberations shall begin by discussing major policy and assessment issues in the content area. Such issues may be identified through seeking and collecting public comment, as well as through engaging relevant content experts.~~
- ~~b) After considering policy and assessment issues in the content area, the Board shall develop a charge to articulate the need for an update to the framework and to specify policy guidance, constraints (including but not limited to those imposed by the NAEP legislation), and any specific tensions to resolve in the development of framework recommendations. The Board charge shall explicitly address whether maintaining trends with assessment results from the previous framework should be prioritized above other factors.~~
- e)a) Framework development and update processes shall be executed primarily via ~~two~~ panels: a Steering Panel with a subset of members continuing as the a Development Panel. This process shall result in two documents for Board consideration: a recommended framework and recommended assessment and item specifications. ~~For each framework,~~
 - ~~• The Framework Steering Panel shall formulate high-level guidance about the state of~~

~~the field and how to implement the Board charge to inform the process. The major part of the Steering Panel work will be at the beginning to provide initial guidance for developing a recommended framework. The Steering Panel shall be comprised of the stakeholders referenced in the Introduction section. Twenty percent of this panel (6 members) shall be current classroom teachers in the subject areas under consideration. This panel may include up to 30 members with additional members as needed.~~

- ~~The Framework Development Panel~~ shall develop drafts of the two project documents and engage in the detailed deliberations about how issues outlined in the Board charge and ~~Steering Panel discussion~~ guidance from the Content Advisory Group should be reflected in a recommended framework. ~~As a subset of the Steering Panel, the Development Panel shall have a proportionally higher representation of content experts and educators, whose expertise collectively addresses all grade levels designated for the assessment under development.~~ Fifteen percent of this panel (3 members) shall be current classroom teachers in the subject areas under consideration. Educators shall be drawn from schools across the nation, including individuals who work with students from high-poverty and low-performing schools, as well as public and private schools. This panel may include up to 20 members, with additional members as needed.

~~d)~~ b) _____ The scope and size of a framework development project shall determine the size of ~~framework panel~~ the Development Panel and the number of panel meetings needed. A framework update project may require a smaller panels and fewer meetings if a smaller scope is anticipated for recommended revisions. Moderate updates are expected to require fewer meetings than major updates.

~~e)~~ c) _____ A nominations process shall be used to seek broad input on recommendations for well-qualified individuals who represent diverse demographic characteristics, stakeholder groups, and perspectives on the key issues identified in the Board charge to the panels.

d) _____ From the pool of nominees, the Board will select those with the most outstanding content and education credentials to represent multiple perspectives on the key issues identified in the Board charge to the panels. The ADC shall review panelist nomination materials and recommend a slate of panelists, which shall be subject to Executive Committee approval.

e) _____ To ensure continuity of the process, ADC will carefully consider applications from individuals who have served on the Content Advisory Group, with the goal of having at least two approximately 2-4 individuals serve on both groups.

f) _____ The Development Panel will shall be led by a Panel Leadership Team consisting of three to four panelists who reflect a variety of roles, experiences, and viewpoints in the subject area. The Panel Leadership Team shall facilitate Development Panel discussions and serve as panel representatives to the Governing Board.

g) _____ The process that the Development Ppanels employs to develop recommendations for new or updated frameworks shall be comprehensive in approach and conducted in an

environment that is open, balanced, and even-handed. The Development Panels shall consider all viewpoints and debate all pertinent issues in formulating consensus recommendations on the content and design of a NAEP assessment, including findings from research. Reference materials shall represent multiple views.

h) For each new or updated framework, protocols shall be established to support panel deliberations and to develop a unified proposal for the content and design of the assessment. Written summaries of all hearings, forums, surveys, and panel meetings ~~—~~ shall be made available in a timely manner to inform Board deliberations.

~~i)~~ The ~~framework panels~~ Development Panel shall consider a wide variety of resources during deliberations, including but not limited to relevant research, trends in state and local standards and assessments, use of previous NAEP results, curriculum guides, widely accepted professional standards, scientific research, other types of research studies in the literature, key reports having significant national and international interest, international standards and assessments, other assessment instruments in the content area, and prior NAEP frameworks, if available.

~~j)~~ A Technical Advisory Committee of technical assessment experts shall be convened to uphold the highest technical standards for development of the NAEP framework and specifications. As a resource to the framework panels, these ~~technical assessment~~ experts shall respond to technical issues raised during panel deliberations.

~~k)~~ An Educator Advisory Committee shall be convened to include additional practitioners in the framework development process. As a resource to the framework panels, these practitioners shall provide meaningful consultation on issues raised during panel deliberations that need input from those in the field teaching the subjects being assessed.

~~j)~~ The Content Advisory Group in the relevant subject area shall be convened to provide feedback to the Development Panel throughout the process, including: initial guidance on how to implement the Board charge, review of draft documents prior to public comment; and ongoing feedback on the development and finalization of framework documents.

~~k)~~ m) Public comment shall be sought from a broad array of stakeholders and interested members of the public to reflect multiple perspectives on the draft framework recommendations that have been developed. Outreach efforts should directly engage all stakeholder groups identified in the Introduction section.

~~l)~~ If the Development Panel or the Board cannot reach consensus on key issues in the framework, the Board may decide to seek further stakeholder input such as through additional public comment and/or independent reviews by content experts on a framework that has been significantly revised following an earlier public comment period. The Board shall determine whether and how any further revisions to a framework shall be made.

~~m) _____~~

~~n) The final framework and specifications documents are subject to full Board approval.~~

~~o) _____~~

Principle **54**: Elements of Specifications

The specifications document shall be developed for use by the National Center for Education Statistics (NCES) as the blueprint for constructing the NAEP assessment and items.

Guidelines

- a) The assessment and item specifications shall ~~produce an assessment that is valid, reliable, and based on relevant widely accepted professional~~ be based on widely accepted technical-professional testing standards. The specifications shall also be consistent with Governing Board policies regarding NAEP design, such as groupings of items, test administration conditions, and accommodations for students with disabilities and English language learners. (See the Governing Board [Policy on NAEP Testing and Reporting on Students with Disabilities and English Language Learners](#)). The specifications shall be reviewed by technical assessment experts involved in the process, prior to submission to the Governing Board.
- b) The primary audience for the specifications, or assessment blueprint, shall be NCES and the contractor(s) responsible for developing the assessment and the test questions.
- c) The specifications shall evolve from the framework and shall be written in sufficient detail so that item writers can develop high-quality questions based on the framework objectives for grades 4, 8, and 12, where applicable. The specifications shall include, but not be limited to detailed descriptions of:
 - the content and process dimensions, including the weighting of those dimensions in the pool of questions at each grade;
 - types of items;
 - guidelines for stimulus material;
 - types of response formats;
 - scoring procedures;
 - achievement level descriptions;
 - administration conditions;
 - ancillary or additional materials, if any;
 - considerations for special populations;
 - sample items, including a substantial number and range of sample items with scoring guidelines for each grade level; and
 - any unique requirements for the given assessment.
- d) Special studies, if any, to be recommended in support of the framework shall be described in the specifications. This description shall provide an overview of the purpose and rationale for the study.

Principle **65**: Role of the Governing Board

The Governing Board, through its ADC, shall monitor all framework development and updates. The result of this process shall be recommendations for Governing Board

action in the form of two key documents: the framework and assessment and item specifications.

Guidelines

- a) The ADC shall be responsible for monitoring framework development and updates that result in recommendations to the Governing Board on the content and format of each NAEP assessment. The ADC will provide direction to the ~~framework panels~~Development Panel, via Governing Board staff. This guidance shall ensure compliance with the NAEP law, Governing Board policies, Department of Education and government-wide regulations, and requirements of the contract(s) used to implement the framework project.
- b) In initiating a framework update, the Governing Board shall balance needs for stable reporting of student achievement trends against other Board priorities and requirements. Regarding when and how an adopted framework update will be implemented, the Board may consider the NAEP Assessment Schedule, cost and technical issues, and research and innovations to support possibilities for continuous trend reporting.
- c) When ~~the Board decides to launch a minor or moderate/major framework update a framework Steering Panel is to be convened~~, the ADC shall develop a charge for the ~~update panel~~, and the charge shall be subject to full Board approval ~~(See 2.b.)~~.
- d) The ADC shall review candidates for the Content Advisory Group and develop a recommended slate of advisors, and the recommendations shall be subject to Executive Committee approval.
- ~~e)~~e) For moderate and major updates, ~~t~~The ADC shall review panelist nomination materials and develop a recommended slate of panelists, and the panelist recommendations shall be subject to Executive Committee approval.
- ~~e)~~f) The ADC shall receive regular reports on the progress of framework development.
- ~~f)~~g) The full Board shall receive periodic updates about how the Board charge is being implemented and any additional policy considerations that arise during the development process, including from public comment.
- ~~g)~~h) At the conclusion of the framework development or update process, the Governing Board shall take final action on the recommended framework and specifications. The Governing Board shall make the final decision on the content and format of NAEP assessments. In addition to the panel recommendations, the Board may take into account other pertinent considerations on the domain and scope of what should be assessed, such as the broader policy context of assessment in the subject area under consideration.

[h\)i\)](#) Following adoption by the Governing Board, the final framework and specifications shall be provided to NCES. These documents, which include the achievement level descriptions for *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* and recommendations for contextual variables in the subject area, are provided to NCES to guide development of NAEP test questions and questionnaires.