

## NAEP Reading Framework Update: Policy Discussion

In preparation for the policy discussion on the NAEP Reading Framework update, the following sections and attachments provide context on NAEP legislative requirements, National Assessment Governing Board policy and process, and historical milestones for the NAEP Reading Assessment. After a summary of project milestones for the framework update leading to the 2025 NAEP Reading Assessment, this overview concludes by noting the type of policy guidance requested from the Board at this stage of the process.

### *Background*

Since its creation by Congress in 1988, the National Assessment Governing Board has overseen and set policy for NAEP, which includes determining the content and format of all NAEP assessments. The NAEP legislation (Public Law 107-279) mandates a national consensus approach to determining the content, and 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. In this comprehensive process, panels of experts develop a framework, which is submitted to the Governing Board for input and adoption, to outline the content and format for each NAEP assessment at grades 4, 8, and 12. Framework processes also result in assessment and item specifications for the National Center for Education Statistics (NCES) and updated contextual variables that relate to the subject being assessed. Following adoption by the Governing Board, the final framework, specifications, and contextual variables are provided to NCES to guide development of NAEP test questions and questionnaires.

NAEP includes two national assessment programs—Long-Term Trend (LTT) NAEP and Main NAEP. The NAEP LTT assessment measures national educational performance in the United States at ages 9, 13 and 17. In contrast, the Main NAEP assessments focus on populations of students defined by grade, rather than age, and go beyond the national level to provide results at the state and tribal urban district levels. LTT trend lines date back to the early 1970s and Main NAEP trend lines start in the early 1990s. The content differs as well—for example, LTT measures more “traditional” content than the Main NAEP content, since the latter is intended to adjust over time to reflect shifts in research, policy, and practice. The Board’s frameworks apply only to the Main NAEP assessments.

### *Process for Developing and Updating NAEP Frameworks*

The Board carries out its legislative mandate to determine the content and format of all NAEP assessments through its [policy](#) on Framework Development, which was revised in March 2018. The revised policy continues the Board’s commitment to conducting a comprehensive, inclusive, and deliberative process to determine the content and format of all NAEP assessments, while adding details to address Board processes for framework review and updating. This commitment is met by developing framework recommendations through broadly representative framework panels and by refining these recommendations through collection of public comment. The process is designed to consider various factors, such as state and local curricula and assessments, widely accepted professional standards, international standards, and exemplary research.

The policy specifies that NAEP frameworks shall provide information to the public and test developers on three key aspects of the assessment:

1. ***What*** is to be measured
2. ***How*** that content is to be measured
3. ***How much*** of the content defines *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* achievement

The policy specifies that the active participation of stakeholders be operationalized through:

1. Framework panels; and
2. Public comment.

***Framework panels*** shall reflect diversity in terms of gender, race/ethnicity, region of the country, and viewpoints regarding the content of the assessment under development.

The process of developing or updating frameworks is executed primarily via two panels: a Visioning Panel with a subset of members continuing as the Development Panel.

- *The Framework Visioning Panel* formulates high-level guidance about the state of the field to inform the process before drafting recommended framework updates. The Visioning Panel is comprised of teachers, curriculum specialists, content experts, assessment specialists, state administrators, local school administrators, policymakers, business representatives, parents, users of assessment data, researchers and technical experts, and members of the public. At least 20 percent of this panel is to have classroom teaching experience in the subject areas under consideration. This panel may include up to 30 members with additional members as needed.
- *The Framework Development Panel* engages in the detailed deliberations about how issues outlined in the Visioning Panel discussion should be reflected in a recommended framework draft. As a subset of the Visioning 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. 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 15 members, with additional members as needed.
- Technical experts are also engaged as a *Technical Advisory Committee* to uphold the highest technical standards for development of the NAEP framework and specifications. As a resource to the framework panels, these experts respond to technical issues raised during panel deliberations.

***Public comment*** is sought from various segments of the population to reflect many different views, as well as those employed in the specific content area under consideration.

Through the framework panels and through public comment, Board policy assures that framework development and update processes take into account state and local curricula and

assessments, widely accepted professional standards, exemplary research, international standards and assessments, and other pertinent factors and information.

### *Role of the Governing Board in Developing and Updating Frameworks*

The policy specifies that at least once every 10 years (and more often if there are major changes in states' or the nation's educational systems), the Board, through its Assessment Development Committee (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 of changing frameworks to trends and assessment of educational progress. The Board may decide based on the input that the framework does not require revision, or that the framework may require minor or major updates. To initiate updates, the ADC shall prepare a recommendation for full Board approval. Minor updates include clarifications or corrections that do not affect the construct defined for the assessment. Major updates shall include the convening of a Visioning Panel. Framework revisions are subject to full Board approval.

In initiating a framework update, Board policy states that the Governing Board shall consider needs for stable reporting of student achievement trends. 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.

The Governing Board shall make the final decision on the content and format of NAEP assessments. At the conclusion of the framework development or update process, the Governing Board shall take final action on the recommended framework, specifications, and contextual variables.

### *Role of the Assessment Development Committee in Developing and Updating Frameworks*

The policy also describes how the Governing Board, through the ADC, is to monitor all framework development and update activities that result in recommendations to the Governing Board on the content and format of each NAEP assessment. Specifically, the Committee's responsibilities are to:

- Develop a charge for the panel if a Visioning Panel is to be convened, and the charge shall be subject to full Board approval. The charge will outline any special considerations for an assessment area.
- Receive regular reports on the progress of framework development and updates.
- Provide direction to the framework panels, via Governing Board staff, which includes guidance to 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.

Ongoing process questions for the ADC's monitoring efforts include:

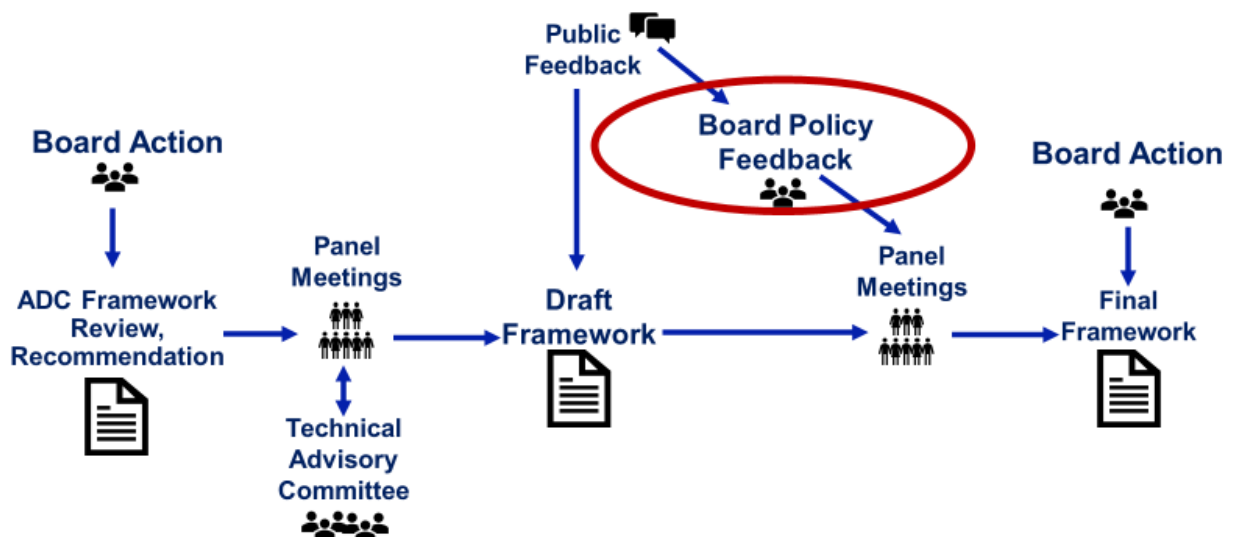
- Did the framework update project begin with an extensive review of the current framework?
- Does the process engage a broad spectrum of stakeholders in developing recommendations for the knowledge and skills NAEP should assess?

- Is the process informed by a broad, balanced, and inclusive set of factors, delicately balancing current curricula and instruction, research, and the nation’s future needs?
- Is the process being conducted in an environment that is open, balanced, and even-handed?
- Is the Development Panel considering all viewpoints raised and debating all pertinent issues?

In accordance with the Board’s policy, the final framework must:

- Be inclusive of content valued by the public
- Reflect high aspirations
- Focus on important, measurable indicators
- Avoid endorsing or advocating a particular instructional approach
- Be clear and accessible to educators and the general public
- Define the construct(s) to be assessed and reported upon
- Articulate item formats, sample items, and sub-content weightings to demonstrate the construct is to be measured
- Describe how much of the content domain relates to the NAEP Basic, NAEP Proficient, and NAEP Advanced levels for each grade to be tested, in accordance with the [Governing Board Achievement Levels Policy](#)
- Align to widely accepted professional testing standards
- Support fair and accurate measurement of student academic achievement
- Support NAEP assessment items that will be secular, neutral, and non-ideological and free from racial, cultural, gender, or regional bias

The figure below depicts the Board’s framework process as outlined in policy, and the red circle represents where the Board is today in the 2025 NAEP Reading Framework update.



## *History of NAEP Reading Frameworks*

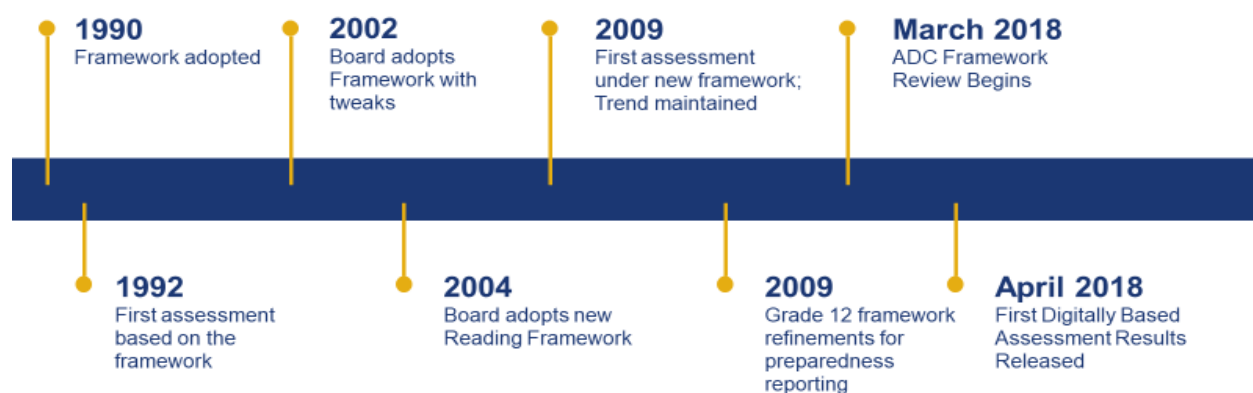
In 1988, the year it was established, the Board launched a framework consensus project to develop a reading framework, which was adopted in 1990. In 2000, the Board began to evaluate whether an update to the NAEP Reading Framework was needed. This evaluation, first, led to a revised version of the framework to make it more accessible and to acknowledge new research. In 2002, the Board launched the process for a replacement framework.

The new replacement framework was adopted by the Board in 2004. The initial plan was for the new framework to begin with the 2007 assessment, but the implementation was delayed until 2009 to accommodate item development lead time and more stable reporting under No Child Left Behind, since it was not clear upfront whether the trend lines could be maintained from 1992 to the new assessment.

In 2007, special analyses began to determine whether the new framework's assessment results could be compared to the previous assessment. This involved the frameworks, test questions, and administering the old and new assessment to the same students. The analyses determined that the results could be compared, and NAEP was able to continue the trend lines from 1992 to 2009 and beyond<sup>1</sup>. This content continues as the content assessed on today's NAEP reading assessment for grades 4 and 8, with some 2009 refinements to support preparedness reporting for grade 12 that also did not disrupt trend.

The Board has kept NAEP Mathematics and Reading frameworks steady to support content stability and trend reporting during a time of sweeping changes in assessments across states. The 2017 assessments at grades 4 and 8 were comprised of previous paper-based assessment questions, adapted to fit a tablet screen and address the same content. The goal of adapting questions was to retain the same measurement targets as the original version of each question.

New questions aligned to the current framework were also developed to take advantage of the digital delivery system. In April 2018, NAEP released results from the first-ever digitally based NAEP Reading Assessment (conducted in January – March 2017). NCES conducted a bridge study, which enabled the continued reporting of achievement trends, extending back to 1992.



<sup>1</sup> Additional information on the Reading Trend Study is available at:  
[https://nces.ed.gov/nationsreportcard/reading/trend\\_study.asp](https://nces.ed.gov/nationsreportcard/reading/trend_study.asp)

### *Initial Board Activities for Updating the Current NAEP Reading Framework*

As described in the Board policy, framework development and update processes are monitored and led by the ADC. In 2018, the ADC conducted a review of the current [NAEP Reading Framework](#). In accordance with the Board policy, the [ADC review](#) included papers and discussions with an array of reading educators and experts. As noted in the minutes from the March 2019 Governing Board meeting, “The expert review indicated that there are advances that need to be captured in the NAEP Reading Assessment, particularly in ways to address prior knowledge, argumentation, and multiple texts. Advances in cognitive science regarding differences in digital versus print-based reading also pose fundamental issues involving the definition of text and other aspects of reading.”

Based on this review, the Board anticipated that the number of updates to be reflected in the NAEP Reading Framework was larger than what was anticipated after the [NAEP Mathematics Framework review](#). Responsively, the Board initiated an update of the framework. The ADC developed a Charge to the Reading Framework Panel that was unanimously adopted by the full Board in March 2019 (Attachment A). The Charge included direction to develop recommendations that maximize the value of NAEP to the nation, while considering opportunities to extend the depth of measurement and reporting. Unlike the Charge to the Mathematics Framework Panel, the Board-adopted Charge to the Reading Framework Panel did not prioritize maintaining trends as a primary goal given the expectation that the necessary changes to the Reading Framework would be larger than those for the Mathematics Framework.

In a competitive bid, the Board awarded a contract to WestEd to implement the updates to the Mathematics Framework and the Reading Framework for administration beginning in 2025.

### *Additional Preparation for the Framework Update: Addressing English Language Arts*

Based on a 2019 scan of information on publicly available websites for state departments of education, approximately 40 states currently have integrated assessments of English Language Arts (ELA) rather than separate assessments of reading and writing. Many of these assessments report distinct scores for reading and writing (and/or some of their individual components) in addition to an overall ELA score. NAEP, on the other hand, has completely separate frameworks and assessments for reading and writing, and distinct samples of students take each assessment.

There are legislative parameters that impact how NAEP approaches the assessment of reading and writing. The current NAEP legislation requires NAEP to report on reading and mathematics at grades 4 and 8 every two years; other assessments (including writing) are to be assessed to the extent that time and resources allow. Furthermore, the Every Student Succeeds Act (ESSA) requires state participation and reporting of results for reading and mathematics at grades 4 and 8; there is no requirement for state participation and reporting in other NAEP assessments, including writing.

The legislative mandates do not support moving towards a fully integrated NAEP ELA Framework at this time (instead of distinct NAEP Reading and Writing Frameworks). Prior to convening the Reading Framework Visioning Panel, however, the Governing Board convened an Ad Hoc expert panel to explore ways that the assessment of reading and writing could be more coordinated than it has been previously.

The expert panelists recommended that NAEP incorporate some writing into its Reading assessment. The current NAEP Reading Framework includes application; however, experts suggested this be made more salient to allow students to demonstrate deeper understanding of texts and their related concepts. Experts argued that items requiring writing with sources involve important reading comprehension skills and should be included within the definition of the construct of NAEP Reading.

The expert panelists also recommended the Governing Board consider integrating some reading relevant to writing when updating the NAEP Writing Framework in the future. Panelists felt that it was important to maintain writing without sources as one component of the NAEP Writing assessment, but that an additional component should be added to address writing with sources.

### *Major Milestones of the Reading Framework Update Project*

In consultation with the ADC and Governing Board staff, WestEd selected and convened a broadly representative group of subject matter experts, practitioners, administrators, researchers, business representatives, and members of the general public – serving as the Visioning and Development Panels in accordance with Board Policy. Information about the members and representation on the framework panels is provided in Attachment C.

An important part of the process was a compilation of resources to support the framework panels' deliberations. These resources took into account widely accepted professional standards, exemplary research, standards and assessments internationally and in other countries, key reports having significant national and international interest, other assessment instruments in the content area, and other pertinent factors and information. The compilation offers a summary of relevant research, advantages and disadvantages of the latest developments, and trends in state standards and assessments for the content area. In addition, an Issues Paper was developed using the resource compilation to provide a comprehensive and organized presentation of issues, particularly in connection with new developments in the discipline and in assessment since the last framework.

In their monitoring role to ensure that framework updates follow the NAEP legislation and the Board's policy, the ADC has received project updates on the NAEP Reading Framework at every quarterly Board meeting beginning in November 2019. The major changes proposed by the framework panels are summarized in Attachment B. The Development Panel met several times between November 2019 and June 2020 to develop these recommendations.

The resulting [draft framework was posted for public comment](#) from June 22 – July 23, 2020 and several webinars were held as part of the public comment process. The next step in the framework update process is for the Development Panel to revise the draft framework in response to feedback received from the public comments and in response to policy feedback from the Board. The revised framework will be reviewed by the Board prior to scheduled action in November 2020.

Major milestones of the 2025 Reading Framework Update are listed in the table below.

<b>Milestone</b>	<b>Dates</b>
ADC Framework Review	Spring/Summer 2018
ADC Framework Recommendation and Charge to the Visioning Panel Adopted by Governing Board	March 2019
Project Kickoff and Plan/Design Development	June – September 2019
Issues Paper and Resource Compilation Development	August – October 2019
Visioning Panel Meeting	October 2019
Development Panel Meetings	November 2019 – September 2020
Technical Advisory Committee (TAC) Meetings	2-3 weeks after each panel meeting and prior to submission of draft framework documents
Gather Public Comment on Draft Framework	June – July 2020
<b>Board Policy Guidance for Draft Framework</b>	<b>July 31, 2020</b>
Develop Final Versions of Framework Documents	August – October 2020
Board Action on Final Framework	November 2020
Board Action on Assessment and Item Specifications	January 2021

### *Policy Guidance Needed from the Governing Board for NAEP Reading*

Each framework process raises content issues as well as policy issues. Content issues are resolved through carefully reflecting consensus perspectives across the field. Policy issues relate to the broader context of how NAEP is positioned in the landscape of education policy and assessment. Hence, these issues require the Governing Board’s guidance to enable framework panels to conduct revisions in accordance with Board priorities. When the draft framework reflects the field’s consensus on content issues and the Board’s consensus on policy issues, the process concludes with the Board’s adoption of the revised draft framework.

As described above, public comment is a critical milestone in collecting input from a wide array of stakeholders and in ensuring the revised framework reflects consensus of the field. In representing state and district perspectives for jurisdictions reported on by NAEP, a copy of comments submitted by the Council of Chief State School Officers and the Council of the Great City Schools are provided in Attachment D. Comments from NCES are also provided in Attachment E. Additional public comment will be summarized during the July 31 Governing Board meeting with access to all comments made available to interested Board members shortly thereafter. Following the close of public comment on July 23, the ADC will determine the most relevant policy questions for full Board discussion.

To support a 2025 administration of an updated NAEP Reading Assessment, Board action is scheduled for November 2020. The session will begin with a summary of recommendations in the draft framework from Panel Chair P. David Pearson and WestEd Content Lead Cynthia Greenleaf. The purpose of this session is for the ADC to lead a full Board discussion to identify Board direction on policy matters for updating the NAEP Reading Framework.



**The National Assessment Governing Board Charge to the Visioning Panel  
For the 2025 National Assessment of Educational Progress (NAEP)  
Reading Framework**

**Whereas**, The Nation’s Report Card—also known as the National Assessment of Educational Progress (NAEP)—is mandated by Congress to conduct national assessments and report data on student academic achievement and trends in public and private elementary schools and secondary schools, and is prohibited from using any assessment to “evaluate individual students or teachers” or “to establish, require, or influence the standards, assessments, curriculum, ... or instructional practices of states or local education agencies” ([Public Law 107-279](#));

**Whereas**, Congress specifically assigned the National Assessment Governing Board responsibilities to “develop assessment objectives consistent with the requirements of this [law] and test specifications that produce an assessment that is valid and reliable, and are based on relevant widely accepted professional standards”;

**Whereas**, the Governing Board’s [Strategic Vision](#) adopted in November 2016 established that the Board will, “develop new approaches to update NAEP subject area frameworks to support the Board's responsibility to measure evolving expectations for students, while maintaining rigorous methods that support reporting student achievement trends”;

**Whereas**, the Governing Board established in its [Framework Development Policy](#) that the Board shall conduct “a comprehensive, inclusive, and deliberative process” to determine and update the content and format of all NAEP assessments;

**Whereas**, in accordance with the Governing Board’s Framework Development Policy, the Board’s Assessment Development Committee conducted a review of the current [NAEP Reading Framework](#), which included [seven papers](#) from leading reading educators;

**Whereas**, based on the review of the NAEP Reading Framework conducted by the Assessment Development Committee, the Committee concludes that a substantial framework update is required to address digital platforms and new research, and recommends that the Board update the NAEP Reading Framework last updated in 2004 “to be informed by a broad, balanced, and inclusive set of factors” balancing “current curricula and instruction, research regarding cognitive development and instruction, and the nation’s future needs and desirable levels of achievement, ” in accordance with the Framework Development Policy;

**Therefore**,

- The National Assessment Governing Board staff, with appropriate contractor support and oversight by the Governing Board’s Assessment Development Committee, shall conduct a framework update by establishing a Visioning Panel with a subset of members continuing as the Development Panel if necessary, in accordance with the Governing Board Framework Development Policy;
- All processes and procedures identified in the Governing Board Framework Development Policy shall be followed;

- The Visioning Panel will recommend necessary changes in the NAEP Reading Framework at grades 4, 8, and 12 that maximize the value of NAEP to the nation; and the Panel is also tasked with considering opportunities to extend the depth of measurement and reporting given the affordances of digital based assessment;
- The update process shall result in three documents: a recommended framework, assessment and item specifications, and recommendations for contextual variables that relate to student achievement in reading;
- At the conclusion of the NAEP Reading Framework update process, the National Assessment Governing Board shall review recommendations from the Visioning Panel and Development Panel, if convened, and take final action on recommended updates to the reading framework, assessment specifications, and subject-specific contextual variables; and
- The framework update adopted by the Board will guide development of the 2025 NAEP Reading Assessment.

**Exhibit 1.1. Key Similarities and Differences Between the 2009-2019 and the 2025 NAEP Reading Frameworks** – *from Public Comment Draft of Framework*

	<b>2009–2019 NAEP Reading Framework</b>	<b>2025 NAEP Reading Framework</b>
Theoretical Framework	Reading comprehension as a dynamic cognitive process	Reading comprehension as a dynamic cognitive process expanded to a sociocultural model that positions the reader, the text, and the activities in a sociocultural context.
Definition of Reading Comprehension	Reading is an active and complex process that involves: <ul style="list-style-type: none"> <li>• Understanding written text.</li> <li>• Developing and interpreting meaning.</li> <li>• Using meaning as appropriate to type of text, purpose, and situation.</li> </ul>	Reading comprehension is a sociocultural process in which individuals use language, knowledge, and foundational skills to extract, construct, integrate, and critique meaning as they engage with a wide range of texts for purposes shaped by home, community, and school experiences.
Purposes for Reading	No explicit purposes assumed for all assessment tasks.	Purpose-driven assessment includes two broad purposes: <ul style="list-style-type: none"> <li>• Reading to develop understanding</li> <li>• Reading to solve problems</li> </ul>
Contexts for Reading	Practical, academic, and other contexts drawn from grade-appropriate sources spanning the content areas.	<ul style="list-style-type: none"> <li>• Reading to engage in literature</li> <li>• Reading to engage in science</li> <li>• Reading to engage in social studies</li> </ul>
Content (Type of Texts)	<ul style="list-style-type: none"> <li>• Literary text <ul style="list-style-type: none"> <li>○ Fiction</li> <li>○ Literary nonfiction</li> <li>○ Poetry</li> </ul> </li> <li>• Informational text <ul style="list-style-type: none"> <li>○ Exposition</li> <li>○ Argumentation and persuasive text</li> <li>○ Procedural text and documents</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Literary texts</li> <li>• Science texts</li> <li>• Social studies texts</li> </ul> <p>The range of text types includes the textual elements that characterize texts in each disciplinary context. See exhibit 4.7.</p>
Cognitive Processes	Cognitive targets	Comprehension targets

	distinguished by text type: <ul style="list-style-type: none"> <li>● Locate/recall</li> <li>● Integrate/interpret</li> <li>● Critique/evaluate</li> </ul>	distinguished by context: <ul style="list-style-type: none"> <li>● Locate and recall</li> <li>● Integrate and interpret</li> <li>● Analyze and evaluate</li> <li>● Use and apply</li> </ul>
Language Structures and Vocabulary	Systematic approach to vocabulary assessment with potential for a vocabulary subscore.	Systematic approach to vocabulary expanded to go beyond measuring knowledge of individual words' meanings to also include knowledge of language structures. The construct includes three dimensions: <ul style="list-style-type: none"> <li>● Discourse (relations across words and phrases)</li> <li>● Semantic (words)</li> <li>● Morphological (word parts)</li> </ul> <p>Assessment items may be double scored for both 1) comprehension and 2) language structures and vocabulary; no subscore for language structures and vocabulary is proposed.</p>
Passage Source & Selection	<p>Use of authentic stimulus material plus some flexibility in excerpting stimulus material.</p> <p>Expert judgment and use of at least two research-based readability formulas for passage selection.</p>	<p>Criteria for including texts in the NAEP reading assessment, regardless of the discipline in which a given block is situated, is:</p> <ul style="list-style-type: none"> <li>● Authenticity</li> <li>● Engagingness</li> <li>● Social and cultural diversity</li> <li>● Developmental appropriateness</li> <li>● Degree of content elaboration</li> <li>● Disciplinary appropriateness</li> <li>● Complexity</li> <li>● Quality and coherence</li> </ul> <p>Flexibility to include some commissioned texts if it is impossible to find naturally</p>

		<p>occurring texts.</p> <p>Both disciplinary expertise and deep knowledge about the nature and structure of text to be used in the text selection process.</p> <p>Evaluation of text complexity based on a combination of quantitative and qualitative measures, as well as reader attributes and navigational complexity.</p>
Passage Length	<p>Grade 4: 200–800 words</p> <p>Grade 8: 400–1,000 words</p> <p>Grade 12: 500–1,500 words</p>	<p>Grade 4: 200–800 words</p> <p>Grade 8: 400–1,000 words</p> <p>Grade 12: 500–1,500 words</p>
Role of Technology	<p>Transition to digital platform beginning in 2017.</p> <p>No detailed description of how technology should be used relative to the construct.</p>	<p>Digital platform for the entire assessment and affordances of digital interface woven into development of the construct.</p> <p>Real-world, problem-based scenarios that include dynamic texts, videos, animation, and innovative item types and formats. These developments also include building avatar-enriched social contexts for reading and presenting purposeful tasks.</p> <p>Text structures include single static on screen text, single dynamic text, and multiple texts (or complex textual environments).</p>
Scaffolds		<p>Three types of scaffolds to support all students within the digital platform:</p> <ul style="list-style-type: none"> <li>● Knowledge scaffolds</li> <li>● Metacognitive and strategy scaffolds</li> <li>● Motivational and social scaffolds</li> </ul>
Item Type	Selected-response and both	Selected response items, short

	short and extended constructed-response items included at all grades.	and extended constructed-response items, and dynamic response items at all grade levels.
Reporting	Reporting subscales for literary and informational texts	Expansion to include: <ul style="list-style-type: none"> <li>• Reporting subscales for literary, science, and social studies contexts, highlighting the prominence of the disciplinary grounding of reading</li> <li>• Further disaggregating students by English language proficiency into three reporting categories, including current, former, and never English learners</li> </ul>
Explanatory Variables	Contextual information enriches reporting of results.  Contextual variables selected to be of topical interest, timely, and directly related to academic achievement. They may reflect current trends, such as use of technology.	Greater emphasis on explanatory variables organized in two sets: <ul style="list-style-type: none"> <li>• Reader attributes related to the knowledge, interest, motivation, engagement, habits, attitudes, language competence, and skills/strategies that individual students bring to the reading act</li> <li>• Environmental variables related to contexts that influence individual student performance, some emanating from home and community settings (e.g, funds of knowledge, home language, family income, parent education, participation in community activities, and the like) and others related to the school environment (opportunities to learn, school and classroom</li> </ul>

		<p>supports for learning, peer relationships)</p> <p>Variables can be assessed in three ways:</p> <ul style="list-style-type: none"> <li>● Core and Reading-specific survey responses</li> <li>● Block-specific measures</li> <li>● Process variables</li> </ul>
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### **Representation on the Visioning and Development Panels**

Every framework panel requires a Chair who is well-grounded in the field and capable of facilitating inclusive and robust discussion with a wide array of educational leaders. The 2025 NAEP Reading Framework Visioning and Development Panels are chaired by P. David Pearson, Professor Emeritus and former Dean of the University of California, Berkeley Graduate School of Education. Until recently, Pearson served as chair and member of the NAEP Reading Standing Committee. This standing committee advises NAEP item development contractors on assessment of reading comprehension content, including how to rigorously implement the NAEP Reading Framework with fidelity broadly speaking and in a digitally-based assessment.

In accordance with the Board's policy, framework panelists reflect diversity by region, gender, race/ethnicity, age, stakeholder category, and prevailing perspectives and ideologies. The Visioning Panel includes teachers, state and district directors, policymakers from educational organizations, content specialists, business representatives, researchers, and technical experts; and includes representatives from the following organizations:

- National Council of Teachers of English
- Council of the Great City Schools
- National School Boards Association
- National Association of Elementary School Principals
- National Association of Secondary School Principals
- The College Board
- International Literacy Association
- Literacy Research Association
- National Center on Education and the Economy
- Bureau of Indian Education

Expertise in the following areas is represented among the 17 members who comprised the Development Panel:

- Developmental trends
- Assessment
- English learners
- Equity and special populations
- Special education
- Socioemotional factors
- Technology

Biographies for P. David Pearson, the Visioning and Development Panel members, and the Technical Advisory Committee members follow.



**2025 NAEP Reading Framework Update Visioning Panel List**

*Asterisk indicates also a member of the Development Panel*



**David**

**Dr. P. David Pearson\***

**Emeritus Faculty Member; Visioning and Development Panel Chair  
University of California, Berkeley**

P. David Pearson is the Evelyn Lois Corey Emeritus Chair in Instructional Science within the Graduate School of Education at the University of California, Berkeley, where he served as Dean from 2001-2010. His current research focuses on literacy history and policy, including assessment work on statewide assessment in Minnesota and Illinois, the New Standards movement in the 1990s, Smarter Balanced in 2010-2015, and NAEP (continuously since 1973).

Prior to coming to Berkeley in 2001, he served as the John A. Hannah Distinguished Professor of Education in the College of Education at Michigan State and as Co-Director of the Center for the Improvement of Early Reading Achievement. Even earlier, he was Dean of the College of Education, Co-Director of the Center for the Study of Reading, and Professor of Curriculum and Instruction at the University of Illinois. His initial professorial appointment was at the University of Minnesota in Minneapolis from 1969-1978.

He has been active in a range of leadership roles in professional organizations, most notably the International Literacy Association, the National Council of Teachers of English, the American Educational Research Association, the Literacy Research Association, and the National Academy of Education.

He has written and co-edited several books about research and practice, most notably the Handbook of Reading Research. He has served on the boards of many educational research journals. His 300+ books, articles and chapters, written with over 200 co-authors, appear in a range of outlets for a wide range of audiences—teachers, scholars, and policy makers.



**2025 NAEP Reading Framework Update Visioning Panel List****Peter**

**Dr. Peter Afflerbach\***  
**Professor of Education**  
**University of Maryland**

Dr. Peter Afflerbach is Professor of Education at the University of Maryland. Dr. Afflerbach's research interests focus on individual differences in reading, the differences and similarities of reading comprehension strategies for print and digital reading, reading assessment, and the verbal reporting methodology. Dr. Afflerbach has served on the National Academy of Education and National Academy of Science committees related to literacy, and the migration of large-scale tests from traditional to digital formats. He is currently concluding a synthesis of the reading comprehension instruction research conducted under the Reading for Understanding funding initiative. Dr. Afflerbach is Chair of the Literacy Assessment Task Force of the International Literacy Association. He was elected to the International Literacy Association's Reading Hall of Fame in 2009. Dr. Afflerbach is the editor of the Handbook of Individual Differences in Reading: Reader, Text, and Context (2016), and co-editor of the Handbook of Reading Research, 4<sup>th</sup> Edition (2010) and 5<sup>th</sup> Edition (in press). He has published in numerous theoretical and practical journals, including Reading Research Quarterly, Cognition and Instruction, Elementary School Journal, Journal of Adolescent and Adult Literacy, Language Arts, Theory into Practice, and The Reading Teacher.

**Carolyn**

**Ms. Carolyn Aguirre**  
**Middle School Science Teacher and Department Head**  
**New Haven Unified School District**

I moved to the Bay Area in 1993 to teach and attend Cal State Hayward, where I earned my teaching credential and my master's degree in Curriculum Development. I have been teaching in the New Haven Unified School District since 2000, first at Barnard White Middle School, and then at Cesar Chavez Middle School. Before that, I worked in several other school districts in the San Francisco Bay Area. In my 26 years teaching in California, I have taught all three grade levels of middle school science, as well as 8th grade Math and Algebra. Before moving to the Bay Area, I was a Peace Corps volunteer, serving as a high school Science and Math teacher in the Kingdom of Swaziland in Southern Africa. I entered the Peace Corps in 1989 after graduating with a degree in Biology and Spanish from Occidental College in Los Angeles.

**2025 NAEP Reading Framework Update Visioning Panel List****Sarah**

**Ms. Sarah Aguirre\***  
**English Language Arts Teacher**  
**Hobby Middle School, Northside ISD**

Sarah is an ELA teacher at Northside ISD in San Antonio, TX. Previously, Sarah was a Field Education Specialist at the University of Texas at San Antonio. There, she conducted research and curriculum writing on several grants. Additionally, she was a reading specialist and literacy coach at a high-needs elementary campus through a grant-funded project. Her experience as an educational coordinator for the UTSA and USAID Read Malawi project in Africa inspired her love for international students. Sarah was the team leader of the Newcomer program at Colonies North Elementary in Northside ISD for 5 years where she taught children with refugee status, many of whom had interrupted or no formal education. She is on the board of Refugee Services at Catholic Charities of San Antonio, a 2016 finalist for the HEB Excellence in Education Award, 2017 Region 20 ESL teacher of the year, and has published an article for The Reading Teacher.

**Minnie**

**Mrs. Minerva Anaya-St John**  
**Lieutenant Colonel (Ret)**  
**United States Airforce**

Minerva Anaya-St John was born in Pharr Texas, Oct 17, 1955. During her early years she joined her family working in the fields as a migrant worker. She graduated St. Edwards University in 1977 with Criminal Justice and History degrees. She then joined the Air Force as a second lieutenant. While in the Air Force she commanded/flew AWACS missions in Asia, the Middle East and South America. She also served on the Vice Presidents' Task Force on Drugs, was the first woman to serve in the Pentagon as the executive officer for the Director of Operation for the Air Force and was the Chief of Air Operations at US Central Command. After she left the Air Force, she founded a development and construction company whose projects ranged from first-time home buyer residential to multi-family and commercial construction. Minerva remains in the construction and real estate business to this day.

**Nancy**

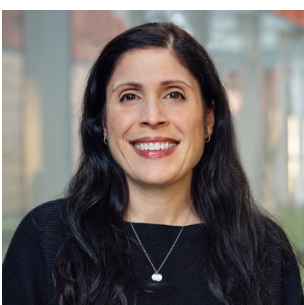
**Ms. Nancy Brynson\***  
**Co-Director, Retired**  
**Center for the Advancement of Reading and Writing, California State University, Chancellor's Office**

Nancy Brynson recently retired as the co-director of the CSU Center for the Advancement of Reading and Writing. Before arriving at the CSU, she served as a bilingual teacher, elementary school principal, school district administrator, and language arts consultant for the California Department of Education. Currently, she oversees the CSU's Expository Reading and Writing Curriculum and several related federal grants. She also co-wrote the 2015 English Language Arts/English Language Development Framework for California Public Schools: Kindergarten Through Grade Twelve. A 2010 inductee into the California Reading Association (CRA) Reading Hall of Fame, she is also the recipient of the CRA 2014 Marcus Foster Memorial Award and the California Association of Teachers of English 2017 Award of Merit.

**2025 NAEP Reading Framework Update Visioning Panel List****Jinghong**

**Dr. Jinghong Cai**  
**Research analyst**  
**National School Boards Association, Center for Public Education**

Jinghong Cai, Ph.D. in Curriculum and Instruction. Cai is the research analyst for the Center for Public Education, National School Boards Association. She is a quantitative researcher, and her research focuses on math in early childhood education and policy issues related to students' academic achievement.

**Gina**

**Dr. Gina Cervetti\***  
**Associate Professor**  
**University of Michigan**

Gina Cervetti specializes in literacy development and instruction. Her work involves three central concerns: the potential benefits of content-area learning for literacy development, the role of world knowledge in literacy development, and the nature of vocabulary/language instruction that supports reading comprehension. She has been particularly interested in science as a context for elementary students' reading, writing, and language development. She has examined how the collaborative, experiential, and knowledge-enhancing qualities of inquiry-based science instruction can fuel students' engagement and growth in literacy. She has served as a principal investigator on several grants investigating integrated science-literacy instruction with a focus on how science might serve as an especially rich pedagogical context for emerging bilingual students. Cervetti is currently investigating how knowledge-enriching reading and instruction might support students' acquisition of vocabulary knowledge and their ability to engage in complex forms of reasoning within and across texts. She is also involved in investigations of the language demands of school texts and ways to support students' acquisition of word knowledge and conceptual knowledge in support of comprehension. Following her doctoral work in educational psychology at Michigan State University, Cervetti worked for several years as a postdoctoral scholar and researcher at the University of California, Berkeley, on the Seeds of Science/Roots of Reading program. Cervetti joined the University of Michigan in 2011, following three years as an assistant professor at the University of Colorado, Boulder.



**2025 NAEP Reading Framework Update Visioning Panel List**

**Byeong-Young**

**Dr. Byeong-Young Cho\***  
**Associate Professor**  
**University of Pittsburgh**

I am an associate professor of literacy education in the Department of Instruction and Learning at the University of Pittsburgh's School of Education and a research scientist at Pitt's Learning Research and Development Center. My research focuses on understanding cognitive, metacognitive, and epistemic dimensions of student reading and learning in a complex task environment. My recent work examines classroom practices that support student learning and engagement through accessing, processing, and using multiple texts in disciplinary and digital literacies instruction. I have been co-leading various research projects, such as those that investigate middle school learners' historical reading through multisource text inquiries, evidence-centered assessment of digital reading skills, and metacognitively oriented digital literacy intervention for high school learners. I have published my work in scholarly journals such as *Cognition and Instruction*, *Reading Research Quarterly*, and *American Educational Research Journal*, to name a few. I have presented my work regularly at the national and international conferences of leading professional organizations, including the American Educational Research Association and the Literacy Research Association.



**Julie**

**Dr. Julie Coiro\***  
**Associate Professor**  
**University of Rhode Island**

Julie Coiro is associate professor in the School of Education at the University of Rhode Island, in the United States, where she teaches courses in reading and digital literacy and co-directs the Ph.D. in Education program and the Graduate Certificate in Digital Literacy. Julie conducts research and speaks nationally and internationally about digital literacies, online reading comprehension strategy instruction, collaborative knowledge building during inquiry, and effective practices for technology integration and professional development. Julie has served as Co-PI on a USDE federally funded research project to develop a series of valid and reliable assessments of online reading comprehension, and a project funded by NAEP-SAIL with colleagues in the US and Finland to explore how students work together to conduct online inquiry and build consensus across multiple online sources. Her work appears in journals such as *Reading Research Quarterly*, *The Reading Teacher*, *Educational Leadership*, and *The Journal of Education*. She also co-edited the *Handbook of Research on New Literacies* (2008) and co-authored *Teaching with the Internet K-12* (2004). Julie's newest co-authored book is titled *From Curiosity to Deep Learning: Personal Digital Inquiry in Grades K-5* with Stenhouse (2019).

## **2025 NAEP Reading Framework Update Visioning Panel List**



**Carol**

**Dr. Carol Connor\***  
**Chancellor's Professor in Education**  
**University of California, Irvine**

Carol McDonald Connor, Ph.D., CCC-SLP, is a Chancellor's Professor in Education at University of California, Irvine. Her research investigates individual child differences and the links between children's language and literacy development with the goal of illuminating reasons for the perplexing difficulties children who are atypical and diverse learners, including children with dyslexia, have developing basic and advanced literacy skills. Most recently, her research interests have focused on how to individualize (personalize) students' learning opportunities in the classroom—using technology—from preschool through fifth grade and developing and evaluating new technologies to improve teacher efficacy and students' literacy, math, and science outcomes. Awarded the PECASE in 2008, she is also a fellow of AERA and APA. Currently, she is the principal investigator for studies funded by the US Department of Education, Institute for Education Sciences and the National Institute for Child Health and Human Development, including the Early Learning Research Network and the FCRR Learning Disabilities Research Center. She is also past Editor of the Journal for Research in Educational Effectiveness and past Associate Editor for Child Development and currently an Associate Editor for AERA Open.



**Elena**

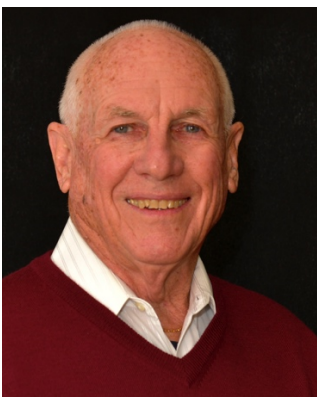
**Dr. Elena Forzani\***  
**Assistant Professor in Literacy Education**  
**Wheelock College of Education & Human Development**

Elena Forzani is an Assistant Professor in Literacy Education at the Wheelock College of Education & Human Development, Boston University, where she teaches undergraduate and graduate courses in literacy assessment and instruction. Her research focuses on understanding how students across the elementary and secondary grades comprehend and use online information, with special attention to the evaluation of online, disciplinary texts. Prior to joining Wheelock, Dr. Forzani was the Assistant Research Director for PIRLS, an international reading assessment housed at Boston College. She was also a fellow at the New Literacies Research Lab at the University of Connecticut, where she worked on the ORCA (Online Research and Comprehension Assessment) Project. Dr. Forzani previously taught high school English and Reading in New Haven, Connecticut, as well as first grade in Louisiana. She earned her Ph.D. in Educational Psychology from the University of Connecticut.

**2025 NAEP Reading Framework Update Visioning Panel List****Josephine**

**Ms. Josephine Franklin**  
**Associate Director**  
**National Association of Secondary School Principals**

Josephine Franklin is the Associate Director for Professional Learning at the National Association of Secondary School Principals. As such, she manages principal recognition programs that acknowledge middle level and high school principals and assistant principals from across the country for their leadership and making a positive, significant difference in schools and communities. Also, she manages a communications grant to disseminate information around The Wallace Foundation principal pipeline initiative; and manages NASSP professional learning workshops and the development of Leading Success, an online toolkit. Prior to working at NASSP, she served in a variety of positions with Educational Research Service including management of information services and resource development. Ms. Franklin began her career teaching in the Orange City School District in New Jersey. She has earned a B.A. from Newark State College, M.A. from Kean University in Early Childhood Education and M. Ed from American University in Educational Administration.

**John**

**Dr. John Guthrie\***  
**Jean Mullin Professor**  
**University of Maryland**

John Guthrie, Ph.D., is the Jean Mullan Professor of Literacy Emeritus in Department of Human Development and Quantitative Methodology at the University of Maryland at College Park. He received his Ph.D. in Educational Psychology from the University of Illinois in 1968. After being a faculty member at The Johns Hopkins University, he became Research Director at the International Reading Association from 1974-1984. At the University of Maryland, from 1992 to 1997, he was co-director of the National Reading Research Center, funded by the U.S. Department of Education. From 2007-2012, he was Principal Investigator of a 5-year grant from the National Institute of Child Health and Human Development (NICHD) to investigate adolescent reading, focusing on Grade 7 students in a district-wide study. Dr. Guthrie has contributed to such volumes as Handbook of Reading Research (2000), Comprehension Instruction: Research Based Best Practices (2002), What Research Has to Say About Reading Instruction (2002) and Reading Comprehension: The RAND Report for Education (2003). He is a frequent contributor to the peer-reviewed journals of Reading Research Quarterly and the Journal of Educational Psychology and serves on the editorial board for them. Dr. Guthrie is the recipient of the Oscar Causey Award for Outstanding Reading Research and is a member of the International Reading Association Hall of Fame. In 2004, he received the University of Maryland Regent's Faculty Award for research/scholarship/creative activity. In 2011, he was elected to the National Academy of Education addresses research to national policy. In 2012, he was appointed to the Literacy Research Panel of the International Reading Association that investigates literacy policy. In 2017, he was awarded the William S. Gray Citation of Merit. Awarded for Outstanding Lifetime Contributions to Literacy by the International Literacy Association.

**2025 NAEP Reading Framework Update Visioning Panel List****Bonnie**

**Dr. Bonnie Hain\***  
**Chief of Academics and Districts Services**  
**CenterPoint Education Solutions**

As the Chief of Academics and District Services, Dr. Bonnie Hain oversees design and development of CenterPoint's product and services to ensure they are of the highest quality and meet the needs of educators. She also works directly with districts and schools across the country to deliver high-quality professional learning on standards implementation, instruction, and assessment literacy. Bonnie has over 25 years of experience in the field of education as a teacher, administrator, researcher, and a Reading and Language Arts assessment developer. She has led assessment design and development projects for districts across the United States, for the Maryland State Department of Education, and for the Partnership for Assessment of College and Careers (PARCC). Bonnie earned her bachelor's degree in Spanish/English education from The State University of New York at Albany, a master's degree from Virginia Tech, and her Ph.D. in English from Stony Brook University. A mother of three grown children and a grandmother of two, Bonnie resides currently with her family near Baltimore, Maryland.

**Robin**

**Dr. Robin Hall**  
**ELA and Literacy Director**  
**Council of the Great City Schools**

Dr. Robin Hall is the Director of Language Arts and Literacy for the Council of the Great City Schools. As a member of the Council's academic department, she supports the work of urban educators to improve student achievement for all students by sharing high-leverage information through publications, videos, and webinars, joining strategic support team site visits, and participating in job-alike conferences to facilitate networking and collaboration among member districts. Major efforts this year include providing technical assistance and written guidance for developing and implementing high-quality curriculum documents and professional development to support school staff in elevating teaching and learning to align to college-and career-readiness standards. Dr. Hall also served in various capacities over the course of thirty years in Atlanta Public Schools. She received her B.A. Degree in English from Vassar College and received her M.A. and D.A.H. Degrees from Clark Atlanta University. She is married with two daughters, a granddaughter, and two grandsons.



**2025 NAEP Reading Framework Update Visioning Panel List****Kathy**

**Dr. Kathleen Hinchman\***  
**Professor**  
**Syracuse University**

Once a middle school teacher, Kathleen A. Hinchman now teaches undergraduate and graduate classes in childhood and adolescent literacy. Her research is primarily qualitative or design-based and explores youths' and teachers' perspectives toward literacy instruction. She has published in multiple journals and co-authored or edited such texts as *Best Practices in Adolescent Literacy Development*, *Adolescent Literacies: A Handbook of Practice-Based Research*, and *Teaching Adolescents Who Struggle with Reading*. She is currently co-editor of the *Journal of Adolescent & Adult Literacy*. She has also served as President of the Central New York Reading Council, the New York State Reading Association, and President of the Literacy Research Association (formerly the National Reading Conference). She has also served on multiple New York State English Language Arts standards and assessment committees and as a participant on a Common Core State Standard validation study.

**Christy**

**Dr. Christy Howard**  
**Assistant Professor**  
**East Carolina University**

Christy Howard is an Assistant Professor in Literacy Studies at East Carolina University. Prior to coming to ECU, she served as a middle school English Language Arts classroom teacher, an English Language Arts curriculum specialist and an instructional support coach. These roles prepared her for her work at East Carolina University in preparing preservice and in-service teachers to meet the literacy needs of all students. Her research, teaching and service focus on content area literacy instruction, culturally responsive pedagogy and teacher preparation.

## 2025 NAEP Reading Framework Update Visioning Panel List



**Panayiota**

**Dr. Panayiota Kendeou**

**Professor**

**University of Minnesota, Guy Bond Endowed Chair in Reading**

Dr. Kendeou investigates the development of higher-order language and cognitive skills that support reading comprehension. In her research she develops theoretical models that explain how students acquire and revise knowledge during reading, and uses those models to design and test innovative, educational technology that transforms reading instruction and assessment (e.g., the federally funded projects TELCI/ELCII; iSTART-Early). Dr. Kendeou is Associate Editor of the *Journal of Educational Psychology* (and the Incoming Editor in 2020); she also serves on the editorial boards of *Scientific Studies of Reading*, *Contemporary Educational Psychology*, *Learning and Instruction*, *Discourse Processes*, and *Reading Research Quarterly*. She has 95+ publications, has served on several advisory boards (e.g., PIAAC, PIRLS), and she is the recipient of several early career awards. She is a member of the American Educational Research Association (AERA), the Society for Text and Discourse (ST&D), the Society for the Scientific Study of Reading (SSSR), the American Psychological Association (APA), and the Psychonomic Society.



**Emily**

**Ms. Emily Kirkpatrick**

**Executive Director**

**National Council of Teachers of English**

Emily Kirkpatrick is an experienced senior executive with deep expertise in organizational strategy, programmatic innovation, external communications, and fundraising in the education and nonprofit space. Ms. Kirkpatrick assumed her position as the Executive Director of the National Council of Teachers of English (NCTE)—the oldest and one of the largest literacy and education organizations in the United States—in November 2015, overseeing the professional home to English language arts teachers from PreK through university and amplifying the voices of educators through connection, collaborations, and a shared mission to improve the teaching and learning of English. Prior to NCTE, Ms. Kirkpatrick served in multiple leadership roles at the National Center for Families Learning (NCFL), an organization dedicated to eradicating poverty through education solutions for families. During her tenure at NCFL, Ms. Kirkpatrick created the award-winning digital learning platform Wonderopolis®, which reached millions of children across the globe and which was recognized by TIME Magazine as one of the top 50 websites of 2011. A transformative leader, Ms. Kirkpatrick has dedicated her career to public service and civic engagement, seeking to increase national literacy and social mobility, amplify educator voices, and advance the inclusion and empowerment of women. A native and longtime resident of Kentucky, Ms. Kirkpatrick has also served in planning and public relations roles at the Kentucky Office of the Secretary of Education, Arts and Humanities, and advanced the inclusion of women in public service positions while at the Kentucky Commission on Women. She earned her MBA with honors from Bellarmine University and her BA from Centre College in Kentucky.

**2025 NAEP Reading Framework Update Visioning Panel List**

Carol

**Dr. Carol Lee\***  
**Professor**  
**Northwestern University**

Carol D. Lee is the Edwina S. Tarry Professor of Education in the School of Education and Social Policy and in African-American Studies at Northwestern University in Evanston, Illinois, U.S.A. She received her Ph.D. from the University of Chicago. She is a past president of the American Educational Research Association (AERA), AERA's past representative to the World Educational Research Association, past vice-president of Division G (Social Contexts of Education) of the American Educational Research Association, past president of the National Conference on Research in Language and Literacy, and past co-chair of the Research Assembly of the National Council of Teachers of English. She is a member of the National Academy of Education in the United States, a fellow of the American Educational Research Association, a fellow of the National Conference on Research in Language and Literacy, and a former fellow at the Center for Advanced Studies in the Behavioral Sciences. She is a recipient of the Distinguished Service Award from the National Council of Teachers of English, Scholars of Color Distinguished Scholar Award from the American Educational Research Association, the Walder Award for Research Excellence at Northwestern University, the Distinguished Alumni Award from the College of Liberal Arts at the University of Illinois-Urbana, The President's Pacesetters Award from the American Association of Blacks in Higher Education, the Lifetime Achievement Award from the American Association of Colleges of Teacher Education and an honorary doctorate from the University of Pretoria, South Africa. She has led three international delegations in education on behalf of the People to People's Ambassador Program to South Africa and the People's Republic of China. She is the author or co-editor of three books, 4 monographs, and has published over 62 journal articles and book or handbook chapters in the field of education.



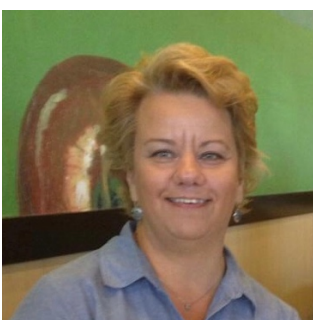
Karen

**Ms. Karen Malone**  
**Curriculum, Instruction, and Assessment Education Specialist**  
**Window Rock, AZ**

Karen Malone has worked in education for 24 years, gaining experience in instruction, curriculum, coaching, and principal leadership. She attained her Master of Education in Educational Administration from Grand Canyon University. As a seasoned teacher she is passionate about improving Native education and preparing Native students to be college and career ready. In addition to being the Curriculum, Instruction and Assessment Education Specialist, she is also involved in the Strategic Plan Implementation of the Bureau of Indian Education as a unit lead and she serves as a school board member for an indigenous school in New Mexico. Her work most recently has been in facilitating a financial literacy pilot program in Bureau operated schools across Arizona and New Mexico that serve 100% Native students. Outside of the office, Karen enjoys family, camping and traveling. As a lifelong resident of the Southwest, she is captivated by the beautiful sunsets and the endless miles of open country.

**2025 NAEP Reading Framework Update Visioning Panel List****Mariana****Dr. Mariana Pacheco\*****Associate Professor****University of Wisconsin, Madison, School of Education, Department of Curriculum and Instruction**

Mariana Pacheco received her Ph.D. from the UCLA in 2005 (Division of Urban Schooling). She is a former elementary bilingual (English-Spanish) teacher in Southern California. Mariana Pacheco's research focuses on meaningful opportunities for bi/multilingual and English Learner students to use their full cultural, linguistic, and intellectual resources for learning and self-determination. She employs ethnographic and anthropological methods to understand sociopolitical and sociocultural processes related to language, teaching, learning, and curriculum. Her work contributes to theorizations and empirical knowledge of policies, programs, and practices that amplify what 'counts' as knowledge and that enhance bi/multilingual students' academic potential through asset-based and strength-based educational practices, particularly for Chican@/Latin@, (im)migrant, and modest-income backgrounds.

**Cindy****Mrs. Cindy Parker****Middle and High School ELA Teacher**

Cindy Parker has been an educator for 30 years, serving as a middle and high school ELA teacher, and retired from the Kentucky Department of Education, where she held various roles, including literacy coordinator, grant coordinator, and director of the Division of Next Generation Professionals. She has a BA in English from the University of Kentucky, MA from Eastern KY University, and earned National Board Certification in Adolescent/Young Adult English language arts. She is a past president of the Kentucky Reading Association, International Literacy Association (ILA) member, served on the ILA Common Core State Standards Committee, and a committee that revised the ILA Standards for Literacy Professionals. She is a Kentucky State Literacy team member, an adjunct instructor at the University of Kentucky in the College of Education, works for the Central Kentucky Educational Cooperative as the Special Projects Coordinator, and is the advisor for the Council of Chief State School Officers ELA Collaborative.



## **2025 NAEP Reading Framework Update Visioning Panel List**



**Jim**

### **Dr. James Patterson College Board**

Jim Patterson PhD has spent twenty-five years in the fields of teaching, assessment, and standards. After two and a half years of secondary-level English and journalism teaching, he began work at ACT, Inc., in 1996 in ELA test development. From 1998 to 2013, he served first as the content lead for the ACT, PLAN, and EXPLORE Reading tests, spanning grades 8–12, and then in the same capacity for both the English and Reading tests. He also helped design the ELA portions of ACT Aspire (for grades 3–10). In 2013, Jim became senior director (later, executive director) for the ELA/literacy portions of the SAT Suite of Assessments at the College Board, helping redesign and then develop those portions of the SAT Suite (the SAT, PSAT/NMSQT and PSAT 10, and PSAT 8/9, covering grades 8–12) and also leading the design and initial development of the next-generation ACCUPLACER reading and writing college placement tests. Beginning in August 2019, he shifted roles within the College Board to focus on program connections and content strategy for the SAT Suite tests. From 2009 to 2010, Jim served as one of three lead writers for the Common Core State Standards for ELA/Literacy. His main contributors were developing the standards' text complexity materials, drafting the Language standards, editing the standards' evidence appendix, and writing the introductory material for the standards document. Jim earned a Bachelor of Journalism degree, magna cum laude, from the University of Missouri-Columbia in 1992; a Master of Arts in teaching degree in secondary English education from the University of Iowa in 1994; and a PhD in educational policy and leadership studies from Iowa in 2012.



**Sue**

### **Ms. Susan Pimentel Founding Partner Student Achievement Partners**

Susan is a founding partner of Student Achievement Partners, a nonprofit devoted to accelerating student achievement by supporting effective and innovative implementation of college-and career-readiness (CCR) standards. She is also co-founder of StandardsWork, a nonprofit leading the Knowledge Matters campaign. After leading the development of the Common Core State Standards for English Language Arts/Literacy, Susan served as a member of the Understanding Language Project of Stanford University. In that capacity, she co-authored, *Realizing Opportunities for English Learners in the Common Core English Language Arts and Disciplinary Literacy Standards*. A recent publication, co-authored with Ross Wiener of the Aspen Institute, *Practice What You Teach: Connecting Curriculum and Professional Learning in Schools* highlights the work jurisdictions are doing to integrate high-quality instructional materials with professional learning. A 2018 commentary published in *EdWeek*, *Why Doesn't Every Teacher Know the Research on Reading Instruction*, shares three evidence-based practices that can boost reading proficiency. Ms. Pimentel served two terms on the National Assessment Governing Board, an independent, bipartisan board that sets policy for the national assessment. She became vice-chair of the body in November 2012. She holds a bachelor's degree in early childhood education and a law degree from Cornell University.

**2025 NAEP Reading Framework Update Visioning Panel List****Alicia**

**Ms. Alicia Ross\***  
**Teacher and Educational Consultant**  
**Blue Ridge Middle/High School**

I am a high school Social Studies teacher at Blue Ridge High School in New Milford, PA. We are a small rural school district in the northeastern corner of the state. I just completed my twentieth year in education. I teach AP US Government and Politics, AP Macroeconomics, General Economics/Global Studies course, and Law/Sociology. I currently serve as the teacher-leader at my school for our Reading Apprenticeship Professional Learning Community. Due to my intense interest in serving my students and addressing their literacy needs, I just completed my second master's degree. This second degree is in Reading Instruction from Wilkes University. I am a consultant for Reading Apprenticeship and for the College Board's AP US Government and Politics workshops and summer institutes. I currently live in Throop, PA and have one grown son who practices law in New York. I am avid reader, runner, and pickleball player!

**Robert**

**Mr. Robert Rothman\***  
**Senior Editor**  
**National Center on Education and the Economy**

Robert Rothman is a senior editor at the National Center on Education and the Economy and a writer and editor for numerous education organizations. Previously, he was a senior fellow at the Alliance for Excellent Education, a Washington, D.C.-based policy and advocacy organization, and he was a senior editor at the Annenberg Institute for School Reform, where he edited the Institute's quarterly magazine, *Voices in Urban Education*. He was also a study director at the National Research Council, where he led a committee on testing and assessment in the federal Title I program, which produced the report *Testing, Teaching, and Learning* (edited with Richard F. Elmore) and a committee on teacher testing. A nationally known education writer and editor, Mr. Rothman has written numerous reports and articles on a wide range of education issues. He is the author of *Something in Common: The Common Core Standards and the Next Chapter of American Education* (2011) and *Measuring Up: Standards, Assessments and School Reform* (1995), and the editor of *City Schools* (2007). Mr. Rothman holds a degree in political science from Yale University.

**2025 NAEP Reading Framework Update Visioning Panel List****Allison****Dr. Allison Skerrett\*****Professor, Department of Curriculum and Instruction****Director of Teacher Education, College of Education, The University of Texas at Austin**

Dr. Skerrett is a professor of language and literacy in the Department of Curriculum and Instruction at The University of Texas at Austin. Professor Skerrett is also Director of Teacher Education for The University's College of Education. Dr. Skerrett's expertise includes secondary reading and English education; adolescents' literacy practices, including those of transnational/migrant youth; secondary English teacher preparation; urban education and sociocultural influences on teaching and learning.

**Eric****Mr. Eric Turman****Principal****Reading High School**

Reading High School was always categorized as one of the lowest performing schools in the state of Pennsylvania. Eric was determined that Reading would no longer be part of any state report that categorizes the school as low performing. Reading High School has increased its graduation percentage from 53 to almost 70 percent over the past several years and the dropout rate has decreased from 13 to 5 percent. During the 2016 and 2019 school years, Reading High School received the Bronze and Silver medal from US & News Report as one of the top high schools in the country. This is a tremendous honor considering 95% of the students who attend Reading High School are categorized as underserved and almost 85% of the student body is Latino. Under Eric's leadership he has built a community of success where every teacher, administrator, staff and parent in the Reading School District has played a role in the success of the students. Eric is a strong leader with a shared vision that has carried him and his team to have a tremendous impact on the children attending Reading Senior High.

**2025 NAEP Reading Framework Update Visioning Panel List****Paola****Dr. Paola Uccelli\***  
**Professor**  
**Harvard Graduate School of Education**

Paola Uccelli is a professor at the Harvard Graduate School of Education. With a background in linguistics, she studies socio-cultural and individual differences in language and literacy development throughout the school years. Uccelli's current projects focus on describing individual trajectories of school-relevant language development; on the design and validation of a research instrument to assess school-relevant language skills in elementary and middle school students; and on understanding how monolingual and multilingual speakers and writers learn to use a variety of discourse structures flexibly and effectively for diverse communicative and learning purposes. Uccelli studied linguistics at the Pontificia Universidad Católica del Perú and subsequently earned her doctoral degree in Human Development and Psychology at the Harvard Graduate School of Education. Being a native of Peru, she is particularly interested in Latin America where she collaborates with local researchers and often participates in research conferences and workshops.

**Paul****Mr. Paul Wenger**  
**Vice President**  
**National Association of Elementary School Principals**

Paul Wenger is Vice President of the National Association of Elementary School Principals. He is also the Principal at Jordan Creek Elementary in West Des Moines which is a Leader in Me school. Wenger was previously an elementary principal at Edgewood-Colesburg Community School District. He also served as President of the School Administrators of Iowa and has been a principal mentor, legislative committee member, and Iowa Leadership Academy Steering Committee member. Wenger has implemented professional learning communities, statewide voluntary preschool programming, PBIS, and multi-tiered systems of supports for students. Prior to working in school administration, Wenger taught elementary school in the Central Community School District for 13 years. He received his bachelor's degree in elementary education and physical education from Wartburg College and his master's degree in educational leadership from Iowa State University.



**2025 NAEP Reading Framework Update Visioning Panel List****Victoria**

**Ms. Victoria Young**  
**Director (retired), Reading, Writing, and Social Studies Assessments**  
**Texas Education Agency**

As the Director of Reading, Writing, and Social Studies Assessments for the state of Texas, Victoria Young was directly responsible for managing content development as well as for overseeing all activities related to the scoring of approximately four million compositions and short answer reading responses each year. During her 27-year career, she focused her efforts on designing state assessments that contributed to a fuller understanding of student achievement and instructional programs. Since her retirement in 2015, she has served in a leadership role in the development and implementation of new English language arts and reading content standards for Texas. She continues to be particularly interested in the ways in which coherent, vertically aligned reading and writing programs and authentic instructional literacy practices can increase the academic success of all students, both in the classroom and on state and national assessments.

## **2025 NAEP Reading Framework Update**

### **Technical Advisory Committee**



**Derek**

**Dr. Derek C. Briggs**  
**Professor, Research and Evaluation Methodology**  
**University of Colorado, Boulder**

Derek C. Briggs is a professor of quantitative methods and policy analysis and chair of the Research and Evaluation Methodology program at the University of Colorado Boulder. He is also the director of the Center for Assessment Design Research and Evaluation (CADRE). Dr. Briggs's research agenda focuses upon building sound methodological approaches for the measurement and evaluation of growth in student learning. He has a special interest in the use of learning progressions as a method for facilitating student-level inferences about growth and helping to bridge the use of test scores for formative and summative purposes. Other interests include the use and analysis of statistical models to support causal inferences about the effects of educational interventions on student achievement.



**Howard**

**Dr. Howard Everson**  
**Senior Principal Research Scientist**  
**SRI International**

Howard T. Everson is the Director of Assessment Design & Research in the Center for Technology in Learning at SRI International. He is also a Professor of Psychology at the Graduate School, City University of New York and former Director of the Center for Advanced Study in Education at the Graduate School, City University of New York. His research and scholarly interests focus on the intersection of cognition, technology and assessment. Professor Everson's measurement expertise is in the areas of item response theory, differential item functioning, learning analytics and cognitive diagnostic measurement models. Dr. Everson served as the Executive Director of the NAEP Educational Statistics Services Institute at the American Institutes for Research and was Vice President and Chief Research Scientist at the College Board. Dr. Everson is a Psychometric Fellow at the Educational Testing Service, and an elected Fellow of both the American Educational Research Association and the American Psychological Association, and a charter member of the Association for Psychological Science. Dr. Everson is the current editor of the National Council of Measurement in Education's journal, *Educational Measurement: Issues and Practice*.

## **2025 NAEP Reading Framework Update**

### **Technical Advisory Committee**



**Joan**

**Dr. Joan Herman**  
**Co-Director Emeritus**  
**National Center for Research on Evaluation, Standards, and Student Testing (CRESST)**

Joan Herman is Director Emerita of the National Center for Research on Evaluation, Standards, and Student Testing (CRESST) at UCLA. A member of the National Academy of Education and elected Fellow of the American Educational Research Association. Dr. Herman's research has explored the effects of testing on schools and the design and use of systems of assessment to support school accountability and improvement. Her recent work focuses on the quality and effects of teachers' formative assessment practices, fairness in testing and the assessment of deeper learning. She also has wide experience as an evaluator of school reform.

Dr. Herman received her BA in Sociology from the University of California, Berkeley, was awarded an MA and Ed.D in Learning and Instruction from the University of California, Los Angeles, and is a member of Phi Beta Kappa.

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**Kristen**

**Dr. Kristen L. Huff**  
**Vice President**  
**Curriculum Associates**

Since May 2016, Dr. Huff has been the Vice President of Assessment and Research at Curriculum Associates, where she leads a team of more than 20 assessment designers, psychometricians, and researchers. Curriculum Associates supports a system of online assessments integrated with personalized learning and whole-class instruction designed to help teachers teach more effectively and students reach their full learning potential. Dr. Huff's work focuses on ensuring the coherence of design, interpretation, use, and policy across formative, interim, and summative assessment to advance equity and high-quality education for all students. Dr. Huff received her Ed.D. in Measurement, Research and Evaluation Methods from the University of Massachusetts Amherst. Prior to her studies at UMass, Dr. Huff completed a master's degree in Educational Research, Measurement, and Evaluation from the University of North Carolina at Greensboro.



## **2025 NAEP Reading Framework Update**

### **Technical Advisory Committee**



**Michael**

**Dr. Michael Kolen**  
**Professor Emeritus in Educational Measurement**  
**University of Iowa**

Professor Michael J. Kolen is a Professor Emeritus in Educational Measurement at the University of Iowa. Dr. Kolen received his doctorate from the University of Iowa in 1979, his MA degree from the University of Arizona in 1975, and his BS degree from the University of Iowa in 1973. He served on the faculty at Hofstra University from 1979-1981, and he worked at ACT from 1981-1997, including being Director of the Measurement Research from 1990-1997. Dr. Kolen co-authored three editions of the book *Test Equating, Scaling, and Linking: Methods and Practices*, published by Springer-Verlag. He has published numerous articles and book chapters on various topics in educational measurement and statistics, including test equating and scaling. Dr. Kolen has been President of the National Council on Measurement in Education (NCME) and is past editor of the *Journal of Educational Measurement*. He is a Fellow of Division 5 of the American Psychological Association, a Fellow of the American Educational Research Association, and member of various other professional organizations. Dr. Kolen served on the 2014 Joint Committee on the Standards for Educational and Psychological Testing. Dr. Kolen received the 1997 NCME Award for Outstanding Technical Contribution to the Field of Educational Measurement and the 2008 NCME Award for Career Contributions of Educational Measurement.



**Scott**

**Dr. Scott Marion**  
**Executive Director**  
**National Center for the Improvement of Educational Assessment**

Scott Marion, Ph.D. is the President and Executive Director of the Center for Assessment. He is a national leader in designing innovative and balanced assessment systems to support both instructional and accountability uses. Dr. Marion coordinates and/or serves on state and district technical advisory committees (TAC) for assessment and accountability. Dr. Marion has served on multiple National Research Council (NRC) committees related to next generation science assessments, the issues and challenges associated with incorporating value-added measures in educational accountability systems, and on outlining the “best practices” in state assessment systems. Dr. Marion regularly presents the results of his work at national conferences and has published dozens of articles in peer-reviewed journals and edited volumes. A former field biologist and high school science teacher, Dr. Marion has a master’s degree in Science Education from the University of Maine and a Ph.D. in measurement and evaluation from the University of Colorado, Boulder. Prior to joining the Center for Assessment in early 2003, Dr. Marion served as the Director of Assessment and Accountability for the Wyoming Department of Education. Finally, Dr. Marion has served on his local school board for 6 years in Rye, NH.



## **2025 NAEP Reading Framework Update**

### **Technical Advisory Committee**



**Jennifer**

**Dr. Jennifer Randall**  
**Associate Professor**  
**University of Massachusetts**

Jennifer Randall, Associate Professor, joined the University of Massachusetts faculty in 2007. She earned her BA (1996) and MAT (1999) from Duke University and Ph.D. in 2007 from Emory University. Prior to her graduate studies, Jennifer taught pre-school and then high school social studies for several years. Her research interests primarily reflect the measurement issues and concerns she encountered as a classroom teacher which include the grading practices/philosophies of teachers, particularly differential practices as they relate to students of color, first generation students, English learners, and students with disabilities. She is especially interested in the ways in which assessments (both large-scale & classroom-based) take into consideration, and impact, historically marginalized populations in the U.S. and abroad. Dr. Randall's research areas include applications of the Rasch model, to assess measurement invariance in high stakes reading assessment, grading practices, and test accommodations.



**Willy**

**Dr. Guillermo Solano-Flores**  
**Professor**  
**Stanford University, Graduate School of Education**

Dr. Guillermo Solano-Flores is Professor of Education at the Stanford University Graduate School of Education. He specializes in educational assessment and the linguistic and cultural issues that are relevant to both international test comparisons and the testing of cultural and linguistic minorities. He has conducted research on the development, translation, localization, and review of science and mathematics tests. He has been principal investigator on several National Science Foundation-funded projects that have examined the intersection of psychometrics, semiotics, and linguistics in testing. He is the author of the theory of test translation error, which addresses testing across cultures and languages. Also, he has investigated the use of generalizability theory—a psychometric theory of measurement error—in the testing of English language learners and indigenous populations. He has advised countries in Latin America, Asia, Europe, Middle East, and Northern Africa on the adaptation and translation of performance tasks into multiple languages and the development of assessment systems. Current research projects examine academic language and testing, formative assessment practices for culturally diverse science classrooms, and the design and use of illustrations in international test comparisons and in the testing of English language learners.





July 23, 2020

National Assessment Governing Board  
U.S. Department of Education  
800 North Capitol Street NW – Suite 825  
Washington, DC 20002-4233  
Attention: Michelle Blair, Assistant Director (Assessment Development)

Dear Ms. Blair:

The National Assessment of Educational Progress (NAEP) has long played an important role in education in the United States. As the organization representing state K-12 education leaders across the country, the Council of Chief State School Officers (CCSSO) recognizes the role NAEP plays to help state and district leaders understand student academic progress both within their respective states and districts and across the nation, with NAEP serving as the Nation's Report Card. We know that the latest results from the Nation's Report Card show that many of our nation's young people are struggling in the area of literacy. State education leaders recognize the urgency of improving literacy for all kids and CCSSO is continuing to work to support states to examine what we know works and what must be done to improve literacy for all kids. This is one example of the important role the NAEP Reading Assessment plays in education across the country. The data NAEP provides about the long-term trend also is extremely important to both the National Assessment Governing Board (NAGB) and to state and district education leaders.

We appreciate the thoughtfulness with which NAGB approaches all decisions regarding NAEP and your willingness to engage with CCSSO directly and with our members. We would also like to thank you for the opportunity to provide feedback on the Public Comment Draft of the *Reading Framework for the 2025 National Assessment of Educational Progress*.

We know that one of the primary reasons to update the NAEP Reading Assessment is to ensure it is informed by recent standards, curricula, and instruction. Since the Reading Framework was last updated, state leaders have made fundamental changes to their state content standards and how those standards are taught. While each state makes its own determination about its standards and has adopted standards that fit its unique needs, as a nation we have seen more consistency in state standards than we had in the past as all states have transitioned to college- and career-ready standards based in research. These standards have taken hold in states and remain consistent. We appreciate the framework's alignment with reading practices included in state standards to promote depth of understanding.

We also appreciate the addition of the sociocultural theory of reading to the 2025 Framework. As an organization deeply committed to equity, we believe this is an important addition that will help to lead to a better understanding of students' reading abilities.

While we appreciate the work that has gone into updating the Reading Framework, we also would like to see some improvements between this draft and the final framework.

- While much work has been done to better align the Reading Framework with reading practices included in state standards, there are two additional areas associated with college- and career-ready standards that need to be more fully addressed throughout the framework. These are reading and writing with sources, and conducting research and inquiry including searching, sourcing, adjudicating multiple accounts.
- While we appreciate the inclusion of sociocultural theory, we are concerned that as currently drafted it could be limiting. We encourage you to articulate how the sociocultural theory of reading aligns with more well-established models of reading, including how it interacts with other critical elements of reading comprehension.
- We encourage you to more clearly distinguish between reading comprehension and comprehension based on listening or viewing, and to address the implications of that distinction on reporting.
- We encourage you to do a thorough analysis of the implications of the changes that are proposed and provide clear information about the anticipated impact. For example, what is the impact on testing time for students? How will proposed changes to the Framework impact trend data, and what is the plan to account for that in future analyses? What analysis has been done to determine the practicality of operationalizing the proposed changes?
- The information included in the Reading Framework is incredibly important and it is critical that state leaders, and others, have a clear understanding of the contents. We encourage you to develop an Executive Summary or some form of user-friendly communication to help ensure this information is communicated effectively.

Thank you for engaging with state education leaders on this critical issue. We look forward to an improved Reading Assessment that more accurately measures and reflects the work underway in classrooms across the country. If you have any questions, please contact me.

Sincerely,

A handwritten signature in cursive script, reading "Carissa Miller".

Carissa Moffat Miller  
Executive Director  
Council of Chief State School Officers

Memorandum

TO: NAEP Reading WestEd  
 FROM: Joint Response from Student Achievement Partners and the Council of the Great City Schools from *Sue Pimentel and Robin Hall in collaboration with Amy Briggs, Michael Casserly, Jessica Eadie, Katie Keown, David Liben, Meredith Liben, and Carey Swanson*  
 DATE: July 22, 2020  
 RE: Feedback on the NAEP 2025 Reading Framework

We at Student Achievement Partners and the Council of the Great City Schools appreciate the opportunity to provide feedback on the NAEP 2025 Reading Framework. We strongly support the addition of the sociocultural theory of reading to the 2025 Framework. Comprehension depends heavily on what kids already know, whether they are interested in the topic, and the purpose for which they read. We think it is critical to focus on equity, and we believe the new activity structures should do much to engage a greater variety of students and thereby yield a more accurate picture of students' reading abilities. We especially support the focus on measuring students' assets—on measuring what students know and find interesting and providing opportunities for students to leverage their funds of knowledge and resources while they engage with texts. Significant overhauls of what is reported and how are way overdue, so it is exciting to see NAEP take the lead in such an innovative way. Other positives include the revised comprehension targets and the expanded view of vocabulary to include discourse structures and morphology.

We think it is critical that with the much-needed new focus in NAEP 2025 on students' knowledge and engagement the details be made as right and as precise as possible. We have concerns that, as written, the Framework will result in some unwanted, unintended consequences. Following are our concerns as well as our proposals to right the balance.

1. There are four key substantive test design areas that require adjustment.

- The second chapter calls the sociocultural theory of reading “the model” behind NAEP 2025. It does so to the exclusion of other critical components of students' reading well: students' fluency with grade-level text, their ability to decipher complex syntax, their development of a wide-ranging vocabulary and knowledge, and their development of a generalized reading ability that allows them to build a coherent situation model—and how much of a standard of coherence they have developed for sticking with reading of appropriately complex text (Kintsch 1998). Put another way, when these elements are touched on within NAEP 2025, it is only within the sociocultural context. That is unnecessarily limiting.

*Recommendation: Broaden the explicit theory of reading by including select elements from other well-established models alongside the sociocultural model to show how the latter interacts with other critical elements of reading comprehension.*

- If NAEP 2025 only provides students texts more directly situated in or reflective of their lives and cultures, chances are they will comprehend those texts better than texts that do not fit this criterion. This is another way of saying knowledge matters. We wholeheartedly agree that it does. Equity demands that the 2025 NAEP provide texts that reflect a range of cultures and experiences. However, for students to maximally grow their reading abilities, they need exposure to an extensive range of texts during their school careers to foster growth of their



knowledge and vocabulary and to develop their overall reading proficiency. The current language in the Framework intimates that the assessment will be personalized such that students will not get the opportunity to be exposed to—and to show their prowess with—potentially unfamiliar texts and topics. We need to make sure that narrowing text selection on the assessment does not signal to districts that they should limit text selections based on the sociocultural composition of the school population.

*Recommendation: Texts selected for NAEP 2025 should reflect a range of cultures and experiences and not skew too much in any direction. This paragraph on page 18 strikes the right balance: “The students in U.S. schools live and learn in a wide range of contexts—urban, rural, or suburban--and bring a wide spectrum of experiences and knowledge to reading comprehension practices. The students who take the NAEP Reading Assessment built from the 2025 NAEP Reading Assessment Framework will represent a wide range of communities of different ethnic, cultural, and linguistic strengths and in-and out-of-school experiences. Therefore, acknowledging the sociocultural perspective in the construction of the assessment will optimize students’ ability to draw on what they know and can do in this measure of their reading comprehension.” That statement should be even more clearly and forcefully stated: “The texts in the 2025 NAEP will reflect this wide range of communities.”*

- We favor many of the proposed ideas for scaffolds to build students' knowledge on the spot (e.g., reading short texts on the topic, viewing videos). Doing so will level the playing field for students when a context or topic unfamiliar to them, but familiar to others, is provided on the assessment. Providing these scaffolds will have the added benefit of students learning about new contexts and experiences. However, one trait of good readers is that they can comprehend texts that are about unfamiliar topics or that in no way reflect their culture or experience. While it is true that “the more familiar readers are with the experiences and knowledge inscribed in texts, the greater the opportunity for readers to comprehend these texts” (page 24), we know of no evidence that success with such texts will automatically transfer to texts about other, less familiar or motivating topics. Students need to accumulate a wide range of general knowledge of the world so that they can access a wide range of texts. If too many scaffolds are provided too often, when do students develop the ability to learn from texts independently, especially when some texts represent unfamiliar cultures and experiences?

*Recommendation: Provide a balanced NAEP 2025 test that includes “warm” texts (texts for which students are provided just-in-time scaffolds to assist them in building a knowledge base if they have none relevant to the topic or experience) and “cold” texts (texts for which no scaffolds are provided and for which few students are likely in possession of a relevant knowledge base) such that comparative measures of performance can be taken and reported on. NAEP 2025 itself already acknowledges the importance of the latter competency: “Ideally, as readers grow, they develop skills that allow them to comprehend and use texts that are not well aligned with their knowledge and experience (Lee, 2005)” (page 21). NAEP 2025 needs to reflect the ideal that students develop the ability to learn from any grade-level text independently. Some states are working on this. (Louisiana is one, and there are others.)*

- We wholeheartedly endorse the idea of scaffolds but caution against overscaffolding, or inappropriately selecting elements for scaffolds, as doing so will cause the assessment to lose its

validity and prevent students from showing the full range of what they know and can do. The zine example (page 36) is flawed for this reason: Students should not need a video to understand what a zine is. It is explicitly defined in the text, and the illustration adds more support. It is true that some kids will have experience with zines and others will not, but those without such knowledge can learn what a zine is from the text itself. That is what the assessment should expect of them.

*Recommendation: Scaffolds need to be carefully constructed, tested, and retested to ensure that they are not overused, and their presence should be limited to supplying support that cannot itself be gleaned from the associated text(s); otherwise, students' scores will go up because answers to questions are frontloaded to them. Scaffolding should not deprive students of showing their ability to learn from a text outside their sociocultural experience. We suggest that stimuli be piloted/pretested both with and without scaffolds to assess the impact of inclusion/exclusion.*

2. There are several areas in NAEP 2025 that require clarification. Left unattended, current wordings will lead to misunderstandings.

- There are many elements in chapter 2 that no assessment can rightly implement, as acknowledged explicitly in chapter 3. These important broader and deeper aspects should be addressed through high-quality instruction—something that NAEP 2025 can and should encourage more directly.

*Recommendation: Situate chapter 2 in the context of high-quality instruction more generally. NAEP 2025 does this well on the first full paragraph of page 27: “To mitigate some of these challenges, schools and assessments could employ a wider range of text choices, ample representations of cultural and linguistic diversity in texts, broader opportunities for readers to demonstrate their comprehension and understanding on reading tasks, and scaffolds that direct attention to the salient features of the texts, activities, and tasks readers encounter in assessments. Indeed, the 2025 NAEP Reading Assessment aims, to the extent possible, to incorporate these ways of addressing these challenges rather than leaving them to chance.” In other words, NAEP 2025 should be more explicit about what sorts of instruction and exposures would result in strong outcomes on the NAEP because they are what research-driven reading instruction should consist of.*

- Chapter 1 speaks to the “new emphases and features of the 2025 NAEP Reading Framework.” We came away with the impression that NAEP was being overhauled and that everything it used to measure it would no longer measure. The chart on page 12, showing similarities and differences, does not, in fact, explain what is similar and different; rather, it explains what is in each assessment.

*Recommendation: It would help immensely to directly include what about the current Framework is being maintained and to charge psychometricians with figuring out how to longitudinally link the new test with prior tests.*

- There is no explicit discussion of the need to increase the testing time of NAEP 2025 to account for the proposed new features. Specifically, the block testing will take more time, as will the

knowledge scaffolds. For example, page 50 talks about adding metacognitive supports/scaffolds such as graphic organizers. If kids take the time to make use of these, will they have adequate time to complete the task as well? Moreover, Use and Apply tasks *seem to be* asking for higher cognitive load than they have previously.

*Recommendation: If various scaffolds are going to be provided for students, testing time needs to increase or timing constraints need to be loosened. Bottom line: if we want quality responses, we have to give kids the time to create them and to glean all the meaning they can from the texts.*

- There are several things that could go wrong in test construction (e.g., challenges with developing items that use the lookback functionality; psychometric questions around providing students with the correct answer; uncertainty around the number of questions per block needed to ensure validity).

*Recommendation: Adding these important details to the framework will ensure that test developers pay attention to them as they build NAEP 2025.*

- NAEP 2025 downplays the possibility of older students having low levels of decoding skills. In fact, the study cited (Wang, Sabatini, O'Reilly & Weeks 2019) has been misrepresented in the discussion on page 33. That study actually showed that 23 percent of 4<sup>th</sup> graders on the 2009 NAEP read too slowly to comprehend, including six percent of those test takers unable to read second-grade texts and were therefore removed from the study pool! Page 38 of the Framework repeats this inaccuracy. While it is true that a majority of students do not have this issue, the fact that nearly one-quarter do should not be dismissed.

*Recommendation: Correct this to reflect the research so that educators understand that dysfluency with grade-level text matters—and matters a great deal to many students.*

- It is not until page 62 that text complexity is defined appropriately: “These approaches situate text complexity within the sociocultural model outlined in Chapter 2 by noting that while factors inside the text may render it more or less complex, factors outside the text may render it more or less accessible to readers.” In chapters 1 and 2, the idea of text complexity is confused and misleading. Reader attributes related to the knowledge, interest, motivation, engagement, habits, attitudes, language competence, and skills/strategies that individual students bring to the reading act are *not* attributes inherent to a text’s complexity. Also, saying that reader attributes matter makes selecting appropriately complex texts completely unworkable. Which attributes among those of the nearly 60 million K–12 students in the country will NAEP include? Measuring even cursorily a text’s complexity in terms of the knowledge or any other attribute of the reader is the first step to leveling texts, which will send destructive and muddled messages to the field.

*Recommendation: Clean up the text complexity definition on pages 14 and 31 by using the proper definition found on page 62. It is essential to distinguish text complexity from individual student ease or difficulty.*

- Some wording in the Achievement Level Descriptors needs some adjustments. Our recommendations are as follows:

- a. Close the considerable difference in expectations between students reading literary versus scientific versus social studies texts.
  - b. Mention the use of evidence consistently across the levels and grades.
  - c. Drop the reference in the Advanced Level at grade 4 to the idea that “readers should be able to evaluate how characters or themes resonate with society and their personal lives,” as this presents real equity issues. What if particular characters or themes don’t resonate with some students and leave those students with nothing to say? This could favor some kids and not others and seems wholly antithetical to the sociocultural and “best foot forward” approaches.
  - d. Do not give students who can “make predictions” more credit than those who cannot unless the item is carefully written to determine that kids can make accurate, coherent situation models about the texts. Otherwise, crediting prediction making will privilege students who come to the assessment having more knowledge about the topic.
  - e. Reconsider the requirements or “activities” that represent too high a bar. We point to two in particular: “generate an alternative procedure or experiment based on knowledge acquired from information gained from reading”; asking students to use their understanding of legal principles when responding to texts.
  - f. Be transparent about the complexity demands when discussing the levels. The ALDs only describe the tasks students are expected to do; they do not mention text complexity, even though many of the chapters that come before highlight the importance of the interaction between the complexity of the text, the task, and context.
- We also have some recommendations regarding smaller but still important issues:
    - a. Get rid of “developmental appropriateness” when describing the blocks. That is always in the eye of the beholder and too often is used to reduce expectations.
    - b. Several times throughout the narrative, NAEP 2025 refers to “critique” rather than “analysis.” This appears to be a holdover from the current comprehension targets. If it is meant to signal that students are critical readers, is it better to say that than expect students—especially fourth graders—to critique writings?

Thank you for the opportunity to comment on the NAEP 2025 Framework. We recognized what hard work it is to think anew and forge real change. We stand ready to answer any questions should you need more information.



550 12th Street SW  
Washington, DC 20202  
Office: 202 123 4567

To: Lesley Muldoon  
Executive Director  
National Assessment Governing Board

From: Peggy Carr  
Associate Commissioner  
National Center for Education Statistics  
Institute of Education Sciences  
U.S. Department of Education

Date: July 24, 2020

Subject: NCES Review of the Draft Reading Framework for the 2025 National Assessment of Educational Progress (Version for Public Comment)

This memorandum summarizes the technical review of the draft Reading Framework for the 2025 National Assessment of Educational Progress (NAEP) by the National Center for Education Statistics (NCES). NCES appreciates the opportunity to review the framework and commends the work of the Development Panel to update the 2009 reading framework and to ground it in contemporary research and practice. We appreciate the Development Panel's commitment, diligence, and professionalism, particularly in the face of the unique challenges associated with the COVID-19 pandemic.

You will find attached the NAEP Validity Studies (NVS) Panel's review of the framework. A subgroup of NVS Panel members read the framework and prepared a memo. Upon completion, it was reviewed and signed off on by the full NVS Panel.

Following the adoption of this framework by the National Assessment Governing Board, NCES will operationalize the new framework as specified by the Education Sciences Reform Act (P.L. 107-279). To this end, NCES staff and contractors have reviewed the framework carefully and have several issues that require amplification or clarification to facilitate our work to implement the 2025 NAEP reading framework. We have organized our comments around the following four themes:

- test design issues;
- survey opportunities and limitations;
- considerations for reporting; and
- cost implications.

## Test Design Issues

The framework presents an ambitious proposal for the large-scale assessment of reading comprehension that is grounded in a sociocultural model. Running in parallel with the design and development plan is a proposed series of studies that are designed to inform development, implementation, and reporting. While the document is detailed, there are seven issues pertaining to test design and related special studies; these issues require clarification and refinement to ensure sufficient alignment with NAEP's large-scale assessment methodology:

- implementation of the sociocultural model needs clarification;
- descriptions of scaffolding need to be explicated;
- role of listening and viewing comprehension in reading comprehension is unclear;
- role of writing to sources in the assessment of reading comprehension is unclear;
- requirement that all tasks situate the reader within a simulated social setting may result in situations that feel artificial for many students;
- content distribution guidance is needed on distribution of purposes, by block, by grade; and
- order and priority for special studies and research plan are missing.

**Implementation of the sociocultural model needs clarification.** The sociocultural model described in the framework is the proposed foundation for the future of NAEP reading. While it is clear that the shift from a cognitive to a sociocultural model aims to address issues of equity in reading assessment, the framework is not sufficiently clear about how this model can realistically be operationalized within the constraints of NAEP's large-scale model of assessment. Consistent with the recommendations of the NVS Panel (see attachment), the framework needs to identify which aspects of the sociocultural model are a priority for the valid and reliable implementation of NAEP.

**Descriptions of scaffolding need to be explicated.** Currently, the descriptions of the features of scaffolding are open to misinterpretation. Specifically, NCES is not supportive of any scaffolding design features that lead students down different paths of measurement based on background or experience. Measurement of student reading ability must be conducted in a standardized, technically defensible way. Clarification is necessary to affirm that differential measurement opportunities for students, based on background, are not the intent of the scaffolding design feature of the proposed framework.

**Role of listening and viewing comprehension in reading comprehension is unclear.** The framework calls for the inclusion of multi-modal texts, presented in a digital environment, to assess reading comprehension. Multi-modal texts that may be used in the assessment include

elements such as words, moving images, animations, color, music, and sound. The framework does not provide sufficient guidance on how items that draw on videos, audio texts, and/or animations should be used. This is an issue in terms of both the construct of reading comprehension and the item development process. Items that directly assess information contained exclusively in videos, audio texts, and/or animations would be assessing listening and/or viewing comprehension, as opposed to reading comprehension. The framework needs to make clear how the information contained in multi-modal texts will contribute to our assessment of reading comprehension.

Further, the validity and reliability of the assessment depend on the item writers' and test developers' understanding of what is being measured. It is essential that the framework be clear about the role and use of multi-modal texts and listening and viewing comprehension in the assessment.

**Role of writing to sources in the assessment of reading comprehension is unclear.** Writing to sources refers to the integration of reading and writing and is introduced as an element of the framework on page 6. The Visioning Panel's guidelines for the Development Panel called for a new framework that would, among other things, expand the construct of reading and extend the range of comprehension tasks that require the application of knowledge, including writing to sources. The framework points out that writing to sources figures prominently in new state standards and assessments and suggests that writing to sources could be addressed in the NAEP reading assessment with increased opportunities to respond to short and extended constructed-response items (p. 7). This seems to be a limited application of what most educators think constitute "writing to sources" activities, which typically require more time, are longer, and involve planning, editing, and revising. NCES is concerned about how the field will respond if NAEP's instantiation of writing to sources is two or three "use and apply" items that call for 4–5 sentence responses. A more prudent course might be to present writing to sources as an opportunity for the future, should the time allocated for the reading assessment be expanded. Either way, the framework needs to address, directly, what its vision is for writing to sources on the NAEP reading assessment, where it will fit within the four cognitive targets, and what item formats are most appropriate. Whatever future direction NAEP may take, test developers and item writers need guidance in the design and use of these items.

**Requirement that all tasks situate the reader within a simulated social setting may result in situations that feel artificial for many students.** The framework describes how all assessment activities will be purpose driven (p. 9) and will include a simulated social setting and a participant role for the student. A simulated social setting is described as a community setting or a classroom

(p. 42). A simulated social setting may be challenging to accomplish in some blocks in ways that are authentic for students. This will make it unnecessarily difficult to meet the goal of providing a social setting for every task. At the same time, in other parts of the framework, the requirement for a simulated social setting is omitted (p. 42). The framework needs to include consistent guidance regarding the use of simulated social settings to situate the reader in ways that feel authentic to students and that meet the framework’s goals for authenticity.

**Content distribution guidance is needed on distributions of purposes, by block, by grade.**

The assessment model described in the framework features two purposes: 1) Reading to Develop Understanding and 2) Reading to Solve a Problem, and three reading contexts: 1) Reading to Engage in Literature, 2) Reading to Engage in Science, and 3) Reading to Engage in Social Studies. In Exhibit 4.4 (p. 77), the framework specifies the percentage distribution of content by the two purposes within each of the three reading contexts. The framework is not clear about the distribution of blocks by purposes. In addition, the percentage distribution of content by purposes is not differentiated by grade level. Developers need to know the percentage of purposes, by grade level, to ensure that block distributions within each grade are consistent from year to year. Fluctuations across years would be a threat to trend.

**Order and priority for special studies and research plan are missing.** The framework includes recommendations for more than 20 studies designed to strengthen implementation—some of which are unlikely to be funded by NCES for reasons of technical relevance and resource limitations. Moreover, the proposals are embedded in the narrative throughout the framework (e.g., p. 68, 70, and 103). As presented, it is difficult to extract a “big picture” of how the studies work together or understand how the studies should be prioritized. For example, a study that focuses on validating the structure and relevance of the three new subscales should be prioritized over a study that focuses on the role of student choice options (e.g., the choice of language students might use in responding), which would not likely be incorporated into the main NAEP reading assessment design in the foreseeable future for reasons of technological infeasibility.

## Survey Opportunities and Limitations

The framework describes a larger role for proposed new survey items that support the sociocultural model of reading that undergirds the assessment design. Some of these items would be part of the subject-specific, end-of-assessment survey. Other new items are proposed as a part of each block or activity and would be integrated within the block itself. As described, both kinds of new items have the potential to enhance reporting. There are, however, two issues that may prevent full implementation of these new items:

- survey questionnaire constraints; and



- challenges of introducing block-specific survey items.

**Survey questionnaire constraints.** The framework proposes modifications to the existing subject-specific background surveys for several purposes: to better align questions with the sociocultural model by focusing on student support, motivation, and opportunity to learn in school settings (p. 69, 117–118); to better explain students’ comprehension performance; and to contribute to proposed enhancements in reporting (p. 69, 117–118). The framework should provide a clearer sense of the magnitude of the changes being proposed. Too drastic an overhaul to the survey would be problematic because of timing limitations and because the program works to keep item language and topics consistent across subjects.

**Challenges of introducing block-specific survey items.** The framework calls for the expansion of contextual variables to include block-specific measures. These measures are described as a new form of student survey items designed to assess an array of reader attributes related to performance within each assessment block. Introduction of such block-specific measures will pose two challenges. The first relates to scaling methodology. Given NAEP’s matrix design, different students will be exposed to different cognitive blocks. Therefore, posing block-specific survey questions is akin to posing different survey questions to different students. Our current scaling methodology requires all students to take the same set of survey questions. This is because students’ responses to survey questions are incorporated in our conditioning model to generate scale scores.

The second challenge is that it is not known how posing student survey questions after the first block might affect students’ performance on the second block. Current NAEP assessments keep the survey questions after the cognitive blocks for this reason. Consequently, research to examine these effects is needed before consideration can be given to incorporating these measures in the assessment design. If research shows no adverse effects on student performance, the program might be able to explore modifications to the current scaling process, or examine uses of these measures that do not require them to be included in the conditioning model (e.g., analyzing correlations between these measures and block performance for each individual block separately, without the use of scale scores).

### Considerations for Reporting

The framework introduces major shifts in the reporting of NAEP reading assessments. The main challenges that are related to these shifts are as follows:

- ramifications of breaking the trend;

- issues associated with reporting of the three subscales on a scale of 0–500 and by achievement level;
- challenges in further disaggregating results by English learner (EL) status; and
- reporting results by comprehension targets requires clarification.

**Ramifications of breaking the trend.** The framework introduces major shifts in the reporting of reading results, including a shift in the underlying subscales that make up the reading scores. Currently, there are two subscales in NAEP reading assessments (Literary and Informational). The new framework would replace them with three new subscales grounded in disciplinary contexts. If it is the Governing Board’s intention to maintain trend reporting, this major shift will most likely hinder this intent. An alternative would be to break the trend at the subscale level and examine if it can be maintained at the overall reading level (e.g., via univariate scaling). If there is a desire to explore this alternative, a rigorous bridge study would most likely be needed. In addition, breaking the trend will require conducting standard-setting to set cut scores for the three NAEP achievement levels. In fact, even if the trend is somehow maintained, the changes in the achievement level descriptors are likely sufficient to consider resetting the achievement levels. NCES does not anticipate any technical challenges in breaking the trend and reporting NAEP reading results on a new scale. However, it is of utmost importance that the Governing Board is fully aware of the ramifications discussed above.

**Issues associated with reporting of the three subscales on a scale of 0–500 and by achievement level.** The framework specifies that NAEP results will be reported for the three disciplinary contexts in two ways: 1) as a point on a scale that has, in the past, stretched from 0–500 and 2) as the percentage of students who score within three different achievement level bands: *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* (p. 112). Currently, NAEP reading results are reported in terms of two subscales. As noted above, reporting results by context (three subscales) will most likely necessitate breaking the trend. If trend is broken, it would not be advisable to report on a 0–500 scale, as this might inadvertently encourage users to compare results from previous administrations to those obtained from the new scale. In addition, NAEP achievement levels are set at the composite score level, not for individual subscales. Changing this practice would amount to having four different sets of achievement levels in reading: one for each subscale and one for overall reading. Having four different definitions and cut scores for each level would be confusing for the public and would undermine our ability to convey NAEP results in a clear and unambiguous manner. Consequently, the framework does not need to specify the scale score range for the new subscales, and the requirement of reporting each subscale by achievement levels should be reconsidered.

**Challenges in further disaggregating results by EL status.** The framework calls for disaggregating students' EL status into three categories: current, former, and never EL. The aim is to better reflect the variability of English language proficiency within this population. Although results for ELs are currently broken down into two categories only (EL and not EL) in NAEP report cards, NAEP also currently collects data that break the group into three categories: EL, not EL, and formerly EL. Breakdown of achievement results by these three categories is available via the NAEP Data Explorer. However, interpretation of these data is challenging because states have different criteria for assessing English proficiency as well as different EL inclusion and exit policies. These inconsistencies in state policies have to be resolved before the three-category classification can be featured in NAEP report cards.

**Reporting results by comprehension targets requires clarification.** On page 119, the framework states that, "for sound psychometric reasons, NAEP results are not reported separately for comprehension targets," and then contradicts itself to suggest that statistically reliable results can be reported by separate comprehension targets. Currently, there are only three such reporting targets in NAEP reading assessments, and NAEP results are not reported separately for the comprehension targets due to psychometric reasons. Reliable reporting requires, among other factors, a sufficient number of items. When the number of targets is increased to four, bringing the number of items per target to an even-lower level, reliable reporting by comprehension targets will become even more problematic for the same psychometric reasons. Consequently, the framework needs to clarify what is meant by reporting by comprehension targets within the context described above.

## Cost Implications

The framework presents a new model of reading comprehension assessment that will be reported as an overall scale score and three subscale scores. There are three broad budget considerations associated with the successful implementation of this new framework:

- new costs associated with item development activities;
- new costs associated with proposed studies and a research agenda; and
- new costs associated with psychometric requirements.

**New costs associated with item development activities.** The assessment model described in the framework features two purposes: 1) Reading to Develop Understanding and 2) Reading to Solve a Problem, and three reading contexts: 1) Reading to Engage in Literature, 2) Reading to Engage in Science, and 3) Reading to Engage in Social Studies. Results will be reported as an overall scale score and three subscales, one for each of the three contexts. Results from the previous NAEP

reading assessment were reported as an overall scale score and two subscales (Literary and Informational). The addition of a third subscale is likely to result in additional costs associated with new item development. The current item development contract plan assumes that 70 percent of the current reading items would transfer over to the new assessment. However, under the new framework, it is likely that not all informational passages and items will be able to be repurposed. Some informational tasks from the old assessment will not be able to be used, because they do not use science or social studies texts. Therefore, additional item development may be needed to ensure that there are sufficient blocks and items to produce reliable and valid scores for each of the three subscales. If the new framework is to be fully implemented by 2025, additional funding may be needed.

**New costs associated with proposed studies and a research agenda.** The framework describes more than 20 studies that will inform design, development, administration, data collection, analyses, and reporting. The NCES Alliance contracts do not include sufficient funding for the ambitious research agenda described in this framework. Additional funds would need to be obtained. As funding will be limited and monies will not be available to support the full scope of research, it will be important to have a thoughtful research agenda that prioritizes the most essential work.

**New costs associated with psychometric requirements.** The framework specifies that NAEP results will be reported as an overall scale score and by the three contexts in two ways: 1) as a point on a scale that has, in the past, stretched from 0–500 and 2) as the percentage of students who score within different achievement level bands: *NAEP Basic*, *NAEP Proficient*, and *NAEP Advanced* (p. 112). Since the previous assessment’s achievement levels are based on a different framework and different subscale configurations, it will be necessary to set new achievement levels based on this new framework. There will be additional costs associated with these achievement level setting activities.

Should the Governing Board and NCES express an interest in maintaining trend, bridge studies will be needed to determine the feasibility of maintaining trend, as well as the relationship between old and new assessment content at each grade. Bridge studies between the old and new reading frameworks are listed as options in the current contract. However, funds are not in the current budget, so additional money would be needed to exercise those options.

## Conclusion

In conclusion, one of the overarching concerns of this review is that the framework needs to clarify how it will address the tension between its sociocultural model, which attempts to build on the varied assets that all students bring to the assessment, and the technical demands for standardization, which are a hallmark of NAEP's large-scale assessment model. Additional clarification and refinement are needed on a range of framework features, from passage selection to scaffolding to the prioritization of special studies.

Moreover, the framework does not fully address one of the largest challenges of the current reading assessment—our inability to capture and describe the performance of students below *NAEP Basic*, which is more than 25 percent of our nation's students. There is an insufficient number of items that can adequately measure the abilities of these students. Improved measurement is needed in this range of the scale for the new framework. While it is likely that the sociocultural focus of the new framework will allow greater access to the NAEP reading assessment for a portion of the students scoring below *NAEP Basic*, it is unlikely that the majority of the nation's struggling readers will be better measured under this new framework. Since the new framework does not address the ongoing challenge that very few NAEP items psychometrically map in the lower range of the ability distribution, it needs to provide clear guidance about the selection of passages and the development of items that would enable us to better assess what students in this range know and can do. This omission is a serious oversight.



## Memo

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**Date:** July 20, 2020  
**To:** Dr. Peggy Carr, Associate Commissioner, Assessments Division, NCES  
**From:** Dr. Jack Buckley, on behalf of the NAEP Validity Studies (NVS) Panel  
**Re:** NVS Comments on the draft 2025 NAEP Reading Framework

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## Introduction

The NAEP Validity Studies (NVS) Panel is an independent panel of experts, supported by the National Center for Education Statistics (NCES). The Panel, which is tasked with conducting research to ensure the validity of the NAEP assessments, has operated since 1995; its members represent a range of expertise relevant to NAEP validity. Notably, the Panel strives to protect the validity of NAEP for its core mission—which is to provide accurate official federal statistics on students’ achievement and trends in achievement over time; this includes statistics documenting percentages of students achieving scores that place them at or above each of the designated NAEP achievement levels. It is from this perspective of more than two decades of NAEP validity research that we submit this memorandum on the draft reading framework circulated for public comment.

While the memorandum reflects the consensus opinion of the full NVS Panel, it draws particularly on the observations of a subset of Panel members whose expertise is most relevant to the design of the NAEP reading framework. This includes Peter Behuniak, a former state testing director; Richard Duran, a learning scientist with expertise on assessment of English learners and cultural psychology approaches to literacy; Ina Mullis, a measurement expert with a focus on comparative and international education and assessment; James Pellegrino, a cognitive scientist with expertise in curriculum, instruction and assessment; Lorrie Shepard, a psychometrician with expertise connecting assessment to learning theory and curriculum reform; and Sheila Valencia, a researcher with expertise in reading and writing and co-author of two relevant NVS studies.

The Panel has conducted two studies in reading and writing which compare current NAEP frameworks (the 2009 Reading Framework<sup>1</sup> and the 2011 Writing Framework<sup>2</sup>) with

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<sup>1</sup> “Reading Framework for the 2009 National Assessment of Educational Progress” Retrieved from: <https://www.nagb.gov/assets/documents/publications/frameworks/reading/2009-reading-framework.pdf>

<sup>2</sup> “Writing Framework for the 2011 National Assessment of Educational Progress” Retrieved from: <https://www.nagb.gov/content/nagb/assets/documents/publications/frameworks/writing/2011-writing-framework.pdf>



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contemporary standards, sometimes referred to as college and career ready standards or CCR.<sup>3,4</sup> The first of these studies, conducted before new state assessment items were available for review, examined similarities and differences between the NAEP fourth- and eighth-grade reading and writing frameworks and the Common Core State Standards for English Language Arts.

The second study compared 2017 fourth- and eighth-grade assessment items, along with accompanying texts and scoring criteria, for NAEP and four states (including representatives of the two Race-to-the-Top assessment consortia). The results of this latter study generated 10 specific conclusions and associated considerations for updating NAEP reading and writing frameworks and subsequent assessments; these have been shared with NCES, the National Assessment Governing Board (NAGB), and the Reading Framework development panel.

The following comments concerning the draft framework follow from the findings of the two NVS studies as well as the general expertise of Panel members. We organize our comments in three sections: 1) Advancing the New Framework for Assessment, which addresses the Panel's broad concerns with implementation of this ambitious framework for 2025; 2) Framework Content, which addresses some more specific considerations regarding the framework's specifications for assessment content; and, 3) Reporting.

## Advancing the New Framework for Assessment

The NVS Panel has long held that NAEP should both “lead and reflect” education goals across jurisdictions and across time—in other words, that it should anticipate the near future direction of education in the United States as well as reflect past and current practice in our states and districts. Since the last reading framework revision in 2009, there have been important advances in our understanding of reading processes and expectations for how reading can be marshalled to deepen understanding and build knowledge in the disciplines. Foundational to recent understandings is the recognition that reading and writing are socially and culturally situated; these contexts shape readers' engagement, understanding, and response to text. In fact, the National Academies of Sciences, Engineering, and Medicine has called this emphasis on sociocultural theory “one of the most important recent theoretical shifts in education research.”<sup>5</sup>

It is not surprising, then, that the 2025 NAEP Reading Framework situates reading comprehension within a sociocultural context. The Panel appreciates this shift and the careful

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<sup>3</sup> Wixson, K. K., Valencia, S.W., Murphy, S., & Phillips, G.W. (2013). *Study of NAEP Reading and Writing Frameworks and Assessments in Relation to the Common Core State Standards in English Language Arts*. A publication of the NAEP Validity Studies Panel, San Mateo, CA: American Institutes for Research. Retrieved from: [https://www.air.org/sites/default/files/downloads/report/NVS\\_combined\\_study\\_2\\_NAEP\\_Reading\\_and\\_Writing\\_Frameworks\\_in\\_Relation\\_to\\_CCSS\\_in\\_ELA\\_0.pdf](https://www.air.org/sites/default/files/downloads/report/NVS_combined_study_2_NAEP_Reading_and_Writing_Frameworks_in_Relation_to_CCSS_in_ELA_0.pdf)

<sup>4</sup> Valencia, S. W., Wixson, K. K., Kitmitto, S., & Doorey, N. (in press). *A comparison of NAEP reading and NAEP writing assessments with current-generation state assessments in English language arts: Expert judgment study*. San Mateo, CA: American Institutes for Research.

<sup>5</sup> National Academies of Sciences, Engineering, and Medicine. (2018). *How People Learn II: Learners, Contexts, and Cultures*. Washington, DC: The National Academies Press. <https://doi.org/10.17226/24783>. Page 27.

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review of research that informs the framework document. The Panel also appreciates the framework's alignment with reading practices advocated in CCR and state standards to promote depth of understanding, especially the importance of disciplinary literacies and the ability to work with multiple and multi-modal texts. Both of these features of the framework are critical for addressing the growing diversity of students in K-12 schools and the challenges of navigating the increasing complexity of comprehension now and in the future.

## **Set Priorities**

To be sure, this framework represents a complex, multifaceted model of reading comprehension and an ambitious goal for reading comprehension assessment. However, while the framework acknowledges some of the challenges and limitations of implementing a sociocultural model within the constraints of the NAEP structure and available resources (Chapter 3, p.38-45), the NVS Panel is concerned that these challenges and limitations have not been adequately acknowledged or realistically addressed from either a validity or a pragmatic perspective. The driving issue is how this framework can be successfully operationalized and meaningfully reported within the constraints of a large-scale assessment such as NAEP. A uniform, standardized assessment is implicitly in tension with learning that is socially situated in home, community, and local schooling contexts. To address these gaps, the NVS Panel suggests that the Development Panel work with NCES and NAGB to identify which aspects of the framework are the highest priority for implementation and which can be implemented over time. In this context, focus should then center on working through the details of a valid and feasible implementation that can support the highest priority framework changes in 2025.

## **Additional Studies**

In addition to setting implementation priorities, research priorities need to be set as well. The framework includes more than 20 suggestions for special studies that explore facets of the conceptual framework and specific assessment innovations. Some of these are important for examining the validity of the constructs defined in the framework, the feasibility of operationalizing specific features of the framework, and possible bias (e.g., Do students from different subgroups use the optional scaffolds in the same way? Are there differences among subgroup performance if students are provided with choice in reading text or choice in response mode? Should vocabulary items be double scored for language and comprehension? Does writing ability interact with reading ability to influence students' comprehension performance on written tasks?) The NVS Panel recommends that the reading framework Development Panel review and prioritize the studies suggested in the framework and by other reviewers. They should include an addendum to the framework, addressed to NAGB and NCES, specifying the studies that will be needed. What studies are essential to implementing a sociocultural reading framework within the structural and fiscal constraints of NAEP? What studies are needed to validate reporting results by disciplinary context? A careful and systematic program of research should be articulated as soon as possible to prepare for a valid rollout of NAEP 2025 and beyond.

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## **Block Length**

The Panel is also concerned about the testing time needed to operationalize the types of activity-driven blocks described in the reading framework. NAEP's traditional 30-minute block will most certainly limit what the assessment can do and how well it can represent some critical aspects of the model. So, even if the model and framework are strong, the operational assessment may pale by comparison. The Panel urges NAEP to rethink administration designs to take advantage of the important changes in what and how reading is assessed in the 2025 framework.

## **Framework Content**

The NVS Panel commends the Visioning and Development Panels' attention to expanding the range of comprehension targets, text types and sources, and approaches to measuring vocabulary. We suggest that three additional areas need attention. The first two areas, associated with CCR competencies, are: reading and writing with sources (mentioned briefly in chapter 1, p. 6 & 7), and conducting research and inquiry including searching, sourcing, adjudicating multiple accounts (mentioned on p. 6, 7, 82). These areas need to be more fully integrated throughout the framework; they reflect both the direction provided by the Visioning Panel (p. 6) and the two NVS reports comparing current NAEP reading and writing assessments, yet they receive limited mention and are not fully represented throughout the chapters. The third area, comprehension targets, needs clarification to distinguish among three of the targets.

### **Reading and Writing with Sources**

This integrated reading and writing standard is prominent in most ELA and subject-matter state standards and assessments. However, it is not adequately addressed in this framework. It seems that reading and writing with sources may be confounded with the Use and Apply comprehension target in this version of the framework. However, reading and writing with sources might also be aligned with both Analyze/Evaluate and Integrate/Interpret. What is missing in the framework is a more detailed description of what "counts" as reading and writing with sources as well as attention to how these items would differ from existing items associated with constructed-response formats. The point is that reading and writing with sources is not just an item format issue; it requires detailing the processes and products of what it means to read and write with sources. The examples of culminating tasks in the framework suggest more in-depth understanding and more/different types of writing than NAEP's current ECRs, but this is not well explicated in the text. Other issues related to scoring of these items (for comprehension and possibly writing) should be addressed in the framework and in special studies.

### **Conducting research and inquiry including searching, sourcing, adjudicating multiple accounts**

Research and inquiry are major features of reading and learning in all subject areas and in CCR standards. Although there is a thorough discussion of the affordances of a digital platform for presenting students with both static and dynamic text, the comprehension process of inquiry and

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research-related skills are not explored in enough detail in the framework. The discussion about these topics is more about the logistics of navigating digital and multi-modal sources than cognitive comprehension-related understanding, especially as it pertains to different disciplinary sources of texts and purposes for reading. These important outcomes need more explicit attention to align with current standards and expectations for K-12 students.

With the inclusion of multimodal texts in the assessment, as well as the suggested use of multimedia scaffolds (videos, audio information) to provide background and motivation for reading, it is important that the framework document and the assessment development teams clearly distinguish between reading comprehension and comprehension based on listening/viewing. Care must be taken to assure that test tasks and items do not tap information found in video or audio sources so as to avoid confounding listening and viewing comprehension with reading comprehension and thereby threatening the validity of results.

## Comprehension Targets

The framework includes new concepts and labels related to activity structures, purposes for reading, and comprehension targets. To aid in item development and to communicate clearly to educators and the public, the Panel suggests providing more detailed distinctions among three of the four comprehension targets: Integrate/Interpret, Analyze/Evaluate, and Use/Apply. The descriptions seem to contain a good deal of overlap. Further elaboration of what it means to “solve a problem” in the context of a large-scale assessment like NAEP Reading is also needed. Overall, the framework needs to be “translated” into an executive summary (or summaries) for various audiences—teachers, parents, policy makers, test directors, curriculum directors. As it is, the framework is an excellent reference, but it is too detailed to communicate important information to the greater public.

## Reporting

### Expanded Reporting Categories and New Explanatory Variables

Expanding NAEP reporting categories and adding new reader attributes and environmental variables seem helpful for making valid interpretations of the data, especially around issues of equity. Particularly useful are the framework recommendations for disaggregating data to examine variability of SES within groups and for further distinguishing among categories of EL status. Including these consequential categories and variables in NAEP reporting should help consumers become more aware of the complexity of reading comprehension as well as malleable variables that could be addressed through policy and practice to advance learning and performance.

Of particular note is the recommended change in reporting EL status—current English learners, former English learners, and Never English learners. The Panel supports this finer distinction. However, as noted in the framework, it will be difficult to interpret these data because states have different English language proficiency (ELP) assessments as well as different EL inclusion

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and exit policies. The Panel encourages NAEP to explore other/additional ways to disaggregate former English learners from this very large group of students.

Overall, the framework should provide further explanation about how the reader attributes and environmental variables will be used. The narrative suggests that these variables will not merely be used for research purposes (such as to identify patterns of test performance) but to explain performance. The Panel cautions that the term “explanatory” may be too strong a term and may lead to invalid inferences; correlational research does not support inferences about causation. Further, just as with most contextual variables, analyses of the explanatory variables should not be promoted as evidence regarding the validity of NAEP. The Panel would like to see a more thorough description of the extent to which these variables are intended to explain student test performance and the limitations of including these types of student and environmental characteristics as part of NAEP reporting.

## Reporting

The Panel is puzzled about the relationship between sociocultural theory and the recommendation to report results by reading contexts (distinguishing between competencies in reading for literary understanding, science, social studies). If the goal is to report the assessment results separately according to the three disciplinary contexts for reading, the framework should address, from the outset, how the three contexts figure into a sociocultural model and why the framework stipulates that reporting should be by disciplinary context. In the current draft of the framework, disciplinary contexts for reading receive the most detailed description under “The Nature and Characteristics of Texts” (p. 51-58) rather than serving as an organizing principle within the sociocultural model. Does NAEP expect to validate these three disciplinary contexts as distinct constructs?

## Trend

Although it is not the role of the framework panels to make recommendations regarding NAEP reading trends, the proposed changes to the reading construct, especially those regarding disciplinary contexts and new purposes for reading, are significant enough that NAGB and NCES should consider beginning a new reading trend, based on conceptual as well as empirical grounds. Even if the 2025 assessment scales with prior assessment results, NAEP should consider the potential of breaking trend to represent the new models of comprehension described in the 2025 framework and the new features of the assessment. This would draw attention to changes in expectations emerging from CCR, inform instructional practices, and potentially inform policy. In addition, breaking trend may provide an opportunity to scale the assessment within grade as other subject areas do rather than across grades (as NAEP has done in the past for reading).

Thank you for attending to our feedback; we hope the information in this memorandum will be helpful in finalizing the new reading framework.