



Metrics Subcommittee for Accountability Redesign

Meeting #3

January 20-21, 2026



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Welcome

SAR Membership

Member Name	Affiliation
Tim Hughes	State Board of Education & CIEE
Patricia Charlton	College of Southern Nevada & CIEE
Sean Parker	Community & CIEE
Sebastian Rios	Student
Adam Young	Superintendent & CIEE
Melissa Mackedon	Exec. Dir. State Sponsored Charter School
Irene Bustamante-Adams	President Clark County SD Trustee
Rebecca Dirks-Garcia	Former NV PTA President & CIEE
Aida Perez	Educator
Desiree Veloz	Principal
Kathryn Witaker	Trustee – Churchill County School District
Yvonne Wagstaff	Trustee – Douglas County School District
Peter Zierhut	Business & CIEE
Ricky Medina	Technical/District Accountability Director
Joe Ernst	Superintendent Washoe County SD
Victor Wakefield	State Superintendent

Public Comment

Purpose and Role

The purpose of the Metrics Subcommittee for Accountability Redesign (SAR) is to develop recommendations for a new NDPF and refined NSPF which includes such decisions as:

- Specifying indicator calculations and business rules
- Determining performance expectations
- Developing aggregation and reporting rules

Your role is to:

- Participate and engage openly and honestly
- Share your views and reflect the interests of your organization(s) and constituencies
- Consider the information and perspectives presented in this group

The SAR provides recommendations to NDE. The recommendations will be considered with other sources to inform final decisions. Committee members are considered part of a closed cohort and we respectfully ask that designees not be sent in instances where a meeting conflict occurs.

Group Norms and Decision Making

- **Actively participate** in discussions, but also draw others into the conversation
- **Respectfully listen** to all opinions and perspectives
- **Weigh pros and cons** of different alternatives with the goal of coming to group consensus.
 - When necessary we will make decisions by majority vote
 - If agreement cannot be achieved dissenting views and rationales will be clearly documented
- In discussions with others about the content of these meetings, **attribute ideas to the committee not to individuals**

Scope and Timeframe

- Develop recommendations for a new NDPF and a refined NSPF
- The work will take place in two phases:

Phase 1	Phase 2
<ul style="list-style-type: none">- Create initial NDPF blueprint- Identify design implications for NSPF- Target: fall 2025-summer 2026	<ul style="list-style-type: none">- Refine NDPF as needed- Develop NSPF blueprint and performance standards- Target: fall 2026-summer 2027

Today's Agenda

- 9:00 Welcome and Introductions; Public Comment
- 9:15 Commission on Innovation and Excellence in Education (CIEE) Update
- 9:45 Developing a Theory of Action
- 12:00 Lunch
- 1:00 District Accountability: Model Features and Components
- 1:55 District Indicator Priorities
- 3:00 Break
- 3:15 Academic Growth
- 4:45 Wrap-Up/ Review
- 5:00 Adjourn

Your One-Stop Shop for Information About this Project

<https://doe.nv.gov/boards-commissions-councils/metrics-subcommittee-for-a-countability-redesign>

Short link:

<https://bit.ly/NV-SAR>

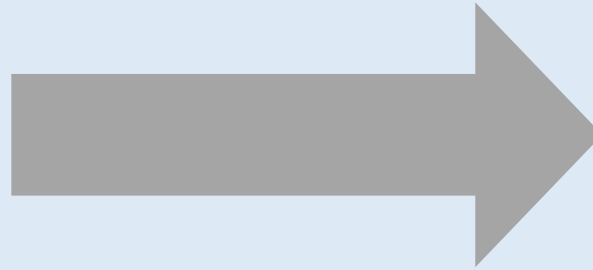


Developing a Theory of Action

Current Situation

Where are we now?

**How do we
get there?**



Develop a
theory of action
to articulate the
“how.”

Desired Situation

Where do we want to be?



Definition:

A theory of action outlines the **components of the system**, while clearly specifying the **connections among these components**. Most importantly, a theory of action must specify the **hypothesized mechanisms or processes for bringing about intended goals**...the theory of action should describe how the **particular clear goals** will be achieved as a result of the proposed...system(s).


-Marion, Lyons & D'Brot (2016)



A **logical argument** that connects the **goals** of a system to its **component parts**



By describing the **actions and conditions** that lead to the goals



as well as the **rationales, assumptions** and **evidence** that support and justify the connections within the system

The Importance of a Theory of Action

By making the **design of a system explicit**, a theory of action (TOA):



Acts as a roadmap for design and a touchstone for iterative design



Provides shared language & understanding



Supports the investigation of problem areas

So, What Have We Heard So Far?

There are 7 broad themes that have already begun to emerge:

1. Systemic (Not Narrow) Thinking
2. Broad Conceptions of Student Success
3. Emerging Tension: Compliance vs. What Matters
4. Accountability as a Behavioral Signal
5. Capacity, Talent, and Trust as Preconditions
6. Culture and Relationships Matter
7. Multiple and Competing Purposes

What Does This Look Like?

1. Systemic (Not Narrow) Thinking	SAR members consistently approached accountability as a system of interacting conditions, behaviors, and incentives rather than a set of isolated indicators or technical fixes, emphasizing alignment across state, district, school, and classroom levels.
2. Broad Conceptions of Student Success	Desired outcomes extend well beyond academic proficiency to include durable skills, life readiness, relevance, equity by need, wellness, belonging, and civic understanding, signaling discomfort with accountability systems that narrowly define success.
3. Emerging Tension: Compliance vs. What Matters	SAR members surfaced a tension between time- and rule-based accountability structures and approaches that value demonstrated learning, mastery, and meaningful outcomes, raising fundamental questions about how the system defines and communicates value.

What Does This Look Like?

4. Accountability as a Behavioral Signal

Accountability is widely understood as shaping behavior in sometimes unintended ways, with concerns that current signals reward compliance and defensiveness rather than diagnostic use, learning, and improvement.

5. Capacity, Talent, and Trust as Preconditions

Adequate resources, skilled personnel, time, stable leadership, and trustworthy communication are viewed as necessary conditions for improvement, with skepticism that new metrics or funding alone can drive change without coherence and capacity.

What Does This Look Like?

6. Culture and Relationships Matter

Participants repeatedly emphasized culture, climate, morale, belonging, and trust, viewing accountability not just as a technical system but as a relational one that can either legitimize or undermine improvement efforts.

7. Multiple and Competing Purposes

The system is expected to serve diverse and sometimes competing goals (college, workforce, and broader life success), with recognition that no single measure or model can fully capture all purposes, underscoring the need for explicit tradeoffs and clarity of intent.

What We Do Next

- We will treat these initial themes as a starting point.
- There were multiple components that we identified from our initial Theory of Action activity from our virtual meeting in December.
- We will spend the next portion of this meeting exploring
 - Conditions, input, outputs, short-, mid-, and long-term outcomes
 - Who “owns” what outcome



Moving Toward a Theory of Action

And an opportunity to move around!

Activity Framing: Towards a TOA

Clarifying Ownership in Nevada's DPF

- Before we design a theory of action, we need clarity on who is responsible for influencing different parts of the system.
- Today's activity focuses on ownership and leverage
- We are not yet to solutions

Activity Framing: Towards a TOA

A Usable Theory Requires Clear Ownership

- A theory of action only works if it reflects real points of influence
- Systems fail when they rely on actors who cannot realistically act

Ownership ≠ Blame ≠ Authority on Paper

- Ownership is who must act for change to occur

If something matters, someone must be able to influence it.

Activity: Dot Mapping

Guidelines:

- You'll see a list of conditions, inputs, outputs, and outcomes
- For each item, you will assign colored dots:
 - *Red: State*
 - *Green: District*
 - *Blue: School*
- You may assign **more than one color** to an item

Activity: Dot Mapping

Ground Rules:

1. Multiple dots are allowed
2. Disagreement is expected
3. There is no expectation to solve anything today
4. This is about reflecting reality, not ideal systems

Activity: What You'll See (Examples)

Conditions (What Must Exist)	Inputs (What is Introduced or Designed)	Outputs (What the System Produces)	Outcomes (What Changes Over Time)
Funding Talent Capacity Leadership Stability Time Data Infrastructure School Safety Mental health and wellness	HQ Instructional Materials Professional learning Development support for educators Differentiated supports for students Sound measurement approaches	Academic performance measures Accountability signals beyond academics Well-trained educators	ST: Increased attention to mastery and relevance MT: Stronger instructional practice aligned to mastery MT: Improved school culture and climate LT: Reduced need for remediations

Activity: Working Time

Instructions:

- Your job is to assign “ownership” of each of these items
- Place dots to reflect who you believe has *primary responsibility*
- Trust your judgment
- Spend about 20 minutes walking around the room and assigning your dots

Activity: Large-Group Reflection

- Where did ownership concentrate?
- Where was responsibility shared?
- What surprised you?
- What feels misaligned with current accountability design?
- Anything else?

Activity: Follow Up

After our reflection, we will review your responses and reactions.

- What we're paying attention to next
 - Areas of strong agreement
 - Areas of distributed responsibility
 - Areas with no clear owner
 - Outcomes with heavy expectations but limited leverage
- Our next steps
 - We will synthesize patterns
 - We will not “average” opinions
 - We will bring back a draft TOA structure grounded in your input

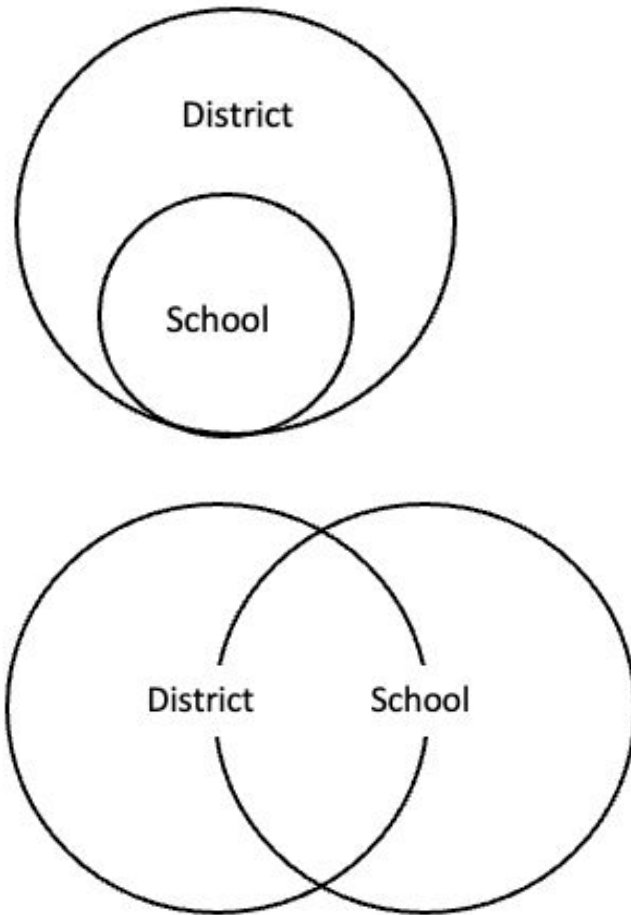
Break for Lunch

District Accountability: Model Features and Components

Introduction

- In previous meetings, we've discussed the desired relationship between district and school indicators. We'll review our working assumptions based on those discussions.
- We'll also review the feedback you provided at the December meeting on selected indicator categories for district accountability.
- We'll introduce some additional indicator categories that may overlap between district and school accountability.
- Finally, we'll discuss some different ways indicators can be used.
- We'll use this information to tee-up discussions about which indicator categories should be prioritized for the district model and how they should be used.

Hybrid District and School Framework



- In previous meetings, members have expressed a preference for ‘hybrid’ models
- These models assume some overlap (whether full or partial) between district and school indicators.
- Today we’ll focus on what is in the district circle.

Six Domains Introduced in December

1. Talent Management and Educator Capacity Building
2. Support for High Quality Instruction
3. Support for Student Well-Being
4. Governance, Vision, and Constituent Engagement
5. Data Systems, Compliance, and Continuous Improvement
6. Strategic Resource Use and Financial Stewardship

What priorities emerged?

Domain	Moderate or Large degree
Talent Management & Educator Capacity	71.4
Supports for High Quality Instruction	85.7
Supports for Student Well-being	71.4
Governance, Vision, & Constituent Engagement	85.7
Data Systems, Compliance, & Continuous Improvement	71.4
Strategic Resource Use & Financial Stewardship	71.4

- At our December meeting we asked “To what extent should these priorities be taken into account in district accountability”
- Most respondents indicate a moderate or large degree for all domains
- SAR members expressed a desire to learn more about how these domains could be measured and how they could be used in the system

Digging Deeper

- We've slightly reframed these 6 domains, expanded the list of example indicators, and added 3 more domains
- We also present some different alternatives for how these domains might be represented in the accountability framework
- We'll review these together...

Indicator Domains (1)

Domain	Description	Examples
Effective Educators and Leaders	Systems to recruit, develop, support, and retain effective teachers and leaders.	<p>Inputs: Recruitment initiatives, support and mentoring for new educators, professional learning opportunities</p> <p>Outcomes: Educator certification rates, educator attrition rates, feedback from educators regarding sufficiency of training and support</p>
Instructional Support	Coherent instructional system that includes high-quality materials, assessment resources, and curriculum guidance	<p>Inputs: access to tutoring, access to special education services, high quality assessment resources, access to support for language learners</p> <p>Outcomes: evidence that high quality curriculum and assessments are used, feedback from educators about sufficiency of curricular materials</p>

Indicator Domains (2)

Domain	Description	Examples
Student Well-Being	Integrated system of academic, behavioral, and well-being supports that ensure all students experience safe, supporting and engaging learning environments	<p>Inputs: Administration of school climate surveys to teachers, students, and/or parents, policies to encourage attendance or engagement, support for emotional, behavioral, mental or physical health</p> <p>Outcomes: Results from school climate surveys, rates of suspensions/expulsions, self-report measures on surveys of life skills (e.g., decision making, self-regulation, collaboration)</p>
Governance and Engagement	Clear focused vision for teaching and learning; aligned policies and resources; strong relationship with families, and partners	<p>Inputs: Strategic plan is in place, Board members receive training and support, there are adequate opportunities for families, businesses, and/or community members to engage</p> <p>Outcomes: Results from engagement surveys, evidence from strategic plan monitoring, attendance/ chronic absenteeism rates</p>

Indicator Domains (3)

Domain	Description	Examples
Systems and Improvement	Infrastructure that enables responsive decision making, accurate reporting, and trustworthy operations	<p>Inputs: Appropriate policies and procedures are in place for personnel and operations, data systems are adequate, ongoing school improvement planning occurs</p> <p>Outcomes: Accreditation requirements are met, key positions are filled with qualified staff, reporting requirements are satisfied</p>
Resources and Finances	Alignment of funding with evidence-based priorities, fiscal stability, financial transparency, resource equity	<p>Inputs: Risk assessment or mitigation plans, plan to address resource or opportunity gaps</p> <p>Outcomes: Accuracy of budget projections, reducing gaps in resource equity, evaluations of the extent to which investments produce intended outcomes</p>

Indicator Domains (4)

Domain	Description	Examples
Academic Performance	Evidence of academic achievement and growth for all students	<p>Inputs: access to a wide range of courses, co-curricular learning opportunities, and resources</p> <p>Outcomes: performance on state assessments, academic growth on state assessments, performance or growth on other meaningful assessments (e.g., ACT, SAT, NAEP), credit earning rates, performance or growth for student groups, closing achievement gaps.</p>
Post-Secondary Readiness	Evidence that students are well prepared for college, career, military, and/ or citizenship	<p>Inputs: access to advanced courses, access to advising and career counseling resources, availability of internships or work-based learning opportunities, access to co-curricular experiences and training</p> <p>Outcomes: completion of advanced coursework, complete pathways or industry certification, work-based learning, completion of service or capstone projects, FASFA completions, college-going rate, ASVAB scores, graduation rate</p>

Indicator Domains (5)

Domain	Description	Examples
Inclusive Student Supports	Evidence that all students, including multi-language learners and students with disabilities, receive support	<p>Inputs: certified EL and special education teachers, appropriate identification and placement procedures, alignment between IEPs, language learner plans, and instructional support</p> <p>Outcomes: rates of progress to English language proficiency, progress toward IEP goals, participation and performance in coursework, performance and growth on assessments</p>

How should these indicator domains be used?

- **Category 1: Inform Ratings**
 - Indicators that have some influence on ratings or decisions that the district is meeting expectations.
 - The degree of influence will be determined later
- **Category 2: Public Reporting**
 - Indicators that will be reported publicly but will not influence ratings
- **Category 3: Data Collection and Monitoring**
 - Information that will be collected and shared internally for research and support purposes
- **Category 4: Further Research Needed**
 - Indicators that are a priority but the manner in which the indicator will be measured or the role in accountability/reporting is uncertain.
- **Category 5: Not a State Priority**
 - These indicators should be omitted or left entirely to districts or schools to determine if/how they are used.

Activity

- Review the indicator domain document independently and provide your suggestions for how each indicator domain should be used.
- Makes notes as appropriate, especially to highlight key sources of information you think should be included.
- Next, discuss feedback as a group and attempt to create a set of group recommendations for each domain.
- We'll come back together to discuss.



<https://tinyurl.com/5fp7fjzh>

Break

Academic Growth

Four Views of School Performance

Achievement (in relation to standards)	<i>Status</i> What performance is required on the selected assessment(s)? For example: percent proficient or mean scale score.	<i>Improvement</i> Is the performance of successive group increasing from year to year? For example: change in percent proficient, also termed “trend.”
Effectiveness (in relation to past performance)	<i>Growth</i> Are students making expected progress as they move from one point in time to another. For example, gain score or growth percentile.	<i>Acceleration</i> Is the school or group becoming more effective or improving more rapidly? For example: comparison of growth rates for schools or groups?

From Dale Carlson (2002):

<https://www.nciea.org/library/focusing-state-educational-accountability-systems-4-methods-of-judging-quality-and-p>

Guiding Principles

- There is no gold standard for evaluating measures of academic growth
- Our decisions are influenced by:
 - How will results be used?
 - What questions do we want to answer?
 - How does growth relate to other indicators?
 - How will the model support the values and policy priorities?
 - What are the conditions and constraints that influence implementation?

Some Common Approaches for Evaluating Growth

Model	Key Question
Gain Score	What is the magnitude of progress on a vertical scale?
Growth to Standard	Is the student's progress 'on-track'?
Categorical (Value Table)	Has the student transitioned from one performance category to another?
Growth percentile	How does the student's performance this year compare to his or her 'academic peers'?
Regression or Value-added*	Controlling for selected factors, has the student grown more or less than expected?

* Value-added is more a verb than a noun, it describes a use-case intended to isolate effects (e.g., due to a school or teacher), which can be applied to multiple models.

What models are states using for accountability?

Growth Model	Count	States
Student Growth Percentiles	24	AZ, CO, DC, GA, HI, IA, IL, IN, MA, MD, MI, NV , NH, NJ, NM, NY, OR, RI, SD, UT, VT, WA, WI, WY
Value-Table		AK, FL, IN, MN, MS, NE, OK, TN, VA, WV
Growth to Standard	10	AZ, CT, ID, IN, KY, LA, MI, NV, SD, UT
Value Added	8	AR, LA, MO, NC, OH, PA, SC, TN
Gain Score	3	AL, ND, TX
Other	2	DE, MT

States may be listed more than once if they use multiple models.

Only two states do not use growth in their ESSA accountability system: KS and KY. Instead they use an improvement measure.

Adapted from Data Quality Campaign (January, 2019) [Growth Data, It Matters and It's Complicated](#)



Model Decisions Should be Based on Clear Criteria

- These criteria are related to policy, technical, and practical considerations.
- For the purposes of our work here today, we outline what we consider the most important criteria for us to consider.

Selected Criteria for Evaluating Models

1. Relationship between growth and achievement
2. Fair and valid for all students and schools (types)
3. Use of background and demographic factors in growth models
4. Simplicity, complexity, & technical quality
5. Open-source compared to proprietary
6. Scale (test) independence or dependence
7. Technical quality
8. Capacity and resources

Key Questions

1. ***What growth questions are most important to answer?***

For example:

- a. Are students growing at rates similar to their peers?
- b. Is growth sufficient to attain or maintain proficiency?

2. ***What are the most important criteria for evaluating growth? For example:***

- a. Fair and valid for all students and schools (types)
- b. High technical quality
- c. Open-source, configurable, adaptable
- d. Easy to understand

With these questions in mind, we'll further explore Nevada's growth indicator in the Nevada School Performance Framework (NSPF)

Understanding the Growth Indicator in the Nevada School Performance Framework (NSPF)

Peter Zutz

Administrator,
Office of Assessment, Data, and Accountability Management

Dr. Gunes Kaplan

Education Program Supervisor,
Office of Assessment, Data, and Accountability Management

Overview

- Student Growth Indicator in the NSPF
 - Structure: Growth Indicator and Measures
 - Where it is and is not used (Elementary, Middle, High School)
- Stepping Back: What Student Growth Means
 - Conceptual explanation: progress over time, start, end
- From Student Growth to School Measures
 - How student-level growth becomes school-level measures

Note: Growth is used in other areas of NSPF, but this presentation focuses on the standalone Growth indicator in ELA and Math for elementary and middle schools.

Student Growth in the NSPF

Elementary School



Growth measured using year-to-year test scores in ELA and Math

**Growth
35 pts**

Math Median Growth Percentile
(MGP)

ELA Median Growth Percentile
(MGP)

Math Adequate Growth Percentile
(AGP)

ELA Adequate Growth Percentile
(AGP)

Middle School



Same approach as elementary schools

**Growth
30 pts**

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Math Adequate Growth Percentile
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ELA Adequate Growth Percentile
(AGP)

High School



Year-to-year
growth not
calculated.

Growth is the highest point-earning indicator in the NSPF

What Student Growth Means

Student Growth

Amount of academic progress a student has made between two points in time relative to the student's academic peer group across the state.

From Student Growth to School Measures

Student Level Growth



School-Level Median



School-Level Target

Student Growth Percentile (SGP)

- Describes a student's growth over the past year, compared to other students with similar prior test scores, by looking at the Smarter Balanced Math and ELA assessments.

Median Growth Percentile (MGP)

The middle growth percentile of all students in the school

Adequate Growth Percentile (AGP)

- Tells if students are meeting or exceeding the growth needed to reach or maintain proficiency in a given time.
- Is based on a target value, set for each student.
- Determines if a student is making adequate academic growth toward achieving or maintaining proficiency.
- A student is considered to have met their AGP if their SGP meets or exceeds their target.
- A school's AGP rate is the percentage of students meeting their AGP

Revisiting Slide 54:

Student Growth in the NSPF

Elementary School



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- b. High technical quality
- c. Open-source, configurable, adaptable
- d. Easy to understand

Wrap-up/ Adjourn Day 1

Welcome Day 2

Public Comment

Today's Agenda

- 9:00 Welcome; Public Comment
- 9:15 Addressing Exceptions
- 11:00 Break
- 11:15 Committee Priorities
- 11:45 Public Comment
- Noon Adjourn

Background

- There are many factors related to characteristics or context that may impede a state's ability to produce standard accountability determinations all schools or districts.
- Most exceptionalities result in missing indicators. Examples include:
 - Insufficient n-size (e.g., small school/ districts, homogeneous population)
 - Unusual grade configurations (e.g., K-2 school)
 - Missing data

Alternatives

- *Technical Alternatives*: This category is intended to cover a wide range of alternatives related to calculating and aggregating indicators.
- *Design Alternatives*: This category addresses changes to the model such as altering indicators, expectations or business rules for assigning ratings.
- *Qualitative Alternatives*: This describes approaches that allow for decision making outside a standardized model for how schools are rated and/or held accountable.

Technical Alternatives

Alternative	Purpose	Considerations
Adjust N-size requirement	Lowering N-size reduces the number of missing groups/indicators for smaller schools/ districts	Reducing N-size can inflate unreliability (results are less stable). Good solutions balance inclusion and reliability.
Multi-year averaging	Reduces the number of missing groups/ indicators for smaller schools/ districts	Improves inclusion and stability but can create 'lag' between performance and outcomes. Can be combined with disjunctive rules such as "use average score or most recent score, whichever is best".
Redistribute weights	Produce summative score or rating with missing indicator(s)	Redistribution can be designed to honor nominal influence of remaining indicators. However, if some indicators are more/less rigorous, redistribution can lead to uneven expectations.

Design Alternatives

Alternative	Purpose	Considerations
Reassign ratings	District is assigned NSPF rating of the largest school	Establishes different expectations and impedes comparability
Adjust expectations for indicator(s) or overall rating	Raising or lowering performance expectations is intended to preserve fairness (e.g., reduce expectations if available indicators are more rigorous)	Requires strong rationale and careful process to preserve intended interpretations and uses
Add or change indicators	May address missing or uneven access to indicators	Could establish different expectations and impedes comparability

Qualitative Alternatives

Alternative	Purpose	Considerations
Implement appeals process	Addresses exceptional circumstances by giving school or district a process to appeal rating to a decision-making body.	Requires well-explicated process and criteria for hearing and adjudicating appeals. Can be very resource intensive.
Implement school/ district review process	Addresses exceptional circumstances by replacing the standard accountability process with a decision-making body.	Requires well-explicated process and criteria for adjudicating appeals. Can be very resource intensive.
Policy adjustment to rating or consequences	Policy decision to deal with exception thought to influence a rating or consequence (e.g., legacy ratings issued for a limited time issue)	Requires strong rationale, criteria, and process. Impacts comparability.

Evaluating Alternatives

Key Questions

- Does the alternative promote practices that are consistent with the state's policy priorities?
- Does the alternative support the state's theory of action for promoting improved outcomes?
- Is it likely that the alternative will provoke unintended negative consequences?
- Does the alternative approach systematically advantage or disadvantage schools based on factors that should not be related to accountability outcomes (e.g., large or small schools do not attain favorable scores)?
- Is the alternative practicable? Can staff at the state, district, and/or school level implement the alternative as intended based on available resources and capacity?

Discussion

1. What exceptions are most important to address?
2. What approaches for addressing exceptions are most promising and why?

Please discuss in groups take notes on the chart paper provided. We'll come back together to report out.

Break

Priorities

Before we adjourn, please share your recommendations for future topics.

1. What topics should we revisit?
2. What new topics should we address?
3. What information or resources will help support your decision making?

Thank You!



www.nciea.org