

# CONSULTANT'S FINAL REPORT ON THE CLARK COUNTY SCHOOLS ACHIEVE IMPLEMENTATION

*Submitted to:*

*The Community Implementation Council*

*The Advisory Committee to Monitor the Reorganization of Large School Districts*

*The Nevada Legislative Counsel Bureau*

*The Nevada State Board of Education*

*The Clark County School District Board of School Trustees*

*Primary Authors of this report:*

*Michael A. Vannozzi, Vice President, TSC<sup>2</sup> Group*

*Andrew Doughman, Vice President, TSC<sup>2</sup> Group*

*Brian Knudsen, Partner, BP2 Solutions*

*Contributors:*

*Tom R. Skancke, Chief Transformational Strategist, TSC<sup>2</sup> Group*

*Mike Strembitsky, School Empowerment Management Consultant*

# TABLE OF CONTENTS

<b>Introduction</b>	<b>3</b>
<b>What CCSD is Poised to do in 2017-2018</b>	<b>6</b>
- The Deployment of Weighted Funding Dollars	7
- The Deployment of the Transfer of Responsibilities Process	8
- Beginning Work on the HCM System Implementation	12
- Development of Idea Depot and Efficiency Challenge Processes	13
- Operationalizing New Requirements under the Reorganization Law	15
- Conclusions	22
<b>Beyond the Law</b>	<b>24</b>
- Ensuring the Long-Term Success of the Reorganization	24
- The Reorganized Clark County School District	26
<i>“Parental and community involvement becomes intertwined in the culture of the local school precinct and integral to its operation.”</i>	26
<i>“The Superintendent and his immediate staff share a common interest in the successful operation of the school district. The staff members who are most likely to share this common interest are those who are most directly responsible for the schools.”</i>	30
<i>“The authority to carry out certain responsibilities that currently are carried out by the central administration will be transferred to local school precincts, or may be made available to the local school precincts to purchase.”</i>	37
<i>“Budgets for the services provided by Central Services should be developed on a modified zero-based model.”</i>	43
<b>Final Conclusions</b>	<b>45</b>

## INTRODUCTION

Starting on July 1, 2015, the State of Nevada undertook an effort to fundamentally reorganize the Clark County School District. Spurred by the passage of A.B. 394 in the 2015 legislative session, this effort sought to “reconfigure the Clark County School District (CCSD) into local school precincts” to offer the residents of Clark County “an educational system that is responsive” to their needs and concerns.<sup>1</sup> For more than two years, the Legislature, its Consultants, the School District, and the Nevada Department of Education, along with thousands of parents, teachers, educational support staff, school administrators, municipal employees and community members endeavored to implement this reorganization. Today, while many parts of the reorganization have yet to be implemented, CCSD is more responsive to the needs and concerns of Clark County residents than ever before.

This report is the third and final report of the CCSD Reorganization Consultant Team, led by TSC<sup>2</sup> Group. In previous reports, the Consultant Team has:

- Identified fundamental challenges to the reorganization, including:
  - Weighted funding formula policy;
  - The need:
    - For an updated human capital management system (HCM System);
    - To determine a method to facilitate the decentralization of resources managed by Central Services;
    - For better internal communication around the reorganization;
    - To create and coordinate training for district personnel;
    - To optimize the way school organizational teams operate, and;
    - For significant analysis capacity in the Central Office to assist with the implementation of the reorganization, and;
- Detailed the ways in which CCSD is not implementing the statutory requirements, namely:

---

<sup>1</sup> Nevada Legislature. Assembly Bill 394. 78<sup>th</sup> Regular Legislative Session (2015)

- To date transferring only 55% of unrestricted resources to the local school level in the first year of implementation – rather than 80% as required by the law.

With the assistance of the Consultant Team, the Community Implementation Council (CIC), and many other stakeholders, CCSD has taken many steps to implement the statutory requirements, including:

- Providing local school precincts with resources and services to assist with the establishment of 328 local School Organizational Teams;
- Creating communication tools around the reorganization;
- Enacting specific changes to its organizational structure, including appointing 16 School Associate Superintendents and eliminating the previous Academic Manager positions;
- Identifying all of the Central Services that are currently delivered to the local school level;
- Developing a process to transfer budget and responsibility for those Central Services that currently occur at the local school level to the control of local schools;
- Implementing new organizational policies that align with the requirements of the reorganization;
- Establishing new processes to gather school feedback on district decision-making;
- Developing new processes to find efficiencies within Central Services, and;
- Developing new organizational structures to provide for site-based decision-making, beyond what the law provides.

While CCSD has taken many steps to implement this law, the central purpose of this law has yet to be realized. **To date CCSD has yet to meaningfully transfer the budget and site-based decision-making authority to local schools, as required by law.** This is due, in part, to delays caused by a lawsuit that spanned the first six months of the Consultant Team’s contract and interfered with the full implementation of the original regulation.<sup>2</sup> The full implementation of

---

<sup>2</sup> Delaney, Meghan. “Clark County School District drops lawsuit against state” Las Vegas Review-Journal: May 15, 2017. Accessed online via: <https://www.reviewjournal.com/news/education/clark-county-school-district-drops-lawsuit-against-state/>

the law has also been delayed due to cultural barriers within the school district's administration, including:

- A culture of:
  - Workarounds that has created a system that celebrates short-term solutions rather than long-term organizational gains;
  - Fear around making politically difficult decisions that paralyzes the school district's administration, making the implementation of any large-scale reform effort difficult, and;
  - Distrust between schools and Central Services, schools and the Superintendency, and Central Services and the Superintendency.
- And to actual barriers that significantly complicate the reorganization, including:
  - The lack of modern human capital management systems, which make the tracking of itinerant personnel and resources exceedingly difficult, and the lack of a pool of analysts to track, interpret, and analyze such data;
  - Organizational policies that CCSD and its collective bargaining units have contractually imposed on themselves that effectively limit local schools' control over what happens at their school sites, and;
  - Other state and federal laws that effectively limit local schools' control over what happens at their school sites.

Despite these barriers, CCSD is poised to take several major steps forward in the implementation of the reorganization. Those steps are outlined in the next section of this report.

## WHAT CCSD IS POISED TO DO IN 2017-2018

At the beginning of the 2017-2018 school year, the District is poised to perform many of the necessary tasks to fully implement the reorganization before the 2018-2019 school year.

Those tasks include:

- The deployment of the Weighted Funding dollars;<sup>3</sup>
- The deployment of the Transfer of Responsibilities process<sup>4</sup> and the transfer of the requisite budget and site-based decision-making authority to schools;
- The implementation of organizational policies that conform with statutory requirements to:
  - Enable principals to select their staff;
  - Consult principals when assigning and reassigning staff to local school precincts;
  - Hire licensed staff, in the event of vacancies at local school precincts, whenever possible;
  - Enable local school precincts to keep carryover balances for the 2018-2019 school year, in the event that they do not use all of the resources allocated to them to hire staff and purchase services and supplies for their schools, and;
  - Provide necessary and timely maintenance to school sites, and;
- The implementation of efficiency processes at Central Services.

While the performance of these tasks will serve to implement many important sections of A.B. 469, they will not ensure the full implementation of the law. That being said, the performance of these tasks will get CCSD a significant part of the way toward full implementation.

---

<sup>3</sup> In compliance with Senate Bill 178 of the 79<sup>th</sup> Regular Session of the Nevada Legislature

<sup>4</sup> As detailed in Section 16 of Assembly Bill 469 of the 79<sup>th</sup> Regular Session of the Nevada Legislature

## The Deployment of the Weighted Funding Dollars

In the 2017 Legislative Session, restricted funds were appropriated to the School District to begin funding the state's weighted funding framework. These funds, governed under S.B. 178, appropriated a sum of \$1,200 per pupil in "restricted" funds to the Clark County School District to fund services for students who qualify for free or reduced-price lunch and students who receive English Language Learner services at certain schools.<sup>5</sup> As of the writing of this paper, no "unrestricted" weighted formula funds for this purpose have been appropriated to the Clark County School District. In August 2017, the District allocated budgeting authority in the Strategic Budget Workbook for the 2017-2018 school year to ensure implementation of these programs.<sup>6</sup>

For the 2017-2018 school year, CCSD budgeted for approximately \$107.5M in Special Education funding from the State and \$64.6M in Special Education funding from the federal government. That funding, along with approximately \$340M of additional funds from the General Fund Budget, is being distributed to schools — but the budget for these services is currently managed by Central Services. The General Fund contribution to Special Education represents approximately 14% of the unrestricted monies allocated to CCSD, pursuant to Section 18.1(a) of A.B. 469. At the time of the writing of this report, CCSD is taking steps to transfer the great majority of this money to School Strategic Budgets for the 2018-2019 school year, as part of the Transfer of Responsibilities process.<sup>7</sup> To stay on track for on-time implementation in the 2018-2019 school year, the work to identify which responsibilities related to Special Education to transfer to school strategic budgets will need to occur before October 31, 2017. Thereafter, the Board of Trustees will need to vote to transfer these responsibilities at their next regular session, pursuant to Section 16.7 of A.B. 469.

---

<sup>5</sup> Nevada Legislature. Senate Bill 178. 79<sup>th</sup> Regular Legislative Session (2017)

<sup>6</sup> Delaney, Meghan. "Clark County schools deciding where to get most bang from new weighted funding" Las Vegas Review-Journal: August 14, 2017. Accessed online via:  
<https://www.reviewjournal.com/news/education/clark-county-school-district-drops-lawsuit-against-state/https://www.reviewjournal.com/news/education/clark-county-schools-deciding-where-to-get-most-bang-from-new-weighted-funding/>

<sup>7</sup> The Transfer of Responsibilities process is detailed in the next section of this report.

Services for Gifted and Talented Education are paid for with a combination of Special Education dollars, General Fund dollars, and restricted categorical monies from the State. CCSD is currently exploring the possibility of transferring budgeting authority for these dollars to the local school level through the Strategic Budgeting system.<sup>8</sup> According to CCSD's 2017/18 Final Budget, the District is poised to spend \$13.3M of unrestricted General Fund monies on Gifted and Talented Education.<sup>9</sup> Thus, the General Fund contribution to Gifted and Talented Education represents approximately 0.5% of the unrestricted monies allocated to CCSD, pursuant to Section 18.1(a) of A.B. 469. At the time of the writing of this report, CCSD is taking steps to transfer the great majority of this money to be added to school strategic budgets for the 2018-2019 school year, as part of the Transfer of Responsibilities process. To stay on track for on-time implementation in the 2018-2019 school year, the work to identify which responsibilities related to Gifted and Talented Education to transfer to school strategic budgets will need to occur before October 31, 2017. Thereafter, the Board will need to vote to transfer these responsibilities at their next regular session, pursuant to Section 16.7 of A.B. 469.

## The Deployment of the Transfer of Responsibilities Process

CCSD has now created a process to transfer the necessary budget and responsibilities to the local school level to come into compliance with the law for the 2018-2019 school year.

- CCSD has identified the functions that Central Services performs at the local school level, and is identifying the necessary steps that it must take to transfer budget and responsibilities to the local school level.<sup>10</sup>

---

<sup>8</sup> The purpose of the Transfer of Responsibilities process, first discussed in public at the August 2, 2017 Board of Trustees Work Session, is to transfer more budget and responsibility to School Strategic Budgets

<sup>9</sup> Clark County School District. "Clark County School District Final Budget 2018" Clark County School District Business and Finance Unit, Las Vegas, 2017. Accessed online via: <http://ccsd.net/resources/budget-finance-department/website-final-budget-fy-2017-2018.pdf>

<sup>10</sup> Clark County School District. "Clark County Schools Achieve Reorganization Update" Presentation at a meeting of the Board of School Trustees, Las Vegas, August 24, 2017. Accessed online via: [http://www.boarddocs.com/nv/ccsdlv/Board.nsf/files/AQJSZA74E67C/\\$file/08.24.17%20Ref%204.02.pdf](http://www.boarddocs.com/nv/ccsdlv/Board.nsf/files/AQJSZA74E67C/$file/08.24.17%20Ref%204.02.pdf)



- CCSD is engaging the I Team, the Superintendency, and its local school principals in creating decision points for the Board of Trustees to transfer budget and responsibilities to the local school level.
- CCSD is planning to take the necessary steps to transfer budget and responsibilities before January 15th deadline, as prescribed by law.

In order to implement this process, the following actions will need to be taken by CCSD before the end of October 2017:<sup>11</sup>

- **CCSD will need to finalize the determination of the budget and responsibilities to be transferred to the local school level:**
  - As part of this process, School Associate Superintendents will need to gather feedback from principals and principals will need to gather feedback from SOT members on the budget and responsibilities to be transferred. This process began in early August 2017 and is poised to wrap up by early September 2017.
  - Similarly, the CCSD Chief Operating Officer, the Chief Instructional Services Officer, and the Deputy Superintendent will need to convene Central Services staff to gather feedback and conduct surveys on the transfer of responsibilities. This process started in the Summer of 2017 and is ongoing. To complete this process, CCSD's administration must examine principal, SOT, and central services feedback and assess the legal, operational, and academic risks of transferring budget and responsibility for these services to the local school level.
  - CCSD's administration will also need to initiate contracting processes for services that can be provided by another vendor.
  - Finally, CCSD's administration will need to create a preliminary list of services to be transferred for review by the Board of School Trustees. To stay on track for implementation in the 2018-2019 school year, the work to identify which

---

<sup>11</sup> This section references CCSD's "Clark County Schools Achieve Reorganization Update," first delivered to the Board of Trustees on August 2, 2017.

responsibilities to transfer to school strategic budgets will need to occur before October 1, 2017.

- **CCSD must develop and document requirements and standards for schools to follow:**
  - To ensure that schools have the information they need to successfully execute their new responsibilities, CCSD must review policies around the responsibilities and budget they wish to transfer to the local school level. CCSD will need to document standards for the service and identify which parts of the service are the school responsibility and which are central's responsibility.
  - CCSD will need to use this information to inform any contracting process that moves forward.
  - Finally, CCSD must publish standards around the services that they intend to transfer to the local school level. This process will ensure that CCSD is conforming with the budget transparency that Strembitsky's plan calls for. To stay on track for implementation in the 2018-2019 school year, the work to develop and document requirements and standards for schools to follow will need to occur before October 31, 2017.
- **CCSD will need to assign monetary values to responsibilities they intend to transfer to the local school level:**
  - By law, responsibilities transferred to the local school level must be accompanied by budget for those responsibilities.<sup>12</sup> Sometimes this budget will correspond to per-pupil expenditure. Sometimes, this budget will correspond to another measure, like the age or square footage of a building. In all cases, CCSD will need to manually calculate the costs of services that are provided at each local school. This will be a tremendous and time-intensive challenge because of the lack of adequate accounting and management systems, but it is the only way that local schools can determine whether they should buy services from the District or from an outside vendor

---

<sup>12</sup> See Section 16.8 of Assembly Bill 469 of the 79<sup>th</sup> Regular Session of the Nevada Legislature

will be to do this calculation. To stay on track for implementation in the 2018-2019 school year, the work to assign monetary values to responsibilities will need to occur before October 31, 2017.

- **The District will need to document possible consequences of the transfer of responsibilities:**
  - The transfer of budget and responsibilities to the local school level will have several possible consequences, including alterations or reductions and additions of Central Services due to the reduction of economies of scale.
  - CCSD will also need to analyze the possible legal and budgetary risks associated with transferring these services to the local school level. This work will need to happen in the Fall of 2017.
- **The Board of School Trustees will need to vote to transfer budget and responsibilities for services listed in Section 16 to the local school level:**
  - Pursuant to A.B. 469, before funding and responsibility for Central Services listed in Section 16 of the law can be transferred into School Strategic Budgets, the Board of Trustees must affirmatively vote for their transfer. According to research conducted by the Consultant Team, and verified by the District, the budget for the services listed in Section 16 comprise more than 37 percent of the District's unrestricted budget. Thus, to come into compliance with Section 18 of the law, the Trustees will need to vote to transfer budget and responsibilities.

To conform with existing budget processes and come into compliance with the law ahead of the 2018-2019 school year, all of these actions will need to take place before January 15, 2018. In any case, the Superintendent of Public Instruction is authorized in the law to take any action he deems necessary and appropriate to ensure that CCSD comes into compliance with the law, including the adoption of regulations around the reorganization.

## Beginning Work on the HCM System Implementation

As has been detailed in previous reports, CCSD has asserted that a new HCM system is critical to complete the reorganization of the School District and, if implemented correctly, would save time and money in future years. The Consultant team concurred in general that proper management tools will aid the District and that, specifically, the implementation of this law would be greatly aided by a better HCM System. Earlier this year, the Legislature also found that such a system would be useful and appropriated \$17 million to CCSD for use in obtaining and implementing an HCM system during the 2017 Legislative Session. That legislation, Senate Bill 550, includes reporting mandates that require the District to submit expenditure reports on a twice-yearly basis to a legislative committee and to submit a final report prior to September 17, 2021. The law also provides for an audit and instructs the District to provide any information the auditor deems necessary to conduct its audit.<sup>13</sup>

At the time of drafting of this report, the District has created an implementation plan, but has not yet selected a vendor to create and implement its HCM System.<sup>14</sup> The District has released a detailed RFP and received proposals from responsive vendors and hopes to select a vendor in 2017. CCSD reports that it intends to fully implement the HCM System by July 2019. Because the new system replaces critical systems like payroll, it is important that the new system successfully launch. There is, however, timely need to see this system implemented with all the haste that prudence can afford. The reorganization necessitates a more granular look at the operations and budgets of local school precincts. Accurate timekeeping and tracking of resources at the school level will be possible within the new HCM System. Until such time that the HCM System is launched, the District will continue devising workarounds to complete work that a new HCM System could do more efficiently. Due to the twice-yearly

---

<sup>13</sup> Nevada Legislature. Senate Bill 550. 79<sup>th</sup> Regular Legislative Session (2017)

<sup>14</sup> "Human Capital Management Project." Presentation to the Clark County School District Board of School Trustees: September 6, 2017.

[http://www.boarddocs.com/nv/ccsdlv/Board.nsf/files/AQPSGC72306E/\\$file/09.06.17%20Ref.%204.02.pdf](http://www.boarddocs.com/nv/ccsdlv/Board.nsf/files/AQPSGC72306E/$file/09.06.17%20Ref.%204.02.pdf).

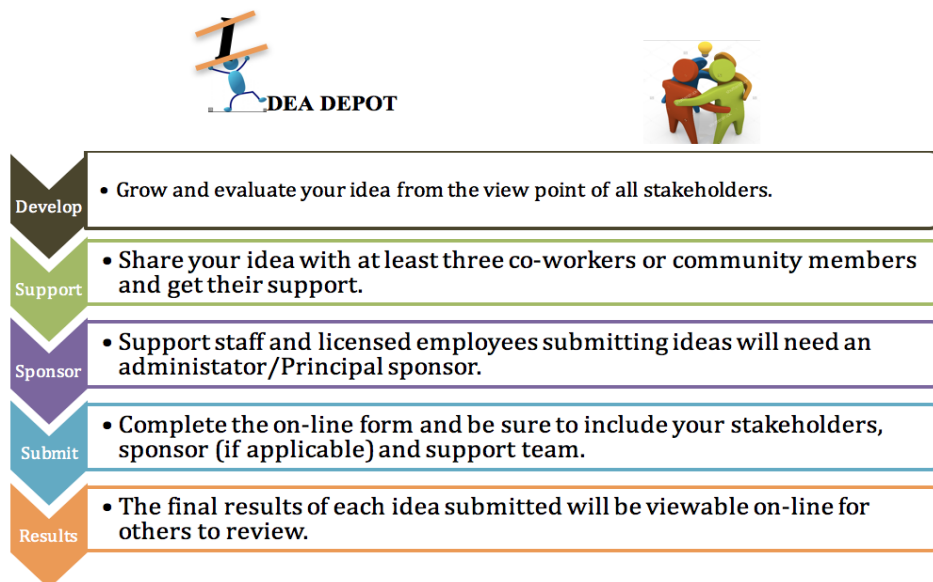
reports required by S.B. 550, it should be possible for policymakers and the public to track expenditures for this system in the future.

## Development of Idea Depot and Efficiency Challenge Processes

In support of the reorganization, the Consultant Team and the I Team have begun developing two processes designed to find efficiencies at the Central Office: The Idea Depot and the Efficiency Challenge.

### *Idea Depot*

The Idea Depot is an initiative to gather input from CCSD personnel and launch an efficiency analysis of CCSD programs, services, and employees. Rather than localized suggestion boxes, the Idea Depot is an electronic way for CCSD employees, in collaboration with co-workers, to formally submit ideas into a queue from which they will be evaluated for further exploration. The “idea” for the Idea Depot came from the CCSD Transportation Department, which used a similar process to identify cost and process efficiencies in its department. The process flow for the Idea Depot followed the chart below:



As originally conceived, the Idea Depot was designed to have a regularly scheduled “open season” period, where CCSD employees could submit their ideas for cost and process efficiencies through the depot at regular intervals. As part of the Idea Depot process, CCSD would develop a web-based application to accept ideas. In turn, it was planned that the Consultant Team would:

- Develop the promotional campaign to inform all CCSD employees about the Idea Depot, and;
- Develop the promotional campaign to inform all SOT Parents and Community Leaders about the Idea Depot.

The Consultant Team would also:

- Analyze recommendations and provide a summary for the I Team to review at regularly scheduled meetings;
- Work with the I Team to prioritize recommendations for additional analysis and follow up with affected Department Leaders to document strategies for accomplishing efficiency ideas, and;
- In conjunction with the I Team Members, develop thorough recommendations to present to the Superintendent.

Finally, the Consultant Team would provide feedback to Idea Depot participants by:

- Providing an electronic response to all individuals who submit an idea to the Idea Depot;
- Corresponding with individuals if there are additional details needed to follow-through on the idea, and;
- Corresponding with individuals if their ideas merit further discussion and are presented to the I Team.

To assist with the implementation of ideas generated from the Idea Depot, the Consultant team would prepare a report of ideas received, recommendations made, and actions taken with a dollar value associated with the impact of the Idea Depot. At the time of this report’s writing, the Idea Depot has been placed on hold. CCSD is currently undergoing a \$50-60M budget cut, and the CCSD Executive Team did not want to confuse the Idea Depot with other

budget cutting initiatives.<sup>15</sup> Contrary to the District’s action, the consultant recommends that the District implement the Idea Depot prior to the Consultant Team’s departure on October 31, 2017. In this way, CCSD can take advantage of the extra resources afforded to them by the Consultant Team - and leverage the Idea Depot to find efficiencies that may mitigate the impact of the budget cut.

### *Efficiency Challenge*

The efficiency challenge was a task recommended by the Consultants to the Chief Operations Officer and the Superintendent. The basic premise was that a small team of operations, finance representatives, and members of the I Team would collectively work to review and analyze recommendations from department and division leaders to create/implement efficiencies within their organizations. The ideas would be requested/required from an initial memorandum distributed by the Chief Operations Office. Those ideas would then be vetted by an “efficiency challenge team” and then again by the I Team. The intent was to realize cost savings, reallocate monies to priority programs (e.g. schools), and allow CCSD employees to provide their feedback on how CCSD Central Services could more efficiently provide services to schools. At the writing of this report, the efficiency challenge has not yet been implemented. In August 2017, responsibility for the Efficiency Challenge was reassigned to the Chief Financial Officer. It is the opinion of the Consultant Team that CCSD take advantage of the extra manpower afforded to them by the consultants before October 31, 2017, in the interest of mitigating the impact of the budget cut.

## Operationalizing New Requirements under the Reorganization Law

The major clauses in the law have attracted the most attention from the school district, Consultant team, Community Implementation Council, and other stakeholders. There has

---

<sup>15</sup> Pak-Harvey, Amelia. “School District Oks \$43M in cuts to balance budget” Las Vegas Review-Journal: August 24, 2017. Accessed online via: <https://www.reviewjournal.com/news/education/school-board-oks-43m-in-cuts-to-balance-budget/>

been, however, significant work on the part of the Consultant and district in implementing other clauses of the law, many of which were added to the initial regulation following recommendations from stakeholders who engaged in discussions of how to actualize the regulation that emerged as a result of A.B. 394 from the 2015 legislative session.

### *Principal Ability to Select Local School Precinct Staff*

Section 16.2(a) of the law states that “the superintendent shall transfer to each local school precinct the authority ... (to) select for the local school precinct the: (1) Teachers; (2) Administrators other than the principal; and (3) Other staff who work under the direct supervision of the principal.” This follows and is related to Section 15.2, which states that “each local school precinct must operate using site-based decision-making in which certain authority to carry out responsibilities is transferred from the large school district to the local school precinct.” With these two clauses in mind, CCSD began to explore how to operationalize site-based decision-making with regard to local school precinct leaders having the ability to “select” a range of site-based personnel whose employment classifications are tied to multiple bargaining units. According to the District, principals now have the authority to select their team of teachers, administrators, staff, and any others over whom they have direct supervisory authority. The current practice, however, allows the selection of positions rather than people and lays out processes to place employees in schools based on factors like seniority.

### *Assignment and Reassignment of Central Staff to Local School Precincts*

Similar to the authority discussed above, Section 16.6 of the law provides further guidance as to how site-based decision-making is to be operationalized at the local school precinct level. The statute language reads:

“To the extent that any member of the staff of Central Services is assigned to provide services at a local school precinct on a temporary or permanent basis, the decision regarding the assignment and any subsequent reassignment of the member of the



staff must be made in consultation with the principal of the local school precinct and the school associate superintendent.”

This clause relates to a large pool of CCSD employees whose worksite varies among several schools as well as employees who are centrally dispatched to fulfill their job duties at one school. Examples of such employees include bus drivers, CCSD police officers, counselors, ELL support personnel, and any others who work for a Central Service office and are assigned to work at specific local school precincts.

The presence of this clause in the law has prompted CCSD to begin discussions about how to first survey and document current practices of assignment and reassignment of central staff to schools across various central offices. These assignment procedures do not appear to be collectively documented in any one place, so additional research will need to be done so that CCSD can fully develop meaningful “consultation” processes. Initial discussions indicate that there may be logistical challenges in the implementation of this provision. For instance, temporary assignments of substitute bus drivers are made daily; there is little time to offer any meaningful “consultation” with principals and School Associate Superintendents during the predawn hours when substitute bus drivers are assigned their temporary routes. Thus far, initial discussions have occurred within the I Team and central services departments whose employees are assigned to serve local school precincts and the principals and school associate superintendents with whom the consultation is required.

### *Licensed Teacher Hiring Preference Mandate*

The site-based decision-making model in general shifts resources and responsibilities from central offices to local school precincts and provides for greater flexibility and autonomy for principals. This clause, however, is one area of the law that places a new mandate on principals by instructing principals to make every effort to hire a licensed teacher before employing a long-term substitute. Section 16.4 states that:

“To the greatest extent possible, the principal of a local school precinct shall select teachers who are licensed and in good standing before selecting substitutes to teach

at the local school precinct. The principal, in consultation with the organizational team, shall make every effort to ensure that effective licensed teachers are employed at the local school precinct.”

For years, CCSD has faced a teacher shortage that has been well documented in local media. It has been the practice at local school precincts to occasionally use the services of a long-term substitute when a qualified, licensed teacher is either unavailable or, for whatever reasons, undesirable. Therefore, the district is currently addressing compliance with this clause by instructing principals to attempt to hire licensed, qualified teachers as opposed to employing long-term substitutes. To effectuate this change, the I Team and the Consultant Team have recommended that the following guidance be included in the District’s administrative guidebook:

“The human resources division tracks vacancies, provides a pool of qualified candidates, and provides assistance to principals in the interview and hiring process. When there is a vacancy in a teaching position, principals must make every effort to fill that vacant position with a qualified, licensed teacher. Beyond basic qualifications and licensure requirements, principals should keep in mind school and community need and should collaboratively work to fill the vacancy with a licensed teacher from the CCSD hiring pool. It is expected that principals conduct interviews of candidates for the position and take other means to fill the vacancy, such as hiring a long-term substitute who is concurrently enrolled in a teacher licensure program.”

The Consultant Team recommends that CCSD place this guidance into the Administrative Handbook immediately. The Consultant team notes that the HR department currently works with principals to fill vacant teaching positions and regularly produces teacher vacancy reports broken down by school. It is also standard practice to send these reports to School Associate Superintendents. Therefore, the management tools and data are in place so that CCSD can take further action if it appears that certain school leaders are not making every effort to fill vacancies with qualified, licensed teachers as required by this law.

### *Local School Precinct Carryover and “Attrition Savings”*

During the public hearings that initially helped shape the regulation that became A.B. 469, numerous stakeholders indicated a desire to enable local school precincts to secure for their own use the funds budgeted for school-based positions that subsequently go either unfilled or filled by a substitute whose pay and benefits fall below what is budgeted for a full-time position.

In the past, the District anticipated that many budgeted positions would go unfilled throughout the academic year. Dollars allocated toward such positions are commonly known as “attrition savings.” This prediction allowed the District to subsequently pay for various approved needs on the basis that attrition savings would cover those costs. That practice, however, must change due to A.B. 469 Section 17.2, which states:

“Each local school precinct must carry forward its year-end balance to the next school year for use by the local school precinct. The large school district must account for any such amount that is carried forward as a restricted fund balance.”

Whereas the District previously applied “attrition savings” to various uses, the District will now find these funds unavailable due to the mandate that schools carry forward their year-end balances.

During the regulatory hearings, it was noted numerous times that if schools can keep attrition savings, there may be a negative incentive to leave vacant teaching positions open, employ long-term substitutes, and bank the difference in average salaries. To remedy this, the law mandates that principals and School Organizational Teams must make every effort possible to hire a licensed teacher prior to employing a long-term substitute teacher. Enforcement and monitoring will be required to ensure that CCSD can track any violation of this prohibition.

It appears that the effects of this clause were not accounted for as part of the District's regular budget process, which began in January of 2017.<sup>16</sup> The failure to reconcile the carry-over provision may be contributing to the District's estimated \$70-80 million budget shortfall for the 2018-2019 school year. Of interest, CCSD may find that the "carryover" provision may further exacerbate the District's budget woes as additional responsibilities are transferred to the local school level. For example, the budget for Special Education teachers is currently housed within a central department. Vacancy rates for Special Education teachers are among the highest of any employee subgroup in the district.<sup>17</sup> Whereas CCSD previously swept special education attrition savings for redistribution, CCSD will find itself unable to use these funds because they will be restricted to local school budgets. If CCSD opted to redistribute resources related to projected special education attrition in its 2018-2019 Final Budget, a further budget cut may be necessary to Central Services to ensure all necessary resources for Special Education are transferred to schools. This issue must be addressed before the 2018-2019 Amended Final Budget is approved in November 2017.

### *Necessary and Timely Maintenance*

Maintenance of local school precinct facilities is an area in which the site-based decision-making at a local school precinct level must necessarily interact with Central Services. School District facilities remain the property of the School District in the A.B. 469 paradigm. Therefore, repair and upkeep of facilities remains largely a Central Office function with funds for such activities distributed across both the capital and operating funds of CCSD. Over the course of the Consultant team's work, it has been noted on multiple occasions that many principals wish to have greater knowledge and authority over maintenance and repair of their school facilities. Section 16.5 of the reorganization law addresses this:

"If a large school district is unable to provide any necessary maintenance or repair of the buildings or grounds of a local school precinct in a timely manner, the large

---

<sup>16</sup> It should be noted that, when the District began its 2018-2019 budgeting process, the District was challenging the reorganization regulation through the legal system.

<sup>17</sup> Delaney, Meghan. "Filipino special education teachers get warm welcome to Clark County." Las Vegas Review-Journal: July 11, 2017. <https://www.reviewjournal.com/news/education/filipino-special-education-teachers-get-warm-welcome-to-clark-county/>.

school district must, at the expense of the large school district, procure any equipment, services and supplies necessary from another entity or business to provide such maintenance or repair for the local school precinct or take any other necessary action.”

In discussions with CCSD maintenance personnel, it became apparent to the Consultant team that procurement from other entities or businesses is already a standard practice. Indeed, at meetings of the school board of trustees, a purchase order report listing multiple outside vendors is usually included as part of the consent agenda. Thus, the District began to view this clause primarily as a matter of defining “necessary maintenance or repair,” the “timely” nature of such maintenance or repair, and who would best determine when the District is “unable” to provide such maintenance or repair. Notably, this section of the law does not account for the availability of centrally held funds available for necessary maintenance or repair. Due to previous actions of the school board, funds for this type of work are largely directed to new school construction to address population growth and related strains on class sizes.<sup>18</sup>

At this time, the District is working on defining the terms above in a way that can translate to practices and procedures that its maintenance department can adopt. The tentative determination is that “necessary” maintenance and repair means there is imminent need to avoid a school closure. A “timely” maintenance effort would prevent the closure. To come into compliance with the law for the next school year, a final determination must be made prior to the start of the 2018-2019 school year.

### *Purchasing changes*

The law states in Section 16 that local school precincts must be able to:

“Procure such equipment, services and supplies as the local school precinct deems necessary or advisable to carry out the plan of operation for the local school precinct.

---

<sup>18</sup> Clark County School District. “2015 Capital Improvement Program (CIP) Revision 2” Presentation at a meeting of the Board of School Trustees, Las Vegas, June 21, 2017. Accessed online via: [http://www.boarddocs.com/nv/ccsdlv/Board.nsf/files/ANBL4Z54C25E/\\$file/06.21.17%20Ref.%204.02.pdf](http://www.boarddocs.com/nv/ccsdlv/Board.nsf/files/ANBL4Z54C25E/$file/06.21.17%20Ref.%204.02.pdf)

Equipment, services and supplies may be procured from the large school district in which the local school precinct is located or elsewhere, but such procurement must be carried out in accordance with the applicable policies of the large school district.”

In multiple conversations with local school precinct principals, the Consultant team has heard that it is difficult to procure materials without enduring a lengthy bureaucratic process and that various purchasing rules are unequally applied from school to school. During conversations with District purchasing staff, however, it was stressed that schools are already able to procure materials from the District or from elsewhere and that rules should apply equally across all schools. According to purchasing staff, schools may already purchase “non-standard” materials that are not in the purchasing catalogue should those materials still comply with District policy and all other federal, state, and local laws and regulations. The District is currently working on vetting, publishing, and disseminating purchasing practices and procedures to principals so that rules are clear and processes and consequences for obtaining materials are documented and available to everyone.

## Conclusions

At the time of the writing of this paper, the CCSD reorganization is moving forward rapidly. Decisions are being made about administrative processes and structures to solidify the implementation of the reorganization, and CCSD is attempting to take steps to come into full compliance with the law. Assuming that the District continues its progress toward full implementation, there are still many areas in which the Legislature, the Department of Education, and the District should take action to ensure the success of the reorganization. Those areas are contemplated in the next sections of this report.

## **BEYOND THE LAW:**

### **Ensuring the Long-Term Success of the Reorganization**

In Section 2 of A.B. 469, the Nevada Legislature details several “findings:”

- “Because of their significantly larger enrollment of pupils, greater number of local school precincts and more expansive and extensive scope of operations, large school districts [i.e., CCSD] are prone to develop large, complex and potentially inefficient, cumbersome and unresponsive bureaucracies that tend to become too dependent upon a centralized operational model where most decision-making is made by central services.
- “Under such a centralized operational model in large school districts [i.e., CCSD], the operational structure and culture may result in an entrenched and inflexible operational paradigm where decisions are made by central services without regular, consistent or adequate examination, exploration and consideration of the particularized, specialized or localized circumstances, needs and concerns of each local school precinct.
- When more decision-making is transferred from central services in large school districts [i.e., CCSD] to the site-based administrators, teachers and other staff and the parents and legal guardians of pupils in each local school precinct, the State’s system of public schools is better structured to educate efficiently, effectively and successfully the diverse and varied populations of pupils within large school districts because a site-based operational model encourages decision-making that is more innovative, proactive and responsive to the particularized, specialized or localized circumstances, needs and concerns of each local school precinct, and;
- To promote, achieve and advance the educational policies and objectives of transitioning and restructuring large school districts [i.e., CCSD] from a centralized operational model to a more decentralized and autonomous site-based operational model, it is necessary and essential to transfer and redirect more funding from the control of central services to the control of the site-based administrators, teachers and other staff and the parents and legal guardians of pupils in each local school

precinct and ensure that more funding follows pupils with increased or specialized needs or abilities to each local school precinct.”

The section quoted above was not included in the original reorganization regulation. By inserting this section, the Legislature clarified the intent of the law: CCSD is to restructure from a “centralized operational model to a more decentralized and autonomous site-based operational model.” As outlined in the previous section of this report, CCSD will take action in the 2017-2018 school year to “transfer and redirect more funding from the control of central services to the control of the site-based administrators.” As the Consultant Team has explained in previous presentations, to comply with both Section 16 and Section 18 of the law, the transfer of funding outlined in Section 2 requires a vote of the Board of Trustees. Based on the current trajectory of CCSD’s implementation processes, it is likely that this vote to transfer of funding will occur just before or shortly after the expiration of the Consultant Team’s contract on October 31, 2017. With the assistance of the Consultant Team, CCSD now has all the tools that they need to implement the statutory requirements. Even if it implements all the tasks necessary to transfer funding in accordance with A.B. 469, the District and the community will have to take additional steps to realize the full implementation of the reorganization.

The following sections detail the professional observations of the Consultant Team. Some of these observations and recommendations relate to the implementation of specific provisions of the law, but most relate to the adoption of local school empowerment and site-based decision-making called for by Strembitsky’s Plan to Reorganize the Clark County School District.<sup>19</sup> Together, these observations form a set of recommendations for the District, the Nevada Department of Education, and the Legislature to consider in the next steps of implementation.

---

<sup>19</sup> Strembitsky, Mike. “Plan to Reorganize the Clark County School District.” Submitted to the Nevada Legislature Interim Advisory Committee to Develop a Plan to Reorganize the Clark County School District (A.B. 394, Section 25 2015): August 16, 2016.  
<https://www.leg.state.nv.us/App/InterimCommittee/REL/Document/9637>.



## The Reorganized Clark County School District

In his Plan, Strembitsky described a school district in which there are three principal structural components: 1) The Superintendency, 2) The Principalship, and 3) the Central Services. “Within the reorganized school district, each of the structural components are linked in which schools exercise a very prominent role and accountability of the schools to the school district is achieved by a tight coupling of each local school precinct to the Superintendent managed through a single staff member within the central administration.” According to Strembitsky, a fully realized reorganization effort will demonstrate the following characteristics:

- Parental and community involvement becomes intertwined in the culture of the local school precinct and integral to its operation.
- The Superintendent and his immediate staff share a common interest in the successful operation of the school district. The staff members who are most likely to share this common interest are those who are most directly responsible for the schools.
- The authority to carry out certain responsibilities that currently are carried out by the central administration is transferred to local school precincts, or available to the local school precincts to purchase.
- Budgets are developed for the services provided by Central Services in a modified zero-based budgeting model.

What follows is a progress report on those recommendations, with suggestions about how to go forward toward Strembitsky’s vision.

*“Parental and community involvement becomes intertwined in the culture of the local school precinct and integral to its operation.”*

As contemplated by Strembitsky, the local school is more than just a grouping of students, teachers, support staff, and administrators led by a principal. “Successful schools radiate a culture of involvement that permeates their everyday operation and interactions with others.” To assist in implementing this culture, the Legislature mandated the creation of

School Organizational Teams (SOTs) at every local school. Community groups, employee associations, and many principals took this ball and ran with it. More than 2,200 people have engaged in the reorganization effort. Parents, community leaders, teachers, support staff, and students are actively participating in the decision making process at schools. That is not to say that there is no conflict or challenge. For the betterment of the schools (and the District), conflict and challenge are sometimes necessary. Parents are demanding more information. Teachers and support staff members are becoming more aware of the complexities of the budgeting process. Principals are becoming more collaborative. Over time, the consultants believe that this process will lead to significant improvement in academic achievement. In short, more people are now intertwined and engaged in the success of children.

### Work Completed

Every local school precinct now has a functioning SOT, as required by law. Generally, CCSD has found that SOT members have a high degree of satisfaction with the SOT experience, but some individual cases of dissatisfaction have welled to the surface. The Consultants provided a report to the Community Implementation Council in June 2017 that references specific recommendations for improvement of the SOT experience. Based on those recommendations, CCSD is currently planning a SOT appreciation event and a new SOT member onboarding experience for Fall 2017. CCSD is also going through a process of updating and revising online courses for SOT members, and the election season is underway for the second year of SOT engagement.

### Next Steps

While there are challenges that still exist, CCSD's experience in facilitating SOTs seems largely promising. That being said, the Consultant Team recommends that CCSD take action to ensure that more schools "radiate a culture of involvement that permeates their everyday operation and interactions with others."

- *The Consultant Team recommends that CCSD take action to energize SOT participation in higher poverty areas*

Anecdotally, the rate of SOT parent participation in higher poverty areas seems to be lower than the rate of parent SOT participation in more affluent areas of the county. This lower rate of participation may be attributable to a number of factors, but no good data exists on this front. CCSD should investigate, perhaps through a Board/Community Task Force, where low parent participation is a problem and take steps to energize SOT participation in such areas, including in high poverty areas. It should be noted that, though the Consultant Team recommends the District take centralized action to assist with SOT energization in high poverty areas, the primary responsibility for SOT and parent engagement lies with the local school precinct.

- *The Consultant Team recommends that CCSD continue to produce SOT Stories of Success to model school behavior*

As part of the training effort around the reorganization, the CCSD Talent and Leadership Development department has produced a number of “SOT Stories of Success” to highlight positive school culture. Such examples are useful learning opportunities for peer SOTs; otherwise innovative practices remain isolated.

- *The Consultant Team recommends that CCSD take additional action to ensure the resolution of disputes at local school precincts*

The Office of Community and Government Relations and the Chief Marketing and Communications officer are currently working on a process for dispute resolution among SOT members and between SOTs and the District. The plan should integrate the SAS team, as prescribed by law.

- *The Consultant Team recommends that CCSD create structures to respond rapidly to climate and culture concerns at local school precincts*

It became apparent throughout the Consultants' time talking with SOT members that challenges with forming new group culture (within the SOT) is not uncommon. The challenges experienced with SOTs should be expected. CCSD should anticipate conflict and develop supportive resources to ensure conflict at the SOT level doesn't interfere with student achievement.

- *The Consultant Team recommends that CCSD continue to enhance the training processes available to schools to assist principals and SOT members.*

The inaugural class of SOTs understandably entered into a system that was unrefined and at times frustrating for team members. At the very start of the reorganization, CCSD made the training of principals and SOT members central to its work. The District did an extraordinary job, quickly producing content and delivering it to principals. Because of those efforts, individual school communities are beginning to solidify cultural norms around the identity, perception, and operation of the SOT. At this point, it is important to enhance training and orientation processes so that district-wide expectations may be set and so that the time and effort each SOT member makes to serve on this body is equally matched by a school district that wishes to reward that time and effort. One important way to show appreciation for SOT service is to provide a district-wide orientation or onboarding event for all SOT members. Such events allow for sharing of best practices, informational networking opportunities among SOTs, and the development of a shared sense of camaraderie and purpose among SOT members. Another way to enhance the SOT experience is to provide additional training for SOT members. The current suite of videos available to SOTs provide a healthy level of baseline information, but as CCSD becomes more adept at operating in a site-based decision-making model in which SOTs are a central feature, training should also become more advanced.

- *The Consultant Team recommends that CCSD ask the community for help*

From the perspective of the Consultant, community, business, and political leaders throughout Southern Nevada want this reorganization to be successful. CCSD should continue to reach out to those community leaders and integrate them to the extent they are able to assist with obtaining successful outcomes for schools.

*“The Superintendent and his immediate staff share a common interest in the successful operation of the school district. The staff members who are most likely to share this common interest are those who are most directly responsible for the schools.”*

In his report, Strembitsky contemplated a system in which the Superintendent and his direct reports, namely the Deputy Superintendent, the School Associate Superintendents, and the chiefs of Central Service departments, worked together in the common interest of schools. While it can be said that CCSD administrators have always worked toward the common interest of schools, it was determined by the Legislature that the District’s centralized “operational structure and culture may result in an entrenched and inflexible operational paradigm where decisions are made by Central Services without regular, consistent or adequate examination, exploration and consideration of the particularized, specialized or localized circumstances, needs and concerns of each local school precinct.” Responding to this assertion, CCSD took many steps to change its operational paradigm.

### Work Completed

To date, a great deal of activity has occurred around the District’s operational structure. In October 2016, the Superintendent took steps to appoint sixteen School Associate Superintendents, to comply with the law. As contemplated by Strembitsky, the position of School Associate Superintendent existed in “a tight coupling of each local school precinct to the Superintendent.” With the assistance of Strembitsky, the Superintendent created the Superintendency as that unit – separate and apart from the Central Services, and designed for the purpose of facilitating district-wide decision-making in the common interest of schools. The Superintendency is made up of the Superintendent and his 22 direct reports, including:

- The Deputy Superintendent
- The Chiefs of Operations, Instructional Services, Finance, and Academic Services, and Communications
- The 16 School Associate Superintendents

Since the reorganization began, eight new people have started in these positions, meaning that 35 percent of the Superintendency are new to their jobs. Today, the Superintendency meets on a weekly basis to discuss the needs of schools and the strategies Central Services should undertake to meet those needs. In this way, the Superintendency is realizing the intent of Strembitsky's plan.

In the Summer of 2017, the Superintendency took on two new roles within the organization when it collaborated to develop a recommendation to the Superintendent around a needed budget cut and began collaborating to develop a recommendation to the Superintendent around the transfer of budget and responsibilities to local school precincts. This marked a notable shift within the organization.

In previous years, the Superintendent and a small cohort of executive staff would deal with issues like budget cuts in isolation, using their professional judgment to guide decision-making. Under the Superintendency, a focus group of principals were brought in to help make recommendations, and a recommendation for budget cuts was brought forward that sought to be "more responsive to the particularized, specialized or localized circumstances, needs and concerns of local school precinct[s]."

During the initial phases of the reorganization, the development of a "Transfer of Budget and Responsibilities process," as described in Section 16 of A.B. 469, was handled by the Central Services. In the Summer of 2017, the Superintendent directed the Superintendency to collaborate on finalizing the development of the "Transfer of Budget and Responsibilities" process and deploying it over the Fall of 2017. At the time of the writing of this paper, the Superintendency is engaged in deployment.

## Next Steps

As much activity as CCSD has been engaged in over the past year around the Superintendency, more work needs to be done. The culture to support empowerment (specifically within the School Associate Superintendent [SAS] level) has been expressed, but the SASs have yet to realize the full potential of their new roles. Discrete tasks, like the formulation of recommended budget cuts and the deployment of the transfer of responsibilities process, are being executed by the Superintendency, but most tasks are still being performed by Central Services. With this in mind, the Consultant Team recommends the following:

- *The Consultant Team recommends that the Board of Trustees consider additional factors when selecting the next Superintendent of the Clark County School District, to align with the reorganization*

The Board of School Trustees of the Clark County School District is a body corporate - meaning that they are a local government corporation that is a political subdivision of the State of Nevada. The Board of School Trustees have certain powers enumerated by NRS Chapter 386. One of those powers is to select for the school district the Superintendent. Because of the nature of the reorganization, the duties of the Superintendent have changed significantly. The Superintendent now operates under a decentralized system, which requires the management of a complex system of local school precincts that operate under a more autonomous model of site-based decision-making. Under the reorganization, the Superintendent now has 22 direct reports. Sixteen of those direct reports represent the interest of schools, and the balance represent the interest of Central Services. Under the reorganization, once fully implemented, local schools will control the vast majority of resources; under the former centralized decision-making model, Central Services controlled nearly half of the district's resources. In the opinion of the Consultant Team, the management of this organization requires a different skillset than before the reorganization went into effect. Thus, the Consultant Team recommends that the Board of School Trustees

consider these additional factors when selecting the Superintendent of the Clark County School District, after the expiration of the current contract.

- *The Consultant Team recommends that CCSD articulate the existing Principles of Organization into Organizational Covenants between the Superintendency, Schools, and Central Services.*

In September 2016, CCSD established new Principles of Organization to guide its work in the reorganization.<sup>20</sup> These Principles have been incredibly helpful in charting a path for the reorganization work, but they are not well understood by all parties. As autonomy increases, regulations and policies will need to be in place to regulate relationships and ensure that autonomy is practice based – not relationship based. Therefore, the Consultant Team suggests that the Superintendency articulate the Principles of Organization into Organizational Covenants between Schools and Central Services.

- Organizational Covenants should serve as a basic “level of service agreement” between all parties
  - Organizational covenants should be simple and easy to understand.
  - Organizational covenants should articulate the nature of expected relationships between Schools and Central Services, and should be posted conspicuously in every school, departmental office, and meeting room.
- *The Consultant Team recommends that CCSD realign School Associate Superintendents into School Support Networks*

The Consultants recognize the monumental change the CCSD has undergone within a very short time period and support their efforts and thought processes. However, there appears to be a lack of experience and organizational understanding at the SAS level, which undermines the continued success of the reorganization.

---

<sup>20</sup> Clark County School District. “Principles of Organization.” Accessed online via: <http://ab394.ccsd.net/wp-content/uploads/2016/09/Principles-of-Organization.pdf>



In the Strembitsky plan, the SAS plays an integral role in the reorganization. Within CCSD's new organizational structure, the SAS is seen as the representative of the schools to the Superintendent and as the representative of the Superintendent to the schools. The SAS is the one supervisor and conduit to the Superintendent for the principal. As expressed to the Consultant Team in numerous meetings, SASs often find themselves at a disadvantage when attempting to resolve a school concern related to Central Services. SASs have no budget authority, nor do they have functional authority over Central Services – the Superintendent does. SASs do have regular meetings with the Superintendent, who oversees all of Central Services, but they appear to have little leverage otherwise. To assist with customer service around central services, transfer of responsibilities, and SOT dispute resolution, it is recommended that the Superintendent realign the responsibilities of the School Associate Superintendents to be “more responsive to the particularized, specialized or localized circumstances, needs and concerns of local school precinct[s].”

- In fall 2017, the Superintendent should order the Superintendency to be reorganized into a School Support Network, which will include the SASs and their staff.
- SASs should be charged with assisting schools in getting the resources they need from Central Services to implement their school plans of operation.
- No meaningful aggregate customer service data appears to exist at the District. Therefore, the School Support Network should also include a customer service call center, to handle and document requests made by schools of Central Services. It is suggested that SASs repurpose their existing staff to create the call center.
- The School Support Network will be responsible for overseeing rollout, operations, and compliance related to responsibilities transferred from Central Services to schools as defined in Section 16.3 of the law.
- The School Support Network would oversee customer service by acting as a facilitator with schools. This ensures that the transfer of responsibilities

process runs smoothly on an annual basis. The structure would create an “on the ground” team which can annually help engage principals and SOTs on responsibilities and autonomies that can be given to schools.

- Acting as a “first responder” to school relations to Central Service divisions and departments, the School Support Network can amass valuable aggregate data on the performance of central departments in delivering quality service to schools. This will allow for the School Support Network to better carry out oversight responsibilities and ensure School Operational Plans are carried out smoothly over the course of the academic year.
- School Support Network staff would further be responsible for fielding parent and school community concerns with a focus on documenting and mediating complaints that arise among principals and their respective SOTs.

In winter 2017 it is suggested that the Superintendency facilitate the creation of School Support Networks by splitting the District into administrative quadrants, to be implemented for the 2018-19 school year.

- Quadrants would contain 3-4 School Associate Superintendents, and staff will be distributed accordingly.
- Under this framework the centrally prescribed Performance Zone model would cease to exist. In its place, schools would be afforded the opportunity to express preferences for choosing their supervisory School Associate Superintendent in their quadrant. School Associate Superintendents will, with the input of principals, design a process through which these preferences can be accommodated, within the construct of A.B. 469.

School Support Networks would also serve as the clearinghouse for dispute resolution:

- School Support Networks, through the customer service call center should document and respond to all SOT and local school concerns.

- If SOT concerns were not addressed through this manner, School Associate Superintendents would meet with both parties of the dispute simultaneously and act as an arbitrator for the dispute.
- If a dispute is not rectified through the School Associate Superintendent, principals and SOTs may appeal to the Superintendent in a similar way to the process outlined in Section 29 of the law. Per A.B. 469, Superintendent's decision is final.

The Consultants feel that the establishment of School Support Networks will be a positive step toward long-term sustainability for the decentralized model.

- *The Consultant Team recommends that CCSD adopt metrics to measure site-based decision-making and customer service*

In their initial assessment, the Consultant Team identified three potential metrics to measure site-based decision-making and customer service:

- Tracking the amount of discretionary budgeting authority allocated to schools
- Tracking the Rate of Instruction Spending District-Wide
- Results of and Participation in Parent, Student, and Employee Surveys

Within the restructured/realigned CCSD, the Superintendency should also regularly track responsibilities that have transferred and the impact on student performance. Concurrently, School Associate Superintendents should track the impact of Central Services on student performance. Metrics should be shared throughout the organization as a performance management tool. The responsibility of tracking and using metrics to make decisions should be part of an accountability system throughout all levels of the organization. Performance management should be a key component of the modified zero-based budgeting system, discussed in a later section of this report.

**“The authority to carry out certain responsibilities that currently are carried out by the central administration will be transferred to local school precincts, or may be made available to the local school precincts to purchase.”**

At the center of the reorganization is the notion that schools will have more budget and autonomy to make site-based decisions. With budget and autonomy comes responsibility. In a centralized system, like CCSD, the responsibilities for many services lie with department directors at Central Services. In this way, schools are partially relieved of certain responsibilities - they are also relieved of the budget that goes along with those responsibilities. The reorganization flips that notion on its head. In order to comply with this notion, both administrative structures and administrative culture must change.

### Work Completed

The Consultants spent the majority of their time preparing Central Services for the transfer of responsibilities. At its core, this work was predicated on the idea that CCSD should be able to derive the costs associated with every single school in the district, and push them down to local school precincts. In any normal business, this calculation should be rather straightforward, but at CCSD it was not. Due to antiquated technology, CCSD did not have the ability to track every single expenditure to the local school level - so it had to estimate.

Starting in the Spring of 2017, the Consultants assisted CCSD in developing a method to transfer budget and responsibilities to the local school level, in accordance with Section 16 of A.B. 469. As part of that work, the Consultants, along with several CIC members, assisted the District in identifying the purpose of every line item in the general fund budget, and whether or not those line items paid for services that occur at schools or with children. In the end, CCSD came out with a detailed process map to transfer budget and responsibility for services to the local school level. Included in that process map was a task to investigate whether RFPs are appropriate for certain services, and to deploy those RFPs to offer choices to schools.

At the June 2017 Community Implementation Council Meeting, CCSD and the Consultant Team presented to the Council that 88% of the general fund budget was either allocated to school budgets or delivered to schools through central services.<sup>21</sup> 55% of general fund dollars are allocated to school budgets, and 33% of general fund dollars are designated to schools through services provided by Central that occur at schools. The remaining 12% of the general fund is designated to services that occur exclusively at Central. The Legislative Advisory Council provided guidance that while this method of accounting was a good first step; it did not meet the requirement that 80% of unrestricted monies be allocated to local school precincts in the first year of implementation. Work continued on with the Transfer of Responsibilities.

In June and July 2017, the Superintendent asked the I Team and the SASs to begin communicating with Principals to gather feedback on what services they would like to transfer to the local school level. To prepare for this conversation, the I Team developed an electronic survey to gather input on the services that are managed, in some fashion, by Central but occur at the local school level. The SASs also conducted in-person outreach to Principals in August 2017. At the time of the writing of this report, the transfer of responsibilities work is still ongoing.

### Next Steps

The Consultants remain engaged in the work at Central Services, but the work has become complex because the SASs are having trouble getting meaningful feedback from principals because CCSD has not derived the costs associated with individual services provided to schools by local school level. This is primarily due to the limitations of the existing HCM system. Given this reality, the Consultant Team recommends the following:

---

<sup>21</sup> Clark County School District. "Clark County Schools Achieve Reorganization Update" Presentation at the Advisory Committee to Monitor the Implementation of the Reorganization of Large School Districts, Las Vegas, NV, August 7, 2017.

- *The Consultant Team recommends that CCSD immediately move forward with the Transfer of Responsibilities work around non-itinerant school based workers and services that are currently budgeted and managed by Central*

To comply with the law, CCSD must transfer more unrestricted budget to the local school level. The District has already identified services that occur at the local school level - but are currently budgeted within a Centralized department. These services include:

- Special Education Site-Based Resource Room Teachers
- Special Education Site-Based Resource Room Aides
- Custodians
- Site Based Technicians
- Utilities

CCSD has already endeavored to get feedback on the transfer of these services from Principals. SASs should now direct principals to begin consulting with their SOTs on these services, pursuant to Section 16.7 of the law. They should also begin preparing the requisite training materials necessary for the principals to be successful in the administration of these services. The transfer of these services will result in more than \$470M of unrestricted general fund dollars being placed into school budgets - which represents roughly 20 percent of the general fund budget. After this transfer, CCSD will be much closer to meeting the requirements of the law.

- *The Consultant Team recommends that CCSD create Central Service Reports for every school to inform site-based decision making for the Transfer of Responsibilities process*

The reorganization seeks to give schools greater autonomy over services that occur at the local school level. To that end, the I Team, the Budget Team, and the Superintendency collaborated to account for all school-based Central Services paid for by the general fund. Now, CCSD should go a step further. The accounting work performed by the Budget Team and the I Team revealed the multitude of different

services that Central provides to schools. In effect, these services are provided to schools “free of charge,” without affecting their School Strategic Budget. Without a modern HCM system, it is difficult to track how expenditures for these services exactly flow to the local school level. In the interim, we can estimate. The accounting work that revealed the 88/12 budget split includes a listing of cost centers that are broken down by whether they are in the school strategic budget, distributed to schools by Central Services, or in a central office. Based on data that Central Service administrators already collect, CCSD should be able to pull together information on how the following centralized services are delivered to individual schools:

Services related to athletics	Services related to Graduation
Services related to Safe & Drug Free Schools	Extra duty pay for teachers
Services related to the HOPE <sup>2</sup> program	Attendance enforcement services
Services related to Childfind	Services related to the Extended School Year
Services related to school-based defibrillators	Services related to the After-School Emergency Center
Costs of linens delivered to schools	Services related to EpiPen administration
Services related to Gifted and Talented Education	Services related to the Job Exploration & Expectation program
Utility Rebates & Gate Proceeds from events	Services related to the Moapa School Farm
Services related to itinerant ELL staff	Services related to itinerant ELL testing and professional services
Services related to credit recovery programs	Services related to School-Based CCSD police officers
Service related to itinerant testing for the AARSI department	Services related to the Safe & Drug Free Schools program

After the HCM system is implemented, Central Services should be able to pull data related to harder-to-track services and personnel, like:

Special education related service personnel	Transportation services
Legal services	Human resources related services
Communications services	Remote tech support
Grounds maintenance staff	Other itinerant employees

To inform the Transfer of Responsibilities process, the Central Services report should include the following information:

- Services a school received from Central
- An estimation of how much those services cost at the school

With this information in hand, principals and SOTs can make informed judgements on the utility of Central Services allocated to them. SASs can use these reports as a catalyst to gather feedback from principals, for the Transfer of Responsibilities process. Central Services should endeavor to get this information to the Principals by October 1, 2017 so that further feedback can be collected on the Transfer of Responsibilities process for the 2018-2019 school year.

- *The Consultant Team recommends that CCSD and its collective bargaining units work to resolve surplus staff placement processes, reduction in force processes, and discipline processes to ensure consistency between collective bargaining agreements and the law.*

Surplus staff placement processes, reduction in force processes, and discipline processes are all responsibilities that are currently carried out by the central administration. Over the years, these processes have been the subject of many discussions between CCSD and its Collective Bargaining Units. As they are carried out



today, these processes appear to impact the notion of local school autonomy that the reorganization advances. For example:

- Section 35-3-3-B of the 2016/17 collective bargaining agreement between the Clark County Education Association and CCSD states that, “teachers who are reassigned through an involuntary transfer in the Spring of each contract year shall have the right to return to the previously assigned school.”<sup>22</sup> This provision would appear to conflict with Section 16.2 (a) of A.B. 469, which states that the local school precinct has the authority to select its teachers.
- Section 25-8-1 of the collective bargaining agreement between the Education Support Employees Association and CCSD states, “If a vacancy becomes available which may be filled by an unassigned Surplus Employee, the School District will contact those Qualified and eligible unassigned Surplus Employees in order of District-wide seniority and offer the vacancy until the position is filled.”<sup>23</sup> This provision would appear to conflict with Section 16.2 (a) of A.B. 469, which states that the local school precinct has the authority to select its support staff.
- Section 26-2-4 of the collective bargaining agreement between the Clark County Association of School Administrators and Professional-Technical Employees (CCASA) and CCSD, which states “An administrator who is affected by a reduction in force procedure will be assigned to another vacant administrative position or to a position which is being filled by an administrator with less seniority as an administrator as determined by Article 26-2-3.”<sup>24</sup> This provision would appear to conflict with Section 16.2 (a) of A.B.

---

<sup>22</sup> Clark County School District. “Negotiated Agreement between the Clark County School District and the Clark County Education Association 2015-2017” Accessed online via:

[https://www.ccsd.net/employees/resources/pdf/ccea\\_agreement.pdf](https://www.ccsd.net/employees/resources/pdf/ccea_agreement.pdf)

<sup>23</sup> Clark County School District Negotiated Agreement between the Clark County School District and the Education Support Employees Association 2015-2017” Accessed online via:

[https://www.ccsd.net/employees/resources/pdf/esea\\_agreement.pdf](https://www.ccsd.net/employees/resources/pdf/esea_agreement.pdf)

<sup>24</sup> Clark County School District. “Negotiated Agreement between the Clark County School District and the Clark County Association of School Administrators and Professional-technical Employees 2013- 2015 revised” Accessed online via [https://www.ccsd.net/employees/resources/pdf/ccasape\\_agreement.pdf](https://www.ccsd.net/employees/resources/pdf/ccasape_agreement.pdf)

469, which states that the local school precinct has the authority to select its administrators. It would also appear to conflict with Section 28.3 of A.B. 469, which prescribes a role for the School Organizational Team in the selection of the principal (in the event of a vacancy).

In this decentralized system, 328 SOTs now have a window into the operation of local school precincts. As surplus staff placement processes, reduction in force processes, and discipline processes happen, SOTs will ask whether these processes are in line with the reorganization. CCSD and its collective bargaining units should get ahead of these conversations.

*“Budgets for the services provided by Central Services should be developed on a modified zero-based model.”*

At the beginning of the reorganization process, Strembitsky called for Central Services to move to a modified zero-based budgeting model. This recommendation was not enumerated in the law - however, the Consultant Team still agrees that CCSD should move in this direction.

### Next Steps

The Consultant Team recommends that CCSD transition to a modified zero-based budget to drive efficiency and ensure Central Services is responsive to the actual needs of local school precincts. The transition to a zero-based budget process/system will most likely take place over the course of years. The Chief Financial Officer recommends a five-year implementation timeline and the Consultants agree that given the current lack of budgeting processes and systems, a five-year timeline for implementation is reasonable.

### What is zero-based budgeting?

Zero-based Budgeting is a budgeting and financial management strategy to help policymakers achieve more cost-effective delivery of public services. The concept of zero-based budgeting has been utilized successfully by private corporations and recommended

for application within the CCSD for several years. The budgeting technique allows decision makers to prioritize programs and services and reallocate resources to priorities on a regular basis.

*Why is modified zero-based budgeting appropriate for the school district?*

The process of zero-based budgeting is complex. It inherently puts the focus on programs that might be costly or ineffective and continue to be funded because of a lack of examination. The structures recommended previously to support the realignment and reorganization of the CCSD would benefit by regular reviews of the budget which builds support for a zero-based budgeting process. Central Service administrators would benefit from a zero-based budgeting process as it would help to determine answers to the following questions (on at least an annual basis):

- How do our customers define success?
- Is the program/service meeting expectations at the customer level?
- If the program/service is meeting expectations/outcomes should we consider scaling the program? If so, what resources are necessary to scale the program?
- If the program/service is not meeting expectations/outcomes should we consider reducing or eliminating the program? If so, how do we reallocate staffing/dollars to a program/service with greater potential?
- Are there more efficient ways of providing the service or reaching the outcome?
- If funding is unavailable, despite program effectiveness, are we prepared to continue to meet customer expectations/outcomes?

Modified zero-based budgeting can also be more responsive to the changing demands of local school precincts. In an environment where schools will have more budget and decision-making discretion, Central Services must be ready to respond.

## FINAL CONCLUSIONS:

In a very short period of time, CCSD's Administration has oriented itself towards a more decentralized site based decision-making model. Over the past ten months, the Consultant Team has worked with CCSD to prepare it for the type of reform that this reorganization demands. CCSD's Administration now has all the tools that it needs to implement the requirements set forth in statute. Today, the full implementation of the reorganization depends on the will of the Superintendent and the elected Board of Trustees. Particularly, the reorganization depends on the vote of the Board of Trustees to transfer budget and responsibility to local schools. The Consultant Team anticipates that this vote will occur either just before or just after their contract expires.

The Superintendent and his staff have repeatedly reiterated their commitment to implement the reorganization – and, since the end of the lawsuit contesting the reorganization, the Superintendent has demonstrated this commitment time and time again. Absent the assistance of the Consultant Team, the Superintendent and his executive staff will be the individuals most responsible for the implementation of this law – but they will not be the only people responsible for the implementation:

- The Nevada Department of Education has new responsibilities to monitor the reorganization, and if necessary, promulgate regulation or take any other action necessary to ensure its implementation.
- CCSD and their collective bargaining units have a responsibility to recognize the parts of their contracts that may conflict with the reorganization, and take steps to address these issues
- The community has a responsibility to continue to be engaged in local schools – to ensure that they are responsive to the unique needs of our community.

CCSD is on the cusp of full implementation of this reorganization. By working together, we can all make sure that Clark County Schools Achieve.