

# **CLARK COUNTY SCHOOLS ACHIEVE**

**AN INITIAL ASSESSMENT OF THE  
CLARK COUNTY SCHOOL DISTRICT  
REORGANIZATION**



# The Assignment

What systems does CCSD have in place to get the necessary changes implemented with fidelity and equity?

What challenges must CCSD overcome to implement the regulations?

What additional resources are needed – human capital, expertise, technology, etc.?

What metrics can be used to determine success?

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.



# Consultant Team and Mission

- Tom R. Skancke – Transformational Strategist, TSC<sup>2</sup> Group
- Andrew Doughman - Vice President of Policy and Communication, TSC<sup>2</sup> Group
- Michael Vannozzi – Vice President of Creative Strategy, TSC<sup>2</sup> Group
- Brian Knudsen, BP2 Solutions – Senior Associate for Analysis
- Mike Strembitsky – School Empowerment Management Consultants – Contributor

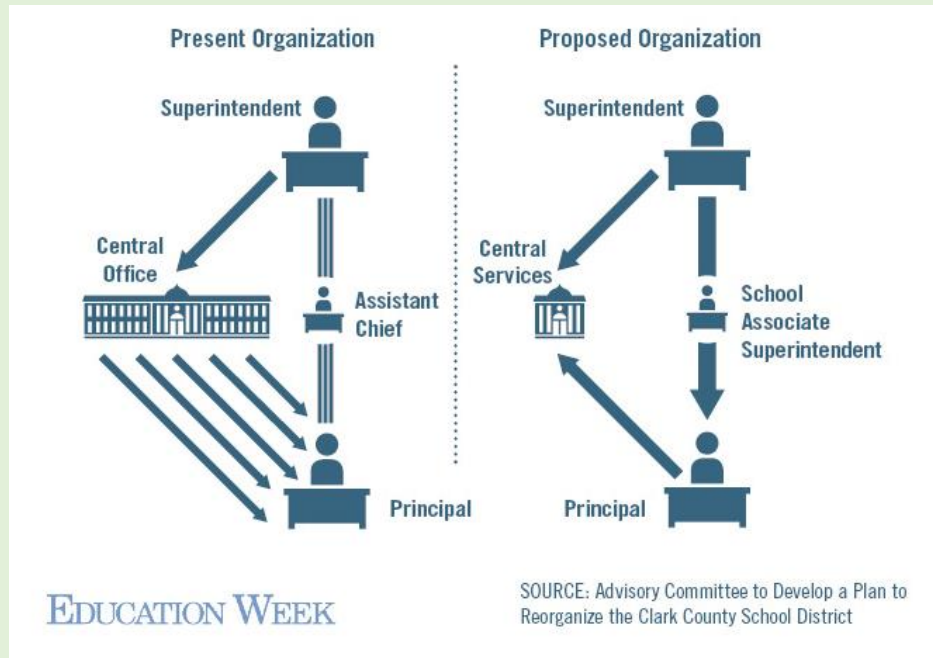
Leveraging the experience of its members and community partners, the Consultant Team provides advice and assistance to the Clark County School District in restructuring its **financial distribution**, **operations**, and **decision-making structures** so that principals and school organizational teams can create the best schools for their communities.

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS,  
SUPPORT STAFF, AND STUDENTS TO CREATE THE  
BEST SCHOOL FOR THEIR COMMUNITY.



# What does the Reorganization Fundamentally Do?

Changing the way dollars and authority are allocated at CCSD



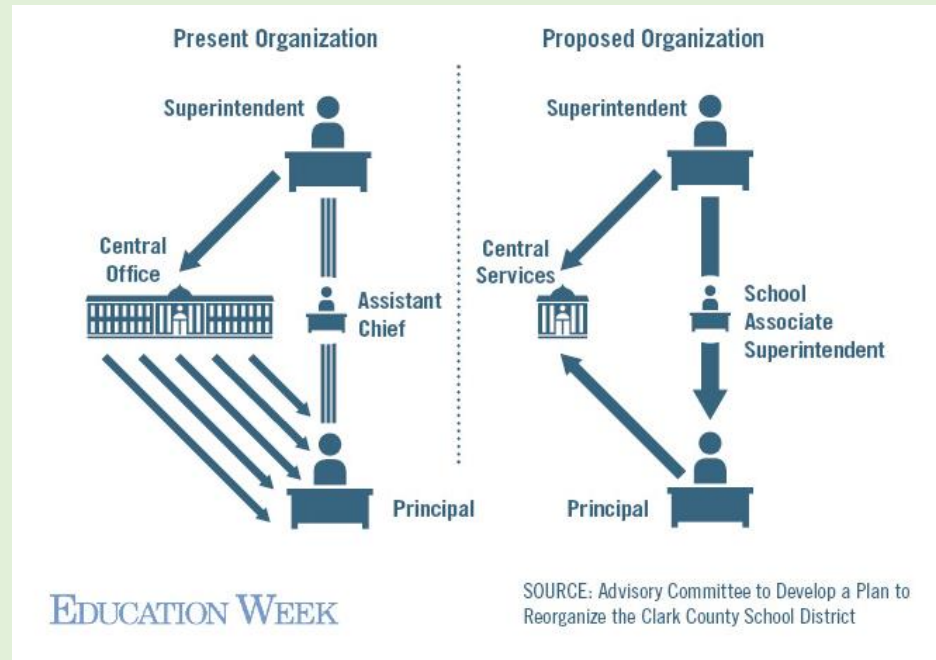
- The jobs of the Principal, the Superintendent, and Central Services change in relationship to one another
- Local school precincts become the hubs of budgeting power – creating demand for services from the bottom up
- Certain restrictions on local school precinct expenditures must be made, especially around federally mandated programs

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.



# What does the Reorganization Fundamentally Do?

Changing the way dollars and authority are allocated at CCSD



Funding is allocated **per-pupil** based upon a weighted funding formula

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.



# What does the Reorganization Fundamentally Do?

Creating an operational shared decision-making model at local school precincts



- Establishment of effective school organizational teams trained on budgeting and strategic plan development
- Creation of an environment where effective shared decision-making is fostered and encouraged
- Effective engagement of parents and the community
- Recognizing that the school team prescribed in regulation may not fit well at all schools

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.



# What does the Reorganization Fundamentally Do?

Creation of a lean and efficient customer service-based central services department



- Allocation of as many resources as possible to the local school precinct to realize the 15% administrative cap
- Recognizing that lean systems need great data environments to be efficient
- Creating alternative means of organization to allow schools to purchase services
- Creating an environment that enables schools to make real choices about resource allocation

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.



# The Method of Investigation



## Research

Reviewed public finance documents, efficiency reports, and previous reorganizations



## Focus Groups

Focus Groups will be ongoing throughout the process



## Interviews

29 administrators  
7 principals  
Dozens of meetings with community stakeholders



## Surveys

160 principals  
70 administrators  
  
More surveys on the way

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.







## Research

# The Context for the Reorganization

- CCSD is in a very small class of large, highly-populated, county-wide suburban districts serving large to medium sized metros.
- Local school autonomy and empowerment is an idea that has been around for decades, even in Nevada.
- Many parents and teachers feel that CCSD should be more responsive to the needs and concerns of the residents.
- CCSD's previous experience with Empowerment Schools informs many of its current initiatives, and the idea of local school autonomy continues to be popular with parents.

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





## Research

# The Context for the Reorganization

In the last ten years, CCSD has undergone several reorganization and efficiency efforts that inform the way it does business today.

- **MGT Report (2006)** – Financial Management Practices
- **Gibson Report (2011)** – Academic and Organizational Efficiency
- **Dwight Jones Reorganization (2011-2013)**
- **Ensuring Every Dollar Counts (2014)**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





## Research

# The Context for the Reorganization

## What did we find from reviewing the context?

Local school autonomy has been brewing in the District in some form for the past ten years.

- Rulffes Administration – first Empowerment Schools
- Jones Administration – shifting Empowerment's focus, from a reform to a reward
- Skorkowsky Administration – Flex Budgeting based on Empowerment System

**Over the years, CCSD has been slowly setting up the systems they need for this type of reform.**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





## Research

# The Context for the Reorganization

## What did we find from reviewing the context?

Three consistent themes can be gleaned from research into all three of these efforts:

- CCSD has antiquated financial and human capital management systems
- The presence of organizational silos contribute to disjointed decision-making
- A poor data environment for decision-making exists across the central administration.

**While the District has made progress on the implementation of many reforms, these three themes continue to plague CCSD.**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





## Research

# The Context for the Reorganization

**About that antiquated financial and human capital management system...**

- In 2006, when the MGT Report was being conducted, a relatively new SAP Enterprise Resource Planning (ERP) suite was being implemented, in part to replace ancient COBOL-based systems
- By the Gibson Report in 2011, the SAP ERP still had not been fully implemented, and due to cost overruns and budget cuts, many of the same ERP systems remain today



EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





## Research

# The Context for the Reorganization

**Antiquated ERP systems have likely cost the district millions over the years.**

- District personnel have begun to develop their own systems to work around the partial SAP system and the legacy systems.
- The largest such system is CCSD's Strategic Flex Budgeting system, which is central to the implementation of the reorganization.
- Because none of the systems talk to each other, it's exceedingly difficult to get good data.



EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





### **School Organizational Teams**



### **Online Trainings**

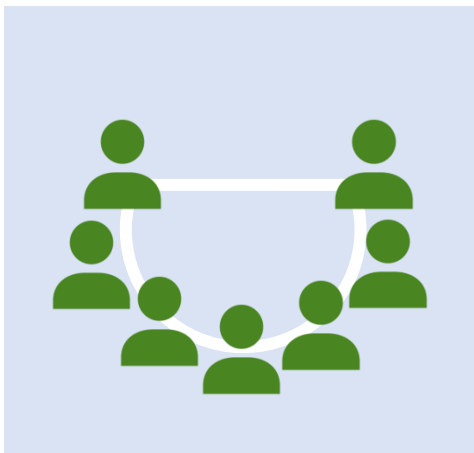
# **Successes around the Reorganization**

**To this point, progress on the reorganization has mainly taken place in the Instruction Unit**

- A special operations team has been set up in the Central Administration, and they've primarily worked on the creation and distribution of training for principals and school organizational teams
- School organizational team elections have occurred for all teachers and 85% of support staff. Parent participation to be measured in mid-December
- 16 School Associate Superintendents hired. Partnership with the Public Education Foundation is underway.

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





**Board of School  
Trustees**



**Community Meetings**

# Successes around the Reorganization

**Board of School Trustees have held eleven public meetings since the regulation was enacted (September 9, 2016) that featured the Reorganization as a major topic of discussion**

It's obvious that if you attend a board meeting that the board members are not behind it.

– Comment by a department head in the online survey

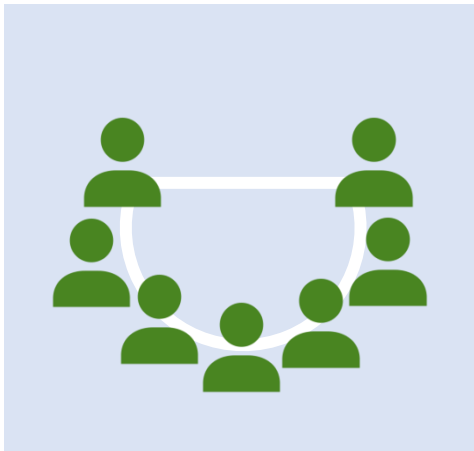
The unrest and fighting at the Board level [is the greatest challenge to the implementation]. This leads to an emotional focus rather than a practical rational one. I'm disappointed that our Superintendent is not better supported.

– Comment by a department head in the online survey

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS,  
SUPPORT STAFF, AND STUDENTS TO CREATE THE  
BEST SCHOOL FOR THEIR COMMUNITY.







**Board of School  
Trustees**



**Community Meetings**

# Successes around the Reorganization

**Board of School Trustees have held eleven public meetings since the regulation was enacted (September 9, 2016) that featured the Reorganization as a major topic of discussion**

If I were superintendent, I would implore the School Board trustees to allow me the latitude to get the work of AB 394 accomplished with the complete understanding they must be kept informed of information and actions and agree what specific items they would need approval of in advance. Since they only meet every two weeks, the timeframe limits the work that must be accomplished. I would continue to work closely and have my leadership team work with the various stakeholders to dispel rumors and misconceptions. I would get ALL District leaders, school and department based, in one location to clearly articulate the vision of AB 394 and how we would work together to get the work done. I would follow up with a question and answer session for folks to be able to get the information they needed in one location. If we were unable to answer the questions, we would figure the answers and send to everyone. This would set the tone about what our purpose and goals would be.

– Comment by a department head in the online survey

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS,  
SUPPORT STAFF, AND STUDENTS TO CREATE THE  
BEST SCHOOL FOR THEIR COMMUNITY.





**Interviews**

# Challenges to the Reorganization

**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## Weighted Funding Formula Policy

- Apparent impasse in policy between CCSD and NDE on who actually develops the weights for ELL, FRL, and GATE pupils
- CCSD's antiquated budgeting systems complicate the matter
- In several public hearings, Superintendent Skorkowsky has said that he needed information on the Weighted Funding Formula from the Department of Education before December 1<sup>st</sup> in order to get Strategic Budget Books to schools



**Online Surveys**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





**Interviews**

# Challenges to the Reorganization

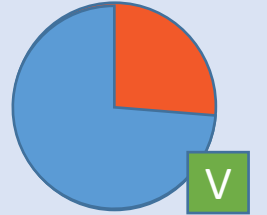
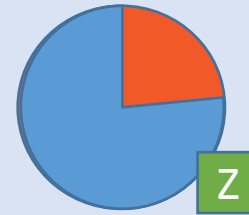
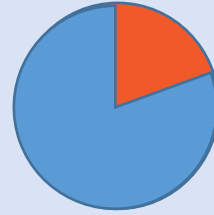
**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## Weighted Funding Formula Policy

- If there is no additional money to fund the weights, any new formula would result in shifts of resources away from some schools and to other schools.



**Online Surveys**



EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





**Interviews**

# Challenges to the Reorganization

**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## Enterprise Technology Compatibility with a Decentralized System

- As mentioned before, accounting and human resource management systems are a huge challenge.
- Strategic Budgeting program is built outside of existing ERP, and accounts are manually reconciled.
- CCSD currently has a schedule for centrally supervised services in its CAFR, but that schedule is not designed for the reorg
  - A time card system may be needed to ensure the greatest amount of discretionary budgeting authority can be allocated to schools.



**Online Surveys**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





**Interviews**

# Challenges to the Reorganization

**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## Determining a Sustainable Process of Decentralization of Services

- There are many ways to get to 80/20 and 85/15, but not all available paths are appropriate. Given limitations with technology, scenarios for different strategies of decentralization are difficult to run. In the focus group, there was unanimity in the desire to decentralize resources down to schools in a meaningful fashion.

We could decentralize 90% of funding down to the school level – but if make the schools pay it all back to us, what have we done? That's not in the spirit of the regulation.

– Comment by an administrator in the focus group



**Online Surveys**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





Interviews

# Challenges to the Reorganization

The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.

## Determining a Sustainable Process of Decentralization of Services

- Related to this issue, CCSD is challenged to set up a **purchasing** system for principals to navigate for services that could be purchased outside the district.
- CCSD is also challenged to determine which services could be purchased by schools and how to optimize school purchasing practices under reorganization, state law, and CCSD regulations.
- CCSD is also challenged to develop **risk management**, and financial controls, and a code of ethics for local school precincts



Online Surveys

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





**Interviews**

# Challenges to the Reorganization

**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## Internal Communication around the Reorganization

- A major theme that emerged from the administrator and principal surveys was uncertainty around the scope of the reorganization.

How will the external service to schools work (curriculum, Title I, maintenance, purchasing, legal, etc.)? What do schools pay, and what is a district service?

– Comment by a principal in the online survey

Information that is given [about the reorganization] is often uncertain or requires follow-up from the person giving the information.

– Comment by a principal in the online survey



**Online Surveys**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





**Interviews**

# Challenges to the Reorganization

**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## Creation and Coordination of Training for District Personnel

- Though "Tier 1" trainings have been created and distributed to date, much more work remains to train schools & the administration.

It is interesting that the focus discussed was minimizing central office supports, yet that is not where the re- organization and training is happening. If the purpose to have more decisions and support services at the school and community levels, there has been nothing done to send support staff to school sites to help the leaders implement the changes necessary.

– Comment by an administrator in the online survey



**Online Surveys**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.







**Interviews**



**Online Surveys**

# Challenges to the Reorganization

**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## School Organizational Team Optimization

- While many school organizational teams have been formed, some schools have had trouble identifying support staff to serve
- Additionally, many principals report a concern that parents will not be able to be part of a school organizational team.

There are many unanswered questions about how we will budget, manage meetings, and other issues. For example, my parents on my SOT only speak Spanish, Who pays for the interpreter?

– Comment by a principal in the online survey

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.





**Interviews**

# Challenges to the Reorganization

**The following are the top challenges, as identified by department heads and principals through interviews, online surveys and focus groups.**

## Business-Side of Local School Precinct Management

- While some principals are already operating in an empowered fashion, many principals may be challenged to operate both the instruction side and the operations side of their local schools.

The role of the principal is shifting from one of instructional leader to that of a manager. Schools will need to create instructional and operational side of the school so that the main thing remains the main thing: educating children.

– Comment by a principal in the online survey



**Online Surveys**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS, SUPPORT STAFF, AND STUDENTS TO CREATE THE BEST SCHOOL FOR THEIR COMMUNITY.



# Answering the Questions

## Top Challenges for Implementation

Weighted funding formula policy  
Enterprise Resource Planning technology  
Determining a sustainable process of decentralization of services to local schools  
Purchasing systems for a decentralized district  
Risk management at the local school level  
Internal and external communication  
Creation and coordination of training for district personnel  
School organizational team optimization  
Business-side of local precinct management for principals

**These challenges are not insurmountable, but a shared vision must be in place to help all of us reach the goal of implementation.**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS,  
SUPPORT STAFF, AND STUDENTS TO CREATE THE  
BEST SCHOOL FOR THEIR COMMUNITY.



# Clark County Schools **ACHIEVE**

**Empowering Families, Principals, Teachers, Support Staff,  
and Students to Create the Best School For Their Community.**

**Building on the**



# Answering the Questions

## What metrics can be used to determine success?

Any metrics should be added onto the Pledge of Achievement.

Suggested metrics include:

**Tracking the amount of discretionary budgeting authority allocated to schools**

**Tracking the rate of instruction spending as it relates to  
overall spending district-wide**

**Developing a metric that measures competitiveness of local school precincts  
to charter schools and private schools**

Additional study will be needed to divine metrics for individual departments, especially if those departments undergo transitions under decentralization.

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS,  
SUPPORT STAFF, AND STUDENTS TO CREATE THE  
BEST SCHOOL FOR THEIR COMMUNITY.



# Answering the Questions

What systems does CCSD have in place to implement the regulations with fidelity?

CCSD is totally reliant on its **internal talent** to get things done, and administrative leadership believes in the work.

CCSD routinely employs **work-arounds** to bypass its outdated ERP systems.

CCSD has an **internal project team** that has been detailed to the reorganization.

CCSD created a **Flex Budgeting System** outside its ERP.

CCSD has developed preliminary **department and program evaluation** tools.

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS,  
SUPPORT STAFF, AND STUDENTS TO CREATE THE  
BEST SCHOOL FOR THEIR COMMUNITY.



# Answering the Questions

## What additional resources will be needed?

Though each challenge identified in this analysis is hard to address, many of them could be addressed by adding these three fundamental resources:

**A full suite of Enterprise Resource Planning tools that can track time sheets for employees of central administration that perform their primary work at schools.**

**Management and policy analysis capacity to assist the CCSD executive team in policy recommendations around the administration**

**Strategic communications capacity to both internal and external stakeholders around the reorganization.**

EMPOWERING FAMILIES, TEACHERS, PRINCIPALS,  
SUPPORT STAFF, AND STUDENTS TO CREATE THE  
BEST SCHOOL FOR THEIR COMMUNITY.



# Clark County Schools **ACHIEVE**

**Empowering Families, Principals, Teachers, Support Staff,  
and Students to Create the Best School For Their Community.**

**Building on the**

