CLARK COUNTY SCHOOL DISTRICT
FINANCIAL MANAGEMENT REVIEW

FINAL REPORT

Submitted by:

MGT OF AMERICA, INC.

October 12, 2006

CLARK COUNTY SCHOOL DISTRICT
FINANCIAL MANAGEMENT REVIEW

Final Report

Submitted by:

2123 Centre Pointe Boulevard
Tallahassee, Florida 32308-4930

October 12, 2006

TABLE OF CONTENTS – Clark County School District

PAGE

EXECUTIVE SUMMARY i

1.0 BACKGROUND AND SUMMARY OF SURVEY RESULTS 1-1

- 1.1 Overview of Clark County School District 1-1
- 1.2 Methodology 1-1
- 1.3 Overview of Final Report 1-7
- 1.4 Summary of Survey Results 1-7
- 1.5 Summary 1-46

2.0 COMPARISON OF CLARK COUNTY SCHOOL DISTRICT WITH OTHER SCHOOL DISTRICTS 2-1

3.0 FINANCIAL MANAGEMENT 3-1

- 3.1 Accounting 3-6
- 3.2 Current Financial System 3-8
- 3.3 New Financial System 3-9
- 3.4 School Banking 3-11
- 3.5 Internal Audits 3-15
- 3.6 Payroll and Benefits 3-23
- 3.7 Budgeting 3-23
- 3.8 Risk Management 3-36
- 3.9 Debt, Cash, and Fund Balance Management 3-41

4.0 PURCHASING AND WAREHOUSING 4-1

- 4.1 Purchase Requisitions/Orders 4-14
- 4.2 Surplus, Warehousing, Distribution 4-23
- 4.3 Delivery Services 4-28

5.0 FACILITIES MANAGEMENT 5-1

- 5.1 Organizational Structure 5-5
- 5.2 Planning 5-8
- 5.3 Design 5-13
- 5.4 Construction 5-16
- 5.5 Maintenance 5-17
- 5.6 Custodial Services 5-28
- 5.7 Energy Management 5-35

6.0 PERSONNEL MANAGEMENT 6-1

- 6.1 Personnel Management and Planning 6-5
- 6.2 Policies, Procedures, and Personnel Records 6-7
- 6.3 Job Descriptions 6-13
- 6.4 Employment of Personnel 6-16
- 6.5 Employee Compensation and Benefits 6-31

TABLE OF CONTENTS – Clark County School District (Continued)

PAGE

7.0 DISTRICT ORGANIZATION AND MANAGEMENT 7-1

7.1 Background, Methodology, Introduction, and Legal Foundation 7-5
7.2 School Board Governance 7-9
7.3 Policies and Procedures 7-21
7.4 Legal Services 7-29
7.5 Organization and Management 7-33

8.0 EMPLOYEE BENEFITS 8-1

8.1 Background and Methodology 8-2
8.2 Employee Health Plan Benefits 8-3
8.3 Retirement Plan 8-13

9.0 TRANSPORTATION 9-1

9.1 Introduction, Methodology, and District Comparisons 9-5
9.2 Organization, Plans, and Policies and Procedures 9-13
9.3 Vehicle Maintenance and Acquisition 9-20
9.4 Student Transportation Routing and Scheduling 9-36
9.5 Training and Safety 9-38
9.6 Transportation Audit Reviews (for the preceding six years) 9-41

10.0 COMMUNITY SURVEY 10-1

10.1 Demographic Information 10-2
10.2 Districtwide Survey Results 10-5
10.3 Survey Results by Region 10-9
10.4 Survey Results of Parents and Non-Parents 10-14

11.0 EDUCATIONAL SERVICES DELIVERY 11-1

11.1 Professional Development of Certified Staff 11-12
11.2 Student Performance 11-27
11.3 School Improvement 11-47
11.4 Organization and Management 11-50
11.5 Student Support Services 11-58
11.6 Education Services 11-84
11.7 Career and Technical Education 11-87
11.8 Special Programs 11-94

12.0 COMPUTERS AND TECHNOLOGY 12-1

12.1 Background and Methodology 12-4
12.2 Organization and Management 12-6
12.3 Technology Planning 12-14
12.4 Infrastructure, Software, and Hardware 12-20
12.5 Web Site 12-28

TABLE OF CONTENTS – Clark County School District (Continued)

PAGE

13.0 FOOD SERVICE 13-1

13.1 Background and Methodology 13-2
13.2 Organization and Management 13-6
13.3 Policy and Procedures 13-18
13.4 Financial Performance 13-23

14.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS 14-1

APPENDIX A: DISTRICT'S RESPONSE A-1

APPENDIX B: STAFF SURVEY DATA B-1

APPENDIX C: DISTRICT SELF-ASSESSMENT RESULTS C-1

APPENDIX D: CLARK COUNTY COMMUNITY TELEPHONE SURVEY (ENGLISH) . D-1

APPENDIX E: CLARK COUNTY COMMUNITY TELEPHONE SURVEY (SPANISH) . E-1

APPENDIX F: CLARK COUNTY COMMUNITY SURVEY (RAW DATA) F-1

LIST OF ALL COMMENDATIONS BY CHAPTER

PAGE

3.0 FINANCIAL MANAGEMENT

The district has recognized the importance of having an integrated system that links financial reporting with operational functions and has taken the initiative to implement a comprehensive ERP system for use throughout the organization....3-9

The district is utilizing a methodical approach for implementing its ERP system that will contribute towards a timely and efficient rollout....3-10

The district's school banking help desk significantly enhances the efficiency of banking functions at the schools....3-12

The Internal Audit Department is a value-added resource that has contributed to the district's efforts to improve the efficiency of its operations....3-19

The district's payroll and benefit functions are well coordinated, which contributes to its ability to process payroll accurately and issue warrants promptly....3-23

CCSD's staff does an impressive job of developing and presenting the district's budget document....3-31

CCSD's method of allocating campus funding and establishing carry-over allocations should serve as a best practice for schools nationwide....3-32

CCSD's Budget staff does a commendable job of training and assisting schools and departments in understanding the development and administration of their budgets. This function will be particularly important in training and assisting district staff to use the new ERP system....3-32

CCSD is ensuring that risk management costs are appropriately charged to user departments....3-39

Although market conditions have been favorable, allowing the district to increase its revenue from interest income by almost 64 percent between 2004 and 2005, the careful management of its cash and investments has also contributed to this outstanding performance....3-45

Maintaining adequate fund balance reserves is particularly critical for school districts in order to guard against unforeseen budget shortfalls or unplanned expenditures. CCSD has done a commendable job of managing its finances to increase its reserve balances....3-46

LIST OF ALL COMMENDATIONS BY CHAPTER (Continued)

PAGE

4.0 PURCHASING AND WAREHOUSING

CCSD is commended for acquiring and implementing SAP, an Enterprise Resource Planning (ERP) system....4-16

CCSD is commended for keeping its purchasing policies and procedures up to date....4-17

CCSD is commended for providing on-line information on all bid opportunities and including downloadable bid specifications (PDFs)....4-22

CCSD is commended for maintaining collaborative purchasing arrangements with other governmental entities....4-23

CCSD is commended for utilizing a Web-based application, called Dbay, to liquidate surplus and other property equipment....4-28

The CCSD is commended for improving its delivery and pickup schedule....4-29

5.0 FACILITIES MANAGEMENT

CCSD is commended for establishing an aggressive land acquisition program....5-8

CCSD is commended for accurately projecting student enrollments....5-12

CCSD is commended for developing an objective and proactive school replacement program....5-12

CCSD is commended for its sophisticated use of prototype designs....5-14

CCSD is commended for maintaining best practice standards on change orders....5-16

The Construction Management Department is commended for constructive actions in response to numerous audits....5-17

CCSD is commended for utilizing an effective team cleaning program....5-31

CCSD offers a comprehensive staff development program for custodians that meets best practice standards....5-35

The Clark County School District's energy conservation program incorporates a comprehensive approach that produces significant savings. This program serves as a role model to all school corporations that are serious about saving energy costs....5-38

CCSD is commended for the emphasis now being placed on reducing natural gas consumption....5-40

The Water Conservation Plan is an aggressive approach that is resulting in water consumption cost avoidance for the district....5-44

LIST OF ALL COMMENDATIONS BY CHAPTER (Continued)

PAGE

6.0 PERSONNEL MANAGEMENT

The Human Resources Division is commended for obtaining certification in the ISO 9001 quality management system for continual improvement in its management of personnel and human resources services to district employees 6-6

The Clark County School District and the four employee associations are commended for applying interest-based bargaining in their negotiations 6-7

The Human Resources Division of CCSD is commended not only for following the sound business practice of placing written procedures, copies of personnel forms, and process mapping on the Intranet for use by HR staff and other employees, but also for cross-training HR staff 6-10

The Clark County School District is commended for outsourcing its imaging needs and maintaining personnel records electronically 6-11

The Clark County School District is commended for implementing ongoing and aggressive efforts to recruit teachers through recruitment trips, and by offering incentives and alternative routes to teacher licensure 6-21

The Clark County School District and the Clark County Education Association are commended for developing and conducting a comprehensive customer satisfaction survey (*Teaching and Learning Conditions)* and the follow up to this survey that is under way to improve teaching conditions, which in turn will further assist the district in teacher retention 6-25

CCSD is commended for adopting a personal leave policy that rewards teachers for near perfect attendance and reimburses them when personal or universal leave is not used in a given year 6-31

7.0 DISTRICT ORGANIZATION AND MANAGEMENT

The Clark County School District Board of School Trustees is commended for adopting and applying a governance system that clearly focuses on providing leadership in promoting high student achievement and supporting administration, teaching, and learning in a manner consistent with this purpose 7-13

LIST OF ALL COMMENDATIONS BY CHAPTER (Continued)

PAGE

7.0 DISTRICT ORGANIZATION AND MANAGEMENT (Continued)

The CCSD Board of School Trustees and administration are commended for maintaining an updated and comprehensive manual of policies and regulations 7-23

The CCSD Legal Services Department is commended for providing cost-effective, client-centered services 7-31

The establishment of Region Offices in 2001 has been beneficial to CCSD campuses and parents. The district has been successful in creating a model which enables the campuses and parents to access key district decision makers to clarify issues and resolve problems or concerns 7-35

The CCSD administration and Board of School Trustees are commended for obtaining certification with ISO 9001:2000 by meeting these rigorous standards 7-56

The Community and Government Relations Department provides beneficial services to the district which are timely and informative. The Executive Director has designed the department to be efficient, productive, and responsive. The assignment of staff to provide enhanced media communication has been successful and is an excellent concept. The addition of a bilingual Parent Services Coordinator should prove to be an asset for enhancing communication with the district's parents and students 7-75

8.0 EMPLOYEE BENEFITS

CCSD is commended for working collaboratively with employee unions to negotiate favorable health plans while maintaining stable costs for coverage 8-8

The health care benefit plans for administrators, like those for other employee groups, provide a level of variety and flexibility to allow for the selection of benefits based on life circumstances 8-9

The Clark County School District is commended for adhering to policies and agreements to help ensure cost containment for health care programs 8-10

CCSD is commended for providing of a comprehensive wellness program is a best practice
that CCSD exemplifies through a number of initiatives designed to encourage healthier living by district employees 8-11

The Clark County School District is commended for constructing an early retirement system that is built on rewarding continuous service and limited use of sick leave 8-14

LIST OF ALL COMMENDATIONS BY CHAPTER (Continued)

PAGE

9.0 TRANSPORTATION

The Transportation and the Human Resources departments are commended for their innovative joint recruiting effort to resolve the problem of bus driver shortages in the rapidly growing and competitive labor environment affecting student transportation services in CCSD 9-18

CCSD vehicle maintenance operations and support at the five regional centers are commendable 9-25

The CCSD Garage Training Office is commended for its highly effective Automotive Service Excellence (ASE) program 9-26

The Department of Transportation has an effective vehicle maintenance information system (VMIS) and performance indicators to manage the fleet of buses and other vehicles in CCSD 9-30

CCSD is commended for using the EDULOG system and maximizing the benefits of this investment to achieve greater efficiencies and cost effectiveness in student transportation scheduling 9-38

11.0 EDUCATIONAL SERVICES DELIVERY

CCSD is commended for its Professional Development Education Program for the renewal of professional license for certified personnel 11-15

The Clark County School District's Curriculum and Professional Development Division is commended for providing a comprehensive program of training and orientation to new teachers. Program processes and content are in keeping with best practices 11-22

The intensive support provided to new teachers working in high-need schools is reflective of best practices and is commended 11-23

CCSD is commended for providing a high-quality training program for aspiring school administrators, with a sufficiently selective screening process to seek out the best candidates for leadership positions 11-24

The Clark County School District is commended for the improvement in student achievement for all student subgroups over the past four years 11-37

The Clark County School District is commended for having 33 schools recognized for high levels of student achievement 11-41

The Clark County School District is commended for providing a range of options for persons seeking a high school diploma or equivalent 11-44

The school improvement facilitation guide is a very useful tool in assisting schools to develop effective school improvement plans 11-48

LIST OF ALL COMMENDATIONS BY CHAPTER (Continued)

PAGE

11.0 EDUCATIONAL SERVICES DELIVERY (Continued)

The school improvement process employed at both the school and district level in CCSD is a comprehensive model that emphasizes the regular analysis of student performance data to inform classroom practices 11-49

CCSD is commended for recognizing the critical need to create systemic change in teacher preparation and administrative staff development aimed to improve the achievement of English language learners 11-62

CCSD is commended for exemplary practices of compliance and monitoring the delivery of services to students with disabilities, and for the successful resolution of due process cases and complaints filed against the district 11-67

CCSD is commended for the exemplary data-driven, strategic action planning 11-68

CCSD is commended for its exemplary Career and Technical Education Program 11-93

CCSD is commended for providing exemplary student activities at the middle and high school levels 11-99

CCSD is commended for providing exemplary fine arts programs throughout the district 11-107

CCSD is commended for providing challenging opportunities for students who are gifted, talented, and high achieving 11-109

12.0 COMPUTERS AND TECHNOLOGY

CCSD has established a technology leadership team and has solid communication between technical and instructional technology functions, making it an integrated school district according to the standards established by the International Society for Technology in Education 12-8

CCSD has implemented an effective and unique approach for user support help desk personnel by rotating them with field technicians 12-12

CCSD has established a standing technology standards committee to review computer and peripheral standards for the district to ensure compatibility and minimize inefficiencies 12-19

The Technology Department of CCSD has developed and implemented useful standards and instruments to facilitate adequate technology planning in school designs 12-20

LIST OF ALL COMMENDATIONS BY CHAPTER (Continued)

PAGE

12.0 COMPUTERS AND TECHNOLOGY (Continued)

CCSD has established and continues to test a well-documented disaster recovery plan 12-20

CCSD has implemented a fast and robust Wide Area Network that has been recognized in national educational publications 12-22

CCSD has created a comprehensive yet user-friendly Web site for the district 12-29

13.0 FOOD SERVICE

The Food Service Department of CCSD does an outstanding job of managing unprecedented systemwide growth while effectively serving the schools and students of Clark County 13-7

The Food Service Department of Clark County School District provides nutritious and interesting alternatives to typical meal programs 13-15

The Clark County School District's stringent nutritional policy places it at the forefront of the national movement to improve the nutritional value of food served at school 13-16

Clark County School District is commended for keeping labor costs low in comparison to revenue and in alignment with industry best practice standards 13-27

LIST OF ALL RECOMMENDATIONS BY CHAPTER

PAGE

3.0 FINANCIAL MANAGEMENT

Recommendation 3-1: Centralize the organizational structure of the district's accounting functions by placing all accounting-related staff positions within the Accounting Department 3-7

Recommendation 3-2: Develop a comprehensive training program and a change management plan for deploying the new ERP system at the schools and within departments 3-10

Recommendation 3-3: Designate a single financial institution for maintaining all student activity funds to maximize their earnings potential 3-13

Recommendation 3-4: Ensure that there are sufficient staff resources throughout the schools, particularly at small high schools and very large middle schools, to handle the banking functions necessary for maintaining custody of student activity funds 3-15

Recommendation 3-5: Expand efforts to monitor construction expenditures by increasing the number of construction audits performed throughout the district 3-20

Recommendation 3-6: Implement an IT audit function within the Internal Audit Department 3-21

Recommendation 3-7: Conduct annual budget "kick-off" sessions for all district administrators responsible for developing and administering a budget 3-33

Recommendation 3-8: Require that the Graphic Arts Reproduction services costs be fully allocated to user departments 3-35

Recommendation 3-9: Create a safety and training function within the Risk Management Department, transferring the safety inspector positions from the Facilities Department 3-41

Recommendation 3-10: Develop cash reconciliation procedures that require that the employee preparing the cash reconciliation reports sign and date the reports when finished; in addition, procedures should require that a supervisor review, sign, and date the reports 3-47

4.0 PURCHASING AND WAREHOUSING

Recommendation 4-1: Ensure that adequate purchasing and warehouse resources are allocated to the SAP planning, implementation, and training phases 4-16

LIST OF ALL RECOMMENDATIONS BY CHAPTER (Continued)

PAGE

4.0 PURCHASING AND WAREHOUSING (Continued)

Recommendation 4-2: Establish communication protocols and feedback between the Purchasing and Warehousing Department and the requestors to resolve problems with purchase requisitions 4-18

Recommendation 4-3: Streamline the bid process by eliminating unnecessary steps in the processing of purchase orders 4-21

Recommendation 4-4: Update the vendor database annually by deleting firms no longer in business, eliminating those firms who are no longer interested in doing business with the district, and making any other corrections or adjustments that are needed 4-22

Recommendation 4-5: Conduct a physical inventory of all FOSS items in the warehouse, and enter these items through an automated inventory system 4-26

Recommendation 4-6: Update items in STOR to reflect current inventory, with correct pricing and listings 4-27

Recommendation 4-7: Review mail and delivery routes on a regular basis to ensure that the most efficient routes are being taken 4-29

Recommendation 4-8: Reorganize the Department of Purchasing 4-30

5.0 FACILITIES MANAGEMENT

Recommendation 5-1: Combine the design functions in the New School and Facility Planning and the Special Projects and Renovation Services departments into one design and engineering function 5-7

Recommendation 5-2: Propose the enactment of state legislation requiring developers to provide land for new schools 5-10

Recommendation 5-3: Institute a formal value engineering process 5-15

Recommendation 5-4: Adhere to the timelines established for fully deploying the comprehensive computerized maintenance management software package 5-22

Recommendation 5-5: Decentralize maintenance services into three locations that correspond to the major geographical zones of the school system 5-23

Recommendation 5-6: Transfer light maintenance duties to custodians to free maintenance staff for preventative maintenance responsibilities and work order completion 5-26

LIST OF ALL RECOMMENDATIONS BY CHAPTER (Continued)

PAGE

5.0 FACILITIES MANAGEMENT (Continued)

Recommendation 5-7: Develop time and task standards for custodial services 5-30

Recommendation 5-8: Increase the number of custodians to a custodian-per-square-foot ratio of one per 25,000 square feet on a graduated basis 5-33

Recommendation 5-9: Include all support facilities in energy conservation plans for the district 5-40

Recommendation 5-10: Implement an incentive program that rewards schools for achieving water conservation results 5-45

Recommendation 5-11: Rewrite the goals for the Water Conservation Plan using the SMART goal format 5-47

6.0 PERSONNEL MANAGEMENT

Recommendation 6-1: Dispose of personnel/employee record documents once those documents are imaged into an electronic personnel record file 6-12

Recommendation 6-2: Review, update, and/or develop job descriptions for each position in the Clark County School District, standardize the format, then systematically review and update all descriptions at least every three years 6-14

Recommendation 6-3: Develop a written recruitment plan, including a mission statement, goals, objectives, budget requirements, a needs assessment, an analysis and evaluation of past efforts, statistical analysis of recruitment efforts, and strategies for future efforts 6-22

Recommendation 6-4: Examine the qualifications and incentives for hiring substitutes to enable CCSD to increase its substitute pool 6-28

Recommendation 6-5: Continue to examine beginning teacher salaries as well as all other teacher salaries in comparison to those of competitor school districts and make adjustments as budget allows 6-38

7.0 DISTRICT ORGANIZATION AND MANAGEMENT

Recommendation 7-1: Reduce personnel attrition rates in the Board of School Trustees' Office 7-14

Recommendation 7-2: Employ a Transcriber/Recorder on a temporary basis to eliminate the backlog of special Board meeting minutes; revise the written minutes format; and take actions to reduce the number of special Board meetings requiring minutes 7-16

LIST OF ALL RECOMMENDATIONS BY CHAPTER (Continued)

PAGE

7.0 DISTRICT ORGANIZATION AND MANAGEMENT (Continued)

Recommendation 7-3: Provide temporary, fire-rated storage for current official records maintained at the Sahara Central Office center and develop a plan to convert all records to a compact, electronic format for safe and compact storage 7-18

Recommendation 7-4: Implement a system of calendar coordination between the Board Office and the Superintendent's Office to minimize conflicting meeting dates and times 7-20

Recommendation 7-5: Assign a prefix of "P" to each policy number code 7-24

Recommendation 7-6: Create a table of contents and subject index for the hardcopy edition of the Policy and Regulations Manual 7-24

Recommendation 7-7: Create a policy provision containing a list of existing procedural manuals, handbooks, and planning documents and, on the Web site, create a series of hot links from the manual to the cited documents or procedures 7-26

Recommendation 7-8: Provide a hardcopy edition of the Board of School Trustees' policy manual to persons who visit the Central Office with policy inquiries, or assist these individuals in searching the Web site 7-28

Recommendation 7-9: Establish and implement a procedure for the Board attorney to review the regular Board meeting agenda prior to publication 7-32

Recommendation 7-10: Restructure the executive organization of CCSD and realign functions 7-37

Recommendation 7-11: Fully implement the guiding elements to provide increased empowerment to the Region Office administrators 7-47

Recommendation 7-12: Develop and implement a district-wide site-based decision-making policy to assist the Central Office, Region Offices, and campuses with the following areas of responsibility: planning, budgeting, curriculum, staffing patterns, staff development, and school organization 7-57

Recommendation 7-13: Structure a Superintendent's Cabinet and reorganize the Executive Cabinet as an Administrative Cabinet under the proposed Deputy Superintendent 7-66

Recommendation 7-14: Develop and implement a district-wide strategic planning process 7-72

Recommendation 7-15: Assist campuses in applying for *No Child Left Behind* Blue Ribbon Schools Program recognition 7-76

LIST OF ALL RECOMMENDATIONS BY CHAPTER (Continued)

PAGE

7.0 DISTRICT ORGANIZATION AND MANAGEMENT (Continued)

Recommendation 7-16: Develop a plan to stabilize school-level administration turnover and provide a career path for assistant principals and deans 7-80

Recommendation 7-17: Through the Region Offices, provide a restructured educational support delivery system model for campuses to access training assistance in order to efficiently meet the needs of campus staff 7-82

8.0 EMPLOYEE BENEFITS

Recommendation 8-1: Create a location on the CCSD Web site where current and prospective employees can review benefits offered by the school district 8-12

9.0 TRANSPORTATION

Recommendation 9-1: Include a review of basic policies and practices during periodic in-service training and set aside space for confidential, private communication between field supervisors and drivers and aides 9-15

Recommendation 9-2: Complete the review of the internal audit report of transportation billings and take the recommended corrective actions to capture all reimbursable costs 9-20

Recommendation 9-3: Appraise the Fleet Manager position to ensure that the duties and responsibilities assigned to the position are being accomplished 9-24

Recommendation 9-4: Continue initiatives to reduce the parts inventory in CCSD and achieve cost savings of $250,000 over the five-year budget cycle 9-27

Recommendation 9-5: Implement a 14-year bus replacement policy 9-33

Recommendation 9-6: Eliminate excess spare buses from the inventory 9-35

Recommendation 9-7: Provide for an expanded professional development experience for Department of Transportation supervisors, to be delivered by the current CCSD supplier 9-39

Recommendation 9-8: The Business Manager should approve an operational definition of the “optimum level” for the “white fleet” to facilitate measurement of progress toward defined goals 9-42

LIST OF ALL RECOMMENDATIONS BY CHAPTER (Continued)

PAGE

9.0 TRANSPORTATION (Continued)

Recommendation 9-9: Ensure that (1) the detailed bus replacement plan advocated in the earlier portion of this chapter is adopted and implemented; (2) the spare bus policy and reduction in the number of spare buses recommended in this chapter are implemented; (3) the Fleet Manager position and program are given a thorough audit inspection in January 2007; and (4) the Board of School Trustees exercises its responsibility and determines if a reimbursement by students is appropriate for field trips 9-47

11.0 EDUCATIONAL SERVICES DELIVERY

Recommendation 11-1: Reconfigure the Pathlore system to allow for PDE course online registration and remove CCSD computer-only access limitation 11-17

Recommendation 11-2: Enhance the current professional development program for experienced administrators to reflect best practices in the training and development of veteran school leaders..... 11-25

Recommendation 11-3: Conduct an analysis of district practices in the areas found to highly correlate with student achievement and devise strategies to address areas that are not being practiced effectively in CCSD..... 11-38

Recommendation 11-4: Identify the key issues related to students' failure to attain a high school diploma and address them through a strategic plan of graduation enhancement 11-44

Recommendation 11-5: Reorganize the Student Support Services Division and the Education Services Division to create greater efficiency of fiscal resources, oversight, and program implementation 11-54

Recommendation 11-6: Link TeachFirst staff development to effective instruction and student performance..... 11-62

Recommendation 11-7: Conduct a comprehensive review of evaluation procedures and special education service delivery for students with autism..... 11-69

Recommendation 11-8: Continue to refine and expand systemic approaches to inclusive education for students with disabilities 11-75

Recommendation 11-9: Implement research-based alternatives rather than traditional special education referral practices..... 11-82

LIST OF ALL RECOMMENDATIONS BY CHAPTER (Continued)

PAGE

11.0 EDUCATIONAL SERVICES DELIVERY (Continued)

Recommendation 11-10: Develop a data-driven action plan to align alternative education programs to ensure that the critical components for instruction are provided to improve the overall success of students who have committed severe behavior infractions or lost eligibility for enrollment in the comprehensive or non-traditional school 11-84

12.0 COMPUTERS AND TECHNOLOGY

Recommendation 12-1: Move all help desk operations to one central location and cross-train staff on all applications 12-9

Recommendation 12-2: Establish self-service help desk operations by maximizing technology with the recently purchased software 12-11

Recommendation 12-3: Analyze the total technology-related budget in order to make benchmark comparisons 12-13

Recommendation 12-4: Incorporate in the CCSD Technology Plan timelines, financial resources, and staff positions assigned responsibility for elements of the plan 12-16

Recommendation 12-5: Incorporate a detailed training plan into any future technology-related system conversions or implementations 12-18

Recommendation 12-6: Replace the air conditioning in the head-end room at Fremont Middle School and continuously check all head-end rooms for proper temperature and cleanliness 12-23

Recommendation 12-7: Review each stand-alone application along with current business processes to ensure the new ERP system can automate the majority, if not all, of these stand-alone systems while verifying that ongoing processes are streamlined for optimum efficiencies and staff productivity 12-25

Recommendation 12-8: Set purchasing authorization thresholds in accordance to hierarchical needs for all staff 12-26

Recommendation 12-9: Discontinue use of the GroupWise e-mail system 12-27

Recommendation 12-10: Test school computers periodically to ensure filters are working properly 12-30

LIST OF ALL RECOMMENDATIONS BY CHAPTER (Continued)

PAGE

13.0 FOOD SERVICE

Recommendation 13-1: Implement a customer satisfaction survey to determine the reasons behind the low levels of CCSD satisfaction regarding food service 13-9

Recommendation 13-2: Implement departmental changes based on needs identified in the customer satisfaction survey 13-14

Recommendation 13-3: Implement an annual report card on the Food Service Department of Clark County School District 13-16

Recommendation 13-4: Develop a comprehensive board policy for all major food service areas of responsibility 13-19

Recommendation 13-5: Reduce food costs to an appropriate percentage of revenue 13-25

Recommendation 13-6: Require all school-based cafeteria programs to maintain financial sustainability for food services operations 13-27

Recommendation 13-7: Pursue the utilization of cashless vending machines to dispense reimbursable meals 13-29

LIST OF EXHIBITS BY CHAPTER

PAGE

EXECUTIVE SUMMARY

Exhibit 1: Overview of the work Plan for the Financial Management Review for the Clark County School District i

Exhibit 2: Timeline for the Financial Management Review for the Clark County School District iv

Exhibit 3: Overview Key Audits in Clark County Public Schools February 1, 2006 vi

Exhibit 4: Summary of Annual Costs and Savings xviii

1.0 BACKGROUND AND SUMMARY OF SURVEY RESULTS

Exhibit 1-1: Overview of the work Plan for the Financial Management Review for the Clark County School District 1-3

Exhibit 1-2: Timeline for the Financial Management Review of Clark County School District 1-4

Exhibit 1-3: Oversight Committee Members 1-5

Exhibit 1-4: Comparison Survey Responses within Clark County School District – Part A 1-9

Exhibit 1-5: Comparison Survey Responses within Clark County School District – Part B 1-10

Exhibit 1-6: Comparison Survey Responses within Clark County School District – Part C 1-11

Exhibit 1-7: Comparison Survey Responses within Clark County School District – Part D 1-13

Exhibit 1-8: Comparison Survey Responses within Clark County School District – Part E 1-14

Exhibit 1-9: Comparison Survey Responses within Clark County School District – Part F 1-15

Exhibit 1-10: Comparison Survey Responses within Clark County School District – Part G 1-17

Exhibit 1-11: Comparison Survey Responses within Clark County School District – Part H 1-18

Exhibit 1-12: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts – Part A 1-22

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

1.0 BACKGROUND AND SUMMARY OF SURVEY RESULTS (Continued)

Exhibit 1-13: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts – Part B 1-23

Exhibit 1-14: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts – Part C 1-25

Exhibit 1-15: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts – Part D 1-26

Exhibit 1-16: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts – Part E 1-27

Exhibit 1-17: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts – Part F 1-28

Exhibit 1-18: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts – Part G 1-29

Exhibit 1-19: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts – Part A 1-30

Exhibit 1-20: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts – Part B 1-32

Exhibit 1-21: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts – Part C 1-33

Exhibit 1-22: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts – Part D 1-34

Exhibit 1-23: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts – Part E 1-35

Exhibit 1-24: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts – Part F 1-36

Exhibit 1-25: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts – Part G 1-37

Exhibit 1-26: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts – Part A 1-39

Exhibit 1-27: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts – Part B 1-40

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

1.0 BACKGROUND AND SUMMARY OF SURVEY RESULTS (Continued)

Exhibit 1-28: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts – Part C 1-41

Exhibit 1-29: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts – Part D 1-42

Exhibit 1-30: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts – Part E 1-43

Exhibit 1-31: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts – Part F 1-44

Exhibit 1-32: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts – Part G 1-45

2.0 COMPARISON OF CLARK COUNTY SCHOOL DISTRICT WITH OTHER SCHOOL DISTRICTS

Exhibit 2-1: Overview of Peer School Districts 2003-04 School Year 2-2

Exhibit 2-2: Student Demographics 2003-04 through 2004-05 School Year 2-3

Exhibit 2-3: Teacher Staffing Levels 2003-04 through 2004-05 School Year 2-3

Exhibit 2-4: Instructional Aides in Comparison School Districts 2003-04 School Year 2-4

Exhibit 2-5: Guidance Counselors in Comparison School Districts 2003-04 School Year 2-5

Exhibit 2-6: Central Office Administrators per 1,000 Students 2003-04 School Year 2-6

Exhibit 2-7: School Administrators per 1,000 Students 2003-04 School Year 2-6

Exhibit 2-8: School Administrative Support Staff per 1,000 Students 2003-04 School Year 2-7

Exhibit 2-9: District Staffing Percentages 2003-04 School Year 2-8

Exhibit 2-10: Total Revenue of Comparison School Districts 2002-03 Fiscal Data 2-8

Exhibit 2-11: Revenues by Source 2002-03 Fiscal Data 2-9

Exhibit 2-12: Selected Capital and Operating Per Pupil Expenditures 2002-03 Fiscal Data 2-10

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

3.0 FINANCIAL MANAGEMENT

Exhibit 3-1: Projected Fiscal Impact for Chapter 3.0 3-4

Exhibit 3-2: Organizational Structure of the Business and Finance Services Division 3-5

Exhibit 3-3: Summary of Bank Accounts for School Activity Funds as of June 30, 2005 3-13

Exhibit 3-4: Planned Distribution of Internal Audit Resources Fiscal Year 2005-06 3-17

Exhibit 3-5: Examples of Audits Conducted By the Internal Audit Department Fiscal Years 2000-01 through 2005-06 3-18

Exhibit 3-6: Clark County School District Annual Budget Calendar 3-24

Exhibit 3-7: Clark County School District Budgetary Fund Types 3-25

Exhibit 3-8: Clark County School District General Revenue Sources 2004-05 3-26

Exhibit 3-9: Clark County School District General Fund Expenditures 2004-05 3-26

Exhibit 3-10: Clark County School District Enrollment Trends as Compared to Number of Schools 1996 through 2005 3-27

Exhibit 3-11: Clark County School District per Pupil State Funding 1986 through 2006 3-27

Exhibit 3-12: Clark County School District Percentage of Revenues by Source – Comparison with Peers 2003-04 School Year 3-28

Exhibit 3-13: Clark County School District Property Values and Rates Compared To Peers 3-30

Exhibit 3-14: Clark County School District Risk Management Department 3-37

Exhibit 3-15: Clark County School District Risk Management Internal Service Fund 2004-05 School Year 3-38

Exhibit 3-16: Clark County School District Risk Management Claims Liabilities 2004 and 2005 School Years 3-38

Exhibit 3-17: Clark County School District Number, Amount, and Largest Incurred Losses of Workers' Compensation Claims, 2001-05 3-40

Exhibit 3-18: Clark County School District Summary of Debt Service June 30, 2005 3-42

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

3.0 FINANCIAL MANAGEMENT (Continued)

Exhibit 3-19: Clark County School District Combined Pooled Cash and Investment June 30, 2005 3-42

Exhibit 3-20: Clark County School District Fair Market Values of Investments June 30, 2005 3-43

Exhibit 3-21: Clark County School District Bank Accounts 3-44

Exhibit 3-22: Clark County School District General Fund Balance 1996 through 2005 ($ In Thousands) 3-44

Exhibit 3-23: Clark County School District Fund Balance as Percentage of Operating Revenue 3-47

4.0 PURCHASING AND WAREHOUSING

Exhibit 4-1: Organizational Structure of Purchasing and Warehousing Department Clark County School District 2005-06 4-3

Exhibit 4-2: Organizational Structure of the Purchasing Function 2005-06 4-5

Exhibit 4-3: Organizational Structure of Purchasing Unit Co-Located With Transportation/Food Services 2005-06 4-7

Exhibit 4-3: Organizational Structure of Purchasing Unit Co-Located With Maintenance 2005-06 4-8

Exhibit 4-5: Organizational Structure of Contracts Unit 2005-06 4-10

Exhibit 4-6: Clark County School District Purchasing and Warehousing Department Purchasing Dollar Values and Procedures 4-11

Exhibit 4-7: Purchasing and Warehousing Department Purchase Requisitions Processed 4-12

Exhibit 4-8: Summary of Projected Costs and Savings 4-13

Exhibit 4-9: Clark County School District Purchase Order Process 4-15

Exhibit 4-10: Requisition/Purchase Order Processing Time for Randomly Sampled Items April 2006 4-18

Exhibit 4-11: Clark County School District Bids/RFPs Processed for the 2003, 2004, and 2005 Fiscal Years 4-20

Exhibit 4-12: Elapsed Time for Bid Process Clark County School District 2005-06 4-21

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

4.0 PURCHASING AND WAREHOUSING (Continued)

Exhibit 4-13: Clark County School District Purchasing and Warehousing Department Surplus Warehouse/Transportation Section Organizational Structure 4-25

Exhibit 4-14: CCSD Warehouse Activities April 2005 – March 2006..... 4-29

Exhibit 4-15: Proposed Organization Department of Purchasing and Warehousing 4-31

5.0 FACILITIES MANAGEMENT

Exhibit 5-1: Organizational Structure of the Facilities Division 5-4

Exhibit 5-2: Projected Fiscal Impact for Chapter 5 5-6

Exhibit 5-3: Enrollment Projections 2007–18 5-9

Exhibit 5-4: New School Projections 2007–18 5-10

Exhibit 5-5: Enrollment Projections 2001–06 School Years 5-12

Exhibit 5-6: MGT Survey Results 2006 5-13

Exhibit 5-7: 1998 Bond Fund Change Order Data April 2006 5-15

Exhibit 5-8: Summary of Audit Log April 2006..... 5-16

Exhibit 5-9: Maintenance Budgets 2003-2006 School Years 5-18

Exhibit 5-10: Maintenance Department Office Staff Positions 2005-06 School Year..... 5-18

Exhibit 5-11: Shop Staff Positions 2005-06 School Year 5-19

Exhibit 5-12: Work Order Requests 2003-04/2004-05 5-24

Exhibit 5-13: Work Order Requests Not Responded Vs. Closed March 2005 – March 2006 5-25

Exhibit 5-14: Custodial Supply Budgets 2005-06 School Year..... 5-28

Exhibit 5-15: Comparison Survey Responses of Clark County School District Administrators and Administrators in Other School Districts..... 5-28

Exhibit 5-16: Survey Responses of Clark County School District Employees..... 5-29

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

5.0 FACILITIES MANAGEMENT (Continued)

Exhibit 5-17: Summary of Custodial Statistics 2003- 2006 School Years 5-31

Exhibit 5-18: Square-Foot-To-Staff Ratio 5-32

Exhibit 5-19: Cost Summary by Energy Type 2006 5-36

Exhibit 5-20: Electricity Cost Avoidance Eight-Year History 5-36

Exhibit 5-21: Electricity Cost Avoidance Eight-Year History with Rebate 5-37

Exhibit 5-22: Natural Gas Consumption 2001-02 and 2004-05 5-38

Exhibit 5-23: Water Consumption Costs 2002-05 School Years 5-42

Exhibit 5-24: Water Consumption Increases/Decreases 1990-2005 School Years 5-42

Exhibit 5-25: Turf Removal Projects 2005 5-43

6.0 PERSONNEL MANAGEMENT

Exhibit 6-1: Clark County School District Human Resources Division Organizational Chart June 2006 6-4

Exhibit 6-2: Sample of Procedures 6-8

Exhibit 6-3: Elements of an Effective Job Description 6-14

Exhibit 6-4: Clark County School District Employees 2005-06 6-16

Exhibit 6-5: Number of Teachers Hired 2003-04, 2004-05, 2005-06 School Years 6-18

Exhibit 6-6: Overview Recruitment Activities 2005-06 School Year 6-18

Exhibit 6-7: Incentives and Programs for New Teachers 6-19

Exhibit 6-8: Overview Of Reasons Teachers Leave Clark County School District 6-24

Exhibit 6-9: Teacher Turnover 2002-05 6-24

Exhibit 6-10: Number of Substitute Applications Number of Substitutes Hired 6-26

Exhibit 6-11: Clark County School District Teacher Absences 6-27

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

6.0 PERSONNEL MANAGEMENT

Exhibit 6-12: Teacher Absences Positions Filled By Substitutes April 24 and April 25, 2006 6-27

Exhibit 6-13: Personal Illness and Leave 2004-05 School Year 6-31

Exhibit 6-14: Clark County School District Administrator Monthly Salaries 2005-06 School Year 6-33

Exhibit 6-15: Clark County School District Support Staff Hourly Wage 2005-06 School Year 6-34

Exhibit 6-16: Clark County School District Teacher Salary Schedule 2005-06 School Year 6-35

Exhibit 6-17: Beginning Teacher Salaries of Clark County School District and Peer School Districts 2005-06 6-36

Exhibit 6-18: Survey Responses within Clark County School District April 2006 6-38

Exhibit 6-19: Beginning Teacher Salaries of Clark County School District and Other School Districts 2005-06 School Year 6-39

7.0 DISTRICT ORGANIZATION AND MANAGEMENT

Exhibit 7-1: Summary of Projected Costs and Savings 7-4

Exhibit 7-2: Comparison Survey Responses within Clark County School District 7-7

Exhibit 7-3: Comparison Survey Responses Clark County School District Teachers and Teachers in Other School Districts 7-7

Exhibit 7-4: Comparison Survey Responses Clark County School District Principals and Principals in Other School Districts 7-8

Exhibit 7-5: Clark County Board of School Trustees April 2006 7-10

Exhibit 7-6: Committees and Time Commitments 7-11

Exhibit 7-7: Organization of Policy and Regulations Manual 7-22

Exhibit 7-8: Revision Status of CCSD Policies and Regulations, April 2006 7-23

Exhibit 7-9: Sample List of Procedural, Operational, Planning, and Other Documents 7-27

Exhibit 7-10: District In-House Legal Services April 2006 7-30

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

7.0 DISTRICT ORGANIZATION AND MANAGEMENT (Continued)

Exhibit 7-11: Cost of Legal Services Fiscal Years 2003-05 7-31

Exhibit 7-12: Clark County Public Schools per Student Legal Expenses Fiscal Years 2003-05 7-31

Exhibit 7-13: Current Executive Organization April 2006 7-34

Exhibit 7-14: Current Functions Chart April 2006 7-38

Exhibit 7-15: Proposed Executive Organization 7-40

Exhibit 7-16: Proposed Functions Chart 7-41

Exhibit 7-17: Summary of Recommended Position Assignments/ Classifications and Rationale 7-42

Exhibit 7-18: Summary of Recommended Position Assignments/ Classifications Savings and (Costs) 7-44

Exhibit 7-19: Computation of Total Salaries 7-45

Exhibit 7-20: Region Operating Guidelines 7-48

Exhibit 7-21: Skills Required to Fulfill the Role of Empowerer 7-52

Exhibit 7-22: Summary of Recommended Position Modifications and Rationale 7-54

Exhibit 7-23: Comparison Survey Responses within Clark County School District – Part B 7-57

Exhibit 7-24: Comparison Survey Responses within Clark County School District – Part F 7-57

Exhibit 7-25: Sample Policy Site-Based Decision-Making 7-59

Exhibit 7-26: Staff Members Supervised By the Superintendent and Members of the Executive Cabinet 7-65

Exhibit 7-27: Current Executive Cabinet Additional Staff Members 7-65

Exhibit 7-28: Proposed Staff Reporting To the Superintendent 7-66

Exhibit 7-29: Paint a Clear Target – Five Key Questions 7-66

Exhibit 7-30: Proposed Staff Reporting To the Deputy Superintendent 7-67

Exhibit 7-31: Proposed Administrative Cabinet 7-67

Exhibit 7-32: Strategic Planning Models 7-71

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

7.0 DISTRICT ORGANIZATION AND MANAGEMENT (Continued)

Exhibit 7-33: Comparison Survey Responses within Clark County School District 7-71

Exhibit 7-34: Smart Goals..... 7-72

Exhibit 7-35: No Child Left Behind Blue Ribbon Schools Criteria..... 7-77

Exhibit 7-36: School-Level Administrators with Three Years or Less Experience May 2004 7-79

Exhibit 7-37: NCLB Adequate Yearly Progress Designations Clark County School District Data 2005-2006..... 7-82

8.0 EMPLOYEE BENEFITS

Exhibit 8-1: Contribution Rates for Health Coverage for Administrative, Support Staff and School Police Clark County School District 2005-06 School Year..... 8-3

Exhibit 8-2: Contribution Rates for Health Coverage for Licensed Employees Clark County School District 2005-06..... 8-4

Exhibit 8-3: Health Plan Options for Certified Personnel 2005-06 School Year..... 8-6

Exhibit 8-4: Covered and Non-Covered Prescription Drugs Under the Diamond and Platinum Health Care Plans Clark County School District 2005-06 School Year..... 8-7

Exhibit 8-5: Dental Services Covered Under the Diamond and Platinum Health Care Plans Clark County School District 2005-06 School Year..... 8-8

Exhibit 8-6: Early Retirement Buyout Table Clark County School District 2005-06 School Year..... 8-15

9.0 TRANSPORTATION

Exhibit 9-1: Transportation Comparison Survey Responses Clark County School District April 2006..... 9-3

Exhibit 9-2: Clark County School District Summary of Projected Costs and Savings 9-4

Exhibit 9-3: County and Student Population Peer Comparison Data Clark County School District 2005-06 School Year..... 9-6

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

9.0 TRANSPORTATION (Continued)

Exhibit 9-4: Total Students Transported Daily Clark County School District Peer Comparison Data 2004-05 School Year 9-7

Exhibit 9-5: Total School Bus Fleet Clark County School District Peer Comparison Data 2004-05 School Year 9-7

Exhibit 9-6: Bus Routes and Year Change Plus (+) Or Minus (-) Peer Comparison Data Clark County School District 2003-05 School Years..... 9-8

Exhibit 9-7: County and Student Population Greater Metropolitan Clark County 1970-2020 9-8

Exhibit 9-8: Total Number of Schools Receiving Student Transportation Services Clark County School District 2001-06 School Years 9-9

Exhibit 9-9: Regular and Special Education Students Transported Clark County School District Compared to Peer School Districts 2004-05 School Year..... 9-9

Exhibit 9-10: Students Transported and Buses Used Clark County School District Compared to Top Five School Districts in the Nation 2004 School Year 9-11

Exhibit 9-11: Students Bus Routes Over a Five-Year Period Clark County School District Compared to Top-Tiered School Districts in the Nation 1999 To 2004 School Years..... 9-11

Exhibit 9-12: Bus Route Changes Clark County School District Compared to Top-Tiered School Districts in the Nation 2003 and 2004 School Years 9-12

Exhibit 9-13: Students Transported Over a Five-Year Period Clark County School District Compared to Top-Tiered School Districts in the Nation 1999-2004 School Years 9-12

Exhibit 9-14: Clark County School District Department of Transportation Organizational Chart 2005-06 School Year 9-13

Exhibit 9-15: Clark County School District Department of Transportation Training Class Results 2003-06 School Years..... 9-17

Exhibit 9-16: Transportation Maintenance Budget Clark County School District 2001-06 9-21

Exhibit 9-17: Organizational Structure Regional Centers Clark County School District 2005-06 School Year 9-22

Exhibit 9-18: School Bus Distribution at Regional Centers Clark County School District 2005-06 School Year 9-22

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

9.0 TRANSPORTATION (Continued)

Exhibit 9-19: Maintenance Audits Clark County School District 2005-06 School Year 9-23

Exhibit 9-20: Fleet Management Indicators Clark County School District 2005-06 School Year 9-30

Exhibit 9-21: Vehicle Replacement Acquisition Concerns Clark County School District 2006 School Year 9-31

Exhibit 9-22: Vehicle Replacements/Purchases Clark County School District 1976-2006 9-32

Exhibit 9-23: Bus Routes and Students Transported Clark County School District 2001-06 9-37

Exhibit 9-24: Accident/Incident Statistics CCSD Department of Transportation 2003-04 and 2004-05 9-40

Exhibit 9-25: Transportation Audit Reviews Update Clark County School District 2006 School Year 9-44

10.0 COMMUNITY SURVEY

Exhibit 10-1: Clark County Community Survey Participants with Children Attending Clark County Public Schools 10-3

Exhibit 10-2: Clark County Community Survey Age of Participants 10-4

Exhibit 10-3: Clark County Community Survey Annual Household Income 10-4

Exhibit 10-4: Clark County Community Highest Level of Education Completed 10-5

Exhibit 10-5: Clark County Community Survey Opinions on Local Education Funding 10-7

Exhibit 10-6: Clark County Community Survey Efficient Operation of the School District 10-8

Exhibit 10-7: Clark County Community Survey Demographic Information Comparison of Regional and Overall Data 10-10

Exhibit 10-8: Clark County Community Survey Opinions on Local Funding Comparison of Results by Region and Overall 10-12

Exhibit 10-9: Clark County Community Survey Efficient Operation of the School District Comparison of Results by Region and Overall 10-14

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

10.0 COMMUNITY SURVEY (Continued)

Exhibit 10-10: Clark County Community Survey Residence of Parents and Non-Parents by Region 10-15

Exhibit 10-11: Clark County Community Survey Age of Survey Respondents with Children in CCSD (Parents) and Without Children in CCSD (Non-Parents) 10-16

Exhibit 10-12: Clark County Community Survey Annual Household Income of Survey Respondents with Children in CCSD (Parents) and Without Children in CCSD (Non-Parents) 10-16

Exhibit 10-13: Clark County Community Survey Highest Level of Education of Survey Respondents with Children in CCSD (Parents) and Without Children in CCSD (Non-Parents) 10-17

Exhibit 10-14: Clark County Community Survey Opinions on Local Education Funding Comparison of Respondents with Children in CCSD (Parents) and Respondents Without Children in CCSD (Non-Parents) 10-18

Exhibit 10-15: Clark County Community Survey Efficient Operation of the School District Comparison of Respondents with Children in CCSD (Parents) and Respondents Without Children in CCSD (Non-Parents) 10-21

11.0 EDUCATIONAL SERVICES DELIVERY

Exhibit 11-1: Organizational Chart for the Curriculum and Professional Development Division Clark County School District 2005-06 School Year 11-5

Exhibit 11-2: MGT Survey Results Quality of School District Functions 11-7

Exhibit 11-3: Comparison Survey Responses Clark County School District Administrators and Administrators in Other School Districts 11-7

Exhibit 11-4: Comparison Survey Responses within Clark County School District 11-8

Exhibit 11-5: Teaching and Working Conditions Survey Results Clark County School District 11-9

Exhibit 11-6: Projected Fiscal Impact for Chapter 11.0 11-11

Exhibit 11-7: Clark County School District Divisions, Regions, and Departments Offering Professional Development 11-14

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

11.0 EDUCATIONAL SERVICES DELIVERY (Continued)

Exhibit 11-8: Approved Professional Development Education Courses Clark County School District 2005-06 School Year 11-14

Exhibit 11-9: Professional Development Education Participation Information for Course Registration 2005-06 School Year 11-15

Exhibit 11-10: Comparison of On-Line Registration Systems for Clark County and Peer School Districts 11-17

Exhibit 11-11: Arkansas Education Service Cooperative On-Line Registration System Homepage 11-17

Exhibit 11-12: Racial/Ethnic Distribution of Students Clark County School District 2005-06 School Year 11-28

Exhibit 11-13: Percentage of Other Student Populations Clark County School District 2005-06 School Year 11-29

Exhibit 11-14: Percentage of Other Student Populations Clark County School District 2004-05 School Year 11-30

Exhibit 11-15: Student Proficiency Rates on State Math and Reading Exams Grade 3 Clark County School District 2004-05 School Year 11-31

Exhibit 11-16: Student Proficiency Rates on State Math and Reading Exams Grade 5 Clark County School District 2004-05 School Year 11-32

Exhibit 11-17: Student Proficiency Rates on State Math and Reading Exams Grade 8 Clark County School District 2004-05 School Year 11-33

Exhibit 11-18: Nevada High School Proficiency Exam Grade 10 Clark County School District 2004-05 School Year 11-34

Exhibit 11-19: Nevada High School Proficiency Exam Grade 11 Clark County School District 2004-05 School Year 11-35

Exhibit 11-20: Comparison of Student Performance on Criterion Referenced State Reading Tests 2004-05 School Year 11-36

Exhibit 11-21: Comparison of Student Performance on Criterion Referenced State Math Tests 2004-05 School Year 11-36

Exhibit 11-22: Four-Year Change in Proficiency Level Clark County School District Student Subgroups 2002 through 2005 School Years 11-37

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

11.0 EDUCATIONAL SERVICES DELIVERY (Continued)

Exhibit 11-23: Clark County Schools Recognized for Outstanding Achievement 2005-06 School Year 11-41

Exhibit 11-24: District Comparisons of Graduation Rates 2004-05 School Year 11-42

Exhibit 11-25: Dropout Prevention/Graduation Enhancement Programs Clark County School District 11-43

Exhibit 11-26: Clark County School District Student Support Services Division Organizational Structure 2005-06 School Year 11-52

Exhibit 11-27: Clark County School District Organizational Chart 2005-06 School Year 11-56

Exhibit 11-28: Clark County School District Annual Growth of the English Language Learner Program 1998-99 to 2005-06 11-59

Exhibit 11-29: Clark County School District English Language Learner Program Effective Language Learner Practices Sheltered Practices 11-61

Exhibit 11-30: Clark County School District Student Support Services Division Compliance and Monitoring Department Summary of Due Process Hearing 2002-03, 2003-04, and 2004-05 School Years 11-65

Exhibit 11-31: Clark County School District Student Support Services Division Compliance and Monitoring Department Summary of State Complaints 2002-03, 2003-04, and 2004-05 School Years 11-66

Exhibit 11-32: Clark County School District Student Support Services Division Compliance and Monitoring Department Summary of Section 504 Complaints 2002-03, 2003-04, and 2004-05 School Years 11-66

Exhibit 11-33: Clark County School District Student Support Services Division Compliance and Monitoring Department Summary of Office of Civil Rights Complaints 2002-03, 2003-04, and 2004-05 School Years 11-67

Exhibit 11-34: Clark County School District Student Support Services Division Compliance and Monitoring Department Summary of Aversive Interventions/Restraints Incident Reports 2002-03, 2003-04, and 2004-05 School Years 11-68

Exhibit 11-35: Clark County School District Student Support Services Division Inclusive Practices Data-Driven Action Plan 2004-05 Outcomes 11-69

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

11.0 EDUCATIONAL SERVICES DELIVERY (Continued)

Exhibit 11-36: Clark County School District Student Support Services Division Inclusive School Program First Interim Assessment – Reading 2004-05 School Year 11-74

Exhibit 11-37: Clark County School District Student Support Services Division Inclusive School Program First Interim Assessment – Writing 2004-05 School Year 11-75

Exhibit 11-38: Clark County School District Student Support Services Division Inclusive School Program First Interim Assessment – Math 2004-05 School Year 11-76

Exhibit 11-39: Nevada High School Dropout Rates Overall by Grade for All Students and All CTE Students 2002-03 School Year 11-88

Exhibit 11-40: Clark County School District Career and Technical Education Department Carl Perkins Data Collect and Evaluation 2002-03 and 2003-04 School Years 11-89

Exhibit 11-41: Clark County School District Career and Technical Education Department Career and Technical Student Organizations Student Participation Data 2001-02 through 2004-05 School Years 11-89

Exhibit 11-42: Clark County School District Career and Technical Education Department Partnerships, Collaborations, Outreach Programs and Scholarship Donors 2005-06 School Year 11-90

Exhibit 11-43: Clark County School District Student Participation in Leadership and Citizenship Activities 2004-05 School Year 11-96

Exhibit 11-44: Clark County School District Student Participation in Leadership and Citizenship Activities 2004-05 School Year 11-97

Exhibit 11-45: Clark County School District Career and Technical Education Extracurricular Activities 2001-02 through 2004-05 School Years 11-97

Exhibit 11-46: Clark County School District Safe and Drug Free Schools Exemplary Programs 2005-06 School Year 11-98

Exhibit 11-47: Clark County School Districts Student Activities Exemplary Practices and Educational Programs 2004-05 School Year 11-99

Exhibit 11-48: Clark County School District Fine and Performing Arts Middle School Student Participation 2001-02 through 2004-05 School Years 11-102

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

11.0 EDUCATIONAL SERVICES DELIVERY (Continued)

Exhibit 11-49: Clark County School District High School Fine and Performing Arts Student Participation 2001-02 through 2004-05 School Years 11-103

Exhibit 11-50: Clark County School District Fine and Performing Arts Secondary Music Events 2001-02 through 2004-05 School Years 11-104

Exhibit 11-51: Clark County School District Elementary Fine and Performing Arts Exemplary Practices and Educational Programs 2005-06 School Year 11-105

Exhibit 11-52: Clark County School District Guidance and Counseling Department Growth of Enrollment in Advanced Placement Courses 1999-2000 through 2003-04 School Years 11-110

12.0 COMPUTERS AND TECHNOLOGY

Exhibit 12-1: Clark County School District Summary of Projected Costs and Savings 12-3

Exhibit 12-2: Clark County School District School Climate Technology-Related Survey Results 12-4

Exhibit 12-3: Clark County School District Technology-Related Survey Results 2006 School Year 12-6

Exhibit 12-4: Clark County School District Current Technology Department Organizational Structure 12-8

Exhibit 12-5: Clark County School District Three-Year Budget for Technology Department 12-13

Exhibit 12-6: Clark County School District Technology Plan Advisory Team 12-15

Exhibit 12-7: Clark County School District Technology-Related Goals 12-16

Exhibit 12-8: Clark County School District Technology Standards Committee Members 12-19

Exhibit 12-9: Clark County School District Wide Area Network Configuration 12-21

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

13.0 FOOD SERVICE

Exhibit 13-1: Clark County School District Summary of Projected Costs and Savings 13-3

Exhibit 13-2: Overview of Peer School Districts 2003-04 School Year 13-4

Exhibit 13-3: Clark County School District Food Service Organizational Chart 2005-06 School Year 13-5

Exhibit 13-4: Food Service Comparison Survey Responses of Administrators, Principals, and Teachers 13-7

Exhibit 13-5: Food Service Comparison Survey Responses of Administrators, Principals, and Teachers Satisfaction Survey 13-8

Exhibit 13-6: Food Service Comparison Survey Responses of Administrators, Principals, and Teachers Satisfaction Survey 13-8

Exhibit 13-7: Food Service Comparison Survey Responses of Administrators, Principals, and Teachers Food Quality 13-9

Exhibit 13-8: Food Service Comparison Survey Responses of Administrators, Principals, and Teachers Food Quality 13-9

Exhibit 13-9: NFSMI High School Foodservice Survey Factors and Questions 13-12

Exhibit 13-10: NFSMI High School Foodservice Survey Sample Graphs 13-13

Exhibit 13-11: Potential Food Service Effectiveness Indicators 13-17

Exhibit 13-12: Clark County Board of School Trustees Food Service Policies 13-19

Exhibit 13-13: Sample Food Service Policy 13-21

Exhibit 13-14: Clark County School District Expenditure and Revenue Analysis 2003-04 and 2004-05 School Years 13-24

Exhibit 13-15: Clark County School District Food Costs 2003-04 and 2004-05 School Years 13-24

Exhibit 13-16: Clark County School District Labor Costs 2003-04 and 2004-05 School Years 13-26

Exhibit 13-17: Value Analysis for Cashless Vending 13-31

LIST OF EXHIBITS BY CHAPTER (Continued)

PAGE

14.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Exhibit 14-1: Summary of Annual Savings and Costs 14-1

Exhibit 14-2: Chapter-By-Chapter Summary of Potential Savings (Costs)..... 14-3

Exhibit 14-3: Chapter Detail of Potential Savings (Costs) 14-4

Exhibit 14-4: Summary of Potential Operating Fund Savings (Costs)..... 14-7

Exhibit 14-5: Summary of Potential Capital Fund Savings (Costs) 14-10

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

In January 2006, the Nevada Legislative Counsel Bureau contracted with MGT of America, Inc., to conduct a Financial Management Review of the Clark County School District (CCSD). The review focused on the financial, organizational, and operational effectiveness of CCSD. **Exhibit 1** presents an overview of MGT's work plan, and **Exhibit 2** provides the timeline for the project activities.

An oversight committee was formed based on AB580 to assist the Nevada State Board of Education in monitoring the performance of this Financial Management Review.

Requirements of this review included the evaluation of Financial Management Principles per AB580, section 32-1 and areas specified in AB580, section 32-2. Required areas covered by this report are financial management, facilities management, personnel management, district organization, employee and retiree health plans, transportation, community needs, and the effective delivery of educational services and programs. MGT also reviewed both food services and computers and technology for the district.

As part of this review, MGT formulated recommendations that could pertain to legislative or state policy actions. Findings and recommendations related to statewide initiatives have been clearly stated within the report.

Methodology

The methodology MGT used to prepare for and conduct the Clark County School District Financial Management Review:

- followed a common set of audit guidelines tailored specifically to CCSD;
- was based upon a very detailed work plan and time schedule;
- took into account the specific student body involved and the unique demographic environment within which the school district operates;
- obtained a significant amount of input from parents, community and business leaders, the general public, board members, administrators, teachers, and staff;
- obtained data from previously conducted studies/audits;
- included comparisons with similar school districts to provide a reference point;
- identified the existence, appropriateness, and use of specific performance objectives;
- included all district and school operations;

- analyzed the relationship and cooperation between the administration and school reform committee as well as among members;
- included analyses of the efficiency of work practices;
- identified the level and effectiveness of externally imposed work tasks and procedures;
- identified exemplary programs and practices as well as needed improvements;
- documented all findings and presented straightforward and practical recommendations for improvements, qualifying the cost savings and cost impacts, and including Corrective Action Plans and timelines; and
- was conducted by professionals who not only had relevant experience as consultants, but also understand the areas they were reviewing from an insider's standpoint.

With this in mind, we adopted a methodology that involved a focused use of the Nevada Financial Management Principles and MGT's Audit Guidelines following an analysis of both existing data and new information obtained through various means of employee input. Each of the strategies we used is described below.

Review of Existing Data

During the period between project initiation and the beginning of our on-site review, we simultaneously conducted many activities. Among these were the identification and collection of existing reports and data sources that provided us with recent information on the various administrative functions and operations we would review in CCSD.

MGT requested more than 100 documents from CCSD, including the following:

- School board policies and administrative procedures
- Organizational charts
- Program and compliance reports
- Technology plan
- Annual performance reports
- Independent financial audits
- Plans for curriculum and instruction
- Annual budget and expenditure reports
- Job descriptions
- Salary schedules
- Personnel handbooks

The district also provided MGT with results from a self-assessment conducted prior to the on-site review.

Data from each of these sources were analyzed, and the results were used as a starting point for collecting additional information during the on-site visit.

EXHIBIT 1
OVERVIEW OF THE WORK PLAN FOR THE FINANCIAL MANAGEMENT REVIEW FOR THE CLARK COUNTY SCHOOL DISTRICT

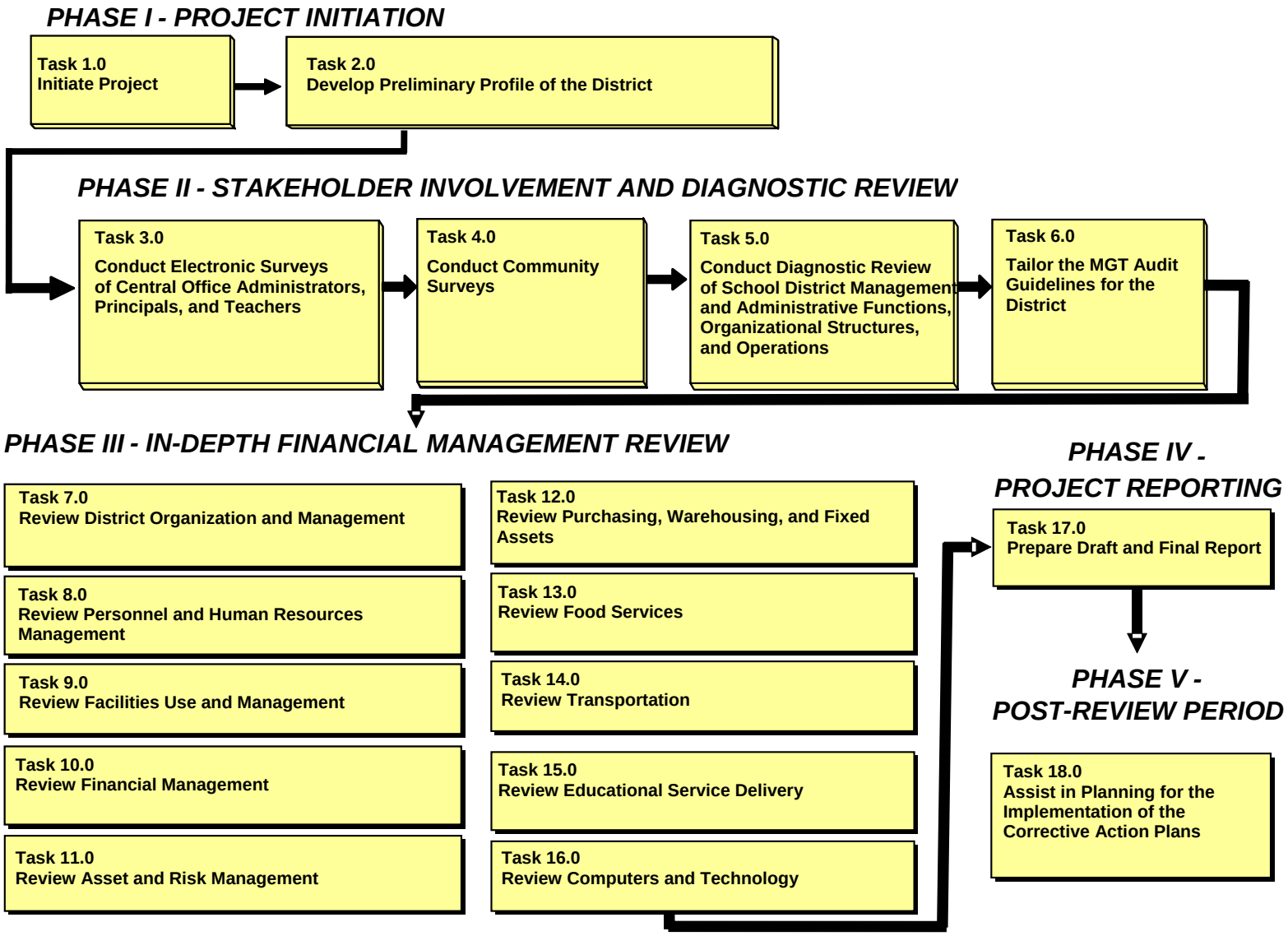


EXHIBIT 2
TIMELINE FOR THE FINANCIAL MANAGEMENT REVIEW OF THE CLARK COUNTY SCHOOL DISTRICT

TIME FRAME	ACTIVITY
February 2006	■ Finalized contract with the Legislative Counsel Bureau. ■ Designed tailor-made, written surveys for Central Office administrators, principals, and teachers.
March 2006	■ Collected and analyzed existing and comparative data available from the school district. ■ Produced profile tables of the Clark County School District.
March 21-24, 2006	■ Visited the Clark County School District. – Conducted diagnostic review. – Collected data. – Interviewed School Board members and County officials. – Interviewed Central Office administrators. – Interviewed business and community leaders.
March 2006	■ Conducted on-line surveys with administrators and teachers.
April 2006	■ Analyzed data and information collected to date.
April 2006	■ Tailored review guidelines and trained MGT team members using findings from the above analyses.
April 24-28, 2006	■ Conducted formal on-site review, including school visits.
April 2006	■ Requested additional data from the school district and analyzed data.
May 2006	■ Prepared Draft Final Report.
July 2006	■ Submitted Draft Final Report.
August 2006	■ Sought district feedback on Draft Final Report.
August 2006	■ Made changes to the Draft Final Report.
September 2006	■ Submitted Final Report.
October 12, 2006	■ Presented report findings to the Board of School Trustees.

Diagnostic Review

During the week of March 21, 2006, three MGT consultants conducted the diagnostic review. They interviewed individuals and representatives of various organizations, including school board members, Central Office administrators, and business/community leaders. MGT also met with members of the media to answer questions pertaining to the methodology used for the review.

Community Surveys

MGT contracted with FGI Research to conduct telephone surveys of the community. MGT solicited and received data from 605 completed surveys, which provides a 95 percent confidence level with a plus or minus four-point spread. Overall, the results reveal that most of the respondents have a favorable opinion of local education funding of CCSD as well as the services provided by the district. Further details are provided in Chapter 10.0 of this report.

Employee Surveys

To secure the involvement of Central Office administrators, principals (including assistant principals), and teachers in the focus and scope of the Financial Management Review, three on-line surveys were prepared and disseminated in March 2006. These anonymous surveys gave district staff the opportunity to express their views about the management and operations of the Clark County School District. The surveys were all similar in format and content to provide a database for determining how the opinions and perceptions of Central Office administrators, principals, and teachers varied.

The response rates for each survey group were good. Sixty-six percent of the Central Office administrators returned a survey, as did 49 percent of principals and five percent of teachers. Overall, the administrators, principals, and teachers in CCSD have a favorable view of the quality of education in the district. All three groups have positive opinions about their work environment and level of job satisfaction. The majority of respondents assign a good or excellent rating to the work of teachers in the district. On many of the survey items, teachers respond less positively than the administrators and principals in CCSD. When compared to their counterparts in other school districts across the country, each group responds similarly.

A detailed summary of the survey results appears in Chapter 1.0 of this report, and copies of the response frequencies may be found in **Appendix A**. Specific survey items pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

Conducting the Formal On-Site Review

A team of 15 consultants conducted the formal on-site review of the Clark County School District during the week of April 24, 2006. During this review, we examined the following CCSD systems and operations:

- District Organization and Management
- Personnel Management and Employee Health Benefits
- Financial Management
- Purchasing, Warehousing, and Fixed Assets
- Educational Service Delivery
- Facilities Use and Management
- Transportation
- Computers and Technology
- Food Services

Prior to the on-site review, each team member was provided with extensive information about CCSD operations. During the on-site visit, team members conducted detailed reviews of the structure and operations of the Clark County School District in their assigned functional areas. There were a total of 77 school site visits; 68 schools were visited by at least one consultant, and some of schools were visited by more than one.

Our systematic assessment of the Clark County School District included the use of MGT's Guidelines for Conducting Management and Performance Audits of School Districts. In addition, the Nevada Financial Management Principles, AB580 were used. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of CCSD; and the input of administrators in the school district. Our on-site review included meetings with appropriate Central Office and school-level staff as well as Clark County officials, and the examination of documents provided by these individuals.

As part of this Financial Management Review, MGT reviewed many audits previously conducted for CCSD. **Exhibit 3** shows a sampling of the numerous audits examined to ensure proper corrective actions had been taken while conducting the Financial Management Review of the Clark County School District.

EXHIBIT 3
OVERVIEW OF KEY AUDITS OF THE CLARK COUNTY SCHOOL DISTRICT
AS OF FEBRUARY 1, 2006

YEAR AUDITED	AREA AUDITED	TYPE OF AUDIT	CONDUCTED BY
2006	Business and Finance	CCSD Food Service Coordinated Review Effort	Nevada Department of Education
2006	Grants Development and Administration	Early Reading First - Monitoring	U.S. Department of Education - Independent Consultant
2006	Grants Development and Administration	Perkins Fund - Monitoring	Nevada Department of Education - Office of Adult and Vocational Education
2006	Grants Development and Administration	Reading First - Monitoring	American Institutes for Research
2006	Grants Development and Administration	Smaller Learning Communities - Monitoring	WestEd
2006	Grants Development and Administration	Title II-A - Monitoring	Nevada Department of Education
2006	Risk Management Department	Examination of CCSD Liability Claims	Genesis Insurance
2006	Risk Management Department, Workers' Compensation Unit	Examination of CCSD Workers' Compensation Claims	Nevada Division of Insurance
2006	Transportation Department	Financial Review	State of Nevada Legislative Counsel Bureau
2005	Business and Finance	1998 Construction Bond Program Audit	Jefferson Wells
2005	Business and Finance	Financial Audit	Kafoury, Armstrong & Co.
2005	Business and Finance	Medicaid Administrative Claiming Program	Office of Inspector General
2005	Business and Finance	Pupil Enrollment and Attendance Audit	Nevada Department of Education
2005	Fiscal Accountability and Data Analysis - Student Support Services	Comprehensive Annual Financial Report	Independent licensed certified public accountants
2005	Grants Development and Administration	Reading First - Monitoring	American Institutes for Research
2005	Grants Development and Administration	Title II-A - Monitoring	Nevada Department of Education
2005	Grants Development and Administration	Title V - Monitoring	Nevada Department of Education

EXHIBIT 3 (Continued)
OVERVIEW OF KEY AUDITS IN CLARK COUNTY PUBLIC SCHOOLS
AS OF FEBRUARY 1, 2006

YEAR AUDITED	AREA AUDITED	TYPE OF AUDIT	CONDUCTED BY
2005	Risk Management Department	Assessment of the Quality Management System - ISO Certification	ISO External Auditor
2005	Risk Management Department, Workers' Compensation Unit	Compliance Audit of CCSD Workers' Compensation Claims	Nevada Division of Industrial Relations
2005	Transportation Department	Financial Review	Jefferson Wells
2004	Business and Finance	CCSD Food Service Coordinated Review Effort	Nevada Department of Education
2004	Business and Finance	CCSD Performance Audit	Nevada Legislative Auditors
2004	Business and Finance	Financial Audit	Kafoury, Armstrong & Co.
2004	Business and Finance	Pupil Enrollment and Attendance Audit	Nevada Department of Education
2004	Fiscal Accountability and Data Analysis - Student Support Services	Comprehensive Annual Financial Report	Independent licensed certified public accountants
2004	Grants Development and Administration	Perkins Fund - Monitoring	Nevada Department of Education – Office of Adult and Vocational Education
2004	Grants Development and Administration	Title V - Monitoring	Nevada Department of Education
2004	Instruction/Curriculum	Performance Audit	State of Nevada Legislative Counsel Bureau
2004	Transportation Department	ISO-9001:2000 Surveillance and Certification	
2003	Business and Finance	1998 Construction Bond Program Audit	Moss Adams
2003	Business and Finance	CCSD Food Service Coordinated Review Effort	Nevada Department of Education
2003	Business and Finance	Financial Audit	Kafoury, Armstrong & Co.
2003	Business and Finance	Pupil Enrollment and Attendance Audit	Nevada Department of Education
2003	Fiscal Accountability and Data Analysis - Student Support Services	Comprehensive Annual Financial Report	Independent licensed certified public accountants

EXHIBIT 3 (Continued)
OVERVIEW OF KEY AUDITS IN CLARK COUNTY PUBLIC SCHOOLS
AS OF FEBRUARY 1, 2006

YEAR AUDITED	AREA AUDITED	TYPE OF AUDIT	CONDUCTED BY
2003	Grants Development and Administration	Title V - Monitoring	Nevada Department of Education
2003	ISO	ISO 9001:2000 Surveillance and Certification	EAQA USA, Inc.
2003	Risk Management Department, Workers' Compensation Unit	Examination of CCSD workers' compensation claims	Nevada Division of Insurance
2002	Business and Finance	Financial Audit	Kafoury, Armstrong & Co.
2002	Business and Finance	Pupil Enrollment and Attendance Audit	Department of Education
2002	Grants Development and Administration	21st. Century Community Learning Center - Monitoring	Nevada Department of Education
2002	Grants Development and Administration	Perkins Fund - Monitoring	Nevada Department of Education - Office of Adult and Vocational Education
2002	Grants Development and Administration	Title V - Monitoring	Nevada Department of Education
2002	Transportation Department	Procedural Review	University of Nevada, Las Vegas, Center for Education Policy Studies - Department of Educational Leadership
2001	Business and Finance	1994 and 1996 Construction Bond Program Audit	PricewaterhouseCoopers, LLP
2001	Business and Finance	Financial Audit	Kafoury, Armstrong & Co.
2001	Business and Finance	Pupil Enrollment and Attendance Audit	Nevada Department of Education
2001	Grants Development and Administration	21st Century Community Learning Center - Monitoring	Nevada Department of Education
2001	Grants Development and Administration	National Science Foundation Grant - High-Risk Award - Monitoring	National Science Foundation
2001	Grants Development and Administration	Title V - Monitoring	Nevada Department of Education
2001	Transportation Department	Financial Review	Nevada Policy Research Institute

Source: CCSD, Superintendent's Office, 2006.

Comparison of the Clark County School District with Other School Districts

The Clark County School District spent $6,010 per student in the 2005-06 school year. Current data are not available for the comparison districts; however, **Exhibit 4** provides a comparison overview for the 2003-04 school year. It also shows revenue by source for each district from the 2002-03 school year. As can be seen, CCSD had the third highest number of students and schools in 2003-04 yet reported the third lowest number of staff. CCSD also received less than the comparison average of local, state, and federal revenue in 2002-03.

EXHIBIT 4
OVERVIEW OF PEER SCHOOL DISTRICTS
AND REVENUE BY SOURCE

SCHOOL DISTRICT	TOTAL STUDENTS 2003-04	TOTAL NUMBER OF SCHOOLS 2003-04	TOTAL STAFF 2003-04	PERCENT LOCAL REVENUE 2002-03	PERCENT STATE REVENUE 2002-03	PERCENT FEDERAL REVENUE 2002-03
CLARK COUNTY SCHOOL DISTRICT, NV	**270,529**	**289***	**21,049**	**67%**	**26%**	**6%**
Broward County Public Schools, FL	272,835	264	26,909	45%	46%	9%
San Diego Unified School District, CA	137,960	185	13,911	44%	45%	11%
Houston Independent School District, TX	211,499	308	25,507	67%	21%	12%
Miami-Dade County Public Schools, FL	371,785	375	36,585	42%	47%	11%
Philadelphia School District, PA	189,779	263	22,554	35%	51%	14%
Washoe County School District, NV	62,103	102	6,775	64%	29%	7%
SCHOOL DISTRICT AVERAGE	**216,641**	**256**	**21,899**	**52%**	**38%**	**10%**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.
*Although NCES reports 295 schools for the 2003-04 school year, documentation provided by the district reports 289 schools.

Key Findings, Commendations, and Recommendations

This executive summary highlights major findings, commendations, and recommendations. Additional findings, commendations, and recommendations, as well as the details supporting the major recommendations included in this executive summary (along with fiscal implications, implementation plans, and suggested timelines), appear throughout the body of the full report.

Key Commendations

MGT identified many best practices in the Clark County School District, which the school system has implemented to improve management practices, increase the efficiency and effectiveness of operations, and contain costs. Among the numerous commendations in the report are the following:

- CCSD's staff do an impressive job of developing and presenting the district's budget document **(Chapter 3.0)**.

- CCSD's method of allocating campus funding and establishing carryover allocations should serve as a best practice for schools nationwide **(Chapter 3.0)**.

- CCSD's Budget staff does a commendable job of training and assisting schools and departments in understanding the development and administration of their budgets **(Chapter 3.0)**.

- CCSD has done a commendable job of managing its finances to increase its reserve balances **(Chapter 3.0)**.

- CCSD is commended for acquiring and implementing SAP, an Enterprise Resource Planning (ERP) system. The functionality of this new system will automate purchase requisitioning and expedite the process of requesting and receiving instructional materials and supplies **(Chapter 4.0)**.

- CCSD is commended for providing on-line information on all bid opportunities, and including downloadable bid specifications (PDFs) **(Chapter 4.0)**.

- CCSD is commended for maintaining collaborative purchasing arrangements with other governmental entities. These continuing efforts reduce administrative costs while still encouraging and ensuring competition **(Chapter 4.0)**.

- CCSD is commended for utilizing a Web-based application, called Dbay, to liquidate surplus and other property equipment **(Chapter 4.0)**.

- CCSD is commended for establishing an aggressive land acquisition program **(Chapter 5.0)**.

- CCSD is commended for its sophisticated use of prototype designs **(Chapter 5.0)**.

- CCSD is commended for maintaining best practice standards on change orders **(Chapter 5.0)**.

- The Clark County School District's energy conservation program incorporates a comprehensive approach that produces significant savings. This program serves as a role model to all school corporations that are serious about saving energy costs **(Chapter 5.0)**.

- The Water Conservation Plan is an aggressive approach that is resulting in water consumption cost avoidance for the district **(Chapter 5.0)**.

- The Human Resources Division is commended for obtaining certification in the ISO 9001 quality management system for continual improvement in its management of personnel and human resources services to district employees **(Chapter 6.0)**.

- The Clark County School District is commended for outsourcing its imaging needs and maintaining personnel records electronically **(Chapter 6.0)**.

- The Clark County School District is commended for implementing ongoing and aggressive efforts to recruit teachers through recruitment trips, and by offering incentives and alternative routes to teacher licensure **(Chapter 6.0)**.

- CCSD is commended for adopting a personal leave policy that rewards teachers for near perfect attendance and reimburses them when personal or universal leave is not used in a given year **(Chapter 6.0)**.

- The Clark County School District Board of School Trustees (Board) is commended for adopting and applying a governance system that clearly focuses on providing leadership in promoting high student achievement and supporting administration, teaching, and learning in a manner consistent with this purpose **(Chapter 7.0)**.

- The CCSD Legal Services Department is commended for providing cost-effective, client-centered services **(Chapter 7.0)**.

- The establishment of Region Offices in 2001 has been beneficial to CCSD campuses and parents. The district has been successful in creating a model which enables the campuses and parents to access key district decision makers to clarify issues and resolve problems or concerns **(Chapter 7.0)**.

- The CCSD administration and Board of School Trustees are commended for obtaining certification with ISO 9001:2000 by meeting these rigorous standards. As of August 2006, 16 major functional areas of operation were certified. This quality management system has resulted in a reported 10-year cost savings and cost avoidance in excess of $17.4 million **(Chapter 7.0)**.

- The Clark County School District is commended for adhering to policies and agreements to help ensure cost containment for health care programs **(Chapter 8.0)**.

- CCSD is commended for providing a comprehensive wellness program that includes initiatives designed to encourage healthier living by district employees **(Chapter 8.0)**.

- The Transportation and the Human Resources departments are commended for their innovative joint recruiting effort to resolve the problem of bus driver shortages in the rapidly growing and competitive labor environment affecting student transportation services in CCSD **(Chapter 9.0)**.

- The CCSD Garage Training Office is commended for its highly effective Automotive Service Excellence (ASE) program **(Chapter 9.0)**.

- The Department of Transportation has an effective vehicle maintenance information system (VMIS) and performance indicators to manage the fleet of buses and other vehicles in CCSD **(Chapter 9.0)**.

- CCSD is commended for using the EDULOG system and maximizing the benefits of this investment to achieve greater efficiencies and cost effectiveness in student transportation scheduling **(Chapter 9.0)**.

- The Clark County School District's Curriculum and Professional Development Division is commended for providing a comprehensive program of training and orientation to new teachers. Program processes and content are in keeping with best practices **(Chapter 11.0)**.

- The Clark County School District is commended for the improvement in student achievement for all student subgroups over the past four years **(Chapter 11.0)**.

- CCSD is commended for exemplary practices of compliance and monitoring the delivery of services to students with disabilities and the successful resolution of due process cases and complaints filed against the district **(Chapter 11.0)**.

- CCSD is commended for its exemplary Career and Technical Education Program **(Chapter 11.0)**.

- CCSD is commended for offering exemplary fine arts programs throughout the district **(Chapter 11.0)**.

- CCSD is commended for providing challenging opportunities for students who are gifted, talented, and high achieving **(Chapter 11.0)**.

- CCSD has established a technology leadership team and has solid communication between technical and instructional technology functions, making it an integrated school district according to the standards established by the International Society for Technology in Education (ISTE) **(Chapter 12.0)**.

- CCSD has implemented an effective and unique approach for user support help desk personnel to rotate with field technicians **(Chapter 12.0)**.

- CCSD has implemented a fast and robust Wide Area Network that has been recognized in nationwide educational publications **(Chapter 12.0)**.

- The Food Service Department of CCSD does an outstanding job of managing unprecedented systemwide growth while effectively serving the schools and students of Clark County **(Chapter 13.0)**.

- The Clark County School District's stringent nutritional policy places it at the forefront of the national movement to improve the nutritional value of food served at school **(Chapter 13.0)**.

- The Food Service Department keeps labor costs low in comparison to revenue and in alignment with industry best practice standards **(Chapter 13.0)**.

Key Recommendations

The key recommendations related to overall management and improved efficiency include the following:

- Centralize the organizational structure of the district's accounting functions by placing all accounting-related staff positions within the Accounting Department. The district can continue to employ the same accounting staff in their respective roles, but should revise its organizational structure so that these positions report directly to managers in the Accounting Department. By centralizing these functions, management can oversee the responsibilities for all accounting tasks and ensure that policies and procedures are adhered to consistently, regardless of the funding source or nature of the financial activity. Centralization will also help encourage consistency when implementing subsequent operational changes **(Chapter 3.0, Recommendation 3-1)**.

- Ensure that the ongoing audit efforts to monitor construction expenditures maximize the value to the district through an appropriate combination of audits that identify inappropriate and questionable billings and audits that address the improvement of construction management processes. High-risk projects include those with characteristics such as numerous contract adjustments affecting expenditures or a history of inappropriate or questionable billings **(Chapter 3.0, Recommendation 3-5)**.

- Develop cash reconciliation procedures that require that the employee preparing the cash reconciliation reports sign and date the reports when finished; in addition, procedures should require that a supervisor review, sign, and date the reports. Implementing this recommendation would create additional steps in the reconciliation process that would improve the district's accountability over its cash

control processes. The supervisory review and signature would also assist in ensuring that the process is properly completed and that opportunities for mishandling funds are minimized **(Chapter 3.0, Recommendation 3-10)**.

- Ensure that adequate purchasing and warehouse resources are allocated to the SAP planning, implementation, and training phases. The Purchasing and Warehousing Department should ensure that the purchasing and warehousing functions of the new SAP system address the critical functions and ongoing needs of the department. Implementation of this recommendation should provide this assurance **(Chapter 4.0, Recommendation 4-1)**.

- Establish communication protocols and feedback between the Purchasing and Warehousing Department and the requestors to resolve problems with purchase requisitions. Improvements are needed in the areas of communication protocols, feedback, and follow-up when requestors and purchasing employees need to resolve such problems. Many times processing delays are related to incorrect accounting/funding codes, pricing, item availability, or misunderstandings of how the system works. Timely communication and feedback between the two parties would expedite problem resolution and lead to improved processing efficiencies **(Chapter 4.0, Recommendation 4-2)**.

- Streamline the bid process by eliminating unnecessary steps in the processing of purchase orders. The new SAP system discussed in Recommendation 4-1 should resolve most of the processing delays. However, until this automated solution is implemented, the Director of Purchasing and Warehousing should review and identify time efficiencies that could be implemented in the processing of bids **(Chapter 4.0, Recommendation 4-3)**.

- Review mail and delivery routes on a regular basis to ensure that the most efficient routes are being taken. With the large number of school openings over the last couple of years, and the increase in the cost of fuel, routes should be reviewed annually to ensure that the most efficient routes are being taken **(Chapter 4.0, Recommendation 4-7)**.

- Propose the enactment of state legislation requiring developers to provide land for new schools. This legislation should be state-wide and apply to all school districts. It should apply to any development which impacts school enrollments by building new housing, renovating existing housing, or providing new jobs. Given the projections for school enrollments and additional new schools, this recommendation could save CCSD $702 million over the next 10 years or approximately $70.2 million per year (1,404 acres x $500,000 per acre = $702,000,000). The amount of savings would depend on many variables such as the cost of land, which will likely

increase over current prices, and the policies regarding school size and calendar as mentioned above **(Chapter 5.0, Recommendation 5-2)**.

- Decentralize maintenance services into four locations corresponding to the major geographical zones of the school system. Decentralizing the Facilities Maintenance Department would bring maintenance employees closer to the job sites. Approximately one-fourth of the maintenance crews would report to the northwest zone, one-fourth to the northeast zone, one-fourth to the southeast zone, and one-fourth to the southwest zone. From their zone facility, maintenance workers could be dispatched to schools within that zone. The fiscal impact of implementing this recommendation could be a savings in mileage and employee hours of approximately $1,500,000 prorated for the first year and $3,000,000 for the remaining years (mileage saved plus time saved equals $3,000,000, prorated for the first year by dividing in half). The five-year savings could be $13,500,000 **(Chapter 5.0, Recommendation 5-5)**.

- Include all support facilities in energy conservation plans for the district. Implementation of this recommendation would lead to the establishment of a comprehensive energy management program that involves all facilities of the district. The inclusion of the support buildings in the rigorous programs that have produced impressive energy savings for all the other buildings would increase the amount of dollars saved. Since its inception, the energy conservation program has produced a total cost avoidance of $20,164,000. The additional effort could produce an additional annual savings of approximately $419,000 per year in cost avoidance. The five-year total could be $2,095,000 **(Chapter 5.0, Recommendation 5-9)**.

- Develop a written recruitment plan, including a mission statement, goals, objectives, budget requirements, a needs assessment, an analysis and evaluation of past efforts, statistical analysis of recruitment efforts, and strategies for future efforts. The implementation of this recommendation should result in the development of an overall recruitment plan for CCSD. Each recruitment office should develop a recruitment plan that becomes a section of the overall HR document **(Chapter 6.0, Recommendation 6-3)**.

- Examine the qualifications and incentives for hiring substitutes to enable CCSD to increase its substitute pool. Not having enough substitutes available when large numbers of teachers are absent negatively impacts the district. Having another teacher step in during his or her preparation time is not desirable, especially if those teachers willing to do so are inexperienced teachers and need time to plan and prepare for classes **(Chapter 6.0, Recommendation 6-4)**.

- Continue to examine beginning teacher salaries as well as all other teacher salaries in comparison to those of competitor school districts and make adjustments as budget allows. Raising beginning teacher salaries would help attract and retain quality teachers, which is continuing to be a challenge as the district experiences higher student enrollments and increasing personnel retirements and turnover. While the cost of increasing current teacher salaries would be significant, the high turnover rate and adding additional teachers for new schools is also very costly **(Chapter 6.0, Recommendation 6-5)**.

- Employ a Transcriber/Recorder on a temporary basis to eliminate the backlog of special Board meeting minutes; revise the format of the written minutes; and take actions to reduce the number of special Board meetings requiring minutes. The implementation of this recommendation should eliminate the backlog of unfinished minutes of special Board meetings. Additionally, the minutes format should be redesigned to include only the recommended action(s) under consideration by the Board and the Board's official action, complete with a record of each member's vote. The audio tapes of each meeting should serve to provide any details that might be necessary in the event of an inquiry. This recommendation could be implemented at an annual cost of $39,456 **(Chapter 7.0, Recommendation 7-2)**.

- Create a policy provision containing a list of existing procedural manuals, handbooks, and planning documents and, on the Web site, create a series of hot links from the manual to the cited documents or procedures to ease access to important information. This provision should serve as a valuable tool for the orientation of new members of the Board of School Trustees as well as new district personnel. Some school systems have included such a provision in their policy manual within the equivalent of Section 2000, Administration **(Chapter 7.0, Recommendation 7-7)**.

- Establish and implement a procedure for the Board attorney to review the regular Board meeting agenda prior to publication to ensure that all requirements of law are observed. There is no evidence that any infractions have occurred. The implementation of this recommendation should provide the Board with an additional safeguard to ensure that all legal processes and procedures are applied in the development of the agenda. These types of procedures are typical of the majority of public decision-making bodies throughout the United States **(Chapter 7.0, Recommendation 7-9)**.

- Restructure the executive organization of CCSD and realign functions to promote greater efficiency, increase the Superintendent's effectiveness, and reduce costs for executive administration. The implementation of this recommendation should

create an executive organization pattern more consistent with the demands placed upon the Superintendent and the Board of School Trustees and provide a coherent assignment of major functional areas aligned with the primary improvement goals of the school district and the recommendation can be implemented at a savings of $214,745 per year **(Chapter 7.0, Recommendation 7-10)**.

- Develop a plan to stabilize school-level administration turnover and provide a career path for assistant principals and deans. The implementation of this recommendation should result in a plan designed to encourage principals to remain in their assigned school for five to seven years, consistent with research showing that this type of administrative stability contributes substantially to improving student performance. Furthermore, implementation of this recommendation should result in a gradual increase in the number of assistant principals and deans committed to a career path. This, in turn, should benefit individual schools by contributing to stabilization of the administration **(Chapter 7.0, Recommendation 7-16)**.

- Create a location on the CCSD Web site where current and prospective employees can review benefits offered by the school district. Posting benefits information in a single location at the district Web site would allow current and prospective employees ready access to district health plan options, wellness information, leave policies, and other valuable information. The electronic format would facilitate providing updates and informing employees of upcoming events such as open enrollment periods and enrollment deadlines **(Chapter 8.0, Recommendation 8-1)**.

- Complete the review of the internal audit report of transportation billings and take the recommended corrective actions to capture all reimbursable costs. The audit showed the total cost of billings from July 2004 to June 2006 to be $2,940,629, but only $2,528,344 had been reimbursed. The corrective actions outlined in the audit, if not yet addressed, should be reviewed and completed. Implementation of this recommendation should result in the recovery of an estimated $400,000 per year **(Chapter 9.0, Recommendation 9-2)**.

- Establish a 14-year bus replacement policy. It should be emphasized that the CCSD Board of School Trustees would have the prerogative to change or adjust this policy initiative as time and circumstances may dictate. However, it is imperative that it establish a bus replacement policy. The 14-year bus replacement policy would eliminate uncertainty associated with having to purchase a large number of buses to keep the fleet operational. Purchasing a consistent number or percentage of buses each year encourages planning and reduces costs. By adopting a 14-year replacement cycle, the yearly number of buses to purchase would be 124, a reduction of 13 buses. With the average cost of a new bus at $100,000, a cost savings of $1,300,000 could be achieved each

year, totaling $6,500,000 over the five-year budget cycle **(Chapter 9.0, Recommendation 9-5)**.

- Eliminate excess spare buses from the inventory. Implementation of this recommendation should produce a cost savings of approximately $446,500 over the five-year budget cycle. It should also end the district's practice of maintaining excess buses in the inventory at taxpayer expense and ensure that the administration is more proactive in keeping tabs on spare vehicles. Adoption of this recommendation would reduce waste; address, in part, observations made in earlier audits citing CCSD for operating numerous vehicles at extremely low yearly mileage; and capture revenue **(Chapter 9.0, Recommendation 9-6)**.

- The Business Manager should approve an operational definition of the "optimum level" for the "white fleet" to facilitate measurement of progress toward defined goals. The Fleet Manager needs to know the management targets and timelines for accomplishing those targets. CCSD users of the "white fleet" should have an understanding of the objectives, timelines, and probable impacts on their operations to facilitate their adaptive planning. And the taxpaying public should be made aware of measurable, diligent actions to achieve cost-efficient use of public assets and resources **(Chapter 9.0, Recommendation 9-8)**.

- Enhance the current professional development program for experienced administrators to reflect best practices in the training and development of veteran school leaders. Several districts around the country provide professional development activities that target experienced principals. One such program is the Principals' Leadership Academy for Experienced Principals, hosted by the West Virginia Center for Professional Development. Seasoned principals select from a variety of sessions that meet their personal professional development needs as well as those of their schools. Over the course of six years, principals are required to attend 45 hours of Academy sessions that meet at least four of the six leadership standards established in state board policy **(Chapter 11.0, Recommendation 11-2)**.

- CCSD should reorganize the Student Support Services Division and the Education Services Division. By eliminating certain positions, the district would realize a cost savings of $3,352,690 per year **(Chapter 11.0, Recommendation 11-5)**.

- Implement research-based alternatives rather than traditional special education referral practices. CCSD should conduct a comprehensive review of evaluation procedures and special education service delivery for students with autism. The review should be conducted by staff with expertise in evaluation and service provision for students with autism. It should document any inconsistencies in the

evaluation procedures and the effectiveness of the various components of special education service delivery for students with autism. The review should also make recommendations regarding cost efficiencies or cost savings that could be realized by the district **(Chapter 11.0, Recommendation 11-7)**.

- Develop a data-driven action plan to align alternative education programs to ensure that the critical components for instruction are provided to improve the overall success of students who have committed severe behavior infractions or who have lost eligibility for enrollment in the comprehensive or non-traditional school. CCSD should continue its efforts to refine and expand systemic approaches to inclusive education for students with disabilities. The *Inclusive School Practices Data Analysis 2005* provides excellent documentation of both program successes and areas needing improvement or expansion **(Chapter 11.0, Recommendation 11-8)**.

- Move all help desk operations to one central location and cross-train staff on all applications. For help desk operations to run more efficiently and effectively, the district should consolidate these units into one cohesive help desk. The Pittsburgh Public School District created a help desk center in a section of a school that was not being fully utilized. While this is not likely to be possible in CCSD due to rapid student enrollment growth, there should be enough room to house this operation by shifting other offices **(Chapter 12.0, Recommendation 12-1)**.

- Establish self-service help desk operations by maximizing technology with the recently purchased software. To develop exemplary help desk operations, the school district should automate as much of the process as possible. This automation should include self-service for users, which would create a more efficient and effective technology staff while allowing users to benefit from help desk assistance 24 hours per day and seven days per week **(Chapter 12.0, Recommendation 12-2)**.

- Incorporate in the Technology Plan timelines, financial resources, and staff positions assigned responsibility for elements of the plan. CCSD should incorporate timelines and staff positions responsible in order to hold staff accountable for timely implementation of each step necessary for the district to attain each goal. Furthermore, financial resources should be stated alongside each goal in order for the committee to identify both the cost and the source of funding. The implementation of this recommendation would assist CCSD in utilizing and modeling a best practice for technology planning among school districts in the nation **(Chapter 12.0, Recommendation 12-4)**.

- Incorporate a detailed training plan for any future technology-related system conversions or implementations. Buy-in from stakeholders is important to the success of any technology-related project. While a

telephone system conversion may not seem major to some, it is important for all users to be adequately trained on any new technology **(Chapter 12.0, Recommendation 12-5)**.

- Test school computers periodically to ensure filters are working properly. The CCSD document *Approved Use of District Network Instructional Technology* states that "The InterAct filters access to Web sites and makes every reasonable attempt to limit access to inappropriate material." Inappropriate Web sites should still be periodically tested using computers located in the schools. The implementation of this recommendation would be considered a best practice among school districts **(Chapter 12.0, Recommendation 12-10)**.

- Implement a survey to determine the reasons behind the low levels of CCSD customer satisfaction regarding food service. The MGT survey results clearly identify pervasive negative opinions regarding the quality of food service in the Clark County School District. This is also apparent when CCSD responses are compared to the typical responses of staff in other schools systems. It is not unusual to find groups of students and parents that feel that a school district's food service function needs improvement, but it is less common to find such unfavorable opinions among school staff. As the questions asked pertain to the need for improvement in the department and the general quality of food served in CCSD, the school district should take steps to identify the central issues leading to the lack of consensus among staff **(Chapter 13.0, Recommendation 13-1)**.

- Implement departmental changes based on needs identified in the customer satisfaction survey. Often, satisfaction surveys are designed, disseminated, and forgotten. It is essential that CCSD use the results of this survey to pinpoint needed changes and act on the resulting findings. CCSD should be given the opportunity to provide feedback on all relevant aspects of food service activities. Periodic monitoring of stakeholder satisfaction should support ongoing improvement efforts **(Chapter 13.0, Recommendation 13-2)**.

- Reduce food costs to reflect industry best practice standards to increase efficiency and reduce expenditures. The CCSD Food Service Department is spending too much for food supplies. Maintaining an appropriate level of food costs is an ongoing challenge for food service programs. While many factors can impact the overall food costs for a school district, the most obvious are the selection of food items and the efficiency of inventory control. Reducing the food cost to revenue percentage to the best practice standard of 36 percent is unlikely, considering the current situation. However, if the school district planned to reduce food costs by 10 percent for the 2008-09 school year and another five percent starting in 2009-10 for a 15 percent reduction, the five-year net savings would be $38,939,784 **(Chapter 13.0, Recommendation 13-5)**.

- Require all school-based cafeteria programs to maintain financial sustainability. While this recommendation cannot be realized immediately, it should be the standard for food service performance every month and every year. All too often, it is considered acceptable for some school cafeteria programs to operate at a loss as long as the overall program is "profitable." MGT's experience in some of the most challenging situations bears out that cafeterias can and should operate at a break even point or allow for a reserve or "profit" to use on capital items in school cafeterias, regardless of the school environment. Cafeteria programs are not intended to be profitable, but a reserve can be built to offset capital purchases related to food services. A total cost savings of $12,576,264 is estimated over a five-year period **(Chapter 13.0, Recommendation 13-6)**.

- Pursue the utilization of cashless vending machines to dispense reimbursable meals. The use of cashless vending machines should be pursued by CCSD to build capacity for serving an increasingly large student population. The implementation of this recommendation would relieve cafeterias of some of the constant staffing problems that they currently face. In addition, these machines can be placed outside of the cafeteria, which can alleviate some of the traffic and discipline problems associated with crowded cafeterias. Finally, these machines work as typical point of sale terminals and automatically determine each student's identity and reimbursable rate, eliminating mistakes in billing. Based on purchase estimates, the cost savings over a five-year period would total $2,722,410 **(Chapter 13.0, Recommendation 13-7)**.

Fiscal Impact of Recommendations

The Financial Management Review of the Clark County School District resulted in 86 recommendations for increased efficiency and effectiveness in attaining current and future systemic goals. Some of these recommendations can be implemented immediately; others will require months or years to implement. The full report contains detailed implementation strategies, a recommended timeline, and a projected fiscal impact (if any) for each recommendation.

Twenty-nine recommendations in the report have a fiscal impact. Among these are recommendations relating to state policy changes or legislation. For example, an estimated $351 million in savings could be achieved if developers were required to provide land for new schools. Each recommendation that could generate investments, savings, or revenue is presented in detail in **Exhibit 14-3** in Chapter 14.0 of the full report. It is important to keep in mind that the cost savings associated with these recommendations are incremental and cumulative. MGT identified a potential five-year gross savings of nearly $453 million by the 2011-12 school year. Based on recommendations that have quantifiable savings, the five-year net savings (after one-time costs) would total approximately $452.9 million.

Exhibit 5 provides a summary of the total savings and costs recommended for each chapter in this audit, including the operating budget, capital spending, and restricted food service fund. These amounts are presented in today's dollars and do not include the impact of salary increases and inflation.

EXHIBIT 5
SUMMARY OF ANNUAL SAVINGS AND COSTS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 3: FINANCIAL MANAGEMENT								
3-3	Designate a single financial institution for schools to maintain their student body funds to maximize their earnings potential. (p. 3-12)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
3-5	Expand monitoring efforts over construction expenditures by increasing the number of construction audits performed throughout the district. (p. 3-19)	$10,290	$15,290	$20,540	$26,053	$31,841	$104,014	$0
3-6	Implement an IT audit function within the Internal Audit Department. (p. 3-20)	($44,855)	($89,710)	($89,710)	($89,710)	($89,710)	($403,695)	$0
CHAPTER 3 TOTAL SAVINGS (COSTS)		**$40,435**	**$580**	**$5,830**	**$11,343**	**$17,131**	**$75,319**	**$0**
CHAPTER 4.0: PURCHASING AND WAREHOUSING								
4-8	Eliminate two Director I Positions. (p. 4-30)	$218,012	$218,012	$218,012	$218,012	$218,012	$1,090,060	$0
CHAPTER 4.0 TOTAL SAVINGS (COSTS)		**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$1,090,060**	**$0**
CHAPTER 5: FACILITIES MANAGEMENT								
5-1	Combine the design functions in the New School and Facility Planning and the Special Projects and Renovation Services departments into one design and engineering function. (p. 5-7)	$116,000	$116,000	$116,000	$116,000	$116,000	$580,000	$0
5-2	Propose the enactment of state legislation requiring developers to provide land for new schools. (p. 5-10)	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$351,000,000	$0
5-3	Institute a formal value engineering process. (p. 5-15)	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$20,000,000	$0
5-5	Decentralize maintenance services into four locations that correspond to the major geographical zones of the school system. (p. 5-22)	$1,500,000	$3,000,000	$3,000,000	$3,000,000	$3,000,000	$13,500,000	$0
5-6	Transfer light maintenance duties to custodians to free maintenance staff for preventative maintenance responsibilities and work order completion. (p. 5-26)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
5-8	Increase the number of custodians to a custodian per square foot ratio of one per 25,000 square feet on graduated basis. (p. 5-33)	($1,080,000)	($2,160,000)	($3,240,000)	($4,320,000)	($5,400,000)	($16,200,000)	$0
5-9	Include all support facilities in energy conservation plans for the district. (p. 5-40)	$419,000	$419,000	$419,000	$419,000	$419,000	$2,095,000	$0
5-10	Implement an incentive program that rewards schools for achieving water conservation results. (p. 5-45)	$150,000	$150,000	$150,000	$150,000	$150,000	$750,000	$0
CHAPTER 5 TOTAL SAVINGS (COSTS)		**$75,380,000**	**$75,800,000**	**$74,720,000**	**$73,640,000**	**$72,560,000**	**$372,100,000**	**$0**

EXHIBIT 5 (Continued)
SUMMARY OF ANNUAL SAVINGS AND COSTS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 7.0: DISTRICT ORGANIZATION AND MANAGEMENT								
7-2	Employ a Temporary Transcriber/Recorder (p. 7-16).	$0	$0	$0	$0	$0	$0	($39,456)
7-3	Purchase Two Four-Drawer, Fire-Rated, Lockable File Cabinets and One Small, Lockable Safe-Box (p. 7-18).	$0	$0	$0	$0	$0	$0	($2,670)
7-8	Print Policy and Procedures Manuals (p. 7-28).	$0	$0	$0	$0	$0	$0	($910)
7-10	Restructure the Executive Organization of CCSD and Realign Functions (p. 7-37).	$214,745	$214,745	$214,745	$214,745	$214,745	$1,073,725	$0
7-12	Develop and Provide Communication and Training for the Site-Based Decision Making Model (p. 7-57).	$0	$0	$0	$0	$0	$0	($10,000)
7-14	Employ a Strategic Planning Consultant (p. 7-72).	$0	$0	$0	$0	$0	$0	($70,000)
7-17	Provide a Restructured Educational Delivery Model (p. 7-82).	$0	$0	$0	$0	$0	$0	($60,000)
CHAPTER 7.0 TOTAL SAVINGS (COSTS)		**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$1,073,725**	**($183,036)**
CHAPTER 9.0: TRANSPORTATION								
9-4	Reduce and Control Parts Inventory (p. 9-27).	$50,000	$50,000	$50,000	$50,000	$50,000	$250,000	
9-5	Implement the Bus Replacement Policy (p. 9-33).	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$6,500,000	
9-6	Sell Excess Buses and Reduce Annual Maintenance Costs (p. 9-35).	$70,500	$70,500	$70,500	$70,500	$70,500	$352,500	$94,000
CHAPTER 9.0 TOTAL SAVINGS (COSTS)		**$1,420,500**	**$1,420,500**	**$1,420,500**	**$1,420,500**	**$1,420,500**	**$7,102,500**	**$94,000**
CHAPTER 11: EDUCATIONAL SERVICES DELIVERY								
11-1	Purchase Online Registration System Software. (p. 11-18)	($6,000)	($900)	($900)	($900)	($900)	($9,600)	$0
11-5	Eliminate Title I Coordinator and Eliminate 15 Special Education Regional Coordinators and Eliminate 19 Itinerant Prep Teachers. (p. 11-55)	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$16,763,400	$0
CHAPTER 11 TOTAL SAVINGS (COSTS)		**$3,346,680**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$16,753,800**	**$0**
CHAPTER 12: COMPUTERS AND TECHNOLOGY								
12-6	Replace the air conditioning in the Head-End Room at Freemont Middle School and continuously check all head-end rooms. (p. 12-23).	$0	$0	$0	$0	$0	$0	($5,000)
12-9	Discontinue the use of the GroupWise email system. (p. 12-27).	$0	$58,484	$157,537	$157,537	$157,537	$531,095	$0
CHAPTER 12 TOTAL SAVINGS (COSTS)		**$0**	**$58,484**	**$157,537**	**$157,537**	**$157,537**	**$531,095**	**($5,000)**

EXHIBIT 5 (Continued)
SUMMARY OF ANNUAL SAVINGS AND COSTS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 13.0: FOOD SERVICES								
13-5	Reduce Food Costs to an Appropriate Percentage of Revenue. (p. 13-24)	$0	$7,079,961	$10,619,941	$10,619,941	$10,619,941	$38,939,784	$0
13-6	Maintain Financial Sustainability in All School-Based Food Service Programs (p. 13-27)	$0	$3,144,066	$3,144,066	$3,144,066	$3,144,066	$12,576,264	$0
13-7	Utilize Cashiers/Vending Machines (p. 13-29)	$0	($621,918)	$700,164	$1,322,082	$1,322,082	$2,722,410	$0
CHAPTER 13.0 TOTAL SAVINGS (COSTS)		**$0**	**$9,602,109**	**$14,464,171**	**$15,086,089**	**$15,086,089**	**$54,238,458**	**$0**
TOTAL SAVINGS		**$81,751,227**	**$93,538,738**	**$97,883,185**	**$98,510,616**	**$98,516,404**	**$470,200,170**	**$94,000**
TOTAL (COSTS)		**($1,130,855)**	**($2,872,528)**	**($3,330,610)**	**($4,410,610)**	**($5,490,610)**	**($17,235,213)**	**($188,036)**
TOTAL NET SAVINGS (COSTS)		**$80,620,372**	**$90,666,210**	**$94,552,575**	**$94,100,006**	**$93,025,794**	**$452,964,957**	**($94,036)**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							**$452,870,921**	

NOTE: Chapter 14.0 in the full report provides details on how the savings/costs are broken down by operating versus capital funds.

While substantial savings are recommended for Chapter 13.0, Food Service, these funds cannot be transferred to the general fund for instruction. However, they can be used for food service-related improvements in the district.

Many recommendations in the report do not have a direct fiscal impact; however, they represent critical improvements in current policies and operating procedures that will assist the Clark County School District in reaching its systemic goals.

Ideas on Implementation

The recommendations in this report can not be implemented without the commitment of the Board of School Trustees, district administrators, and the community. None of these groups alone can implement the recommendations successfully—there has to be a cooperative effort. To get full benefit from this report, there will need to be open communication and a willingness on the part of everyone involved to compromise on something, sometime.

With the recommendations in the report and hundreds of pages to digest, CCSD is advised to appoint a panel to monitor implementation. The initial meeting of the panel, after the public release date, should provide an overview of the review and set the future direction for the group—its role and purpose as an advisory committee. It is important that the Superintendent and the Board of School Trustees convey their commitment to implementing administrative improvements, and their willingness to be held accountable.

We recommend that these initial discussions be followed by quarterly meetings so that updates and discussions with the panel will be meaningful and demonstrate significant implementation accomplishments by area.

For the administration, the first step in a successful implementation will be the assignment of one staff member to oversee the process, report progress to the Board of School Trustees and panel, and act as liaison to the Board when questions or concerns arise. This person should be trusted by the Board and the administration, possess good organizational skills, and have the ability to work well with individuals from all areas of the school system.

Next, each recommendation in the report should be assigned to an individual in the school district. Assigning someone to the recommendation does not commit the system to implementing that recommendation. Rather, it makes one individual responsible for researching the issue further, and reporting to the administration and the Board as to whether the recommendation is practical, feasible, or implementable as written; whether the costs or savings promised by the recommendation are realistic; and whether there are alternative implementation strategies which will achieve the same goals in a more palatable manner.

Assigning an individual does not mean that the individual must do everything required to implement the recommendation. Rather, it means that the individual will oversee the efforts of everyone involved in the implementation process, report progress to the implementation project manager, and assist with presentations to the Board on items requiring Board approval.

In those situations where recommendations cross divisional or departmental boundaries, it is even more critical to assign someone the authority to cross those boundaries in order to thoroughly research and implement the recommendation.

Our implementation strategies typically specify an individual who is to take action and a date for anticipated completion of the action step. For example, one step in the implementation strategy may specify that the supervisor of an area should write a procedure, and the estimated completion date may be June 2007. It will be up to the school district to determine if that individual is really the appropriate person to handle that recommendation, and the school district may need to reassess the proposed date for completing the step.

Another option is the formation of teams to address functional areas, such as maintenance, personnel, and curriculum. Team meetings may provide support for implementation team members. A team can generate a level of excitement and an environment for creative thinking which leads to even more innovative solutions.

Once the recommendations have been assigned to individuals, the Board and Superintendent need to establish a method for monitoring progress.

This methodology should, at a minimum, contain the following elements:

- periodic (weekly, monthly) checkpoints or meetings of implementation team members to discuss progress;
- decision points where the Superintendent and the Board give additional guidance or direction to individual team members;
- monthly reports to the Board concerning findings and progress;
- quarterly meetings of the panel;
- a system for tracking the savings and benefits derived from implementation; and
- regular, open, two-way communication with the public and the media. Public recognition for successful implementation efforts may very well be one of the best ways to ensure continual progress.

Tools that might enhance the implementation process include a PC-based tracking system for recommendations and a filing cabinet in which to retain all documentation provided by implementation team members, records of Board decisions, and the like for each recommendation.

Finally, the Board of School Trustees must actively demand timely action, reports, and information, and must be prepared to act swiftly when presented with difficult decisions. Indecision on the part of the Board will lead to inaction on the part of the implementation team. If the Board fails to act after the team has researched an issue and presented options for consideration, fewer and fewer items will be brought forward. If, however, the Board does not wish to implement a recommendation, its reasons should be clearly stated and documented so that both the administration and the panel have no doubt about the appropriateness of its actions.

1.0 BACKGROUND AND SUMMARY OF SURVEY RESULTS

1.0 BACKGROUND AND SUMMARY OF SURVEY RESULTS

In January 2006, the Legislative Counsel Bureau for the state of Nevada contracted with MGT of America, Inc., to conduct a Financial Management Review of the Clark County School District (CCSD). The review focused on the financial, organizational, and operational effectiveness of CCSD. **Exhibit 1-1** presents an overview of MGT's work plan, and **Exhibit 1-2** provides the timeline for the project activities.

One of the project requirements was to establish an Oversight Committee to assist MGT in the process of reviewing CCSD. **Exhibit 1-3** shows the members of the committee and whom they represented. Erin Cranor served as committee chair and held monthly meetings to monitor MGT's progress. In addition, the CCSD conducted a self-assessment before the commencement of MGT's review. This assessment included a review of the areas prescribed in subsection 2 of section 32 of Assembly Bill 580 based on the Nevada Financial Management Principles. Results of the self-assessment showed that overall the district indicates that the majority of the assessment indicators are being met in the areas of personnel management, employee/retired employee health plans, financial management, education services delivery, district organization and management, community involvement, and transportation. Only eight of the 160 items received a *no* or *not applicable* response. These eight items related to job descriptions and hiring of maintenance staff; the performance and efficiency of the maintenance and operations program; maintenance reserve funds; overall proactive maintenance practices; adequate financial information systems; comparisons with local industry, other governmental entities, and comparable school districts; and an accountability system for transportation. The full results for the district self-assessment can be found in **Appendix C** of this report.

1.1 Overview of Clark County School District

The Clark County School District covers 7,910 square miles in southern Nevada. According to its Web site, the district is responsible for educating over 291,000 students. Approximately 60 percent of these are minority students. CCSD employs over 19,000 full or part-time teachers in 317 schools.

CCSD's mission statement is as follows: "Clark County School District students will have the knowledge, skills, attitudes, and ethics necessary to succeed academically and will practice responsible citizenship." The district's operating budget for the 2005-06 school year was $1.7 billion, with a per pupil expenditure of $5,660.

1.2 Methodology

The methodology MGT used to prepare for and conduct the Clark County School District Financial Management Review is described in this section. MGT's methodology included the following:

- followed a common set of audit guidelines tailored specifically to CCSD;
- was based upon a very detailed work plan and time schedule;
- took into account the specific student body involved and the unique demographic environment within which the school district operates;
- obtained a significant amount of input from parents, community and business leaders, the general public, board members, administrators, teachers, and staff;
- obtained data from previously conducted studies/audits;
- included comparisons with similar school districts to provide a reference point;
- identified the existence, appropriateness, and use of specific performance objectives;
- included all district and school operations;
- analyzed the relationship and cooperation between the administration and school reform committee as well as among members;
- included analyses of the efficiency of work practices;
- identified the level and effectiveness of externally imposed work tasks and procedures;
- identified exemplary programs and practices as well as needed improvements;
- documented all findings and presented straightforward and practical recommendations for improvements, qualifying the cost savings and cost impacts, and preparing Corrective Action Plans and timelines; and
- was conducted by professionals who not only have relevant experience as consultants, but also understand the areas they are reviewing from an insider's standpoint.

With this in mind, we adopted a methodology that involved a focused use of the Nevada Financial Management Principles and MGT's Audit Guidelines following an analysis of both existing data and new information obtained through various means of employee input. Each of the strategies we used is described below.

EXHIBIT 1-1
OVERVIEW OF THE WORK PLAN FOR THE FINANCIAL MANAGEMENT REVIEW FOR THE CLARK COUNTY SCHOOL DISTRICT

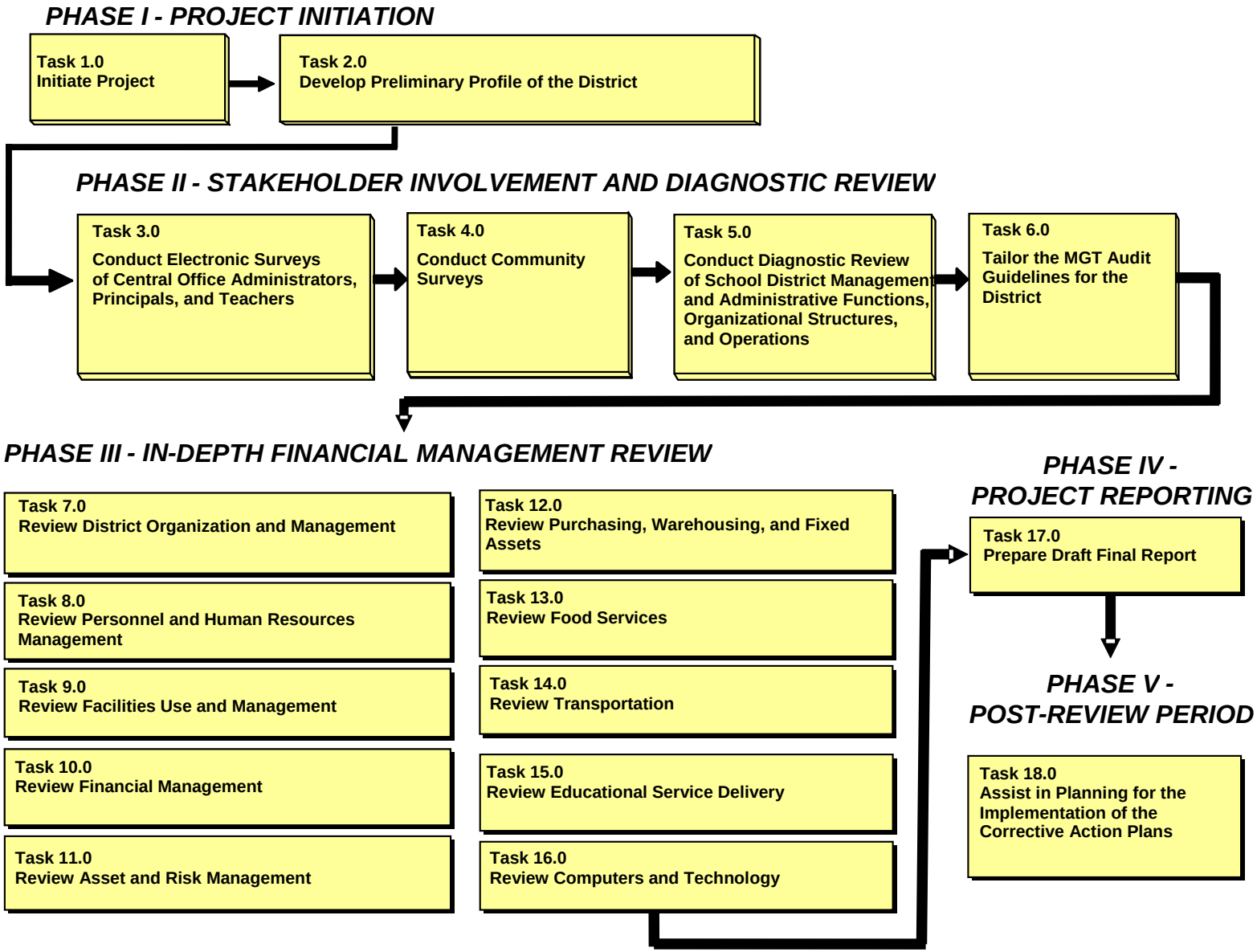


EXHIBIT 1-2
TIMELINE FOR THE FINANCIAL MANAGEMENT REVIEW OF
CLARK COUNTY SCHOOL DISTRICT

TIME FRAME	ACTIVITY
February 2006	■ Finalized contract with the Legislative Counsel Bureau. ■ Designed tailor-made, written surveys for central office administrators, principals, and teachers.
March 2006	■ Collected and analyzed existing and comparative data available from the school district. ■ Produced profile tables of Clark County School District.
March 21-24, 2006	■ Visited with Clark County School District. ▪ Conducted diagnostic review. ▪ Collected data. ▪ Interviewed School Board members and County officials. ▪ Interviewed central office administrators. ▪ Interviewed business and community leaders.
March 2006	■ Conducted on-line surveys with administrators and teachers.
April 2006	■ Analyzed data and information collected to date.
April 2006	■ Tailored review guidelines and trained MGT team members using findings from the above analyses.
April 24-28, 2006	■ Conducted formal on-site review, including school visits.
April 2006	■ Requested additional data from the school district and analyzed data.
May 2006	■ Prepared Draft Final Report.
July 2006	■ Submitted Draft Final Report.
August 2006	■ Sought district feedback on draft report.
August 2006	■ Made changes to the Draft Report.
September 2006	■ Submitted Final Report.
October 12, 2006	■ MGT presented Report Findings to the Board of Trustees.

EXHIBIT 1-3
OVERSIGHT COMMITTEE MEMBERS

COMMITTEE MEMBER	REPRESENTATION
Erin Cranor, Committee Chair	General Public (Assembly)
Ken Lange	Nevada State Education Association
JoAnn Cox	MGT Project Director
Joy Kendall	Parent/Teacher Association
Sheila Moulton	CCSD Board of Trustees
Debbie Earl	General Public (Senate)
Mark Coleman	CCSD/Principal
Gary Waters	State Board of Education

1.2.1 Review of Existing Records and Data Sources

During the period between project initiation and the beginning of our on-site review, we simultaneously conducted many activities. Among these activities were the identification and collection of existing reports and data sources that provided us with recent information related to the various administrative functions and operations we would review in CCSD.

MGT requested more than 100 documents from CCSD, including the following:

- school board policies and administrative procedures
- organizational charts
- program and compliance reports
- technology plan
- annual performance reports
- independent financial audits
- plans for curriculum and instruction
- annual budget and expenditure reports
- job descriptions
- salary schedules
- personnel handbooks

Data were analyzed from each of these sources, and the information was used as a starting point for collecting additional data during our on-site visit.

1.2.2 Diagnostic Review

A diagnostic review of Clark County School District was conducted from March 21 through 24, 2006. MGT consultants interviewed central office administrators, community and business leaders, school board members, and parents concerning the management and operations of CCSD. MGT consultants also met with members of the media to inform them of the study methodology and to answer any questions.

1.2.3 Employee Surveys

To secure the involvement of central office administrators, principals (including assistant principals), and teachers in the focus and scope of the financial management review, three on-line surveys were prepared and disseminated in March 2006. Through the use of anonymous surveys, district staff were given the opportunity to express their views about the management and operations of Clark County School District. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals, and teachers varied.

CCSD staff were given from March 20, 2006, through April 26, 2006, to respond. The surveys were extended past the normal two-week period in order to obtain an accurate response rate. Sixty-six percent of the central office administrators returned a survey, as did 49 percent of principals and five percent of teachers. MGT compared all survey responses among the three employee groups and compared all CCSD administrators, principals, and teachers to those in the more than 30 districts where we have conducted similar surveys.

All teachers in the Clark County School District received the survey and a statistically significant percentage of them responded. Since respondents were not selected on a random basis, results may not be fully representative of all teachers in Clark County. However, as self-selection is the basis for responses in MGT's national database, the comparison to other districts' teachers is valid.

A detailed summary of the surveys results appears in section 1.4 of this chapter, and copies of the response frequencies may be found in **Appendix A**. Specific survey items pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

1.2.4 Conducting the Formal On-Site Review

A team of 15 consultants conducted the formal on-site review of Clark County School District during the week of April 24, 2006. During this review, we examined the following CCSD systems and operations:

- District Organization and Management
- Personnel Management and Employee Health Benefits
- Financial Management
- Purchasing, Warehousing, and Fixed Assets
- Educational Service Delivery
- Facilities Use and Management
- Transportation
- Computers and Technology
- Food Services

Prior to the on-site review, each team member was provided with extensive information about CCSD operations. During the on-site visit, team members conducted detailed reviews of the structure and operations of Clark County School District in their assigned functional areas. There were a total of 77 school site visits; 68 schools were visited by at least one consultant, and some of schools were visited by more than one.

Our systematic assessment of Clark County School District included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. In addition, the state of Nevada Financial Management Principles, AB 580 were used. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of CCSD; and the input of administrators in the school district. Our on-site review included meetings with appropriate central office and school-level staff as well as Clark County officials, and the examination of documents provided by these individuals.

1.3 Overview of Final Report

MGT's final report is organized into 13 chapters. Chapters 2 through 12 present the results of the Financial Management Review of Clark County School District. We provide findings, commendations, and recommendations for each operational area that we reviewed. Each chapter analyzes a particular function within the school district based on the current organizational structure and includes the following data:

Per the RFP requirements, each chapter of the report is organized in the following format:

1. Chapter Conclusion (including a 5-year fiscal impact chart)
2. Background Information
3. Methodology
4. Findings, Recommendations, and Commendations
5. Corrective Action Plan/Timeline for Each Recommendation.

Chapter 14 concludes this report by providing a summary of the five-year fiscal impact of implementing our study recommendations.

1.4 Summary of Survey Results

In March 2006, central office administrators, principals, and teachers in the CCSD participated in an on-line survey. The following sections include summaries of the survey results for:

- comparisons of the responses of central office administrators, principals, and teachers within CCSD; and
- comparisons of the responses of central office administrators, principals, and teachers in CCSD with those of the same groups from other school systems.

The opinions of principals and assistant principals are included in one survey group. When reporting these results throughout the chapter, the terms "principals" and "school administrators" will be used interchangeably and will include assistant principals.

1.4.1 Comparison of Central Office Administrator, Principal, and Teacher Surveys

This section compares the responses given by the three employee groups. **Exhibit 1-4** compares responses given by central office administrators, principals, and teachers to Part A of the surveys; **Exhibit 1-5**, responses for Part B of the surveys; and so on through **Exhibit 1-11**, which compares responses to Part H of the surveys. For Parts B, D, E, and F, *agree* and *strongly agree* responses are combined and compared to the combined *disagree* and *strongly disagree* responses. In Part C, the *good* and *excellent* responses are combined and compared to the combined *fair* and *poor* responses. In Part G, the responses *needs some improvement* and *needs major improvement* are combined and compared to the combined *adequate* and *outstanding* responses. **Exhibits 1-12** through **1-32** compare each survey group in CCSD to their counterparts in other school districts. With the exception of **Exhibits 1-4**, **1-10**, **1-11**, **1-12**, **1-18**, **1-19**, and **1-26**, the *should be eliminated*, *neutral,* and *don't know* responses are omitted.

Exhibit 1-4 shows that central office administrators and principals overall are more positive than teachers in their opinions of the quality of education in CCSD. The majority of administrators and principals believe the quality of education in the district is either improving or staying the same, while teachers are more divided in their opinions.

Exhibit 1-5 shows that principals have the best overall impression of education in CCSD, while central office administrators and teachers often express more mixed opinions. In some cases, the three groups are closely aligned. For example, high percentages of all three groups agree that "Teachers care about students' needs." Eighty-three percent of central office administrators, 93 percent of principals, and 88 percent of teachers *agree* or *strongly agree* with this statement.

The percentage of principals (73%) and central office administrators (66%) who believe that CCSD is safe and secure from crime is noticeably greater than that of teachers (40%). Most principals (72%) think that schools are effectively handling misbehavior problems, while lower percentages of central office administrators and teachers *agree* or *strongly agree* (52% and 26%, respectively). With regard to administrative support for controlling student behavior, 84 percent of principals *agree* or *strongly agree* that there is administrative support, while 70 percent of central office administrators and only 39 percent of teachers feel that way.

The majority of all three groups believe that the school district has insufficient space and facilities to support instructional programs. Fifty-eight percent of central office administrators, 64 percent of principals, and 68 percent of teachers *disagree* or *strongly disagree* that space and facilities are adequate. A greater percentage of principals (77%) than central office administrators (61%) and teachers (51%) believe their schools have the materials and supplies necessary for instruction in basic skills programs. Lower percentages of each group show agreement in regard to the sufficiency of student services, such as counseling, provided in the school district; 54 percent of central office administrators, 52 percent of principals, and 43 percent of teachers feel that these services are adequate.

More administrators and principals think that funds are managed wisely to support public education in the school system, while the majority of teachers believe funds are not managed wisely—57 percent of central office administrators and 50 percent of principals

agree or strongly agree, while 65 percent of teachers *disagree or strongly disagree*. Fifty-five percent of central office administrators and 52 percent of principals feel that school-based personnel play a large role in decision-making at the schools, while 51 percent of teachers disagree with this statement.

Questions concerning community and parental involvement also drew varying responses from the surveyed groups. Teachers show the most disagreement with respect to parents' taking responsibility for their children's behavior in school. Seventy-three percent *disagree* or *strongly disagree,* whereas 41 percent of central office administrators and 43 percent of principals share that opinion. Principals are the most certain that parents are satisfied with their children's education (62%); central office administrators and teachers are less convinced (53% and 33%, respectively). None of the groups feel very strongly that parents play an active role in decision-making in the schools. Less than half of the central office administrators (37%) and principals (46%) believe that the community really cares about the education of its children; only 20 percent of teachers agree, while 59 percent disagree with this statement.

EXHIBIT 1-4
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART A

PART A	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. Overall quality of public education in the Clark County School District is:			
Good or Excellent	80	84	44
Fair or Poor	20	15	55
2. Overall quality of education in the Clark County School District is:			
Improving	65	66	26
Staying the Same	26	26	36
Getting Worse	7	7	35
Don't Know	3	1	3
3. Grade given to the Clark County School District teachers:			
Above Average (A or B)	72	82	70
Below Average (D or F)	1	0	3
4. Grade given to the Clark County School District school level administrators:			
Above Average (A or B)	77	83	37
Below Average (D or F)	4	2	24
5. Grade given to the Clark County School District central office administrators:			
Above Average (A or B)	74	62	19
Below Average (D or F)	4	7	40

EXHIBIT 1-5
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART B

PART B	(%A + SA) / (%D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. The emphasis on learning in this school district has increased in recent years.	82/6	87/6	54/32
2. Our schools are safe and secure from crime.	66/17	73/12	40/42
3. Our schools effectively handle misbehavior problems.	52/23	72/16	26/61
4. Our schools have sufficient space and facilities to support the instructional programs.	24/58	26/64	23/68
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	61/23	77/19	51/38
6. Our schools can be described as "good places to learn."	76/7	89/3	55/26
7. There is administrative support for controlling student behavior in our schools.	70/14	84/10	39/46
8. Most students in our schools are motivated to learn.	59/19	66/19	39/47
9. Lessons are organized to meet students' needs.	63/9	80/9	71/13
10. The curriculum is broad and challenging for most students.	72/8	83/9	67/18
11. There is little a teacher can do to overcome education problems due to a student's home life.	22/60	22/63	39/41
12. Teachers in our schools know the material they teach.	71/7	89/3	84/6
13. Teachers in our schools care about students' needs.	83/4	93/1	88/4
14. Teachers expect students to do their very best.	77/6	87/4	82/9
15. The school district provides adequate technology-related staff development.	62/22	60/24	45/39
16. Principals and assistant principals in our schools care about students' needs.	88/3	97/1	69/15
17. In general, parents take responsibility for their children's behavior in our schools.	37/41	41/43	14/73
18. Parents in this school district are satisfied with the education their children are receiving.	53/19	62/13	33/30
19. Most parents seem to know what goes on in our schools.	38/39	41/41	22/57
20. Parents play an active role in decision-making in our schools.	29/39	35/40	19/57
21. This community really cares about its children's education.	37/34	46/34	20/59
22. The food services department encourages student participation through customer satisfaction surveys.	18/14	18/35	8/30
23. The school district requests input on the long-range technology plan.	34/21	42/24	22/29
24. Funds are managed wisely to support education in this school district.	57/20	50/27	10/65
25. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	54/29	52/35	43/40
26. School-based personnel play an important role in making decisions that affect schools in this school district.	55/19	52/32	23/51
27. The school district provides adequate technical support.	64/19	60/25	44/36
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	12/29	21/52	18/50
29. The food services department provides nutritious and appealing meals and snacks.	35/25	27/51	26/48

[1]Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

Generally, each of the survey groups is fairly positive about the attitude and performance of students, teachers, and principals. Each group believes that schools are "good places to learn." Teachers are less convinced than principals and central office administrators that most students in their schools are motivated to learn; 39 percent of teachers agree with this statement, compared to 66 percent of principals and 59 percent of central office administrators. Most of those surveyed do not believe that "There is little a teacher can do to overcome education problems due to a student's home life." Sixty percent of central office administrators, 63 percent of principals, and 41 percent of teachers disagree with this statement.

Exhibit 1-6 shows that opinions are divided among the groups with regard to the work of the Board of Education. Evaluations of the superintendent are much more positive among central office administrators and principals than among teachers. With respect to the principals' work as instructional leaders and as managers of staff and teachers, the teachers are not as affirmative in their opinions as are the central office administrators and principals. Overall, opinions of the central office administrators are not as positive toward teachers' work as those of principals and teachers. Views of teachers' attitudes about their jobs are mixed within the groups. For example, 48 percent of central office administrators rate teachers' attitudes as *good* or *excellent*; 44 percent, *fair* or *poor*. Principals show similar results, while teachers are a little more divided; 40 percent feel teachers have *good* or *excellent* attitudes about their jobs, and 60 percent rate their attitudes as *fair* or *poor*.

Regarding the school district's job of providing adequate instructional technology, central office administrators (68%) and principals (63%) rate it *good* or *excellent*. On the other hand, 58 percent of teachers rate it as *fair* or *poor*. Most of the central office administrators (69%) and principals (71%) think the school system's use of administrative technology is *good* or *excellent*. Teachers' opinions, however, are split.

Central office administrators and principals have similar opinions toward the opportunities provided to improve the skills of teachers. About three-fourths of each group rates the opportunities as *good* or *excellent*. However, 53 percent of teachers rate the staff development opportunities as *good* or *excellent* and 47 percent rate them *fair* or *poor*. With regard to opportunities provided to improve the skills of school administrators, the majority of central office administrators and principals have positive opinions. The teacher group is split (23% agree vs. 16% disagree), but only 39 percent responded to this item.

Teachers and principals are the most approving groups with respect to teachers' work in meeting students' individual learning needs. Seventy-eight percent of the principals and 73 percent of teachers regard the teachers' work as *good* or *excellent*, compared to 65 percent of central office administrators. Seventy percent of teachers appraise teachers' work in communicating with parents as *good* or *excellent*, compared to 57 percent of central office administrators and 66 percent of principals. With respect to how well students' test results are explained to parents, more participants in each group rate this *fair* or *poor* rather than *good* or *excellent*.

EXHIBIT 1-6
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART C

PART C	(%G + E) / (%F + P)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Board of Education members' knowledge of the educational needs of students in Clark County School District.	54/37	43/51	14/74
2. Board of Education members' knowledge of operations in Clark County School District.	54/38	48/45	21/59
3. Board of Education members' work at setting or revising policies for Clark County School District.	57/35	56/39	16/67
4. The School District Superintendent's work as the educational leader of Clark County School District.	75/17	68/22	21/53
5. The School District Superintendent's work as the chief administrator (manager) of Clark County School District.	80/13	76/15	25/49
6. Principals' work as the instructional leaders of their schools.	71/25	88/12	52/47
7. Principals' work as the managers of the staff and teachers.	76/20	93/8	57/43
8. Teachers' work in meeting students' individual learning needs.	65/28	78/22	73/26
9. Teachers' work in communicating with parents.	57/34	66/35	70/28
10. Teachers' attitudes about their jobs.	48/44	58/41	40/60
11. Students' ability to learn.	71/22	79/21	56/43
12. The amount of time students spend on task learning in the classroom.	54/31	67/32	52/46
13. Parents' efforts in helping their children to do better in school.	28/63	25/74	11/86
14. Parents' participation in school activities and organizations.	25/63	27/72	13/84
15. How well students' test results are explained to parents.	36/49	48/50	33/56
16. The cleanliness and maintenance of facilities in Clark County School District.	71/28	64/35	52/48
17. How well relations are maintained with various groups in the community.	54/32	54/42	29/52
18. Staff development opportunities provided by Clark County School District for teachers.	72/21	75/25	53/47
19. Staff development opportunities provided by Clark County School District for school administrators.	70/24	78/20	23/16
20. The school district's job of providing adequate instructional technology.	68/28	63/37	38/58
21. The school district's use of technology for administrative purposes.	69/28	71/26	39/27

[1]Percentage responding *Good* or *Excellent* / Percentage responding *Fair* or *Poor.* The *Don't Know* responses are omitted.

Generally, none of the groups have positive impressions of parental involvement in school activities and organizations (63% to 84% rate this as *fair* or *poor*) or parents' efforts to help their children do better in school (63% to 86% rate this as *fair* or *poor*). The three groups are somewhat less negative about how well relations are maintained with various groups in the community—32 percent of central office administrators, 42 percent of principals, and 52 percent of teachers rate this as *fair* or *poor*.

Exhibit 1-7 presents the survey responses for each group to Part D, which includes questions pertaining to the work environment. Generally, the majority within each group (86% of central office administrators, 89% of principals, and 52% of teachers) finds the school system to be an exciting and challenging place to work. Respondents express lower levels of satisfaction with the work standards and expectations in the school district (65% of central office administrators, 79% of principals, and 36% of teachers), although approval ratings among the principals remain high. A greater percentage of principals (75%) than central office administrators (55%) and teachers (39%) believe that administrators and teachers have excellent working relationships. With regard to whether district officials enforce high work standards, relatively large percentages of central office administrators (77%) and principals (81%) believe this to be the case; less than half (46%) of teachers feel that way.

Principals are more likely to feel that staff members who do not meet expected work standards are disciplined (58%) than are central office administrators (45%) and teachers (23%). Similar results are noted in opinions with regard to disciplining teachers who do not meet work standards.

Central office administrators, principals, and teachers express comparable attitudes toward their levels of equipment and computer support; 82 percent of central office administrators, 79 percent of principals, and 65 percent of teachers agree that it is adequate. When asked if workload distribution between teachers and staff members is equitably distributed, 64 percent of principals indicate that it is, compared to 48 percent of central office administrators and 37 percent of teachers. Approximately half of principals (51%) consider the workload evenly distributed, while 46 percent of central office administrators and 31 percent of teachers think that there is even distribution.

Exhibit 1-8 details the various survey responses to Part E, the job satisfaction section of the survey. A greater percentage of central office administrators (85%) and principals (82%) than teachers (54%) are satisfied with their jobs in CCSD. Very low percentages of administrators and principals are actively looking for jobs outside CCSD, while 20 percent of teachers state that they are. The statement "I feel that there is no future for me in CCSD" elicited similar responses. Most respondents plan to continue their career in CCSD (66% and higher). All three groups feel that their work is appreciated by their supervisors. A greater percentage of central office administrators than principals and teachers feel that they are an integral part of the school system team (78%, 66%, and 40%, respectively).

EXHIBIT 1-7
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART D

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I find Clark County School District to be an exciting, challenging place to work.	86/5	89/4	52/27
2. The work standards and expectations in Clark County School District are equal to or above those of most other school districts.	65/8	79/5	36/31
3. Clark County School District officials enforce high work standards.	77/11	81/7	46/29
4. Most Clark County School District teachers enforce high student learning standards.	67/7	80/6	68/16
5. Clark County School District teachers and administrators have excellent working relationships.	55/10	75/6	39/36
6. Teachers who do not meet expected work standards are disciplined.	39/27	55/26	26/43
7. Staff who do not meet expected work standards are disciplined.	45/27	58/22	23/42
8. I feel that I have the authority to adequately perform my job responsibilities.	80/14	80/12	74/18
9. I have adequate facilities in which to conduct my work.	74/20	73/19	69/23
10. I have adequate equipment and computer support to conduct my work.	82/11	79/12	65/27
11. The workloads are equitably distributed among teachers and among staff members.	48/25	64/22	37/45
12. No one knows or cares about the amount or quality of work that I perform.	15/70	21/63	33/49
13. Workload is evenly distributed.	46/33	51/29	31/45
14. If there were an emergency in the schools, I would know how to respond appropriately.	75/6	93/2	86/9
15. I often observe other teachers and/or staff socializing rather than working while on the job.	13/53	16/63	19/60

[1]Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

EXHIBIT 1-8
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART E

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I am very satisfied with my job in CCSD.	85/5	82/10	54/29
2. I plan to continue my career in CCSD.	87/3	88/4	66/16
3. I am actively looking for a job outside of CCSD.	6/76	9/79	20/62
4. Salary levels in CCSD are competitive.	30/52	25/61	12/79
5. I feel that my work is appreciated by my supervisor(s).	81/14	75/13	59/29
6. I feel that I am an integral part of CCSD team.	78/11	66/17	40/40
7. I feel that there is no future for me in CCSD.	9/79	7/82	20/56
8. My salary level is adequate for my level of work and experience.	37/49	27/62	10/83

[1]Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree*. The *Neutral* and *Don't Know* responses are omitted.

A greater percentage of teachers than principals and central office administrators are dissatisfied with school district salaries. Seventy-nine percent of teachers disagree that salary levels in the school district are competitive, compared to 52 percent of central office administrators and 61 percent of principals. Moreover, teachers indicate less satisfaction than central office administrators and principals when asked if their salaries are adequate for their level of work and experience. Forty-nine percent of central office administrators, 62 percent of principals, and 83 percent of teachers do not find their salaries adequate.

Exhibit 1-9 provides the survey responses given by each group to Part F, which addresses the administrative structure and practices of CCSD. Overall, principals express more positive points of view in this area than do central office administrators and teachers. A greater percentage of principals (67%) than central office administrators (60%) and teachers (25%) agree that most practices are highly effective and efficient. Sixty-seven percent of principals are of the opinion that administrative decisions are made promptly and decisively, whereas only 47 percent of central office administrators and 33 percent of teachers express the same opinion.

Seventy-one percent of principals think that teachers and staff have sufficient authority to perform their responsibilities effectively. Approximately half of central office administrators (52%) and teachers (45%) feel this way. More central office administrators and principals agree (39% and 43%, respectively) than disagree (25% and 30%, respectively) that the extensive committee structure in CCSD ensures adequate input from teachers and staff. The majority of teachers (51%) feel that it does not.

EXHIBIT 1-9
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART F

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most administrative practices in CCSD are highly effective and efficient.	60/19	67/14	25/49
2. Administrative decisions are made promptly and decisively.	47/26	67/16	33/42
3. CCSD administrators are easily accessible and open to input.	67/16	75/11	39/37
4. Authority for administrative decisions is delegated to the lowest possible level.	28/35	34/41	15/35
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	52/18	71/15	45/38
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	51/25	46/30	52/17
7. The extensive committee structure in CCSD ensures adequate input from teachers and staff on most important decisions.	39/25	43/30	15/51
8. CCSD has too many committees.	29/27	33/29	57/8
9. CCSD has too many layers of administrators.	23/53	31/47	74/7
10. Most of CCSD administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	48/27	51/22	23/32
11. Central office administrators are responsive to school needs.	73/7	55/20	13/40
12. Central office administrators provide quality service to schools.	75/6	56/19	13/35

[1]Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral and Don't Know* responses are omitted.

There is a wide range of percentages of agreement that central office administrators are responsive to school needs and that they provide quality service to schools. Seventy-three percent of central office administrators believe that they are responsive, but only 13 percent of teachers share that view, with the percentage of principals (55%) in between the two. Similar responses were given concerning central office administrators providing quality service. When asked if the district had too many layers of administrators, almost three-fourths of the teachers agreed, compared with less than one-third of administrators and principals.

Exhibit 1-10 lists the survey responses for Part G, which covers the school division's programs and functions. Responses are varied among the survey groups as to which areas are in need of improvement or are *adequate* or *outstanding*.

Only one program is judged as needing improvement by over 50 percent of the central office administrators (personnel recruitment). The majority of principals believe the

transportation and food service functions are in need of improvement (59% and 54%, respectively). The teacher results, however, indicate that most programs or functions could be improved. Those that at least 60 percent or more of teachers believe to be in need of improvement are:

- budgeting (71%);
- community relations (63%); and
- personnel recruitment (60%).

Three of the school division's programs received combined *adequate* and *outstanding* ratings from 62 percent of the administrators' survey group:

- financial management;
- risk management; and
- administrative technology.

Ten of the programs or functions are considered to be *adequate* or *outstanding* by at least 60 percent of principals:

- curriculum planning;
- program evaluation, research, and assessment;
- instructional technology;
- pupil accounting;
- instructional coordination/supervision;
- instructional support;
- staff development;
- data processing;
- risk management; and
- administrative technology.

Exhibit 1-11 details the various survey responses to Part H Operations. From 54 percent to 93 percent of all three groups believe the overall operation of CCSD is at least average in efficiency. Three options for improving the operational efficiency of CCSD were selected by at least 60 percent of each survey group:

- increasing the number of teachers (82% of central office administrators, 89% of principals, and 88% of teachers);

- increasing the number of support staff (62% of central office administrators, 73% of principals, and 62% of teachers); and

- increasing the number of facilities (63% of central office administrators, 69% of principals, and 66% of teachers).

EXHIBIT 1-10
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART G

PART G: SCHOOL DISTRICT PROGRAM/FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE + OUTSTANDING[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
a. Budgeting	38/51	43/47	71/11
b. Strategic planning	40/41	43/46	58/17
c. Curriculum planning	37/52	33/64	56/35
d. Financial management and accounting	28/62	33/56	58/15
e. Community relations	38/52	43/53	62/25
f. Program evaluation, research, and assessment	29/54	33/61	50/25
g. Instructional technology	31/57	36/60	53/36
h. Pupil accounting	23/54	29/62	38/31
i. Instructional coordination/supervision	27/53	30/65	44/38
j. Instructional support	29/55	33/63	51/36
k. Federal Programs (e.g., Title I, Special Education) coordination	30/52	43/44	44/31
l. Personnel recruitment	51/41	44/50	60/23
m. Personnel selection	45/48	41/54	59/26
n. Personnel evaluation	36/57	40/56	49/42
o. Staff development	36/58	36/62	53/38
p. Data processing	25/52	25/61	23/30
q. Purchasing	39/47	36/53	34/26
r. Safety and security	35/55	39/57	51/37
s. Plant maintenance	32/48	49/42	36/36
t. Facilities planning	32/53	46/45	41/28
u. Transportation	39/47	59/36	45/33
v. Food service	29/53	54/40	52/32
w. Custodial services	35/53	49/48	48/44
x. Risk management	19/62	20/68	23/27
y. Administrative technology	26/62	28/63	21/30
z. Grants administration	22/59	27/59	28/27

[1]Percentage responding *Needs Some Improvement* or *Needs Major Improvement* / Percentage responding *Adequate* or *Outstanding.* The *Should Be Eliminated* and *Don't Know* responses are omitted.

EXHIBIT 1-11
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – PART H

PART H: OPERATIONS	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of CCSD is:			
Highly efficient	5	6	1
Above average in efficiency	47	40	9
Average in efficiency	40	47	44
Less efficient than most other school districts	7	5	39
Don't know	1	2	7
2. The operational efficiency of CCSD could be improved by:			
Outsourcing some support services	23	29	19
Offering more programs	17	21	22
Offering fewer programs	22	23	21
Increasing the number of administrators	37	43	5
Reducing the number of administrators	11	11	61
Increasing the number of teachers	82	89	88
Reducing the number of teachers	0	1	0
Increasing the number of support staff	62	73	62
Reducing the number of support staff	2	1	4
Increasing the number of facilities	63	69	66
Reducing the number of facilities	4	1	2
Rezoning schools	20	30	33
Other	16	14	24

*Percentages may add up to over 100 percent due to rounding.

1.4.2 Comparison of Responses in CCSD to Other School Systems

This section compares the responses of CCSD central office administrators, principals, and teachers to those of similar groups in other school systems around the country. Comparisons for Part A through Part G of the survey include the following school districts:

- Florida
  - Brevard County
  - Broward County
  - Clay County
  - Escambia County
  - Hillsborough County
  - Hamilton County
  - Lee County
- Texas
  - Edgewood
  - Edinburgh
  - El Paso
  - Port Arthur
- Virginia
  - Fairfax County
  - Campbell County
  - Williamsburg-James City County
- North Carolina
  - Henderson County
  - Wake County
- Maryland
  - Allegany County
  - Baltimore County
  - Prince George's County
  - St. Mary's County
  - Harford County
  - Somerset County
- Mississippi
  - Jackson
- Kansas
  - Topeka
- Tennessee
  - Anderson County
  - Nashville
  - Memphis

- Arkansas
  - Little Rock
- Alaska
  - Lower Kuskokwim
- Pennsylvania
  - Pittsburgh
- Wisconsin
  - Stevens Point

Part H of the survey is not compared to the other school districts as it is modified periodically to fit unique situations in each school district and meaningful comparison data do not exist.

Exhibits 1-12 through **1-18** present comparisons between central office administrators in CCSD and their counterparts in the school districts noted above. **Exhibits 1-19** through **1-25** present comparisons between principals in CCSD and those in the other school districts, and **Exhibits 1-26** through **1-32** present comparisons of teacher responses.

1.4.3 Comparisons of Responses of Central Office Administrators in CCSD to Those of Central Office Administrators in Other School Districts

Exhibit 1-12 compares the responses of central office administrators in CCSD to those of their counterparts in other school districts for Part A of the survey. The central office administrators in CCSD rate the overall quality of public education in their school district slightly lower (80%) than central office administrators from other districts (85%). However, CCSD administrators have slightly higher opinions of the overall quality of education in their school district. Ninety-one percent of CCSD administrators and 89 percent of other district administrators state that it is *staying the same* or *improving*.

With respect to staff quality, a slightly lower percentage of central office administrators in CCSD than in the comparison group grade their district administrators and teachers with an *A* or a *B*. The percentages assigning an *A* or a *B* to principals are the same (77%) in both groups of administrators.

Exhibit 1-13 compares the responses for Section B of the survey. Overall, the responses are similar. Eighty-three percent of central office administrators from other districts and 82 percent of CCSD central office administrators believe that the emphasis on learning in their school district has increased in recent years. Sixty-three percent of central office administrators from other districts and 61 percent of CCSD central office administrators believe that their districts have the necessary materials and supplies for instruction. Sixty-six percent of CCSD administrators and 65 percent of administrators in other school districts believe their schools are safe and secure from crime. Similarly, central office administrators in both CCSD and other districts feel their schools effectively handle misbehavior problems (52% and 54%, respectively).

CCSD central office administrators responded positively to some survey items in noticeably lower percentages than administrators in other districts. Sixty-three percent of

other administrators believe the community really cares about its children's education, whereas only 37 percent of administrators in CCSD feel that way. Similarly, 62 percent of administrators in other districts indicate the food services department provides nutritious and appealing meals and snacks, compared with only 35 percent of CCSD administrators.

EXHIBIT 1-12
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS – PART A

PART A	CCSD (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	80	85
Fair or Poor	20	14
2. Overall quality of education in the school district is:		
Improving	65	69
Staying the Same	26	20
Getting Worse	7	2
Don't Know	3	3
3. Grade given to teachers:		
Above Average (A or B)	72	78
Below Average (D or F)	1	1
4. Grade given to school administrators:		
Above Average (A or B)	77	77
Below Average (D or F)	4	3
5. Grade given to school district administrators:		
Above Average (A or B)	74	77
Below Average (D or F)	4	5

Eighty-four percent of other district administrators believe their schools are "good places to learn," while 76 percent of central office administrators in CCSD feel that way about their schools. With respect to funds, 67 percent of central office administrators from other districts regard theirs as being managed wisely, as compared to only 57 percent of central office administrators in CCSD. Survey items relating to parents elicited a less positive response from administrators in CCSD than from their counterparts in other districts. Forty-two percent of other district administrators agree that parents take responsibility for their children's behavior in the schools, compared with only 37 percent of CCSD administrators. More than one-third of administrators in other districts (35%)

believe parents play an active role in decision-making, while only 29 percent of administrators in CCSD feel that way.

EXHIBIT 1-13
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS – PART B

PART B	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school district has increased in recent years.	82/6	83/6
2. Our schools are safe and secure from crime.	66/17	65/16
3. Our schools effectively handle misbehavior problems.	52/23	54/24
4. Our schools have sufficient space and facilities to support the instructional programs.	24/58	26/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	61/23	63/17
6. Our schools can be described as "good places to learn."	76/7	84/5
7. There is administrative support for controlling student behavior in our schools.	70/14	68/12
8. Most students in our schools are motivated to learn.	59/19	65/12
9. Lessons are organized to meet students' needs.	63/9	56/10
10. The curriculum is broad and challenging for most students.	72/8	70/8
11. There is little a teacher can do to overcome education problems due to a student's home life.	22/60	20/58
12. Teachers in our schools know the material they teach.	71/7	69/6
13. Teachers in our schools care about students' needs.	83/4	80/4
14. Teachers expect students to do their very best.	77/6	74/7
15. The school district provides adequate technology-related staff development.	62/22	n/a
16. Principals and assistant principals in our schools care about students' needs.	88/3	84/4
17. In general, parents take responsibility for their children's behavior in our schools.	37/41	42/34
18. Parents in this school district are satisfied with the education their children are receiving.	53/19	57/16
19. Most parents seem to know what goes on in our schools.	38/39	36/39
20. Parents play an active role in decision-making in our schools.	29/39	35/24
21. This community really cares about its children's education.	37/34	63/15
22. The food services department encourages student participation through customer satisfaction surveys.	18/14	n/a
23. The school district requests input on the long range technology plan.	34/21	n/a
24. Funds are managed wisely to support education in this school district.	57/20	67/18
25. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	54/29	57/26
26. School-based personnel play an important role in making decisions that affect schools in this school district.	55/19	48/24
27. The school district provides adequate technical support.	64/19	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	12/29	8/56
29. The food services department provides nutritious and appealing meals and snacks.	35/25	62/14

[1] Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

Several items received slightly more positive responses in CCSD than in other districts. For example, 63 percent of central office administrators in CCSD and 56 percent of central office administrators from other districts believe lessons are organized to meet students' needs. Seventy-two percent of central office administrators in CCSD and 68 percent of other central office administrators believe the curriculum is broad and challenging for most students. Administrators in CCSD also responded slightly more positively than those in other districts to items regarding the work of the teachers and principals. For example, 83 percent of CCSD administrators believe their teachers care about students' needs, compared to 80 percent of other district administrators. In addition, 88 percent of administrators in CCSD believe principals and assistant principals care about students' needs, compared to 84 percent of administrators in other districts.

Exhibit 1-14 compares the responses for Part C. Overall, the central office administrators in CCSD tended to answer more positively than those in other districts. Administrators in CCSD are clearly more approving of their Board of Education than administrators in their respective districts. The two groups rate the work of the Superintendent as educational leader and as chief administrator comparably. Central office administrators in CCSD have slightly more positive opinions of principals as instructional leaders and as managers of staff and teachers than do central office administrators in other districts. Central office administrators in CCSD view parental involvement more negatively than do other central office administrators. Staff development for teachers and school administrators is rated more highly among CCSD central office administrators than among central office administrators from other districts.

Exhibit 1-15 summarizes responses about the work environment. Overall, the attitudes are relatively similar, with a few exceptions. Almost half of CCSD administrators believe the workloads are equitably distributed among teachers and staff, while only 29 percent of other district administrators feel that way. Again, 46 percent of CCSD administrators agree with the statement "Workload is evenly distributed," while only 32 percent of administrators in other districts agree; 46 percent of other administrators disagree with this statement. Other items receiving a higher percentage of agreement among CCSD administrators compared to other district administrators include "Teachers and staff who do not meet expected work standards are disciplined." Over four-fifths of CCSD administrators (82%) believe they have adequate equipment and computer support to do their work, compared with less than three-fourths of other administrators (70%).

Exhibit 1-16 compares opinions with respect to job satisfaction. Again, most of the responses are similar. For example, 87 percent of central office administrators in CCSD and 83 percent of other central office administrators plan to continue their careers in their respective school districts. Also, 76 percent of central office administrators in CCSD and 78 percent of other central office administrators state that they are not actively looking for a job outside their district. One item indicates a disparity between the two groups of central office administrators. Less than one-third of the administrators in CCSD (30%) believe salary levels in the district are competitive with other school districts, compared to almost half of other district administrators (45%).

EXHIBIT 1-14
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS – PART C

PART C	(% G+ E) / (% F + P)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	54/37	40/51
2. Board of Education members' knowledge of operations in Clark County School District.	54/38	36/58
3. Board of Education members' work at setting or revising policies for the school district.	57/35	44/48
4. The school district Superintendent's work as the educational leader of the school district.	75/17	78/18
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	80/13	77/20
6. Principals' work as the instructional leaders of their schools.	71/25	70/29
7. Principals' work as the managers of the staff and teachers.	76/20	74/25
8. Teachers' work in meeting students' individual learning needs.	65/28	62/32
9. Teachers' work in communicating with parents.	57/34	49/41
10. Teachers' attitudes about their jobs.	48/44	44/47
11. Students' ability to learn.	71/22	74/20
12. The amount of time students spend on task learning in the classroom.	54/31	49/34
13. Parents' efforts in helping their children to do better in school.	28/63	29/56
14. Parents' participation in school activities and organizations.	25/63	27/59
15. How well students' test results are explained to parents.	36/49	36/44
16. The cleanliness and maintenance of facilities in the school district.	71/28	70/30
17. How well relations are maintained with various groups in the community.	54/32	60/35
18. Staff development opportunities provided by the school district for teachers.	72/21	63/32
19. Staff development opportunities provided by the school district for school administrators.	70/24	53/43
20. The school district's job of providing adequate instructional technology.	68/28	54/43
21. The school district's use of technology for administrative purposes.	69/28	53/46

[1] Percentage responding *Good* or *Excellent* / Percentage responding *Fair* or *Poor.* The *Don't Know* responses are omitted.

EXHIBIT 1-15
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS – PART D

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	86/5	81/8
5. The work standards and expectations in the school district are equal to or above those of most other school districts.	65/8	75/7
6. School district officials enforce high work standards.	77/11	73/12
7. Most school district teachers enforce high student learning standards.	67/7	62/8
8. School district teachers and administrators have excellent working relationships.	55/10	54/14
9. Teachers who do not meet expected work standards are disciplined.	39/27	26/33
10. Staff who do not meet expected work standards are disciplined.	45/27	37/34
11. I feel that I have the authority to adequately perform my job responsibilities.	80/14	79/15
12. I have adequate facilities in which to do my work.	74/20	71/21
13. I have adequate equipment and computer support to do my work.	82/11	70/22
14. The workloads are equitably distributed among teachers and among staff members.	48/25	29/28
15. No one knows or cares about the amount or quality of work that I perform.	15/70	16/70
16. Workload is evenly distributed.	46/33	32/46
17. If there were an emergency in the schools, I would know how to respond appropriately.	75/6	78/7
18. I often observe other teachers and/or staff socializing rather than working while on the job.	13/53	16/58

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

EXHIBIT 1-16
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS – PART E

PART E: JOB SATISFACTION		(% A + SA) / (% D + SD)[1]	
		CCSD	OTHER SCHOOL DISTRICTS
1.	I am very satisfied with my job in the school district.	85/5	77/12
2.	I plan to continue my career in the school district.	87/3	83/6
3.	I am actively looking for a job outside of the school district.	6/76	8/78
4.	Salary levels in the school district are competitive (with other school districts).	30/52	45/40
5.	I feel that my work is appreciated by my supervisor(s).	81/14	75/13
6.	I feel that I am an integral part of the school district.	78/11	74/11
7.	I feel that there is no future for me in the school district.	9/79	10/77
8.	My salary level is adequate for my level of work and experience.	37/49	42/45

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

Exhibit 1-17 shows the responses to items relating to the administrative structure and practices. Responses from central office administrators in CCSD and in other districts are fairly comparable. For example, 52 percent of both CCSD administrators and other district administrators think that teachers and staff are empowered with sufficient authority to effectively perform their responsibilities. In addition, 28 percent of both groups agree that authority for administrative decisions is delegated to the lowest possible level. CCSD central office administrators are less positive than administrators in other districts regarding the extensive committee structure. Only 39 percent of CCSD administrators agree that "The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions," while half of the administrators in other districts agree. CCSD administrators are also less likely to agree that their district has too many committees and that most administrative processes are highly efficient and responsive.

Exhibit 1-18 compares opinions toward school district programs and functions. The central office administrators in CCSD feel that most programs and functions are *adequate* or *outstanding*, as evidenced by the high percentages awarding these ratings. The same is true of administrators in other districts. However, more CCSD administrators believe their transportation and food services departments need improvement than do other district administrators. Additionally, more than half of CCSD administrators feel the administrative technology and grants administration are *adequate* or *outstanding*, compared with only 49 percent of other administrators.

EXHIBIT 1-17
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS – PART F

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	60/19	54/23
2. Administrative decisions are made promptly and decisively.	47/26	44/33
3. School district administrators are easily accessible and open to input.	67/16	65/18
4. Authority for administrative decisions is delegated to the lowest possible level.	28/35	28/44
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	52/18	52/18
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	51/25	40/37
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	39/25	50/20
8. The school district has too many committees.	29/27	37/32
9. The school district has too many layers of administrators.	23/53	19/64
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	48/27	54/25
11. Central office administrators are responsive to school needs.	73/7	76/8
12. Central office administrators provide quality service to schools.	75/6	77/6

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

EXHIBIT 1-18
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS – PART G

PART G: SCHOOL DISTRICT PROGRAM/FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE + OUTSTANDING[1]	
	CCSD	OTHER SCHOOL DISTRICTS
a. Budgeting	38/51	47/45
b. Strategic planning	40/41	44/42
c. Curriculum planning	37/52	30/50
d. Financial management and accounting	28/62	36/53
e. Community relations	38/52	39/53
f. Program evaluation, research, and assessment	29/54	34/50
g. Instructional technology	31/57	48/41
h. Pupil accounting	23/54	25/48
i. Instructional coordination/supervision	27/53	30/50
j. Instructional support	29/55	32/51
k. Federal Programs (e.g., Title I, Special Education) coordination	30/52	24/52
l. Personnel recruitment	51/41	47/42
m. Personnel selection	45/48	46/48
n. Personnel evaluation	36/57	47/49
o. Staff development	36/58	48/49
p. Data processing	25/52	38/45
q. Purchasing	39/47	34/53
r. Safety and security	35/55	26/61
s. Plant maintenance	32/48	43/48
t. Facilities planning	32/53	38/48
u. Transportation	39/47	21/65
v. Food service	29/53	18/67
w. Custodial services	35/53	37/54
x. Risk management	19/62	20/54
y. Administrative technology	26/62	42/49
z. Grants administration	22/59	24/49

[1] Percentage responding *Needs Some Improvement* or *Needs Major Improvement* /Percentage responding *Adequate* or *Outstanding*.

1.4.4 Comparisons of Responses of Principals in the CCSD to Those of Principals in Other School Districts

Exhibit 1-19 compares the responses of principals (school administrators) in CCSD to those of principals in other school districts for Part A of the survey. The responses are similar. Eighty-nine percent of principals in other districts and 84 percent of principals in CCSD believe that the overall quality of public education in their school district is *good* or *excellent*. Also, 92 percent of CCSD principals and 93 percent of principals from other districts see the overall quality of education in their school district as *staying the same* or *improving*. The percentage of principals giving grades of *A* or *B* to teachers is similar in the two groups, but a lower percentage of principals in CCSD (62%) than in other districts (73%) give their central office administrators a grade of *A* or *B*. Similarly, fewer CCSD principals (83%) give school administrators above average grades than do principals in other districts (91%).

EXHIBIT 1-19
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS – PART A

PART A	CCSD (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	84	89
Fair or Poor	15	11
2. Overall quality of education in the school district is:		
Improving	66	78
Staying the Same	26	15
Getting Worse	7	7
Don't Know	1	1
3. Grade given to teachers:		
Above Average (A or B)	82	85
Below Average (D or F)	0	1
4. Grade given to school administrators:		
Above Average (A or B)	83	91
Below Average (D or F)	2	1
5. Grade given to school district administrators:		
Above Average (A or B)	62	73
Below Average (D or F)	7	7

Exhibit 1-20 compares responses to Part B. The principals responded similarly to a majority of the items. For instance, 87 percent of principals in CCSD and 89 percent of other principals believe the emphasis on learning in the school district has increased in recent years. Eighty-nine percent of principals in CCSD and 92 percent of other principals describe their schools as "good places to learn." Two of the items show a noticeable disparity in opinions. One relates to the community really caring about its children's education; 72 percent of principals from other districts feel that it does, compared to only 46 percent of principals in CCSD. In another item, 58 percent of other principals believe that their food services department provides nutritious and appealing meals and snacks, but only 27 percent of principals in CCSD feel this way.

The responses to items in Part C of the survey demonstrate similar attitudes between principals in CCSD and principals in other districts, as shown in **Exhibit 1-21**. The most obvious differences relate to the school district's use of technology. Higher percentages of principals in CCSD than in other districts feel that the district's job of providing adequate instructional technology is either *good* or *excellent*. The same is true for the district's use of technology for administrative purposes. On the other hand, many more principals in other districts feel their superintendent's work as the educational leader is *good* or *excellent* than do principals in CCSD.

Exhibit 1-22 presents the points of view related to the work environment. Overall, the two groups have very similar opinions. Also, most of the results reveal satisfaction with the work environment. For instance, 89 percent of principals in CCSD and 88 percent of other principals find their school district to be an exciting place to work. One area in which there is somewhat of a discrepancy between the opinions of the two groups is equipment and computer support. Seventy-nine percent of principals in CCSD believe that theirs is adequate to support their work, compared with 65 percent of other principals. Moreover, 63 percent of CCSD principals disagree that they often observe teachers or staff socializing rather than working on the job, while 77 percent of principals in other districts disagree.

EXHIBIT 1-20
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND PRINCIPALS IN OTHER SCHOOL DISTRICTS – PART B

PART B	(% A + SA) / (% D + SD) [1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school district has increased in recent years.	87/6	89/4
2. Our schools are safe and secure from crime.	73/12	81/9
3. Our schools effectively handle misbehavior problems.	72/16	74/14
4. Our schools have sufficient space and facilities to support the instructional programs.	26/64	30/59
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	77/19	75/14
6. Our schools can be described as "good places to learn."	89/3	92/3
7. There is administrative support for controlling student behavior in our schools.	84/10	89/6
8. Most students in our schools are motivated to learn.	66/19	77/12
9. Lessons are organized to meet students' needs.	80/9	86/6
10. The curriculum is broad and challenging for most students.	83/9	86/7
11. There is little a teacher can do to overcome education problems due to a student's home life.	22/63	19/69
12. Teachers in our schools know the material they teach.	89/3	90/4
13. Teachers in our schools care about students' needs.	93/1	92/3
14. Teachers expect students to do their very best.	87/4	89/4
15. The school district provides adequate technology-related staff development.	60/24	n/a
16. Principals and assistant principals in our schools care about students' needs.	97/1	98/1
17. In general, parents take responsibility for their children's behavior in our schools.	41/43	51/31
18. Parents in this school district are satisfied with the education their children are receiving.	62/13	73/9
19. Most parents seem to know what goes on in our schools.	41/41	43/36
20. Parents play an active role in decision-making in our schools.	35/40	60/20
21. This community really cares about its children's education.	46/34	72/14
22. The food services department encourages student participation through customer satisfaction surveys.	18/35	n/a
23. The school district requests input on the long range technology plan.	42/24	n/a
24. Funds are managed wisely to support education in this school district.	50/27	67/19
25. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	52/35	56/36
26. School-based personnel play an important role in making decisions that affect schools in this school district.	52/32	61/24
27. The school district provides adequate technical support.	60/25	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	21/52	18/68
29. The food services department provides nutritious and appealing meals and snacks.	27/51	58/26

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

EXHIBIT 1-21
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND PRINCIPALS IN OTHER SCHOOL DISTRICTS – PART C

PART C	(%G+ E) / (%F + P)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	43/51	39/57
2. Board of Education members' knowledge of operations in the school district.	48/45	41/56
3. Board of Education members' work at setting or revising policies for the school district.	56/39	50/47
4. The school district Superintendent's work as the educational leader of the school district.	68/22	81/17
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	76/15	81/17
6. Principals' work as the instructional leaders of their schools.	88/12	89/11
7. Principals' work as the managers of the staff and teachers.	93/8	94/6
8. Teachers' work in meeting students' individual learning needs.	78/22	80/20
9. Teachers' work in communicating with parents.	66/35	68/32
10. Teachers' attitudes about their jobs.	58/41	64/36
11. Students' ability to learn.	79/21	84/16
12. The amount of time students spend on task learning in the classroom.	67/32	72/27
13. Parents' efforts in helping their children to do better in school.	25/74	35/64
14. Parents' participation in school activities and organizations.	27/72	33/66
15. How well students' test results are explained to parents.	48/50	51/47
16. The cleanliness and maintenance of facilities in the school district.	64/35	65/34
17. How well relations are maintained with various groups in the community.	54/42	66/32
18. Staff development opportunities provided by the school district for teachers.	75/25	68/31
19. Staff development opportunities provided by the school district for school administrators.	78/20	63/37
20. The school district's job of providing adequate instructional technology.	63/37	46/52
21. The school district's use of technology for administrative purposes.	71/26	54/45

[1] Percentage responding *Good* or *Excellent* / Percentage responding *Fair* or *Poor*. The *Don't Know* responses are omitted.

EXHIBIT 1-22
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND PRINCIPALS IN OTHER SCHOOL DISTRICTS – PART D

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	89/4	88/5
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	79/5	83/6
3. School district officials enforce high work standards.	81/7	81/9
4. Most school district teachers enforce high student learning standards.	80/6	81/7
5. School district teachers and administrators have excellent working relationships.	75/6	76/7
6. Teachers who do not meet expected work standards are disciplined.	55/26	48/31
7. Staff who do not meet expected work standards are disciplined.	58/22	54/25
8. I feel that I have the authority to adequately perform my job responsibilities.	80/12	80/13
9. I have adequate facilities in which to do my work.	73/19	74/19
10. I have adequate equipment and computer support to do my work.	79/12	65/27
11. The workloads are equitably distributed among teachers and among staff members.	64/22	68/21
12. No one knows or cares about the amount or quality of work that I perform.	21/63	19/68
13. Workload is evenly distributed.	51/29	45/35
14. The failure of school district officials to enforce high work standards results in poor quality work.	93/2	96/2
15. I often observe other teachers and/or staff socializing rather than working while on the job.	16/63	12/77

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree*. The *Neutral* and *Don't Know* responses are omitted.

Exhibit 1-23 (Part E: Job Satisfaction) shows that both groups have mostly positive views about their jobs. A similar percentage of principals in CCSD (82%) than in other districts (83%) state that they are satisfied with their jobs, and 88 percent of both groups plan to continue working in the same district. Opinions about competitive salaries and adequate salary levels differ between the two groups. Principals in CCSD tend to be less satisfied with their salaries than do principals in other districts.

EXHIBIT 1-23
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS – PART E

PART E: JOB SATISFACTION		(% A + SA) / (% D + SD)[1]	
		CCSD	OTHER SCHOOL DISTRICTS
1.	I am very satisfied with my job in the school district.	82/10	83/8
2.	I plan to continue my career in the school district.	88/4	88/4
3.	I am actively looking for a job outside of the school district.	9/79	8/78
4.	Salary levels in the school district are competitive (with other school districts).	25/61	40/48
5.	I feel that my work is appreciated by my supervisor(s).	75/13	74/15
6.	I feel that I am an integral part of the school district.	66/17	74/12
7.	I feel that there is no future for me in the school district.	7/82	8/81
8.	My salary level is adequate for my level of work and experience.	27/62	32/58

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

Exhibit 1-24 shows opinions regarding administrative structures and practices are very similar between principals in CCSD and principals in other districts. One issue on which there is a noticeable difference is the extensive committee structure in the school district. Sixty percent of principals in other districts believe the extensive committee structure ensures adequate input from teachers and staff on most important decisions, compared with only 43 percent of principals in CCSD.

Exhibit 1-25 shows a comparison of opinions toward school district programs and functions. Principals in CCSD and in other districts are split in their views of the majority of their programs and functions. For example, almost half of each group feel budgeting needs improvement, and almost half of each group believe it is *adequate* or *outstanding*. Several items stand out, as one group believes they are adequate while the other group believes they need improvement. Sixty percent of principals in CCSD indicate instructional technology in their district is *adequate* or *outstanding*; however, the same percentage of principals in other districts believe it needs improvement. In addition, the majority of principals in CCSD feel the transportation and food service functions need improvement, while the majority of principals in other districts are satisfied with these functions.

EXHIBIT 1-24
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND PRINCIPALS IN OTHER SCHOOL DISTRICTS – PART F

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	67/14	69/18
2. Administrative decisions are made promptly and decisively.	67/16	62/21
3. School district administrators are easily accessible and open to input.	75/11	71/15
4. Authority for administrative decisions is delegated to the lowest possible level.	34/41	36/38
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	71/15	77/12
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	46/30	40/39
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	43/30	60/21
8. The school district has too many committees.	33/29	35/34
9. The school district has too many layers of administrators.	31/47	27/57
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	51/22	57/26
11. Central office administrators are responsive to school needs.	55/20	65/20
12. Central office administrators provide quality service to schools.	56/19	63/18

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral and Don't Know* responses are omitted.

EXHIBIT 1-25
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND PRINCIPALS IN OTHER SCHOOL DISTRICTS – PART G

PART G: SCHOOL DISTRICT PROGRAM/FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE + OUTSTANDING[1]	
	CCSD	OTHER SCHOOL DISTRICTS
a. Budgeting	43/47	49/48
b. Strategic planning	43/46	38/53
c. Curriculum planning	33/64	40/59
d. Financial management and accounting	33/56	35/60
e. Community relations	43/53	37/61
f. Program evaluation, research, and assessment	33/61	32/65
g. Instructional technology	36/60	60/39
h. Pupil accounting	29/62	27/66
i. Instructional coordination/supervision	30/65	40/58
j. Instructional support	33/63	44/55
k. Federal Programs (e.g., Title I, Special Education) coordination	43/44	32/57
l. Personnel recruitment	44/50	47/48
m. Personnel selection	41/54	41/57
n. Personnel evaluation	40/56	40/58
o. Staff development	36/62	43/57
p. Data processing	25/61	39/51
q. Purchasing	36/53	37/58
r. Safety and security	39/57	29/67
s. Plant maintenance	49/42	55/43
t. Facilities planning	46/45	51/43
u. Transportation	59/36	43/54
v. Food service	54/40	35/65
w. Custodial services	49/48	47/52
x. Risk management	20/68	23/63
y. Administrative technology	28/63	48/49
z. Grants administration	27/59	34/49

[1]Percentage responding *Needs Some Improvement* or *Needs Major Improvement* / Percentage responding *Adequate* or *Outstanding.* The *Should Be Eliminated and Don't Know* responses are omitted.

1.4.5 Comparisons of Responses of Teachers in CCSD to Those of Teachers in Other School Districts

Exhibit 1-26 shows that the opinions of teachers in CCSD are very different from those of teachers in other districts. Only 44 percent of teachers in CCSD believe that the overall quality of public education in their school district is *good* or *excellent*, compared with 74 percent of other teachers; more than half (55%) of CCSD teachers indicate the quality is *fair* or *poor*. While 53 percent of other district teachers believe the quality of education in their districts is improving, only 26 percent of CCSD teachers feel that way. It is also important to note that over one-third of CCSD teachers believe the quality of education is getting worse. CCSD teachers are less likely to grade the teachers and school administrators in their district with an *A* or *B* than teachers in other districts. The teachers in CCSD are more likely to give below average grades to district administrators than are teachers in other districts.

Exhibit 1-27 displays the responses of teachers in CCSD and teachers in other districts to Part B of the survey. Overall, the responses of CCSD teachers are less positive than those of other teachers. For example, almost three-fourths of teachers in other districts believe the emphasis on learning in their districts has increased in recent years, compared with approximately half of the CCSD teachers. Similar percentages are found with regard to whether the schools can be described as good places to learn. Responses regarding the teachers' work in the schools are also similarly positive among both groups. CCSD teachers (73%) are more likely to disagree that parents take responsibility for their children's behavior in school than teachers in other districts (53%). More than half of the teachers in CCSD disagree that parents play a role in decision-making, while the other teachers are split in their opinion (36% agreeing and 38% disagreeing).

Exhibit 1-28 again shows lower percentages of agreement among CCSD teachers than among teachers in other districts. Neither group of teachers has a very positive assessment of the Board of Education or the Superintendent. With respect to principals' work as instructional leaders and as managers of staff and teachers, more than half of each teacher group rates the principals' work as *good* or *excellent* in both areas. Overall, teachers' opinions about teachers are positive. However, most of the teachers rate parents' efforts at helping their children in school and parents' participation in school activities and organizations as *fair* or *poor*. Eighty-six percent of teachers in CCSD and 76 percent of other teachers give parents' efforts a *fair* or *poor* rating. Also, 84 percent of teachers in CCSD and 75 percent of teachers from other districts rate parents' participation as *fair* or *poor*. Teachers from other districts tend to view their staff development activities for teachers and school administrators more positively than teachers in CCSD do.

Exhibit 1-29 compares attitudes toward the work environment. Again, the teachers in CCSD are less positive than the other teachers. About half (52%) of teachers in CCSD and 69 percent of other teachers consider their districts exciting, challenging places to work. Both groups are split in their opinions of whether teachers and administrators have excellent working relationships. Thirty-nine percent of teachers in CCSD and 45 percent of teachers from other districts believe they do, but 36 percent of teachers in CCSD and 26 percent of other teachers do not agree. Similar divisions in the groups are noted with respect to work standards and expectations. Sixty-three percent of other teachers

believe these are equal to or above those of other districts, while only 36 percent of CCSD teachers feel that way. More teachers in CCSD agree they have adequate equipment and computer support than do teachers in other districts.

EXHIBIT 1-26
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS – PART A

PART A	CCSD (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	44	74
Fair or Poor	55	25
2. Overall quality of education in the school district is:		
Improving	26	53
Staying the Same	36	27
Getting Worse	35	16
Don't Know	3	4
3. Grade given to teachers:		
Above Average (A or B)	70	83
Below Average (D or F)	3	1
4. Grade given to school administrators:		
Above Average (A or B)	37	59
Below Average (D or F)	24	11
5. Grade given to school district administrators:		
Above Average (A or B)	19	38
Below Average (D or F)	40	21

EXHIBIT 1-27
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER SCHOOL DISTRICTS – PART B

PART B	(% A + SA) / (% D + SD) [1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school district has increased in recent years.	54/32	71/13
2. Our schools are safe and secure from crime.	40/42	53/28
3. Our schools effectively handle misbehavior problems.	26/61	37/48
4. Our schools have sufficient space and facilities to support the instructional programs.	23/68	28/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	51/38	54/31
6. Our schools can be described as "good places to learn."	55/26	74/11
7. There is administrative support for controlling student behavior in our schools.	39/46	55/29
8. Most students in our schools are motivated to learn.	39/47	55/29
9. Lessons are organized to meet students' needs.	71/13	79/9
10. The curriculum is broad and challenging for most students.	67/18	77/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	39/41	35/46
12. Teachers in our schools know the material they teach.	84/6	88/4
13. Teachers in our schools care about students' needs.	88/4	91/3
14. Teachers expect students to do their very best.	82/9	88/4
15. The school district provides adequate technology-related staff development.	45/39	n/a
16. Principals and assistant principals in our schools care about students' needs.	69/15	83/7
17. In general, parents take responsibility for their children's behavior in our schools.	14/73	27/53
18. Parents in this school district are satisfied with the education their children are receiving.	33/30	53/14
19. Most parents seem to know what goes on in our schools.	22/57	29/50
20. Parents play an active role in decision-making in our schools.	19/57	36/38
21. This community really cares about its children's education.	20/59	49/27
22. The food services department encourages student participation through customer satisfaction surveys.	8/30	n/a
23. The school district requests input on the long range technology plan.	22/29	n/a
24. Funds are managed wisely to support education in this school district.	10/65	28/46
25. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	43/40	53/34
26. School-based personnel play an important role in making decisions that affect schools in this school district.	23/51	35/33
27. The school district provides adequate technical support.	44/36	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	18/50	17/60
29. The food services department provides nutritious and appealing meals and snacks.	26/48	43/34

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

EXHIBIT 1-28
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER SCHOOL DISTRICTS – PART C

PART C	(%G+ E) / (%F + P)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	14/74	24/64
2. Board of Education members' knowledge of operations in the school district.	21/59	29/55
3. Board of Education members' work at setting or revising policies for the school district.	16/67	27/58
4. The school district Superintendent's work as the educational leader of the school district.	21/53	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	25/49	50/38
6. Principals' work as the instructional leaders of their schools.	52/47	63/36
7. Principals' work as the managers of the staff and teachers.	57/43	67/32
8. Teachers' work in meeting students' individual learning needs.	73/26	79/20
9. Teachers' work in communicating with parents.	70/28	75/24
10. Teachers' attitudes about their jobs.	40/60	50/49
11. Students' ability to learn.	56/43	64/35
12. The amount of time students spend on task learning in the classroom.	52/46	60/37
13. Parents' efforts in helping their children to do better in school.	11/86	21/76
14. Parents' participation in school activities and organizations.	13/84	23/75
15. How well students' test results are explained to parents.	33/56	38/52
16. The cleanliness and maintenance of facilities in the school district.	52/48	52/47
17. How well relations are maintained with various groups in the community.	29/52	43/44
18. Staff development opportunities provided by the school district for teachers.	53/47	61/38
19. Staff development opportunities provided by the school district for school administrators.	23/16	32/22
20. The school district's job of providing adequate instructional technology.	38/58	47/51
21. The school district's use of technology for administrative purposes.	39/27	45/31

[1] Percentage responding *Good* or *Excellent* / Percentage responding *Fair* or *Poor.* The *Don't Know* responses are omitted.

EXHIBIT 1-29
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER SCHOOL DISTRICTS – PART D

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	52/27	69/12
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	36/31	63/14
3. School district officials enforce high work standards.	46/29	63/15
4. Most school district teachers enforce high student learning standards.	68/16	78/8
5. School district teachers and administrators have excellent working relationships.	39/36	45/26
6. Teachers who do not meet expected work standards are disciplined.	26/43	25/39
7. Staff who do not meet expected work standards are disciplined.	23/42	23/36
8. I feel that I have the authority to adequately perform my job responsibilities.	74/18	81/12
9. I have adequate facilities in which to do my work.	69/23	69/23
10. I have adequate equipment and computer support to do my work.	65/27	54/36
11. The workloads are equitably distributed among teachers and among staff members.	37/45	40/43
12. No one knows or cares about the amount or quality of work that I perform.	33/49	24/58
13. Workload is evenly distributed.	31/45	36/43
14. If there were an emergency in the schools, I would know how to respond appropriately.	86/9	87/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	19/60	18/66

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree*. The *Neutral* and *Don't Know* responses are omitted.

Exhibit 1-30 presents opinions about job satisfaction. Seventy percent of teachers in other districts state that they are very satisfied with their jobs, compared with only 54 percent of teachers in CCSD. At least 66 percent of each group plans to continue their careers in their current districts. Only 11 percent of other teachers indicate that they are actively seeking a job outside the district in which they are now working, while 20 percent of CCSD teachers are actively looking. Teachers in CCSD tend to be much less satisfied with their salaries than teachers in other districts.

EXHIBIT 1-30
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS
AND TEACHERS IN OTHER SCHOOL DISTRICTS – PART E

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. I am very satisfied with my job in the school district.	54/29	70/15
2. I plan to continue my career in the school district.	66/16	76/8
3. I am actively looking for a job outside of the school district.	20/62	11/74
4. Salary levels in the school district are competitive (with other school districts).	12/79	33/53
5. I feel that my work is appreciated by my supervisor(s).	59/29	65/21
6. I feel that I am an integral part of the school district.	40/40	59/20
7. I feel that there is no future for me in the school district.	20/56	12/73
8. My salary level is adequate for my level of work and experience.	10/83	20/69

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral and Don't Know* responses are omitted.

Exhibit 1-31 shows the results for Part F: Administrative Structure and Practices. Opinions between CCSD teachers and their counterparts in other districts tend to be very similar. For instance, the same percentages of teachers in both groups believe that school district administrators are easily accessible and open to input, and that authority for administrative decisions is delegated to the lowest level. However, with respect to central office administrators, only 13 percent of teachers in CCSD and 27 percent of other teachers agree that they are responsive to school needs. The response is the same with respect to central office administrators' providing quality service to schools. More CCSD teachers believe their district has too many committees and too many layers of administrators than teachers in other districts do.

Exhibit 1-32 compares opinions on school district programs and functions. Interestingly, all teachers express very similar opinions, though CCSD teachers again show lower percentages of satisfaction. Slightly more than half of the programs need improvement according to 50 percent or more of teachers in CCSD; teachers in other districts identify only four. None of the programs or functions are rated *adequate* or *outstanding* by more than 49 percent of teachers in either group.

EXHIBIT 1-31
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS
AND TEACHERS IN OTHER SCHOOL DISTRICTS – PART F

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	CCSD	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	25/49	34/36
2. Administrative decisions are made promptly and decisively.	33/42	36/36
3. School district administrators are easily accessible and open to input.	39/37	39/35
4. Authority for administrative decisions is delegated to the lowest possible level.	15/35	15/29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	45/38	55/27
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	52/17	45/19
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	15/51	29/39
8. The school district has too many committees.	57/8	43/13
9. The school district has too many layers of administrators.	74/7	53/15
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	23/32	35/28
11. Central office administrators are responsive to school needs.	13/40	27/34
12. Central office administrators provide quality service to schools.	13/35	27/31

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

EXHIBIT 1-32
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER SCHOOL DISTRICTS – PART G

PART G: SCHOOL DISTRICT PROGRAM/FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE + OUTSTANDING[1]	
	CCSD	OTHER SCHOOL DISTRICTS
a. Budgeting	71/11	65/16
b. Strategic planning	58/17	47/24
c. Curriculum planning	56/35	52/41
d. Financial management and accounting	58/15	49/23
e. Community relations	62/25	53/38
f. Program evaluation, research, and assessment	50/25	42/38
g. Instructional technology	53/36	53/40
h. Pupil accounting	38/31	29/39
i. Instructional coordination/supervision	44/38	38/48
j. Instructional support	51/36	48/45
k. Federal Programs (e.g., Title I, Special Education) coordination	44/31	36/40
l. Personnel recruitment	60/23	40/35
m. Personnel selection	59/26	42/37
n. Personnel evaluation	49/42	41/48
o. Staff development	53/38	42/52
p. Data processing	23/30	21/34
q. Purchasing	34/26	33/30
r. Safety and security	51/37	40/46
s. Plant maintenance	36/36	41/37
t. Facilities planning	41/28	41/28
u. Transportation	45/33	32/46
v. Food service	52/32	41/47
w. Custodial services	48/44	44/49
x. Risk management	23/27	22/32
y. Administrative technology	21/30	24/34
z. Grants administration	28/27	21/32

[1]Percentage responding *Needs Some Improvement* or *Needs Major Improvement* / Percentage responding *Adequate* or *Outstanding.* The *Neutral* and *Don't Know* responses are omitted.

1.5 Summary

1.5.1 Within CCSD

Within CCSD, a lower percentage of teachers expressed approval of items on the survey overall than did central office administrators and principals. Teachers also tended to rate principals and central office administrators more negatively than the principals and central office administrators rated teachers or themselves. All groups felt negatively toward parent participation and did not feel strongly one way or the other about the Food Services Department. One issue on which all groups tended to agree was that they have adequate equipment and computer support and facilities in which to conduct their work. Overall, principals were more positive in their opinions than either central office administrators or teachers.

1.5.2 Between CCSD and Other School Districts

A comparison between CCSD survey groups and their counterparts in other school districts shows that central office administrators and principals tended to agree more with each other than did the teachers. The opinions of CCSD teachers were less positive than those of other teachers. There were few items on which the two groups held contrasting opinions.

2.0 COMPARISON OF CLARK COUNTY SCHOOL DISTRICT WITH OTHER SCHOOL DISTRICTS

2.0 COMPARISON OF CLARK COUNTY SCHOOL DISTRICT WITH OTHER SCHOOL DISTRICTS

To effectively facilitate ongoing, district improvement and to overcome the continual challenges of a changing environmental and fiscal landscape, a school district must have a clear understanding of the status of its internal operation and processes. One way to achieve this understanding is to compare the operations of one school district to others with similar characteristics. MGT has found that such comparisons with other school districts yield valuable insights and often form a basis for determining efficient and effective practices for a school district interested in making improvements. For these comparisons to be meaningful, however, the comparison school districts must be chosen carefully. Ideally, a school district should be compared with others that are not only similar in size and demographics, but also similar in organizational structure and funding.

The practice of benchmarking is often used to make such comparisons between and among school districts. Benchmarking refers to the use of commonly held organizational characteristics in making concrete statistical or descriptive comparisons of organizational systems and processes. It is also a performance measurement tool used in conjunction with improvement initiatives to measure comparative operating performance and identify best practices. Effective benchmarking has proven to be especially valuable to strategic planning initiatives within school districts.

With this in mind, MGT initiated a benchmarking comparison of Clark County School District (CCSD) to provide a common foundation from which to compare systems and processes within the school district with those of other, similar systems. It is important for readers to keep in mind that when comparisons are made across more than one district, the data are not as reliable, as different school districts have different operational definitions, and data self-reported by peer school districts can be subjective.

Thus, MGT and CCSD administrators together have chosen six districts across the country that match Clark County School District to a large extent in both student size and demographics and in student-to-staff ratios. Additionally, we considered school districts which have comparable special education student populations, as well as similar family incomes. Lastly, we chose school districts for comparisons that have similar current expenditures. Nonetheless, in making comparisons, the reader must remember that no two school districts are identical.

When comparing information across databases of multiple districts, a common set of operational definitions should be established so that comparable data are analyzed to the greatest extent possible. For example, an administrator in one school district may be categorized as a non-administrative coordinator in another school district. Many of the national statistical databases—specifically those developed by the National Center for Educational Statistics—compile data using standardized criteria to account for this variance. Thus, nationally standardized data were used to promote relevant and valuable comparisons. Data shown in this chapter reflect the 2003-04 school year and the 2002-03 fiscal year. According to NCES, more current data will not be available until October or November 2006. MGT will update all exhibits at that time.

Exhibit 2-1 provides an overview of Clark County School District and the peer school districts for the 2003-04 school year. As can be seen:

- Miami-Dade County, FL reports the highest student population (371,785 students) while Washoe County, NV reports the lowest (62,103 students);
- CCSD reports the third highest (270,529) student enrollment;
- Miami-Dade County, FL has the highest number of schools (375) followed by Houston Independent School District (ISD), TX with 308 schools and CCSD with 289 schools; and
- total staff in the comparison districts range from 6,775 in Washoe County, NV to 36,585 in Miami-Dade County, FL; and
- CCSD reports the third lowest number of staff (21,049).

EXHIBIT 2-1
OVERVIEW OF PEER SCHOOL DISTRICTS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS	TOTAL NUMBER OF SCHOOLS	TOTAL STAFF
Clark County School District, NV	**270,529**	**289***	**21,049**
Broward County Public Schools, FL	272,835	264	26,909
San Diego Unified School District, CA	137,960	185	13,911
Houston Independent School District, TX	211,499	308	25,507
Miami-Dade County Public Schools, FL	371,785	375	36,585
Philadelphia School District, PA	189,779	263	22,554
Washoe County School District, NV	62,103	102	6,775
SCHOOL DISTRICT AVERAGE	**216,641**	**255**	**21,899**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.
*Although NCES reports 295 schools for the 2003-04 school year, documentation provided by the district reports 289 schools.

Exhibit 2-2 shows the student demographics in the comparison districts for the 2003-04 school year. As seen:

- the number of students with individualized education plans (IEPs) range from 7,806 in Washoe County, NV to 44,355 in Miami-Dade County, FL; CCSD reports the third highest number of students with IEPs with 29,617 students;
- Miami-Dade County, FL reports the largest number of English language learners (62,180) followed by Houston ISD, TX (61,144) and CCSD (57,337); Washoe County, NV has the lowest number of English language learners (8,779); and
- CCSD reports having no summer migrant students while Miami-Dade County, FL reports 4,965 summer migrant students.

EXHIBIT 2-2
STUDENT DEMOGRAPHICS
2003-04 THROUGH 2004-05 SCHOOL YEAR

SCHOOL DISTRICT	STUDENTS WITH IEPs	SUMMER MIGRANT STUDENTS	ENGLISH LANGUAGE LEARNERS
Clark County School District, NV	**29,617**	**0**	**57,337**
Broward County Public Schools, FL	31,128	880	29,612
San Diego Unified School District, CA	17,313	94	38,790
Houston Independent School District, TX	21,339	n/a	61,144
Miami-Dade County Public Schools, FL	44,355	4,965	62,180
Philadelphia School District, PA	23,604	661	n/a
Washoe County School District, NV	7,806	22	8,779
SCHOOL DISTRICT AVERAGE	**25,023**	**1,104**	**42,974**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-3 displays the teacher staffing levels in the comparison districts for the 2003-04 school year. As can be seen:

- the number of classroom teachers range from 3,614 in Washoe County, NV to 18,887 in Miami-Dade County, FL;
- with the third highest student population and third highest number of classroom teachers, CCSD reports the highest student/teacher ratio (20.1 students per teacher); and
- Washoe County, NV and Houston ISD, TX both have the lowest number of students per teacher (17.2).

EXHIBIT 2-3
TEACHER STAFFING LEVELS
2003-04 THROUGH 2004-05 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS	CLASSROOM TEACHERS (FTE)	STUDENTS PER TEACHER
Clark County School District, NV	**270,529**	**13,483**	**20.1**
Broward County Public Schools, FL	272,835	14,264	19.1
San Diego Unified School District, CA	137,960	7,421	18.6
Houston Independent School District, TX	211,499	12,277	17.2
Miami-Dade County Public Schools, FL	371,785	18,887	19.7
Philadelphia School District, PA	189,779	10,194	18.6
Washoe County School District, NV	62,103	3,614	17.2
SCHOOL DISTRICT AVERAGE	**216,641**	**11,449**	**18.6**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-4 shows the instructional aides ratio in the comparison districts for the 2003-04 school year. As seen:

- the number of instructional aides ranges from 652 in Washoe County, NV to 3,051 in Miami-Dade County, FL;
- CCSD has second lowest number of instructional aides (1,065) but the highest number of students per instructional aide (254); and
- Philadelphia, PA has the lowest number of students per instructional aide (83.1) followed by San Diego Unified, CA (89.9).

EXHIBIT 2-4
INSTRUCTIONAL AIDES IN COMPARISON SCHOOL DISTRICTS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS	INSTRUCTIONAL AIDES (FTE)	STUDENTS PER INSTRUCTIONAL AIDE
Clark County School District, NV	**270,529**	**1,065**	**254.0**
Broward County Public Schools, FL	272,835	2,082	131.0
San Diego Unified School District, CA	137,960	1,535	89.9
Houston Independent School District, TX	211,499	1,635	129.4
Miami-Dade County Public Schools, FL	371,785	3,051	121.9
Philadelphia School District, PA	189,779	2,283	83.1
Washoe County School District, NV	62,103	652	95.3
SCHOOL DISTRICT AVERAGE	**216,641**	**1,758**	**129.2**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-5 shows students per guidance counselor in the comparison districts for the 2003-04 school year. As seen:

- the number of guidance counselors ranges from 148 in Washoe County, NV to 1,004 in Miami-Dade County, FL;
- CCSD reports 452 guidance counselors, slightly above the district average; and
- Houston ISD, TX has the highest number of students per guidance counselor (780.4) followed by CCSD with 598.5 students per guidance counselor, while Miami-Dade County, FL has the lowest (370.3).

EXHIBIT 2-5
GUIDANCE COUNSELORS IN COMPARISON SCHOOL DISTRICTS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS	GUIDANCE COUNSELORS (FTE)	STUDENTS PER GUIDANCE COUNSELOR
Clark County School District, NV	**270,529**	**452**	**598.5**
Broward County Public Schools, FL	272,835	541	504.3
San Diego Unified School District, CA	137,960	316	436.6
Houston Independent School District, TX	211,499	271	780.4
Miami-Dade County Public Schools, FL	371,785	1,004	370.3
Philadelphia School District, PA	189,779	365	519.9
Washoe County School District, NV	62,103	148	419.6
SCHOOL DISTRICT AVERAGE	**216,641**	**442**	**518.5**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-6 shows central office administrators per 1,000 students in the comparison districts for the 2003-04 school year. As can be seen:

- the number of central office administrators ranges from 11 in Philadelphia, PA to 182 in Houston ISD, TX;
- CCSD reports having 144 central office administrators, higher than the comparison average; and
- Washoe County, NV has the highest number of district administrators per 1,000 students (1.16) followed by Houston ISD, TX with .86 and CCSD with .53; Philadelphia, PA has the lowest (.06).

Exhibit 2-7 shows school administrators per 1,000 students in the comparison districts for the 2003-04 school year. As can be seen:

- the number of school administrators ranges from 186 in Washoe County, NV to 1,162 in Houston ISD, TX;
- CCSD reports 741 school administrators, higher than the district average of 642 administrators;
- the number of school administrators per 1,000 students ranges from 2.31 in Broward County, FL to 5.49 in Houston ISD, TX; and
- CCSD has fewer school administrators per 1,000 students than the comparison average (2.74 administrators in CCSD compared to the average of 3.04).

EXHIBIT 2-6
CENTRAL OFFICE ADMINISTRATORS PER 1,000 STUDENTS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS	DISTRICT ADMINISTRATORS (FTE)	DISTRICT ADMINISTRATORS PER 1,000 STUDENTS
Clark County School District, NV	**270,529**	**144**	**0.53**
Broward County Public Schools, FL	272,835	70	0.26
San Diego Unified School District, CA	137,960	66	0.48
Houston Independent School District, TX	211,499	182	0.86
Miami-Dade County Public Schools, FL	371,785	132	0.36
Philadelphia School District, PA	189,779	11*	0.06
Washoe County School District, NV	62,103	72	1.16
SCHOOL DISTRICT AVERAGE	**216,641**	**111**	**0.53**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.
*Excluded from the district average.
Note: NCES defines District Administrators as Chief executive officer of the education agencies, including superintendents, deputies, and assistant superintendents; other persons with district-wide responsibilities (e.g., business managers, administrative assistants, and professional instructional support staff. Exclude supervisors of instructional or student support staff).

EXHIBIT 2-7
SCHOOL ADMINISTRATORS PER 1,000 STUDENTS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS	SCHOOL ADMINISTRATORS (FTE)	SCHOOL ADMINISTRATORS PER 1,000 STUDENTS
Clark County School District, NV	**270,529**	**741**	**2.74**
Broward County Public Schools, FL	272,835	629	2.31
San Diego Unified School District, CA	137,960	369	2.67
Houston Independent School District, TX	211,499	1,162	5.49
Miami-Dade County Public Schools, FL	371,785	910	2.45
Philadelphia School District, PA	189,779	500	2.63
Washoe County School District, NV	62,103	186	3.00
SCHOOL DISTRICT AVERAGE	**216,641**	**642**	**3.04**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.
Note: NCES defines School Administrator as a Staff member whose activities are concerned with directing and managing the operation of a particular school, including principals, assistant principals, other assistants; and those who supervise school operations, assign duties to staff members, supervise and maintain the records of the school, coordinate school instructional activities with those of the education agency, including department chairpersons.

Exhibit 2-8 shows school administrative support staff per 1,000 students in the comparison districts for the 2003-04 school year. As seen:

- the number of administrative support staff ranges from 229 in Washoe County, NV to 1,830 in Houston ISD, TX;
- CCSD reports 831 administrative support staff, which is less than the district average of 1,100; and
- Houston ISD, TX has the highest number of support staff per 1,000 students (8.65) while CCSD has the lowest (3.07).

EXHIBIT 2-8
SCHOOL ADMINISTRATIVE SUPPORT STAFF PER 1,000 STUDENTS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS	SCHOOL ADMINISTRATIVE SUPPORT STAFF (FTE)	SCHOOL ADMINISTRATIVE SUPPORT STAFF PER 1,000 STUDENTS
Clark County School District, NV	**270,529**	**831**	**3.07**
Broward County Public Schools, FL	272,835	1,794	6.58
San Diego Unified School District, CA	137,960	845	6.12
Houston Independent School District, TX	211,499	1,830	8.65
Miami-Dade County Public Schools, FL	371,785	1,522	4.09
Philadelphia School District, PA	189,779	649	3.42
Washoe County School District, NV	62,103	229	3.69
SCHOOL DISTRICT AVERAGE	**216,641**	**1,100**	**5.09**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-9 shows staffing percentages in the comparison districts for the 2003-04 school year. As can be seen:

- the percentage of classroom teachers ranges from 45.2 percent in Philadelphia, PA to 64.1 percent in CCSD; and
- the percentage of staff excluding classroom teachers ranges from 35.9 percent in CCSD to 54.8 percent in Philadelphia, PA.

EXHIBIT 2-9
DISTRICT STAFFING PERCENTAGES
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STAFF	CLASSROOM TEACHERS (FTE)	PERCENT OF TOTAL	OTHER STAFF (FTE)	PERCENT OF TOTAL
Clark County School District, NV	**21,049**	**13,483**	**64.1%**	**7,566**	**35.9%**
Broward County Public Schools, FL	26,909	14,264	53.0%	12,645	47.0%
San Diego Unified School District, CA	13,911	7,421	53.3%	6,490	46.7%
Houston Independent School District, TX	25,507	12,277	48.1%	13,230	51.9%
Miami-Dade County Public Schools, FL	36,585	18,887	51.6%	17,698	48.4%
Philadelphia School District, PA	22,554	10,194	45.2%	12,360	54.8%
Washoe County School District, NV	6,775	3,614	53.3%	3,161	46.7%
SCHOOL DISTRICT AVERAGE	**21,899**	**11,449**	**52.7%**	**10,450**	**47.3%**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-10 shows total revenue in the comparison districts from 2002-03 fiscal data. As can be seen:

- the total revenue ranges from $429,920,000 in Washoe County, NV to $2,976,518,000 in Miami-Dade County, FL;
- CCSD receives more revenue than the district average ($1,893,171,000 compared to $1,792,122,143, respectively); and
- the per pupil revenue ranges from $7,115 in Washoe County, NV to $10,778 in San Diego Unified, CA.

EXHIBIT 2-10
TOTAL REVENUE OF COMPARISON SCHOOL DISTRICTS
2002-03 FISCAL DATA

SCHOOL DISTRICT	TOTAL REVENUE	PER PUPIL REVENUE
Clark County School District, NV	**$1,893,171,000**	**$7,379**
Broward County Public Schools, FL	$2,013,451,000	$7,515
San Diego Unified School District, CA	$1,516,967,000	$10,778
Houston Independent School District, TX	$1,709,699,000	$8,061
Miami-Dade County Public Schools, FL	$2,976,518,000	$7,971
Philadelphia School District, PA	$2,005,429,000	$10,408
Washoe County School District, NV	$429,620,000	$7,115
SCHOOL DISTRICT AVERAGE	**$1,792,122,143**	**$8,461**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-11 shows revenues by source in the comparison districts from 2002-03 fiscal data. As can be seen:

- the percentage of local revenue ranges from 35 percent in Philadelphia, PA to 67 percent in Houston ISD, TX and CCSD;
- the percentage of state revenue ranges from 21 percent in Houston ISD, TX to 51 percent in Philadelphia, PA;
- CCSD received less than the comparison average from state sources (26% compared to 38%); and
- the percentage of federal revenue ranges from six percent in CCSD to 14 percent in Philadelphia, PA.

EXHIBIT 2-11
REVENUES BY SOURCE
2002-03 FISCAL DATA

SCHOOL DISTRICT	PERCENT LOCAL REVENUE	PERCENT STATE REVENUE	PERCENT FEDERAL REVENUE
Clark County School District, NV	**67%**	**26%**	**6%**
Broward County Public Schools, FL	45%	46%	9%
San Diego Unified School District, CA	44%	45%	11%
Houston Independent School District, TX	67%	21%	12%
Miami-Dade County Public Schools, FL	42%	47%	11%
Philadelphia School District, PA	35%	51%	14%
Washoe County School District, NV	64%	29%	7%
SCHOOL DISTRICT AVERAGE	**52%**	**38%**	**10%**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.

Exhibit 2-12 shows per pupil total capital and operating expenditures in the comparison districts from 2002-03 fiscal data. As can be seen:

- the per pupil capital expenditures range from $349 in Philadelphia, PA to $3,153 in San Diego Unified, CA;
- CCSD's capital expenditures are larger than the district average ($1,868 compared to the average of $1,332);
- total per pupil operating expenditures range from $5,774 in CCSD to $8,482 in San Diego Unified, CA;
- instructional per pupil expenditures range from $3,559 in Broward County, FL to $4,973 in San Diego Unified, CA;
- CCSD spends less than the district average on instruction ($3,583 compared to $4,135, respectively); and
- the administrative per pupil expenditures range from $615 in Washoe County, NV to $1,327 in San Diego Unified, CA, with CCSD spending less than the district average ($775 compared to $823).

EXHIBIT 2-12
SELECTED CAPITAL AND OPERATING PER PUPIL EXPENDITURES
2002-03 FISCAL DATA

SCHOOL DISTRICT	CAPITAL	OPERATING				
	TOTAL	TOTAL	INSTRUCTIONAL	ADMINISTRATION	STUDENT AND STAFF SUPPORT	OPERATIONS FOOD SERVICE OTHER
Clark County School District, NV	$1,868	$5,774	$3,583	$775	$451	$965
Broward County Public Schools, FL	$1,403	$6,239	$3,559	$701	$791	$1,188
San Diego Unified School District, CA	$3,153	$8,482	$4,973	$1,327	$1,136	$1,046
Houston Independent School District, TX	$908	$7,236	$4,277	$799	$848	$1,312
Miami-Dade County Public Schools, FL	$627	$6,956	$4,246	$673	$702	$1,336
Philadelphia School District, PA	$349	$7,554	$4,333	$870	$542	$1,809
Washoe County School District, NV	$1,017	$6,120	$3,973	$615	$546	$985
SCHOOL DISTRICT AVERAGE	**$1,332**	**$6,909**	**$4,135**	**$823**	**$717**	**$1,234**

Source: NCES, Common Core of Data (CCD) public school district data, 2006.
Note: Fiscal data (including per pupil count used in this table) from 2002-03 school year.

3.0 FINANCIAL MANAGEMENT

3.0 FINANCIAL MANAGEMENT

This chapter presents findings, commendations, and recommendations pertaining to the Clark County School District's (CCSD's) overall responsibilities for financial management. It is divided into the following sections:

3.1 Accounting
3.2 Current Financial System
3.3 New Financial System
3.4 School Banking
3.5 Internal Audits
3.6 Payroll and Benefits
3.7 Budgeting
3.8 Risk Management
3.9 Debt, Cash, and Fund Balance Management

CHAPTER CONCLUSION

In general, the Business and Finance Services Division is a well-managed organization that is committed to providing a broad range of services to support the district's operations. Staff members are knowledgeable about their responsibilities and have good working relationships with one another and with personnel at the schools and within departments.

Participants in the audit team's survey varied in their perspectives of the Business and Finance Services Division's value to the district. Administrators and school principals tended to rate the division's services favorably, while the majority of responses from teachers indicated that some degree of improvement was needed. For instance, 62 percent of administrators and 56 percent of principals believed that the financial management and accounting functions were *outstanding* or *adequate*, while only 15 percent of teachers felt the same way. Nevertheless, all three groups tended to agree that the overall operation of the district was average to above average in terms of efficiency.

One of the most significant changes affecting the Business and Finance Services Division, as well as the district, is the implementation of a new Enterprise Resource Planning (ERP) system that will include a new financial accounting and reporting system. The district believes that the new system, which is expected to be partially operational in October 2006, will improve efficiencies throughout the organization. In the meantime, the division is working closely with the system's vendor to ensure that the system is configured to meet the needs of every potential user.

The following commendations included in this chapter address noteworthy actions:

- The district has recognized the importance of having an integrated system that links financial reporting with operational functions and has taken the initiative to implement a comprehensive ERP system for use throughout the organization **(Page 3-9)**.

- CCSD is utilizing a methodical approach for implementing its ERP system that will contribute towards a timely and efficient rollout **(Page 3-10)**.

- CCSD's school banking help desk significantly enhance the efficiency of banking functions at the schools **(Page 3-12)**.

- The Internal Audit Department is a value-added resource that has contributed to the district's efforts to improve the efficiency of its operations **(Page 3-19)**.

- CCSD's payroll and benefit functions are well coordinated, which contributes to its ability to process payroll accurately and issue warrants promptly **(Page 3-23)**.

- CCSD's staff do an impressive job of developing and presenting the district's budget document **(Page 3-31)**.

- CCSD's method of allocating campus funding and establishing carry-over allocations should serve as a best practice for schools nationwide **(Page 3-32)**.

- CCSD's Budget staff does a commendable job of training and assisting schools and departments in understanding the development and administration of their budgets **(Page 3-32)**.

- CCSD is ensuring that risk management costs are appropriately charged to user departments **(Page 3-39)**.

- CCSD was able to increase its revenue from interest by almost 64 percent between 2004 and 2005, the careful management of its cash and investments has also contributed to this outstanding performance **(Page 3-45)**.

- CCSD has done a commendable job of managing its finances to increase its reserve balances **(Page 3-46)**.

The following recommendations address opportunities for the district to focus on improving the efficiency of its financial operations:

- Centralize the organizational structure of the district's accounting functions by placing all accounting-related staff positions within the Accounting Department **(Page 3-7)**.

- Develop a comprehensive training program and a change management plan for deploying the new ERP system at the schools and within departments **(Page 3-10)**.

- Designate a single financial institution for maintaining all student activity funds to maximize their earnings potential **(Page 3-13)**.

- Ensure that there are sufficient staff resources throughout the schools, particularly at small high schools and very large middle schools, to handle the banking functions necessary for maintaining custody of student activity funds **(Page 3-15)**.

- Ensure that the ongoing audit efforts to monitor construction expenditures maximize the value to the district through an appropriate combination of audits that identify inappropriate and questionable billings and audits that address the improvement of construction management processes **(Page 3-20)**.

- Implement an IT audit function within the Internal Audit Department **(Page 3-21)**.

- Conduct annual budget "kick-off" sessions for all district administrators responsible for developing and administering a budget **(Page 3-33)**.

- Require that the Graphic Arts Production services costs be fully allocated to user departments **(Page 3-35)**.

- Create a safety and training function within the Risk Management Department, transferring the safety inspector positions from the Facilities Department to staff it **(Page 3-41)**.

- Develop cash reconciliation procedures that require that the employee preparing the cash reconciliation reports sign and date the reports when finished; in addition, procedures should require that a supervisor review, sign, and date the reports **(Page 3-47)**.

Exhibit 3-1 shows a summary of the estimated costs and savings projected, if applicable, for the recommendations contained in this chapter. As can be seen, a net savings of $75,317 could be realized should the district choose to implement all recommendations.

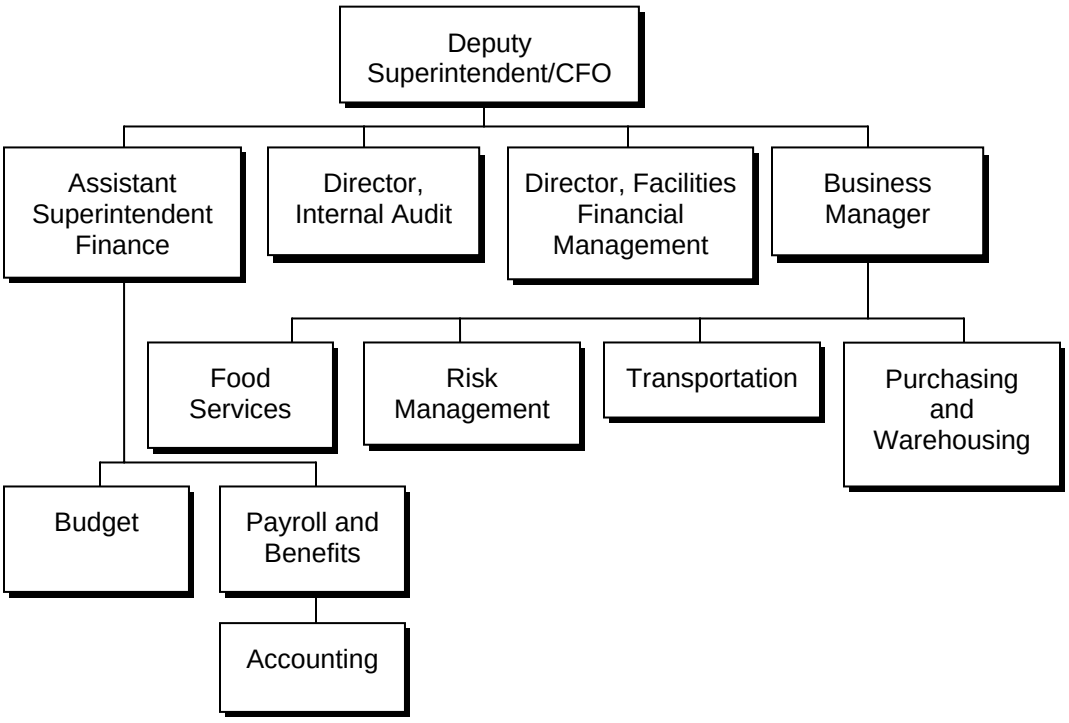
EXHIBIT 3-1
CLARK COUNTY SCHOOL DISTRICT
SUMMARY OF PROJECTED COSTS AND SAVINGS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 3: FINANCIAL MANAGEMENT								
3-3	Designate a single financial institution for schools to maintain their student body funds to maximize their earnings potential. (p. 3-12)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
3-5	Expand monitoring efforts over construction expenditures by increasing the number of construction audits performed throughout the district. (p. 3-19)	$10,290	$15,290	$20,540	$26,053	$31,841	$104,014	$0
3-6	Implement an IT audit function within the Internal Audit Department. (p. 3-20)	($44,855)	($89,710)	($89,710)	($89,710)	($89,710)	($403,695)	$0
CHAPTER 3 TOTAL SAVINGS (COSTS)		**$40,435**	**$580**	**$5,830**	**$11,343**	**$17,131**	**$75,319**	**$0**

BACKGROUND

Exhibit 3-2 illustrates the current organizational structure of the Business and Finance Services Division. The division is led by the Deputy Superintendent/Chief Financial Officer (CFO), although this position was vacant during the time of the review. In the interim, the Assistant Superintendent of Finance has assumed the role of overseeing the division, and the district has continued its efforts to identify candidates to fill the CFO position.

EXHIBIT 3-2
ORGANIZATIONAL STRUCTURE OF THE
BUSINESS AND FINANCE SERVICES DIVISION



Source: Business and Finance Services Division, Clark County School District, 2006.

Functional areas under the jurisdiction of the Business and Finance Services Division include the following:

- Accounting
- Budget
- Payroll and Benefits
- Internal Audit
- Facilities Financial Management
- Risk Management
- Food Services
- Transportation
- Purchasing and Warehousing

The following sections address findings, commendations, and recommendations pertaining to the first six functional areas. Issues pertaining to Food Services, Transportation, and Purchasing and Warehousing are addressed in subsequent chapters of this report.

METHODOLOGY

The audit team performed various procedures in its analysis of the district's financial management operations. The team interviewed key management and staff from various departments within the Business and Finance Services Division, including Accounting, Budget, Payroll, Risk Management, Facilities Financial Management, and Internal Audit, to gain an understanding of their duties and responsibilities. The team also interviewed individuals outside of the Business and Finance Services Division, including personnel from the schools and other departments, to obtain their perspective on the quality of CCSD's financial operations. The team reviewed documentation pertaining to the district's financial management activities, including organization charts, policies and procedures, budget and accounting reports, transaction documents, and other financial materials.

Other activities included reviewing various processes performed by the district staff to identify potential weaknesses or inefficiencies in the financial operations. Furthermore, the audit team researched practices in comparable school districts to assist in developing recommendations for improving business processes. The team also analyzed the results of its district-wide survey of administrators, principals, and teachers to determine the extent to which respondents' opinions were consistent with the audit team's observations.

3.1 Accounting

The Accounting Department, organized within the Business and Finance Services Division, is responsible for performing accounting and financial reporting activities on behalf of the district, such as maintaining the general ledger of accounts, recording transactions, posting journal entries, and processing invoices and payments. The Accounting Department is also responsible for preparing the district's general purpose financial statements.

FINDING

Although the Accounting Department is in charge of the majority of accounting functions in CCSD, its span of control does not encompass two specific operational areas—food services and grants. The Food Services Department and the Student Services Division each has its own group of employees who perform the same accounting-related duties for its financial activity similar to the tasks performed by the Accounting Department for the department's other operational areas.

The Food Services Department has a staff of accountants who are responsible for accounting for food service transactions, through processing and paying invoices, collecting and depositing funds, and recording financial transactions in the general ledger. Even though the Food Services Department and the Accounting Department are

both organized within the Business and Finance Services Division, the two departments operate independently and do not share any responsibilities. The food services accountants report directly to managers in the Food Services Department and do not interact with anyone in the Accounting Department.

Likewise, the accounting for financial activity pertaining to grant funds is handled by a different group outside of the Accounting Department. Amongst its various duties, the Student Services Division is responsible for the administration of federal, state, and local grants provided to the district. Since this division is also responsible for the accounting, tracking, and monitoring of the grant funds, it established its own accounting office—the Fiscal Accountability and Data Analysis Department—to handle these responsibilities. This department was organized within the Student Services Division because of the desire to maintain control of the financial activity related to the use of grant funds. As a result, the Fiscal Accountability and Data Analysis Department and the Accounting Department are performing identical responsibilities for different types of funds, yet operate independently of each other and report to different management teams.

Although the district may find that there are efficiencies gained from having the accounting functions for grants and food services residing in their respective departments, decentralizing these responsibilities can create problems in other areas. Under the existing structure, the Accounting Department is responsible for preparing the district's comprehensive annual financial report (CAFR) and must coordinate with the grants and food services accountants to ensure that all financial data are recorded in the general ledger and that adjustments are posted in a required manner throughout the year. By having the three groups operate independently, the district has less control over the timeliness and accuracy of these activities.

RECOMMENDATION

Recommendation 3-1:

Centralize the organizational structure of the district's accounting functions by placing all accounting-related staff positions within the Accounting Department.

The district can continue to employ the same accounting staff in their respective roles, but should revise its organizational structure so that these positions report directly to managers in the Accounting Department. By centralizing these functions, management can oversee the responsibilities for all accounting tasks and ensure that policies and procedures are adhered to consistently, regardless of the funding source or nature of the financial activity. Centralization will also help encourage consistency when implementing subsequent operational changes.

Management of the Accounting Department stated that the implementation of the district's new financial reporting system (discussed in a subsequent section of this chapter) will require procedural changes, one of which is the need for invoices and other accounting documentation to be routed to a single location at the district in order to be processed accurately. Given the nature of the changing operational environment, it is in the district's best interests to move forward with centralizing the accounting functions.

CORRECTIVE ACTION PLAN

1. The district's executive management team should revise the organizational structure to centralize all accounting functions within the Accounting Department.	January 2007

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

3.2 Current Financial System

The district has used R-Stars as its organization-wide financial accounting and reporting system for several years. This system provides the district with the ability to record and process accounting transactions for its assets, liabilities, revenues, and expenditures pertaining to all district functions, including instruction, student support services, food services, capital improvements, and debt service. At year end, the district prepares its annual financial statements from the data reported in the system's general ledger modules. In fact, the district has been awarded the Certificate of Achievement for Excellence in Financial Reporting for 19 consecutive years for its ability to prepare an easily readable and efficiently organized comprehensive annual financial report. Nevertheless, the inherent limitations of this system have impeded the efficient preparation of the financial report and have also resulted in other inefficiencies in the district's business operations.

Despite its historical use throughout the district, there are significant limitations with R-Stars that have resulted in inefficiencies in the district's ability to conduct its operations. Most importantly, R-Stars cannot serve as a district-wide system because it is not designed to provide users from the various operational areas with the capability to perform their activities efficiently.

For example, R-Stars does not have the capability to calculate and track accumulated depreciation of the district's fixed assets. Because of this limitation, CCSD had to acquire an additional stand-alone system designed solely for this purpose. Furthermore, the district's accounting staff must transfer data between the two systems on an ongoing basis in order to update its records as new assets are acquired and existing assets are depreciated. The additional steps involved in this process are time consuming and require that staff maintain separate records.

The limitations of R-Stars also impact the department's purchasing processes. R-Stars does not have the ability to earmark funds once a purchase requisition has been recorded. The system is only able to encumber funds after a purchase order has been established. Consequently, during the gap of time between the requisition and the order, schools and departments must keep track of their available funding manually to ensure that they do not inadvertently overspend their allotments.

FINDING

With the desire for accounting-related activities to be integrated with other operational functions, the district identified the need to acquire and implement a new enterprise

resource planning system throughout the organization. A key requirement of this system is the ability for data to be shared and accessed seamlessly, regardless of their location or particular format. The need for the system is particularly relevant given the size of the district and the volume of finance-related transactions being handled on a daily basis.

COMMENDATION

The district has recognized the importance of having an integrated system that links financial reporting with operational functions and has taken the initiative to implement a comprehensive Enterprise Resource Planning (ERP) system for use throughout the organization.

3.3 New Financial System

Because of overwhelming interest in improving the flow of data and communication throughout the organization, the district proceeded to acquire and implement a new ERP system. An ERP system is a management information system that integrates and automates business practices associated with the operations of an organization. The primary purpose of an ERP system is to integrate key functions across the entity to allow for transactions to be merged seamlessly across different functions, thereby improving efficiencies throughout the organization.

FINDING

CCSD is implementing its new ERP system, SAP. Because of the monumental effort involved in converting to a new system, the district has dedicated extensive resources to ensure a smooth transition.

The district's management is cognizant of the need to plan and coordinate this effort across many functional areas. In particular, it established an implementation team comprised of functional managers and subject matter experts, all of whom are directly involved in working with the system's vendor. Chapter 12.0 describes the system and implementation efforts in detail.

One important facet of the implementation effort is the expectation that the system be configured to meet the needs of every potential user. The implementation team has been working nearly full time with the vendor during the past several months to customize the system accordingly. Team members have established operational cycles, defined processes, identified key players, and described input and output requirements. The functional managers are providing perspective on their operational areas and the interaction with other areas, while the subject matter experts have been focusing on addressing the system's capability to handle all types of scenarios pertaining to the district's operations. The district plans to rollout the ERP system in phases, starting with the financial operations component in October 2006.

COMMENDATION

The district is utilizing a methodical approach for implementing its Enterprise Resource Planning (ERP) system that will contribute towards a timely and efficient rollout.

FINDING

Although the district has adopted a formal approach for implementing the ERP system, it has not yet determined and communicated the process by which it will train staff to use the system. Administrators and office personnel at the schools were all aware of the new system, but they had not received the timetable for formal training or how the system would be implemented.

School personnel stated that they were looking forward to the new system, but were particularly interested in finding out how the system would affect their procedures and activities. These individuals recognized that the new system would likely have a significant impact on procedures at the central offices, but were nonetheless interested in assessing whether it could be burdensome at the school level. Consequently, these staff remained guardedly optimistic about the benefits of the system.

Organizations that implement new systems requiring substantial operational changes will often employ change management strategies in conjunction with their implementation efforts. Change management is the process of developing a planned approach to address changes within an organization. Its primary objective is to maximize the efforts of the individuals involved in the change, while minimizing the risk of failure resulting from the implementation of the change. The district can utilize change management to help deploy the ERP system throughout the organization, particularly at the schools and within departments. Examples of change management activities pertaining to these efforts include the following:

- Describing the implementation plan to all staff and explaining the reasons why the changes are occurring.
- Providing support to staff as they deal with changes that directly affect their responsibilities.
- Involving staff in the implementation efforts.

RECOMMENDATION

Recommendation 3-2:

Develop a comprehensive training program and a change management plan for deploying the new Enterprise Resource Planning (ERP) system at the schools and within departments.

To transition the thousands of employees who will be required to use the new ERP system, CCSD should institute a formal training program and change management plan during the upcoming months. The training program should provide an overview of the

system, step-by-step instructions on operational procedures, and guidance on requirements and expectations of the users. The change management plan should focus on facilitating a smooth transition to the new system by providing technical support and encouraging employees to offer feedback on the implementation efforts.

By undertaking these structured activities, the district will be able to establish a shared vision among staff regarding the purposes and uses of the system, which is particularly important in an environment of its size.

CORRECTIVE ACTION PLAN

1. The ERP system implementation team should develop a change management plan for deploying SAP throughout the district.	October 2006
2. The ERP system implementation team should develop a comprehensive training program for schools and departments, including schedule and curriculum.	January 2007

FISCAL IMPACT

The fiscal impact of implementing this recommendation will depend on the nature, extent, and timing of the training to be offered.

3.4 School Banking

Student activity funds are funds that are generated from student body activities or other school-related functions. These funds are earned and spent by groups, such as classes, student council government, clubs, and athletic programs. They are independent of the funds allotted in the district's annual budget to support administration, instruction, and operations at the schools.

Because of their specific purpose, student activity funds are accounted for at the schools, rather than centrally at the district. Each school has its own bank account for maintaining these funds. Although these funds are generated and used primarily for student activities, the school is the official custodian of the funds and has a fiduciary responsibility to ensure that they are only used for their intended purposes.

FINDING

Although the custody and recordkeeping of student activity funds is handled by the schools, the district's Accounting Department has taken the initiative to establish consistency and efficiency among schools in their banking responsibilities.

For instance, CCSD has established a common infrastructure for schools to track and account for these funds. The district acquired a separate accounting system, EPES, to track student activity funds and requires all schools to use this system.

EPES provides schools with the ability to set up specific accounts to track funds pertaining to specific student organizations or activities, such as an athletics program or the school yearbook. A school can customize the system to track its desired number of accounts depending on its level of student activities. In general, high schools tend to have the most accounts, due to the large student body and the diversity of activities among these students. Elementary schools, on the other hand, typically have far fewer accounts.

The CCSD Accounting Department also has a school banking help desk to assist schools with their banking activities. The staff members at the help desk perform many duties, such as preparing reference materials on banking activities, providing formal training, conducting site visits to walk staff through procedures, and answering questions over the phone or via email. Moreover, the help desk clerks are former school bankers, which has been helpful when providing perspective and guidance to the current bankers.

Personnel at the schools visited by the audit team spoke very highly of the school banking help desk. The school bankers stated that the help desk was very responsive, which aided them considerably in performing their responsibilities. New bankers were especially appreciative of the site visits as a means to familiarize them with the EPES.

COMMENDATION

The district's school banking help desk significantly enhances the efficiency of banking functions at the schools.

FINDING

Although there is uniformity across the district in the procedures for the accounting and tracking of student activity funds, schools are using different financial institutions to maintain custody of these funds.

The district's current policies require that funds be deposited with financial institutions that are insured by the Federal Deposit Insurance Corporation or the National Credit Union Administration, but do not require that specific institutions be used. As a result, schools have deposited their student activity funds at a variety of different banks and credit unions. **Exhibit 3-3** summarizes the financial institutions that held student activity funds during fiscal year 2004-05. As of June 2005, the schools collectively maintained over 400 accounts at 16 different financial institutions totaling $15.3 million.

Even though financial institutions typically offer similar services for depositing and disbursing student activity funds, they differ in their terms and conditions—namely, interest rates, account fee structures, and minimum balance requirements. Consequently, some of the schools may be using banks that are not offering the most favorable interest rates or are not charging the lowest banking fees.

EXHIBIT 3-3
SUMMARY OF BANK ACCOUNTS FOR SCHOOL ACTIVITY FUNDS
AS OF JUNE 30, 2005

FINANCIAL INSTITUTION	NUMBER OF ACCOUNTS	BALANCE PER DISTRICT AT JUNE 30, 2005
America First Credit Union	14	$ 205,788
Armed Forces	1	18,374
Bank of America	118	4,086,412
Bank of the West	18	901,705
Bankwest of Nevada	36	1,984,769
Boulder Dam Credit Union	3	50,184
Business Bank of Nevada	1	2,900
Laughlin Bank	1	5,000
Mountain America Credit Union	3	46,135
Moapa Valley Federal Credit Union	8	54,343
Nevada State Bank	10	395,792
Silver State Bank	137	5,898,490
Silver State Schools Federal Credit Union	6	54,118
US Bank of Nevada	4	257,947
Washington Mutual Bank	1	17,003
Wells Fargo Bank	43	1,313,112
TOTAL	**404**	**$15,292,072**

Source: School Banking Help Desk, Clark County School District, 2006.

RECOMMENDATION

Recommendation 3-3:

Designate a single financial institution for maintaining all student activity funds to maximize their earnings potential.

CCSD is planning to implement a new policy to require its schools to use a common financial institution for depositing their funds. Under this policy, the district will be able to standardize its procedures for processing transactions and performing bank reconciliations, thereby streamlining the work required of the school bankers. However, the district should also use this opportunity to select a bank that would be willing to provide the most favorable terms and conditions for the large amount of funds being deposited.

The district should negotiate with prospective institutions to determine whether they would be willing to offer favorable interest rates for pooled balances, while still providing the flexibility to account for funds by individual schools. As banks are more likely to offer competitive rates to customers with larger balances, the district has the opportunity to maximize the earnings on these funds for the benefit of the students.

CORRECTIVE ACTION PLAN

1. The school banking Help Desk Coordinator should develop a list of financial institutions offering accounts with competitive terms and conditions.	July 2007
2. The school banking Help Desk Coordinator should negotiate with banks on the list to identify the candidate that will serve in the best interests of the schools in terms of maximizing student activity funds through increased earnings and cost savings.	September 2007
3. The school banking Help Desk Coordinator should formalize an agreement with the selected institution to serve as the official banker for student activity funds.	October 2007

FISCAL IMPACT

If CCSD is able to negotiate a net increase of one-half percent in the interest rate from its current rate of return, an average pooled balance of $15 million would yield additional earnings of $75,000 per year, based on a calculation of simple interest. The district may also be able to reduce the bank fees paid by schools, resulting in additional cost savings.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Designate a Single Financial Institution for Maintaining All Student Activity Funds	$75,000	$75,000	$75,000	$75,000	$75,000

FINDING

Although each school accounts for and maintains custody of student activity funds, the schools vary in their availability of resources to perform these responsibilities. High schools generally have a specific position dedicated as the school banker, while middle schools and elementary schools usually assign the banking function as an additional duty to be performed by the school's office manager or other office specialist. In general, the variation in assignments for high schools and elementary schools appears reasonable, given that high schools have a broader array and greater volume of student activities than elementary schools, and thus manage many more accounts.

Student activities at middle schools tend to more closely resemble the activities at high schools than those at elementary schools in terms of the number of accounts and the volume of transactions. Nevertheless, each middle school does not have a designated school banker position, but instead assigns the role to a staff member depending on the availability of administrative support personnel in its budget. Some schools are able to assign the banking function to staff members as their sole responsibility, while others must use staff as bankers who are already committed to other duties. These

inconsistencies may lead to instances in which schools with minimal administrative staff resources are unable to perform banking functions at the level expected by the district.

RECOMMENDATION

Recommendation 3-4:

Ensure that there are sufficient staff resources throughout the schools, particularly at small high schools and very large middle schools, to handle the banking functions necessary for maintaining custody of student activity funds.

CCSD should establish a formal banking position at middle schools, similar to the position found at high schools, and fund this position accordingly. Dedicating resources to the banking function reinforces the importance of ensuring that schools maintain their fiduciary responsibilities over student activity funds and also establishes consistency in the level of effort to be exerted in performing these activities. The district needs to emphasize the importance of the banker's role by ensuring that all schools have sufficient resources to account for their student activity funds.

CORRECTIVE ACTION PLAN

1. The school banking Help Desk Coordinator should identify staff positions assigned to perform banking functions at each school.	July 2007
2. The school banking Help Desk Coordinator should determine which schools require budget augmentations to establish school banker positions.	September 2007
3. The schools requiring banking positions should work with the school banking help desk to submit budget documents to adjust resources.	December 2007

FISCAL IMPACT

The fiscal impact of implementing this recommendation will depend on the number of schools that must hire an additional staff position to serve as the school banker, as opposed to reclassifying existing administrative support personnel, and whether these positions could serve more than one school. The average annual salary and benefits cost of a school banker position is $42,153, using a fringe benefit rate of 34 percent. The scope of this review, however, did not allow for the consulting team to identify those schools that would need to hire for this position.

3.5 Internal Audits

One of the major functions at the district that has helped promote operational efficiencies is the Internal Audit Department. The mission of the Internal Audit Department is to independently evaluate the effectiveness of the district's activities and provide consulting services designed to add value and improve the district's operations. To address this mission, the department conducts audits and reviews of district operations, including

activities pertaining to the schools, other district departments, and various operational functions. The Internal Audit Department serves an important role in identifying whether operations are being performed efficiently and in accordance with district policies and procedures.

The Internal Audit Department is comprised of the Internal Audit Director, nine auditors, an intern, and administrative support staff. Two auditors are assigned to audit construction projects full time and are funded from the district's construction bond fund. The other auditors perform various types of operational and internal control audits.

Prior to the start of each fiscal year, the Internal Audit Director prepares an audit plan to identify the audit activities to be performed during the year. The director develops the plan based on factors such as the anticipation of problematic or high-risk areas and the extent of audit coverage by the district's external auditors. In addition to identifying the volume and types of audits to be conducted during the year, the plan will considers special circumstances, such as the need to follow up on audits performed in prior years or the desire to focus on areas of particular sensitivity.

Furthermore, the audit plan identifies estimated staff resources that can be utilized to conduct the audits. The plan projects the staff hours available to conduct the audits, providing a guide for determining the number of audits that can be performed during the year. The director will allocate resources as needed to achieve the optimal mix of audits within the areas requested. This allocation will also take into consideration the availability of staff and the need to address areas of significant risk.

The majority of audits performed by the Internal Audit Department can be classified into the following categories:

- ***School Bank Audit:*** Audit of a school's banking function to evaluate the school's ability to account for and maintain custody of student body funds and whether the school is in compliance with district policies. The audit involves reviewing the procedures for recording transactions, handling and disbursing funds, and reconciling account balances.

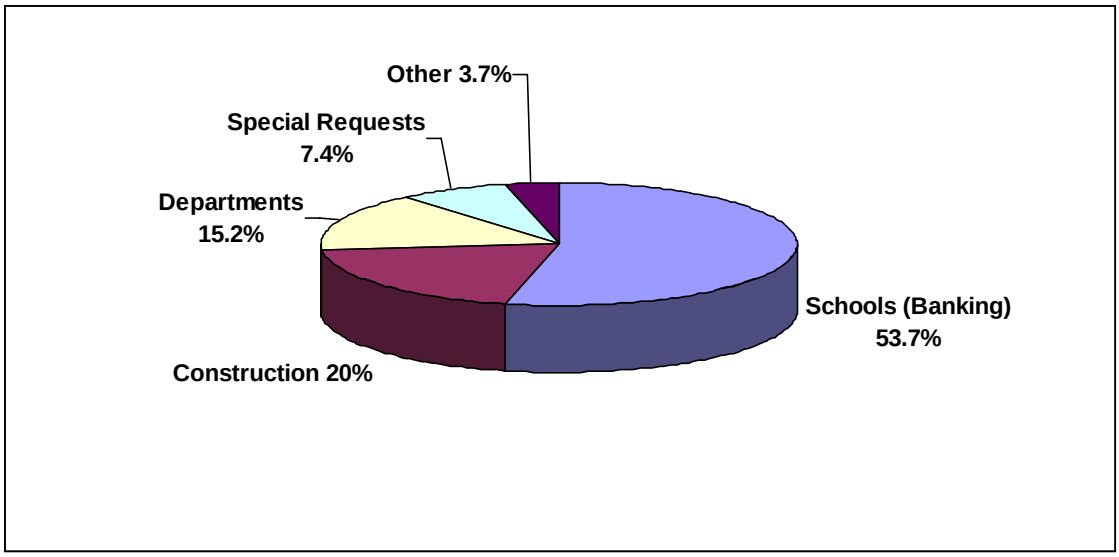
- ***Departmental Audit:*** Audit of specific functions or operations within a selected department. The audit can address internal controls, adherence to general policies and procedures, operational efficiencies, or a combination of these areas. The department audited may be part of a rotational review or may be selected based on specific concerns.

- ***Construction Audit:*** Audit of a construction project to determine whether the construction efforts are conducted in accordance with the project specifications and expenditures are appropriate. The audit involves a review of billings, change orders, deliverables, and progress reports.

Exhibit 3-4 illustrates the Internal Audit Department's anticipated distribution of audit resources during fiscal year 2005-06, as stated in its audit plan. The majority of these resources are dedicated to conducting school bank audits. The department has made

additional resources available for special audit requests and other activities, such as following up on findings from prior year audits.

EXHIBIT 3-4
PLANNED DISTRIBUTION OF INTERNAL AUDIT RESOURCES
FISCAL YEAR 2005-06



Source: Internal Audit Department Planning Documents, Clark County School District, 2006.

School bank audits are generally performed on a regular schedule, with high schools being audited annually; elementary schools once every two to three years; and middle schools somewhere in between. As previously mentioned, the frequency of the other types of audits depends on the availability of staff resources and the importance of the perceived issue.

Exhibit 3-5 identifies some of the departmental and construction audits performed during the past several years.

The Internal Audit Department also conducts client satisfaction surveys to obtain feedback from auditees on their assessment of the audit experience. Examples of survey questions include the following:

- Was the disruption of daily activities minimized as much as possible during the audit?
- Were audit results communicated throughout the audit promptly and at a sufficient level of detail?
- Did the auditor demonstrate sufficient courtesy, professionalism, and a constructive and positive approach?
- Were the auditor's observations and conclusions during the audit logical and well supported?

- Were the audit results accurately reported, and did they contain the appropriate perspective?

EXHIBIT 3-5
EXAMPLES OF AUDITS CONDUCTED BY THE INTERNAL AUDIT DEPARTMENT
FISCAL YEARS 2000-01 THROUGH 2005-06

DEPARTMENT AUDITS	
DATE	**DESCRIPTION**
March 2006	Maintenance Overtime
May 2005	Contracting Services
December 2005	Administrative Personnel
November 2005	Transportation Billings
August 2005	Fireworks Booth Fundraiser
November 2004	Gate Receipts
October 2004	Graphic Arts Center
June 2004	School Police Overtime
December 2003	Athletics Department
July 2003	Open-Ended Purchase Order Accountability
July 2003	Holiday Prep Classic Tournament
June 2003	Special Education
February 2003	Warehousing Audit
June 2002	Adult Education Grant
April 2002	Indirect Cost Fund
January 2002	Purchasing Audit
August 2001	Fuel Charges At Remote Locations
December 2001	PERS
December 2001	Maintenance
July 2001	Group Health Insurance
June 2001	Vehicle Maintenance
May 2001	Facility Use
November 2000	Support Staff Payroll

CONSTRUCTION AUDITS	
DATE	**DESCRIPTION**
January 2006	PDA/PDG Contract
December 2005	Warranty Services
October 2005	New Construction Change Orders
September 2005	Bid Process
August 2005	Laughlin Supplementary
June 2005	Special Projects—Paint
March 2005	Laughlin High School Renovation
January 2005	Comments Regarding Benchmarking
October 2004	Mobile Telephone Allowance
August 2004	Audit Clause Follow-Up
June 2004	Benchmarking
March 2004	Utility Feeders
September 2002	Hainline and Associates
November 2002	Alegro and Winston Henderson

Source: Internal Audit Department, Clark County School District, 2006.

FINDING

The Internal Audit Department has established itself as a valued resource for CCSD to utilize in its ongoing efforts to improve efficiencies throughout the organization. The Internal Audit Department encourages schools and departments to request its assistance when needed. This open invitation provides CCSD personnel with the opportunity to work collaboratively in addressing strategies for improving the district's operations.

COMMENDATION

The Internal Audit Department is a value-added resource that has contributed to the district's efforts to improve the efficiency of its operations.

FINDING

Although the district utilizes various means to audit its construction activities, it would benefit from a more coordinated approach to address the volume of construction projects and related operations.

Some staff members at the district questioned whether internal and external audit resources were being utilized to the full advantage of the district. At this time, with only two auditors assigned to perform construction audits, the Internal Audit Department is able to audit only a small percentage of the district's construction projects. In fiscal year 2005-06, CCSD budgeted $713 million in capital outlay expenditures for the construction of new schools and other facilities. Because the majority of construction projects involve significant expenditures and are subject to numerous legal and contractual requirements, there is a substantial risk of overpaying contractors for substandard performance or for deliverables that do not meet contract specifications.

Some of the previous audits conducted identified instances in which the district overpaid contractors by sizeable amounts. For instance, an audit of construction change orders performed during fiscal year 2005-06 revealed that the district made a duplicate payment of $300,000 to a contractor because of the method by which the payment was being charged to the contract allowance. The report identified that there were few internal controls at the district's Construction Management Department to detect these erroneous billings. Other construction audits also identified instances of questionable or inappropriate costs that the district may be able to recover from contractors.

In addition to the efforts of the internal auditors, the district has authorized external audits of the Construction Management Department, including a biennial performance audit conducted by an external firm. Staff from the Construction Management Department indicated that, in some cases, the findings and recommendations from these audits duplicated those of the internal auditors. Staff also questioned whether there was sufficient emphasis on auditing the external construction contractors and their billing records. Specifically, if the Internal Audit Department expanded its audit efforts across the district's massive volume of construction projects, the department may be able to identify additional instances of overpayments or unjustified expenditures, which, if recoverable, could yield substantial cost savings to the district.

RECOMMENDATION

Recommendation 3-5:

Ensure that the ongoing audit efforts to monitor construction expenditures maximize the value to the district through an appropriate combination of audits that identify inappropriate and questionable billings and audits that address the improvement of construction management processes.

The Internal Audit Department should increase its resource pool for construction audits by hiring additional experienced auditors and cross-training current audit staff in these types of audits. The department should factor in these resources in developing its annual audit plan and identify high-risk projects that are suitable candidates for audits. High-risk projects include those with characteristics such as numerous contract adjustments affecting expenditures or a history of inappropriate or questionable billings.

At the same time, the Internal Audit Department can also work with the Construction Management Department and the Facilities Financial Management Department to identify the extent of actual and planned external audit coverage over construction management processes. This review can help drive the level and direction of internal efforts to audit these processes and provide direction for future external audit requests.

By coordinating efforts over reviewing the validity of construction expenditures and the processes related to construction operations, the district should be able to increase its recovery of inappropriate costs and help control future expenditures.

CORRECTIVE ACTION PLAN

1.	The Internal Audit Department, the Construction Management Department, and the Facilities Financial Management Department should work together to identify opportunities for conducting value-added audits of construction projects and operational processes.	July 2007
2.	The Internal Audit Department should determine the extent to which additional internal audit resources are required and hire new staff or train current staff as needed.	July 2007
3.	The Internal Audit Department should conduct the value-added construction audits.	June 2008 and Recurring

FISCAL IMPACT

The district should be able to reduce its construction expenditures through a combination of recoveries of disallowed costs and cost savings from improvements to construction processes. If the district hired an additional construction auditor to assist in these efforts, the auditor's salary and benefit costs would be offset by the cost reductions resulting from the audits. Personnel costs are based on the average annual salary for an internal auditor plus a 34 percent factor for fringe benefits. Using a conservative estimate of $100,000 in recovered costs in the first year with a five percent increase in subsequent years to reflect improvements in the auditor's body of knowledge, the district could realize a net cost savings of $104,014 over the next five years.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ Additional Construction Auditor	($89,710)	($89,710)	($89,710)	($89,710)	($89,710)
Expand Monitoring of Construction Expenditures	$100,000	$105,000	$110,250	$115,763	$121,551
TOTAL	**$10,290**	**$15,290**	**$20,540**	**$26,053**	**$31,841**

FINDING

Although the Internal Audit Department has performed numerous audits that have added considerable value to the organization, it does not conduct audits pertaining to the district's information technology (IT) infrastructure. The department has expressed interest in performing these types of audits, but does not have the available resources or experience to undertake them at this time.

School districts and other organizations have used IT audits to identify opportunities to improve their use of technology in processes such as collecting data, processing transactions, and producing reports. IT audits are also useful in identifying weaknesses in the security of systems and data. Specific questions that can be addressed by an IT audit include the following:

- Are the district's computer systems available for use at all times when needed?
- Is the information in the systems disclosed only to authorized users?
- Is the information provided by the systems accurate, reliable, and timely?
- Do the systems provide useful information when required?
- Are the systems' physical components protected from potential theft or misuse?

For instance, an IT audit can focus on determining whether a system can process transactions or run applications in a timely, accurate, and efficient manner under both normal and potentially disruptive conditions. Another example is an audit that assesses whether systems developed in-house meet the objectives of the district. From a security perspective, an IT audit can address physical security of mainframes and servers or logical security of databases. These audits can also cover critical support issues, such as business continuity and disaster recovery.

RECOMMENDATION

Recommendation 3-6:

Implement an IT audit function within the Internal Audit Department.

CCSD should develop and implement an IT audit function to perform ongoing reviews of its technology environment. One of the initial steps is to obtain the necessary resources to conduct the audits, either by hiring an IT auditor or by contracting for audit services. If the district hires an auditor, it should make sure that the individual is a subject matter expert in this field and has experience working in school districts. In addition to being knowledgeable and experienced, the auditor should be resourceful in identifying opportunities to help improve the support and delivery of IT services throughout the district.

As the department acquires experience in IT auditing, it should build upon its efforts by hiring additional experienced auditors or by training other internal audit staff to perform these audits. Cross-training existing staff provides the added flexibility of being able to utilize their skills for those types of audits with the greatest demand. Developing an IT audit practice can also lead to improvements in the efficient usage of IT resources, resulting in potential cost savings to the district.

If the district is uncertain about the projected volume of IT audit opportunities, it could identify its immediate audit needs and outsource those audits while continuing to monitor other areas for subsequent review. For instance, the upcoming deployment of the ERP system is a particular area that the department may want to focus on immediately.

CORRECTIVE ACTION PLAN

1.	The Internal Audit Department should consult with the district's Technology Department and identify potential opportunities for IT audits throughout the district.	July 2007
2.	The Internal Audit Department should determine a strategy for acquiring audit resources to perform IT audits.	July 2007
3.	The Internal Audit Department should hire IT audit staff or outsource for audit resources.	January 2008
4.	The Internal Audit Department should conduct the IT audits.	June 2008 and Recurring

FISCAL IMPACT

The fiscal impact of implementing this recommendation will depend on the method by which CCSD acquires audit resources. If the district hires a new IT auditor, it will incur ongoing salary and benefit expenditures, starting with the second half of fiscal year 2007-08. The personnel costs for this position are based on the average annual salary for an internal auditor plus a 34 percent factor for fringe benefits. The fiscal impact will be offset to the extent that changes in the IT infrastructure recommended in the audits result in cost savings to the district.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Implement an IT Audit Function	($44,855)	($89,710)	($89,710)	($89,710)	($89,710)

3.6 Payroll and Benefits

The Payroll and Benefits Department handles the administration of payroll and employee benefits for the entire district, which includes over 34,000 full-time, part-time, substitute, and temporary employees. This department works closely with support staff at the schools and in other departments to ensure that attendance data are reported promptly. The department's payroll technicians collect and process these data and issue payroll warrants throughout the year. In addition, the department has assigned other technicians with the specific responsibility of processing employee benefits, which includes recording employer and employee deductions in the payroll records.

FINDING

The Payroll and Benefits Department uses a methodical approach for organizing its processing of payroll transactions throughout the year.

The department's payroll technicians divide the responsibilities for processing transactions by site locations or employee classifications. Some technicians are assigned groups of schools for which they handle payroll functions for all regular teachers, administrators, and support staff at those school sites. Other technicians are assigned specific employee classifications, such as substitute teachers, and perform payroll activities for all of the employees in those classifications, regardless of the schools at which the work takes place. However, in either case, the technician is able to focus on a specific category of payroll transactions sharing a common theme, which has assisted in expediting the processing efforts.

In addition, the CCSD's decision to centralize all payroll-related functions at the Payroll and Benefits Department has contributed significantly to the district's ability to process payroll promptly and accurately. Centralizing the functions has allowed the department to ensure uniformity in the procedures used to review and process payroll activity.

COMMENDATION

The district's payroll and benefit functions are well coordinated, which contributes to its ability to process payroll accurately and issue warrants promptly.

3.7 Budgeting

CCSD prepares an annual budget according to the calendar shown in **Exhibit 3-6**. The budget cycle for the district begins around November of each year, with each department or campus preparing and submitting its own budget. All departments are also required to develop annual goals and objectives, which serve as justification for their budget requests.

EXHIBIT 3-6
CLARK COUNTY SCHOOL DISTRICT
ANNUAL BUDGET CALENDAR

APPROXIMATE DATE	TASK
November 15	Distribution of Budget Packets to Cabinet Members
December 5	Department Heads return completed packets to Division/Region Heads for review and approval
December 16	Division/Regional Heads return completed packets to Superintendents for final review and approval
January 6	Superintendents return reviewed packets to Budget Department
January 9	Review of all budget unit request forms by Budget Department
February 15	Provide personnel allocation ceilings to Human Resources Division
March	Conduct work session(s) on tentative budget with Board of School Trustees and establish priorities with public and staff input
April 3	First allocation for school supplies
April 6	Adoption of tentative budget
April 10	Tentative budget and notice of publication submitted to County Auditor and filed with Department of Education, Department of Taxation, and County Clerk
May 11	Publication of budget in local newspaper
May 17	Public hearing on tentative budget and adoption of final budget
June 8	Final Budget submitted to County Auditor and filed with Department of Education, Department of Taxation, and County Clerk
October 23	Formulate budget adjustments based on prior year ending balances and actual new year enrollment
November 15	Second allocation for school supplies
December 14	Approval of amended final budget

Source: Clark County School District, Budget Department, April 2006.

Nevada statutes require that the district legally adopt budgets for all funds. In addition to the general fund, CCSD maintains several other funds including those listed in **Exhibit 3-7**. The district also maintains several capital projects funds including building and site, governmental services tax, extraordinary maintenance and capital replacement, and tax funds.

EXHIBIT 3-7
CLARK COUNTY SCHOOL DISTRICT
BUDGETARY FUND TYPES

FUND TYPE	FUND	PURPOSE
Major Governmental	General	General operating fund used to account for all resources and costs of operations traditionally associated with governments.
	Special Education	Accounts for transactions relating to educational services provided to children with special needs as supported by state and local sources.
	Debt Service	Used to account for the collection of revenues, payment of principal and interest, and the cost of operations associated with debt service for general obligation debt.
	Bond	Accounts for the costs of capital improvements and construction of major capital facilities paid for by bond proceeds, related interest earnings, and proceeds from real-estate transfer taxes and room taxes.
Non-Major Governmental	District Projects	Used to account for transactions relating to programs supported by special purpose grants and reimbursements from the state.
	KLVX Communications Group	KLVX, the local public telecommunications entity, is reported as a component unit of the district. This fund is used to account for transactions and operations including private and governmental gifts, grants, and bequests.
	Federal Projects	This fund is used to account for transactions relating to federal grant programs.
	Medicaid	Used to account for transactions relating to grants and reimbursements from the Medicaid program for services provided to eligible students.
Proprietary	Enterprise	Used to account for operations financed and operated in a manner similar to a private business enterprise—the intent of which is to ensure costs of providing services are recovered through charges or user fees. In CCSD, the Food Service Fund is the district's only enterprise fund.
	Internal Service	Used to account for the financing of goods or services provided by one internal department to other internal departments on a cost reimbursement basis. CCSD maintains two internal service funds—the Insurance and Risk Management Fund and the Graphic Arts Production Fund.

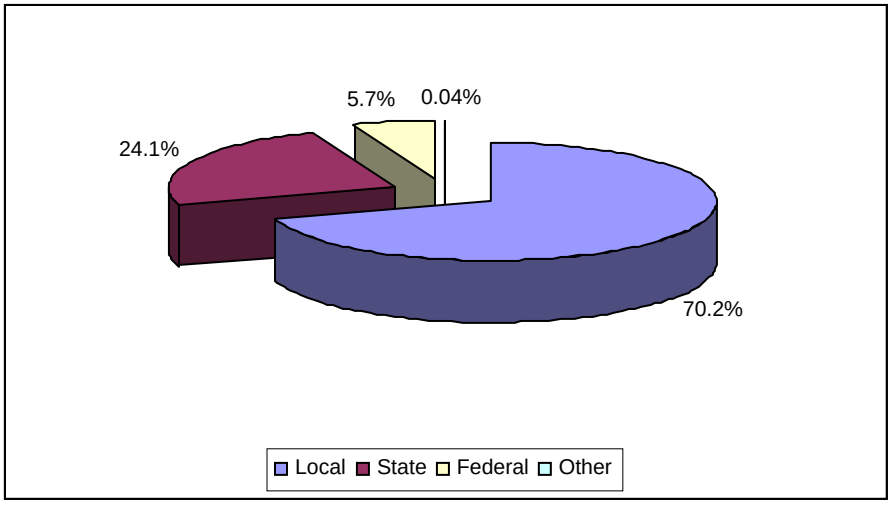
Sources: Clark County School District *Comprehensive Annual Financial Report*, 2004-05, and *Budget and Statistical Repo*rt, 2005-06.

CCSD received $2.2 billion in general fund revenues for fiscal year 2004-05, the most recently available audited numbers. As the pie chart in **Exhibit 3-8** shows, the most significant portion of these revenues was derived from local funding (70.2%). State funding amounted to 24.1 percent, followed by federal funding at 5.7 percent and other revenue, representing 0.04 percent of total revenues.

Total expenditures of $2.5 billion exceeded revenues by $240 million for 2004-05 (**Exhibit 3-9**). As the pie chart in this exhibit shows, the district expended the most

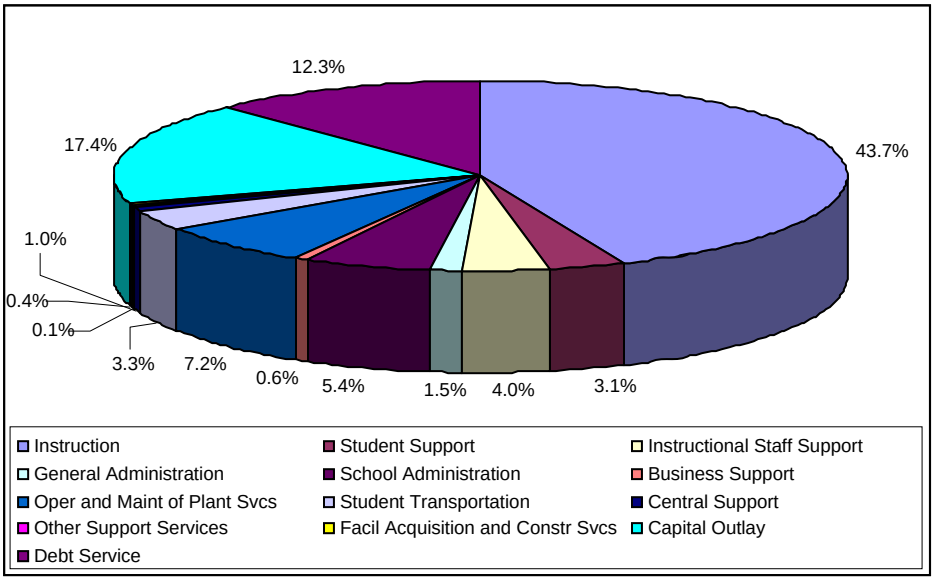
significant portion of its general fund budget on instruction (43.7% of total general fund expenditures). Capital outlay represented 17.4 percent of expenditures, while 12.3 percent was allocated to debt service.

EXHIBIT 3-8
CLARK COUNTY SCHOOL DISTRICT
GENERAL REVENUE SOURCES 2004-05*



Source: Clark County School District *Comprehensive Annual Financial Report*, 2004-05.
*Percentages do not total 100% due to rounding figures.

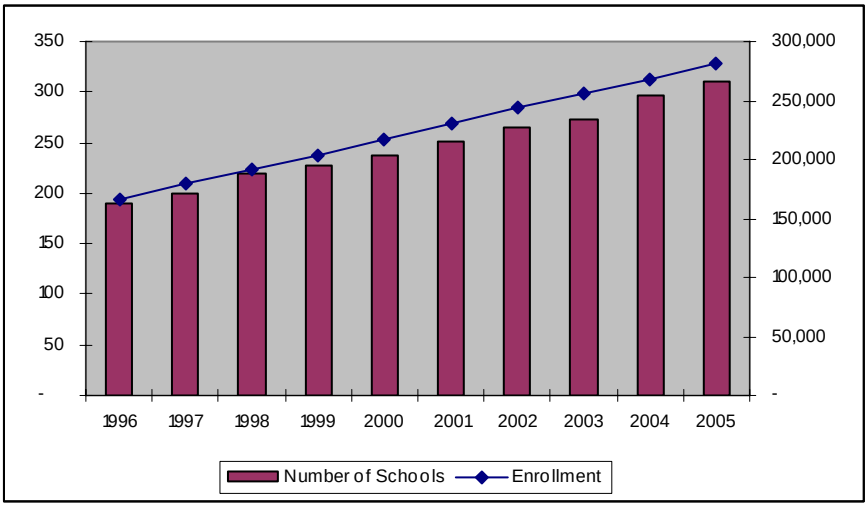
EXHIBIT 3-9
CLARK COUNTY SCHOOL DISTRICT
GENERAL FUND EXPENDITURES 2004-05



Source: Clark County School District *Comprehensive Annual Financial Report*, 2004-05.

Exhibit 3-10 below presents a 10-year trend for CCSD's enrollment and number of school facilities. As this exhibit shows, the district has experienced substantial and steady increases during this time period.

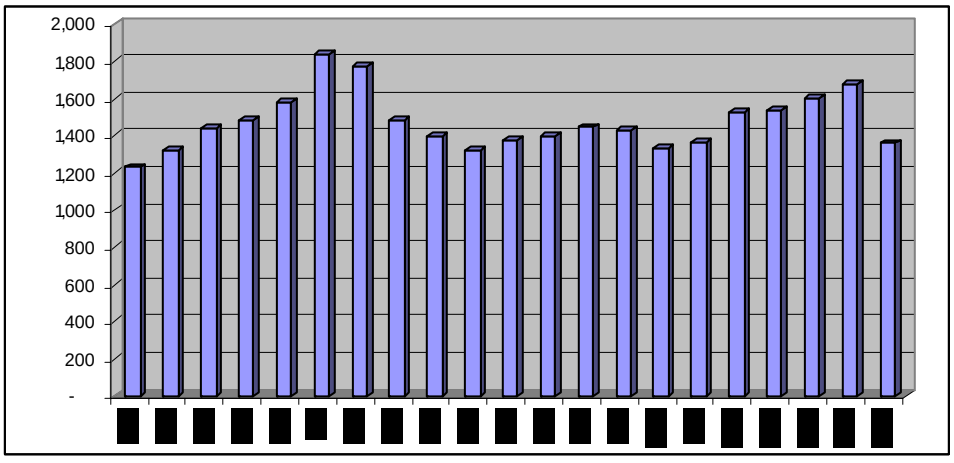
EXHIBIT 3-10
CLARK COUNTY SCHOOL DISTRICT
ENROLLMENT TRENDS AS COMPARED TO NUMBER OF SCHOOLS
1996 THROUGH 2005



Source: Clark County School District *Comprehensive Annual Financial Report*, 2004-05.

However, when considering state aid per average daily pupil membership as compared to this growth trend, it is apparent that state funding fluctuated between 1996 and 2005 (**Exhibit 3-11**). In addition, for 2006, per pupil state funding decreased by 18.76 percent.

EXHIBIT 3-11
CLARK COUNTY SCHOOL DISTRICT
PER PUPIL STATE FUNDING 1986 THROUGH 2006



Source: Clark County School District *Budget and Statistical Report,* 2004-05.

Exhibit 3-12 shows CCSD revenue percentages (local, state, and federal revenues as a percentage of total revenues) as compared to the peer districts for 2003-04. When considering state revenue, CCSD received one of the lowest percentages of the peer group (26%), second to Houston at 21 percent; Washoe ranked third lowest at 29 percent. Correspondingly, both CCSD and Houston ranked highest in the percentage of revenue provided from local funds (67% each), while Washoe received 64 percent of funding locally. Clark and Washoe had the lowest percentages of revenue provided by federal funds at 6 and 7 percent respectively.

EXHIBIT 3-12
CLARK COUNTY SCHOOL DISTRICT
PERCENTAGE OF REVENUES BY SOURCE – COMPARISON WITH PEERS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	PERCENT LOCAL REVENUE	PERCENT STATE REVENUE	PERCENT FEDERAL REVENUE
Clark County School District, NV	**67%**	**26%**	**6%**
Broward County Public Schools, FL	45%	46%	9%
San Diego Unified School District, CA	44%	45%	11%
Houston Independent School District, TX	67%	21%	12%
Miami-Dade County Public Schools, FL	42%	47%	11%
Philadelphia School District, PA	35%	51%	14%
Washoe County School District, NV	64%	29%	7%
SCHOOL DISTRICT AVERAGE	**52%**	**38%**	**10%**

Source: NCES, CCD public school district data, 2006.

CCSD faces many of the same challenges as other districts throughout the country, including reductions in state and federal funding; increased requirements under No Child Left Behind; rising insurance costs, particularly for employee health insurance and property liability; and increases in fuel costs. However, as the fastest growing school district in the nation, and the fifth-largest district nationwide, CCSD is confronting significant additional challenges, including:

- Operating one of the largest school construction programs in the country – In 1998, voters approved a freeze of property tax rates for long-term bonding of school construction, allowing the district to issue $3.8 billion of general obligation bonds through June 30, 2008.

- Experiencing staff turnover in top management positions – Although the district is fortunate that its newly appointed superintendent has significant experience with the district, having served as the Chief Financial Officer for the past several years, the CFO position is now vacant.

- Recruiting and retaining qualified teachers – CCSD hired approximately 1,600 new teachers in 2004-05, yet teacher shortages continue in spite of the district's efforts to attract a qualified teaching staff.

- Maintaining a high level of student achievement while facing the challenges presented by increasing enrollment – The increases in student enrollment present the most obvious challenge to CCSD—that of providing adequate facilities to accommodate students. But in addition to the facilities issue, the district must cope with the high level of poverty among its students, 39 percent of whom qualify for free or reduced-price lunch and 26 percent of whom are enrolled in English language learners programs.

- Implementing a new Enterprise Resource Planning (ERP) System – The implementation of any new software system is a monumental task for any organization, but CCSD is also faced with an existing financial system that is antiquated and largely manual. Therefore, as efforts are under way to put the new system into place, district staff must continue to conduct business using the old system.

In addition, CCSD residents have been affected by increasing property values. Continued high demand for housing has driven up property values as well as assessed values and property tax rates. In response to these increases, the Nevada Legislature in 2005 passed an assembly bill providing partial abatement of property taxes. Assembly Bill 489 places a three percent cap on most residential homeowners and an eight percent cap on tax bills for state business owners.

Exhibit 3-13 compares CCSD's property tax rates, total assessed property values, and per pupil assessed values to those of its peer districts. As shown, CCSD has one of the lowest property tax rates at 1.3034 per $100 of assessed value, second to Washoe County at 1.1385. Broward has the next lowest rate at 1.59898, followed by Houston with a 2004 rate of 1.620. Philadelphia has the highest rate of the peer group at 4.790 per $100 of assessed value.

Assessed value per pupil, which represents a measure of district property wealth, is $187,991 in CCSD, higher than both Philadelphia and Washoe, but significantly lower than Houston or Broward.

EXHIBIT 3-13
CLARK COUNTY SCHOOL DISTRICT
PROPERTY VALUES AND RATES COMPARED TO PEERS

DISTRICT	TOTAL ASSESSED VALUE [1]	ASSESSED VALUE PER PUPIL [1]	PROPERTY TAX RATE PER $100 OF ASSESSED VALUE [2]
Clark County School District, NV	**55,346,172,933**	**187,991**	**1.3034**
Broward County Public Schools, FL	116,090,111,000	425,720	1.59895
San Diego Unified School District, CA	n/a	n/a	n/a
Houston Independent School District, TX	71,498,948,629 [3]	338,606 [3]	1.620
Miami-Dade County Public Schools, FL			
Philadelphia School District, PA	11,032,000,000	60,707	4.790
Washoe County School District	$ 11,016,258,259	$177,473	1.1385

Sources: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2005, and *Budget and Statistical Report,* 2005-06; peer information obtained through surveys of the peer districts conducted in June 2006.
[1] 2005-06 estimated.
[2] 2005 tax rates.
[3] 2004 data.

FINDING

For the past 14 years, CCSD has been awarded the Distinguished Budget Presentation Award by the Government Finance Officers Association (GFOA).

This is a professional association of state and local finance officers in the United States and Canada, and has served the public finance profession since 1906. More than 16,500 GFOA members are dedicated to the sound management of government financial resources. The purpose of GFOA is to enhance and promote the professional management of governments for the public benefit. To do this, GFOA identifies and develops financial policies and practices and promotes them through education, training, and leadership.

The organization sponsors a Distinguished Budget Presentation Award, which is designed to encourage governments to prepare budget documents of the highest quality to meet the needs of decision-makers and citizens. In order to receive the Distinguished Budget Presentation Award, local governments are required to include specific items in their budget documents, including an overview of financial policies, long-term goals and objectives, short-term initiatives guiding the budget development process, and a budget message. In addition, to qualifying for the award, a budget document must serve as an adequate communication device containing summarized information and trend data, with charts and graphs to illustrate key points.

An entity's budget is one of its most important documents in that it conveys the entity's priorities and goals through monetary needs. The budget is the document that an entity uses to convey to decision-makers its needs and it is the document that decision-makers and stakeholders can use to hold the entity accountable.

COMMENDATION

CCSD's staff does an impressive job of developing and presenting the district's budget document.

FINDING

CCSD has implemented budget policies that provide flexibility to school principals and ensure that budgeted school funds are used in an effective manner.

Many school administrators nationwide struggle with the timing issue of having to gear up for a new school year, before budget allocations are actually provided to them. Often administrators are forced to use current year funds to make initial purchases of textbooks and instructional supplies for the ensuing school year.

In addition, schools in general are faced with "use-it-or-lose-it" decisions at year end. That is, funds left over at the end of a fiscal year must be surrendered to the central office unless they are fully expended. This places principals in the position of deciding whether to order supplies or equipment that they anticipate they may need in future, or returning the funds that can never be reacquired.

CCSD, however, has afforded its campus administrators flexibility in the administration of their budgets. The district allocates a portion of each school's expected budget allotments well in advance of a new school year. The remaining portion is then provided once the school year has begun.

Clark County School District Regulation 3130, Budget Administration, states the following:

> *An initial allocation of a maximum of 75 percent of the estimated total appropriations for each budget line item, apportioned to each school, is made in March for the succeeding school year.*
>
> *The second (and last) allocation which is the remainder of the total allocation will be made at the end of October. It is determined by budget formulas now applied against the actual enrollment as of the Friday of the fourth week of the school year.*

Principals and school office staff state that this policy and practice has enabled them to adequately prepare for a new school year, avoiding last-minute purchases that could sometimes lead to errors.

Additionally, schools are allowed to carry over unused funds in certain categories. These carry-over funds can then be used in subsequent years to make needed purchases.

CCSD Regulation 3130 further states:

> *The net balance at the end of the school year of all non-project, special education, and staff development budget line item appropriations to schools determines the carry-over allowed each school. The carry-over,*

which is in addition to the appropriations for the succeeding school year, may be allocated at the discretion of the principal and may not exceed the following amounts:

Elementary schools	*$5,000*
Middle schools	*$6,500*
Senior high schools	*$10,000*

MGT observes very few school districts that allow school-level budget carry-overs. However, within certain limits, we feel this practice provides for flexibility and more effective use of school funds.

COMMENDATION

CCSD's method of allocating campus funding and establishing carry-over allocations should serve as a best practice for schools nationwide.

FINDING

The Budget Department has created an analyst position whose primary responsibility is to provide assistance to all district staff responsible for developing or monitoring a budget.

As discussed earlier in this chapter, CCSD's financial system is cumbersome and can be difficult to navigate by budget managers in the field. The training provided is both formal and informal, and is conducted both in group settings and individually if requested. School staff interviewed during the course of this review was highly complimentary of all Budget staff, saying that Budget employees were willing to help with any questions.

The analyst responsible for conducting the training sessions has created a training manual that is concise and contains useful illustrations. The manual covers topics such as using the budget system to monitor expenditures, creating a budget, and transferring funds between accounts, as well as budget allocation explanations.

COMMENDATION

CCSD's Budget staff does a commendable job of training and assisting schools and departments in understanding the development and administration of their budgets. This function will be particularly important in training and assisting district staff to use the new ERP system.

FINDING

In spite of the training assistance provided by the Budget Department, many school administrators and staff interviewed were unclear about various procedures and issues relating to budget development and administration.

Interviews reveal that school administrators are sometimes confused as to certain aspects of their budgets, the allocations provided, or the formulas for deriving certain allocations. The audit team also found differing interpretations of budget directives, indicating that not all administrators in CCSD have a full understanding of district, regional, or school-wide objectives.

This phenomenon is not necessarily surprising considering the size of the district and the fact that many schools have principals who are new to their jobs. Because CCSD is so large, changes in policy or practices can sometimes be difficult to communicate, particularly through multiple layers of management. In addition, the training offered by the Budget Department, although available to budget managers including principals, is primarily attended by clerical staff responsible for detailed budget preparation or administration. In addition, the training addresses the technical details of budget administration, but does not cover topics such as funding priorities or district budget constraints.

The audit team discovered that all budget information for an upcoming school year is communicated initially to cabinet members and division heads, who are then responsible for disseminating the information to the schools throughout the district. The budget packet provided cabinet members and division heads, dated November 15, 2005, contains a one-page memo with instructions for preparing the 2006-07 budget, accompanied by seven pages of attachments that include equipment capital expenditure and professional services expenditure requests, the budget development timeline (shown in **Exhibit 3-6**), and general budget assumptions.

Providing only written materials to budget managers does not afford two-way communication, which is critical when dealing with a budget the size of CCSD's and the complex issues the district faces. In addition, newly appointed principals and department heads may not fully understand the intent of the written instructions.

RECOMMENDATION

Recommendation 3-7:

Conduct annual budget "kick-off" sessions for all district administrators responsible for developing and administering a budget.

Holding a series of meetings where budget, accounting, and purchasing staff can communicate directly with budget managers about district-wide initiatives and directives, as well as budget development procedures, should help to improve the communication of critical budget issues, thereby effecting efficiencies in the budgeting process.

The audit team identified a best practice used by one of the peer districts selected for this review. The Broward County School District conducts annual kick-off meetings for all principals and department heads who oversee a budget. These meetings take several

days due to the large number of people needing to attend, but they prove useful and effective in informing staff of district priorities, changes in budget policies or practices, and allocation formulas. In Broward, the budget kick-off meetings allow budget managers at the school and department level to communicate directly with the Superintendent and with personnel, purchasing, technology, and other pertinent staff.

In addition, Broward posts all budget documents, calendars, and memorandums on its Web site so that school and departmental staff can easily access the most current information.

A more direct method of communication regarding budget issues should improve the efficiency and effectiveness of CCSD's budget practices.

CORRECTIVE ACTION PLAN

1. The Budget Director should develop a basic outline and time schedule for budget kick-off meetings for school and department staff.	March 2007
2. The Budget Director should request input from the Superintendent and other district leaders from the areas of purchasing, personnel, technology, and facilities to provide input into the design of the kick-off agenda.	April 2007
3. The Budget Director should formally communicate with all principals, department heads, and others responsible for budget development regarding the proposed schedule for the kick-off meetings.	May 2007
4. The Budget Director should continue to refine the format and agenda for the kick-off meetings.	May Through July 2007
5. The Budget Director should finalize the budget kick-off agendas and timelines and disseminate this information to the pertinent district employees.	July 2007
6. The Budget Director should hold the budget kick-off sessions.	August 2007

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. However, it does require staff time for participating in recommended meetings.

FINDING

CCSD does not fully recapture the costs of its Graphic Arts Department, which is operated through an internal service fund. The Graphic Arts Center provides design, copying, printing, bindery, and distribution services for CCSD schools and departments, including forms, board agenda materials, manuals, instructional aides, newsletters,

informational brochures, and presentation packages. Most costs of operating this department are recovered through user fees charged to the schools and departments using its services. However, design employees are paid through the general fund and their costs are not charged back to user departments. In an Internal Audit report dated October 2004, the auditors state that "the district's policy of paying for graphic design employees out of the general fund is believed to provide the schools and departments with valuable artwork skills that would be far too expensive if the cost were passed on to them."

The fundamental purpose of operating a function through an internal service fund is to ensure that users fully pay for the services they receive. When users are provided services that are essentially free, they tend to use the services imprudently. Conversely, when charged with the full cost of services, users are more likely to exercise fiscal restraint.

The October 2004 audit conducted a cost comparison between CCSD and local vendors for several graphic arts services. The results showed that it would be more cost-effective for the district to procure certain items through private vendors.

For the fiscal year ending June 30, 2005, the Graphic Arts Production fund generated a net revenue of $899,965. However, for this same time period, the budget for the graphic arts employees (salaries and benefits) paid from the general fund amounted to $1.2 million. Had these expenses been charged to the internal service fund, the fund would have incurred a loss of $282,327.

RECOMMENDATION

Recommendation 3-8:

Require that the Graphic Arts Reproduction services costs be fully allocated to user departments.

By fully accounting for all costs of providing graphic arts services, the district can better judge whether these services should be procured through outside vendors. In addition, users of the services will be more likely to exercise prudent judgment.

Jefferson County School District in Colorado has established several services that it operates through internal service funds. These include printing, management information services, fleet maintenance, the copier program, equipment repair, film libraries, library data and automation services, fax leasing, and Internet services. Schools and departments in Jefferson County are given the option of using the internal services or using private vendors. As a result, users tend to use the more cost-effective option, resulting in a cost savings for the district.

CORRECTIVE ACTION PLAN

1. The Assistant Superintendent of Finance should direct the Budget and Accounting Department to allocate the Graphic Arts general fund personnel costs to the internal service fund.	January 2007

2.	The Assistant Superintendent of Finance should direct the Graphic Arts Department to develop fee schedules that more closely reflect the full cost of the services it provides.	March 2007
3.	The Finance Director should direct the Graphic Arts Department to begin charging users according to the new fee schedules.	July 2007
4.	The Finance Director should monitor and report on the results of operations for the Graphic Arts Department to determine whether full outsourcing should be considered.	July 2007 and Ongoing

FISCAL IMPACT

The fiscal impact of implementing this recommendation is difficult to determine at this point, and will depend upon the course of action CCSD decides to take. To assume that the district could save the full $282,327 by allocating all personnel costs to the Graphic Arts fund would be inaccurate, since this would simply move the uncaptured expense from one cost center to another.

The most likely result of implementing this recommendation would be that the district would achieve cost savings from user departments either cutting down on the amount of services used when not completely necessary, or choosing to use a more cost-effective outside vendor. Therefore, while the district would almost certainly realize a cost savings, it is difficult to determine what this would be without a more detailed cost analysis between internal and external service providers.

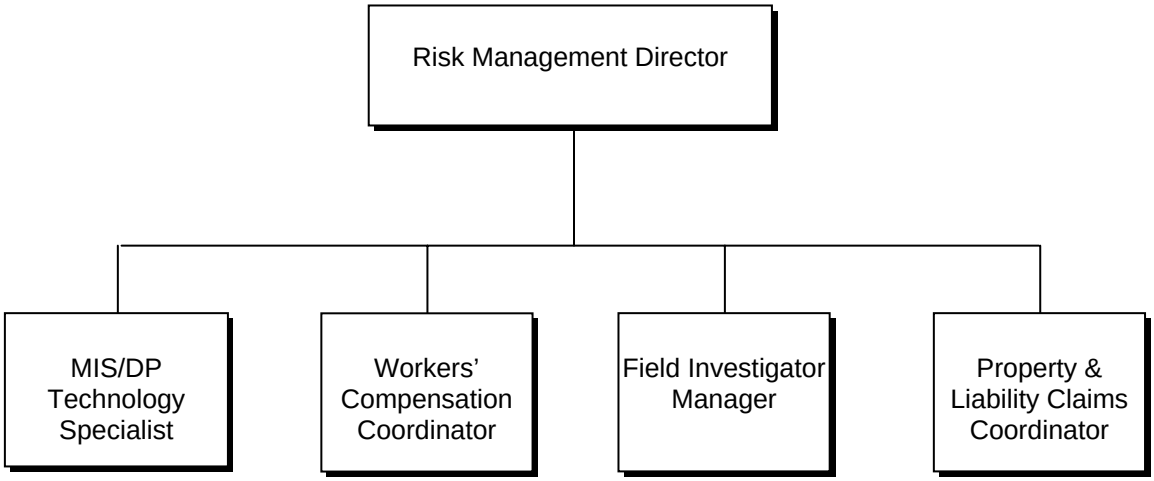
3.8 Risk Management

Risk management functions involve assessing and managing a variety of risks that are inherent in school district operations. Risk management includes identifying and mitigating risks related to torts, theft or damage to assets, errors and omission, and injuries to employees; maintaining adequate insurance coverage to protect against these risks; and establishing policies and procedures to adequately safeguard assets such as property, equipment, cash, and investments. Risk management protects employees by providing appropriate safety equipment and training. Procurement of workers' compensation and adequate employee health insurance are also risk management functions.

In CCSD, most risk management functions are handled by the Risk Management Department. Headed by a director, the department is responsible for procuring district insurance coverage (excluding employee health coverage) and for processing and managing workers' compensation, property, and liability claims. The department also investigates district incidents and accidents, and to some degree coordinates the safety functions of the district. Other departments in CCSD with risk management responsibilities include the Facilities Department, which maintains a Safety Coordinator position, and Employee Benefits, which is responsible for coordinating the procurement and administration of employee health coverage benefits.

Exhibit 3-14 shows the organizational structure of the Risk Management Department.

EXHIBIT 3-14
CLARK COUNTY SCHOOL DISTRICT
RISK MANAGEMENT DEPARTMENT



Source: Clark County School District, Risk Management Department, April 2006.

CCSD is self-insured for workers' compensation claims, general liability and motor vehicle liability, errors and omissions and employment practices liability, property, broadcasters liability, crime and employee dishonesty, and catastrophic medical, and has cash benefit insurance for athletic and extracurricular activities. The district carries stop gap coverage to mitigate its financial exposure.

CCSD has established a risk management internal service fund. All departments are charged user fees for their share of workers' compensation and unemployment insurance coverage. An actuarial study is conducted annually to determine adequacy of fund reserves and to set the rates at which user departments are charged for the services.

Exhibit 3-15 presents the results of operations for the risk management fund for the 2004-05 fiscal year.

EXHIBIT 3-15
CLARK COUNTY SCHOOL DISTRICT
RISK MANAGEMENT INTERNAL SERVICE FUND
2004-05 SCHOOL YEAR

DESCRIPTION	AMOUNT
Operating Revenues	
Insurance Premiums	$14,681,321
Subrogation Claims	315,711
Total Operating Revenues	**$14,997,032**
Operating Expenses	
Salaries	$831,242
Benefits	262,140
Purchased Services	3,159,466
Supplies	18,877
Property	10,265
Insurance Claims	4,055,120
Depreciation	19,556
Other Expenses	3,255
Total Operating Expenses	**$8,359,921**
Operating Income	**$6,637,111**
Non-Operating Revenues	
Net increase in the fair value of investments	$149,835
Interest Income	715,469
Total Non-Operating Revenues	**$865,304**
Change in Net Assets Before Transfers	**$7,502,415**
Change in Net Assets	7,502,415
Net Assets, July 1	10,039,946
Net Assets, June 30	**$17,542,361**

Source: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2005.

Exhibit 3-16 presents a summary of changes in aggregate claims liabilities for fiscal years ending 2004 and 2005.

EXHIBIT 3-16
CLARK COUNTY SCHOOL DISTRICT
RISK MANAGEMENT CLAIMS LIABILITIES
2004 AND 2005 SCHOOL YEARS

	2005	2004
Beginning Balance – July 1, 2004 and 2003	$25,803,081	$22,491,554
Claims Incurred	9,579,552	8,629,083
Changes in Estimates for Claims of the Prior Periods	(6,438,652)	59,932
Claims Paid	(5,888,088)	(5,377,488)
Ending Balance – June 30, 2005 and 2004	$23,055,973	$25,803,081

Source: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2005.

To protect one of the district's most crucial assets—its employees—CCSD provides employee health insurance benefits. Three systems of benefits are administered to CCSD employees. The Teachers Health Trust is a self-funded insurance plan administered by the Clark County Education Association (CCEA) and is available to the

district's teachers. Administrator's health benefits are administered by their association, the Clark County Association of School Administrators and Professional-Technical Employees (CCASAPE), while support staff employees' benefits are administered by the school district.

FINDING

CCSD's administration of its risk management functions through an internal service fund provides a mechanism to ensure that the costs related to managing risk and procuring adequate insurance coverage are properly charged to user departments.

As the table previously shown in **Exhibit 3-15** indicates, the fund is operating with a positive net income amounting to $6.6 million from operations and $7.5 million when taking non-operating revenues into account. The fund's net assets amounted to $17.5 million as of June 30, 2005.

COMMENDATION

CCSD is ensuring that risk management costs are appropriately charged to user departments.

FINDING

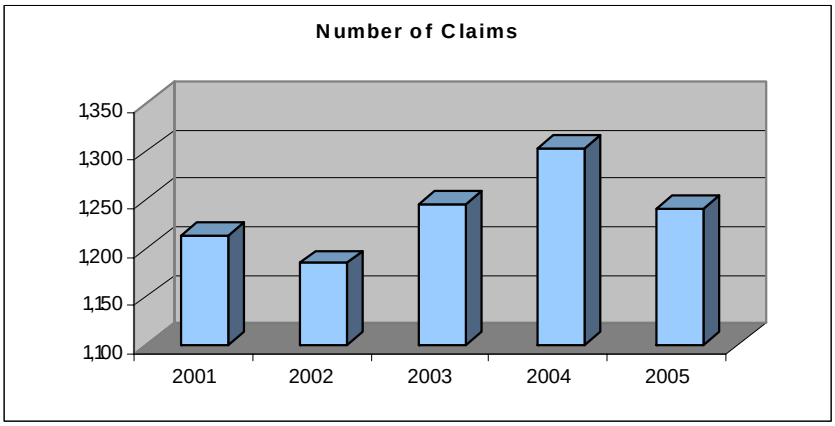
As the chart in **Exhibit 3-17** shows, CCSD is experiencing an increase in the cost of its workers' compensation claims.

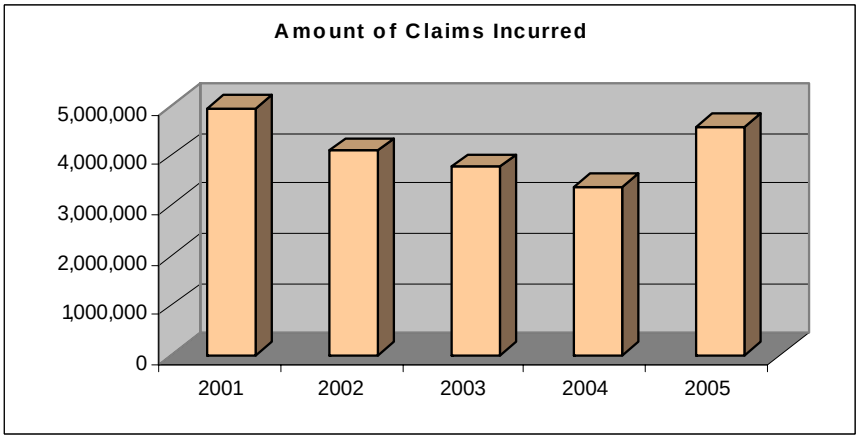
Although the total number of claims decreased during the period shown in the exhibit, actual costs increased. District officials explained that the increase in workers' compensation costs is due to changes in the Physicians' Disabilities Rating Guide that awards greater amounts to claimants.

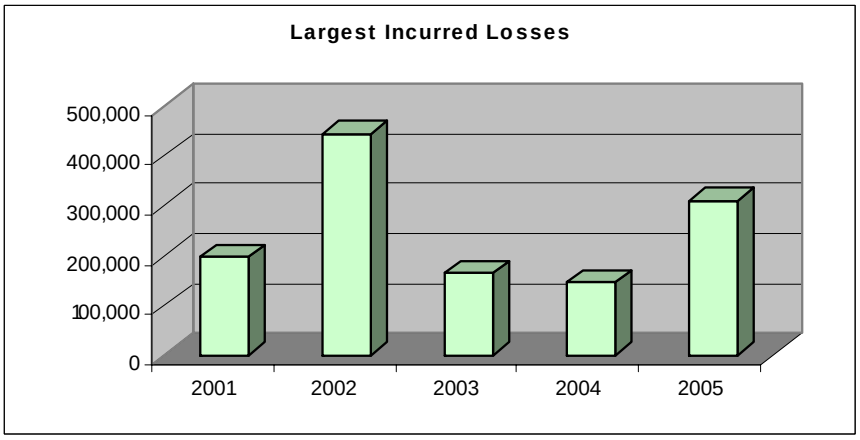
The district has no centralized coordination for safety issues focused on identifying potential safety concerns. Though there is some degree of informal coordination among various departments and the Risk Management Department, the Risk Management Department has no formal oversight or authority relating to safety. Several departments, including Purchasing, Facilities and Maintenance, and Transportation, have their own formal safety function. Further, the safety functions found throughout the district have no link to the identification of risks for the purpose of avoiding or reducing future accidents or incidents.

The Facilities and Equipment Safety Inspections Unit of the Facilities Department maintains a safety staff of one manager, five inspectors, and one coordinator. These positions are responsible for conducting inspections of district equipment and facility structures. However, there is no formal feedback from this unit to the Risk Management Department to ensure that safety issues are adequately addressed from a loss-prevention perspective.

EXHIBIT 3-17
CLARK COUNTY SCHOOL DISTRICT
NUMBER, AMOUNT, AND LARGEST INCURRED LOSSES
OF WORKERS' COMPENSATION CLAIMS, 2001-05







Source: Clark County School District, Risk Management Department, April 2006.

RECOMMENDATION

Recommendation 3-9:

Create a safety and training function within the Risk Management Department, transferring the safety inspector positions from the Facilities Department.

Strengthening the safety inspection and training function and formally linking it to the Risk Management function will enhance the district's efforts at reducing losses and increase the protection and safety of its employees.

For the 2006-07 fiscal year, the Risk Management Department has budgeted for a new position of Risk Control Manager. Having the facility and equipment safety inspectors report directly to this new position will help to achieve the objective of this recommendation.

The audit team found that Broward County Public Schools in Florida provides a best practice example for the organization and staffing of the risk management function. Broward's Risk Management Department maintains a staff of Facilities Inspectors. Because the inspectors report directly to the Risk Management Department, they have the authority to implement actions, including identifying employee training opportunities, that the department can act on to prevent or mitigate its potential losses.

CORRECTIVE ACTION PLAN

1. The Superintendent should direct the Business Manager, who provides oversight to the Risk Management Department, and the Facilities Director to coordinate on the transfer of the safety inspector positions.	March 2007
2. The Safety Inspector positions should begin reporting to the Risk Management Department.	July 2007

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

3.9 Debt, Cash, and Fund Balance Management

The state of Nevada limits a school district's bonded indebtedness to 15 percent of the assessed property values within the district. CCSD's debt limit, based on a total assessed property value of $50.8 billion, was $7.6 billion for 2005. The district's total bonded indebtedness for 2005 was $3.2 billion, leaving a legal debt margin of $4.4 billion.

CCSD uses debt issuances to finance its facilities construction and modernization program and its major capital acquisitions. As of June 30, 2005, the district's general obligation bonds payable amounted to $2.5 billion.

In addition to its general obligation bonds, CCSD also uses general obligation revenue bonds, which are secured by tax proceeds. In accordance with state law, the district receives the proceeds from a 1.625 percent room tax (collected within Clark County) in addition to $0.60 of every $500 of value of real property within the county to secure its revenue bonds. The balance of revenue bonds payable as of June 30, 2005, was $677 million.

CCSD maintains a debt service fund, which, along with the general fund, services all bonds payable. **Exhibit 3-18** shows a summary of the district's debt service as of June 30, 2005.

EXHIBIT 3-18
CLARK COUNTY SCHOOL DISTRICT
SUMMARY OF DEBT SERVICE
JUNE 30, 2005

FISCAL YEAR	PRINCIPAL	INTEREST	TOTAL REQUIREMENTS
2006	$186,870,000	$166,785,369	$353,655,369
2007	195,460,000	150,518,635	345,978,635
2008	205,040,000	140,436,165	345,476,165
2009	201,435,500	144,149,015	345,584,515
2010	205,510,000	120,766,503	326,276,503
2011-15	1,011,150,000	447,998,343	,459,148,343
2016-20	853,595,000	201,734,720	1,055,329,720
2021-24	361,395,000	35,874,250	397,269,250
Totals	**$3,220,455,500**	**$1,408,263,000**	**$4,628,718,500**

Source: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2005.

CCSD maintains a cash and investment pool that is available for use by all funds with the exception of debt issuance proceeds, which are kept in a separate portfolio in order to meet bond covenants and federal arbitrage regulations. **Exhibit 3-19** shows the total amounts the district reported as pooled cash and investments in its June 30, 2005, financial statements.

EXHIBIT 3-19
CLARK COUNTY SCHOOL DISTRICT
COMBINED POOLED CASH AND INVESTMENT
JUNE 30, 2005

DESCRIPTION	AMOUNT ($ IN THOUSANDS)
Pooled cash	($2,169)
Non-negotiable certificate of deposit	5,666
Student Activity Agency Fund [1]	15,292
Pooled Investments	1,260,688
Total Pooled Cash and Investments	**$1,279,477**

Source: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2005.

The student activity funds, totaling $15,292,072, are reserved for student groups and organizations and cannot be used for normal district operations. These funds are held in individual bank accounts maintained and monitored by each school in the district. Administration of these funds is discussed in section 3.4 of this chapter.

Exhibit 3-20 below presents a summary of the district's investment holdings as of June 30, 2005. As shown, the district's pooled investments amount to $986 million, while investments of bond proceeds amount to $279 million.

EXHIBIT 3-20
CLARK COUNTY SCHOOL DISTRICT
FAIR MARKET VALUES OF INVESTMENTS
JUNE 30, 2005

DESCRIPTION	FAIR MARKET VALUE ($ IN THOUSANDS)
General Pooled Investments	
U.S. Treasury Notes	$69,848
U.S. Agencies	694,334
Commercial Paper	138,638
Money Market Mutual Fund	29,200
KLVX Endowment	821
NVEST Program	51,120
Subtotal	$983,961
Bond Proceed Investments	
U.S. Treasury Bills	-
U.S. Agencies	$268,378
Money Market Mutual Fund	8,349
Subtotal	$276,727
Total Securities Held	**$1,260,688**

Source: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2005.

Investments held by the district include U.S. Treasury bills and notes, government agency securities, banker's acceptances, commercial paper, negotiable certificates of deposit, money market mutual funds, collateralized repurchase agreements, and the State of Nevada Local Government Pooled Long-Term Investment Account (NVEST). The district's investment revenue increased from $11 million to $29 million between 2004 and 2005 due to rises in short-term interest rates.

CCSD maintains a depository agreement with Bank of America for its primary banking services. **Exhibit 3-21** shows the bank accounts maintained by the district.

EXHIBIT 3-21
CLARK COUNTY SCHOOL DISTRICT
BANK ACCOUNTS

NAME OF ACCOUNT
Revenue
Expenditure
Accounts payable (ZBA)
Professional Develop Educator
Special Payroll
Workers compensation (ZBA)
Claims Adjustment (ZBA)
Extended Kindergarten (ZBA)
KLVX – Channel 10 (ZBA)
Summer school (ZBA)
School lunch (ZBA)

Source: Clark County School District, Treasury Department, April 2006.

School districts establish fund balances (also called reserve balances) to work similarly to savings accounts. They can be a source of funds in case of an emergency, supply cash to pay bills when there are cash flow problems, or be a place to build up savings for large purchases not affordable in a single year, such as a computer system.

Exhibit 3-22 shows a 10-year history of the district's general fund balance.

EXHIBIT 3-22
CLARK COUNTY SCHOOL DISTRICT
GENERAL FUND BALANCE
1996 THROUGH 2005
($ IN THOUSANDS)

	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Reserved										
Inventories	3,123	2,462	2,559	3,167	3,496	2,477	2,574	1,818	1,940	2,969
Prepaids	1,505	1,020	4,871	1,998	2,245	1,704	1,090	999	1,681	1,210
Capital leases	1,462	600	-	-	-	-	-	-	-	-
Encumbrances	1,514	15	-	-	-	-	3,361	3,242	11,315	21,996
Grants	-	-	-	-	-	-	160	-	3,010	-
Debt service	-	-	-	-	-	-	3,737	-	2,600	7,786
Unreserved										
Designated	1,996	11,612	10,883	5,220	1,912	2,774	9,548	20,224	59,689	88,519
Undesignated	8,910	15,937	17,592	19,246	10,472	11,351	13,839	20,805	28,059	33,100
Total	**18,510**	**31,646**	**35,905**	**29,631**	**18,125**	**18,306**	**34,309**	**47,088**	**108,294**	**155,580**

Source: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2005.

FINDING

The district uses several practices to ensure adequate accountability of its cash and investments, as well as to maximize potential interest revenue earned on cash and investments.

CCSD maintains an active investment committee that meets monthly to discuss the status of the district's investments. Membership of the committee includes the Chief Financial Officer, Business Manager, Director of Accounting, and two administrative staff members appointed to two-year terms by the Superintendent. The primary purpose of the committee is to determine general strategies for investment.

The treasurer provides detailed information to the committee for each monthly meeting. This information includes a market update, a comparison of the state's NVEST performance as compared to other investment instruments, and an update of the district's investment performance.

CCSD also uses "sweep" accounts to earn additional interest revenue on its overnight balances in its cash operating account. The agreement with the district's depository institution requires that all remaining cash balances be automatically transferred into interest-earning instruments, and then transferred back into the respective accounts the next day.

COMMENDATION

Although market conditions have been favorable, allowing the district to increase its revenue from interest income by almost 64 percent between 2004 and 2005, the careful management of its cash and investments has also contributed to this outstanding performance.

FINDING

CCSD is increasing the amount of its fund balance reserves in accordance with district policy.

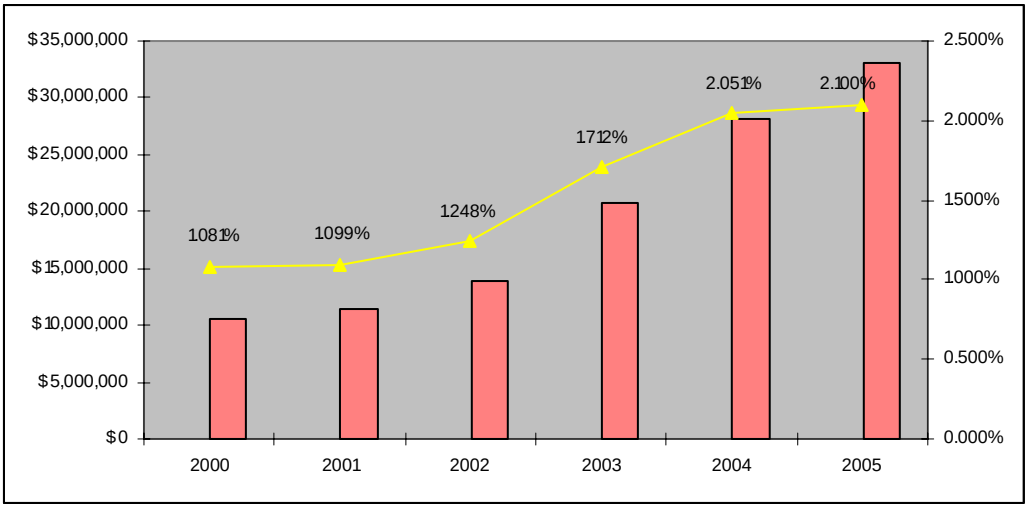
Clark County School District Regulation 3110, Budget, establishes policy to ensure that the district maintains an adequate fund balance. Specifically, Regulation 3110 relating to fund balance reserves states the following:

> *An unreserved ending fund balance of not less than 2 percent of total General Fund revenue for each fiscal year shall be included in the General Fund balance. An inability to meet this requirement must be approved by the Board of Trustees. Unreserved ending fund balance is that fund balance exclusive of inventories and amounts reserved or designated for preexisting obligations.*

Using the undesignated, unreserved fund balance amounts from **Exhibit 3-22** above, the chart in **Exhibit 3-23** shows the percentage of fund balance to general fund operating revenues. As illustrated, although the district had fund balances below the two percent requirement in fiscal years 2000 through 2003, in fiscal years 2004 and 2005,

the minimum balance of two percent was exceeded by 0.05 percent and 0.10 percent, respectively.

EXHIBIT 3-23
CLARK COUNTY SCHOOL DISTRICT
FUND BALANCE AS PERCENTAGE OF OPERATING REVENUE



Source: Clark County School District *Comprehensive Annual Financial Report*, June 30, 2006.

For 2000 through 2003, the Board of School Trustees made a conscious decision to approve budgets that did not meet the two percent requirement. However, as of 2004, the district has managed its budgets in order to comply with the two percent reserve requirement.

COMMENDATION

Maintaining adequate fund balance reserves is particularly critical for school districts in order to guard against unforeseen budget shortfalls or unplanned expenditures. CCSD has done a commendable job of managing its finances to increase its reserve balances.

FINDING

There is no evidence that CCSD is adequately reviewing the preparation of its cash account reconciliation reports.

MGT consultants reviewed bank statements and account reconciliations prepared by district staff for the months of January, February, and March 2006 and for January, June, and October 2005. Although the bank reconciliations appear to be prepared on a timely basis and all reconciling items appear to be investigated and corrected expeditiously, there is no documentation of the date that the reconciliation report was prepared, nor is there evidence that the reconciliation was reviewed by upper management.

Due to the significant amount of cash flowing through district accounts, ensuring that reconciliations are prepared and adjustments made on a timely basis is an important control. In addition, it is critical to have a supervisor or manager review the completed reconciliation.

RECOMMENDATION

Recommendation 3-10:

Develop cash reconciliation procedures that require that the employee preparing the cash reconciliation reports sign and date the reports when finished; in addition, procedures should require that a supervisor review, sign, and date the reports.

Implementing this recommendation should create additional steps in the reconciliation process that should improve the district's accountability over its cash control processes. The supervisory review and signature should also assist in ensuring that the process is properly completed and that opportunities for mishandling funds are minimized.

CORRECTIVE ACTION PLAN

1.	The Assistant Superintendent of Finance should develop procedures requiring that all cash reconciliation reports follow the recommendation set forth above.	January 2007
2.	The Assistant Superintendent of Finance should direct the Accounting Director to implement the procedures.	February 2007
3.	The Accounting Director should implement the procedures.	February 2007

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

4.0 PURCHASING AND WAREHOUSING

4.0 PURCHASING AND WAREHOUSING

This chapter reviews the purchasing and warehousing functions of the Clark County School District (CCSD). It is divided into the following three sections:

4.1 Purchase Requisitions/Orders
4.2 Surplus, Warehousing, Distribution
4.3 Delivery Services

CHAPTER CONCLUSION

The CCSD purchasing function is located within the Business Operations section of the Division of Administration and Management. Overall, the Purchasing and Warehousing Department is doing an effective job of delivering procurement services and meeting the needs of the district.

The following areas merit commendation and are discussed in this chapter:

- CCSD is commended for acquiring and implementing SAP, an Enterprise Resource Planning (ERP) system. The functionality of this new system will automate purchase requisitioning and expedite the process of requesting and receiving instructional materials and supplies **(Page 4-16)**.

- CCSD is commended for keeping its purchasing policies and procedures up to date. **(Page 4-17)**.

- CCSD is commended for providing on-line information on all bid opportunities, and including downloadable bid specifications (PDFs) **(Page 4-22)**.

- CCSD is commended for maintaining collaborative purchasing arrangements with other governmental entities. These continuing efforts reduce administrative costs while still encouraging and ensuring competition **(Page 4-23)**.

- CCSD is commended for utilizing a Web-based application, called Dbay, to liquidate surplus and other property equipment **(Page 4-28)**.

- CCSD is commended for improving its delivery and pickup schedule. It has reduced the delivery schedule from five to four days **(Page 4-29)**.

The following recommendations are also discussed in this chapter:

- Ensure that adequate purchasing and warehouse resources are allocated to the SAP planning, implementation, and training phases **(Page 4-16)**.

- Establish communication protocols and feedback between the Purchasing and Warehousing Department and the requestors to resolve problems with purchase requisitions **(Page 4-18)**.
- Streamline the bid process by eliminating unnecessary steps in the processing of purchase orders **(Page 4-21)**.
- Update the vendor database annually by deleting firms no longer in business, eliminating those firms who are no longer interested in doing business with the district, and making any other corrections or adjustments that are needed **(Page 4-22)**.
- Conduct a physical inventory of all FOSS items in the warehouse, and enter and track these items through an automated inventory system **(Page 4-26)**.
- Update items in STOR to reflect current inventory, with correct pricing and listings **(Page 4-27)**.
- Review mail and delivery routes on a regular basis to ensure that the most efficient routes are being taken **(Page 4-29)**.
- Reorganize the Purchasing and Warehousing Department **(Page 4-30)**.

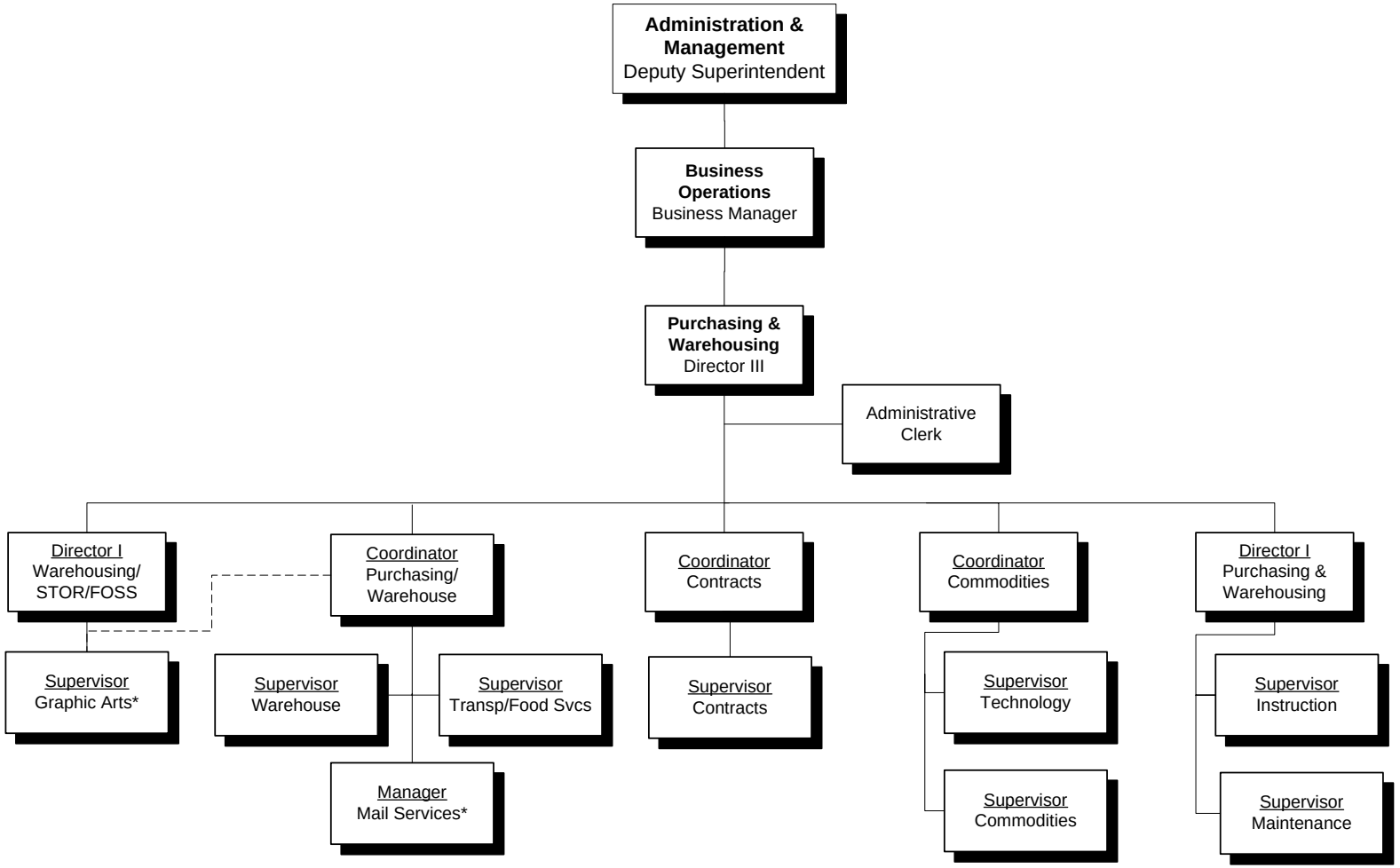
BACKGROUND

Purchasing is one of the most highly specialized activities in school business administration. It includes activities related to obtaining materials, supplies, and equipment that are required to operate schools and serve educational programs. Purchasing has become a major function in educational resource management. This function involves the expenditure of funds and requires adherence to principles and methods of good management.

Exhibit 4-1 illustrates the current organizational structure of the Purchasing and Warehousing Department of the Division of Business and Finance within the Clark County School District. As can be seen, the Director of Purchasing and Warehousing reports to the Business Manager, who reports to the Deputy Superintendent of Administration and Management. The Purchasing and Warehousing Department is responsible for the purchasing of all nonconstruction-related goods and services in excess of small purchase limits. It is authorized to procure requested goods and services within the monetary limits approved by budget administrators under the requirements of the Nevada Revised Statutes and district regulations governing public sector procurement and acquisition.

The Director of Purchasing and Warehousing heads the department and is the designated purchasing agent for CCSD. The position is responsible for the overall operations of the materials management function within the district and oversees the staff in the purchasing, warehouse, truck transportation, and contract management sections.

EXHIBIT 4-1
ORGANIZATIONAL STRUCTURE OF
PURCHASING AND WAREHOUSING DEPARTMENT
CLARK COUNTY SCHOOL DISTRICT
2005-06



*Denotes not in scope of review

Source: Clark County School District, Purchasing and Warehousing Department, 2006.

The major duties of the Director of Purchasing and Warehousing include, but are not limited to:

- ensuring the prompt and efficient delivery of goods and services;
- ensuring that the procurement of goods and services is in conformance with the Nevada Revised Statutes and Board of School Trustees Policies and Regulations; and
- analyzing and evaluating procurement processes to ensure sound principles and methods of good financial management for the school system.

There are four sections in the Purchasing and Warehousing Department: Purchasing, Contracts, Warehouse, and Transportation. Reporting directly to the Director of Purchasing and Warehousing are two Director I positions, three Coordinators, and one Administrative Clerk. Graphic arts and mail services were not included in this review.

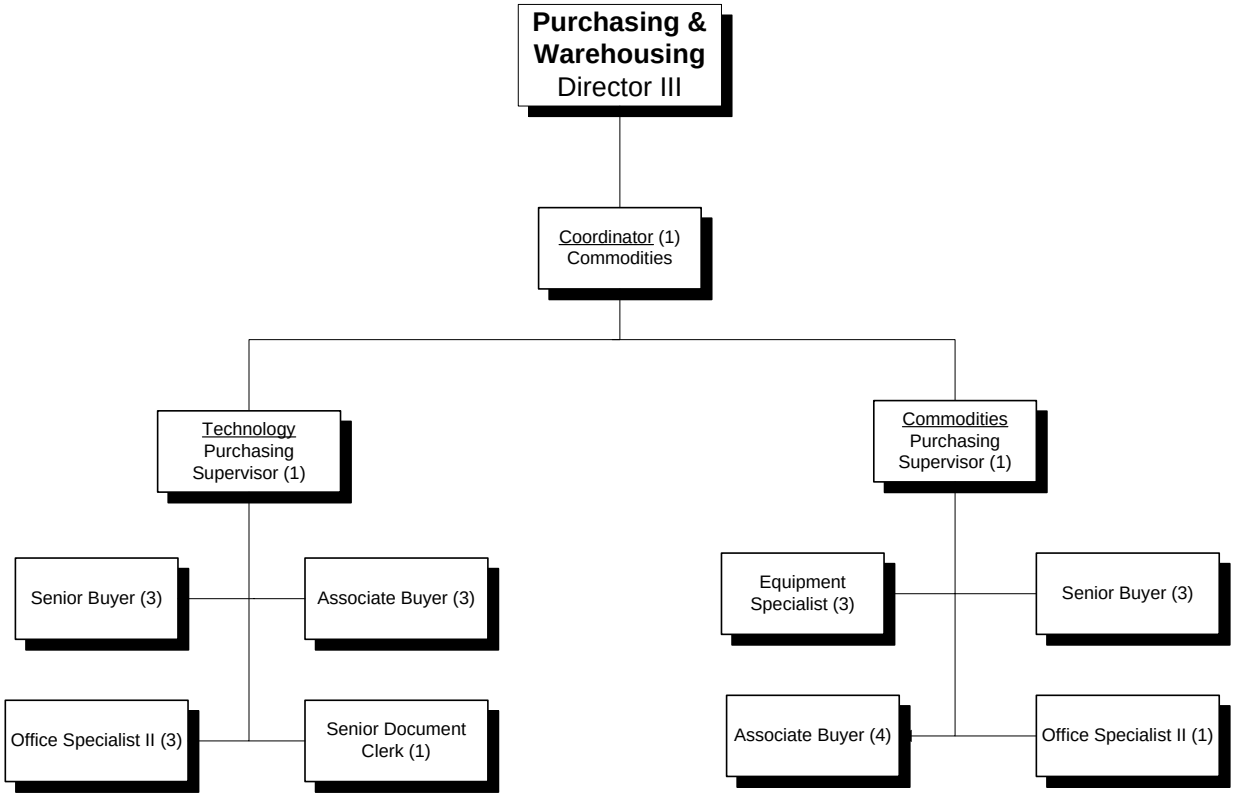
The purchasing functions are overseen by coordinators, or in the case of one co-located unit (Maintenance), a Director I. This Director I position also oversees the Instructional Materials Purchasing Team, which is responsible for the acquisition and disposal of textbooks. The Purchasing Supervisor is responsible for supervising the procurement of equipment, supplies, and services in accordance with state and district guidelines. The duties of the Purchasing Supervisor include but are not limited to:

- supervising daily purchasing operations of assigned commodity responsibilities;
- receiving purchasing requests from schools and departments; clarifying needs with requester, if required, and assigns to a buyer;
- identifying potential sources; researches and expands supplier base;
- developing specifications for a variety of equipment and supplies; insuring that specifications are consistently written to provide a common basis for evaluations;
- coordinating the workflow for assigned staff;
- issuing invitations to bid or requests for quotations;
- reviewing and evaluating bids or quotations for price, cost, and value;
- approving orders and change orders; and
- administering supplier contracts.

Exhibit 4-2 illustrates the current organization of the purchasing function within the Purchasing and Warehousing Department. The Coordinator for Commodities oversees two purchasing units: one for technology purchases, and one for school equipment and

new school needs and furnishings. The Commodities purchasing unit is comprised of a Purchasing Supervisor, three Senior Buyers, three Equipment Specialist, four Associate Buyers, and one Office Specialist.

EXHIBIT 4-2
ORGANIZATIONAL STRUCTURE OF THE PURCHASING FUNCTION
2005-06



Source: Clark County School District, Purchasing and Warehousing Department, 2006.

The Senior Buyer is responsible for managing the procurement of equipment, supplies, and services in accordance with state and district guidelines. Duties include:

- receiving purchase requests from schools and departments and clarifying needs with requester, if required;
- identifying potential sources;
- developing specifications for a variety of equipment and supplies, such as; audiovisual, duplicating, electronic, furniture, grounds and custodial radio shop, food service, musical, etc.
- supervising and coordinating the work flow for assigned staff;
- assisting in quality evaluations and/or functional problems related to equipment and supplies;

- conducting technical research related to equipment and specifications;
- evaluating bids or quotations for price, cost and value;
- awards orders on contract;
- modifying orders or contracts via change order; and
- handling discrepancies, deficiencies or defaults;

The Associate Buyer is responsible for expediting purchase orders and Small Purchase Orders (SPO's) and assisting buyers in the procurement of equipment, supplies, and services. Duties include:

- following up and expediting overdue purchase orders with vendors;
- assisting in evaluating formal bids;
- obtaining and evaluating quotes, and recommending purchases to the buyer;
- participating in pre-bid conferences;
- assisting in obtaining and testing of sample merchandise; and
- preparing change orders for approval.

The Equipment Specialist is responsible for coordinating, monitoring and supervising assigned staff in the delivery and assembly of equipment and furniture for new facilities or relocations to meet enrollment or program needs. Duties include:

- researching and communicating with New Construction, Rehabilitation, other district departments, and vendors to ensure equipment requirements for Clark County School District programs (i.e., classrooms, repair facilities, administrative offices, portables, etc.);
- initiating and approving requisitions to order equipment and furniture for new facilities;
- determining suitability of donated or purchased items used by Clark County School District;
- monitoring and maintaining budget for new equipment/furniture for new facilities;
- ensuring compliance with applicable equipment safety codes when ordering equipment for facilities;

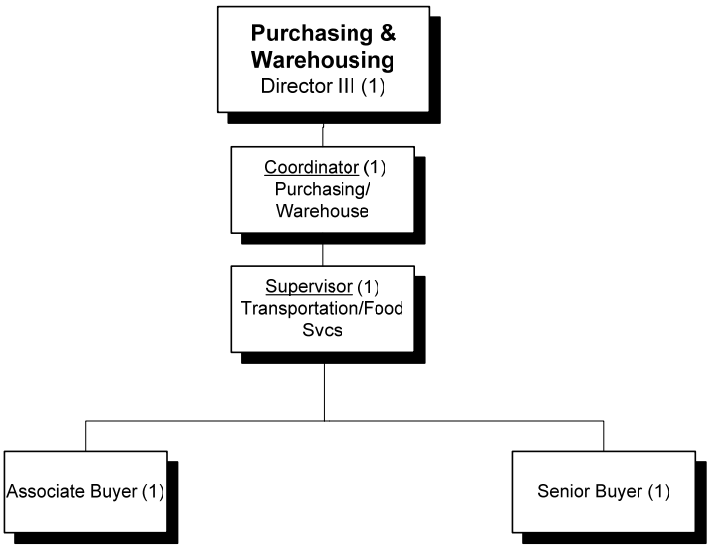
- monitoring and maintaining equipment and furniture inventory to meet warehouse stock requirements; and

- investigating defective equipment and furniture ordered and/or delivered to new or existing facilities and preparing necessary reports.

The Technology Unit is comprised of a Purchasing Supervisor, three Senior Buyers, three Associate Buyers, three Office Specialist IIs and one Senior Document Clerk. Office Specialist IIs and Senior Document Clerks provide general office support to the purchasing unit.

In addition to the purchasing units shown in **Exhibit 4-2**, there are two purchasing units co-located with other departments (Transportation, Food Services, and Maintenance). **Exhibits 4-3** and **4-4** show the purchasing units' organizational structures within these departments.

EXHIBIT 4-3
ORGANIZATIONAL STRUCTURE OF
PURCHASING UNIT CO-LOCATED WITH TRANSPORTATION/FOOD SERVICES
2005-06

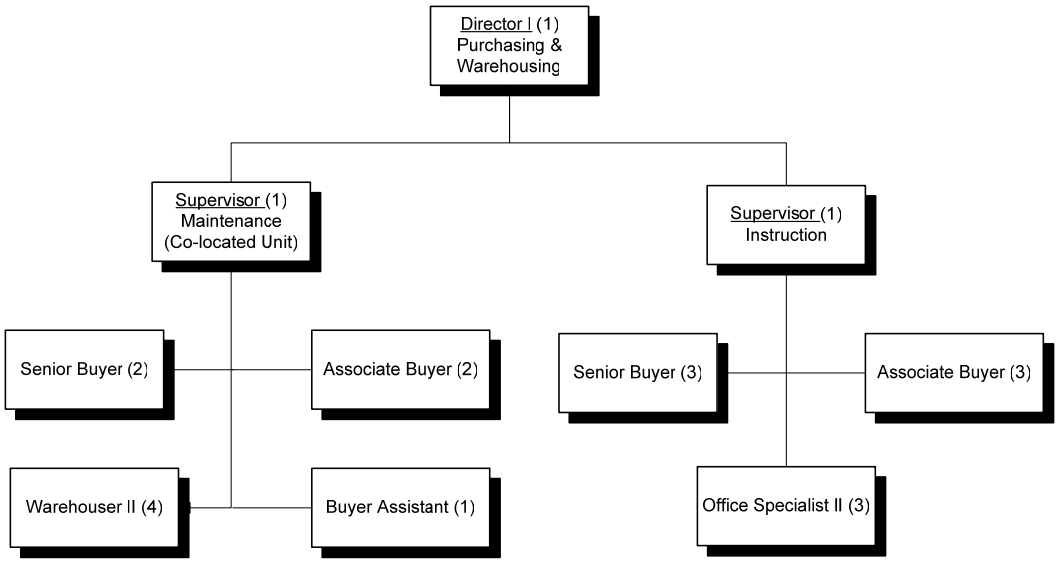


Source: Clark County School District, Purchasing and Warehousing Department, April 2006.

The purchasing unit, co-located within Transportation and Food Services, is supervised by a Purchasing Supervisor and has two other positions, a Senior Buyer and an Associate Buyer (see **Exhibit 4-3**). These positions are responsible for managing bids and procurements related to vehicles, school buses, school appliances, canned and dry goods, and frozen foods.

As seen in **Exhibit 4-4**, the purchasing unit co-located with Maintenance is comprised of 10 positions: a Purchasing Supervisor, two Senior Buyers, two Associate Buyers, four Warehouser IIs, and one Buyer Assistant. This unit is responsible for purchasing electrical stock for school repairs and shop stock for 10 to 12 different trades shops.

EXHIBIT 4-4
ORGANIZATIONAL STRUCTURE OF
PURCHASING UNIT CO-LOCATED WITH MAINTENANCE
2005-06



Source: Clark County School District, Purchasing and Warehousing Department, April 2006.

Technicians complete requisitions and give directly to the purchasing unit on-site. The Warehouser II is responsible for receiving, shipping, storing, and processing materials in and out of warehouse. Some of the Warehouser II duties include:

- operating a forklift, hand truck, pallet jack, electric cart, to load/ unload delivery vehicles, store stock, and maintaining storage areas;
- loading and unloading material and/or food to be delivered or received;
- inspecting records/documents for accuracy; and
- conducting inventories.

The Instructional Materials Purchasing Team, located at the Purchasing and Warehousing Department's central office, is comprised of 10 positions: three Senior Buyers, three Associate Buyers, and three Office Specialist IIs. CCSD utilizes a textbook management system. Book prices are loaded on the mainframe, and books are ordered on-line. Books are delivered directly to the schools from the Mountain State Book Depository. The vendor sends the invoice to the district, and the district pays the invoice. Books stay on the adoption list for seven years. The district has also contracted with Academic Book Services to handle used books. This company will purchase at least $50,500 worth of used books annually, or will pay the district the difference.

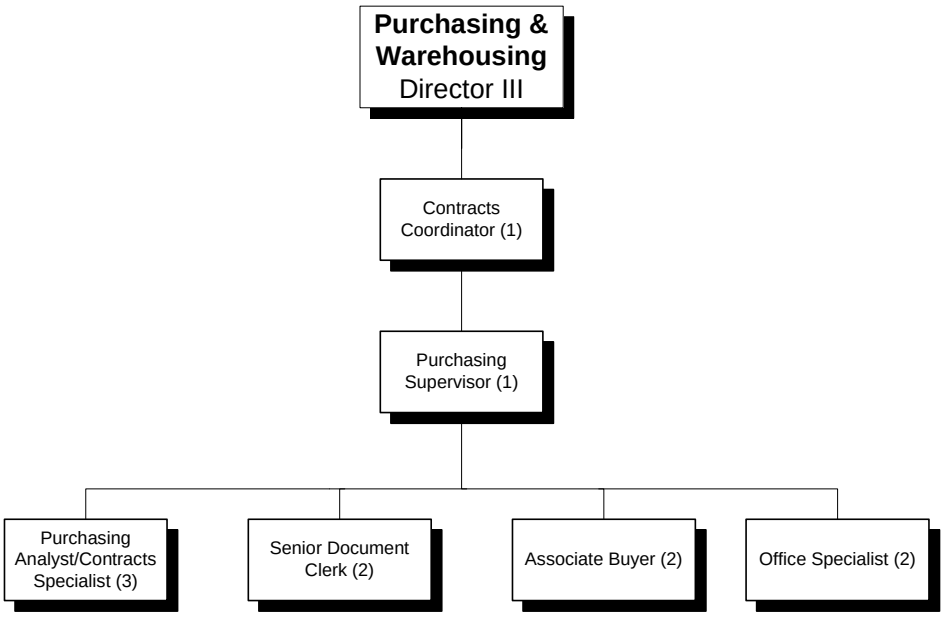
The Contracts Unit is comprised of a Coordinator, a Contracts (Purchasing) Supervisor, three Contracts Specialists, two Associate Buyers, two Senior Document Clerks, and two Office Specialist IIs. The Purchasing Analyst/Contract Specialist is responsible for developing, managing, and monitoring contracts for software, specialized material, professional and technical services in accordance with state and district guidelines and regulations. Duties include:

- assisting in performing research and analytical functions relating to bidding and awarding of material, labor, and service contracts; negotiating terms, conditions, costs, and other factors as related to contracts;
- receiving contracts and agreements from schools and departments and clarifies needs with requestor;
- evaluating and monitoring contract performance to determine necessity for amendments or extensions of contracts and compliance of contractual obligations;
- processing orders for the Regional Professional Development Program (RPDP);
- managing software licensing agreements;
- monitoring the formal bid process, as required;
- making recommendations regarding claims or complaints/disputes/ appeals occurring in performance of contracts; and
- evaluating external agreements validity and legal issues; working closely with legal counsel and risk management to limit district's exposure.

Staff in this unit are responsible for managing the RFP process, developing contracts after award, software licensing agreements (SLAs), the Board approval process (non-competitive bidding), professional services, bid protest, and curriculum-based contracts, such as those with sign language and speech interpreters.

Exhibit 4-5 shows the organizational structure of the Contracts Unit.

EXHIBIT 4-5
ORGANIZATIONAL STRUCTURE OF
CONTRACTS UNIT
2005-06



Source: Clark County School District, Purchasing and Warehousing Department, April 2006.

An efficient procurement system responds effectively to the needs of its users. Purchasing is an essential function in the Clark County School District in that instructional materials, supplies, and equipment necessary for the delivery of educational services must be procured in the most efficient and cost-effective way possible.

Warehousing services are provided to help ensure timely and accurate delivery of materials and equipment to support educational programs. An efficient purchasing and warehousing function should have management systems in place to ensure that supplies, equipment, and services are procured from the best source, in the correct quantities, and at the best price for the specified quality. Storage and delivery systems, when necessary, should be in place to ensure the most efficient receipt, inventory, and distribution processes. In addition to the distribution of supplies and other materials, there is a daily need for the distribution of U.S. and interoffice mail to each campus in the school district.

Textbooks coordination is a series of processes a school district uses to place the right textbook in each and every student's hands when needed. The distribution process is a seasonal task, most of which takes place between May and August. Other textbook-related processes include ordering new and replacement books, inventorying books, accounting for damaged and lost books, and disposing of textbooks that are no longer needed.

The results of MGT's survey of CCSD central office administrators, principals, and teachers indicated a need for improvement in the purchasing operation of the school district. Among central office administrators, 39 percent of respondents indicated that

purchasing *needs some improvement* or *needs major improvement* and 47 percent stated that the purchasing function was *adequate* or *outstanding.* Principals and teachers had similar views. Thirty-six percent of the principals and 34 percent of teachers indicated that the purchasing function *needs some improvement* or *needs major improvement*, whereas 53 percent of the principals and only 26 percent of the teachers felt the purchasing function was *adequate* or *outstanding*.

The Purchasing and Warehousing Department issues both purchase orders and bids for the procurement of materials, supplies, and services. **Exhibit 4-6** illustrates the guidelines for procurement policies by dollar threshold.

EXHIBIT 4-6
CLARK COUNTY SCHOOL DISTRICT
PURCHASING AND WAREHOUSING DEPARTMENT
PURCHASING DOLLAR VALUES AND PROCEDURES

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
Less than $1,000	Small Purchase – No quote required.
Below $10,000	Quote - Verbal or written quote required.
Between $10,000 and $25,000	Informal Bid - Minimum of two written quotes required.
$25,000 and greater	Formal Bid/Request for Proposal (RFP) – Must obtain Board approval.

Source: Clark County School District, Purchasing and Warehousing Department, 2006.

The Clark County School District operates a centralized purchasing system to order goods and services. Records provided to MGT consultants indicate that the CCSD Purchasing and Warehousing Department processed 19,073 purchase orders in calendar year 2005. **Exhibit 4-7** shows the number of requisitions processed over the last three years. As can be seen, the department processed an average of approximately 18,974 purchase orders a year for the 2003 through 2005 calendar years.

EXHIBIT 4-7
PURCHASING AND WAREHOUSING DEPARTMENT
PURCHASE REQUISITIONS PROCESSED

CALENDAR YEAR	NUMBER OF PURCHASE ORDERS PROCESSED
2003	17,725
2004	20,125
2005	19,073
Average	**18,974**

Source: Clark County School District, Office of Information Technology, 2006.

METHODOLOGY

The primary methodologies utilized to review the Purchasing and Warehousing Department include:

- Interviews of key Purchasing and Warehousing Department personnel, utilizing pre-developed questions designed for the specific areas of review.
- Review and analysis of documents.
- On-site observations.
- Review of information and data received from participants in on-line surveys and public forums.

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 4-8 provides a summary of the estimated costs and savings projected for the recommendations contained in this chapter. As can be seen, a net savings of $1,090,060 could be realized should the district choose to implement proposed recommendations.

EXHIBIT 4-8
SUMMARY OF PROJECTED COSTS AND SAVINGS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 4.0: PURCHASING AND WAREHOUSING								
4-8	Eliminate two Director I Positions. (p. 4-30)	$218,012	$218,012	$218,012	$218,012	$218,012	$1,090,060	$0
CHAPTER 4.0 TOTAL SAVINGS (COSTS)		**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$1,090,060**	**$0**

4.1 Purchase Requisitions/Orders

FINDING

The Clark County School District utilizes a mostly manual, centralized purchasing system for purchases of goods and services that exceed the small purchase limit of $1,000. These purchase requests must go through the Purchasing and Warehousing Department. The district also has central stores for limited items such as arts and crafts, toner, first aid, composition books, audiovisual carts, used furniture, and maintenance warehouse items. These items can be ordered on-line through an automated system called STOR.

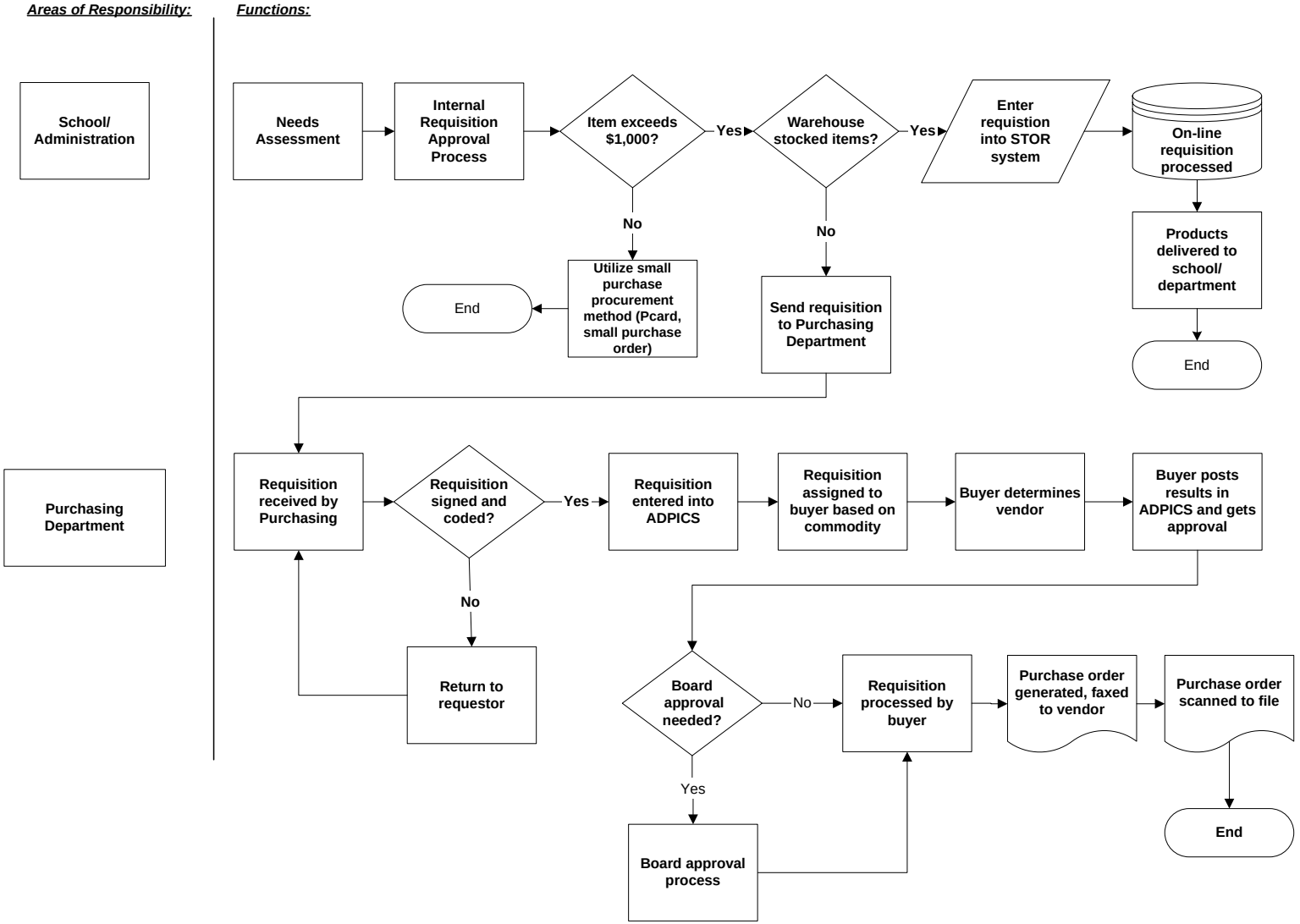
Schools and departments are required to submit a hard copy purchase requisition form (CCF-391) or for central stores (STOR), an electronic form (CCF-391e) to request these items. The purchase requisition must be approved by the appropriate budget administrator prior to submission to the Purchasing and Warehousing Department.

Exhibit 4-9 illustrates the process, which starts with the school or department determining a need, completing a purchase requisition (manually or electronically) and sending the requisition to the Purchasing and Warehousing Department if the amount exceeds $1,000. If the amount does not exceed $1,000, a purchasing card or Small Purchase Order (SPO) procurement method can be used.

The Purchasing and Warehousing Department receives and time stamps the purchasing requisition and enters header information in the purchasing computer system, ADPICS. The requisition is sent to the purchasing coordinator, who checks the coding for accuracy. The requisition is then assigned to a buyer, based on commodity. The buyer reviews the requisition to determine proper handling, such as required number of quotes, or if it requires formal bidding. If the requisition does not require competitive bidding, the buyer selects a vendor, updates ADPICS, and obtains approval to create a purchase order, as well as the Board of School Trustees' approval if required. The buyer then creates and prints the purchase order, and which is faxed to the vendor and scanned to file.

As indicated from the above description, the current purchase requisitioning process for non-inventoried products is a paper-driven process. This results in a cumbersome and time-consuming activity for both the schools and the administration end users.

EXHIBIT 4-9
CLARK COUNTY SCHOOL DISTRICT
PURCHASE ORDER PROCESS



Source: Created by MGT, June 2006.

The district is in the process of implementing SAP, its new Enterprise Resource Planning (ERP) system. The features in this new system will greatly enhance the purchasing process. Schools and end users will have a new way to requisition supplies and educational materials from contract vendors. According to the SAP Business Blueprint for CCSD, dated October 12, 2005, the following applications were assessed for use in the district:

- Supplier Relationship Management – This is the process of managing supplier relationships, allowing organizations to reduce procurement spending, and increase overall profitability.

- Shopping Cart – Allows employees to create and manage their own requisitions for indirect materials and services.

- Strategic Sourcing – An electronic sealed bid system. Vendors will be able to directly enter their bid responses into the Strategic Sourcing software for automated bid evaluations and tabulations.

- Supplier Enablement – Suppliers are able to interact with CCSD shoppers and procurement specialists by utilizing the Internet to react to order and content management functions.

- Materials Management – Purchasing is a component of this module, which supports all the phases of materials management such as materials planning and control, purchasing, goods receiving, inventory management, and invoice verification.

- Inventory Management/Warehouse Management – Management of material stocks; planning; entry and documentation of all goods movements; and execution of physical inventory.

- Sales and Distribution – Used to process orders, deliveries, invoices, and payments.

The functionality of this new system will automate purchase requisitioning and expedite the process of requesting and receiving instructional materials and supplies. The district timeline for implementation of SAP is fall 2006.

COMMENDATION

CCSD is commended for acquiring and implementing SAP, an Enterprise Resource Planning (ERP) system.

RECOMMENDATION

Recommendation 4-1:

Ensure that adequate purchasing and warehouse resources are allocated to the SAP planning, implementation, and training phases.

The Purchasing and Warehousing Department should ensure that the purchasing and warehousing functions of the new SAP system address the critical functions and ongoing needs of the department. Implementation of this recommendation should provide this assurance.

CORRECTIVE ACTION PLAN

1. The Director of Purchasing and Warehousing should continue to meet regularly with the CCSD SAP planning and implementation management team to ensure purchasing and warehouse functionalities and requirements are included and implemented.	Ongoing
2. The Director of Purchasing and Warehousing should identify and supply adequate resources to participate in all SAP activities. This may mean reassigning some staff members' normal purchasing and warehousing duties to other department employees.	Upon Approval of This Recommendation

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Based on an analytical review of the electronic version of purchasing policies on the CCSD Web site, MGT found that the purchasing policies and procedures to be current and up-to-date.

District regulations reviewed included sections 2310, 3310–3316, and 3320. Easily accessible and up-to-date policies improve the effectiveness and efficiency of the operations of the Purchasing and Warehousing Department.

The purchasing policies and procedures are located within the Business Section, Section 3000 of the CCSD Regulations. These policies were developed to conform with the Nevada Revised Statutes to ensure that procurement actions meet end user requirements and provide the best value at the lowest cost to the district. The policies and procedures for purchasing are on the district's Web site and are searchable by word or phrase. These policies are also on the CCSD internal shared drive.

COMMENDATION

CCSD is commended for keeping its purchasing policies and procedures up to date.

FINDING

There are major concerns about bottlenecks in the purchasing process and the length of time it takes to process purchase orders.

As stated in the finding for Recommendation 4-1, the purchasing process in the Clark County School District is mostly a manual process from the purchase initiation activity (purchase requisition) through the creation of the purchase order.

Fifty-one percent of administrators, 46 percent of principals, and 52 percent of teachers who completed MGT's survey indicated that major bottlenecks exist in many administrative processes, causing unnecessary delays. During on-site interviews, purchasing staff and managers indicated that improvements were needed for greater efficiency in the purchasing process. When local funds and vendors are used, the purchase requisition process flows quickly. However, if the purchase involves federal funds, the process bogs down. Anecdotal evidence indicates that too many people are involved when the purchase requisition leaves the local schools. Communication breakdowns between the end users and the Purchasing and Warehousing Department results in delayed processing times of purchase requisitions. Many problems could be resolved by communicating with the requestor by telephone calls, or e-mail.

A review of various data relating to requisition/purchase orders indicated a wide range in processing times. Ten randomly selected individual requisitions were identified as the sample size for a detailed review and analysis of processing times. **Exhibit 4-10** shows an analysis of the average processing time of approximately nine calendar days for a purchase requisition.

EXHIBIT 4-10
REQUISITION/PURCHASE ORDER PROCESSING TIME
FOR RANDOMLY SAMPLED ITEMS
APRIL 2006

PURCHASE REQUISITION NUMBER	PURCHASE REQUISITION DATE	PURCHASE ORDER DATE	NUMBER OF DAYS TO PROCESS
RQ940000280	1/12/2006	1/20/2006	8
RQ570570031	1/19/2006	1/20/2006	1
RQ453101793	1/10/2006	1/13/2006	3
RQ245000510	12/2/2005	12/19/2005	17
RQ137945906	10/6/2005	10/14/2005	8
RQ020011738	4/12/2005	4/12/2005	0
RQ020011528	12/13/2004	12/14/2004	1
RQ020325483	5/13/2004	6/15/2004	33
RQ551000534	2/8/2006	2/9/2006	1
RQ924173579	1/6/2006	1/30/2006	24
Average Processing Days			**8.7**

Source: Created by MGT, from Purchasing and Warehousing Department Records, April 2006.

RECOMMENDATION

Recommendation 4-2:

Establish communication protocols and feedback between the Purchasing and Warehousing Department and the requestors to resolve problems with purchase requisitions.

Improvements are needed in the areas of communication protocols, feedback, and follow-up when requestors and purchasing employees need to resolve such problems. Many times processing delays are related to incorrect accounting/funding codes, pricing, item availability, or misunderstandings of how the system works. Timely communication and feedback between the two parties would expedite problem resolution and lead to improved processing efficiencies.

CORRECTIVE ACTION PLAN

1.	The Director of Purchasing and Warehousing should meet with the Business Manager to discuss breakdowns in communication with user departments and schools.	January 2007
2.	The Director of Purchasing and Warehousing should establish a time frame to develop or revise communication protocols and feedback procedures.	February 2007
3.	The Director of Purchasing and Warehousing should develop or revise communication protocols and feedback procedures.	March 2007
4.	The Director of Purchasing and Warehousing should ensure that training is provided to all users regarding the new and revised procedures.	March 2007
5.	The Director of Purchasing and Warehousing should ensure that all users implement the new and revised procedures.	May 2007
6.	The Director of Purchasing and Warehousing should monitor the communication protocol and feedback procedures and revise them as necessary.	June 2007 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.1.1 Bids

A sealed competitive bid process is required anytime the estimated total cost of goods or services is more than $25,000. Additionally, the Board must approve any purchase order or contract that exceeds $25,000. Over the last three fiscal years, the Purchasing and Warehousing Department has issued an average of 126 bids per year. **Exhibit 4-11** shows the number of bids processed during each of the last three years.

EXHIBIT 4-11
CLARK COUNTY SCHOOL DISTRICT
BIDS/RFPs PROCESSED FOR
THE 2003, 2004, AND 2005 FISCAL YEARS

FISCAL YEAR	BIDS PROCESSED
2003	104
2004	115
2005	116
2006	170
Average	**126**

Source: Clark County School District, Purchasing and Warehousing Department, 2006.

FINDING

A review of five sample bids revealed the presence of bottlenecks in the bid/requisition process. When Purchasing receives a purchase requisition requiring a bid, the following process occurs:

- A request for purchase is completed by school personnel and approved by the principal.
- If necessary, funding approval is requested by the fund manager. If approved, the request is sent to the Business and Finance Division for approval. If not, the request is denied and returned to the requestor for problem resolution.
- After approval, the request is sent to the Purchasing and Warehousing Department. The Purchasing Coordinator instructs the Senior Document Clerk to advertise the request for bid in the newspapers.
- The information in ADPICS is typed into a Word document.
- The Senior Document Clerk sends the bid information to be posted on Demandstar Web site.
- Once the bids are returned, they are date stamped and logged into a manual log and filed until bid opening.
- After bid opening, the bids are tabulated from the lowest to the highest. The tabulations are then given to the Director of Purchasing and Warehousing to make a recommendation to the Board;
- The bid tabulation is sent to the Board of School Trustees for approval. Once the Board approves the bid selection, it is returned to purchasing.
- The results are sent to be posted on Demandstar Web site.
- Purchasing creates, prints, and distributes the purchase order.

The average time for a purchase order to be issued from date of Board approval is 30 days or approximately four weeks. Additionally, it takes approximately seven weeks or an average of 63 days from the bid opening date for the purchase order to be issued.

Exhibit 4-12 illustrates time elapsed in stages.

EXHIBIT 4-12
ELAPSED TIME FOR BID PROCESS
CLARK COUNTY SCHOOL DISTRICT

SAMPLE BID	BID OPENING DATE	BOARD APPROVAL DATE	PURCHASE ORDER DATE	DAYS BETWEEN BOARD APPROVAL AND PURCHASE ORDER	DAYS BETWEEN BID OPENING AND PURCHASE ORDER
Bid 1	11/10/05	12/8/05	12/13/05	5	33
Bid 2	4/20/06	5/11/06	5/18/06	7	28
Bid 3	5/26/05	7/14/05	10/25/05	103	152
Bid 4	4/21/05	5/26/05	6/21/05	26	61
Bid 5	9/22/05	10/20/05	10/31/05	11	39
Average Days to Process				**30**	**63**

Source: Created by MGT, CCSD Purchasing and Warehousing Department, April 2006.

RECOMMENDATION

Recommendation 4-3:

Streamline the bid process by eliminating unnecessary steps in the processing of purchase orders.

The bid process should be streamlined to reduce the amount of time involved. The new SAP system discussed in Recommendation 4-1 should resolve most of the processing delays. However, until this automated solution is implemented, the Director of Purchasing and Warehousing should review and identify time efficiencies that could be implemented in the processing of bids.

One area to review should be the retyping into a Microsoft Word document of bid information that is currently in ADPICS. Another area of consideration should be the time it takes to issue a purchase order once Board approval has been granted.

CORRECTIVE ACTION PLAN

1. The Director of Purchasing and Warehousing should meet with the Purchasing Contract Coordinator and Supervisor to discuss strategies for timesaving efficiencies. — October 2006

2. The Director of Purchasing and Warehousing should ensure that timesaving efficiencies are written into the bid process. — October 2006

3. The Director of Purchasing and Warehousing should implement the new procedure(s). — November 2006

4. The Director of Purchasing and Warehousing should continue to review, approve, and implement the timesaving efficiency procedures.	November 2006 and Ongoing

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

Based on information contained on the CCSD Web site and interviews with management staff, the Purchasing and Warehousing Department utilizes an efficient Internet bid hosting system (Demandstar) to electronically display and distribute competitive actions including RFP, formal bids, and quotations.

Potential suppliers may register, free of charge, with the hosting system to automatically receive notification of the district's bids and RFPs. All purchases of goods and commodities must be formally competed in compliance with NRS 332.

The Purchasing and Warehousing Department maintains a bidders' list or vendor database. The vendor database contains approximately 3,000 vendors with multiple addresses plus employees. Currently, the system does not allow purging. However, the Purchasing and Warehousing Department continually cleans up the database and deactivates records as needed. All formal competitive efforts are advertised in the classified section of the *Review-Journal*.

Having a Web site that offers information on bids and downloadable bid specifications greatly reduces the workload of Purchasing personnel. The CCSD Web site currently posts bid results and award information and allows vendors to log onto the site to obtain necessary information about the status of their specific bids.

COMMENDATION

CCSD is commended for providing on-line information on all bid opportunities and including downloadable bid specifications (PDFs).

RECOMMENDATION

Recommendation 4-4:

Update the vendor database annually by deleting firms no longer in business, eliminating those firms who are no longer interested in doing business with the district, and making any other corrections or adjustments that are needed.

The district should contact all vendors annually and request they provide written confirmation to remain on the list of potential bidding vendors.

On an annual basis, the Purchasing and Warehousing Department should mail all vendors a document stating that, in order to continue to be listed as an active vendor, they must submit written confirmation to CCSD stating that they wish to remain on the

active vendor list. Purchasing should remove from the list all vendors that request to be taken off and all vendors that do not reply.

CORRECTIVE ACTION PLAN

1. The Director of Purchasing and Warehousing should meet with the Purchasing Commodities Coordinator and technology staff to establish procedures to annually update the vendor database.	January 2007
2. The Director of Purchasing and Warehousing should ensure that all staff involved with the vendor database are aware of the new procedures.	February 2007
3. The Director of Purchasing and Warehousing should implement the new procedures.	March 2007
4. Purchasing staff should maintain and update the vendor database on at least an annual basis.	April 2007 and Ongoing

FINDING

The Clark County School District benefits from collaborative purchasing efforts with other government entities such as Western States Contracting Alliance, for data communications equipment, the state of Nevada for vehicles, and the City of Las Vegas for fuel.

Such associations provide for more efficient bidding in terms of operational savings as well as savings due to better pricing. Purchasing staff can "piggyback" on bids of other governmental units instead of developing entirely new bids for items currently on valid bids. The "piggyback" process reduces the amount of time spent on the solicitation process. These continuing efforts reduce administrative costs while still encouraging and ensuring competition.

COMMENDATION

CCSD is commended for maintaining collaborative purchasing arrangements with other governmental entities.

4.2 Surplus, Warehousing, Distribution

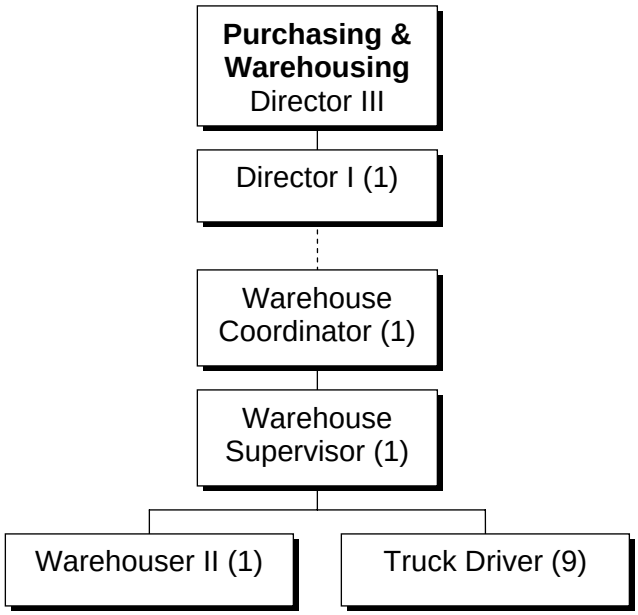
Efficient warehousing services are essential to the timely and effective delivery of support for educational programs. An efficient warehousing and delivery function should have management systems in place to ensure that supplies, equipment, and services are procured from the best source, in the correct quantities, and at the best price for the specified quality. Storage and delivery systems should guarantee the most efficient receipt and distribution processes.

The Clark County School District has made major progress over the last few years by going to the just-in-time (JIT) delivery model for most goods and supply items. It has reduced the inventory in its central stores from more than 3,000 items to about 250 items. The current central stores inventory is for limited items, such as arts and crafts, toners, and used furniture. The district conducted a pilot program call Full Option Science System (FOSS), an elementary science kits subscription service, from January through June 2004. The program was considered an effective educational tool; however, it was costly and difficult to maintain and use. Fourteen elementary schools participated in the pilot; as of the 2005-06 school year, 45 schools were involved in the program. In order to reduce costs, the district now purchases the materials in bulk and refills the kits themselves. These purchased items and others are housed and maintained in two warehouses, both located at 4212 Eucalyptus Avenue, Las Vegas, Nevada. Warehouse 1 is co-located with the Purchasing and Warehousing Department central office and houses mostly PCs and printers. Warehouse 2 is co-located with the Nedra Joyce Communications Building and houses primarily surplus furniture and equipment.

The surplus warehouse functions are organizationally within the department's Warehouse and Transportation section. The organizational structure of the surplus warehouse and transportation section is displayed in **Exhibit 4-13**.

A Purchasing and Warehouse Coordinator oversees the surplus warehouse/ transportation operation with limited (dotted line authority) involvement from the Director I. The Director I is in the process of turning the FOSS operation over to the Purchasing and Warehouse Coordinator. The Warehouse Supervisor is responsible for the day-to-day operations of the warehouse and transportation activities. These responsibilities include planning, coordinating and scheduling general warehouse operations, storage facilities, and the delivery of equipment and supplies to schools and other facilities.

EXHIBIT 4-13
CLARK COUNTY SCHOOL DISTRICT
PURCHASING AND WAREHOUSING DEPARTMENT
SURPLUS WAREHOUSE/TRANSPORTATION SECTION
ORGANIZATIONAL STRUCTURE



Source: Clark County School District, Department of General Services, April 2005.

The main duties of the Warehouse Supervisor include, but are not limited, to the following:

- calling roll and distributing work assignments and truck details;
- utilizing the Delivery Tracking System (DELT) to plan and track delivery activities;
- meeting with senior warehousers to determine what materials or goods need delivered and prioritizing these deliveries;
- signing for and inspecting all deliveries made to the department;
- handling calls from various schools to arrange for materials or goods to be picked up; and
- completing delivery orders for school pick ups (DELT).

Personnel of the Surplus Warehouse/Transportation Section are responsible for pickup and delivery of surplus furniture and equipment, moving furniture and equipment from one school/location to another, and delivering mail to all school and office locations. Office and other supplies not contained in STOR are directly shipped to the requestor.

Surplus Warehouse/Transportation staff duties and responsibilities include the following:

- pickup and delivery of surplus furniture and equipment to and from schools and departments;
- transferring or moving furniture and equipment from one school/location to another; and
- delivery of copy paper to school and office location.

FINDING

Some items stored at the warehouse are not entered into inventory or tracked. As a result, the district is at risk for inventory losses without some mechanisms in place to track and maintain its FOSS inventory.

Based on interviews with Purchasing and Warehousing staff, it was determined that the FOSS items ordered in bulk to replenish the science kits are not entered into inventory or tracked. The FOSS program is growing and taking up considerable space in the warehouse. MGT consultants noted approximately 15 to 20 kits to a pallet, and each school participating receives anywhere between 25 and 35 kits, depending on the size of the school.

An interim control solution needs to be developed until SAP is fully implemented and operational.

RECOMMENDATION

Recommendation 4-5:

Conduct a physical inventory of all FOSS items in the warehouse, and enter and these items through an automated inventory system.

The district can initially begin tracking the FOSS inventory through a PC-based software program, such as Microsoft Excel, or purchase an inexpensive off-the-shelf inventory control management system. This information can then be imported into SAP at a later time, when appropriate.

CORRECTIVE ACTION PLAN

1. The Director of Purchasing and Warehousing should meet with the Director I, the Purchasing and Warehouse Coordinator, and the Information Technology Director to determine interim methods to track FOSS inventory.	January 2007
2. The Director of Purchasing and Warehousing should implement the new inventory and tracking methods for FOSS until SAP is implemented.	February 2007 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

STOR contains items that reflect incorrect pricing or listings. STOR is the mainframe system that maintains inventory for limited central store items (such as arts and crafts), maintenance warehouse stock, and new and used furniture and equipment. At the time of the review, the MGT consultant observed that STOR contained items that were priced wrong, were obsolete, or had been eliminated. For example, there were inconsistencies in pricing for stackable chairs. One item number had the chairs listed for $18.35 each. Another item number had the same chairs listed for $14.50. There was no explanation in the system for the difference in price. The same chairs also had a different price in ADPICS. Incorrect listings in STOR lead to confusion and frustrations among end users in schools and departments.

RECOMMENDATION

Recommendation 4-6:

Update items in STOR to reflect current inventory, with correct pricing and listings.

By updating STOR, end users will have current pricing and item availability information at their disposal and be able to process their requests for purchases more efficiently

CORRECTIVE ACTION PLAN

1.	The Director of Purchasing and Warehousing should meet with the Director of Information Technology and the Purchasing and Warehouse Coordinators to determine which items need updating and which items need deleting.	January 2007
2.	The Director of Information Technology should develop a program to update the STOR inventory listing.	February 2007
3.	The Director of Information Technology should implement the new programming to update STOR.	April 2007

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCSD utilizes a Web-based application, called Dbay, to liquidate surplus and other property and equipment.

This service can be accessed directly from the Purchasing and Warehousing section of the CCSD Web site. Visitors can view surplus auctions and place bids on items of interest. The effort to maintain the auction process includes assessing the condition of the items; taking digital pictures of items, uploading them to the on-line auction site; and updating the posted information. According to the Dbay Web site, the sequence of item

availability is as follows: 1) CCDS use, 2) other State of Nevada school districts' use, 3) sale to the public (on-line auction), and 4) donation to non-profit agencies.

COMMENDATION

CCSD is commended for utilizing a Web-based application, called Dbay, to liquidate surplus and other property equipment.

4.3 Delivery Services

The delivery of mail and packages; delivery service shipments; and interoffice communications, reports, and packages among and between schools and administrative departments is a major support services function of all large organizations. The Clark County School District is no exception. The Surplus Warehouse and Transportation Section has the responsibility for delivering mail and other items to all schools, area offices, and the administration building on a timely and efficient schedule.

FINDING

The district utilizes an automated delivery and tracking system called DELT to track delivery activity (deliveries, returns, and transfers) handled by the warehouse. It has improved the delivery schedule by reducing the length of time to deliver items from five to four days a week. However, the district does not review delivery routes annually to ensure that the most efficient routes are being taken.

DELT is a mainframe based application. Other systems, such as ADPICS and STOR feed into DELT. Each night the system creates pending routes and regularly scheduled delivery routes based on input from ADPICS (purchase orders), STOR (supply requisitions), and warehouse or equipment deliveries input directly into DELT. The system creates manifests for both regular and special routes, which are printed in batches. Each manifest is posted after it is reviewed by the Warehouse Supervisor and closed once the delivery is completed. Each day the Computer Information section prints off orders from schools and departments that require delivery services. These reports and orders are picked up daily by the Warehouse Supervisor and given to the warehousers to pull the items and stage them for delivery. The items are shipped the next day. There are three semi-tractor or heavy duty trucks, six 2 ½ ton box trucks, and nine drivers available to pick up and deliver goods and supplies to schools and departments daily.

Exhibit 4-14 shows warehouse activities for the period covering April 2005 to March 2006. About two years ago, the warehouse went from a five-day delivery system to a four-day delivery system. Staff use the fifth day of the week to run special pickups. This new system seems to be working fine, and based on interviews with end users, there have been very few complaints.

EXHIBIT 4-14
CCSD WAREHOUSE ACTIVITIES
APRIL 2005 – MARCH 2006

CATEGORY	NUMBER	PIECE COUNT	TOTAL WEIGHT
Deliveries	28,860	132,786	4,793,223
Pickups	24,499	59,873	3,539,227
Transfers	916	22,041	3,197,010

Source: Purchasing and Warehousing Department, DELT System, April 2006

COMMENDATION

The CCSD is commended for improving its delivery and pickup schedule.

RECOMMENDATION

Recommendation 4-7:

Review mail and delivery routes on a regular basis to ensure that the most efficient routes are being taken.

With the large number of school openings over the last couple of years, and the increase in the cost of fuel, routes should be reviewed annually to ensure that the most efficient routes are being taken.

CORRECTIVE ACTION PLAN

1.	The Director of Purchasing and Warehousing and the Warehouse Coordinator should identify current routes.	January 2007
2.	The Director of Purchasing and Warehousing and the Warehouse Coordinator and Supervisor should develop alternate routes based of number of miles between stops, total miles driven per day, and other variables such as traffic lights, fuel costs, and speed limits.	January 2007
3.	The Director of Purchasing and Warehousing and the Warehouse Coordinator and Supervisor should compare current routes with alternative routes and determine which routes are more efficient.	February 2007
4.	The Director of Purchasing and Warehousing should direct the Warehouse Coordinator to implement the most efficient and cost-effective routes.	March 2007
5.	The Director of Purchasing and Warehousing and the Warehouse Coordinator should monitor routing on at least a semiannual basis.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources but most likely will result in cost savings as routes could be consolidated.

FINDING

The organizational structure of the Purchasing and Warehousing Department has multiple levels of supervision and appear to be excessive. Excessive layers of supervision lead to blurred roles and responsibilities, and an overlap of duties.

Specifically, there are two Director I's whose duties are very similar to those of the Purchasing Coordinator. The duties and responsibilities that necessitate this level of personnel are not clear. If job duties and responsibilities are not clearly spelled out, an organization cannot obtain optimal functionality. In addition, it leads to confusion among staff regarding roles and responsibilities and concerns regarding the appropriate use of available resources.

RECOMMENDATION

Recommendation 4-8:

Reorganize the Department of Purchasing.

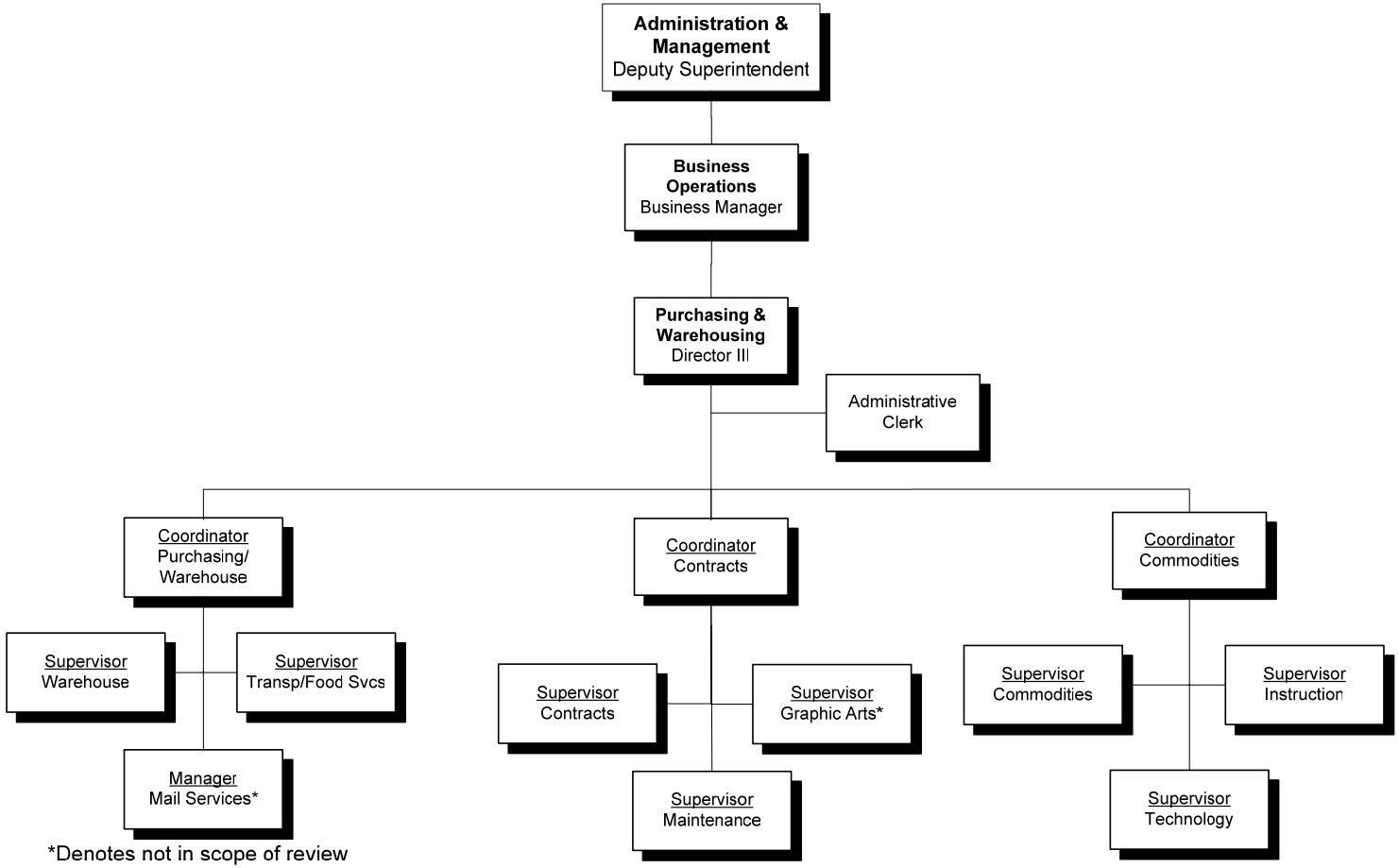
Based on our analysis of the two levels of positions, the Director I and the Coordinator, and personal interviews, we have not been able to establish a clear separation of duties that justifies the existence of both levels in the department.

Exhibit 4-15 shows our proposed reorganization of the department. We are recommending that the two Director I positions be eliminated and the duties and responsibilities associated with these positions be transferred to the Purchasing and Warehouse Coordinator. The proposed organizational structure:

- Transfers the responsibility of STOR/FOSS to the Purchasing and Warehousing Coordinator (currently in progress).
- Shifts the supervision of the Graphic Arts and Maintenance units to the Contracts Coordinator.
- Shifts the supervision of the Instructions unit to the Commodities Coordinator.

The proposed reorganization will result in a leaner organization and allow a more efficient use of resources

EXHIBIT 4-15
PROPOSED ORGANIZATION
DEPARTMENT OF PURCHASING and WAREHOUSING



*Denotes not in scope of review

Source: Created by MGT, May 2006.

CORRECTIVE ACTION PLAN

1. The Deputy Superintendent should direct the Business Manager to meet with the Director of Purchasing and Warehousing to determine the feasibility of reorganization.	January 2007
2. The Business Manager should meet with the Director of Purchasing and Warehousing to verify viability of recommendations.	February 2007
3. The Director of Purchasing should develop a schedule to implement the reorganization of the Purchasing Department.	March 2007
4. The Superintendent and Board should approve the reorganization plan.	April 2007
5. The Director of Purchasing should implement the reorganization.	July 2007

FISCAL IMPACT

By eliminating the two Director I positions, the CCDS would save a total of $1,090,060 over five years. This is based upon an annual salary of $109,006 salary per position, ($81,348 salary plus $27,658 at 34 percent for fringe benefits) times two positions for an annual total savings of $218,012.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Two Director I Positions	$218,012	$218,012	$218,012	$218,012	$218,012

5.0 FACILITIES MANAGEMENT

5.0 FACILITIES MANAGEMENT

This chapter presents findings and recommendations relating to the overall organization of the Facilities Division. The major sections of the chapter are as follows:

5.1 Organizational Structure
5.2 Planning
5.3 Design
5.4 Construction
5.5 Maintenance
5.6 Custodial Services
5.7 Energy Management

CHAPTER CONCLUSION

The Clark County School District (CCSD) has a generally well-operated Facilities Division. The division employs many best practice standards in the design, construction, maintenance, and operation of district facilities. The following commendations included in this chapter address areas in which the district's actions are particularly noteworthy:

- CCSD is commended for establishing an aggressive land acquisition program **(Page 5-8)**.
- CCSD is commended for accurately projecting student enrollments **(Page 5-12)**.
- CCSD is commended for developing an objective and proactive school replacement program **(Page 5-12)**.
- CCSD is commended for its sophisticated use of prototype designs **(Page 5-14)**.
- CCSD is commended for maintaining best practice standards on change orders **(Page 5-16)**.
- The Construction Management Department is commended for constructive actions in response to numerous audits **(Page 5-17)**.
- CCSD is commended for utilizing an effective team cleaning program **(Page 5-31)**.
- CCSD offers a comprehensive staff development program for custodians that meets best practice standards **(Page 5-35)**.
- The Clark County School District's energy conservation program incorporates a comprehensive approach that produces significant savings. This program serves as a role model to all school corporations that are serious about saving energy costs **(Page 5-38)**.

- CCSD is commended for the emphasis now being placed on reducing natural gas consumption **(Page 5-40)**.

- The Water Conservation Plan is an aggressive approach that is resulting in water consumption cost avoidance for the district **(Page 5-44)**.

Most of the recommendations proposed for the Facilities Division are a reflection of the rate at which the number of district facilities has increased. CCSD has one of the largest construction programs of any school district in the country. The intense growth which the district is experiencing will require the Facilities Division to constantly improve its processes and procedures. Improvements recommended include the following:

- Combine the design functions in the New School and Facility Planning and the Special Projects and Renovation Services Departments into one design and engineering function **(Page 5-7)**.

- Propose the enactment of state legislation requiring developers to provide land for new schools **(Page 5-10)**.

- Institute a formal value engineering process **(Page 5-15)**.

- Adhere to the timelines established for fully deploying the comprehensive computerized maintenance management software package **(Page 5-22)**.

- Decentralize maintenance services into four locations corresponding to the major geographical zones of the school system **(Page 5-23)**.

- Transfer light maintenance duties to custodians to free maintenance staff for preventative maintenance responsibilities and work order completion **(Page 5-26)**.

- Develop time and task standards for custodial services **(Page 5-30)**.

- Increase the number of custodians to a custodian per-square-foot ratio of one per 25,000 square feet on a graduated basis **(Page 5-33)**.

- Include all support facilities in energy conservation plans for the district **(Page 5-40)**.

- Implement an incentive program that rewards schools for achieving water conservation results **(Page 5-45)**.

- Rewrite the goals for the Water Conservation Plan using the SMART goal format **(Page 5-47)**.

BACKGROUND

The Facilities Division is responsible for planning, building, and maintaining Clark County School District's physical facilities, including both the schools and the support structures. The district's building inventory includes 317 schools, 5,956 acres of land, 1,029 buildings, 1,870 portables, and 30,852,461 square feet of building space.

The division is led by the Associate Superintendent for Facilities, who is supported by an administrative manager, a construction manager, and five directors. The division's eight departments perform the following functions:

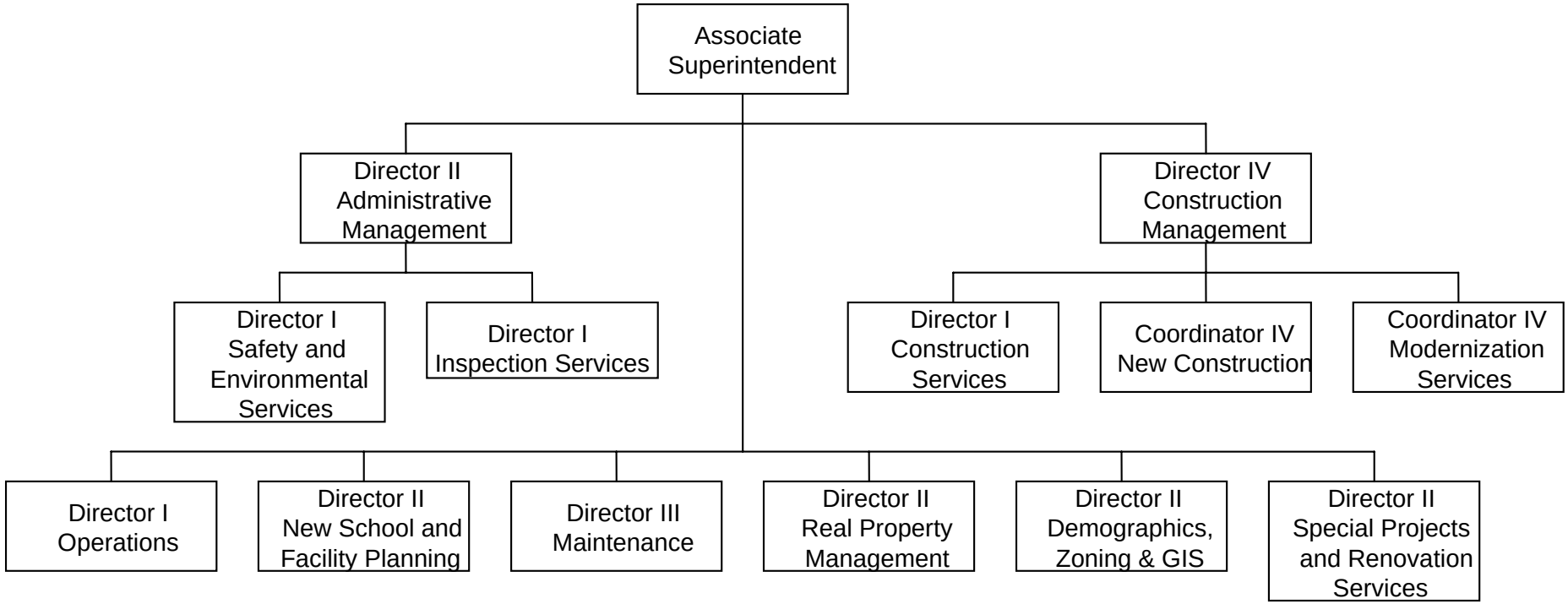
- emergency management
- administration of employee safety and environmental programs
- energy use management and energy conservation implementation
- implementation of new construction, modernization, and renovation projects
- building code compliance
- real estate planning and zoning
- new school planning and engineering
- custodial services
- landscape and grounds support
- maintenance support

Exhibit 5-1 presents the organizational chart for the Facilities Division. As shown, the Division is overseen by an Associate Superintendent who has two direct reports.

While the functions of the Facilities Division are somewhat typical of equivalent divisions in other large school districts, the organization is more complex, due largely to the scale of the CCSD construction program. CCSD has experienced, and this trend continues today, considerable growth in its student population over the last 20 years. CCSD's student enrollment grew from 100,056 in 1987 to 290,510 in the fall of 2005. This rapid growth has required that the district build 170 schools since 1990. The district is expected to increase enrollment to over 500,000 students by 2018.

As a consequence, CCSD has specialized the planning and construction functions more than is typical for a school district of its size. There are two planning departments, one for new schools and one for special and renovation projects, and two construction departments, one for new construction and for modernization, and one for in-house projects. In addition, since the Nevada State Public Works Board has delegated all inspection responsibilities for school district projects to CCSD, the district has its own staff of inspectors. The other departments in the Facilities Division (maintenance, operations, demographics, etc.) are more traditionally organized.

EXHIBIT 5-1
ORGANIZATIONAL STRUCTURE OF THE FACILITIES DIVISION



Source: Clark County School District, Facilities Division, 2006.

METHODOLOGY

The methodology used to review the Facilities Division included interviews with key personnel, focus groups with staff members, a review of documents from each department, a review of the results of previous audits, comparison data from peer districts, survey results, and school visits. The review team used its experience in conducting audits in school districts across the country to complete this analysis and applied best practice standards in making recommendations and commendations.

Exhibit 5-2 provides a summary of the estimated costs and savings projected, if applicable, for the recommendations contained in this chapter. As can be seen, a net savings of $372,100,000 could be realized should the district choose to implement all recommendations.

5.1 Organizational Structure

FINDING

The design functions of the Facility Division are separated into two departments, the New School and Facility Planning Department and the Special Projects and Renovation Services Department. Currently, the director position for the New School and Facility Planning Department is vacant. The New School and Facility Planning Department is staffed with nine architectural positions. The Special Projects and Renovation Services Department has four architectural and 10 engineering positions.

In the past, the New School and Facility Planning Department oversaw the design of new schools and additions by developing educational specifications, standards, and budgets. The department was also responsible for selecting architectural firms and negotiating design fees. Due to the volume of new construction the district has had to initiate, the department has utilized prototype designs to streamline the process. The prototypes are adapted to specific sites and adjusted as program requirements dictate.

The Special Projects and Renovation Services Department is responsible for programming, design, and construction of renovation projects that are accomplished with in-house staff. These projects generally have a budget of $250,000 or less.

While there may have been some historical justification for having these two design functions located in separate departments, that justification no longer exists. In fact, there is ample justification for combining these two design functions. Having one design function would make it easier to standardize and coordinate the design work being done at both new and existing facilities. The New Schools group is often dependent on the Special Projects engineers for engineering support, which can be problematic since the departments may have conflicting priorities. In addition, combining these two design functions would eliminate the need for an additional director position.

EXHIBIT 5-2
PROJECTED FISCAL IMPACT FOR CHAPTER 5

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 5: FACILITIES MANAGEMENT								
5-1	Combine the design functions in the New School and Facility Planning and the Special Projects and Renovation Services departments into one design and engineering function. (p. 5-7)	$116,000	$116,000	$116,000	$116,000	$116,000	$580,000	$0
5-2	Propose the enactment of state legislation requiring developers to provide land for new schools. (p. 5-10)	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$351,000,000	$0
5-3	Institute a formal value engineering process. (p. 5-15)	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$20,000,000	$0
5-5	Decentralize maintenance services into four locations that correspond to the major geographical zones of the school system. (p. 5-22)	$1,500,000	$3,000,000	$3,000,000	$3,000,000	$3,000,000	$13,500,000	$0
5-6	Transfer light maintenance duties to custodians to free maintenance staff for preventative maintenance responsibilities and work order completion. (p. 5-26)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
5-8	Increase the number of custodians to a custodian per square foot ratio of one per 25,000 square feet on graduated basis. (p. 5-33)	($1,080,000)	($2,160,000)	($3,240,000)	($4,320,000)	($5,400,000)	($16,200,000)	$0
5-9	Include all support facilities in energy conservation plans for the district. (p. 5-40)	$419,000	$419,000	$419,000	$419,000	$419,000	$2,095,000	$0
5-10	Implement an incentive program that rewards schools for achieving water conservation results. (p. 5-45)	$150,000	$150,000	$150,000	$150,000	$150,000	$750,000	$0
CHAPTER 5 TOTAL SAVINGS (COSTS)		**$75,380,000**	**$75,800,000**	**$74,720,000**	**$73,640,000**	**$72,560,000**	**$372,100,000**	**$0**

RECOMMENDATION

Recommendation 5-1:

Combine the design functions in the New School and Facility Planning and the Special Projects and Renovation Services Departments into one design and engineering function.

Implementation of this recommendation should result in more effective coordination of planning and reduce operating costs.

The Associate Superintendent for Facilities should determine, given the existing staff, whether the new consolidated design and engineering function should be an independent department or part of the Special Projects and Renovation Services Department. The former option should eliminate the need for the Coordinator of Engineering Services position, while the latter would eliminate the need for the Director of New School and Facility Planning position.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Facilities should determine the best organization for the consolidated design and engineering function.	January 2007
2. The Associate Superintendent of Facilities should consolidate the design functions and eliminate one supervisory position.	March 2007
3. The Associate Superintendent of Facilities should review the workload for the consolidated design and engineering function with its supervisor to determine if additional staff positions can be eliminated.	September 2008

FISCAL IMPACT

The fiscal impact of this recommendation could be a savings generated by the elimination of one supervisory position. At a maximum, this savings would equal the salary of the Director of New Schools and Facilities Planning position, and as a minimum, the salary of the Coordinator of Engineering Services position, or $116,000 (Current salary of coordinator position = $87,228 x 1.34% benefits = $116,885.52). The five-year savings could be $580,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Consolidate Design Services	$116,000	$116,000	$116,000	$116,000	$116,000

5.2 Planning

FINDING

CCSD has an aggressive program to obtain land for its new schools. The district faces stiff competition in the purchasing of land suitable for new schools. There are many developers seeking new land for commercial and residential projects. The Real Property Management Department is responsible for acquiring land for new schools.

CCSD must have sophisticated processes in place for land acquisition, not only because of the market competition, but also because the district must determine where and when it will need additional land. CCSD must be able to project student enrollments and where those enrollments will be located. This is a difficult task when one is planning 10 years into the future.

CCSD has developed processes for projecting long-term enrollments and where those enrollments will occur. It has also studied enrollment yield rates in existing developed areas to adjust the yield factors it is using in making future projections.

Because of the intense growth that the district is experiencing, land costs are soaring. The Real Property Management Department has developed several strategies to acquire land at reasonable prices. As detailed in the 2005 audit by Jefferson Wells of the School Construction Bond Fund Program, the department obtains grants from the Bureau of Land Management, which protects CCSD from continued land price escalation. If the district were not proactively planning and did not have an aggressive land acquisition program, it could be forced to spend even more for school sites.

COMMENDATION

CCSD is commended for establishing an aggressive land acquisition program.

FINDING

Currently, there are no state or local regulations requiring developers of new housing units to provide land for new schools to Clark County School District.

While some developers do provide sites within their developments for new schools, state law requires only that developers offer land to the school district at market prices. As of March 2006, the district had spent approximately $182 million for land from the 1998 bond fund. Land costs vary depending on size and location, but generally are now between $500,000 and $600,000 per acre.

Exhibit 5-3 shows the current enrollment projections for CCSD through fall 2018. As the projections show, the district is expected to experience consistent growth through this period.

EXHIBIT 5-3
ENROLLMENT PROJECTIONS
2007–18

YEAR	PROJECTED ENROLLMENT	ENROLLMENT INCREASE	PERCENT CHANGE
2007	320,000	13,291	4.33%
2008	332,182	12,182	3.81%
2009	345,313	13,131	3.95%
2010	359,329	14,016	4.06%
2011	374,443	15,114	4.21%
2012	390,539	16,096	4.30%
2013	407,110	16,571	4.24%
2014	424,884	17,774	4.37%
2015	443,151	18,267	4.30%
2016	462,203	19,052	4.30%
2017	482,074	19,871	4.30%
2018	502,332	20,258	4.30%

Source: Clark County School District, Facilities Division, 2006.

Given its projected growth, CCSD is going to need additional new schools at about the same rate as it has in the past. The number of schools will depend on several policy decisions. The issues that will affect the number of new schools that are needed include:

- the size of classes
- the size of schools
- the school year (year-round or nine-month)
- all-day kindergarten

The district has made projections for the number of new schools it will need based on several different assumptions about the above issues. **Exhibit 5-4** presents those projections based on the assumptions of maintaining the current class and school sizes, and the current split of year-round and nine-month school calendars.

EXHIBIT 5-4
NEW SCHOOL PROJECTIONS
2007–18

YEAR	ELEMENTARY SCHOOLS	MIDDLE SCHOOLS	HIGH SCHOOLS	TOTAL
2007	6	2	0	8
2008	4	0	1	5
2009	5	0	1	6
2010	5	0	1	6
2011	15	6	0	21
2012	14	3	2	19
2013	14	2	1	17
2014	14	3	2	19
2015	14	2	2	18
2016	15	2	2	19
2017	15	3	2	20
2018	15	3	2	20
TOTAL	**136**	**26**	**16**	**178**

Source: Clark County School District, Facilities Division, 2006.

As **Exhibit 5-4** shows, the district is projecting an additional 178 new schools by 2018 given the same school sizes and calendars that are currently in effect. (Note: This does not include special, alternative, or replacement schools and assumes the district will keep a nine month calendar.) Given that the typical elementary school utilizes a site of about 12.5 acres, the typical middle school a site of 20 acres, and the typical high school a site of about 40 acres, these projections will require approximately 2,860 acres of land (136 ES x 10 = 1,700 acres, 26 MS x 20 = 520 acres, 16 HS x 40 = 640 acres, 1,700 + 520 + 640 = 2,860).

The district currently has about 75 sites of varying sizes in inventory. If we assume the district will use half of these sites in the next ten years and keep half in inventory for the next ten year period, this will reduce the need for new sites by about 520 acres, resulting in a need of 2,340 acres. (2,860 acres / 178 sites = 16.06 acres per site x 32.5 sites = 522.19 acres) We can also assume that the district will continue to get land from the BLM which will reduce the need to buy acreage by at least 40%, resulting in a need of 1,404 acres. (40% of 2,340 = 936, 2340 – 936 = 1404)

Many governmental jurisdictions require developers to set aside land for public amenities such as schools and parks. This is a widely accepted practice since most jurisdictions feel that while developers have a right to profit, they do not have a right to profit at the expense of the general public. Another approach to this issue is to impose impact fees on developers that are used to pay for new schools, parks, and necessary infrastructure to support new development.

RECOMMENDATION

Recommendation 5-2:

Propose the enactment of state legislation requiring developers to provide land for new schools.

This legislation should be state-wide and apply to all school districts. It should apply to any development which impacts school enrollments by building new housing, renovating existing housing, or providing new jobs.

The legislation should require the establishment of school site standards as to size, location, and characteristics to ensure school districts do not end up with unusable land. It should also include procedural timetables to ensure that schools are built in time to meet the needs of the districts.

CORRECTIVE ACTION PLAN

1. The Board of Trustees should approve the recommended action and submit the request to the Nevada Legislature for consideration.	Upon Board Approval

FISCAL IMPACT

The fiscal impact of this recommendation would be a savings generated by the elimination of the need for CCSD to purchase land for its new schools. Given the projections for school enrollments and additional new schools, this recommendation could save CCSD $702 million over the next 10 years or approximately $70.2 million per year (1,404 acres x $500,000 per acre = $702,000,000). The amount of savings would depend on many variables such as the cost of land, which will likely increase over current prices, and the policies regarding school size and calendar as mentioned above.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Require Developers to Donate Land	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$70,200,000

FINDING

CCSD makes accurate short-term enrollment projections for the purpose of planning and staffing. The Demographics, Zoning, and GIS Department is responsible for projecting school enrollments for the purpose of determining staffing needs and adjusting school attendance boundaries when schools become too crowded.

CCSD has a student mobility rate of 25 to 35 percent. Consequently, the district finds it necessary to constantly monitor attendance boundaries and enrollments. The department works with the Attendance Zone Advisory Commission to recommend attendance boundary adjustments to the School Board.

The Demographics, Zoning, and GIS Department uses a cohort survival methodology to develop projections. The department has a software program, the Gardner Wohlers Enrollment Projection software, that incorporates historical enrollment data and birth data with enrollment trends. The projections are adjusted for deviations from the norm and reviewed by the Southern Nevada Area Population Projection and Estimation Committee, which is made up of representatives from local municipalities, Clark County, several utilities, the University of Nevada, Las Vegas (UNLV), the Regional Transportation Commission, and the state demographer's office.

Exhibit 5-5 presents the history of enrollment projections made by the Demographics, Zoning and GIS Department for the last five years. As the exhibit shows, the department's projections have been within less than 1.5 percent of actual enrollments.

EXHIBIT 5-5
ENROLLMENT PROJECTIONS
2001-06 SCHOOL YEARS

SCHOOL YEAR	PROJECTION	ACTUAL	% DIFFERENCE
2001-2002	246,289	244,766	0.62%
2002-2003	258,742	255,328	1.34%
2003-2004	267,894	268,357	-0.17%
2004-2005	280,606	280,834	-0.08%
2005-2006	295,615	291,510	1.41%

Source: Clark County School District, Facilities Division, 2006.

COMMENDATION

CCSD is commended for accurately projecting student enrollments.

FINDING

CCSD has developed an objective and proactive process for identifying schools that need to be replaced and prioritizing those replacements in the funding of capital projects.

Beginning in about 1999, the state legislature began mandating the replacement of schools. By 2003, the legislature had identified the need for 10 school replacements, directed the District to identify the schools, to accomplish the replacements by August 2008. CCSD is submitting a report to the Department of Education by October 1, 2006 that will document that the replacement program is on track.

In addition, CCSD has identified 12 additional schools that are candidates for full replacement, 6 schools for phased replacement, and 3 schools that will receive major additions. These assessments have been made based on facility condition and educational suitability. The funding for these replacements and additions will come from the 2008 Bond program once approved by the Bond Oversight Committee.

COMMENDATION

CCSD is commended for developing an objective and proactive school replacement program.

5.3 Design

FINDING

CCSD has developed prototype designs for new schools to streamline the design process in an intense building program.

Since the beginning of the 1998 School Construction Bond Fund Program, the district has constructed 65 new schools. Twelve schools are under construction, and 28 schools are in some stage of design. The development of prototype designs has helped the district maintain the intense pace of this construction program.

Unlike prototype designs that the review team has seen in some districts, CCSD's prototypes are sophisticated and well designed to meet the educational programs. Team teaching techniques are accommodated at the elementary level through the provision of "Learning Areas." Two-story designs have been developed for small sites. High schools have substantial facilities for the arts and athletics. Energy-efficient and sustainable principles of design are incorporated where cost-effective.

The previous audit by Jefferson Wells in 2005 noted some issues with the prototype program. Architectural fees were somewhat higher than would be expected for the elementary prototypes; this was attributed to the development of new prototypes. Fees for the middle school and high school prototypes were in the 4.9 percent range, which is cost-effective. The audit suggested that the district should have several prototypes designed by different architects "to increase competition for design efficiency and reduce costs." The district is currently implementing this recommendation with the design of four elementary prototypes and two middle school prototypes.

The cost-effectiveness of the prototype program is somewhat mixed. The Jefferson Wells audit found the costs for middle schools and high schools to be comparable with other districts, while the costs for elementary schools were somewhat higher. The audit report offered several reasons for the higher costs, and we would add that these costs are reasonable given the current construction market in the Las Vegas area.

Overall the prototype program has been successful for CCSD. The use of prototypes has helped the district maintain an intense building program. The prototypes have been designed to accommodate the educational programs and are constantly fine tuned. The district has incorporated cost-effective design principles into its schools and has set high standards for energy efficiency. Survey results of administrators, principals, and teachers indicate that they generally feel they have adequate facilities. **Exhibit 5-6** shows the results of one survey question about facilities.

EXHIBIT 5-6
MGT SURVEY RESULTS
2006

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I have adequate facilities in which to conduct my work.	74/20	73/19	69/23

Source: MGT Survey of Administrators, Principals, and Teachers, 2006.
[1]Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

COMMENDATION

CCSD is commended for its sophisticated use of prototype designs.

FINDING

The Facilities Division does not use an independent value engineering process as part of its design process and is missing the opportunity to lower costs. Currently, the division utilizes two different review processes for its design documents. Construction documents are reviewed by an outside quality assurance firm to check on coordination issues between different disciplines. This review is detailed and finds many potential errors and omissions. The design group also performs in-house reviews at the 15, 30, 60, 95, and 100 percent completion stage of each project. These reviews are multi-discipline and focus on design details.

Unfortunately, neither of these review processes questions the design assumptions that have guided the project. Value engineering is the process whereby the design of a facility is analyzed to determine if the best value is being received for the cost. Value engineers assess the function performed by each building system and calculate if the same or more value can be achieved through alternative means that will cost less up front and in the long term. The value engineering process not only examines the value of each building system, but also questions the broader design decisions such as the siting and building design configuration. It should be emphasized that the value engineering process is targeted at gaining more value, and this may be accomplished by increasing initial costs to save more in long-term costs.

A best practice is for school districts to utilize the value engineering process at two stages in the design. The first review should take place once the design concept is complete. This review will focus on major design issues that are driving the final design. The second review should take place after schematic design and will focus on the building systems and design configuration. With the use of prototype designs, the full value engineering process should be completed during the design of the prototype, and a modified process should take place as a prototype is placed on a new site.

RECOMMENDATION

Recommendation 5-3:

Institute a formal value engineering process.

A formal value engineering process should include the hiring of certified value engineers to conduct a review of a project. Typical industry standards for value engineering fees are .5 percent of the project costs. The return on the investment is typically $10 for every dollar of fee. In recent value engineering studies conducted for the Wyoming School Facilities Commission, the return averages $45 for every dollar invested in fees.

CORRECTIVE ACTION PLAN

1.	The Associate Superintendent of Facilities should direct the Coordinator of New Schools and Facility Planning to issue an RFP for value engineering services. Services should be acquired on a project basis or under a blanket contract.	July 2007
2.	The Coordinator should contract with the most qualified value engineers.	September 2007
3.	The value engineers should conduct reviews of all major capital improvement projects for the next five years.	Ongoing
4.	The Associate Superintendent of Facilities should report the results of the process to the Board on an annual basis.	Annually

FISCAL IMPACT

The fiscal impact of implementing this recommendation would be based on the cost of the value engineering fees and the savings realized. As of April 2006, the 1998 School Construction Bond Fund Program had a balance of $1.28 billion for new school construction. If consultants assume a $1 billion balance (at the time of this audit), value engineering fees calculated at 0.5 percent could amount to $5 million. If consultants assume that a lower savings ratio of 5 to 1 could be realized due to the reuse of prototype designs, and that the value engineering fees could be spent over the next five years, the average annual savings could equal approximately $5 million. ($5,000,000 / 5 years = $1,000,000 x 5 to 1 ratio = $5,000,000).

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Institute Value Engineering Process	($1,000,000)	($1,000,000)	($1,000,000)	($1,000,000)	($1,000,000)
Return on Value Engineering Fees	5,000,000	5,000,000	5,000,000	5,000,000	5,000,000
NET SAVINGS/ (COSTS)	**$4,000,000**	**$4,000,000**	**$4,000,000**	**$4,000,000**	**$4,000,000**

5.4 Construction

FINDING

CCSD is maintaining a reasonable rate of change orders in its new and modernization construction programs.

In a memo to the Board of School Trustees dated April 12, 2006, the Associate Superintendent of Facilities included a status report on all change orders for the current School Construction Bond Fund Program. **Exhibit 5-7** shows the totals for that report.

EXHIBIT 5-7
1998 BOND FUND CHANGE ORDER DATA
APRIL 2006

CATEGORY	ORIGINAL AMOUNT LESS ALLOWANCE	TOTAL CHANGES TO CONTRACT	% OF CONTRACT
New Construction	$ 1,412,906,542.98	$ 45,402,348.46	3.35%
Rehab/Modernization	415,684,184.81	20,534,457.97	5.10%
TOTAL	**1,828,590,727.79**	**65,936,806.43**	**3.75%**

Source: Clark County School District, Facilities Division, 2006.

As **Exhibit 5-7** shows, the average rate for change orders was 3.35 percent for new construction and 5.1 percent fit rehab/modernization projects.

Costs per square foot and the percentage of change in construction costs from the original contract can be measures of how well a construction project was designed and managed. Poorly designed or managed projects will often have excessive square footage costs and high change order percentages. Change orders can be initiated by the contractor, architect, or school district, and are sometimes necessary. However, change orders should be minimized because changes to a design typically cost more during the construction phase of a project than in the planning stage. According to the Council of Educational Facility Planners International (CEFPI), a reasonable change order budget is three to four percent of the construction budget. Renovation projects will typically have somewhat higher rates (6 to 8%) due to the unknown conditions in existing construction.

COMMENDATION

CCSD is commended for maintaining best practice standards on change orders.

FINDING

The Construction Management Department maintains a record of all audit recommendations and the status of the department's actions in response. MGT consultants reviewed 10 previous audit reports that were conducted since 2002 on various aspects of the Construction Management Department procedures and performance. The department manager maintains a log that identifies the audit, the

recommendation, and the status of the department's actions. **Exhibit 5-8** shows a summary of this log.

EXHIBIT 5-8
SUMMARY OF AUDIT LOG
APRIL 2006

NUMBER OF RECOMMENDATIONS	NUMBER COMPLETED	NUMBER PENDING	NO STATUS REPORTED
69	42	22	5

Source: Clark County School District, Facilities Division, 2006.

As shown, the department has completed or started some kind of action on more than 90 percent of the recommendations made in previous audits.

The fact that the Construction Manager maintains this log, and has acted on almost all recommendations made in previous audits demonstrates his commitment to improving the department's performance. Constantly being audited can be very stressful, and many managers tend to become defensive and guarded. To the contrary, the Construction Management Department has maintained an open and constructive attitude, and is utilizing the results of these audits to increase its effectiveness and efficiency.

COMMENDATION

The Construction Management Department is commended for constructive actions in response to numerous audits.

5.5 Maintenance

The proper maintenance of facilities is critical to ensuring support for an effective instructional program. Research has shown that appropriate heating and cooling levels, building and room appearances, the condition of rest rooms and other facilities, as well as safety concerns, all impact how students and faculty/staff are able to carry out their respective responsibilities.

The Maintenance Department is responsible for the repair and maintenance of district facilities, equipment, and utility systems for the 317 schools that presently comprise Clark County School District. The geographical area for this district is approximately 8,000 square miles, an important variable when reviewing the functions of this department. Along with the tremendous growth experienced in the Las Vegas Valley, the buildings continue to age, which is increasing the demands placed upon the department. Work orders continue to grow at a rapid pace.

There are five major sections for the department:

- **Production Management Center:** Planning and scheduling; preventive maintenance

- **Equipment Repair:** Audio-visual, electronic, alarm, locks, musical, and roofing
- **Mechanical Systems and Equipment:** Boilers, electrical, energy control, air-conditioning, and building engineer services
- **Exterior and Structural:** Asphalt, concrete, fabrication, athletic equipment, furniture repair, and fencing
- **General Repair:** Carpet, carpentry, glazing, painting, and roofing.

Three zonal maintenance crews maintain the needs of 84 schools. Three mobile maintenance vans are in place, with two more to be added as funds become available.

The Utility-Monitor Control Section operates the energy management system (EMS). This system centrally operates the heating, ventilation, and air-conditioning (HVAC) systems at 288 of the 317 school sites. HVAC mechanics are assigned to this section to troubleshoot the systems and make necessary adjustments and repairs.

Exhibit 5-9 illustrates the maintenance budgets for the past three fiscal years. Each of the three years has seen an increase in the budget, much of which can be attributed to the additional growth in the number of facilities being served by the department. *American School & University* reports in its April 6, 2006, edition that the median expenditures for building maintenance for larger school districts is $1.50 cents per square foot. **Exhibit 5-9** shows that CCSD spends $1.04 cents per square foot. The total maintenance budget of $32,214,117 was divided by the total square footage of 30,852,461, producing a $1.04 per square foot expenditure.

EXHIBIT 5-9
MAINTENANCE BUDGETS
2003-2006 SCHOOL YEARS

FISCAL YEAR	GRAND TOTALS	INCREASE PREVIOUS YEAR	PERCENT INCREASE	SQUARE FOOTAGE	EXPENDITURE PER SQ FT.
2003-04 Actual	$24,974,445			24,028,248	.96
2004-05 Amended	25,785,208	$ 810,763	3.25%	27,399,465	.94
2005-06 Final	32,214,117	6,428,909	24.93%	30,852,461	$1.04

Source: Clark County School District, 2006.

Exhibit 5-10 identifies the number of employees and pay range for each office staff position in the Maintenance Department. There are a total of 27 office positions assigned to support the shop staff.

EXHIBIT 5-10
MAINTENANCE DEPARTMENT
OFFICE STAFF POSITIONS
2005-06 SCHOOL YEAR

NUMBER	POSITION	PAY RANGE
2	Director I	42 (Unified)
3	Coordinator	40 (Unified)
1	Coordinator	41 (Unified)
1	Database Analyst III	62
1	Office Supervisor	51
1	Junior Accountant	54
1	Asst Accountant	50
1	Secretary II	50
1	Senior Maint Clerk	46
2	Pricing Clerks	47
1	Trades Dispatcher	50
5	Office Specialist II	45
6	Skilled Trades Asst	50

Source: Clark County School District, 2006.

Exhibit 5-11 provides the number of skilled workers for the shop staff. As expected, the majority of the Maintenance Department is comprised of workers engaged in field work. There are a total of 407 personnel assigned to this area.

The Maintenance Department faces numerous challenges in meeting its responsibilities "to provide the best learning environment possible for all students." Foremost among those challenges are the number of schools that need constant attention and the large geographical area in which those schools are located. The department is in the process of deploying new computerized maintenance management software (CMMS) that will allow it to monitor results more efficiently. It has recently become ISO 9002 certified, so the new software will support those endeavors as well. ISO 9002 processes rely heavily on usable data in the decision-making process. In 2004-05, the department responded to 80,962 work order requests.

EXHIBIT 5-11
SHOP STAFF POSITIONS
2005-06 SCHOOL YEAR

NUMBER	POSITION	PAY SCALE
20	Supervisor	58
22	Maintenance Leader	57
67	Skilled Trades Asst	50
4	Electronics Tech II	53
4	Audio Visual Tech	52
9	Clock/Fire Alarm Tech	55
4	Fire Equipment Tech	51
8	Locksmith	52
3	Industrial Arts Tech	54
3	Com.Equip.Inst.Rep	55
3	Com.Equip.Inst.Tech	51
11	Intrusion Alarm Tech	54
14	Dupl. Equip. Tech	53
3	Musical Instruct. Tech	54
20	Plumbers	54
1	Pipe Fitter	54
24	Electricians	55
37	HVAC Tech	54
4	HVACR Tech II	56
5	Energy Mgt Tech I	55
1	Energy Mgt. Tech II	56
7	Water Treatment Tech	54
8	Boiler Equip Tech	54
8	Systems Control Tech	55
1	Insulator	54
1	Asbestos Abate	51
3	Fire Sprinkler Tech	56
1	Cross Con. Cont. Specialist	56
9	Roofers	52
13	Carpenters	52
19	Painters	52
3	Glazier	52
6	Flooring Tech	52
5	Masons	53
10	Welders	55
4	Furniture Repair Tech	51
1	Crane Operator	52
41	Building Engineers	52
TOTAL		**407**

Source: Clark County School District, 2006.

FINDING

The Maintenance Department presently lacks the ability to monitor key indicators that will allow it to continue to improve its services.

Every interview with key decision makers cited this issue as an important one. The department selected a new software program on December 9, 2004, and has worked diligently to get the program up and running. The procurement package was comprehensive and included the CMMS software, software maintenance services, implementation consultant services, and support software and hardware necessary for completion of the project. The software must also be integrated into the district's financial software package, which has caused a delay in the implementation schedule.

The district is presently using a 15-year-old Legacy Work Order System Tracker (WOST) which does not provide sufficient information to assist the department in responding to increasing district building needs. For example, the overtime reports do not reflect all hours worked by maintenance employees. They do not include hours worked on bond-funded projects, according to an internal audit finding from the Internal Audit Department dated March 3, 2006.

Most large school systems use computerized maintenance management software, which assists administrators with the large volumes of data necessary to manage millions of square feet of buildings and their associated electrical and mechanical systems, as well as the thousands of other pieces of equipment in the buildings. The software is usually able to generate work order status information, job cost information, preventative maintenance schedules, equipment maintenance histories, space and equipment inventories, contract status information, project management information, time and attendance information, personnel training information, facility schedule reports, lock and key information, and RS Means cost information. The software is usually installed on large computer networks that allow end users of school maintenance services to access information on the status of past or current work orders. The software is also often integrated with the school system's computerized accounting system to track fixed assets and inventory.

At the time of the on-site visits, the new work order system, Maximo MXES, was scheduled to be completed by June 2006 and go live with additional regions to be added every few months thereafter. According to information provided to the MGT review team, once the software is fully implemented, the Enterprise Resource Planning SAP software will integrate Maximo with the SAP. Further, Maximo MXES will be tied to the SAP Supply Chain Management (SCM) system for inventory and warehousing through software integration. This is a comprehensive software package that should easily meet the needs of the department for many years.

No doubt, there is a great deal of frustration on the progress that is being made in deploying this important software. The leadership within the Maintenance Department understands the importance of this software, especially in relationship to the ISO 9002 Initiative. This initiative places great emphasis on "gap analysis" in order to determine the goals and action steps necessary to improve an organization. Data drives ISO 9002, and this software will provide an abundance of usable data. The department's commitment to implementing the software must now be matched to results. Past delays, regardless of their legitimacy, have deprived this department of an important tool in

accomplishing its mission. The time has arrived for the full implementation of this software in an expeditious manner. The initiative to integrate Maximo MXES into the district's Enterprise Resource Program should not interfere with the full deployment of this software.

RECOMMENDATION

Recommendation 5-4:

Adhere to the timelines established for fully deploying the comprehensive computerized maintenance management software package.

Implementation of this recommendation should result in providing a system for fully deploying the comprehensive maintenance management and software package. This should then provide the tools to effectively monitor all maintenance activity and thereby support continued improvement of services.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Facilities should ensure that the first test site for Maximo MXES becomes operational.	November 2006
2. The Associate Superintendent of Facilities should assign responsibility to the Director of Maintenance to ensure that new sites are brought on line at a rate of one per month until full deployment is achieved.	January 2007 and Ongoing

FISCAL IMPACT

There is no additional cost involved with the implementation of this recommendation.

FINDING

The Maintenance Department lacks sufficient resources to respond to the growing needs of the district's facilities.

The department is challenged to run an efficient operation out of one central office within a large geographic area. It struggles every day to keep up with the maintenance demands placed upon it by a growing school corporation with 312 schools and 30 million total square feet of facilities. There are an increasing number of work orders generated in this environment. The work order system is unable to respond to maintenance requests in spite of good efforts by the Maintenance Department to do so.

A preventive maintenance program exists but not to the satisfaction level of those responsible for this area. CCSD has performed preventive maintenance (PM) on HVAC filters, boilers, water treatment equipment, chillers, air compressors, emergency generators, lockers, stage rigging, bleachers, and fire sprinklers at one time or another. Unfortunately, as the District grows, the staff involved in these PM programs become consumed with repair work, or corrective maintenance (CM), and the PM programs

cannot be maintained. CCSD has done at least one study that showed a one year cost avoidance of approximately $530,000 for a boiler PM program. It is widely recognized in the industry that effective PM programs are an effective cost avoidance strategy.

A minimal amount of time and personnel are available for deferred maintenance. Consistently, there is a call for additional personnel to be added to the department. Even if a strained general fund budget could fund additional personnel, finding them would be another matter. In an economy that is growing by leaps and bounds, skilled labor is at a premium. The competition for qualified employees is intense, and filling the positions would be a challenge.

The amount of windshield time severely limits the department's ability to respond in a timely fashion and diminishes its effectiveness in meeting increasing facility needs. The district has implemented mobile maintenance vans and zonal maintenance teams as a creative way to respond to work order requests and improve customer satisfaction, but these efforts are not enough to stem the increases in demands on this department.

In previous reviews of large districts, MGT has seen the use of regional maintenance offices reduce the amount of windshield time necessary to perform maintenance duties. In addition, maintenance vehicles will suffer less wear and tear because they are driven shorter distances.

RECOMMENDATION

Recommendation 5-5:

Decentralize maintenance services into four locations that correspond to the major geographical zones of the school system.

Decentralizing the Facilities Maintenance Department should bring maintenance employees closer to the job sites. Approximately one-fourth of the maintenance crews would report to the northwest zone, one-fourth to the northeast zone, one-fourth to the southeast zone, and one-fourth to the southwest zone. From their zone facility, maintenance workers could be dispatched to schools within that zone.

MGT realizes that appropriate sites must be selected carefully and that more thought is necessary before a final decision can be made. These zones were selected based on conversations with CCSD leadership on some potential sites. Being in four zones should reduce the amount of employee time spent traveling to and from job sites. Distance is not the only issue. In Clark County School District, traffic is a major problem that adds significant windshield time. In addition, maintenance vehicles should suffer less wear and tear because they would be driven shorter distances.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Facilities should prepare a plan to decentralize the maintenance operations to four locations that correspond to the geographical zones of the school system.	July 2007

2.	The Superintendent should review and approve the plan.	August 2007
3.	The Associate Superintendent of Facilities should identify multi-craft shop sites to house maintenance personnel and equipment in the each zone.	August 2007
4.	The Director of Maintenance should communicate the zone maintenance plan to all maintenance personnel and building principals.	August/September 2007
5.	The Director of Maintenance should implement the zone maintenance plan.	October/December 2007

FISCAL IMPACT

The fiscal impact of implementing this recommendation could be a cost avoidance in both personnel time and vehicle wear. Most of the maintenance vehicles are currently at the central site. Three-fourths of the vehicles would be relocated to decentralized sites. There are approximately 200 trucks and SUVs assigned to the department. Of those, 150 are estimated to serve the northwest and southeast zones. Since the sites have not been selected yet, it is difficult to estimate the cost avoidance on vehicle wear and tear. However, a conservative estimate on a reduction in daily miles traveled in an area that covers 8,000 square miles would be 30 miles per day. The cost per mile currently used by the Internal Revenue Service is 44.5¢—150 vehicles times 30 miles per day, times 44.5¢ per mile, times 246 work days per year is a savings of $492,615 per year.

Personnel time savings are calculated in a similar manner. It is estimated that two maintenance personnel are in each truck, and that each would save an average of one hour per day in travel time by being housed at a decentralized site. Of the total 407 maintenance employees, and using very conservative figures, approximately 359 technicians (two per maintenance service vehicle), times one hour per day, times an average hourly wage of $29 per hour (salary: $44,736 plus 34% fringe benefits of $15,210 divided by 2080 hours per year), times 246 days per year produces a cost avoidance of $2,561,106.

The fiscal impact of implementing this recommendation could be a savings in mileage and employee hours of approximately $1,500,000 prorated for the first year and $3,000,000 for the remaining years (mileage saved plus time saved equals $3,000,000, prorated for the first year by dividing in half). The five-year savings could be $13,500,000.

Offsetting this potential savings is the cost for adding three new maintenance facilities. The start-up costs are difficult to predict because locations for these three new facilities have not yet been determined. It is conceivable that the district might have land already purchased for these facilities; that an existing facility might already exist; that a property could be leased as an interim step. In addition, the type of facility is an unknown. The facility could be as simple as a portable located at an existing school site, where maintenance staff would report and have necessary materials delivered on a daily basis, to a multi-use facility that housed maintenance, transportation, food service and police

functions. Consequently, it is impossible to predict the costs of implementing this recommendation without further study by the district.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Decentralize Maintenance	$1,500,000	$3,000,000	$3,000,000	$3,000,000	$3,000,000

FINDING

Head custodians currently do not perform light maintenance duties in every building. This greatly diminishes the Maintenance Department's ability to keep up with the increasing number of work orders being generated by the district.

Exhibit 5-12 illustrates the number of work orders received during two fiscal years. The rate of compliance for Priorities 1, 2, and 3 were 62.3 percent for 2003-04 and 71 percent for 2004-05. Priority 1 (4 hours) involves an "emergency"; Priority 2 (24 hours) is "urgent"; Priority 3 (30 days) is designated as a "priority." Priority 4 is deferred, meaning it could take longer than 30 days. This priority is designated as "routine."

EXHIBIT 5-12
WORK ORDER REQUESTS
2003-04/2004-05

YEAR	WORK ORDERS RECEIVED	PERCENT COMPLIANCE
2003-04	77,024	62.3%
2004-05	80,962	71%

Source: Clark County School District Budget Document, 2006.

A work order process has been developed that engages the Facilities Service Representatives (FSRs) in assigning priorities to work orders. Principals and head custodians reported to the MGT review team that this process was most helpful in getting things done for their buildings. The work order process establishes the four priorities and governs workflow process.

Exhibit 5-13 presents more recent data on work orders from March 2005 through March 2006 by each craft. The number of work orders to which the department was unable to respond was 6,002, while the number of work orders successfully completed was 13,394. These data further illustrate the growing demands being placed upon the department and its inability to meet those demands.

School systems employ custodians to complete housekeeping tasks necessary to maintain a safe and healthy school environment. Maintenance workers are employed to perform both preventative maintenance and equipment repair services to the many systems and equipment items in the schools. In previous reviews, MGT has seen other school districts assign minor maintenance tasks to the custodial staff to assist in the general maintenance program. This is beneficial to the district in that valuable time can be diverted to performing more complicated maintenance tasks requiring skilled,

licensed labor. Custodians are fully capable of performing light maintenance tasks to a high standard.

Custodians who provide light maintenance services enable school maintenance personnel to be much more efficient. When custodians change a filter, grease a bearing, or touch up paint, maintenance personnel are free to complete more complex tasks and save valuable time, both on the road and on the job, for the school system. Maintenance personnel time spent on light maintenance duties should be reduced, and those personnel should have additional time to spend on preventative maintenance responsibilities and to respond more quickly to work order requests.

EXHIBIT 5-13
WORK ORDER REQUESTS
NOT RESPONDED VS. CLOSED
MARCH 2005 - MARCH 2006

CRAFT	NUMBER NOT RESPONDED	NUMBER RESPONDED
Equipment Tech	15	871
Electronic Tech	231	1157
Office Machine	7	1503
Alarm Tech	132	403
HVAC	786	1253
Hardware/Locks	46	820
Paint	616	376
Carpet	444	189
Plumbing	663	1,707
Carpentry	326	384
Electrical	743	617
Fabrication	462	132
Asphalt	302	162
Furniture	149	226
Fence	198	217
Roof	251	81
Glazer	62	179
Energy Management	66	88
Building Engineering	326	554
Intercom	3	423
Zone Maintenance	162	1947
Mobile Maintenance Van	12	105
TOTAL	**6,002**	**13,394**

Source: Clark County School District, 2006.

RECOMMENDATION

Recommendation 5-6:

Transfer light maintenance duties to custodians to free maintenance staff for preventative maintenance responsibilities and work order completion.

The FSR serves a critical role in the work order process by knowing the priorities of various work order requests. The FSR can make this recommendation work by defining

what constitutes "light maintenance" within buildings, sometimes based on the skills of the head custodian within that building. This measure should provide maintenance workers additional time to perform more complicated tasks.

CORRECTIVE ACTION PLAN

1. The Director of Operations should prepare a plan for the assumption of light maintenance duties by building custodians.	January 2007
2. The plan should be presented to the Superintendent for approval.	March 2007
3. The Training Manager for Operations should train custodians in light maintenance tasks and communicate new procedures to all FSRs, custodians, maintenance workers, and building administrators.	September 2007
4. The Director of Operations should implement the plan and fully operationalize the transfer of light maintenance duties.	December 2007 and Ongoing

FISCAL IMPACT

Implementing this recommendation would result in a cost savings to the district. Maintenance workers are paid approximately $29 per hour ($44,736 plus 34% fringe benefits of $15,210 divided by 2080 hours per year). Custodial leaders are paid $17.53 per hour with fringe benefits.

This increase in efficiency would be roughly equal to one percent of head custodial time (1% of 312 FTE head custodians times 2,080 hours per year), which is 6,489 hours per year. If custodians devoted one percent of their time to light maintenance activities, roughly 6,489 hours of maintenance worker time would be made available to spend on the backlog of preventative maintenance and equipment repair projects. The average salary for maintenance workers with fringes has been estimated to be $29.00 per hour; the average hourly wage for custodial leaders is $17.53 per hour with fringes. (Maintenance costs are calculated at $29.00 per hour times 6,489 hours equals an annual cost of $188,180. Custodial costs are calculated at $17.53 times 6,489 hours at an annual cost of $113,750.)

The fiscal impact of implementing this recommendation would thus be a savings of approximately $75,000 per year. Further, 6,500 hours of maintenance time could be diverted to the completion of backlogged work orders.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Transfer Light Maintenance Duties to Custodians	$75,000	$75,000	$75,000	$75,000	$75,000

5.6 Custodial Services

The Operations Department provides custodial services for all district facilities. The department is divided into custodial and grounds sections and provides services to the 317 schools presently comprising CCSD. The department is responsible for more than 28,793,111 square feet for schools/support sites and an additional 1,374,151 square feet for modular units. Further, there are 614,155 square feet of administrative sites and 71,044 square feet of leased space. The combined district area square footage translates into more than 5,897 acres.

The district employed 1,267.63 full-time equivalent (FTE) custodians for the 2005-06 school year. This was an increase of 59.63 FTE custodians from the previous school year, due to the increase in the number of facilities. Custodians are assigned cleaning areas based on 32,000 square feet for an eight-hour custodian. In interviews with the MGT review team, the director reported that the 32,000 square foot formula was established by the district as a result of necessary budget cuts. The square footage formula does not take into account outdoor corridors, which still must be cleaned. The outdoor spaces represent a sizable amount, given the open designs of the schools within this desert environment. Documentation on the total square footage of "open" space was not available.

Principals are directly responsible for evaluating of the head custodian for their respective schools. The Operations Department provides a regional supervisor to assist the principal in accomplishing this task. CCF Form 70 is provided by the district to perform the evaluation. The Operations Department provides specific guidance to building principals on the supervision of custodial service employees. The document delineates the responsibilities for the designated custodial supervisor, principal, head custodian, and the support role the department plays in making this relationship an effective one.

Exhibit 5-14 presents the custodial budgets for 2005-06. The district allocated $92,865 for administrative facilities. Elementary schools are allotted $5.94 per student enrolled as of September 23, 2005; middle schools' allocations are $5.48 per student; and high schools receive $6.03 per student. New schools receive an additional lump sum allocation for start-up.

EXHIBIT 5-14
CUSTODIAL SUPPLY BUDGETS
2005-06 SCHOOL YEAR

GRADE LEVEL	PER STUDENT FUNDING	NEW SCHOOL START-UP	SWEEPER ALLOCATION	CART ALLOCATION
Elementary	$5.94	$3,300		
Middle	5.48	4,400	$250	$100
High	6.03	5,500	250	100

Source: Clark County School District, Operations Department, 2006.

In interviews with the MGT consultants, principals consistently reported that they were generally pleased with the condition of the buildings. During site visits, principals reported that custodial staffs work hard to make a good visual presentation to the

community and students. MGT consultants found the schools to be within acceptable standards for cleanliness.

FINDING

The Clark County School District does not have written administrative time and task expectations for custodians for guidance on the time and procedures needed to ensure an appropriate and consistent level of service.

School districts with best practices have specific time and task expectations to guide custodians on the frequency and typical duration of different cleaning cycles. This type of guidance helps create a systematic approach to daily, weekly, monthly, and even annual cleaning tasks. Implementing time and task guidelines, should lead to greater internal consistency in the cleanliness of school buildings.

Exhibit 5-15 compares the opinions of CCSD administrators to those of their counterparts in other districts regarding how clean the schools are. Roughly 30 percent of CCSD administrators feel that the buildings are not being cleaned to an acceptable standard. This is consistent with the results from administrators in other districts.

EXHIBIT 5-15
COMPARISON SURVEY RESPONSES OF CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

SURVEY ITEM	CCSD Administrators		Other District Administrators	
	Good/Excellent	Fair/Poor	Good/Excellent	Fair/Poor
The cleanliness and maintenance of facilities in the school district.	71%	28%	70%	30%

Source: MGT Survey of Administrators, Principals, and Teachers, 2006.

Exhibit 5-16 examines the attitudes of administrators, principals, and teachers pertaining to the issue of custodial services provided for the schools. The numbers suggest that these groups feel that improvement is necessary. Thirty-five percent of the administrators thought that improvement was necessary; 49 percent of the principals and 48 percent of the teachers were of a similar mind.

EXHIBIT 5-16
SURVEY RESPONSES OF CLARK COUNTY SCHOOL DISTRICT EMPLOYEES

SURVEY ITEM	ADMINISTRATORS		PRINCIPALS		TEACHERS	
	% Needs Some/Major Improvement	% Adequate/ Outstanding	% Needs Some/Major Improvement	% Adequate/ Outstanding	% Needs Some/Major Improvement	% Adequate/ Outstanding
Custodial Services	35%	53%	49%	48%	48%	44%

Source: MGT Survey of Administrators, Principals, and Teachers, 2006.

These results suggest that there are totally different standards being applied when judging the cleanliness of the buildings and that there is no agreement among users. The addition of time and task standards would alleviate the inconsistencies among user groups when evaluating the cleanliness of the buildings.

RECOMMENDATION

Recommendation 5-7:

Develop time and task standards for custodial services.

CCSD should benefit by having time and task standards for custodians in two major ways:

- Workload for custodians should be more equitably distributed. Schools should receive additional custodian time and would be cleaner; and

- It is a well-known motivational principle that higher expectations lead to higher performance. It stands to reason that an organization with no time and task expectations should benefit from implementing performance expectations.

There are three major components of the time and task standards identified by the Association of Higher Education Facilities Officers (APPA standards):

- Appearance levels must be defined and described in some detail. (The APPA handbooks provide descriptions of five levels of cleanliness.)

- Standard spaces must be identified to ensure that the difference in the types of spaces and the cleaning effort required for those spaces is clearly distinguished. (The APPA handbooks identify 33 different types of spaces.)

- CSF (cleanable square feet) is an industry standard that is used to measure and compare data.

CORRECTIVE ACTION PLAN

1. The Custodial Cleaning Standards Committee should review research on APPA standards.	January 2007
2. The committee should draft standards and submit them to the Associate Superintendent of Facilities for review and approval and submission to the Superintendent.	February 2007
3. The Associate Superintendent of Facilities should submit the proposed standards to the Superintendent for final approval.	March 2007

4.	The Superintendent should approve the standards for implementation.	March 2007
5.	The Associate Superintendent of Facilities should direct staff to proceed with the implementation of custodial cleaning standards.	July 2007
6.	The results should be evaluated by the Custodial Cleaning Standards Committee and appropriate modifications should be made.	July 2008

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The team cleaning program is an effective means of maximizing custodial resources to maintain clean buildings.

Team cleaning procedures involve the assignment of specific tasks to each custodian. In order to eliminate boredom, these responsibilities are rotated. Specialists are trained in vacuuming procedures, restroom cleanliness, light duty, and utility duties (performing the "extras"). Custodians are provided modern cleaning equipment and ample supplies that are located on carts. Carts are furnished for restrooms, light duty, and vacuum backpacks. Chemicals are pre-measured and color-coded to provide additional safety measures. Pink denotes germicides; green, all purpose cleaners; yellow, floor cleaners; and blue, glass cleaners. An Operations Department training checklist is given to custodians to ensure that safety procedures are followed.

During visits to schools, MGT consultants generally found custodians highly engaged in keeping the buildings presentable. Principals reported that head custodians were very responsive to their needs and were doing a good job of keeping the schools clean. Head custodians reported that their staff worked hard and took pride in what they were doing.

Custodians reported in both a focus group and in individual interviews that these cleaning procedures worked well.

COMMENDATION

CCSD is commended for utilizing an effective team cleaning program.

FINDING

The Operations Department lacks sufficient custodial staffing to achieve consistently high standards for cleaning buildings.

It was reported to the MGT consultants that the district used a formula of 32,000 square feet per eight-hour custodian to staff buildings. Outside spaces, which include corridors, were not calculated into the formula but also require cleaning.

The problem is further compounded by the lack of available substitute custodians to cover for absent employees. Principals and custodians reported to MGT that the district did not supply substitutes for custodians who were absent for short periods of time. Every effort is being made to do so but there are not enough substitute custodians. The district has created a pool of "floaters" who are full-time custodial employees, but this pool is insufficient to meet the challenges. When a member of the cleaning crew is absent, this places an extra burden on the cleaning teams to fulfill their duties.

In the surveys conducted by MGT, only 52 percent of CCSD teachers described the condition in which schools were kept as *good* or *excellent*. Only 64 percent of the principals rated the buildings as *good* or *excellent*.

Exhibit 5-17 presents a summary of custodial statistics for CCSD. The number of schools in the district continues to increase, as does the total number of custodial staff. Between 2003-04 and 2005-06, there was a dramatic increase in amount of square footage of school buildings and the modular classrooms. (28.4% increase in total space). The percentage increase in the total number of custodians rose by 8.7 percent from 2003 to 2006; this includes all custodial categories. The district is increasing its custodial staff, but not at a rate commensurate to the rate of growth of the areas to be cleaned.

EXHIBIT 5-17
SUMMARY OF CUSTODIAL STATISTICS
2003- 2006 SCHOOL YEARS

PERFORMANCE MEASURES	2003-04	2004-05	2005-06
Number of Schools	289	301	312
Number of Custodians	1166	1208	1267.63
Total Sq Ft Schools/ Support Sites	22,672,509	25,678,795	28,793,111
Total Sq Ft Modular	911,735	1,037,631	1,374,151
Total Sq Ft Admin	387,023	611,995	614,155
Total Sq Ft Leased	56,981	71,044	71,044

Source: Clark County School District, Operations Department Budget, 2006.

Exhibit 5-18 presents the increase in square footage assigned to non-supervisory custodians. Job descriptions provided by CCSD indicate that custodians and custodial leaders are assigned specific cleaning responsibilities for the buildings. Documentation provided by the district in June 2006 indicates there are currently 974.41 full-time equivalent custodians and 44 custodial leaders, for a total of 1018.41 non-supervisory custodians. Based on this information, custodians have been assigned to clean 30,294 square feet per eight-hour custodian, confirming the ratio reported to MGT consultants. The 35th Annual Maintenance and Operations Report from the April 2006 issue of *American School & University* reports that the median amount of square feet maintained per custodian was 25,173. It should be noted that certain buildings have conditions that warrant a variance to the rule of 32,000 square feet and that the director has the discretion to make exceptions.

EXHIBIT 5-18
SQUARE-FOOT-TO-STAFF RATIO

TOTAL SQUARE FEET	CURRENT FULL-TIME EQUIVALENT STAFF	CURRENT SQUARE-FOOT-TO-STAFF RATIO	ADDITIONAL STAFF NEEDED	NEW STAFF TOTAL	NEW SQUARE-FOOT-TO-STAFF RATIO
30,852,461	1018.41	30,295:1	200	1218.41	25,322:1

Source: Clark County School District, Operations Department, 2006.

RECOMMENDATION

Recommendation 5-8:

Increase the number of custodians to a custodian-per-square-foot ratio of one per 25,000 square feet on a graduated basis.

Exhibit 5-18 illustrates the number of additional custodians needed to achieve the cleaning ratio of one FTE custodian per 25,000 square feet recommended by MGT consultants. In order to reduce the cleaning areas assigned to custodians to the recommended 25,000 square feet per eight-hour custodian, the district should increase the number of custodians specifically assigned to cleaning by 200 (38,852,461 square feet divided by 1218.41 custodians would achieve a ratio of 25,000 square feet of cleaning area per eight hour custodian). Full implementation of this recommendation should provide the staffing necessary to achieve consistently high cleaning standards.

CORRECTIVE ACTION PLAN

1. The Director of Operations should develop a plan to reduce the custodial staffing levels to 1:25,000 and train remaining staff in their new responsibilities.	January 2007
2. The Assistant Superintendent and Superintendent should review the plan.	February 2007
3. The Superintendent and Board of School Trustees should approve the plan.	March–May 2007
4. The Director of Operations should implement the plan.	July 2007

FISCAL IMPACT

Reducing the square footage from 32,000 to the national median of 25,000 square feet is an expensive but important endeavor for the welfare of students. MGT is recommending that this be accomplished incrementally over the next five years to bring CCSD in compliance with national best practice standards. At present, there are 30,852,461 square feet of building spaces to be cleaned. An additional 200 custodians would need to be hired to achieve the recommended ratio (the current custodial FTE is 1018.41 minus 1218.41 FTE needed to achieve a ratio of 25,000 square feet equals 200 additional custodians). A beginning custodian working 220 days, including fringe benefits, makes $26,646 ($11.30 cents plus 34% fringes times eight hours per day times

220 days equals $26,646). Multiplying this salary by an additional 200 custodians would require an expenditure of $5,329,200.

The additional staff would thus result in an expenditure of approximately $5,400,000 per year if the recommendation were fully implemented. MGT recommends establishing a goal of achieving this standard over a five-year period of time. Care must also be taken to compensate for the additional square footage that will be added each year due to the district's aggressive building projects.

The 2007-12 fiscal impact is calculated by adding one-fifth of the required 200 custodians each year, or 40 new custodians at $1,080,000 each year. Each successive year is calculated by adding 40 additional custodians per year at an additional annual cost of $1,080,000. The estimated five-year cost would thus be $16,200,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Increase the Number of Custodians to One per 25,000 Square Feet	($1,080,000)	($2,160,000)	($3,240,000)	($4,320,000)	($5,400,000)

FINDING

CCSD provides a comprehensive staff development program for custodians. The staff development program is designed and implemented to provide quality offerings to custodians to enable them to be successful in fulfilling their mission.

The custodial staff comprises approximately 1,500 employees responding to a multitude of needs. The training for custodians is under the Facilities Division with a Training Manager and six employees. The Director of Operations has stated that the goal for the department is to handle the "technical side of custodial and grounds duties," in order to allow the principals to focus on serving the needs of students. Staff development is a key element in making this happen.

The CCSD program includes best practices such as:

- Ensuring the safety of custodians and others.
- Protecting the health of all building occupants.
- Protecting school system assets.
- Improving morale of all building occupants.
- Ensuring efficient housekeeping performance.
- Promoting constructive relationships.

Training is planned and based on a needs analysis of the buildings and staff. Examples of training topics offered on a rotating basis include:

- OSHA training (bloodborne pathogens, hazard communication, etc.)
- Team cleaning.
- Restroom care.

- Proper and efficient use of cleaning equipment.
- Proper and efficient use of cleaning chemicals.
- Classroom cleaning.
- Common classroom cleaning problems and solutions.
- Locker room and gym floor care.
- Wood floor refinishing.
- Floor covering care.
- Cafeteria care.
- Minor maintenance training.
- Administration and office cleaning training.
- Communications and interpersonal skills training.

The training program is comprehensive and includes new hire orientation, on-the-job training, and classroom training.

The district is now using Path Lore software to track training of custodians, which provides management with additional information to help improve the staff development opportunities for the department.

COMMENDATION

CCSD offers a comprehensive staff development program for custodians that meets best practice standards.

5.7 Energy Management

The responsibilities for energy conservation have been assigned to two departments under the Associate Superintendent of Facilities. The Energy Conservation Department oversees and administers energy conservation for the district. The Energy Manager is responsible for electrical and natural gas conservation efforts. This position reports directly to the Associate Superintendent of Facilities, an indication of the high priority CCSD places upon these endeavors. The Landscaping and Grounds Department is assigned the responsibility of reducing the district's water consumption, an equally important initiative. The landscaping and grounds position reports to the Director of Operations. Both departments have made significant progress in achieving cost containment.

As impressive as past results have been, the Associate Superintendent of Facilities has established a new goal of "building schools that are twice as efficient as the ones previously built." The new goal of saving 30,000 BTU per year has been articulated to the members of this department, and attainment strategies are being discussed.

The initiatives to conserve electricity, natural gas, as well as water will be examined separately in order to articulate the progress and challenges faced by each department.

In 1999, the Clark County School District had 227 facilities with a total annual electrical cost of $15,269,723. Rising costs for utilities, coupled with the tremendous growth of the district, caused CCSD great concerns that huge increases in energy costs would result in a negative impact on educational programs. In response to these concerns, an Energy Conservation Plan was created.

Thirty-five specific action steps were written to implement an aggressive energy savings plan for the district. The plan started at the top with the Superintendent of the Clark County School District issuing a directive that principals/directors and their staff be held accountable for energy use at their facility. The program was mandatory, but an incentive program was created to send money back to buildings that were successfully saving energy dollars. From that date forward, systems and processes were created to make electrical energy savings a top priority for the district. Their successes have been most impressive.

Natural gas initiatives were not ignored, but electricity clearly took priority. Natural gas expenditures represented a small percentage of the energy usage (7.56%), so it is understandable that the first step was in the area that would produce the most dramatic results.

FINDING

CCSD's energy conservation plan for electricity serves as a best practice for other school districts to emulate.

CCSD's approach to diverting dollars from energy costs to classroom use encompasses every aspect of a successful energy conservation program. It involves substantial training of key personnel, the complete engagement of all CCSD employees, and a close relationship with energy companies. Further, the program incorporates an incentive program for users, creating strong support among employees for efforts to minimize electrical consumption. The results that are being achieved make this school district a model for others to emulate.

Exhibit 5-19 presents the cost summary by energy type for CCSD. By far, the largest utility expense for the district is electricity. Of the total budget of $44,657,550, electricity accounts for 78.85 percent; water, 13.59 percent; and natural gas, 7.56 percent. Effort has been expended in all three consumption areas, and the results have been impressive.

EXHIBIT 5-19
COST SUMMARY BY ENERGY TYPE
2006

ENERGY CATEGORY	DOLLARS EXPENDED	PERCENT OF BUDGET
Electric	$35,212,285	78.85%
Water	6,070,510	13.59%
Natural Gas	3,374,755	7.56%

Source: Clark County School District, FASER report, 2006.

Exhibit 5-20 presents the results of the energy conservation program for electricity over an eight-year period, beginning in 1997, when energy cost avoidance for electricity amounted to $260,000. By 2004-05 the savings had grown to $6,109,000, a significant increase of $5,849,000. The district also reported that its energy savings from July 1, 2006, through January 31, 2006, totaled $4,808,320, which should result in a 2006 fiscal

savings of $7 million as projected in budget documents presented by the district. These results reflect the hard work and dedication of faculty and staff who are following a plan.

Between 2003-04 and 2004-05, the department successfully lobbied for additional auditors, explaining the significant jump in savings between these two years. The argument was made that these additional auditors would improve results by providing much more information directly to the consumers. Clark County officials reported that there was one inspector to 250 schools prior to the increase. Four inspectors were added as well as three additional technicians, so that the districts could respond more quickly to problems. The strategy worked. The return on investment was most impressive. CCSD leadership estimated that the additional expense of $700,000 was easily offset by the increased utility cost savings of $2,253,000.

EXHIBIT 5-20
ELECTRICITY COST AVOIDANCE
EIGHT-YEAR HISTORY

YEAR	COST AVOIDANCE
1997-98	$ 260,000
1998-99	548,000
1999-2000	933,000
2000-01	1,393,000
2001-02	3,024,000
2002-03	4,041,000
2003-04	3,856,000
2004-05	6,109,000
2005-06*	4,808,320

Source: Clark County School District, Operations Department, 2006.
*Denotes partial year

Exhibit 5-21 presents an eight-year history of cost avoidance savings and the rebate given to schools during that period. The total cost avoidance during the period from 1997 to 2005 was $20,164,000. A total rebate of $999,000, representing five percent of the savings, was distributed to the schools.

EXHIBIT 5-21
ELECTRICITY COST AVOIDANCE
EIGHT YEAR HISTORY
WITH REBATE

YEAR	COST AVOIDANCE	TOTAL $ REBATE
1997-98	$ 260,000	$ 38,500
1998-99	548,000	45,750
1999-2000	933,000	33,250
2000-01	1,393,000	42,250
2001-02	3,024,000	132,750
2002-03	4,041,000	172,500
2003-04	3,856,000	165,500
2004-05	6,109,000	368,500
TOTALS	**$20,164,000**	**$999,000**

Source: Clark County School District, Operations Department, 2006

During site visits and interviews, MGT consultants found that principals were very supportive of the energy savings program. Principals reported that faculty and staff were very understanding of the need to save energy in order to divert dollars to instructional programs, and that the district's energy conservation program was the major initiative to do so. During focus groups, custodians told MGT consultants that the energy program was important to them and that they played a critical role in it success. The contributions of the custodians have been acknowledged systemwide. The official Web site for the district's energy program frequently recognizes their dedication and hard work towards achieving energy efficiency. The most recent awards given to custodians and can be found at www.energy.ccsd.net. Key personnel acknowledge the critical role played by custodians in this plan, and custodians are proud of the contribution they make.

Every school district that is growing is challenged to increase budgets commensurate with the increasing demands being placed upon it by growth. The impetus to save energy dollars is critical to its ability to divert precious resources directly to classroom instruction. Without this program, the ability to respond to increasing needs would be exacerbated. The energy program is serving a vital role for this school district.

COMMENDATION

The Clark County School District's energy conservation program incorporates a comprehensive approach that produces significant savings. This program serves as a role model to all school corporations that are serious about saving energy costs.

FINDING

Historically, natural gas conservation efforts have not received the same emphasis as electricity conservation efforts. Previous audits by the Legislative Council Bureau for the state of Nevada (November 24, 2004) have chided the district for a lack of effort in this area. The district has initiated successful efforts to address these concerns.

CCSD has made significant progress in addressing concerns expressed in previous audits regarding its efforts to be more energy efficient with natural gas. In documentation provided by the district, **Exhibit 5-22** was prepared using information from an internal memo sent to the Energy Management Department. Fiscal year 2001-02 is compared to fiscal year 2004-05. An adjustment of .89 percent was made for the heating degree days times the number of square footage from FY 2004-05 times the current gas rate of 96 cents per therm. This resulted in a cost avoidance of $1,053,071 from the base year, even though the number of building square feet increased significantly.

EXHIBIT 5-22
NATURAL GAS CONSUMPTION
2001-02 and 2004-05

YEAR	DISTRICT SQ FOOT	THERMS/ SQ FOOT	HEATING DEGREE DAYS	SAVINGS
2001-02	22,200,000	0.173	2092	
2004-05	27,389,500	0.128	1856	$1,053,071

Source: Clark County School District, Energy Management Department, 2006.

The key to conservation efforts for natural gas is preventive maintenance. Three boiler technicians were added to the Maintenance Department to fine tune gas burners in boilers and air handling units. These employees are also responsible for repairing any gas leaks. The district has outlined efforts to conserve natural gas while maintaining a safe, healthy, and comfortable learning/working environment. These include the following initiatives:

- Performing efficiency tests on boilers and direct gas fired heat exchanger controls.
- Checking for gas leaks and making necessary repairs.
- Checking proper operation of mixed air controls to ensure only enough outside air is used to provide natural cooling and ventilation.
- Lowering building temperatures to 55 to 60 degrees when the building is unoccupied.
- Turning off exhaust fans in unoccupied buildings.
- Closing air dampers on the HVAC systems during the recovery period from night setbacks.
- Turning off domestic hot water heaters when buildings are unoccupied.
- Setting the hot water heaters at 120 degrees during occupancy.
- Reducing run times of the HVAC systems during the winter months.
- Keeping doors and windows closed as much as possible.

CCSD provides feedback to the buildings on how well they are complying with these guidelines. The district issues an Energy Audit Walk-Through Report on a regularly scheduled basis, now available electronically. This report is generated using the FASER Utility Tracking Program. Within that report to the building leadership is information pertaining to the following categories:

- Lighting

- Miscellaneous (fans, copiers, computers, water heaters, circulation pumps, and individual AC units)
- Doors
- HVAC (chiller operation times, air handler operation times, and building temperatures)

In addition to these critical data, cost estimates are provided for the infractions found within the building. With these data, it is very easy to understand how even the smallest infraction can amount to big dollars over a period of time. Multiply these seemingly small costs times the number of facilities operated by CCSD and the numbers become very significant. In interviews with MGT consultants, building principals and head custodians reported that this information is vital to their success. The cost data have proven successful in generating energy savings in electricity; they will prove to be equally valuable in containing costs for natural gas.

Energy initiatives include broad use of GSHP (geothermal) where conditions allow, including the first major installation in the Las Vegas valley at the Northwest Career and Technical Academy. Initiatives also include 4 x 12.5 kw solar installations (PV). The district is working with the Nevada Legislature to change the law so that large-scale wind power can be installed. Clark High School's solar panel array has been reactivated; the district has tested a prototype wind power generator at Sierra Vista High School; and low cost solar technology (silk screen on Mylar) is being investigated. All these initiatives will have implications for energy conservation efforts in CCSD, including in the area of natural gas.

COMMENDATION

CCSD is commended for the emphasis now being placed on reducing natural gas consumption.

FINDING

CCSD does not place as much emphasis on energy conservation for support buildings as it does for its other facilities.

District officials reported that the next area of emphasis needs to be support buildings. As their efforts continue to expand to include every area for energy conservation, it is logical that more emphasis be placed on support buildings.

RECOMMENDATION

Recommendation 5-9:

Include all support facilities in energy conservation plans for the district.

Implementation of this recommendation should lead to the establishment of a comprehensive energy management program that involves all facilities of the district.

Support facilities are not presently part of the energy conservation plans. Of the 30,167,262 square feet currently being used by the district, 614,155 square feet are for support facilities. Efforts are being expended towards energy conservation in every utility area for all other buildings. It is also important to include support facilities, if for no other reason than to demonstrate that leadership is willing to do what is being asked of others. Research strongly suggests that leadership that is willing to serve as a positive exemplar to others always achieves greater successes.

CORRECTIVE ACTION PLAN

1. The Director of the Energy Conservation Department should work with the supervisor of Comfort Solutions to develop strategies for energy conservation for all support facilities.	January 2007
2. The Director of Energy Conservation should review strategies with the Associate Superintendent of Facilities.	March 2007
3. The Associate Superintendent of Facilities should present the plan to the Superintendent.	September 2007
4. The Board should approve the plan (if applicable).	November 2007
5. The Director of Energy Conservation should deploy the plan.	December 2007

FISCAL IMPACT

The inclusion of the support buildings in the rigorous programs that have produced impressive energy savings for all the other buildings will increase the amount of dollars saved. Since its inception, the energy conservation program has produced a total cost avoidance of $20,164,000.

Assuming that the same strategies had been employed for support buildings over the same time period, an additional 68 cents per square foot could have been saved. (The total savings of $20,164,000 divided by 29,553,107, the district's total square feet less the support facilities, produces a savings of $0.68 per square foot, times 614,155 square feet of support space equals $419,036.)

The additional effort could produce an additional annual savings of approximately $419,000 per year in cost avoidance. The five-year total could be $2,095,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Include Support Facilities in Energy Conservation Measures	$419,000	$419,000	$419,000	$419,000	$419,000

FINDING

CCSD is following an aggressive water conservation plan.

On November 24, 2004, the Legislative Counsel Bureau for the state of Nevada issued its findings for an audit of the Clark County School District. Authorized under Chapter 5, Statues of Nevada 2003, 20th Special Session, the findings were critical of the efforts being made at that time to conserve water and natural gas. The report stated, "The district has made significant efforts to conserve electricity; however, natural gas and water conservation efforts have not received as much attention."

CCSD developed a Water Conservation Plan in January 2004. It revised this plan in February 2005 and again in April 2006. The importance placed upon water conservation in a desert community is profound. The issue goes far beyond saving money for instructional purposes, which is an important motivator for water conservation. It is a question of managing water consumption in a desert environment in order to foster growth and prosperity for the district and community. Understanding these dual driving forces explains the passion expended on water conservation. It is not just about compliance with the Southern Nevada Water Authority Drought Plan; it is about securing the future.

CCSD continues to make significant progress in efforts to conserve water. With clearly articulated plans firmly in place, the district will achieve greater cost containment results. To that end, CCSD has aligned its water conservation goals to those of the Las Vegas Valley Water District to "provide a conservation strategic planning process that will result in reducing consumptive and non-essential uses and waste 25 percent by 2010."

CCSD presently operates 312 school sites for a total of 4,622.17 acres. In 2003, the publicity generated by the media on water consumption by the district drew much attention to CCSD. The district was labeled as the greatest user of water in the area, consuming 2.876 billion gallons of water per year. The 2003 general fund budget required an expenditure of $5.88 million dollars to pay for this usage. The spotlight was focused on the division because of this publicity, requiring an immediate response.

Exhibit 5-23 illustrates the consumption, cost, and increases over the base year of 2002. The district continues to add schools and the land necessary to operate these schools. Given its tremendous growth, CCSD also estimates between 1,600 and 1,700 acres have been added for future school sites, which also require maintenance and care. High school facilities traditionally have four fields—soccer, football, softball, and baseball. Because of these factors, there has been a net increase of 18 percent from the base year, even though the total water consumption diminished. The data suggest that the district has achieved cost avoidance but not at a pace to balance the additional costs due to increases in land.

EXHIBIT 5-23
WATER CONSUMPTION COSTS
2002-05 SCHOOL YEARS

CALENDAR YEAR	TOTAL WATER CONSUMPTION (KGAL)	TOTAL COST	AVERAGE COST PER K-GAL	INCREASE IN COST OF WATER OVER BASE YEAR
2002	2, 875,792	$5,877,812.98	$2.04	0%
2003	2,527,762	5,276,102.34	2.09	2.5%
2004	2,609,781	6,215,153.62	2.38	17%
2005	2,513,235	6,064,383.04	2.41	18%

Source: Clark County School District, Energy Management Department, 2006.

Exhibit 5-24 presents further evidence of cost avoidance. The growth in the number of acres for the district has been significant. In 1990, CCSD was responsible for 671 acres; by 2005 that number had increased to 2,096. The acre foot costs per acre show a consistent decrease since 1990. Consequently, the district had a 41 percent drop compared to the 1990 base year.

EXHIBIT 5-24
WATER CONSUMPTION INCREASES/DECREASES
1990-2005 SCHOOL YEARS

CALENDAR YEAR	NUMBER OF SCHOOL SITES	TOTAL SCHOOL LANDSCAPE ACREAGE	TOTAL WATER CONSUMPTION (KGAL)	ACRE FOOT PER ACRE	YEARLY % INC/DEC FROM 1990	YEARLY % INC/DEC FROM 2000
1990	133	617	1,278,406	6.36	0	+13%
2000	248	1,530	2,844,381	5.70	- 12%	- 0
2001	264	1,609	2,612,240	4.98	- 22%	- 13%
2002	272	1,685	2,875,792	5.24	- 18%	- 8%
2003	289	1,795	2,527,762	4.32	- 32.1%	-24.3%
2004	301	1,933	2,609,781	4.14	-35%	-27.4%
2005	313	2,096	2,563,235	3.75	-41%	-34.2%

Source: Clark County School District, Energy Management Department, 2006.

Both **Exhibits 5-23** and **5-24** show the progress being made as well as the challenges faced by CCSD. Growth has been and will continue to be a profound variable in water consumption. Constant vigilance must be exercised if the district is to be successful in its endeavors to conserve water. The Water Conservation Plan articulates these efforts in a clear, concise manner. Six goals have been established for existing buildings and two goals for new construction. Collectively, these eight goals represent a comprehensive approach to water conservation efforts.

The first goal for the district is turf removal. To that end, 300,000 to 500,000 square feet of non-functional aesthetic or full parameter grass has been scheduled for removal. One million dollars was expended for 10 schools; 414,457 square feet were removed by contract and an additional 17,920 square feet were removed by staff.

Exhibit 5-25 identifies the projects for 2005. A total of 432,377 square feet have been slated for removal. The coordinator for these projects reported to MGT consultants that progress had been made. The plan includes a priority system to identify future projects.

The division is also exploring the feasibility and cost-effectiveness of using artificial turf. It was reported to MGT consultants that the desert heat makes this solution suspect because of the cost involved in installing an artificial surface and the length of time for serviceability due to extreme heat. Artificial turf was installed at Valley High School, Clark High School and Legacy High School, and there are plans to install this turf at Rancho High School.

EXHIBIT 5-25
TURF REMOVAL PROJECTS
2005

PROJECTS	TURF REMOVAL SQ. FT.
Greenspun MS	121,150
Orr MS	49,069
Durango HS	25,369
O'Callaghan MS	13,348
David Cox ES	13,956
Ann Lynch ES	10,000
Green Valley HS	31,673
Cimarron-Memorial HS	96,707
Harley Harmon ES	16,615
Guinn MS	36,570
Bertha Ronzone ES	8,000
Laura Dearing ES	5,100
Claude & Stella Parson ES	1,920
Elaine Wynn ES	2,900
TOTAL	**432,377**

Source: Clark County School District, Energy Management Department, 2006.

COMMENDATION

The Water Conservation Plan is an aggressive approach that is resulting in water consumption cost-avoidance for the district.

FINDING

The district lacks school incentives for achieving water conservation and a broad-based support group for water conservation efforts.

The district has not developed an incentive program that rewards schools for achieving water conservation results and public support has not been forthcoming.

The district needs to better communicate to the public that a balance is needed between the aesthetic appearance of the schools and what is possible to achieve within a desert

environment in a cost-effective manner. Publicity on the district's water conservation efforts has not always been positive. There appears to be a disconnect between two opposing needs. On the one hand, the public wants to see beautiful outside facilities, especially sports facilities. On the other hand, these facilities are located in a desert, where keeping grass green requires significant effort and expense. The leadership of CCSD has expressed frustration about this lack of congruency and the criticism that has been leveled at the district in the past.

Water conservation efforts will never be totally successful unless the faculty and staff become more engaged in making contributions to these efforts. CCSD needs to develop strategies to garner internal support for these efforts rather than designating one department as the "water police" for the district. This responsibility is a shared one and all must be involved in making these efforts understood and supported.

RECOMMENDATION

Recommendation 5-10:

Implement an incentive program that rewards schools for achieving water conservation results.

Consideration should be given to creating an incentive program for the middle and high schools for water conservation efforts. These incentives should target the key audience that could contribute significantly to producing positive results. In interviews with MGT consultants, leadership reported that the toughest audiences for these initiatives were the coaches and athletic directors. No criticism is intended for either party; their goals appear to be different. A financial incentive program should go a long way towards winning their support and funneling much needed dollars into their financially strapped programs. As has been the case with the electricity rebate program, it is a win-win situation. An incentive program would get the schools' attention and make for better understanding of the importance of a water conservation program. It would also lessen the burden placed on this department by engaging others in the deployment of the plan.

It will require additional thought and conversations with key user groups to make such a program work as well as the energy conservation program for electricity and natural gas. The district has proven experiences in incentive programs and will, undoubtedly, know how best to structure a water conservation incentive program.

In interviews with MGT consultants, the department recognized that engaging the staff in this process is important to achieving a successful effort for water conservation. At present, the department does not enjoy the community support and admiration it deserves for the efforts that have already been expended. The efforts in water conservation have gone unnoticed by the community, faculty, and staff. Changing this paradigm needs to begin by creating other ambassadors for water conservation. Those ambassadors can be found within the faculty and staff of CCSD.

CORRECTIVE ACTION PLAN

1. The Coordinator of Landscaping and Grounds should develop a plan for distribution of financial incentives to buildings with successful water conservation efforts.	January 2007
2. The Coordinator of Landscaping and Grounds should review the process with the Director of Operations and other key decision-makers as determined by the Director of Operations.	March 2007
3. The Director of Operations should submit the proposal to the Associate Superintendent of Facilities.	September 2007
4. The Associate Superintendent of Facilities should submit the proposal to the Superintendent for approval (if applicable).	November 2007
5. The Coordinator of Landscaping and Grounds should implement the Incentive Plan.	December 2007

FISCAL IMPACT

Establishing a modest goal of 5 to 10 percent savings in water conservation would be achievable for a district that understands incentive programs as well as CCSD. Water conservation efforts achieved a savings of $150,770 between 2004 and 2005 (2.5%) in spite of increases in both the cost of water and the amount of land the district had to manage.

MGT recommends that an incentive program be established to increase efforts by key user groups to participate in a conservation effort. By way of illustration, a five percent savings could produce an annual savings of approximately $300,000, half of which could be used to establish the incentive program for schools, the other half resulting in a cost-avoidance for the district.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Implement an Incentive Program	$150,000	$150,000	$150,000	$150,000	$150,000

FINDING

The district's current goal-setting process for water conservation lacks clarity.

For example, the fourth goal of the Water Conservation Plan is stated as follows:

> ***SCHOOL PARTICIPATION:*** *Provide watering program information to the individual schools and work with administration to better fit their needs.*

This language does not reflect a clearly articulated goal for the district. As it is currently worded, the "goal" does not clearly state what the district wishes to accomplish in the long-term to achieve water conservation. It does not state who will achieve what, by when, and how.

The present goal pertaining to "School Participation" is more representative of a strategy than a goal. The larger purpose is to engage the buildings more in efforts to conserve water, and including additional information will help achieve this. Rewritten in a Specific, Measurable, Actionable, Reasonable, and Time Bound (SMART) format, the goal might read as follows:

SMART GOAL: In coordination with building leadership, the CCSD Energy Management Department will achieve a cost avoidance of 10 percent by 2010 by creating an incentive plan that rewards schools for success.

Action Steps:

1. Provide watering program information to individual schools to enhance their knowledge of the importance of water conservation by August 2006.

2. Meet with building leadership to develop a specific incentive plan to reward successful efforts in water conservation by October 2006.

3. And so on…

Strengthening the goal-setting process will allow the district to articulate the right goals in a more concise manner. It is important to articulate CCSC goals in a SMART format if the district is to be successful at communicating the long-term goals for water conservation and engage others in the successful deployment of the action steps necessary to do so. The present language does not allow this to happen.

RECOMMENDATION

Recommendation 5-11:

Rewrite the goals for the Water Conservation Plan using the SMART goal format.

Rewriting this goal in a SMART format should facilitate the initiatives needed to garner support for energy conservation efforts, an important endeavor for the district. Using this format is in alignment with ISO 9001 standards and expectations—one of the strategies already adopted by the department. Setting SMART goals takes the goal-setting process to another level, requiring a more rigorous approach. Using the SMART format should build upon the process currently in place.

There are numerous sources to learn more about this process. The following is adapted from Paul J. Meyer's *Attitude is Everything*. SMART goals must contain the following elements:

S – Specific: A specific goal has a much greater chance of being accomplished than a general goal. To set a specific goal you must answer the six W questions:

*Who: Who is involved?
*What: What do I want to accomplish?
*Where: Identify a location.
*When: Establish a time frame.
*Which: Identify requirements and constraints.
*Why: Specific reasons, purpose, or benefits of accomplishing the goal.

M – Measurable: Establish concrete criteria for measuring progress toward the attainment of each goal. When progress is measured, the organization will stay on track, reach target dates, and experience the exhilaration of achievement that causes continued effort required to reach the goal.

A – Actionable: When identifying goals that are important, ways will be discovered that can make them become a reality. Goals are impossible to attain unless each goal is broken down into the specific actionable steps necessary to accomplish that goal. Only then does the goal become manageable.

R – Reasonable: To be reasonable, a goal must represent an objective toward which the organization is both willing and able to work. A goal can be both high and realistic; every goal represents substantial progress. The goal is probably realistic if the organization truly believes that it can be accomplished.

T – Time Bound: A goal is time-bound when specific timelines are established for each action step of the goal.

CORRECTIVE ACTION PLAN

1. The Coordinator of Landscaping and Grounds should research the SMART goal format.	January 2007
2. The Coordinator of Landscaping should develop a draft of goals, rewritten in this format.	March 2007
3. The Director of Operations should review the goals with key decision-makers.	September 2007
4. The Director of Operations and Coordinator of Landscaping and Grounds should submit the SMART goals to the Associate Superintendent of Facilities for approval.	November 2007
5. The Coordinator of Landscaping should implement the SMART Goals and Action Steps.	December 2007 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

6.0 PERSONNEL MANAGEMENT

6.0 PERSONNEL MANAGEMENT

This chapter presents findings and recommendations relating to the overall organization and management of human resources and personnel services in the Clark County School District (CCSD). The major sections include:

6.1 Personnel Management and Planning
6.2 Policies, Procedures, and Personnel Records
6.3 Job Descriptions
6.4 Employment of Personnel
6.5 Employee Compensation and Benefits

CHAPTER CONCLUSION

The large increase in student enrollment over the past several years has had a marked effect upon the management of human resources. The Human Resources Division (HR) has had to come up with innovative ways to keep up with the need for more teachers while ensuring that enough new administrative, technical, professional, and auxiliary staff are hired as well.

Overall, HR has effectively provided employees with personnel services that meet the demands of a large district. With the Enterprise Resource Planning (ERP) integrated software system to be implemented in the coming months, the processes of managing this large workforce will become even more efficient and personnel reporting will improve.

In 2004, the Nevada Legislature conducted a legislative audit of CCSD. The Human Resources Division was part of the audit, and the auditors commended HR for its accomplishments in the recruiting, hiring, and inducting processes. The recruitment and hiring processes were reviewed again for this report, which also addresses other personnel management services, such as interest-based bargaining, personnel procedures, the imaging of personnel records, job descriptions, recruitment and retention of teachers, the lack of substitutes, and low teacher salaries.

The following areas merit commendation and are discussed in detail later in this chapter:

- The Human Resources Division is commended for obtaining certification in the ISO 9001 quality management system for continual improvement in its management of personnel and human resources services to district employees **(Page 6-6)**.
- The Clark County School District and the four employee associations are commended for applying interest-based bargaining in their negotiations **(Page 6-7)**.
- The Human Resources Division of CCSD is commended not only for following the sound business practice of placing written procedures, copies of personnel forms, and process mapping on the Intranet for use by HR staff and other employees, but also for cross-training HR staff **(Page 6-10)**.

- The Clark County School District is commended for outsourcing its imaging needs and maintaining personnel records electronically **(Page 6-11)**.

- The Clark County School District is commended for implementing ongoing and aggressive efforts to recruit teachers through recruitment trips, and by offering incentives and alternative routes to teacher licensure **(Page 6-21)**.

- The Clark County School District and the Clark County Education Association are commended for developing and conducting a comprehensive customer satisfaction survey (*Teaching and Learning Conditions)* and the follow up to this survey that is under way to improve teaching conditions, which in turn will further assist the district in teacher retention **(Page 6-25)**.

- CCSD is commended for adopting a personal leave policy that rewards teachers for near perfect attendance and reimburses them when personal or universal leave is not used in a given year **(Page 6-31)**.

The following recommendations are proposed in this chapter:

- Dispose of personnel/employee record documents once those documents are imaged into an electronic personnel record file **(Page 6-12)**.

- Review, update, and/or develop job descriptions for each position in the Clark County School District, standardize the format, then systematically review and update all descriptions at least every three years **(Page 6-14)**.

- Develop a written recruitment plan, including a mission statement, goals, objectives, budget requirements, a needs assessment, an analysis and evaluation of past efforts, statistical analysis of recruitment efforts, and strategies for future efforts **(Page 6-22)**.

- Examine the qualifications and incentives for hiring substitutes to enable CCSD to increase its substitute pool **(Page 6-28)**.

- Continue to examine beginning teacher salaries as well as all other teacher salaries in comparison to those of competitor school districts and make adjustments as budget allows **(Page 6-38)**.

FISCAL IMPACT OF RECOMMENDATIONS

There are no fiscal impacts associated with any of the recommendations in this chapter.

BACKGROUND

An experienced Associate Superintendent with over 30 years of district experience oversees the Clark County School District's Human Resources Division. Staffed by more than 160 employees, the division is responsible for:

- interpreting and recommending personnel policy and procedures;
- preparing and revising job descriptions;
- overseeing the recruitment of teachers;
- monitoring licensure of teachers;
- processing applications for employment;
- participating in district negotiations with the four district associations;
- processing recommendations for employment of personnel;
- tracking employee qualifications, certifications, assignments, promotions, transfers, resignations, and retirement;
- implementing salary schedules;
- handling employee complaints and grievances;
- monitoring employee appraisals; and
- overseeing employee relations.

Exhibit 6-1 depicts the organizational structure of HR. As shown, the division is divided into two major departments, the Department of Licensed Staff and the Department of Support Staff, each of which is overseen by an Executive Director. The division is in the process of reconstructing the building and reorganizing staff pending the implementation of the initial stage of ERP. The staff of the Human Resources Division will divide into Pre-Hire/Recruitment and Post-Hire offices.

One of the major functions of the division is ensuring that all 317 schools and regional and district offices are staffed. The district employs 35,212 people, including full-time, part-time, substitute, and temporary workers. Of the 35,212 employees, 3,466 are substitute teachers and another 2,516 are temporary and part-time workers. One of the most labor-intensive efforts in the division is the annual hiring of over 3,000 teachers. At this writing, the division is predicting that an estimated 3,500 to 4,000 teachers will be needed for the coming school year. Almost 70 percent of newly hired teachers come from out of state. Thus, recruiters travel the country in search of candidates.

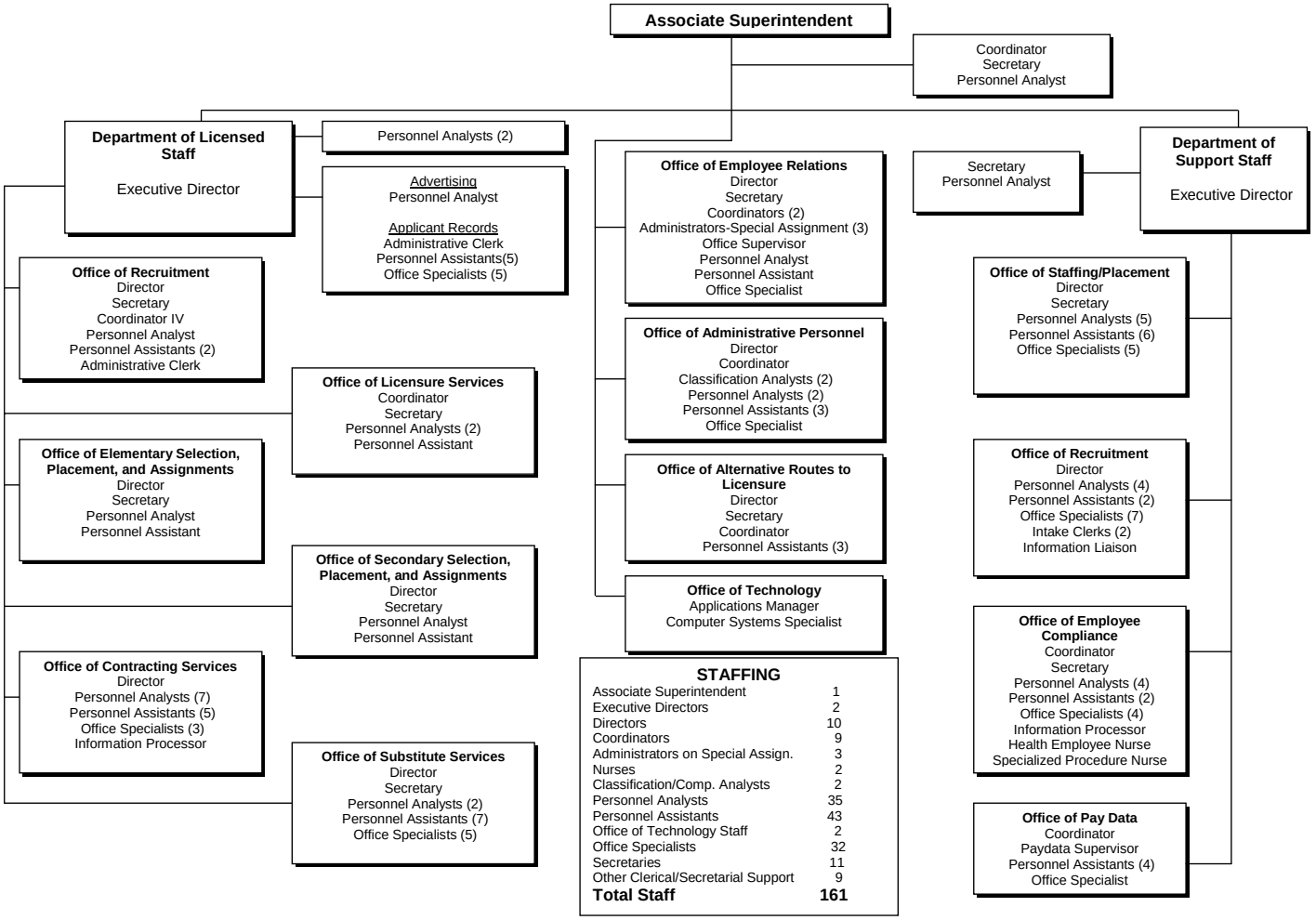
The Human Resources Division is held accountable for planning, implementing, and maintaining a sound system of personnel services and human resources management that complies with the State of Nevada's regulations and is consistent with the mission and policies of the Clark County School District.

METHODOLOGY

The methodology used in the analysis, review, and development of recommendations and commendations for this chapter consisted of the following:

- On-site interviews with 17 staff member in the Human Resources Division, including the Associate Superintendent, Executive Directors, and nearly all directors, with many follow-up calls.

EXHIBIT 6-1
CLARK COUNTY SCHOOL DISTRICT
HUMAN RESOURCES DIVISION
ORGANIZATIONAL CHART
JUNE 2006



Source: Created by MGT of America, 2006.

- Review of documents provided by the Human Resources Division such as policies, regulations and procedures; association contracts; job descriptions; salary schedules; and statistical reports on recruitment, teacher absences, teacher and support staff turnover, and substitutes.

- Review of the CCSD Web site as well as Web sites of peer districts and additional districts for data and information.

- Examination of electronic personnel files.

- Observation of workloads of division staff.

- Review of media articles, educational research articles, and other related documents.

6.1 Personnel Management and Planning

This section describes the planning, implementation, and maintenance of a sound system of personnel and human resources management, and examines the effectiveness of these services in CCSD.

FINDING

The Human Resources Division is certified in the district's ISO 9001 quality management system, which CCSD adopted in 2000. Known in the district as the Management Process System (MPS), the system provides departments with an internationally recognized set of quality management standards that help to:

- foster better communication;
- promote teamwork;
- improve performance; and
- provide value to a department's customers.

The MPS office has trained staff members of departments in obtaining ISO certification through courses such as MPS basic training, process mapping, process auditors training, and document control basics.

Through MPS, a department is able to identify and document best practices, recognize gaps in the system that hamper performance and produce inconsistent outcomes, and encourage the highest standards for performance. A *Process Corrective Action* form allows employees to express concerns about procedures and processes within the school district so appropriate action can be taken. The system allows for the resolution of customer (employee) concerns.

COMMENDATION

The Human Resources Division is commended for obtaining certification in the ISO 9001 quality management system for continual improvement in its management of personnel and human resources services to district employees.

FINDING

The district and the four employee associations are successfully using interest-based bargaining as a problem-solving approach to negotiations. The four associations include:

- the Clark County Association of School Administrators and Professional-Technical Employees;
- the Clark County Education Association;
- the Education Support Employees Association; and
- the Police Officers Association of the Clark County School District.

The negotiated agreements between CCSD and three of the four associations were finalized in the fall of 2005 and remain in effect until June 30, 2009. The Police Officers Association agreement was negotiated in 2003 and expires in June 2007.

The Associate Superintendent of HR is the chief negotiator for CCSD in discussions with the four associations. Since 2003, the district and the association have employed the basic principles of interest-based bargaining in their relationship with each other. Interest-based bargaining, also known as win-win, integrative, principled, collaborative, and mutual gain, approaches negotiations based on:

- identifying an issue (problem);
- reaching consensus/agreement on the issue;
- identifying interests separate and/or mutual;
- reaching consensus on mutual interests;
- identifying options;
- evaluating the options based on agreed to standards and measures; and
- reaching consensus on which option to use and/or to incorporate.

According to the Associate Superintendent, this approach has led to better relationships between the associations and the district. Interviews with negotiators in other states and with representatives of the Federal Mediation and Conciliation Service confirm that this approach, properly utilized, leads to better relationships with employee groups and the mutually agreeable solution of important problems.

COMMENDATION

The Clark County School District and the four employee associations are commended for applying interest-based bargaining in their negotiations.

6.2 Policies, Procedures, and Personnel Records

State and local policies governing personnel issues are set forth in the manual *Clark County School District Policy and Regulations* (Section 4: Personnel). Employment of personnel, staffing allowances, assignments/reassignments, health, payroll, evaluations, absences, and leave are but a few of the subjects covered. Functions that are not covered in the policy manual or covered only cursorily are addressed in the negotiated agreements with the four associations that represent employees. For instance, the agreements provide detailed information on grievances, leave, and salary schedules.

FINDING

Procedures and related forms that guide HR staff members through the process of performing a specific personnel service or function are posted on the division's Web site and can be accessed internally by HR staff, thus permitting more efficient use of staff time. Additionally, comprehensive provisions are made to ensure the cross-training of staff so that efficient processing of personnel can take place in the absence of an assigned employee.

Exhibit 6-2 provides an example of the processing of an employee who has retired, resigned, passed away, or been dismissed or terminated from CCSD. As shown, a process map is included in the procedure. The form to be used is identified along with the process.

These procedures are the result of the district's Management Process System. Enabling staff to pull up procedures on-line reduces the amount time and work that is involved in developing an office procedural manual to instruct new hires or substitutes within the division. The ability to quickly reproduce written procedures on-line represents a cost savings to HR.

Procedures that are well written and detailed help to protect the knowledge accumulated within the division. As experienced employees leave, new employees have the benefit of years of experience captured into written procedures and processes. Such recorded procedures and processes can also serve as the basis for training new employees and even as a tool for evaluating personnel employees based on their adherence to these practices.

Staff in HR are cross-trained. The Executive Directors ask each division staff employee with whom the employee might like to pair to be cross-trained in the other's position. An effective practice such as this allows all staff to become aware of each other's responsibilities and to develop the ability to step into a different role. It can even lead to the promotion of the staff member because of knowledge and experience in the many functions of the division.

EXHIBIT 6-2
SAMPLE OF PROCEDURES

WARNING: ONLY ELECTRONIC VERSIONS ARE CONTROLLED

CCF-164 PROCESS
HRD – SUPPORT STAFF

DOC# HRD-P110

Date: 01-February-2006

1.0 RESPONSIBILITY:

1.1 It is the responsibility of the Associate Superintendent, Human Resources Division, to oversee and ensure that the requirements of this procedure are being followed.

2.0 PROCESS INPUT:

2.1 CCF-164

3.0 DEFINITIONS:

3.1 CCSD: Clark County School District

3.2 CCF-164: Notice of Resignation/Retirement/Leave of Absence form

3.3 SSPD: Support Staff Personnel Department

3.4 LOA: Leave of Absence

3.5 PERS: Public Employees' Retirement System of Nevada

4.0 PROCESS DESCRIPTION:

4.1 A CCF-164 must be processed by SSPD when an employee is placed in LOA status, retires or resigns from a position, passes away, loses PERS benefits or is otherwise dismissed or terminated from the Clark County School District.

4.1.1 The employee or department generates a CCF-164 and it is date stamped upon receipt by SSPD.

4.2 The CCF-164 is routed through the Paydata Administrator for approval.

4.2.1 If the CCF-164 is requesting a LOA it will be forwarded to the appropriate SSPD Personnel Analyst for approval.

4.2.2 If the CCF-164 is due to death or retirement it will be forwarded to the appropriate administrator in charge of retirement.

4.2.3 All other CCF-164's skip steps 5.2.1 and 5.2.2 and proceed to 5.3.

4.3 The Paydata Accounts Supervisor, or their designee, will complete final pay information on CCF-164 ("Last Day of Paid Compensation" and "Final Pay Date"), and notify SSPD Benefits department and PERS of termination.

4.4 The Paydata Assistant will terminate employment status on Mainframe, process vacation and compensatory time payoff, if eligible, and update Paydata History Card.

DOC# HRD-P110, Rev. A Date: 01-February-2006 Page 1 of 3

EXHIBIT 6-2 (Continued)
SAMPLE OF PROCEDURES

4.5 SSPD will enter appropriate, terminated, employment status on ATS, provide original CCF-164 to the file room for imaging, terminate employee personnel file and notify Personnel Analyst responsible for staffing affected location.

5.0 SUPPORTING DOCUMENT REFERENCES:

5.1 CCF-16

6.0 RECORD RETENTION TABLE:

Identification	Storage	Retention	Disposition	Protection
CCF-164	Hard copy in SSPD personnel file. Electronic copy imaged.	Permanent	Permanent	Electronic back up

7.0 DOCUMENT REVISION HISTORY:

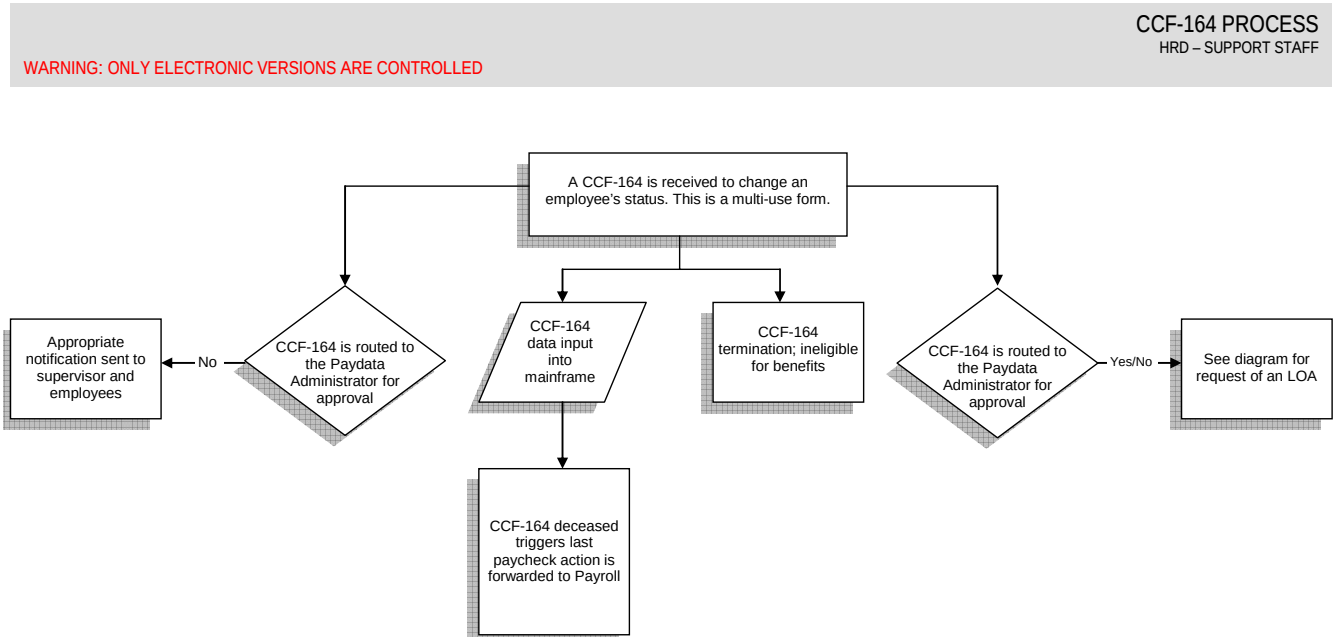
Date:	Rev.	Description of Revision:
01-Feb-06	A	Initial Release of the document

8.0 PROCESS OUTPUTS:

8.1 Proper processing of CCF-164 received from Support Staff and School Police employees of the Clark County School District.

THIS DOCUMENT APPROVED BY (Reference Document Control Form):
Associate Superintendent, Human Resources Division, CCSD

EXHIBIT 6-2 (Continued)
SAMPLE OF PROCEDURES



Source: Clark County School District, Human Resources Division, Department of Support Staff, May 2006.

COMMENDATION

The Human Resources Division of CCSD is commended not only for following the sound business practice of placing written procedures, copies of personnel forms, and process mapping on the Intranet for use by HR staff and other employees, but also for cross-training HR staff.

FINDING

District personnel record files are maintained electronically, thus saving staff time and effort.

Three years ago, CCSD purchased the services of an imaging firm to scan all vital district documents. Prior to outsourcing, district departments that maintained student and personnel records had some capacity to image documents, but the volume of documents became excessive and the imaging equipment outdated.

Maintaining paper personnel/employee record files was particularly burdensome for HR staff prior to outsourcing as the volume of personnel documents that had to be scanned and maintained in hardcopy personnel file folders continued to increase. Some employee files were so large that the file folder became cumbersome to handle. As the number of new employees hired each year increased, so did the volume of folders. Further, some administrators had to travel great distances to review an employee's file,

requiring extra time and effort on their part. Much of this effort and time is now alleviated because of the imaging of all employee records and the maintenance of these personnel files in an electronic format that can be easily accessed by HR staff and all appropriate administrators.

The district pays a fee for document preparation, image capture, manual data entry, barcode data capture, loading and, monthly storage (archive/recover), trip charge (per page fee) for pickup and delivery. Several departments use this service and are charged according to usage, including Student Services, Human Resources, and Facilities. HR is one of the high-volume users as all employee personnel files are imaged.

Imaged documents are placed into an electronic file according to the following categories, which makes accessing particular documents even easier:

- Pre-hiring documents (applications, references, transcripts).
- Compensation and benefits (contracts, letter of intent).
- Evaluations/performance reviews.

Appropriate staff receive an access code so that they may go into the system and retrieve the document sought. Another feature of the electronic record file is the ability of the system to pull up certain pieces of employee information quickly and easily. Further, storage space is saved and large bulky files are eliminated.

COMMENDATION

The Clark County School District is commended for outsourcing its imaging needs and maintaining personnel records electronically.

FINDING

The Human Resources Division is maintaining hardcopies of documents that already are imaged, which is neither necessary nor an efficient use of time and effort.

According to Nevada Statutes (NRS 239-051 – Reproduction of Public Records before Destruction:

> *…any custodian of public records in this state may destroy documents, instruments, papers, books and any other records or writings in his custody if those records or writings have been placed on microphotographic film, or if the information they contain has been entered into a computer system which permits the retrieval and reproduction of that information.*

Personnel documents are picked up by the imaging firm about every two weeks. The files are imaged and then returned to HR. HR staff then prepare the returned hardcopies for storage. The boxes are labeled for identification and then await removal to district warehouses.

MGT observed stacks of boxes awaiting pickup for storage, which were consuming usable HR space. Space is still available at district warehouses for storage of archived

documents, but with the continual increase in new employees even that space could eventually be depleted.

If the practice of storing paper documents that have already been stored electronically continues, the task of document management will become more expensive and time consuming. Document imaging offers the following advantages and benefits that are negated with the continued practice of storing paper files:

- minimizing paper storage;
- eliminating manual searches;
- improving information availability and retrieval;
- increasing information security;
- reducing storage costs; and
- enhancing customer service.

RECOMMENDATION

Recommendation 6-1:

Dispose of personnel/employee record documents once those documents are imaged into an electronic personnel record file.

One important reason for imaging is to free up storage space and eliminate the need to maintain large volumes of paperwork. Once personnel documents are imaged, hardcopies of those documents should be destroyed. A system of checks and balances will be required to ensure that the imaging company has successfully imaged the personnel records documents. HR might want to maintain some backup documents, such as copies of licenses, but storage of a few pieces of paper is not likely to take up as much space as maintaining every personnel document required in an employee's record file.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Human Resources should instruct appropriate staff in the Licensed Personnel and Support Personnel Departments who readied documents for imaging pickup to develop a procedure for ensuring that all records has been imaged accurately once those hard copy documents are returned to the departments.	January 2007
2. Once the procedure is established and approved by the Associate Superintendent of Human Resources, the hard copy records should be destroyed.	February 2007 and Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources. Staff will need to spend time performing accountability procedures, but no more time they currently spend readying boxes for storage.

6.3 Job Descriptions

Job classifications and well-written job descriptions are necessary for effective personnel management. Job standards for particular types of jobs are set when a description of a job is clearly stated, and the assignment of pay grades is more easily accomplished when a job description has all the necessary components. Job descriptions clarify performance expectations and can serve as a basis for annual performance evaluations. More importantly, job descriptions are becoming increasingly important in defending workers' compensation claims, unemployment claims, and civil lawsuits.

FINDING

Job descriptions for some employee positions are unavailable, inconsistent, incomplete and/or undated, creating potential difficulties in defending actions resulting from employment termination, workers' compensation claims, and other matters.

Key elements of job descriptions of licensed and administrative/professional-technical staff are missing; in some cases, no job description is available. Job descriptions for licensed, administrative, and support personnel are maintained in three departments—Licensed Personnel, Support Staff Personnel, and Administrative Personnel. Each of these departments is responsible for seeing that job descriptions are updated and maintained on file.

Currently there are over 350 support staff positions. Job descriptions for these positions are posted on the CCSD Web site. The job descriptions contain nearly all needed elements with the exception of stating the immediate supervisor of the position or if the position is supervising other employees.

Job descriptions of support staff positions were reviewed in 2005 when a Classification and Compensation Study was conducted for the Support Staff Personnel Department. Plans are under way to review job descriptions annually. Heads of division departments and offices will review position descriptions for those under their supervision.

Job descriptions for licensed positions are not posted on the district Web site. Licensed personnel include classroom teachers, guidance counselors, reading coaches, facilitators, library media specialists, and project managers. The job descriptions reviewed for these positions were inconsistent in format and content; problems included:

- missing qualifications;
- inconsistent labeling of qualifications;
- inclusion of mental/physical demands in some while not included in others; and
- inconsistent labeling of responsibilities.

Required qualifications for guidance counselors, library media specialists, and licensed facilitators are not listed. The format is inconsistent—some headings are bolded, others not; some components are numbered, others not. More importantly, none contain a date

of revisions, so it is impossible to tell if the description had ever been reviewed or updated.

Job descriptions for administrative/professional-technical staff do not contain the necessary components either. While the descriptions clearly list responsibilities of the position, minimum qualifications and position expectations are not always included. The job descriptions reviewed were not job descriptions but rather job postings that were developed when an administrative position became vacant. In the job description, salary and directions for applying were listed along with the closeout date. Few specified the date as to when the description had been written or indicated when it had been reviewed or revised. Administrative job descriptions are maintained in the office of administrative hiring and are not posted on the CCSD Web site.

Exhibit 6-3 shows elements of a well-written job description.

RECOMMENDATION

Recommendation 6-2:

Review, update, and/or develop job descriptions for each position in the Clark County School District, standardize the format, then systematically review and update all descriptions at least every three years.

Administrative/professional-technical and licensed positions and responsibilities should be reviewed regularly and be specific to the complexity of the job. Basic qualifications such as licensing and training should be included in each job description. The format should be standardized to ensure consistency, clarity, and meaning.

EXHIBIT 6-3
ELEMENTS OF AN EFFECTIVE JOB DESCRIPTION

JOB DESCRIPTION CONTENT
Header: ■ Job Title: ■ School/Department: ■ Reports to: ■ Supervisor's Superior: ■ Supervises: ■ Pay Grade: ■ Job Code: ■ Overtime Status:
Main Body: ■ Job Goal: ■ Qualifications: ■ Knowledge, Skills, and Abilities: ■ Performance Responsibilities (Essential Functions): ■ Performance Responsibilities (Other Duties & Responsibilities): ■ Physical Demands (from supplement*): ■ Work Environment (from supplement*): ■ Terms of Employment: ■ Evaluation:

EXHIBIT 6-3 (Continued)
ELEMENTS OF AN EFFECTIVE JOB DESCRIPTION

JOB DESCRIPTION CONTENT
Footer:
■ Date (Developed or Revised):
■ Board Action if Any:
■ Prepared by:
■ Approved by:
■ Work Locations Name:
■ Telephone Number:
■ HRS Review (with Date):

Source: Created by MGT, 2000.
*A supplement to a job description describes the machines, tools, and equipment that the employee will be required to use in the performance of the job. The physical requirements (sedentary, light, medium, heavy work) and activity (sitting, climbing, bending, twisting, reaching) are also described in the supplement, as are working conditions (outdoor, indoor, cold, heat, noise, and hazards).

Maintaining updated job descriptions should provide an effective tool for communicating expectations to current and prospective employees. All job descriptions should be placed on the district's Web site, and employees should be instructed to review their job description on-line and maintain a copy for their records. Each new hire should be provided a copy of his or her job description.

Well-written job descriptions can serve as a basis for annual evaluations and can be used in defending workers' compensation claim or civil lawsuits.

Job descriptions for support staff have been reviewed, dated, and posted on the district's Web site. Thus, this much of the recommendation has already been accomplished for support staff, whose job descriptions may only need to be tweaked for consistency. The Support Staff Personnel Department intends to review these documents more frequently than every three years.

The Human Resources Division should establish an overall procedure for reviewing and updating job descriptions at least on a three-year cycle, with one-third of the job descriptions reviewed each year.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Human Resources and the two Executive Directors should develop a plan to update, rewrite, or develop job descriptions for all district positions, ensuring that these descriptions contain all necessary elements are formatted consistently, organized clearly, and dated.	January 2007
2. Once the plan is developed, staff in each department should begin the process of reviewing, editing, and rewriting current job descriptions that have not been updated and developing job descriptions for those positions for which none exits.	February – April 2007

3. Once the job descriptions have been standardized, the Associate Superintendent of Human Resources should give final approval and instruct staff to place them on the Web site and notify employees of the location. — May 2007

4. The Associate Superintendent of Human Resources should see that the newly revised job descriptions are given to respective new hires, verify that the originals are maintained in the Human Resources Division in binders or are on file, and ensure that job descriptions are updated at least every three years on a rotating basis. — June 2007

FISCAL IMPACT

This recommendation can be accomplished with existing resources. Staff time will be required to revise, rewrite, and develop job descriptions.

6.4 Employment of Personnel

The Human Resources Division is responsible for maintaining an adequate workforce by ensuring that all available positions are filled. To maintain appropriate staffing levels, the department monitors the positions allocated to schools and departments, and ensures that personnel are recruited, hired, and processed to fill them.

CCSD is the fifth largest school district in the country and employs over 30,000 people. The Human Resources Division is charged with overseeing this large workforce and ensuring that all positions are filled when vacancies occur.

Exhibit 6-4 provides a brief overview of the number of full-time, part-time, substitute, and temporary employees in the district as of April 2006. The exhibit shows the three major employee classifications—administrative/professional-technical with 1,253 employees; licensed with 17,353; support staff with 10,485; and school police with 139, for a total of 29,230 full-time employees.

EXHIBIT 6-4
CLARK COUNTY SCHOOL DISTRICT
EMPLOYEES
2005-06

CLASSIFICATION	NUMBER OF EMPLOYEES
Administrators and Professional-Technical Staff	1,253
Licensed Personnel	17,353
Support Staff	10,485
School Police	139
Total Full-time Employees	**29,230**
Substitute Teachers	3,466
Other Temporary/Substitute Employees	2,516
Total Part-time/Substitute/Temporary Employees	**5,982**

Source: Clark County School District, CCSD Fast Facts, April 2006.

Over the last 10 years, CCSD has grown from the 19th largest district in the nation to the fifth largest. It is now one of the fastest growing school districts in the nation. District projections show that by 2014-15, the enrollment will reach over 400,000 students. To keep up with these increased enrollments, the Human Resources Division has found itself facing the overwhelming challenge of hiring anywhere from 2,000 to 3,000 teachers each year, with recruitment of up to 4,000 for the upcoming school year of 2006-07 confronting the district.

Hiring and maintaining enough support staff to support these increases has also had a major impact on human resources. Hiring enough food service workers, police officers, and transportation staff has tested HR staff's ability to find innovative ways to keep these employees on board. Attrition rates are high among these employees as the district is competing with the hotel industry, city services, and local policy departments, which are able to provide more full-time work and in some instances higher wages.

To be employed by CCSD, an individual must have an application on file with the Human Resources Division. For licensed employees such as teachers, applications are submitted on-line, but before the Licensed Personnel Department will accept an application, an Interest Form must be submitted. This is reviewed by personnel staff, and if requirements for employment are met, an application may be submitted on-line. From September 2004 to March 2006, the Licensed Personnel Department received 9,301 applications.

Persons applying for support positions must file a hard copy application with the Support Staff Personnel Department. Applying on-line is not an option but will become one with the implementation of the integrated software system. The department anticipates that this will reduce the time it takes to process hard copy applications. With the on-line system, references will be tracked more quickly. During the 2003-04 school year, 3,260 applications were processed and in 2004-05, 4,684 were processed. support staff and law enforcement new hires totaled 2,134 in 2003-04 and 1,950 in 2004-05.

FINDING

The district is aggressively pursuing the recruitment of teachers by offering numerous incentives and alternate routes to licensure.

The Office of Licensure Services Department is responsible for the recruitment of the over 3,000 teachers that are needed for the 2006-07 school year. Staff in the recruitment office once had downtime during parts of the year, but recruitment efforts are continually increasing. The entire department is involved in bringing aboard teachers from the recruitment stage to hiring and placement in a classroom.

Exhibit 6-5 provides the number of teachers that were hired over the past three years. The number of first year teachers that were hired during those years is included in the exhibit. As indicated, the number of teachers needed each year continues to rise, does the number of first year teachers. Teacher recruitment continues to be one of the major focuses of the division.

EXHIBIT 6-5
NUMBER OF TEACHERS HIRED
2003-04, 2004-05, 2005-06 SCHOOL YEARS

SCHOOL YEAR	TEACHERS HIRED	FIRST YEAR TEACHERS
2003-04	1,005	693
2004-05	1,810	964
2005-06	1,936	1,064

Source: Clark County School District, Human Resources Division, June 2006.

Exhibit 6-6 presents an overview of the large number of recruitment schedules, trips taken, interviews conducted, sites visited, applications submitted, and teachers eventually hired for the 2006-06 school year. The 12,197 interviews that took place were the result of recruitment efforts that included:

- job fairs sponsored by universities and state education departments;
- scheduled trips to areas across the nation to interview candidates and media ads showing when CCSD would be in the area to interview potential candidates;
- satellite interview sessions occasionally held in the district on Saturdays or Sundays with 12 to 14 candidates per day; and
- attendance at education conventions.

EXHIBIT 6-6
OVERVIEW
RECRUITMENT ACTIVITIES
2005-06 SCHOOL YEAR

TYPE OF ACTIVITY	NUMBER
Recruiters participating in mass interviews scheduled in Las Vegas area.[1]	44
University of Nevada - Las Vegas (UNLV) interview schedules	35
Other Nevada colleges and universities' interview schedules	27
Recruitment trips	353
Interviews conducted	12,197
States and U.S. territories where recruitment efforts took place	49
Countries outside of the United States	3
Teachers expressing interest in CCSD	21,237
Teachers submitting applications	9,301
Teachers hired	3,266

Source: Clark County School District, Human Resources Division, Office of Recruitment, April 2006.
NOTE: The numbers shown represent the start of recruitment efforts that began in September 2004 and ended in March 2006 for school year 2005-06.
[1] Forty-four (44) recruiters participated in six scheduled days of interviews held in Las Vegas at a district site or locally. One recruiter could interview anywhere from 10-12 candidates during the scheduled event.

To recruit the 3,000 or more teachers, the recruitment office solicits the help of principals, assistant principals, HR personnel administrators, and retired principals. Two hundred and forty-six administrators served as recruiters from September 2004 through August 2005. At the start of the school year, the recruitment office sends an interest form to all administrators requesting participation. Training sessions are then held for participating recruiters.

After each recruitment trip, recruiters complete an evaluation to indicate whether the trip is worth taking again and make suggestions for improvement. These evaluations are used to schedule the next year's recruitment trips.

According to the district's 2006-07 Master Calendar, recruiters will visit 41 states, Canada, Guam, Puerto Rico, and the District of Columbia and 157 cities. This enormous effort and daunting task is designed to attract enough teachers to CCSD.

Exhibit 6-7 shows incentives and programs that the district is providing to attract teachers to teach in the Las Vegas area. In addition to what the district is offering are local area benefits such as no city, county, or state income tax, abundant recreational opportunities, a sunny climate, and lots of entertainment. The district's Web site contains a well-produced short video of the district, the area, and Nevada attractions.

EXHIBIT 6-7
INCENTIVES AND PROGRAMS
FOR NEW TEACHERS
CLARK COUNTY SCHOOL DISTRICT

INCENTIVE/PROGRAM	DESCRIPTION
Benefit Package	Health insurance and contributions to the Nevada Public Retirement System (PERS) paid by CCSD.
Salary Bonus for Beginning Teachers New to District	A bonus of $2,000 is provided to new beginning teachers to aid in relocation expenses and/or housing costs.
New Teacher Induction Program	A program for teachers new to the district that includes a relocation guide, a welcome center, a community day, an orientation day, special follow-up training, a monthly newsletter, and monitoring.
New Teacher "Welcome Center"	Teachers can receive relocation information on housing, banking, community, voluntary roommate possibilities, district resources, and answers to questions about the school district during July and August at the New Teacher Welcome Center located at one of the district offices. Current teachers are available to welcome and greet new teachers.
Community Day	Event for new hires to meet other teachers from all over the United States and from the district's various agencies and organizations.

EXHIBIT 6-7 (Continued)
INCENTIVES AND PROGRAMS
FOR NEW TEACHERS
CLARK COUNTY SCHOOL DISTRICT

INCENTIVE/PROGRAM	DESCRIPTION
"We Care" Program	A partnership program with the Chamber of Commerce. A group of area business representatives committed to assisting new hires by providing information about the area and assisting spouses of new hires to find employment. The goal of the program is to make new hires feel welcome and make the transition to a new area positive.
Northeast Region Urban Teacher Program	Teachers are recruited for 21 schools identified as at-risk schools. A $1,500 loan for relocation expenses is made available to teachers who agree to teach in one of the at-risk schools. Teachers receive free summer training by attending the Northeast Region Summer Academy and free apartment living for the duration of the six-week training session. The teacher can move one column on the salary schedule for a maximum of three years upon receiving a satisfactory performance evaluation and participation in on-site professional development activities two days a week. Upon the fourth year of employment, the teacher is eligible for financial support for National Board Certification.

Source: Clark County School District, Licensed Personnel Department, April 2006.

Even with all the incentives provided CCSD was still short of teachers at the start of the 2005-06 school year. The district anticipates that at the start of 2006-07, it will be short approximately 250 teachers. The district is continually seeking alternative ways to recruit, train, and hire teachers. These programs include the following:

- **The Alternative Routes to Licensure Program:** Allows an individual to enter the teaching profession after acceptance into the program, initial training, and completion of program requirements. The candidate is able to teach while completing the requirements for Nevada licensure.

- **Special Education Cohort Program:** Provides an opportunity for district employees and substitute teachers to complete their bachelor's degree at the University of Nevada, Las Vegas (UNLV) in one year to become certified to teach special education. The employee receives his/her regular salary while in the program. Approximately 30 employees were accepted into the program this year.

- **Troops to Teachers:** For military personnel who are interested in working with students. This federal assistance program helps to finance the certification process of the interested candidate.

- **Teach for America Corp:** A national corps of outstanding recent college graduates of all academic majors who commit two years to teach in urban public schools. Currently CCSD has 68 corps teachers.

- **Business and Industry (B & I):** A licensure program that brings individuals from business and industry into the field of teaching based on at least five years of work experience in a business or industry field. The educator is granted a B & I license with a provision that education courses must be taken.

Low starting salaries, high cost of living, and high teacher turnover are obstacles that the department and district are attempting to overcome. Due to the high cost of housing, the Associate Superintendent of Human Resources is working with developers to build more affordable housing for teachers. Low beginning salaries are discussed later in this chapter.

COMMENDATION

The Clark County School District is commended for implementing ongoing and aggressive efforts to recruit teachers through recruitment trips, and by offering incentives and alternative routes to teacher licensure.

FINDING

While CCSD is commended for aggressive efforts to recruit, the Human Resources Division does not have a comprehensive recruitment plan to guide its recruitment efforts and to assess or prepare for future recruitment efforts.

HR has recruitment offices for licensed staff and support employees. Documents from each office include a mission statement, strategic goals, and some statistics about recruitment efforts. However, these documents lack specific recruitment procedures or guidelines, a budget overview, a needs assessment, an evaluation of trips or efforts, and specific strategies to attract teachers or employees to the district. No one document detailing activities, assessments, and future plans can easily be referenced for information, data, and annual reports to the Superintendent and the board. This type of information is invaluable in determining if funds are adequate or whether savings could be accomplished by reducing efforts in particular areas. According to staff, no records have been maintained until this past recruitment year. Thus, no history exists on past efforts and accomplishments.

Maintaining documented evidence, strategic plans, assessments, evaluations, and procedures is a best practice for schools effectively managing their recruitment efforts. While HR is commended for its efforts to ensure that a district workforce is available, the lack of a plan to direct its efforts is not a good practice.

RECOMMENDATION

Recommendation 6-3:

Develop a written recruitment plan, including a mission statement, goals, objectives, budget requirements, a needs assessment, an analysis and evaluation of past efforts, statistical analysis of recruitment efforts, and strategies for future efforts.

The implementation of this recommendation should result in the development of an overall recruitment plan for CCSD. Each recruitment office should develop a recruitment plan that becomes a section of the overall HR document.

The recruitment plan should incorporate the mission statement of the office, its goals and objectives, annual procedures for recruitment, budget requirements, a needs assessment analysis, an evaluation of past efforts, and strategies for both the present and the future.

Along with the plan, reporting documents and reporting formats should be developed so that periodic reports can be submitted to the Associate Superintendent of HR, the Superintendent, and the board. Such reports would inform board members, district staff, and public of the enormous efforts that are being made to recruit teachers and place support employees in high need areas.

In addition, the district might appoint a Recruitment Advisory Committee to explore ways in which CCSD might provide additional incentives to attract teachers. The pooling of ideas from different sources should produce some worthwhile efforts that might be cost effective or might not yet have been considered. However, the committee should not be limited by cost alone, as all ideas should be discussed.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Human Resources should instruct the Executive Directors of the Licensed Personnel and Support Staff Departments to begin developing a formal recruitment plan for their respective offices.	January 2007
2. The Executive Directors should meet with their respective staff to solicit ideas in developing the plan. Once developed, the plan should be presented to the Executive Directors of HR for suggestions, edits, and approval.	January – March 2007
3. Once approved by the Executive Directors, the plan should be presented to the Associate Superintendent of Human Resources for final approval before being sent to the Superintendent.	April 2007

4. The Superintendent should review the plan and provide final input. At this point, the Superintendent, working with the Associate Superintendent of Human Resources, might appoint a Recruitment Advisory Committee to meet during the school year to assist in recruitment efforts. The two recruitment directors should be assigned to work with the committee. — April 2007

5. Once approved, the plan should be used to guide the efforts of the recruitment offices and statistical reports should be made available to the Superintendent and the Board of School Trustees. — May 2007 and Ongoing

FISCAL IMPACT

Implementing this recommendation should not fiscally impact the division with the exception of staff time involved in creating the plan.

FINDING

CCSD is committed to improving teaching conditions to retain teachers.

Exhibit 6-8 provides an overview of teachers who resigned, retired, or were dismissed during the past three school years. Resignations outnumbered dismissals and retirements and are thus the district's main concern regarding teacher retention.

While the district can capture general reasons as to why teachers leave, specific personal reasons are not as easily discerned, especially if the departing teachers do not complete an exit interview survey or share reasons with their immediate supervisor. However, overall, the district is able to capture a fair amount of information on the reasons why teachers leave, other than dismissal or retirement—much more than other districts reviewed by MGT consultants. Of special interest to the district is why teachers leave the profession, why they are not satisfied with the district, and why specifically they chose to resign.

Exhibit 6-9 provides the teacher turnover rate. Resignations as well as retirements have increased each year over the past three years. Resignations increased almost 20 percent from 2002-03 to 2003-04 and almost 15 percent from 2003-04 to 2004-05. Sixty-seven more teachers retired in 2003-04 than in 2002-03, and 21 more teachers retired in 2004-05 than in 2003-04. Resignation, retirement, and dismissal figures for 2005-06 were not available at the time of the audit as these figures were still coming in to Human Resources. The teacher turnover rate has continued to rise as well, from seven percent in 2002-03 to almost nine percent in 2004-05.

EXHIBIT 6-8
OVERVIEW OF REASONS
TEACHERS LEAVE
CLARK COUNTY SCHOOL DISTRICT

TYPE OF DEPARTURE	REASONS CATEGORIZED	NUMBER TEACHERS LEAVING DISTRICT		
		2002-03	2003-04	2004-05
DISMISSAL	Absence without leave		2	4
	Board or administrative action	7	7	12
	Broke contract		1	
	Failure to license	11	9	6
	Leave of absence expired - extension denied		1	
	Leave of absence expired - failure to return		1	
	Negative response to declaration of intent to hire	15	27	11
	Not offered contract	21	28	33
	Terminated as long-term substitute	6	7	4
	TOTAL DISMISSALS	**60**	**83**	**70**
RESIGNATION	Accepted another position - leaving profession	29	46	34
	Accepted another position - moving to another Nevada school district.	3	8	1
	Accepted position in another bargaining group			6
	Accepted position - moving to another state or country	306	312	346
	Dissatisfied with district	19	9	3
	Medical reasons	22	26	23
	No reason given	195	275	359
	Personal	178	215	254
	Return to school	7	19	17
	TOTAL RESIGNATIONS	**759**	**910**	**1,043**
RETIREMENT	Disability Retirement	14	21	20
	Regular Retirement	187	247	269
	TOTAL RETIREMENTS	**201**	**268**	**289**
	TOTAL TEACHERS LEAVING DISTRICT	**1,020**	**1,261**	**1,402**

Source: Clark County School District, Human Resources Division, April 2006.

EXHIBIT 6-9
TEACHER TURNOVER
2002-05

YEAR	DISMISSAL	RESIGNATION	RETIREMENT	TOTAL	NUMBER OF TEACHERS	TURNOVER RATE
2002-03	60	759	201	1,020	14,515	7.0%
2003-04	83	910	268	1,261	15,186	8.3%
2004-05	70	1043	289	1,402	15,859	8.8%

Source: Clark County School District, Human Resources Division, April 2006.

Recognizing that school leadership, professional development, facilities, and resources are essential to retaining teachers and increasing student achievement, the district and the Clark County Education Association (CCEA) conducted focus groups and an on-line survey in January 2006. The *Teaching and Learning Conditions* survey was completed by 8,000 teachers. Areas of successes and concerns were identified from the tabulated results.

Currently the district and CCEA are forming *Teacher and Learning Conditions* teams consisting of two teachers and two administrators on each of four teams. Team members will be trained in interest-based problem solving strategies. The teams will go into schools where they are invited to discuss survey results with teachers and administrators. Discussions between the teams and school members will focus on planning ways to build more positive teaching and learning conditions using strategies for improving conditions that have been identified by research, by other districts in the Council of Great City Schools, through National Education Association's quality initiatives, and by other schools within CCSD.

To further their efforts in retaining teachers, the district requests that departing teachers complete an *Employment Exit Survey.* It was unclear as to how the exit surveys were traced and reported. The Support Staff Personnel Department provided MGT with the results that they tracked of departing employees. The district cannot hold employees accountable for completing and returning the survey. Thus, the return has been low.

However, exit surveys are extremely beneficial to school districts, and administrators or supervisors should encourage departing employees to complete one. While the exit survey used by the district is comprehensive, improvements could be made. For instance, eliminating open-ended questions and increasing the number of district conditions to rate might improve returns. The survey should be completed quickly and should not ask for written comments and reasons. Other working conditions that could be added to the current exit survey include "did the administrator or supervisor demonstrate fair treatment:", "provide recognition", "timely responses to questions", "understands teacher's job and duties", "make teacher feel job is important", and "makes decisions in a timely manner".

COMMENDATION

The Clark County School District and the Clark County Education Association are commended for developing and conducting a comprehensive customer satisfaction survey (*Teaching and Learning Conditions)* and the follow up to this survey that is under way to improve teaching conditions, which in turn will further assist the district in teacher retention.

FINDING

CCSD is unable to place substitutes in every classroom when large numbers of teachers are absent from duty. The district also has difficulty finding enough long-term substitutes to fill vacant teaching positions at the beginning of the school year. During the upcoming school year, the problem may increase, with an expected shortage of 1,000 classroom teachers.

Teachers report absences on an automated call-in system called SEMS (Substitute Employment Management System), which has been in use for the past 10 years. Once an absence is reported, SEMS attempts to locate a substitute who is willing and available. Although the Substitute Services Office maintains a list of 3,466 substitutes in SEMS, there are frequent instances when not enough substitutes can be found to fill classrooms where teachers are not on duty. As in many school districts across the county, a shortage of qualified teacher substitutes exists.

Exhibit 6-10 provides the number of applications that Substitute Services Office received and the number of substitutes that were hired over the past three years. The Substitute Services Office received over 5,500 substitute applications in the 2004-05 school year.

EXHIBIT 6-10
NUMBER OF SUBSTITUTE APPLICATIONS
NUMBER OF SUBSTITUTES HIRED

	2003-04	2004-05	2005-06 [1]
Number of applications received	5,368	5,610	4,401
Number of substitutes hired	1,085	2,660	2,430

[1] July 1, 2005, through March 31, 2006.
Source: Clark County School District, Human Resources Division, April 2006.

The enormity of recruiting, hiring, and processing substitutes to fill teacher vacancies on a daily basis is reflected in the size of the Substitute Services Office. With a total of 15 staff members, this office receives, on average, approximately 500 applications a month. Only about half of the applicants are actually hired because applicants often change their mind due to state licensing requirements, background checks, finding another job, or simply deciding they do not want to substitute.

The substitute shortage is so acute that contracted 10-month teachers and year-round teachers are willing to serve as substitutes during the summer or during off-week(s). There are 3,678 teachers who are willing to serve in this capacity when needed and if available.

Exhibit 6-11 provides the number of teachers that were absent from duty over the past three years. For each of the absences shown, a substitute had to be located to fill in for the teacher in the classroom. For school year 2004-05, an average of 8,580 absences occurred monthly, or 429 daily.

Exhibit 6-12 shows the number of teachers absent on April 24 and 25 of 2005-06 and the number of positions that went unfilled because substitutes could not be found. Three hundred and two jobs were unfilled on April 24 and 198 on April 25. On May 15, according to staff in the Substitute Services Office, 2,100 teachers were absent and many of those positions could not be filled.

EXHIBIT 6-11
CLARK COUNTY SCHOOL DISTRICT
TEACHER ABSENCES

2002-03 (SEPTEMBER THROUGH AUGUST)													
DESCRIPTION	**SEP**	**OCT**	**NOV**	**DEC**	**JAN**	**FEB**	**MAR**	**APR**	**MAY**	**JUN**	**JUL**	**AUG**	**ANNUAL TOTAL**
Personal Illness	3,226	4,431	4,281	3,911	4,611	4,966	5,283	3,947	4,960	1,779	1,212	884	**43,491**
Family Illness	1,043	1,401	1,340	1,101	1,417	1,709	1,689	1,259	1,547	492	364	280	**13,642**
Personal Leave	349	746	815	581	437	709	1,099	973	1,849	582	502	82	**8,724**
Universal Day	627	752	814	559	389	584	963	794	1,757	589	555	154	**8,537**
Authorized Absence [1]	3,009	3,038	2,795	1,531	2,358	3,333	3,523	2,227	2,095	702	236	269	**25,116**
Other [2]	470	699	557	396	503	729	810	714	885	147	99	90	**6,099**
TOTAL BY MONTH	**8,724**	**11,067**	**10,602**	**8,079**	**9,715**	**12,030**	**13,367**	**9,914**	**13,093**	**4,291**	**2,968**	**1,759**	**105,609**

2003-04 (SEPTEMBER THROUGH AUGUST)													
DESCRIPTION	**SEP**	**OCT**	**NOV**	**DEC**	**JAN**	**FEB**	**MAR**	**APR**	**MAY**	**JUN**	**JUL**	**AUG**	**ANNUAL TOTAL**
Personal Illness	669	6,514	3,811	4,195	4,148	5,078	5,553	4,509	5,060	1,907	390	1,191	**43,025**
Family Illness	254	2,235	1,296	1,357	1,440	1,754	1,939	1,452	1,631	565	108	320	**14,351**
Personal Leave	55	984	780	542	465	820	1,095	1,206	1,822	546	112	394	**8,821**
Universal Day	99	1,334	895	584	467	720	973	1,017	1,816	656	100	437	**9,098**
Authorized Absence [1]	139	4,226	2,606	2,051	2,217	3,077	3,299	2,193	2,460	1,267	125	214	**23,874**
Other [2]	125	1,077	618	452	436	633	821	775	802	136	14	92	**5,981**
TOTAL BY MONTH	**1,341**	**16,370**	**10,006**	**9,181**	**9,173**	**12,082**	**13,680**	**11,152**	**13,591**	**5,077**	**849**	**2,648**	**105,150**

2004-05 (SEPTEMBER THROUGH AUGUST)													
DESCRIPTION	**SEP**	**OCT**	**NOV**	**DEC**	**JAN**	**FEB**	**MAR**	**APR**	**MAY**	**JUN**	**JUL**	**AUG**	**ANNUAL TOTAL**
Personal Illness	3,004	3,992	3,806	3,204	4,491	5,165	4,333	5,822	5,689	2,456	1,885	1,093	44,940
Family Illness	1,111	1,418	1,376	1,027	1,654	1,830	1,532	1,937	1,960	819	538	310	15,512
Personal Leave	397	790	830	501	567	929	1,028	1,521	2,346	666	734	67	10,376
Universal Day	592	847	942	469	543	732	828	1,210	2,218	698	902	133	10,114
Authorized Absence [1]	2,771	3,417	1,949	875	939	1,240	883	1,250	1,243	732	399	279	15,977
Other [2]	405	634	510	361	482	627	716	950	832	214	132	179	6,042
TOTAL BY MONTH	**8,280**	**11,098**	**9,413**	**6,437**	**8,676**	**10,523**	**9,320**	**12,690**	**14,288**	**5,585**	**4,590**	**2,061**	**102,961**

[1] Authorized Absences are those days on which teachers are approved for professional development workshops, conferences.

[2] "Other" includes days taken by teachers for bereavement, jury duty, subpoenas, school business, military, vacation, and/or workers' compensation. School business days are those days teachers are out of the classroom for an activity involving students.

Source: Clark County School District, Human Resources Division, April 2006.

EXHIBIT 6-12
TEACHER ABSENCES
POSITIONS FILLED BY SUBSTITUTES
APRIL 24 AND APRIL 25, 2006

	APRIL 24, 2006		APRIL 25, 2006	
	NUMBER	**PERCENT**	**NUMBER**	**PERCENT**
Total Teacher Absences	1,606		1,564	
Total Teacher Positions Filled by Substitutes	1,304	81.2%	1,366	87.3%
Unfilled Teacher Positions	302	18.8%	198	12.7%

Source: Clark County School District, Substitute Services Office, April 2006.

When substitutes are not located to replace a teacher absent from duty, it is the responsibility of the school administrator to find a staff member to provide coverage for that teacher's classroom. Often teachers in the school are asked to substitute during their preparation time. Unfortunately, however, inexperienced teachers often volunteer to give up preparation time to substitute; these are the very teachers who should not as they are the ones who most need the time to plan and prepare for instruction. When classroom teachers substitute, they are paid their hourly rate of pay. At other times, usually at the elementary schools with small class size, the students in the classroom are dispersed into other classrooms of the same grade.

To substitute in the state of Nevada, a person must obtain a K-12 State Substitute License and be fingerprinted. The Nevada Department of Regulations specify that to be eligible for the license, a person must have a minimum of 62 semester credits or a bachelor's degree or higher with six semester credits in professional education, which includes such courses as Child Psychology, Child and Family Guidance, Cultural Anthropology, and Introduction to Students with Disabilities. The cost to obtain a Nevada Substitute License is $110, a substantial amount for a person who might not substitute more than a few times a month.

Guest teachers, as substitutes are known, are paid $90 a day for a day-to-day assignment and $100 a day if on a long-term assignment. If a substitute teaches a class without a contracted teacher assigned to the position, the substitute receives $110 a day. Substitutes must work two days each month to remain on an active list and if they do not, their name is purged from the list, usually in February of the school year. If a substitute is on duty in a classroom for 90 days or more during the school year, he or she earns the right to substitute during the summer in year-round schools. Usually 600 to 700 substitutes are eligible.

The district provides a day and a half of orientation and training to all substitutes once they have proof they have filed for a Nevada Substitute License and have met other district requirements. A retired CCSD administrator interviews all substitute applicants.

RECOMMENDATION

Recommendation 6-4:

Examine the qualifications and incentives for hiring substitutes to enable CCSD to increase its substitute pool.

Not having enough substitutes available when large numbers of teachers are absent negatively impacts the district. Having another teacher step in during his or her preparation time is not desirable, especially if those teachers willing to do so are inexperienced teachers and need time to plan and prepare for classes.

Thus, the Nevada Department of Education (NDOE) and the Nevada Legislature should examine the state policy for qualifying persons to substitute. NDOE should examine whether a person without the necessary 62 semester hours of credit might likewise be an effective candidate for substituting in a classroom. Such substitutes might only be considered for substituting on a day-only basis and not on a long-term assignment in a classroom. Often parents or people without the necessary college credits are good candidates, and can fulfill this obligation effectively because they possess a positive

attitude and excellent verbal communication skills, and hard workers dedicated to the intellectual growth and development of children. Further, many times principals are aware of parents within their school who do not have the required semester hours but are capable of standing in for a teacher for a day. This is not to suggest that substitutes do not need to be degreed, but in cases where the demand for them is as high as in CCSD, other qualifications should be considered.

Further, the state should examine whether the state needs to be involved in licensing substitutes or whether this responsibility could be left entirely up to the districts, which could set qualifications and issue something like a district substitute certificate individuals. The school district could set the qualifications and pay schedules, require a background reference check, and issue a certificate of eligibility to substitute.

In the instance of CCSD, where so many substitutes are needed, the district might set up a training course for those without higher education experience. In Broward County Public Schools in Florida, substitutes must possess either substituting experience, a completed education degree, or a completed substitute teacher training program before they are eligible to substitute. This is in addition to a substitute teacher orientation that all substitutes must attend.

In Wake County Public Schools in North Carolina, a person can substitute without any university/college courses or training. However, the substitute applicant must take the Substitute Effective Teacher Training (SETT) offered by the district and then present a certificate of completion to the substitute office before substituting can begin. A substitute with the minimum requirements is offered $60, but once the SETT is completed, the substitute is paid $68.

In Georgia, districts are allowed by state policy to prioritize their substitute list based on qualifications approved by the district. Substitutes that hold only a high school diploma or GED certificate cannot work in a classroom more than 10 consecutive school days.

States such as Florida, Georgia, Maryland, North Carolina, New York, Texas, and Virginia, where several of the country's largest districts reside, do not require state licensing for substitutes; such requirements are left up to the individual school districts.

CORRECTIVE ACTION PLAN

1. The Director of Substitute Services and the Associate Superintendent of Human Resources should prepare a report along with statistical evidence showing that the pool of substitute teachers is not large enough and that state requirements for licensing may be limiting the number of substitutes.	January – February 2007
2. The Director of Substitute Services and the Associate Superintendent of Human Resources should present the report to the Superintendent.	March 2007

3.	The Superintendent after review should present the report to the Board of School Trustees for approval before sending it on to the Nevada Commission on Professional Standards in Education.	March 2007
4.	The Nevada Commission on Professional Standards in Education should review the report, reexamine the state requirement for licensing of substitutes, make necessary changes or eliminate the licensing requirement altogether, and then provide the Nevada State Legislature with a report and resolution.	April 2007 and for the Next Legislative Session
5.	Legislation should be enacted according to the Nevada Commission on Professional Standards in Education's recommendations, if required.	At the Next Legislative Session

FISCAL IMPACT

A cost saving at the state level could be realized if no further substitute licensing were required (staff, time, supplies); however, substitute licensing fees would be lost. The impact on local districts would remain approximately the same since districts require background checks and, in the case of CCSD, references and interviews. Some cost might be associated with providing training, but this could be recaptured with a reasonable fee that could be collected through a payroll deduction provision.

FINDING

The district has an effective sick leave policy that affords personal leave days to licensed employees based on the number of days they are not absent from duty.

According to the Clark County Education Association agreement, licensed staff are afforded 15 sick leave days per year, which can be accumulated over the years the person is employed with the district. The agreement states that these days are granted to licensed employees who are "unavoidably absent" because of personal illness or accident to the employee or to his or her immediate family. Teachers often abuse liberal sick leave by seeing sick leave as an entitlement and in turn using as many days as they are awarded; this defeats the purpose of a sick leave policy, which is intended for sickness. High absentee rates are costly to a district in terms of both substitute pay and classrooms without a regular teacher.

However, CCSD has curtailed this problem by adopting a personal leave benefit component. If a teacher (or licensed employee) takes five days or less of earned sick leave during a school year, he or she is entitled to two days of personal leave in the next school year. If no sick leave is taken, the teacher is eligible for four days of personal leave. The personal days earned cannot be accumulated from one year to the next, but the district will purchase the unused personal days back from the employee at $90 per day (pay rate of a short-term substitute). This is a win-win situation for the district as it cuts down on the number of sick leave days a teacher takes each year because the

teacher can earn personal leave days if absences are kept to a minimum. While the district must pay for these unused personal days, at least the regular teacher is in the classroom and the need for a substitute is avoided.

All licensed employees are also entitled to one day of universal leave each year if sick leave days have been accrued. The universal day is deducted from the employee's accrued sick leave but does not count against sick day usage for the personal days employees can earn with good attendance. Universal personal leave days cannot be accumulated and if unused by the end of the school year, the day is purchased back by the district at $90.

Neither personal nor universal leave days can be taken without the employee notifying his or her immediate supervisor at least four days prior to the intended use of the day's leave, unless a personal emergency has arisen.

Exhibit 6-13 shows the number of absences due to illness and personal leave in 2004-05. Also shown is the number of licensed staff for 2004-05. According to these figures, on average, each teacher in the district was absent due to illness for about 2.8 days during the 2004-05 school year. Only about two-thirds of licensed staff took one personal leave day, and about the same number took universal leave. It should be noted that some teachers might not have earned even one day of personal leave; however, for universal leave each teacher should have earned one day.

EXHIBIT 6-13
PERSONAL ILLNESS AND LEAVE
2004-05 SCHOOL YEAR

TYPES OF LEAVE	# ABSENCES	# LICENSED STAFF
Personal Illness	44,940	15,859
Personal Leave	10,376	
Universal Leave	10,114	

Source: Clark County School District, Human Resources Division, April 2006.

These figures are low in comparison to other districts where MGT has reviewed. In most of those cases, teachers on average used almost all sick leave.

Anytime teachers are absent from duty due to sickness, personal business, school business, or other types of leave, there is an impact on student learning and performance; the continuity of learning is interrupted when a substitute must stand in for a teacher. Thus, strategies that districts use to reduce the number of absences, such as the one employed by CCSD are effective policies.

COMMENDATION

CCSD is commended for adopting a personal leave policy that rewards teachers for near perfect attendance and reimburses them when personal or universal leave is not used in a given year.

6.5 Employee Compensation and Benefits

Competitive salaries and employee benefits (sick leave, health and life insurance, and retirement) are essential to attracting and retaining highly qualified and competent professional and support staff. Effective salary administration ensures that school system employees are treated equitably and understand how their salaries are determined.

6.5.1 Employee Salaries

The negotiated agreements between Clark County School District and the four bargaining units guide the pay administrative and professional-technical staff, licensed staff, support staff, and police officers. A school district employee earns a salary commensurate with the position held and years of experience. Salary is determined according to salary schedules for each category of employee. A little over 84 percent of CCSD's general operating budget funds employee salaries and benefits.

Administrative staff includes deputy, region, associate, and assistant superintendents; general, assistant and deputy assistant counsels; business managers; principals assistant principals; deans; directors; coordinators; and the police chief, captains, and lieutenants. Professional-technical staff includes such positions as Director of Administrative Personnel, classification/compensation analyst, and budget assistant. Support staff includes all other staff positions except police officers.

Exhibit 6-14 provides an overview of the minimum and maximum monthly salaries for administrators for 2005-06. In order for an administrator to be eligible for the maximum salary (Step G of seven steps – A to G), the employee must have been on Step F for four years and be beginning his or her 18th year in the district.

A classification and compensation study of support staff positions was conducted in 2005. The review included proper classification of all jobs, a market survey of local government entities, a staffing analysis, and an update of job descriptions. There are over 300 different support staff positions in the district. Support staff positions are grouped under 26 salary grades and 17 steps (Step A through I). Salary grades range from grades 40 to 65, with Grade 40 denoting positions with the lowest hourly rate and Grade 65, those with the highest. **Exhibit 6-15** provides a sample of support positions for eight different salary grades with the minimum and maximum hourly wage for each one. For each salary grade listed in the exhibit, examples of three positions that fall under that grade level are shown.

Exhibit 6-16 provides the salary scale for licensed staff (teachers, guidance counselors, librarians, nurses, psychologists, speech therapists) during the 2005-06 school year. As shown, the beginning salary for a teacher with no experience was $29,133. A teacher beginning employment in CCSD with experience and a master's degree plus 32 increment growth units was placed on the salary scale at Class F - $37,685. The salary scale is so designed to award teachers for professional growth toward a master's or doctorate degree.

Administrators, licensed staff, and support staff are scheduled to receive a four percent salary increase for the 2006-07 school year.

EXHIBIT 6-14
CLARK COUNTY SCHOOL DISTRICT
ADMINISTRATOR MONTHLY SALARIES
2005-06 SCHOOL YEAR

SALARY RANGE	ADMINISTRATOR	MIM	MAX [1]
51	Deputy Superintendent	$8,647	$11,597
	General Counsel		
47	Region Superintendent	$7,119	$9,538
	General Manager KLVX Commuication		
	Associate Superintendent		
46	Assistant Region Superintendent	$6,779	$9,080
	Assistant Superintendent		
	Chief of School Police		
	Business Manager		
45	Principal Senior HS 12	$6,466	$8,647
	Assistant General Counsel		
	Director IV		
44	Principal Elementary 11/12	$6,159	$8,242
	Prinipcal JR/Middle School 11		
	Principal Senior HS 12		
	Principal SNVTC 11		
	Director III		
43	Principal Elementary 11/12	$5,862	$7,850
	Principal JR/Middle School 11		
	Principal Senior HS 12		
	Principal Special Education School 11		
	Prncipal Boulder City HS 11		
	Principal Indian Springs HS 11		
	Principal LVAISPA 11		
	Salary Range 43 Continued		
	Principal Laughlin HS 11		
	Principal Moapa Valley HS 11		
	Principal Virgin Valley HS 11		
	Police Captain		
	Director II		
42	Principal Elementary 11/12	$5,579	$7,475
	Principal JR/Middle School 11		
	Principal ATA 11		
	Principal Alternative School 11/12		
	Principal Special Education School 11		
	Deputy Assistant General Counsel		
	Director I		
41	Principal JR/Middle School 11	$5,316	$7,119
	Principal Alternative School 11		
	Assistant Principal Secondary School 11		
	Coordinator IV		
	Police Lieutenant		
40	Assistant Principal Elementary 11	$5,059	$6,779
	Assistant Principal Sp Ed School 11		
	Secondary Dean 10		
	Coordinator III		
39	Coordinator II	$4,820	$6,466
38	Coordinator I	$4,596	$6,159

[1] In order to be eligible for the maximum salary level, the administrator must have been on the previous step (Step F) for four years and be beginning his or her 18th year with the district.

Source: Clark County School District, Human Resources Division, April 2006.

EXHIBIT 6-15
CLARK COUNTY SCHOOL DISTRICT
SUPPORT STAFF
HOURLY WAGE
2005-06 SCHOOL YEAR

SALARY GRADE	SAMPLE POSITIONS	MINIMUM STEP A	MAXIMUM STEP G [1]	MAXIMUM STEP H [2]	MAXIMUM STEP I [3]
40	Clerk Typist Library Aide Title 1 Instructional Assistant I	$9.76	$13.41	$14.08	$14.42
43	Baker Custodian Transportation Aide - Sp Ed	$11.30	$15.52	$16.30	$16.70
47	Bus Driver Offset Machine Operator Pricing Clerk	$13.73	$18.86	$19.81	$20.29
50	Accounts Payable Supervisor Administrative School Secretary Associate Buyer	$15.90	$21.84	$22.93	$23.49
53	Electronics Technician II Senior Attendance Officer Tire Inspector/Repairer	$18.40	$25.28	$26.54	$27.19
57	Administrative Secretary IV Food Services Area Supervisor Maintenance Leader	$22.37	$30.73	$32.27	$33.05
60	Information & Records Manager Purchasing Supervisor Warranty Program Supervisor	$25.90	$35.58	$37.36	$38.27
62	Database Analyst III Risk Mngt Field Investigation Manager Systems Software Analyst	$28.55	$39.22	$40.17	$42.18

NOTE: The maximum salary a support staff may reach at any salary grade level is Step I of 17 steps (A through I); however, certain conditions must be met that include:
[1] To reach Step G, 10 years of service with CCSD is required and the employee must be on Step F to advance to Step G.
[2] To reach Step H, 15 years of service with CCSD is required and the employee must be on Step G to advance to Step H.
[3] To reach Step I, 20 years of service with CCSD is required and the employee must be on Step H to advance to Step I.
Source: Clark County School District, Human Resources Division, April 2006.

EXHIBIT 6-16
CLARK COUNTY SCHOOL DISTRICT
TEACHER SALARY SCHEDULE
2005-06 SCHOOL YEAR

STEP	CLASS A B.A.	CLASS B B.A. + 16	CLASS C B.A. + 32	CLASS D M.A.	CLASS E M.A. + 16	CLASS F M.A. +32	CLASS G PH.D.
1	$29,133	$30,850	$32,553	$34,270	$35,977	$37,685	$38,185
2	30,468	32,175	33,887	35,597	37,308	39,241	39,741
3	31,801	33,505	35,216	36,926	38,639	40,806	41,306
4	33,128	34,834	36,548	38,256	39,974	42,365	42,865
5	34,457	36,171	37,876	39,589	41,301	43,924	44,424
6	35,791	37,499	39,207	40,918	42,625	45,478	45,978
7	37,116	38,827	40,538	42,249	43,958	47,039	47,539
8		40,161	41,879	43,577	45,288	48,597	49,097
9			43,198	44,910	46,620	50,155	50,655
10			44,529	46,239	47,948	51,714	52,214
11			45,859	47,573	49,279	53,272	53,772
12						54,928	55,428
13						56,386	56,886
14						58,265	58,765
15						59,431	59,931
16							

Definition of Classes
Class A: Bachelor's degree and valid Nevada certification for the level or subject taught.
Class B: Bachelor's degree plus 16 increment growth units and valid Nevada certification for the level or subject taught. Units must be taken after receipt of bachelor's degree.
Class C: Bachelor's degree plus 32 increment growth units and valid Nevada certification for the level or subject taught.
Class D: Master's degree from an accredited institution in a field pertinent to position and valid Nevada certification for level or subject taught.
Class E: Master's degree plus 16 increment growth units and valid Nevada certification for level or subject taught. Units must be taken after receipt of master's degree.
Class F: Master's degree plus 32 increment growth units and valid Nevada certification for level or subject taught.
Class G: Doctorate degree from an accredited institution in a field pertinent to position and valid Nevada certification for level or subject taught.
Source: Clark County School District, Human Resources Division, April 2006.

FINDING

Low beginning teacher salaries impede the division's ability to competitively attract teachers to the Clark County School District.

With the large number of teachers that CCSD must hire each year due to turnover and increasing enrollments, the district's aggressive recruiting efforts and substantial incentives are still not sufficient to attract enough qualified teachers to fill all the vacancies by the start of the school year. The district foresees that there will be a shortage of some 250 teachers at the beginning of the 2006-07 school year. In the *Teaching and Learning Conditions* survey conducted by CCSD and the CCEA, when teachers were asked to rate how important (1) salary and (2) cost of living were to their

future plans, 90 percent and 89 percent, respectively, said salary and cost of living were important to extremely important.

Low beginning salaries and the high cost of living in Las Vegas are contributing factors in the district's ability to attract teachers. In comparison to five of the nation's largest districts, CCSD ranks at the bottom for a beginning teacher salary. **Exhibit 6-17** shows the salaries of five large urban school districts that are comparable to CCSD in size and were chosen by the district as comparative peer school districts.

EXHIBIT 6-17
BEGINNING TEACHER SALARIES OF
CLARK COUNTY SCHOOL DISTRICT AND
PEER SCHOOL DISTRICTS
2005-06

SCHOOL DISTRICT	NUMBER OF STUDENTS	BEGINNING SALARY
Clark County School District, NV	**291,486**	**$29,133**
Broward County Public Schools, FL	272,691	$35,000
San Diego Unified School District, VA	132,482	$35,725
Houston Independent School District, TX	210,292	$36,050
Miami-Dade County Public Schools, FL	365,000	$34,200
Philadelphia School District, PA	217,405	$38,751

Source: Clark County School District, Human Resources Division and Web sites and phone calls to Broward County Public Schools, Miami-Dade County Public Schools, Houston ISD, Philadelphia School District, and San Diego Unified School District, June 2006.

As shown, Miami-Dade has the largest number of students (365,000) enrolled in its schools. Clark County ranks next in total enrollment with 291,486 students. San Diego Unified has the fewest number of students. The highest paid beginning teachers are found in Philadelphia with a salary of $38,751. Clark County beginning teachers are the lowest paid at $29,133, $5,067 dollars less than the next lowest paid beginning teacher salary $34,200 in Miami-Dade County. San Diego Unified in California, Nevada's neighboring state, with a student enrollment more than half the size of Clark County, is paying beginning teachers $6,592 more.

Beginning teachers in Clark County will receive a salary of $33,073 for 2006-07 instead of the $30,299 reported in the salary schedule for 2006-07. This negotiated change was made known in June 2006. Teachers beginning their second year and third year of teaching will make the same amount—$33,073. While this is a step in the right direction for CCSD, what is not known is the impact it might have on teacher retention when teachers beginning their second year learn they are making the same as a first year teacher.

Voicing the concern that CCSD is lagging behind in its offering of pay to a beginning teacher, the Governor was recently quoted in the *Las Vegas Review Journal* as saying, "Our salaries are low on the entry level, and it's something that we have to take a real good look at and ask how we can compete for teachers."

The concern over low teacher salaries was also expressed often in the four districtwide public hearings conducted by MGT consultants. Some of those comments included:

- "Starting teacher salaries are too low."
- "More dollars for teachers so great teachers will want to teach in Nevada."
- "Money is needed to recruit in light of the competition in other states (housing has become a problem for new teachers)."
- "When teachers don't want to come to our district because we can't offer enough, what are we doing? Our kids, our teachers, and our state deserves more than this."
- "With the cost of living so high here teachers should have salaries just as high."
- "Pay teachers more dollars."

In a survey conducted by MGT, over a majority of district administrators, principals, and teachers *disagreed* or *strongly disagreed* with statements that *salary levels in the school district are competitive with other school districts* and *my salary level is adequate for my level of work and experience.* The results are presented in **Exhibit 6-18** which also shows how administrators, principals, and teachers responded to these statements in other school districts where MGT has conducted performance reviews.

When the responses of CCSD administrators, principals, and teachers are compared to those of their counterparts in other school districts, the results are much the same: A majority or near majority of principals and teachers surveyed feel that their salary level is not competitive and is inadequate for their level of work and experience. However, what is particularly interesting is the overwhelming majority of CCSD teachers who feel that salary levels are not competitive with those offered by other school districts and who believe their salary levels are inadequate. Only 12 percent of teachers feel that salary levels are competitive, and only 10 percent felt their salary is adequate given their level of work and experience.

EXHIBIT 6-18
SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT
APRIL 2006

PART E: JOB SATISFACTION	(%A + SA) / (%D + SD)[1]					
	CCSD ADMIN.	ADMIN. IN OTHER DISTRICTS	CCSD PRINCIPALS	PRINCIPALS IN OTHER DISTRICTS	CCSD TEACHERS	TEACHERS IN OTHER DISTRICTS
Salary levels in the school district are competitive (with other school districts).	30/52	45\40	25\61	40\48	12\79	33\53
My salary level is adequate for my level of work and experience.	37/49	42/45	27/62	32/58	10/83	20/69

[1] Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree.*
Source: MGT Survey of CCSD Administrators, Principals, and Teachers, October 2005.

RECOMMENDATION

Recommendation 6-5:

Continue to examine beginning teacher salaries as well as all other teacher salaries in comparison to those of competitor school districts and make adjustments as budget allows.

Raising beginning teacher salaries should help attract and retain quality teachers, which is continuing to be a challenge as the district experiences higher student enrollments and increasing personnel retirements and turnover. While the cost of increasing current teacher salaries should be significant, the high turnover rate and adding additional teachers for new schools is also very costly.

The Board of School Trustees should assess all factors related to the issue, such as the true costs of raising salaries; the level of increase that is possible given the budget, the costs of a high level of teacher turnover; the importance of retaining quality teachers; the number of quality teachers who are nearing retirement; and the importance of increasing the number of minority teachers. As the deliberations take place, the Board of School Trustees might find it desirable to include one or more members of the state Legislative Commission and a representative from the Nevada Department of Education to keep them informed of the district's needs and helping them understand the rationale for increasing teacher salaries, should the board decide to do so.

Exhibit 6-19 lists 2005-06 beginning teacher salaries for five other school districts across the nation (in addition to those previously shown in **Exhibit 6-17**). These exhibits illustrate how the Clark County School District is lagging behind in providing competitive beginning salaries to teachers. The school districts listed are ranked in the top 100 schools districts (according to enrollment) in the country. The ranking is provided in the exhibit, but the rankings are as of 2001-02, and CCSD has moved from the sixth largest district to the fifth. The additional schools districts are highlighted in blue.

EXHIBIT 6-19
BEGINNING TEACHER SALARIES OF
CLARK COUNTY SCHOOL DISTRICT AND
OTHER SCHOOL DISTRICTS
2005-06 SCHOOL YEAR

SCHOOL DISTRICT	ENROLLMENT	BEGINNING SALARY	TOP 100 SCHOOL DISTRICTS IN ENROLLMENT 2001-02 RANKING [1]
Clark County School District, NV	**291,486**	**$29,133**	**6**
Albuquerque Public Schools, NM	89,469	$30,131	33
Broward County Public Schools, FL	272,691	$35,000	5
Dallas ISD, TX	161,972	$39,150	12
Fairfax County,VA	163,534	$40,000	13
Miami-Dade County Public Schools, FL	350,000	$34,200	4
Houston Independent School District, TX	210,292	$36,050	7
Montgomery County,MD	139,387	$38,683	17
Philadelphia School District, PA	217,405	$38,751	8
San Diego Unified School District, VA	133,000	$35,725	16
Seattle Public Schools, WA	46,200	$30,431	93
Wake County, NC	120,513	$29,674	25

[1] Top 100 largest school district rankings according to enrollment figures for 2001-02, from Web site http://www.proximityone.com/lgsd.htm.
Source: Enrollment and beginning salaries - Clark County School District, Human Resources Division and Web sites for all other counties.
NOTE: Enrollment figures and beginning salaries are for the 2005-06 school yea, while the rankings are from 2001-02. Clark County School District is currently ranked the fifth largest district in the nation. Some of the other districts might also be ranked differently now.

Most of the schools shown rank in the nation's top 25 largest school districts, Albuquerque Public Schools and Seattle Public Schools were chosen as districts in western states in fairly close proximity to Nevada. Even with these smaller districts represented, CCSD has the lowest beginning salary. Wake County, North Carolina is the nearest in salary to CCSD, but still is $541 less.

Even with the district provision of more dollars to beginning teachers for 2006-07, CCSD will still lag behind most of the school districts of similar size because those district salaries will also increase this coming year.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Human Resources, the Assistant Superintendent of Business and Finance, and the Director of the Budget Department should meet to begin the process of analyzing the salary structure of teachers and what may be possible, and appoint a committee to conduct research on the costs associated with raising beginning salaries, how that will affect remaining teacher salaries, the costs associated with high	January – February 2008

	turnover, the importance of retaining quality teachers, future retirements, minority statistics, and school district comparisons.	
2.	Once the committee has finished its research and investigation, it should prepare a report for the Associate Superintendent of Human Resources, the Assistant Superintendent of Business and Finance, and the Director of the Budget Department.	March – April 2008
3.	Once the Associate Superintendent of Human Resources, the Assistant Superintendent of Business and Finance, and the Director of the Budget Department review the report providing additional analysis as needed, the report should be submitted to the Superintendent.	May 2008
4.	The Superintendent should review the report, provide approval, and present the report to the Board of School Trustees.	June 2008
5.	The Board of School Trustees should review the report and set a special meeting inviting a representative from the Legislative Counsel and the Department of Education to discuss the report and determine if raising beginning teacher salaries is feasible.	June – September 2008

FISCAL IMPACT

The recommendation to analyze beginning teacher salaries can be accomplished with existing resources. However, if the Board of School Trustees decides beginning teacher salary increases are manageable, the cost to the district could be quite significant as adjustments would need to be made across the teacher salary scale.

7.0 DISTRICT ORGANIZATION AND MANAGEMENT

7.0 DISTRICT ORGANIZATION AND MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to the overall organization of the Clark County School District (CCSD). The major sections of the chapter are as follows:

7.1 Background, Methodology, Introduction and Legal Foundation
7.2 School Board Governance
7.3 Policies and Procedures
7.4 Legal Services
7.5 Organization and Management

- 7.5.1 Division Organization
- 7.5.2 Decision-making, Communications, and Management
- 7.5.3 Planning and Accountability
- 7.5.4 Public Information
- 7.5.5 School Organization and Management

CHAPTER CONCLUSION

Overall, MGT consultants found that this rapidly growing school district's governing Board and administration are focused on improving student achievement and implementing strategies to ensure community support of the schools and their programs. However, the issues of providing proper facilities for a burgeoning student population, meeting the needs of a diverse student body, and conserving resources occupy the energy and imagination of the Board of School Trustees and administration alike.

As discussed in detail later in this chapter, the following areas merit commendations:

- The Clark County School District Board of School Trustees (Board) is commended for adopting and applying a governance system that clearly focuses on providing leadership in promoting high student achievement and supporting administration, teaching, and learning in a manner consistent with this purpose **(Page 7-13)**.

- The CCSD Board of School Trustees and administration are commended for maintaining an updated and comprehensive manual of policies and regulations **(Page 7-23)**.

- The CCSD Legal Services Department is commended for providing cost-effective, client-centered services **(Page 7-31)**.

- The establishment of Region Offices in 2001 has been beneficial to CCSD campuses and parents. The district has been successful in creating a model which enables the campuses and parents to access key district decision makers to clarify issues and resolve problems or concerns **(Page 7-35)**.

- The CCSD administration and Board of School Trustees are commended for obtaining certification with ISO 9001:2000 by

meeting these rigorous standards. As of August 2006, 16 major functional areas of operation were certified. This quality management system has resulted in a reported 10-year cost savings and cost avoidance in excess of $17.4 million **(Page 7-56)**.

- The Community and Government Relations Department provides beneficial services to the district which are timely and informative. The Executive Director has designed the department to be efficient, productive, and responsive. The assignment of staff to provide enhanced media communication has been successful and is an excellent concept. The addition of a bilingual Parent Services Coordinator should prove to be an asset for enhancing communication with the district's parents and students **(Page 7-75)**.

The following recommendations are proposed in this chapter:

- Reduce personnel attrition rates in the Board of School Trustees' Office. **(Page 7-14)**.

- Employ a Transcriber/Recorder on a temporary basis to eliminate the backlog of special Board meeting minutes; revise the format of the written minutes; and take actions to reduce the number of special Board meetings requiring minutes **(Page 7-16)**.

- Provide temporary, fire-rated storage for current official records maintained at the Sahara Central Office center and develop a plan to convert all records to an electronic format for safe and compact storage **(Page 7-18)**.

- Implement a system of calendar coordination between the Board Office and the Superintendent's Office to minimize conflicting meeting dates and times **(Page 7-20)**.

- Assign a prefix of "P" to each policy number code to permit the user to easily differentiate policy from other documents such as forms and procedures **(Page 7-24)**.

- Create a table of contents and subject index for the hardcopy edition of the Policy and Regulations Manual to make it easier to locate topics and provisions **(Page 7-24)**.

- Create a policy provision containing a list of existing procedural manuals, handbooks, and planning documents and, on the Web site, create a series of hot links from the manual to the cited documents or procedures to ease access to important information **(Page 7-26)**.

- Provide a hardcopy edition of the Board of School Trustees' policy manual to persons who visit the Central Office with policy inquiries, or assist these individuals in searching the Web site **(Page 7-28)**.

- Establish and implement a procedure for the Board attorney to review the regular Board meeting agenda prior to publication to ensure that all requirements of law are observed. There is no evidence that any infractions have occurred **(Page 7-32)**.

- Restructure the executive organization of CCSD and realign functions to promote greater efficiency, increase the Superintendent's effectiveness, and reduce costs for executive administration **(Page 7-37)**.

- Fully implement the guiding elements to provide increased empowerment to the Region Office administrators **(Page 7-47)**.

- Develop and implement a district-wide site-based decision-making policy to assist the Central Office, Region Offices, and campuses with the following areas of responsibility: planning, budgeting, curriculum, staffing patterns, staff development, and school organization **(Page 7-57)**.

- Structure a new Superintendent's Cabinet and reorganize the Executive Cabinet as an Administrative Cabinet under the proposed Deputy Superintendent **(Page 7-66)**.

- Develop and implement a district-wide strategic planning process designed to integrate campus improvement planning into an overall needs assessment document **(Page 7-72)**.

- Assist campuses in applying for *No Child Left Behind* Blue Ribbon Schools Program recognition **(Page 7-76)**.

- Develop a plan to stabilize school-level administration turnover and provide a career path for assistant principals and deans **(Page 7-80)**.

- Through the Region Offices, provide a restructured delivery model for campuses to access training assistance in order to efficiently meet the needs of campus staff **(Page 7-82)**.

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 7-1 summarizes the projected costs and savings related to the recommendations contained in this chapter. Several of the recommendations have potential costs that cannot be calculated at this time. As can be seen, a net savings of $890,689 could be realized should the district choose to implement all recommendations.

EXHIBIT 7-1
SUMMARY OF PROJECTED COSTS AND SAVINGS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 7.0: DISTRICT ORGANIZATION AND MANAGEMENT								
7-2	Employ a Temporary Transcriber/Recorder (p. 7-16).	$0	$0	$0	$0	$0	$0	($39,456)
7-3	Purchase Two Four-Drawer, Fire-Rated, Lockable File Cabinets and One Small, Lockable Safe-Box (p. 7-18).	$0	$0	$0	$0	$0	$0	($2,670)
7-8	Print Policy and Procedures Manuals (p. 7-28).	$0	$0	$0	$0	$0	$0	($910)
7-10	Restructure the Executive Organization of CCSD and Realign Functions (p. 7-37).	$214,745	$214,745	$214,745	$214,745	$214,745	$1,073,725	$0
7-12	Develop and Provide Communication and Training for the Site-Based Decision Making Model (p. 7-57).	$0	$0	$0	$0	$0	$0	($10,000)
7-14	Employ a Strategic Planning Consultant (p. 7-72).	$0	$0	$0	$0	$0	$0	($70,000)
7-17	Provide a Restructured Educational Delivery Model (p. 7-82).	$0	$0	$0	$0	$0	$0	($60,000)
CHAPTER 7.0 TOTAL SAVINGS (COSTS)		**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$1,073,725**	**($183,036)**

7.1 Background, Methodology, Introduction, and Legal Foundation

Considerable research has been conducted on effective organizations. A review of the professional literature on organizational theory and practice shows a consistent theme in defining the characteristics of effective organizations. In *The Fifth Discipline*, Peter M. Senge defines an effective organization as one that:

- sees itself as a learning organization with a common mission and values that is continually expanding its capacity to create its future;
- views itself as a whole system consisting of interactive components that includes external customers and constituents;
- empowers staff by recognizing the value and contributions of individuals and instilling ownership in the mission of the organization;
- has the capacity to be proactive in anticipating, identifying and responding to problems and issues;
- eliminates barriers that discourage initiative and creative thinking by staff at all levels of the organization;
- establishes an effective communication process that focuses on the needs of both internal staff and external shareholders;
- establishes an infrastructure that makes resources available to support people in their work;
- has a clear and consistent decision-making process that encourages decisions to be made at a level consistent with the needs of its customers;
- establishes ongoing professional development programs to encourage the continued growth, development, and renewal of all staff; and
- structures itself in a form that can respond to the needs of its customers and broader constituencies.

The following unique conditions in the Clark County School District have a significant bearing on this efficiency review:

- The Superintendent, previously the CFO for the district, served as an interim co-superintendent until his appointment as the replacement executive officer in February 2006. His appointment occurred amid various community pressures on the Board of School Trustees to choose another candidate.
- The district has been the subject of several audits including organizational reviews, although none as comprehensive as the current audit as directed by the Nevada Legislature.

- The Superintendent has stated that his primary concerns are as follows:
  - Large class size
  - Language challenges
  - High dropout rates and achievement gap
  - Low graduation rates and high school post-graduate remediation
  - *No Child Left Behind* revisions
  - Teacher and staff issues including recruitment and retention
  - Low per-pupil funding and weighted pupil funding
  - Overall district communications including internal, external, and interagency
  - 2008 bond issue
  - Split the district legislation

In the Superintendent's view, all but the last three of these concerns are directly related to improving student achievement.

Additionally, the Superintendent and others voiced concerns regarding education-related issues that are controlled by entities other than the school system or the Board of School Trustees. These include five major considerations:

- cost of living versus teacher salaries;
- cost of housing;
- Proposition 13 and/or TABOR Initiative;
- low Nevada Social Care Ratings; and
- population growth.

MGT consultants conducted extensive surveys of Central Office administrators, principals, and teaching personnel. The CCSD results were then compared with responses from other districts that have been surveyed. However, the results must be examined in light of two major distinctions between Clark County and other districts: 1) CCSD's significantly larger student population and employee numbers and 2) the extremely high rate of annual growth in CCSD's student and employee population. Each of these, consultants believe, can affect survey results in some fashion.

However, survey results do assist consultants in identifying potential areas for close examination and such is the instance in this performance audit. **Exhibit 7-2** presents the responses provided by administrators, principals, and teachers to five statements related to the governing board and Superintendent. As can be seen, a high percentage of teachers consistently rated Board and Superintendent knowledge and performance as *Fair* or *Poor*.

EXHBIT 7-2
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT

PART C	(%G + E) / (%F + P)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Board of Education members' knowledge of the educational needs of students in Clark County School District.	54/37	43/51	14/74
2. Board of Education members' knowledge of operations in Clark County School District.	54/38	48/45	21/59
3. Board of Education members' work at setting or revising policies for Clark County School District.	57/35	56/39	16/67
4. The School District Superintendent's work as the educational leader of Clark County School District.	75/17	68/22	21/53
5. The School District Superintendent's work as the chief administrator (manager) of Clark County School District.	80/13	76/15	25/49

[1]Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor.* The *don't know* responses are omitted.
Source: MGT surveys of CCSD administrators, principals, and teachers, 2006.

When Clark County teachers' responses are compared with those of their peers in other districts the overall pattern is similar; however, a higher percentage of CCSD personnel rated their governing board and executive leadership as *fair* or *poor*. This comparison is shown in **Exhibit 7-3**.

EXHIBIT 7-3
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART C	(% G + E) / (% F + P)[1]	
	CLARK COUNTY SCHOOL DISTRICT TEACHERS	OTHER SCHOOL DISTRICT TEACHERS
1. Board of Education members' knowledge of the educational needs of students in the school district.	14/74	24/64
2. Board of Education members' knowledge of operations in the school district.	21/59	29/55
3. Board of Education members' work at setting or revising policies for the school district.	16/67	27/58
4. The school district Superintendent's work as the educational leader of the school district.	21/53	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	25/49	50/38

[1]Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor.* The *don't know* responses are omitted.
Source: MGT surveys of administrators, principals, and teachers in CCSD and other school districts, 2006.

The responses of Clark County principals follow a similar, although not as dramatic pattern. **Exhibit 7-4** shows principal response comparisons.

EXHIBIT 7-4
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

PART C	(% G + E) / (% F + P)[1]	
	CLARK COUNTY SCHOOL DISTRICT PRINCIPALS	OTHER SCHOOL DISTRICT PRINCIPALS
1. Board of Education members' knowledge of the educational needs of students in the school district.	43/51	39/57
2. Board of Education members' knowledge of operations in the school district.	48/45	41/56
3. Board of Education members' work at setting or revising policies for the school district.	56/39	50/47
4. The school district Superintendent's work as the educational leader of the school district.	68/22	81/17
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	76/15	81/17

[1]Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor.* The *don't know* responses are omitted.
Source: MGT surveys of administrators, principals, and teachers in CCSD and other school districts, 2006.

When personnel were asked to respond to the statement *School-based personnel play an important role in making decisions that affect schools in this school district,* 55 percent of administrators responded *agree* or *strongly agree* while 19 percent responded *disagree* or *strongly disagree*. Fifty-two percent of principals responded *agree* or *strongly agree* while 32 percent responded *disagree* or *strongly disagree*, and 23 percent of teachers responded *agree* or *strongly agree* while 51 percent responded *disagree* or *strongly disagree*.

In comparison, 48 percent of administrators in other districts responded *agree* or *strongly agree* and 24 percent *disagree* or *strongly disagree*, a slightly higher rating. Sixty-one percent of other districts' principals responded *agree* or *strongly agree* and 24 percent *disagree* or *strongly disagree*, also a slightly higher rating. Finally, 35 percent of teachers in other districts responded *agree* or *strongly agree* and 33 percent *disagree* or *strongly disagree*, a significantly higher rating.

Survey results such as these guided consultants in the examination of district and region organization, the delivery of services to schools, and important elements of internal communication.

The mission of the Board of School Trustees expresses in broad terms the guiding principle of the Board, administrators, teachers, and staff of CCSD.

> *Clark County School District students will have the knowledge, skills, attitudes and ethics necessary to succeed academically and will practice responsible citizenship.*

METHODOLOGY

The primary methodologies utilized to review district organization and management and related practices addressed in this chapter included:

- interviews of key district and Board personnel utilizing pre-developed questions designed for the specific areas of review;
- triangulation of identified issues by seeking documents, conducting observations, and supporting/contradicting interviews as a means of substantiating findings;
- analysis of documents including organizational cost data, peer district data, and related information; and
- review of reports from participants in on-line surveys, focus groups, and public forums.

7.2 School Board Governance

The American system of public education features a wide range of governance structures that vary from state to state from a single statewide agency, to county governing authorities, to single municipality boards of education. Regardless of its unique structure, each governing board of a public education system is vested with one primary responsibility—to be the public's legal representative in providing and overseeing vital education services for the children in its jurisdiction.

The CCSD Board of School Trustees, acting under the authority of the State of Nevada, serves as the governing body for the school system. The Board is comprised of seven members, each of whom resides in his or her respective voting district and is elected to a four-year term by residents of that district. Board of School Trustee elections are held every two years during the month of November, when three or four members are elected depending upon the number required to maintain a seven-member Board.

Exhibit 7-5 provides information on each current Board member and indicates that:

- four terms will expire in 2006 and three terms will expire in 2008;
- all members except one have eight or more years of service;
- one member is retired and four are homemakers; and
- two members are actively engaged in other work-related pursuits.

EXHIBIT 7-5
CLARK COUNTY BOARD OF SCHOOL TRUSTEES
APRIL 2006

NAME	TITLE	DISTRICT	LENGTH OF SERVICE	TERM EXPIRES *	OCCUPATION
Barber, Shirley		C	10 years	2008	Former CCSD Administrator
Brager-Wellman, Susan	Clerk	F	12 years	2006	Real Estate Agent
Janison, Terri		E	1 year	2006	Homemaker
Johnson, Ruth	President	B	10 years	2008	Homemaker
Mason, Larry		D	12 years	2006	Liaison P-16 NV Higher Education
Moulton, Sheila	Vice-President	G	8 years	2006	Homemaker
Scow, Mary Beth		A	10 years	2008	Homemaker

*All terms expire in December.
Source: Board of School Trustees' Office, April 2006.

Board meetings are conducted on the second and fourth Thursdays of each month beginning at 5:30 p.m. in the Boardroom of the Edward A. Greer Education Center at 2832 East Flamingo. Special meetings are scheduled as needed. Regular meetings typically last three to five hours and special meetings from one to two hours. The Board meets for approximately 14 to 16 hours per month.

The public is invited to address the Board at regular meetings, and anyone wishing to do so is requested to place his or her name on the agenda two days prior to the meeting; however, if time permits, other persons are offered an opportunity to address the Board. By policy, 60 minutes is scheduled on the agenda for public input. Each person is asked to restrict comments to three minutes, but is encouraged to provide written comments if he or she so chooses.

Since July 2000, the Board of School Trustees has operated under a Policy Governance© system designed to decentralize its method of leading and focus on service-oriented governance processes. This governance model places emphasis on defining Board goals, communicating with one voice, and developing public engagement in decision-making through nontraditional forums. The Board's development under this system has resulted in ongoing training and self-evaluation.

Board members are involved in numerous committees and have organized their office personnel to support active involvement in community outreach to meet the governance model goals. **Exhibit 7-6** shows that Board members serve on or act as liaisons to at least 17 committees, commissions, or other similar groups. As can be seen, these are not traditional Board committees devoted to policy, budget, or curriculum; rather, they represent greater outreach to the community and oversight of major district activity.

EXHIBIT 7-6
COMMITTEES AND TIME COMMITMENTS

COMMITTEE NAME	LIAISON/MEMBER	PURPOSE/TIME COMMITMENT
American Education Week	2 Liaisons	Promote American Education Week Meets annually
Attendance Zone Advisory Commission (AZAC)	1 Liaison	Liaison to the community; brings zoning recommendations to the Board Special Board meetings in February and March
Bond Oversight Committee	1 Liaison	Provide the Bond Oversight Committee with the Board's input Monthly
Debt Management Commission	1 Member	Represent the Board Monthly
NASB Director	1 Member	Serve on the Board of Directors Four meeting per year
NASB Legislative Representative	1 Member	To be determined
NSBA-FRN	1 Member	Serve as delegate and keep other Board members informed of information from Congress Annually
NIAA Board of Control	2 Members	Serve on the Board of Directors Four meetings per year
Oversight Panel for School Facilities – AB 353	1 Liaison	Secure financial resources for school construction and participate in approval of related annual reports to the legislature Meets as needed
Parks and Recreation	1 Member	Liaison between the Board and Clark County citizens Seven times per year
PBS and APS	1 Liaison	KLVX's voting lay representative Annually
Public Education Foundation	1 Liaison	Ex-officio member of Board of Directors Four meetings per year
School Name Committee	1 Chairperson 2 Members	Review recommendations Monthly
Sex Education Advisory	1 Liaison	Act as liaison to committee; Committee prepares recommendations to the Board Meets as needed
Southern Nevada Regional Planning Coalition (SNRPC)	1 Member	Represent school district as a voting member Monthly
Student Council Advisory	1 Liaison	Act as liaison Monthly
The Council of the Great City Schools (Board of Directors)	1 Member	Voting member of Board of Directors Two meetings per year

Source: Board of School Trustees' Office, April 2006.

The Board of School Trustees' Office is staffed with six positions, including:

- an Executive Assistant to the Board of School Trustees;
- one Administrative Secretary III;
- two Administrative Secretary I;
- one Secretary II; and
- one Transcriber/Recorder.

The Executive Assistant to the Board of School Trustees oversees office operations and coordinates with the staff of the Superintendent's Office. Responsibilities of the office include:

- preparing and distributing Board of School Trustees' meeting agendas;
- preparing and distributing Board of School Trustees' meeting minutes;
- ensuring compliance with the Nevada Open Meeting law requirements;
- providing support to Board members including scheduling community meetings, forums, and maintaining, if requested, individual member's calendars;
- providing timely information to members on routine and emergency matters or occurrences within CCSD;
- scheduling member travel and providing preparation for committee-related activity; and
- other services as required.

The Executive Assistant to the Board of School Trustees is responsible for coordinating all office activity, assisting in the selection of personnel to fill vacated positions, and evaluating the performance of office personnel. The Executive Assistant to the Board of School Trustees serves on the district's Management Review Team, is cross-trained with a veteran Administrative Secretary III, and attends regular and special Board meetings.

FINDING

In July 2000, the Board of School Trustees adopted and began systematically implementing a Policy Governance© system for carrying out its responsibilities.

This system clearly defines the roles and responsibilities for achieving the Board of School Trustees' vision and mission; provides a framework for ongoing communication with the Superintendent, employees, and the community; assures a process of systemic accountability; and enables the Board to focus on the goals of public education.

The Policy Governance© document was adopted July 26, 2000, and revised April 14, 2005. It is organized into five coherent sections: Governance Policies (GP), Board/Superintendent Linkages (B/SL), Executive Limitations (EL), a glossary of terms, and an appendix. Each of the sections is designed to provide specific guidance to the Board and the Superintendent, maximizing assurances that clearly enunciated policies and procedures are in place that permit the parties to carry out assigned responsibilities, but more importantly, to be held accountable for outcomes. The following processes are particularly noteworthy:

- GP-2 establishes a continuous Board development program, semi-annual meetings focused on a review of GP and B/SL policies, and systematic monitoring of the Board's progress and performance at monthly meetings;
- GP-3 defines the scope of Board responsibilities and actions with a key community linkage responsibility;
- conduct and ethics are detailed in GP-4;
- B/SL policy provisions describe the relationships between the Board and the Superintendent as their connection to the operational organization; and
- B/SL-3 holds the Superintendent accountable by describing his organizational performance relationships, and the appendix contains a detailed Superintendent's Evaluation Manual and sample Trustee Evaluation Worksheets.

A review of Board meeting minutes since 2000 shows a progression of more sophisticated Board oversight of the school district and the Superintendent's performance. Board meeting decorum is professional, respectful, and focused on issues pertinent to district improvement. There is clear evidence of adherence to the principles embedded in the Policy Governance© system.

COMMENDATION

The Clark County School District Board of School Trustees is commended for adopting and applying a governance system that clearly focuses on providing leadership in promoting high student achievement and supporting administration, teaching, and learning in a manner consistent with this purpose.

FINDING

In the past five years, the Board of School Trustees' Office has had an excessively high employee attrition rate, creating significant issues related to training personnel to carry out assigned responsibilities, hindering effective cross-training of positions, and affecting office efficiencies.

Since 2001 the office has had four Executive Assistants to the Board of School Trustees with one holding the position for two years and one for less than a year. The current person had been in the position for six months as of April 2006. Fortunately, the veteran Administrative Secretary III has been able to cover some of the Executive Assistant responsibilities during interim employment periods.

Additionally, the current tenure of the five other positions is as follows:

- one Administrative Secretary III, five years;
- one Administrative Secretary I, five years but departed in May 2006;
- one Administrative Secretary I, 11 months;
- one Secretary II, seven months; and
- one Transcriber/Recorder, two years.

Interviews with personnel reveal varying reasons for turnover rates including the need to secure higher paying positions within the district or in the private sector, stressful working conditions resulting from many deadlines for Board member meetings and other activities, limited professional growth opportunities, and personality conflicts.

There is no evidence that the Board of School Trustees has focused on the issue of the high office employee turnover, and the same may be said of the Human Resources Division, whose staff members are preoccupied with the serious challenge of teacher recruitment.

RECOMMENDATION

Recommendation 7-1:

Reduce personnel attrition rates in the Board of School Trustees' Office.

The implementation of this recommendation should involve several specific actions on the part of the Board of School Trustees and office management, including the following:

- They should conduct an anonymous survey of past employees (as available) with questions focused on specific reasons for departing the office.

- They should conduct an anonymous survey of current employees regarding job satisfaction and the identification of specific job-related issues or stressors.

- The Executive Assistant to the Board of School Trustees should contact the Human Resources Division to obtain means that they have identified for retention of personnel.

- The Board of Trustees chairperson and the Executive Assistant to the Board of School Trustees should review all collected data, compile employee work and compensation records, and present the information to the full Board in a special work session.

The implementation of this recommendation should reduce office personnel attrition rates and increase the efficiency of the entire office. A secondary benefit should be cost savings as a result of not having to advertise for and process as many applicants as in the past five years.

CORRECTIVE ACTION PLAN

1. The Board chairperson should instruct the Executive Assistant to the Board of School Trustees to cause the recommended actions to be implemented.	January 2007
2. The Executive Assistant to the Board of School Trustees and the Board chairperson, through the Superintendent's office, should request that representatives of the Division of Research, Accountability & Innovation identify, administer, and provide an analysis of results from a survey instrument designed to identify factors impacting high employee attrition rates.	January – February 2007
3. The Executive Assistant to the Board of School Trustees and the Board chairperson, through the Superintendent's Office, should request that the Human Resources Division assist by identifying personnel who should be surveyed.	January – March 2007
4. The Division of Research, Accountability & Innovation, in collaboration with the Human Resources Division, should develop and administer the survey and submit the analysis of results to the Executive Assistant to the Board of School Trustees and the Board chairperson.	February 2007
5. The Executive Assistant to the Board of School Trustees should meet with the Human Resources Division, secure a list of options for reducing support staff employee attrition rates, and incorporate the information into a proposal submitted to the Superintendent for review, revision, approval, and submission to the Board for discussion and final action.	March 2007
6. The Superintendent should cause the plan to be reviewed, revised, and approved administratively, and submit it to the Board for discussion and final action.	April 2007
7. The Board should review, revise, and approve the recommended plan and direct the Executive Assistant to the Board of School Trustees to begin implementation.	May 2007
8. The Executive Assistant to the Board of School Trustees, upon approval of the final plan, should proceed with implementation.	July 2007

9. The Executive Assistant to the Board of School Trustees and the Board chairperson should review the results of the plan's implementation.	July 2008 and Annually

FISCAL IMPACT

The costs or savings associated with implementing this recommendation cannot be estimated until a final plan is developed.

FINDING

The frequency of Board of Trustees meetings, combined with inadequate staffing has resulted in a backlog of official minutes that have not been transcribed. This backlog dates back to meetings conducted in April of 2005.

The number of special and other meetings requiring a record of Board of School Trustees discussions and actions has increased. During 2005, 52 meetings were held that fell within the requirements of the Open Meeting law of Nevada. Some weeks, as many as four meetings are held, with some lasting all day. For example, during the week of the on-site review, the Board met for two full days of review and training related to their Governances Policy system. Later in the week, two other meetings were held to conduct work sessions and other Board business.

The Transcriber/Recorder responsible for creating the minutes of these meetings must attend the meetings and take notes. The meetings are audio recorded, and the tapes are available to facilitate the preparation of minutes. When the Transcriber/Recorder returns to her office, she must first prepare minutes for meetings where actions requiring Board review were taken to ensure all details are correct. Frequently she must create verbatim records of activity; when not doing so, she must nonetheless include considerable detail in the minutes. Furthermore, when requests come in for details related to a particular meeting, she must locate the tape and often create a verbatim record.

Realistic solutions include the following:

- employing a temporary transcriber/recorder to focus on eliminating the backlog;
- redesigning the minutes format to include only the recommended action, Board action, and record of vote, with the voice tapes serving to provide any details that may be necessary at a future time; and
- reducing the number of special meetings.

RECOMMENDATION

Recommendation 7-2:

Employ a Transcriber/Recorder on a temporary basis to eliminate the backlog of special Board meeting minutes; revise the written minutes format; and take actions to reduce the number of special Board meetings requiring minutes.

The implementation of this recommendation should eliminate the backlog of unfinished minutes of special Board meetings. Additionally, the minutes format should be redesigned to include only the recommended action(s) under consideration by the Board and the Board's official action, complete with a record of each member's vote. The audio tapes of each meeting should serve to provide any details that might be necessary, in the event of an inquiry.

The Board chairperson, vice chairperson, and the Executive Assistant to the Board of School Trustees should review all special meeting topics for the most recent three-year period and identify meeting topics that could have been consolidated, eliminated, or dealt with in another manner or forum. The goal should be to reduce the number of special meetings by at least 20 percent or eliminate approximately 10 meetings. The Board of School Trustees should be mindful that the scheduling of a large number of meetings has a significant impact not only on the immediate office staff but also on administrators and other district staff, including the Superintendent, who may have to prepare information for the Board or otherwise commit time to these meetings.

CORRECTIVE ACTION PLAN

1. The Board chairperson and Executive Assistant to the Board of School Trustees should recommend to the Superintendent the inclusion of funds for the employment of a temporary Transcriber/Recorder position in the 2007-08 Board office budget.	January 2007
2. The Executive Assistant to the Board of School Trustees should instruct the current Transcriber/Recorder to develop a modified minutes format and submit it to the Board chairperson and Executive Assistant to the Board of School Trustees for review, revision, and approval.	January 2007
3. The Superintendent should include the request for funds for the employment of a temporary Transcriber/Recorder position in the 2007-08 Board office budget and submit it to the Board for approval.	February – June 2007
4. The Transcriber/Recorder should develop a modified minutes format and submit it to the Board chairperson and Executive Assistant to the Board of School Trustees for review, revision, and approval.	February 2007
5. The Board chairperson and Executive Assistant to the Board of School Trustees should review the proposed minutes format, revise it as necessary, instruct the Transcriber/Recorder to proceed with using it.	March 2007 and Ongoing
6. The Board should approve the budget request.	June – July 2007

7. The Executive Assistant to the Board of School Trustees should employ the temporary employee and instruct the Transcriber/Recorder to supervise his or her work. — July 2007

8. The Executive Assistant to the Board of School Trustees should evaluate progress on eliminating the meeting minutes backlog and report to the Board chairperson. — Monthly from August 2007 – April 2008

FISCAL IMPACT

This recommendation could be implemented at an annual cost of $39,456. This is calculated on the basis of $18.40 per hour (Grade 53) plus $6.26 for fringe benefits at 34 percent for a total of $24.66 per hour. Employment could be for eight hours per day for an estimated total of 200 days, resulting in a one-time total cost of $39,456 for the 2007-08 fiscal year.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ a Temporary Transcriber/Recorder	($39,456)	$0	$0	$0	$0

FINDING

Records of official meetings of the Board of School Trustees are not maintained in fire- and disaster-protected areas or cabinets.

Minutes of regular meetings are posted on the Web site and stored on an office computer hard drive; however, supplementary data and the official copy of minutes are maintained in binders in the Board office in a non–fire-rated area. The majority of the official records are kept in the warehouse in indexed boxes that are not fire or disaster protected. When the need arises to locate specific records, personnel have to travel 20 or more minutes to the centralized warehouse and search through the indexed boxes to locate information.

Many school districts are now converting official records to an electronic format as CDs or other compact mediums can be easily archived, indexed, accessed, and protected from inadvertent destruction.

RECOMMENDATION

Recommendation 7-3:

Provide temporary, fire-rated storage for current official records maintained at the Sahara Central Office center and develop a plan to convert all records to a compact, electronic format for safe and compact storage.

The implementation of this recommendation should result in the purchase of two four-drawer, fire-rated, lockable storage file cabinets. These cabinets should be used to store current records that have not yet been indexed and boxed for shipment to the

warehouse for permanent storage. This should ensure that important documents are not lost in the event of a severe Board office catastrophe.

The current Board agenda and minutes and other records that are now stored on the hard drive of the computer should be duplicated onto CD ROMs. The CDs should then be conveniently stored in a small, fire-rated safe-box or placed in a bank safe deposit box or similar secured location. Hardcopy documents should be stored in the acquired fire-rated file cabinets until they are converted to an electronic format for permanent storage.

The Human Resources Division has converted old personnel records to an electronic, storable format. A plan for converting the official Board records, currently warehoused, should be developed and implementation scheduled as soon as feasible.

CORRECTIVE ACTION PLAN

1. The Board chairperson and Executive Assistant to the Board of School Trustees should recommend to the Superintendent the inclusion of funds for the purchase of the recommended equipment in the 2007-08 Board office budget.	January 2007
2. The Executive Assistant to the Board of School Trustees should confer with representatives of the Human Resources Division and develop a plan for converting old, warehoused official Board records to an electronic format for storage in disaster-protected areas or cabinets.	February 2007
3. The Executive Assistant to the Board of School Trustees should develop a plan for converting old, warehoused official Board records to an electronic format for storage in disaster-protected areas or cabinets and present it, along with an estimation of fiscal impact, to the Board chairperson and Superintendent for approval and funding.	February – May 2007
4. The Superintendent should include a request for funds for the purchase of the recommended equipment in the 2007-08 Board office budget.	May 2007
5. The Board should approve the request and instruct the Executive Assistant to the Board of School Trustees to proceed with implementation of the actions.	June 2007
6. The Executive Assistant to the Board of School Trustees should order the approved equipment and proceed with storage of official records as recommended.	July 2007 and Ongoing

FISCAL IMPACT

This recommendation could be implemented at a one-time cost of $2,670.

This recommendation could be accomplished by purchasing two four-drawer, fire-rated, lockable file cabinets and one small, lockable fire-rated safe-box. Office suppliers sell file drawers meeting these requirements for approximately $1,300 each, and stores such as Wal-Mart offer safe-boxes that could easily contain over 100 CDs at less than $70. The total one-time cost of implementing this recommendation would be approximately $2,670.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Purchase Two Four-Drawer, Fire-Rated, Lockable File Cabinets	($2,600)	$0	$0	$0	$0
Purchase One Small, Lockable Safe-Box	($70)	$0	$0	$0	$0
TOTAL COST	**($2,670)**	**$0**	**$0**	**$0**	**$0**

FINDING

Together with the large number of Board of School Trustees meetings, the current system for setting meeting dates and coordinating the Superintendent's and Board's calendar of activities is cumbersome and sometimes results in significant scheduling conflicts.

The Board staff reports that meetings are sometimes set prior to a review of all parties' calendars, resulting in scheduling conflicts. In an attempt to conduct its business in a timely fashion and permit the Superintendent to carry out important operational commitments, the Board has authorized the Superintendent to evaluate his need to attend selected meetings. The Superintendent may thus authorize a subordinate to represent his interests. However, this process overlooks the essential nature of the Superintendent's responsibilities and relationship to the Board under the Policy Governance© structure and creates a situation where important matters requiring his reflection and guidance could be brought up in his absence.

RECOMMENDATION

Recommendation 7-4:

Implement a system of calendar coordination between the Board Office and the Superintendent's Office to minimize conflicting meeting dates and times.

The implementation of this recommendation should result in the coordination of Board meetings with the Superintendent's calendar. The implementation of Recommendation 7-2, which includes a proposal to reduce the number of special Board meetings, should also ease the schedule coordination issue.

The implementation of this recommendation should result in assigning responsibility for coordination to the staff of the Board of School Trustees' Office and can be accomplished by ensuring the electronic availability of the Superintendent's calendar to

appropriate Board staff in routine attendance at Board meetings when possible meeting dates are proposed.

CORRECTIVE ACTION PLAN

1. The Board chairperson should instruct the Executive Assistant to the Board of School Trustees to meet with the Secretary to the Superintendent to develop the plan for effective coordination of the Board's meeting calendar/dates with the Superintendent's schedule.	January 2007
2. The Executive Assistant to the Board of School Trustees should meet with the Secretary to the Superintendent and collaboratively develop the plan for effective coordination of the Board's meeting calendar/dates with the Superintendent's schedule to minimize anticipatable conflicts.	January 2007
3. The Executive Assistant to the Board of School Trustees and the Secretary to the Superintendent should implement the agreed upon procedures.	February 2007 and Ongoing
4. The Executive Assistant to the Board of School Trustees and the Secretary to the Superintendent should evaluate the effectiveness of the coordination and modify the scheduling process as needed.	March 2007 and Ongoing

FISCAL IMPACT

This recommendation could be implemented with existing systems and resources and at no additional cost.

7.3 Policies and Procedures

The development and adoption of school system policies and procedures is an important function of the Board of School Trustees, and constitutes the means by which the school system can communicate its expectations to its various constituencies. Board policies provide a legal framework, often based upon state law, which guides the operation and decision-making processes of the school system.

Established educational practice indicates that well-crafted policies and procedures provide the basis for:

- establishing the Board of School Trustees' expectations and what may be expected from the Board;
- keeping the Board of School Trustees and administration within legal guidelines;

- establishing an essential division between policy-making and administrative roles;
- creating guidelines within which employees operate;
- providing reasonable assurances of consistency and continuity in decisions; and
- providing a legal basis for the allocation of fiscal, personnel, and facility resources.

Policies and procedures establish the philosophy and position of the Board of School Trustees and should be stated in sufficient detail to provide adequate direction for the employees of the Clark County School District.

Clark County Board of School Trustees' policies are organized into two primary editions, the Policy Governance© document (previously discussed) and the Policy and Regulations Manual. The former is located in the Board Office and the latter in the Superintendent's Office and managed by an administrative secretary.

As shown in **Exhibit 7-7**, the Policy and Regulations Manual is organized into eight sections.

EXHIBIT 7-7
ORGANIZATION OF POLICY AND REGULATIONS MANUAL

SECTION	SECTION TITLES	POLICY CODES
0000	General Objectives	0101 - 0500
1000	Community	1110 - 1410
2000	Administration	2130 - 2410
3000	Business	3110 – 3991
4000	Personnel	4110 – 4391
5000	Students	5111 – 5157
6000	Instruction	6110 - 6200
7000	New Construction	7110 - 7510

Source: CCSD Board of School Trustees Policy and Regulations Manual, Superintendent's Office, April 2006.

FINDING

The CCSD Policy and Regulations Manual is updated regularly and reflects appropriate policy and regulation provisions.

Exhibit 7-8 shows the status of the revision or review of policies and regulations. As can be seen, all policies and regulations have been updated or reviewed since 2000. Of a total 318 provisions examined by consultants, 16 had been revised and/or adopted in the 2005-06 school year and 24 in the prior year.

During the on-site review, the Superintendent's staff was in the process of submitting eight additional provisions to the Board for review and approval following appropriate advertising and readings. The process of updating provisions is contiguous in nature.

Frequently, MGT consultants find that districts do not maintain a completely updated document. However, this is not the situation with CCSD, whose policies are designed to meet the requirements cited in the introduction to this section of the chapter.

EXHIBIT 7-8
REVISION STATUS OF CCSD POLICIES AND REGULATIONS
APRIL 2006

SECTION	TITLE	NUMBER OF POLICIES & REGS EXAMINED	NUMBER OF POLICIES AND REGULATIONS ADOPTED/UPDATED/RESTATED IN:			
			PRIOR TO 2000	2000-02	2003-04	2005-06
0000	General Objectives	3		3		
1000	Community	25		24	1	
2000	Administration	4		3		1
3000	Business	56		52	3	1
4000	Personnel	82		77	3	2
5000	Students	80		57	11	12
6000	Instruction	48		46	2	
7000	New Construction	20		16	4	
TOTALS		**318**	**0**	**278**	**24**	**16**

Source: CCSD Board of School Trustees Policy and Regulations Manual, Superintendent's Office, April 2006.

COMMENDATION

The CCSD Board of School Trustees and administration are commended for maintaining an updated and comprehensive manual of policies and regulations.

FINDING

The policy and regulations manual is well organized, but readily distinguishing between policy provisions and the related regulations is sometimes confusing since the numbering codes of the two are identical.

For example, policy 1110, Distribution of Materials By and Through Students, is followed by regulation 1110, Distribution of Materials Through Students. Likewise, policy 1410, Gold Card Program is followed by regulation 1410, Gold Card Program. This situation exists in more than 50 instances.

The potential confusion could easily be eliminated by preceding a policy code provision with a "P" to signify that it represents a policy statement. All other codes within the document that are regulations could simply be assigned the number code that correlates to the controlling policy.

RECOMMENDATION

Recommendation 7-5:

Assign a prefix of "P" to each policy number code.

The implementation of this recommendation should result in clearly distinguishing policy provisions from their related regulations and other regulations in the Policy and Regulations Manual.

This procedure would be consistent with the coding process that is utilized in the Policy Governance© document, which employs "GP" and other letter prefixes to distinguish rules' applications.

CORRECTIVE ACTION PLAN

1. The Superintendent should instruct the Administrative Secretary to apply the recommended prefix to all policy provisions in the Policy and Regulations Manual.	January 2007
2. The Administrative Secretary should proceed to apply the recommended prefix to all policy provisions in the Policy and Regulations Manual and provide the updated coding to the Web master for inclusion in the on-line version.	February – March 2007

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the district.

FINDING

The hardcopy version of the Policy and Regulations Manual does not contain a useable table of contents or any subject matter index, making it very difficult to locate needed information.

However, electronic versions can be searched by subject with available Word software capabilities. The Web site does have an overall table of contents listing all policy and regulation numbers and titles along with the date of adoption or revision.

Model policy manuals such as the National School Boards Association (NSBA) model and those offered by many state school Boards associations and private service providers always include a table of contents and some type of subject matter index system.

RECOMMENDATION

Recommendation 7-6:

Create a table of contents and subject index for the hardcopy edition of the Policy and Regulations Manual.

The implementation of this recommendation should make it much easier to locate specific topics or procedures in the manual. A table of contents detailing the entire document should be created and placed before Section 0000, General Objectives. A comprehensive subject matter index should be placed after the table of contents or in an appendix.

The Administrative Secretary can easily develop the table of contents from existing entries located in the policy section of the Web site. Development of the index will be more tedious and should entail using word search capabilities in the word processing software to locate subject matter within the document. To facilitate the development of the index, the Administrative Secretary could obtain a copy of the NSBA model policy index and use those topics/subjects to guide a search of the CCSD manual. The Administrative Secretary would then only have to insert the policy or regulation code in lieu of the existing NSBA alpha code.

These two search tools should make the manual much more user-friendly and allow staff to easily check if particular topics are properly addressed and current, especially when the title of the policy or regulation does not clearly reveal all of the issues addressed in the provisions.

CORRECTIVE ACTION PLAN

1. The Superintendent should instruct the Administrative Secretary to develop a table of contents and index for the Policy and Regulations Manual.	January 2007
2. The Administrative Secretary should contact NSBA policy services, obtain an electronic copy of the model policy handbook index, and secure permission for its modification and use.	February 2007
3. The Administrative Secretary should proceed to develop the table of contents and index for the Policy and Regulations Manual and provide the updated index to the Web master for inclusion in the on-line version.	March – May 2007

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the district.

FINDING

A central list of policy-related handbooks and other documents is unavailable. The Policy and Regulations Manual contains a number of references to procedural documents related to policy implementation, but it is difficult to obtain these when needed. For example, policy 2310, Out-of-District Consultants, addresses Authorization and Payment Form CCF-144; 3110, Budget Development, and 3130, Budget Administration, could be linked to the district's budget document that is presented to the Board; 3231, Management of Student Activity and Staff Funds, in Section V, references procedures; 3511, Travel by District Employees, could be linked to travel forms; and 4350 – 59,

Leaves of Absence, could be linked to Form CCF-164. To obtain some of these documents, a person would have to visit several offices, consuming large quantities of valuable time and effort.

Requirements for student behavior, procedures related to drug testing, and other matters are included in this referencing process. While MGT consultants were able to review some of these documents, we were unable to find a central list of all such materials. This situation suggests that neither the Board of School Trustees nor various administrators and other employees could, if required, identify and review these documents in an expeditious manner.

RECOMMENDATION

Recommendation 7-7:

Create a policy provision containing a list of existing procedural manuals, handbooks, and planning documents and, on the Web site, create a series of hot links from the manual to the cited documents or procedures.

Creating this document should provide CCSD with a compilation of important procedures and operation manuals, handbooks, and other materials. Also, this provision should serve as a valuable tool for the orientation of new members of the Board of School Trustees as well as new district personnel. Some school systems have included such a provision in their policy manual within the equivalent of Section 2000, Administration.

This provision may be phrased as follows:

SCHOOL BOARD AND SCHOOL SYSTEM PLANS AND PROCEDURES

> *The Board and administration has plans, manuals, handbooks and codes that outline procedures to be followed relative to stated topics. The plans, manuals, handbooks, and codes listed below may be adopted by reference as part of these policies when required by other Board provisions, Nevada law, or other controlling requirements. These include, but are not limited to…*

Within this portion of the policy manual, the titles of various documents could be listed. This list should become an important resource for Board members and employees to understand the extent of activity and responsibilities involved in managing a complex organization.

Exhibit 7-9 provides a partial list of the types of documents often included in such an inventory. As the staff addresses Recommendations 7-5 and 7-6, a list of documents should be developed and adopted, and a series of hot links should be created between the on-line policy manual and related documents. This should provide the manual user easy access to other related information, thus increasing user efficiency by reducing the time required to locate needed documents.

EXHIBIT 7-9
SAMPLE LIST OF PROCEDURAL, OPERATIONAL, PLANNING, AND OTHER DOCUMENTS

Administration

Crisis Management Plan(s)
Emergency Plan
Employee Handbook(s)
Facility Use Fees
Strategic Plan
Staff Development Plan
Safety Plan
General Outline of Revenue and Meal Accountability Procedures
Human Resources Management and Development Plan
Capital Project Priority List
Transportation Procedures Manual
Food Service Procedures

Instructional & Student Services

After-School Child Care Program Manual
Code of Student Conduct
Testing Procedures Manual
Alternative Education Plan
Instructional Material Manual
Instructional Technology Plan
Limited-English Proficient LEP Plan
Manual for Admissions and Placement in Special Education Programs
Student Graduation Requirements
School Handbooks
School Health Procedures Manual
School Improvement Plans
Special Programs and Procedures Manual
Student Education Records Manual
Student Services Plan
Truancy Plan

Add other documents that are available

Source: Created by MGT of America, March 2006.

CORRECTIVE ACTION PLAN

1. The Superintendent should instruct the Administrative Secretary to develop the document list while creating the subject matter index in the Policy and Regulations Manual.	January 2007
2. The Administrative Secretary should proceed to develop the list along with the table of contents and index for the Policy and Regulations Manual and provide the updated index to the Web master for inclusion in the on-line version.	February – May 2007

FISCAL IMPACT

This recommendation could be implemented at no cost to the district.

FINDING

A visitor to the Central Office who wishes to review the CCSD Board of School Trustees and administration policy and procedures manual cannot easily secure access to a copy.

When an inquiry was made to the Communications Office, the visitor was informed that a copy could be viewed on-line or in the CCSD Board of School Trustees' Office on the fourth floor. A visit to the Board's fourth-floor office produced the Board's Governance Policies, but the reception personnel could not locate the two-volume administrative policies and procedures document, other than on the district's Web site. Further inquiry finally revealed that the hardcopy version was available in the Superintendent's Office, also located on the fourth floor.

Typically, hardcopy versions of policy and procedures are made easily available for public use. While the policy and procedures manual is available on the district's Web site, this does not necessarily meet the needs of those members of the public without Internet access.

RECOMMENDATION

Recommendation 7-8:

Provide a hardcopy edition of the Board of School Trustees' policy manual to persons who visit the Central Office with policy inquiries, or assist these individuals in searching the Web site.

The implementation of this recommendation should make the policy manual and its provisions more readily available to those who have an inquiry but do not have routine access to the document via the district's Web site. A hardcopy version of the policy and procedures manual, including the Board of School Trustees' Governance Policies, should be provided at least to each of the district's communications offices and the Region Offices. If the district opts not to make hardcopies available, then personnel in these offices should be instructed to assist inquiring persons in accessing the Web site upon request and print needed provisions (not the entire document) if necessary.

CORRECTIVE ACTION PLAN

1. The Superintendent should instruct the Executive Director for Community and Government Relations to proceed with implementation of the recommended action.	January 2007

2. The Executive Director for Community and Government Relations should instruct the Coordinator of Communications, in concert with communications staff and Region Offices, to determine the most practical approach for implementing the recommended action and proceed with final implementation.	February 2007
3. The Coordinator of Communications should, in concert with communications staff and Region Offices, implement the recommended action and report completion of the assignment to the Executive Director for Community and Government Relations.	February – March 2007
4. The Executive Director for Community and Government Relations should instruct the Coordinator of Communications to monitor the effectiveness of the actions.	Annually Following Implementation

FISCAL IMPACT

This recommendation can be implemented at no cost to CCSD if the district opts simply to provide inquiring citizens with access to the policy and procedures manual on an office computer with assistance from office personnel. However, if the district chooses to print the two-volume edition, the one-time estimated cost will be $910 for seven sets (five Region Offices and two communications offices). This cost was calculated as follows: $30 for two binders + $100 for printing the documents = $130 per set; $130 × 7 = $910.

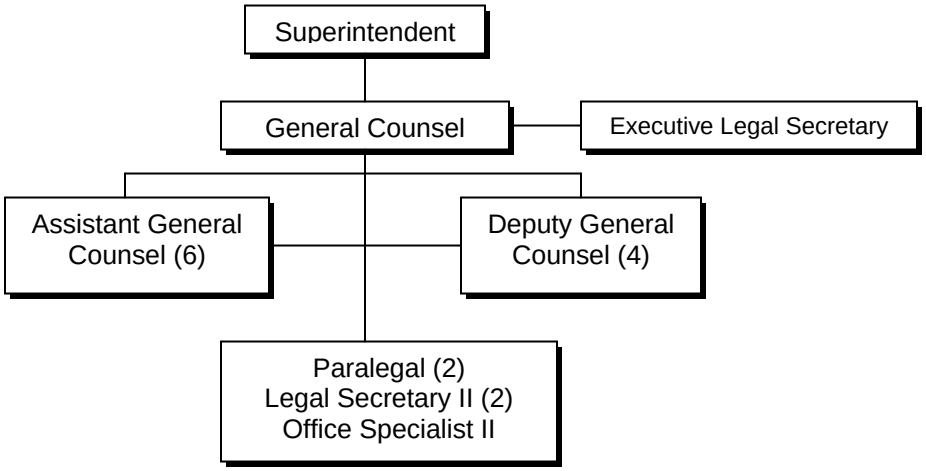
Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Print Policy and Procedures Manuals	($910)	$0	$0	$0	$0

7.4 Legal Services

School boards throughout the United States procure legal services either through in-house counsel with the use of outside attorneys for specialized legal situations, or exclusively through an outside legal firm or firms. Costs for legal work have risen significantly over the past three decades as a result of increased due process activity associated with disciplinary matters, complicated issues related to special education students, risk management matters, lengthy personnel disputes, and a variety of other issues. These areas are typically complicated by the complexities of federal requirements and the relationship to local and state regulations.

District legal services are provided by an in-house Legal Services Department directed by a General Counsel position. **Exhibit 7-10** shows the organization of the Legal Services Department, which is staffed with 11 attorneys including the General Counsel, two Paralegal positions, and four other support positions.

EXHIBIT 7-10
DISTRICT IN-HOUSE LEGAL SERVICES
APRIL 2006



Source: Prepared by MGT of America from CCSD Legal Services Department data, April 2006.

Budget documents show that the expenditures for the office and related legal services and fees over the past three years have remained essentially constant, even though an additional professional joined the office for the 2004-05 year. Expenditures are shown in **Exhibit 7-11**.

Legal services at Board meetings are provided by counsel from the District Attorney's Office, which absorbs the associated costs.

FINDING

Discussions with various focus groups and interviews with Central Office and school-level administrators indicated that CCSD's legal services are held in extremely high regard.

Focus group discussions involving a total of nearly 10 percent of the CCSD principals elicited comments of strong support for the district's in-house legal services, such as: "Attorneys are always accessible"; "We do not have to cut a lot of red tape to get information needed"; "We have direct access to the lawyers and they always follow up on our requests"; and "Legal services practices preventative law." In interviews, Central Office personnel consistently praised the Legal Services Department's activity and responsiveness to requests.

The Legal Services Department is able to provide services in a range of specialized areas including education law, employment and personnel, licensure, workers' compensation, OCR/504/IDEA, personal injury, contract management, and other matters. Each attorney is cross-trained to general education law and another area to ensure availability of services in the event of the loss of an attorney.

Exhibit 7-11 shows the cost of legal services for fiscal years 2003 through 2005. An examination of the fiscal records for legal services shows that the overall cost for services has remained essentially constant, and that a decrease occurred, even with the addition of one professional to the department's staff in 2004-05.

EXHIBIT 7-11
COST OF LEGAL SERVICES
FISCAL YEARS 2003-05

FISCAL YEAR	COST
2003	$2,151,801
2004	1,972,449
2005	2,232,353

Source: Prepared by MGT of America from CCSD Legal Services records, May 2006.

Exhibit 7-12 shows the cost on a per student basis for 2003 through 2005, as of May 15, 2006. As can be seen, the cost per student has declined by 47 cents per student over the three-year period.

EXHIBIT 7-12
CLARK COUNTY PUBLIC SCHOOLS
PER STUDENT LEGAL EXPENSES
FISCAL YEARS 2003-05

FISCAL YEAR	ENROLLMENT	COST	COST PER STUDENT
2003	268,357	$2,151,801	$8.02
2004	280,834	1,972,449	7.02
2005	295,615	2,232,353	7.55

Source: Prepared by MGT of America from CCSD Legal Services records, May 2006.

MGT of America's legal services database shows that legal services in other districts reviewed typically range from a low of $3.70 to over $14.92 per student. Peer districts selected for this review did not provide requested comparative data.

COMMENDATION

The CCSD Legal Services Department is commended for providing cost-effective, client-centered services.

FINDING

The agenda for regular meetings of the Board of School Trustees is developed in the Board Office under the direction of the Board chairperson and coordinated by the Executive Assistant to the Board of School Trustees; however, there is no procedure for the agenda to be reviewed by legal counsel to the Board to ensure that all requirements of law are met.

While the Board attorney does not review the Board meeting agenda in advance of its publication, there is no indication that there have been problems with meeting the Open Meeting Law of Nevada or any other requirements. The Board attorney has reviewed many agendas and written several Board items for special meetings. Also, the regular agenda is presented to Cabinet, at which the General Counsel is present, prior to posting. However, the agenda is not forwarded directly to the Board counsel and/or General Counsel each time an agenda is produced with a requirement or request for review.

A prudent course of action would include provision for the routine agenda review by the attorney. This precaution could serve to indemnify the Board should an issue arise over some procedural matter and how it may have been placed on the agenda for action.

Such is the standard practice in the majority of school districts throughout the country and with other governmental bodies as well. The attorney assigned by the District Attorney's Office could easily offer this service, and no cost would be incurred by the district since these legal services are already offered without charge.

RECOMMENDATION

Recommendation 7-9:

Establish and implement a procedure for the Board attorney to review the regular Board meeting agenda prior to publication.

The implementation of this recommendation should provide the Board with an additional safeguard to ensure that all legal processes and procedures are applied in the development of the agenda. These types of procedures are typical of the majority of public decision-making bodies throughout the United States.

The old adage "An ounce of prevention is worth a pound of cure" certainly could apply to this recommended action.

CORRECTIVE ACTION PLAN

1. The Board chairperson and the Executive Assistant to the Board of School Trustees should meet with the Board attorney and develop a procedure for implementing the recommended action.	January 2007
2. The Board chairperson should instruct the Executive Assistant to the Board of School Trustees and the Board Attorney to proceed with implementation of the agenda review.	February 2007 and Ongoing

FISCAL IMPACT

No cost would be incurred by the district since legal services are already offered without charge by the District Attorney's Office.

7.5 Organization and Management

The organizational structure and management system of a large public school district are key factors in determining the district's ability to meet its goals and to operate in an effective and efficient manner. An effective organizational structure systematically arranges functional areas in a manner that supports the district's mission and related goals. A successful organization has the capacity to alter its structure to meet the changing needs of its customers. The more the existent culture of the organization restricts this response, the less likely the organization will be to meet client requirements and, as a result, experience successes.

The management system of a large organization, including the ability to make informed decisions, communicate effectively, and provide appropriate planning and accountability functions, ultimately determines the extent to which that organization can successfully carry out its mission and accomplish its goals.

This section reviews CCSD's organization, decision-making, management, planning and accountability, public information, and school organization and management functions.

7.5.1 District Organization

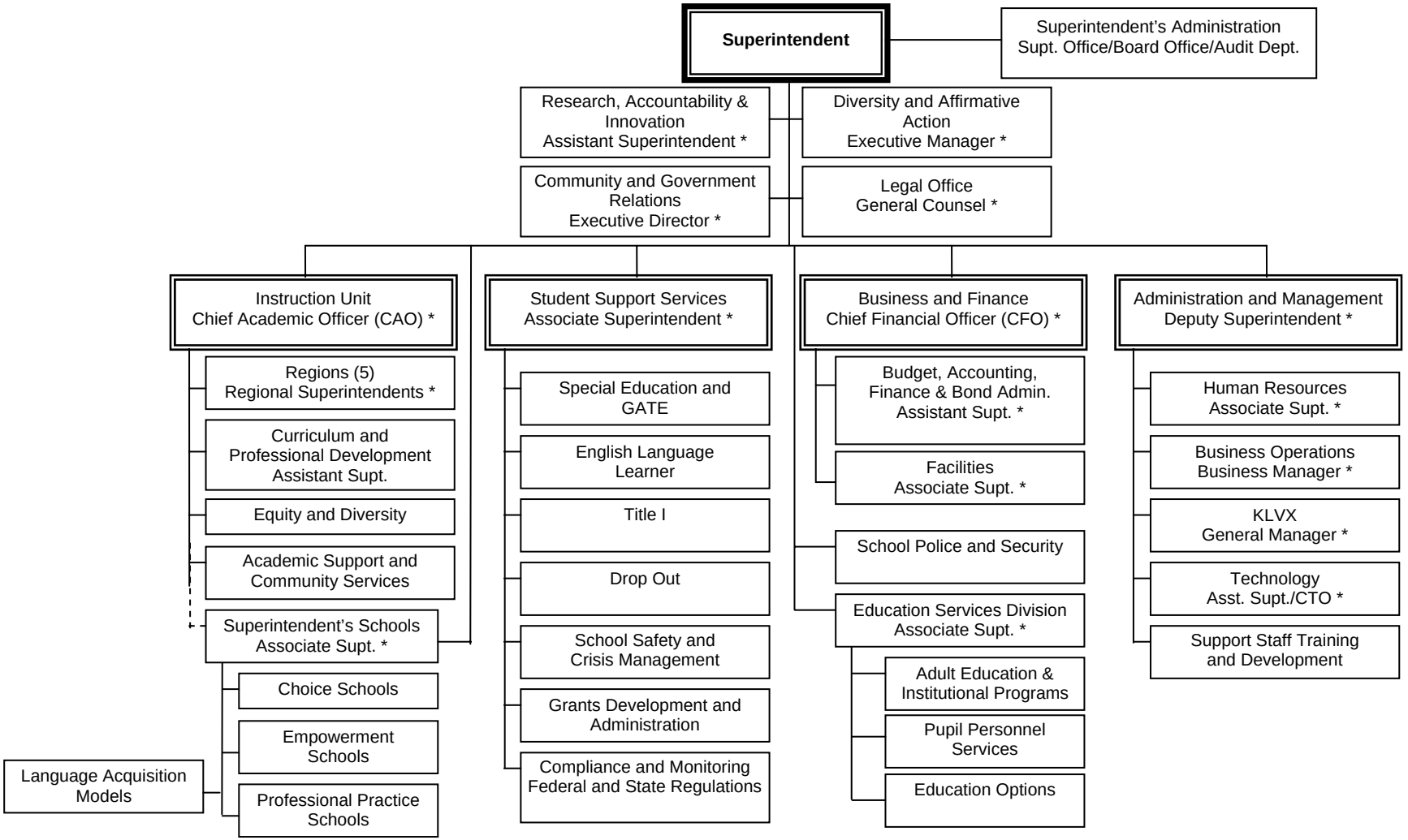
Developing and maintaining an effective organizational structure for a large school district is a formidable task. Fundamentally, an organizational structure is a support system designed to facilitate the primary mission of the entity and sustain its efforts to accomplish its goals. A school district's mission must determine its organizational structure; if not, the support system is weakened and the district's ability to accomplish its primary mission is compromised.

Large school districts, like any big organization, are often bureaucratic and subject to the inertia created by tradition and size. In many instances, the organizational structure of these districts evolves based upon tradition and the special interests of the superintendent, rather than being developed systematically. Little organizational analysis is done and the school district continues, in large part, to resemble its earlier incarnations. To maintain effectiveness, large school districts must continue to focus their energies on the needs of their students and constantly adapt their organization to best serve those needs.

While maintaining an effective organizational structure for a large school district is a challenging task, the end results can yield enormous benefits for the district, its schools, and its students. As Carter McNamara says in *Basic Context for Organizational Change,* "Typically, organizations must undertake organization-wide change to evolve to a different level in their life cycle."

Exhibit 7-13, Current Executive Organization, shows the executive leadership positions of the district as organized at the time of the on-site visit. A Deputy Superintendent position (converting the CAO position, but the change is not reflected on this chart) and the Superintendent's Schools Associate Superintendent position were advertised during the on-site review. As can be seen, the Superintendent has 11 direct executive reports plus two office staff direct reports (not shown are the Assistant to the Superintendent/MPS Management Representative and the Secretary to the Superintendent) for a total of 13. The Superintendent's Cabinet members, identified with an asterisk, total 21 administrative personnel.

EXHIBIT 7-13
CURRENT EXECUTIVE ORGANIZATION
APRIL 2006



* Executive Cabinet Member
Source: Prepared by MGT of America from Superintendent's Office documents, April 2006.

FINDING

CCSD was restructured into five geographic regions effective July 1, 2001, as a means of improving the administration of the school district as it continues projected rapid student growth.

Each region—Northwest, Northeast, Southwest, Southeast, and East—is responsible for developing programs and services tailored to its specific community.

The Region Office concept was developed by the district staff to provide:

- **Achievement –** Administrators will be given authority to plan, implement, and evaluate instructional programs specific to the needs of the students in each region, and to improve the articulation of curriculum between the elementary, middle, and high schools;
- **Access –** Promises a quality education to all students regardless of where they live and enhances community access to district staff; and
- **Accountability –** Each region is to develop measurable action plans for improving student achievement. Central office departments will be accountable to provide timely and efficient services to each region.

Interviews with Region Superintendents, Assistant Superintendents, Principals, and Assistant Principals indicated that the Region Offices are beneficial to the Clark County School District's campuses and to the parents of each region.

Clark County School District survey data have demonstrated a positive trend regarding the Region Offices and the benefit derived from having the five regions. Staff surveyed have reported a higher level of satisfaction with the regions each year since their inception in 2001. The 2005-06 survey data indicated 49 percent of staff in each district either strongly agree or agree that the regions have provided better support for their area. The same survey indicated that 55 percent either strongly agree or agree that the regions provide better access for parents and community. Survey information was collected from district management, school teachers, school administrators, and school support staff. The Nevada Legislative Council Bureau audit of the Clark County School District stated that "District management and school administrators now generally view the organization as working and resulting in more effective and efficient operations." Their findings concur with the results of the 2005-06 survey.

COMMENDATION

The establishment of Region Offices in 2001 has been beneficial to CCSD campuses and parents. The district has been successful in creating a model which enables the campuses and parents to access key district decision makers to clarify issues and resolve problems or concerns.

FINDING

The current executive organization of CCSD has two primary shortcomings: First, it includes an excessive number of direct reports to the Superintendent, and, second, a

number of functional areas are not effectively aligned. Each of these shortcomings can lead to miscommunications and failures in coordination of critical school district activity.

The large number of direct reports to the Superintendent creates significant issues in the assignment of the CEO's time to executive leadership responsibilities, Board working relationship necessities, and community contact requirements. This is especially critical due to the significant complications associated with financing and leading a very large and rapidly growing organization. As can be seen in **Exhibit 7-13**, the district's Central Office services are organized into five major divisions:

- Instructional Unit
- Superintendent's Schools
- Student Support Services
- Business and Finance, Education Services
- Administration and Management

An additional eight other departments or offices also are responsible for major areas of activity:

- Superintendent's Office
- Board Office
- Legal Offices
- School Police and Security
- Research, Accountability & Innovation
- Community and Government Relations
- Audit Department
- Diversity and Affirmative Action

In any organization, the alignment of essential functions within the executive leadership ranks is particularly important. Proper alignment contributes substantially to ensuring that effective support to all elements of the organization occurs in an effectively coordinated manner and with the least possible bureaucracy.

Exhibit 7-14, Current Functions Chart, shows the assignment of major functional responsibilities within CCSD as of April 2006. As can be seen, some areas are fragmented; examples include:

- assignment of risk management, purchasing and warehousing, and food services in a division unrelated to business and finance;
- staff development functions assigned among the divisions with no sign of overall coordination;
- bifurcation of some academic services among two divisions, with academic support in yet a third division;
- student services divided between two divisions; and
- technology, a major support operation, placed within one division.

Other functional realignment needs are discussed within other chapters of this report.

RECOMMENDATION

Recommendation 7-10:

Restructure the executive organization of CCSD and realign functions.

The implementation of this recommendation should create an executive organization pattern more consistent with the demands placed upon the Superintendent and the Board of School Trustees and provide a coherent assignment of major functional areas aligned with the primary improvement goals of the school district.

Full implementation of the recommendation could produce the Proposed Executive Organization shown in **Exhibit 7-15**, resulting in fewer executive-level positions and reducing the direct reports to the Superintendent from 13 to 8. However, it should be noted that in a district of very large enrollment clear justification exists for a bifurcated deputy system. This system would involve the employment of two deputy positions, one assigned teaching and learning, the second responsible for divisions with business, facilities, and other related support. Such a system, rather than the structure provided in **Exhibit 7-15**, would be acceptable, and its adoption should be a product of review and agreement between the Superintendent and the Board of School Trustees. Additionally, implementing this recommendation should result in the following:

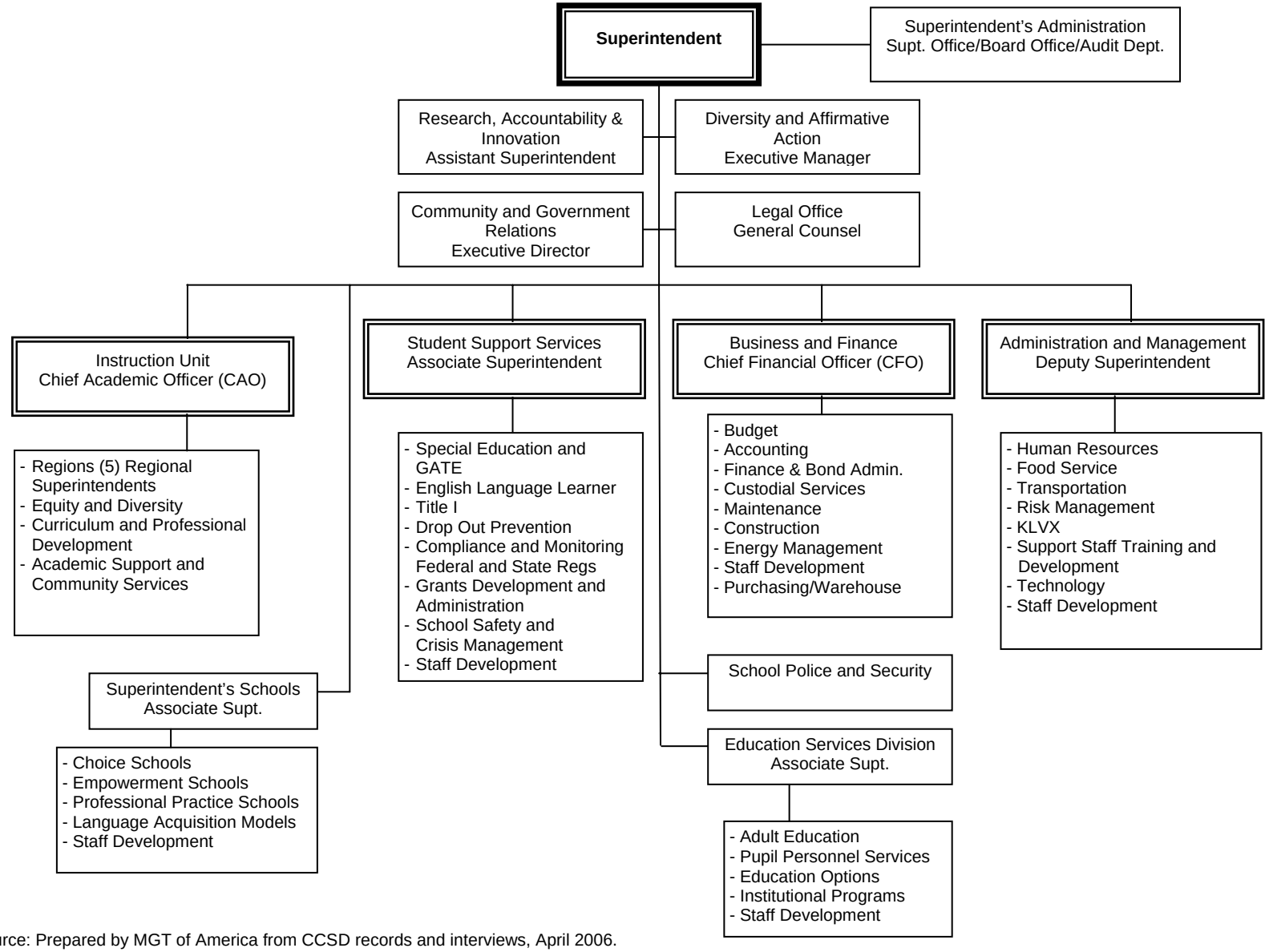
- employment of a Chief of Staff responsible for overseeing the Superintendent's Office, coordinating with the Board office, assisting the Superintendent with coordination of his workload, serving as an immediate contact with other executive officers, and fulfilling other roles typical of the position;
- employment of a Deputy Superintendent with 11 direct reports and oversight of the executives of the major divisions;
- consolidation of curriculum within the division headed by the Chief Academic Officer, resulting in the elimination of the Associate Superintendent for Education Services and the Associate Superintendent for Student Services;
- consolidation of business- and finance-related areas within the Business and Finance Division headed by the Chief Financial Officer;
- placement of the Chief Technology Officer over a division and reporting to the proposed Deputy Superintendent;
- reclassification of the Associate Superintendent for Superintendent's Schools to Regional Superintendent; and
- reclassification of the Executive Director of Community and Government Relations to Assistant Superintendent.

Reorganization of Central Office administration would involve the elimination and employment of a number of other positions reporting to the executive level; those recommendations are addressed in other chapters of this report.

A telephone survey conducted by MGT asked participants to respond to the statement *Clark County School District has too many administrators at the central office level.* Fifty-four percent agreed or strongly agreed while only nine percent disagreed or strongly disagreed.

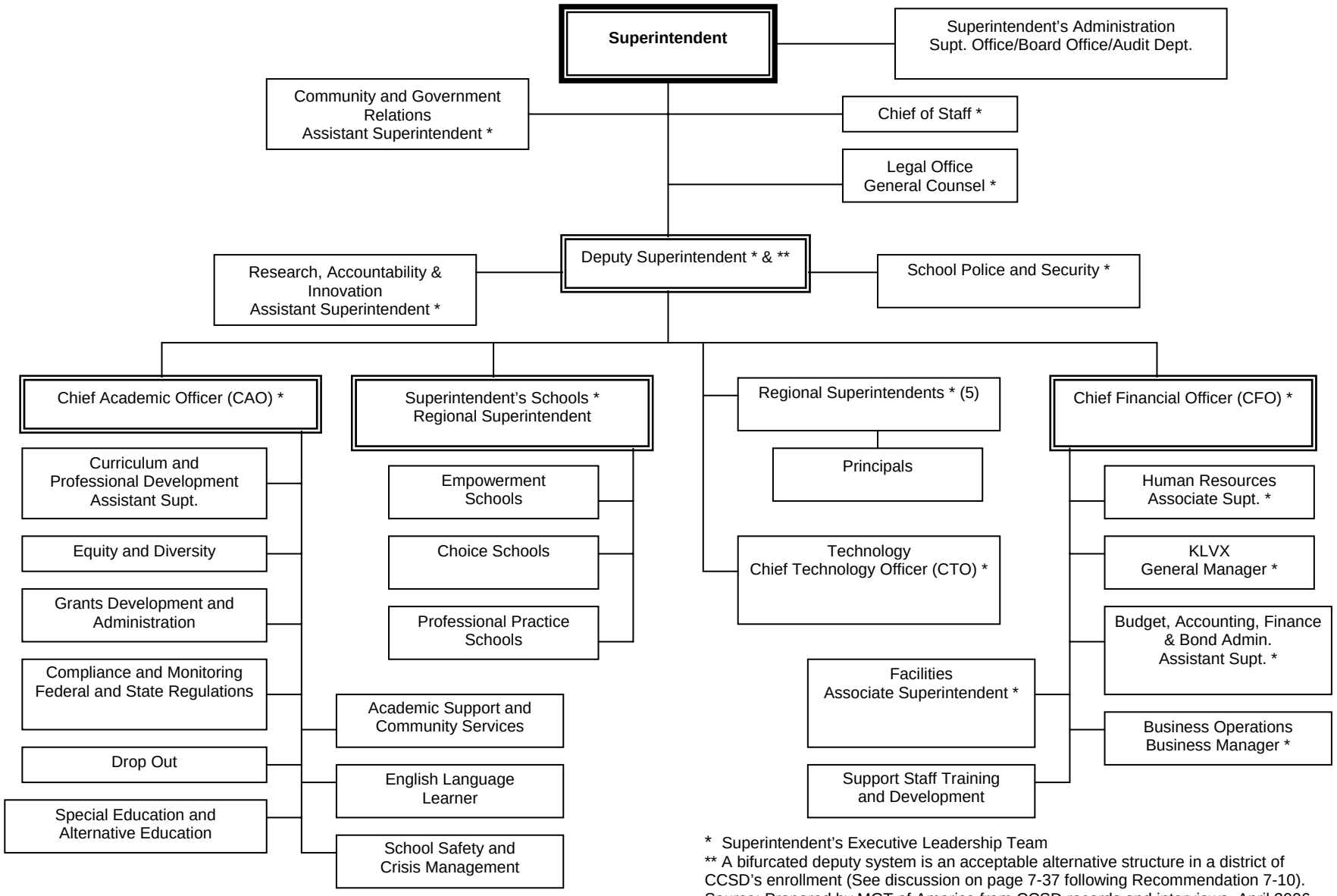
Exhibit 7-16, Proposed Functions Chart, shows the realignment of responsibilities within the major divisions, and **Exhibit 7-17** shows a summary of recommended position assignments/classifications and the rationale behind them.

EXHIBIT 7-14
CURRENT FUNCTIONS CHART
APRIL 2006



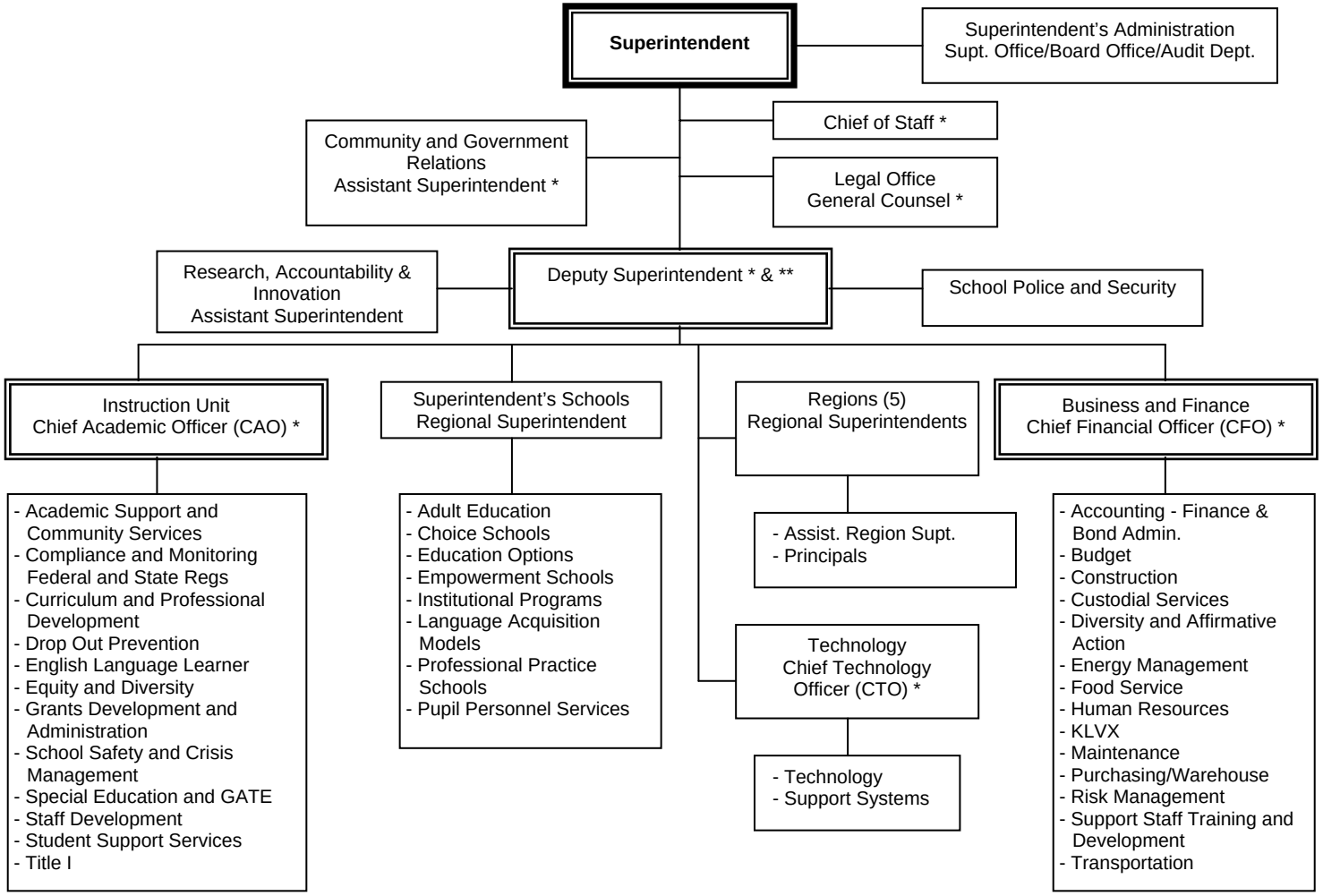
Source: Prepared by MGT of America from CCSD records and interviews, April 2006.

EXHIBIT 7-15
PROPOSED EXECUTIVE ORGANIZATION



* Superintendent's Executive Leadership Team
** A bifurcated deputy system is an acceptable alternative structure in a district of CCSD's enrollment (See discussion on page 7-37 following Recommendation 7-10).
Source: Prepared by MGT of America from CCSD records and interviews, April 2006.

EXHIBIT 7-16
PROPOSED FUNCTIONS CHART



* Superintendent's Executive Leadership Team

** A bifurcated deputy system is an acceptable alternative structure in a district of CCSD's enrollment (See discussion on page 7-37 following Recommendation 7-10).

Source: Prepared by MGT of America, May 2006.

EXHIBIT 7-17
SUMMARY OF RECOMMENDED
POSITION ASSIGNMENTS/CLASSIFICATIONS
AND RATIONALE

CURRENT POSITION	ACTION	RATIONALE
Deputy Superintendent for Administration and Management	Eliminate (the Superintendent should be provided latitude in determining the elimination or reclassification of one deputy position).	Unneeded—the responsibilities can be consolidated and managed within the Instruction Unit and the Business and Finance Division. However, given the size of CCSD, an acceptable option would be a bifurcated executive management system that includes a second deputy position. The final determination should rest with the Superintendent and the Board of School Trustees.
None	Employ a Deputy Superintendent.	This action should reduce the direct reports to the Superintendent from 13 to 8 and make the day-to-day coordination of division executive leaders the responsibility of the Deputy Superintendent. This would help ensure that the Superintendent has the necessary time to carry out executive leadership responsibilities, address Board working relationship necessities, and meet community contact requirements. Issues associated with financing the district's rapid student growth and meeting expectations regarding student achievement require this action.
None	Employ a Chief of Staff.	This position should be responsible for overseeing the Superintendent's Office, coordinating with the Board Office, assisting the Superintendent with coordination of his workload, serving as an immediate contact with other executive officers, and fulfilling other roles typical of the position. This position should contribute substantially to releasing the Superintendent to exercise district-wide leadership responsibilities and maintain essential day-to-day communications with the Board and other key stakeholders.

EXHIBIT 7-17 (Continued)
SUMMARY OF RECOMMENDED
POSITION ASSIGNMENTS/CLASSIFICATIONS
AND RATIONALE

CURRENT POSITION	ACTION	RATIONALE
Associate Superintendent for Superintendent's Schools	Reclassify to Region Superintendent.	This position has essentially the same responsibilities as the current five Region Superintendents.
Associate Superintendent for Education Services	Eliminate.	Unneeded—the responsibilities can be consolidated and managed within the Instruction Unit (see Chapter 11.0 for a more detailed discussion).
Associate Superintendent for Student Services	Eliminate.	Unneeded—the responsibilities can be consolidated and managed within the Instruction Unit (see Chapter 11.0 for a more detailed discussion).
Chief Technology Officer	Assign to report to the proposed Deputy Superintendent and classify technology operations as a division.	Technology is an extremely large function providing critical operational support to each division and every school in CCSD and as such merits assignment as a key executive position (see Chapter 12.0 for a more detailed discussion).
Executive Director of Community and Government Relations	Reclassify to Assistant Superintendent.	This position is critical to the decision-making processes of the Board of School Trustees and Superintendent and other executive officers and currently performs as an Assistant Superintendent.

Source: Prepared by MGT of America, May 2006.

CORRECTIVE ACTION PLAN

1. The Board of School Trustees and Superintendent should review, revise, and approve the recommended organizational structure. — January – February 2007

2. The Superintendent should incorporate the approved organizational changes into the district's proposed staffing plan for 2007-08 and present the plan to the Board of School Trustees for final approval and development of the district budget. — March 2007

3. The Board of School Trustees should review, revise, and approve the recommendations and direct the Superintendent to proceed with implementation upon approval of the district budget. — April 2007

4. The Superintendent should proceed with implementation of the organizational changes. — Upon Approval of the District Budget and Commencing July 2007

FISCAL IMPACT

Exhibit 7-18 provides a summary of the recommended executive position assignments and the estimated savings or costs. As can be seen, the recommendation can be implemented at a savings of $214,745 per year.

EXHIBIT 7-18
SUMMARY OF RECOMMENDED
POSITION ASSIGNMENTS/CLASSIFICATIONS
SAVINGS AND (COSTS)

CURRENT POSITION	ACTION	SAVINGS/(COSTS) *		
		CURRENT SALARY*	PROPOSED SALARY*	SAVINGS/(COSTS)*
Deputy Superintendent for Administration and Management	Eliminate (the Superintendent should be provided latitude in determining the elimination or reclassification of one deputy position).	$269,002		$269,002
None	Employ a Deputy Superintendent.		$269,002	($269,002)
None	Employ a Chief of Staff.		$81,349	($81,349)
Associate Superintendent for Superintendent's Schools	Reclassify to Region Superintendent.	$146,006	$146,006	$0
Associate Superintendent for Education Services	Eliminate.	$165,435		$165,435
Associate Superintendent for Student Services	Eliminate.	$148,686		$148,686
Executive Director of Community and Government Relations	Reclassify to Assistant Superintendent.	$127,970	$145,997	($18,027)
TOTAL				**$214,745**

*Includes 34 percent costs for fringe benefits.
Source: Prepared by MGT of America, May 2006.

Exhibit 7-19 shows how these figures were calculated.

EXHIBIT 7-19
COMPUTATION OF TOTAL SALARIES

POSITION	SALARY	FRINGE BENEFITS	TOTAL
Deputy Superintendent for Administration and Management	$200,748	$68,254	$269,002
Deputy Superintendent	$200,748	$68,254	$269,002
Chief of Staff	$60,708	$20,641	$81,349
Associate Superintendent for Superintendent's Schools	$108,960	$37,046	$146,006
Associate Superintendent for Education Services	$123,459	$41,976	$165,435
Associate Superintendent for Student Services	$110,960	$37,726	$148,686
Executive Director of Community and Government Relations – Current Salary (Reclassify to Assistant Superintendent)	$95,500	$32,470	$127,970
Executive Director of Community and Government Relations – Upgraded Salary (Reclassify to Assistant Superintendent)	$108,953	$37,044	$145,997

Source: Prepared by MGT of America, May 2006.

The summary of all savings and costs for each year from 2007 through 2012 is shown below. This recommendation could be implemented at an annual savings of $214,745, resulting in a five-year savings of $1,073,725.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Deputy Superintendent for Administration and Management	$269,002	$269,002	$269,002	$269,002	$269,002
Employ a Deputy Superintendent	($269,002)	($269,002)	($269,002)	($269,002)	($269,002)
Employ a Chief of Staff	($81,349)	($81,349)	($81,349)	($81,349)	($81,349)
Eliminate Associate Superintendent for Education Services	$165,435	$165,435	$165,435	$165,435	$165,435

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Associate Superintendent for Student Services	$148,686	$148,686	$148,686	$148,686	$148,686
Reclassify Executive Director of Community and Government Relations to Assistant Superintendent	($18,027)	($18,027)	($18,027)	($18,027)	($18,027)
TOTAL SAVINGS	**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$214,745**

FINDING

The guiding elements developed in 2001 by district and region staffs resulted in the creation of the regions, but have not been fully implemented by the Clark County School District. Consequently, the regions' authority to ensure that appropriate resources reach schools is limited. The three guiding elements are Achievement, Access, and Accountability.

In interviews, region, campus, and district administrators indicated that the role and line authority of the Region Offices should be revised to better assist the district's students, teachers, parents, and campus administrators. The Region Offices have authority over the campuses, but have limited authority when working with the district's central divisions and departments. MGT's review of the regions' implementation of the three elements showed the following:

- ***Achievement:*** Curricular assistance was described by some regions as excellent, and by other regions as virtually non-existent. The Region Offices each indicated that they are endeavoring to provide training for the Clark County School District Power Standards, which are correlated to the State of Nevada Criterion Referenced Tests (CRT). However, the training often has to be provided by the principals and assistant principals instead of Central Office staff members. This finding held true for Title I Services and English Language Learner Services. Region and campus staff did indicate that Special Education has placed a staff member in each Region Office and that this model has improved service delivery. *No Child Left Behind* (NCLB) legislation requires that all campuses demonstrate Adequate Yearly Progress (AYP). The 2005-06 school campus data indicate that 31 high schools met AYP and 33 did not; 29 middle schools did and 45 did not; and 122 elementary did and 81 did not. The 2005-06 data reflect an improvement over the 2004-05 AYP status (see Chapter 11.0 for additional discussion related to student progress). Student performance on the Nevada Criterion Referenced Test and meeting AYP are cited by Central Office, Region Office, and campus-level staff members as major challenges for the Clark County School District.

- ***Access:*** Funding and staffing for the campuses is formula driven. The formulas that are utilized by the Clark County School District are

driven by the size of student enrollments per campus. Student demographics and at-risk factors are not a part of the formula. Formula funding and staffing are monitored by the Region Superintendents and Assistant Superintendents. Some campuses do receive specialized funding and staffing from various Central Office departments. Region Superintendents and Assistant Superintendents stated during their interviews that they are not a part of these funding and staffing decisions and often have to be made aware of them by their region's campus principals. Campus principals indicated that the rationale and method(s) utilized to access specialized funding and staffing are not well defined or explained. Alternative Campuses are under a different division and principals indicated that it is difficult to understand the funding and staffing system. Alternative Campus administrators expressed concern that ongoing communication or meetings are not taking place with the Region Offices and campuses.

- ***Accountability:*** This guiding element has two parts, the first of which relates to action plans discussed in Section 7.5.3. The second part states that "Central office departments will be accountable to provide timely and efficient services to each region." Interviews of region and campus staff indicated that Central Office assistance in the area of facilities, maintenance, food service, and transportation could be improved. The Region Offices have received varied levels of assistance from these divisions and departments. Several of the interviewees commented that if they know someone in a particular division or department, they are more likely to receive assistance than an administrator who is new to their position or the district.

RECOMMENDATION

Recommendation 7-11:

Fully implement the guiding elements to provide increased empowerment to the Region Office administrators.

The implementation of this recommendation should help the Clark County School District move forward in accomplishing the three elements of Achievement, Access, and Accountability. The Region Offices should be empowered to secure and provide the needed assistance for the campuses. Empowerment of the five Region Offices and the regions' administrators should include the following:

- assigning the Region Offices and Region Superintendents to the Deputy Superintendent;

- aligning the Region Superintendents' role and authority to ensure that they are on a par with the other Associate Superintendent–level positions in the district. (Note: Region Superintendents are on the same pay grade as other Associate Superintendents);

- assigning the Alternative and Specialized Campuses to the Region Offices; and

- reviewing and revising the Region Operating Guidelines which were developed in April 2001.

Exhibit 7-20 lists the Region Operation Guidelines for Clark County School District Region Offices.

EXHIBIT 7-20
REGION OPERATING GUIDELINES

CATEGORY	OPERATING STATEMENT	GUIDELINES
Region Flexible Guidelines	Regions are encouraged to be creative and innovative in providing leadership and support to improve student achievement and community access. Individual school operations will be based on a site-based decision-making model.	The following are examples of flexibility and differences among regions: 1. Allocating time for subject content instruction (i.e., reading in the elementary schools). 2. Organization and/or function of Sunset and Horizon (alternative education program). 3. Staff development scheduling and content. 4. Community partnerships. 5. Community outreach. 6. Grant applications. 7. Dropout prevention. 8. Selection of Region. Goals and priorities. 9. Determine maintenance and rehab priorities. 10. Articulation and communication for elementary, middle, and high schools as appropriate. 11. Resolving of parental concerns on school-based issues. 12. Allocation of funds provided outside school formulas or grants to promote region goals and priorities. 13. Use of five (5) state in-service days. 14. Elementary parent conference model. 15. Administrative appointment/transfer recommendations. 16. Contract and grievance resolutions. 17. Elementary and middle school accreditation. 18. School and staff recognition programs. 19. Out-of-district travel.

EXHIBIT 7-20 (Continued)
REGION OPERATING GUIDELINES

CATEGORY	OPERATING STATEMENT	GUIDELINES
		20. Consultation on location of special education programs. 21. School calendar (single track, multitrack, nine-month). 22. Input to legislation. 23. Curriculum and assessment self audits. 24. Teacher supervision and evaluation. 25. Teacher mentoring and retention. 26. Zone exceptions on space available basis. 27. Other.
District Non-Negotiable Guidelines	All regions must conform to specific parameters that are statutory, contractual, or district-initiated priorities, goals, and programs. The following are items that are non-negotiable. In all appropriate situations, decisions will be made cooperatively among the region administrations and the service divisions.	1. Implementation of A+, Achievement, Access, Accountability. 2. State curriculum standards. 3. District Curriculum Frameworks K-5 and 6-12. 4. System for Quality Schools - School Improvement Plan, Regional Improvement Plan. 5. District initiatives to improve students' achievement (Block scheduling, Algebra by 8th grade, K-3 literacy, dropout prevention). 6. Employee Appraisal Systems. 7. District standardized and CRT testing program. 8. Employee negotiated agreements 9. District adopted policy and regulation (or superintendent's administrative regulations under Policy Governance). 10. Legal requirements and compliance with Special Education and English Language Learner Programs (including OCR Partnership Agreement). 11. Magnet student selection and grant administration. 12. Grant and federal program entitlements (i.e., Title I). 13. Ethnic diversity in hiring practices for all employee groups.

EXHIBIT 7-20 (Continued)
REGION OPERATING GUIDELINES

CATEGORY	OPERATING STATEMENT	GUIDELINES
		14. Grievance and legal issues procedures. 15. Transportation, school construction and renovation, food services, zoning, custodial will be operated centrally with region consultation and involvement. 16. Graduation requirements. 17. District legislative agenda. 18. Allocation of assistant principals, deans, counselors, ECS's, special education facilitators, and specialists. Regions have flexibility after the initial allocations. 19. High school accreditation. 20. Ongoing communication with Board, superintendent. 21. Cross region meetings. 22. District reading and curriculum audits including assessment models. 23. New teacher induction program. 24. Other.
Service Division Support		1. Service departments will assign a point person (liaison) to coordinate or deliver specific services. 2. Each region will be able to make one phone call to access services or monitor progress of previous requests. 3. The service department will be responsible for writing the evaluation of the assigned liaison with consultation and sign off by region administration. 4. Liaisons will be identified as part of the reorganization of each service division.
K- 12 Transition Projects	Service divisions are identifying areas to convert to K-12, research for future implementation or coordinate services for delivery to the regions.	1. Combine the elementary and secondary System for Quality Schools in one K-12 document. 2. Convert administrative leadership training into a K-12 program with appropriate accommodation for elementary and secondary differences.

EXHIBIT 7-20 (Continued)
REGION OPERATING GUIDELINES

CATEGORY	OPERATING STATEMENT	GUIDELINES
		3. Research budget equity by reviewing weighted financial (the Seattle and Houston approach) for future implementation. 4. Finalize report cards as needed. 5. Establish a council composed of all staff development providers to ensure efficiency in delivery and cost effectiveness. 6. Complete implementation of SASIxp. 7. Supervision of custodial and food service by school site personnel.
Region Liaisons for District-Wide Programs	A single administrative representative selected from the regions will be assigned to provide input and communication to other regions for appropriate district-wide programs or initiatives.	1. Magnet programs 2. Athletics 3. Dropout prevention 4. Extension/summer school 5. ELL 6. Class size reduction reporting 7. School to work (vocational) 8. SASIxp 9. Special Education
Agreements	Develop process to reduce paperwork and requests for information from schools.	1. Increase principal presence in the classroom. 2. Provide service provider and site-based decision-making training to service divisions. 3. Emphasize instructional leadership training over management training. 4. Partner with employee unions to promote and increase legislative funding for salaries and benefits. 5. Analyze development and implementation of a regional transportation system supported by a district-wide system for magnet schools, special education, etc. 6. Provide a process for principals to assess service received from service departments and liaisons (for use as department evaluation and employee appraisals).

Source: Clark County School District Region Offices, April 2006.

The implementation of this recommendation should result in higher levels of assistance to the region's campuses by providing greater empowerment to the Region Offices. **Exhibit 7-21** lists empowerment characteristics that should be considered.

EXHIBIT 7-21
SKILLS REQUIRED TO FULFILL
THE ROLE OF EMPOWERER

- Motivating
- Structuring organizations
- Team building
- Interacting
- Influencing
- Decision-making
- Communicating
- Leading
- Monitoring
- Facilitating
- Managing conflict
- Coaching
- Mentoring
- Assessing
- Providing feedback
- Tolerating ambiguity
- Diagramming
- Utilizing knowledge of cultures, norms and mores.

Source: *Restructuring America's Schools*, Dr. Anne Lewis, 1989, AASA. pp. 229-230.

The district should take the following steps to empower the Region Offices and the leaders in these offices:

- Curricular assistance should be provided to the campuses to better enable them to succeed on the Nevada Criterion Referenced Tests and to meet Adequate Yearly Progress for students.

- Consideration should be given to placing additional Central Office staff in the Region Offices so that services may be delivered as soon as they are needed by the campuses.

- The Superintendent and Deputy Superintendent should assist in this role by clarifying to all divisions and departments that their top priority is to provide immediate service to the campuses.

- The Region Superintendents and Assistant Superintendents should have line authority to ensure that services from all areas of Central Office are delivered to the campuses.

- The Deputy Superintendent should evaluate the personnel at the Region Offices to verify that they match the roles defined in this recommendation.

- The Deputy Superintendent, Region Superintendents, and Assistant Superintendents should work collectively to ensure that the three elements of Achievement, Access, and Accountability are implemented in all regions of the district.

- The Region Offices and their staff should be evaluated annually as to how well their region is implementing Achievement, Access, and Accountability and how much they have improved in those areas.

- The Alternative and Specialized Campuses should be part of various Region Offices. Currently, these campuses are not involved in the decision-making process of the Region Superintendents, Assistant Superintendents, and elementary, middle, and high school campuses.

The Deputy Superintendent, Region Superintendents, and Assistant Superintendents should ensure that all regions are successfully meeting the needs of the students and campus staff. The concept of Region Offices is a viable model that should be able to provide additional leadership and assistance to the campuses by empowering the offices and their staff members.

CORRECTIVE ACTION PLAN

1. The Superintendent should assign the Region Offices and the Region Superintendents to the Deputy Superintendent. The Deputy Superintendent should evaluate the Region Office staff members to ensure that personnel assigned match the roles identified in the recommendation (see **Exhibit 7-15**, Proposed Executive Organization).	July 2007
2. The Superintendent should direct the Human Resources Division and the Region Superintendents to revise the Region Superintendents' job descriptions. Revisions should strengthen and clarify the role, line authority, and accountability of the Region Superintendents. Line authority should be equal to that of Central Office Associate Superintendent positions.	July 2007
3. The Superintendent should direct the Human Resources Division and Region Superintendents to revise the Region Assistant Superintendents' job descriptions. The revisions should strengthen and clarify the role of the Region Assistant Superintendents. Job role, line authority, and accountability should be similar to those of Central Office Assistant Superintendent positions.	July 2007

4. The Superintendent should assign the Alternative and Specialized Campuses to the Region Offices. Region Superintendents should ensure a flow of communication with the other campuses in the region. — July 2007

5. The Region Superintendents should meet to determine common job duties for the Region Assistants. Region Assistant roles currently vary from region to region and should be standardized. The Region Assistant position should provide assistance to the Region Superintendent and Assistant Superintendents. — August 2007

6. The Superintendent should direct that all campus funding and staffing decisions receive input and oversight by the Region Offices. — August 2007

7. The Superintendent should direct the Deputy Superintendent and Region Superintendents to revise the Region Operating Guidelines developed in April 2001. — August 2007

EXHIBIT 7-22
SUMMARY OF RECOMMENDED
POSITION MODIFICATIONS AND RATIONALE

CURRENT POSITION	ACTION	RATIONALE
Region Superintendents	New job descriptions with expanded roles and line authority. Report to the Deputy Superintendent.	Greater empowerment must be afforded to the Region Superintendents in order to meet the needs of the districts' campuses.
Assistant Superintendents	New job descriptions with expanded roles and line authority. Roles should be similar in importance to those of district-level Assistant Superintendents.	Region Assistant Superintendents should have the same district role and authority as do Central Office Assistant Superintendents.
Region Assistants	Region Superintendents should collectively develop common job duties which require a professional staff member and are not clerical in nature.	The use of common job duties should maximize the use of a professional staff member.

Source: Prepared by MGT of America, May 2006.

FISCAL IMPACT

This recommendation could be implemented at no cost to the district.

7.5.2 Decision-making, Communications, and Management

The essence of an organization lies in its management and decision-making processes. The managers in their leadership roles provide guidance and direction for the organization. In many respects, managers set the tone for the organization with their leadership styles and performance.

P.F. Drucker in his book *Management and the World's Work* professes that the "fundamental task of management remains to make people capable of joint performance giving them common goals, common values, and the right structure." Echoing that same principle, Senge observes that the key role of leaders is to "marry the individual development of every person in the organization with superior performance."

Good communication is the lifeblood of organizations. The quality of an organization's internal system of communication has a direct bearing on its level of performance. To be effective, internal communication systems must provide the means to deliver information to staff members as well as to receive input from all segments of the organization. The primary function of internal communications within an organization is to establish a continuous flow of information that informs the staff of the mission, priorities, and results of the organization and encourages feedback. An informed staff is more likely to be committed to CCSD policy and program initiatives and supportive of their success.

FINDING

CCSD is the largest school district in the United States to reach certification with ISO 9001:2000. The following divisions, departments, and units within CCSD have received certification:

- Human Resources
- Curriculum and Professional Development
- Research, Accountability & Innovation
- Purchasing
- Maintenance
- Risk Management
- School Police
- Construction Management within Facilities Department
- Grounds and Landscaping
- Inspection services
- Office of the Board of School Trustees
- Food Service
- Transportation Department
- Management Process System Office
- Compliance and Monitoring of Student Support System
- English Language Learning System

Achieving this certification has involved a district-wide effort with exemplary administrative and staff coordination by personnel within the Superintendent's Office and the Board Office. This quality management system has resulted in a reported 10-year

cost savings and cost avoidance in excess of $17.4 million. Specific coordination responsibility rests with the Assistant to the Superintendent position.

COMMENDATION

The CCSD administration and Board of School Trustees are commended for obtaining certification with ISO 9001:2000 by meeting these rigorous standards.

FINDING

The Clark County School District has not implemented a district-wide site-based decision-making model that fosters effective communication and management for the Central Office, Region Offices, and campuses.

In interviews, region, campus, and district administrators indicated that the use of Site-Based Decision-Making (SBDM) is primarily a campus by campus decision. Interviewees indicated that focus advisory groups are in place. However, a formal district-wide site-based model is not in place. A review of the Clark County School District Web site revealed repeated use of the term "site-based," but a model is not evident in either the district's regulations or Board policies. Advisory committees are mentioned and the term "site-based committee" is utilized in the Clark County School District 5131 Dress and Appearance section.

Site-based decision-making is often sited as an excellent method to involve teachers.

- P. Wholstetter, A. Kirk, P. Robertson, and S. A. Mohrman in their book *Organizing for Successful School-Based Management* state that their research found that "Leadership in actively restructuring schools was shared leadership, and there often emerged a cadre of teacher leaders who took on the various governance issues surrounding SBM (Site-Based Management)."

The use of site-based decision-making allows for the participation of parents and community members.

- R. J. Marzano S. cites Tangri and O. Moles' research in his book *What Works in Schools: Translating Research into Action*. Their research found that "The concept of parent participation in educational decision-making is closely linked to democratic ideals of citizen participation in the affairs of government… The practical one is that enduring and positive change is most likely when those affected are involved in the planning and decision-making."

Site-based decision-making has resulted in improved collective decisions for districts that have implemented the model. It has not removed or diminished the decision-making authority of the Board of School Trustees, Superintendent, Central Office staff, Region Office staff, and principals.

MGT consultants conducted extensive surveys of the Clark County School District's Central Office administrators, principals, and teaching personnel. Data shown in **Exhibit 7-23** suggest the need for increased parental involvement in the district's decision-making process.

EXHIBIT 7-23
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT – Part B

PART B	(%A + SA) / (%D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
Parents play an active role in decision-making in our schools.	29/39	35/40	19/57

[1] Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree.* The *Neutral* and *Don't Know* responses are omitted.
Source: MGT surveys of CCSD administrators, principals, and teachers, 2006.

Data shown in **Exhibit 7-24** indicate that decision-making still needs to be delegated to the lowest possible level. The district survey data support Recommendation 7-12.

EXHIBIT 7-24
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT– Part F

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
Authority for administrative decisions Is delegated to the lowest possible level.	28/35	34/41	15/35

[1] Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree.* The *Neutral* and *Don't Know* responses are omitted.
Source: MGT surveys of CCSD administrators, principals, and teachers, 2006.

RECOMMENDATION

Recommendation 7-12

Develop and implement a district-wide site-based decision-making policy to assist the Central Office, Region Offices, and campuses with the following areas of responsibility: planning, budgeting, curriculum, staffing patterns, staff development, and school organization.

The implementation of this recommendation should result in improved shared decision-making, which should enhance communication with district staff, parents, and community members, as well as buy-in (trust) among these groups.

Nevada statutes provide the Board of School Trustees the needed authority to prescribe and adopt rules relating to school-based decision-making. NRS 386.4154 and 386.4156 each provide authority related to important aspects of site-based activity, including the establishment of school councils, funds allocation, and requirements for waiver of program regulations.

The district should take the following steps:

- Assign staff to develop policies, regulations, and an implementation process which provides for a district-wide, structured, site-based decision-making model.
- Seek Board of School Trustee approval of the site-based decision-making model and the policies required to implement it.
- Train Central Office, Region Office, and campus staff on the site-based decision-making policies, regulations, and implementation process.
- Implement the Clark County School District site-based decision-making model.

Exhibit 7-25 provides a sample site-based decision-making policy.

EXHIBIT 7-25
SAMPLE POLICY
SITE-BASED DECISION-MAKING

SITE-BASED DECISION-MAKING AND MANAGEMENT 2510

DEFINITIONS

For purposes of establishing the composition of committees:

1. A person who stands in parental relation to a student is considered a parent.
2. A parent who is an employee of the district is not considered a parent representative on the committee.
3. A parent is not considered a representative of community members on the committee.
4. Community members must reside in the district and must be at least 18 years of age.

CONSULTATION

The Superintendent shall regularly consult the district-level committee in the planning, operation, supervision, and evaluation of the district educational program.
(Note: Each region shall have a region-level committee)

SYSTEMATIC COMMUNICATION

Procedures must be established to ensure that systematic communications measures are in place to periodically obtain broad-based community, parent, and staff input and to provide information to those persons regarding the recommendations of the district-level committee. This does not create a new cause of action or require collective bargaining.

DUTIES OF THE COMMITTEE

The district-level committee shall:

1. Be involved in establishing and reviewing the district's educational plans goals, performance objectives, and major classroom instructional programs.
2. Be actively involved in establishing the administrative procedure that defines the respective roles and responsibilities of the Superintendent, Central Office staff, principals, teachers, committee members, and campus-level committee members pertaining to planning and decision-making at the district and campus levels.
3. Address all pertinent federal planning requirements.
4. Assist the Superintendent annually in preparing, reviewing and revising the district Improvement Plan.
5. Hold one public meeting, annually, after receipt of the district-level performance report, to discuss district performance and the district performance objectives.
6. Advise the district staff regarding the district's discipline management program, including the Student Code of Conduct.
7. Participate in the development of and approve staff development of district-wide nature.
8. If the district is not using state criteria for appraisals, be involved in the development of the appraisal process and performance criteria for teachers and administrators.
9. As appropriate, provide written comments on requests for waivers submitted as required by law and rules.
10. Annually, upon the Board's request, make recommendations to the Board regarding the number and length of written reports that district employees are required to prepare.

EXHIBIT 7-25 (Continued)
SAMPLE POLICY
SITE-BASED DECISION-MAKING

PLANNING AND DECISION-MAKING PROCESS: DISTRICT-LEVEL

DISTRICT SITE-BASED DECISION-MAKING COMMITTEE	In compliance with law and rules, the District Site-Based Decision-making Committee shall advise the Board or its designee in establishing and reviewing the district's educational goals, objectives, and major district-wide classroom instructional programs identified by the Board or its designee. The committee shall serve exclusively in an advisory role except that the committee shall approve staff development of a district-wide nature.
CHAIRPERSON	The chair shall be elected by the District Site-Based Decision-Making Committee and shall serve a two-year term.
MEETINGS	The chairperson of the committee shall set its agenda, and shall schedule at least eight meetings per year; additional meetings may be held at the call of the chairperson. All committee meetings shall be held outside of the regular school day.
DUTIES OF THE COMMITTEE	The committee shall perform duties as described in the procedures handbook.
COMPOSITION	The committee shall be composed of at least two representatives from each campus who shall represent campus-based professional staff, district-level professional staff, parents, businesses, and the community. At least two-thirds of the district and campus professional staff shall be classroom teachers. The remaining professional staff shall be professional nonteaching district- and campus-level staff. For purposes of this policy, district-level professional staff shall be defined as professionals who have responsibilities at more than one campus, including, but not limited to, Central Office staff.
COMMUNITY INPUT	The Superintendent or his/her designee shall ensure that the district-level committee obtains broad-based community, parent, and staff input and provides information to those persons on a systematic basis. Methods of communication shall include, but not be limited to: 1. Periodic meetings to gather input and provide information on the work of the committee. These meetings shall be advertised in district publications and through the media. 2. Articles in in-house publications regarding work of the committee. 3. Periodic news releases to the media in the district regarding the work of the committee. 4. Periodic reports to the principals on the work of the committee that may be posted on campus bulletin boards.
PARENTS	The committee shall include at least two parents of students currently enrolled within the district, selected in accordance with administrative procedures. The Superintendent shall, through various channels, inform all parents of district students about the committee's duties and composition, and shall solicit volunteers.

EXHIBIT 7-25 (Continued)
SAMPLE POLICY
SITE-BASED DECISION-MAKING

COMMUNITY MEMBERS	The committee shall include at least two community members selected by a process that provides for adequate representation of the community's diversity, in accordance with administrative procedures. The Superintendent shall use several methods of communication to ensure that community residents are informed of the committee and are provided the opportunity to participate, and shall solicit volunteers. All community member representatives must reside in the district.
BUSINESS REPRESENTATIVES	The committee shall include at least two business people, selected by a process that provides for adequate representation of the community's diversity, in accordance with administrative procedures. The Superintendent shall use several methods of communication to ensure that community residents are informed of the committee and are provided the to participate, and shall solicit volunteers. Business member representatives need not reside in or operate businesses in the district.
PROFESSIONAL STAFF	Each campus planning committee will select two representatives its group. For the first school year, one representative from each campus will serve for one year and the other will serve for two years. Beginning with the second school year, each campus will elect one new representative to serve for two years. All future members will serve for two years. If necessary to ensure parent and community participation, the committee coordinator will consult with the principals to secure representation of at least two parents and two community members. They will serve one-year terms.
ELECTIONS	An employee's affiliation or lack of affiliation with any organization or association shall not be a factor in either the nomination or election of representatives on the committee. The consent of each nominee shall be obtained before the person's name may appear on the ballot. Election of the committee shall be held in the fall of each school year at a time determined by the Board or its designee. Nomination and election shall be conducted in accordance with this policy and administrative regulations.
TERMS	Representatives shall serve staggered two-year terms and shall be limited to two consecutive terms on the committee. After the initial election or selection, representatives shall draw lots, within each representative category, to determine the length of initial terms.
VACANCY	If a vacancy occurs among the representatives, nominations shall be solicited and an election held or selection made for the unexpired term in the same manner as for the annual election.
OTHER ADVISORY GROUPS	The existence of the district-level committee shall not affect the authority of the Board or its designee to appoint or establish other advisory groups or task forces to assist it in matters pertaining to district instruction.

EXHIBIT 7-25 (Continued)
SAMPLE POLICY
SITE-BASED DECISION-MAKING

PLANNING AND DECISION-MAKING PROCESS: CAMPUS-LEVEL

PROCEDURES

Each school district shall maintain current policies and procedures to ensure that effective planning and site-based decision-making occur at each campus to direct and support the improvement of student performance for all students.

DEFINITIONS

For purposes of establishing the composition of committees:

1. A person who stands in parental relation to a student is considered a parent.
2. A parent who is an employee of the district is not considered a parent representative on the committee.
3. A parent is not considered a representative of community members on the committee.
4. Community members must reside in the district and must be at least 18 years of age.

CONSULTATION

A principal shall regularly consult the campus-level committee in the planning, operation, supervision, and evaluation of the campus educational program.

SYSTEMATIC COMMUNICATIONS

Campus procedures must be established to ensure that systematic communications measures are in place to periodically obtain broad-based community, parent, and staff input, and to provide information to those persons regarding the recommendations of the campus-level committees.

DUTIES OF THE COMMITTEE

The campus-level committee shall:

1. Be involved in establishing and reviewing the campus educational plans, goals, performance objectives, and major classroom instructional programs.
2. Assist the principal annually in developing, reviewing, and revising the campus improvement plan for the purpose of improving student performance for all student populations with respect to the academic excellence indicators and any other appropriate performance measures for special needs populations.
3. Be involved in decisions in the areas of planning, budgeting, curriculum, staffing patterns, staff development, and school organization according to established administrative procedures.
4. Address all pertinent federal planning requirements.
5. Hold one public meeting, annually, after receipt of the annual campus rating to discuss campus performance and the campus performance objectives.
6. Participate in the development of and approve the portions of the campus plan addressing campus staff development needs.
7. If the district is not using state criteria for appraisals, be involved in the development of the appraisal process and performance criteria for teachers and administrators.
8. Annually, upon the Board's request, make recommendations to the Board regarding the number and length of written reports that district employees are required to prepare.

EXHIBIT 7-25 (Continued)
SAMPLE POLICY
SITE-BASED DECISION-MAKING

PRINCIPAL PERFORMANCE INCENTIVES	A performance incentive awarded to a principal shall be distributed to the principal's school. The campus-level committee shall determine the manner in which the performance incentive shall be distributed and used.

STATUTORY AUTHORITY: 386.4154, NRS

LAWS IMPLEMENTED: 386.4154, 386.4156, NRS

STATE BOARD OF EDUCATION RULES:

HISTORY: ADOPTED:
REVISION DATE(S):
FORMERLY:

Source: Prepared by MGT of America from Texas Association of School Boards Policy Service, May 2006.

The implementation of this recommendation should result in site-based decision-making processes that improve the decisions which are made by the Central Office, Region Offices, and campuses. The primary benefit should be the variety of concepts and approaches that shared site-based decision-making should provide to the district. Secondary benefits should be improved communication within the district and increased support and buy-in by the district's staff, parents, and community members.

CORRECTIVE ACTION PLAN

1. The Superintendent should instruct the Executive Director and representatives of the Region Superintendents to develop a site-based decision-making policy to present to the Board of School Trustees for review and approval.	January 2007
2. The Executive Director and representatives of the Region Superintendents should develop a site-based decision-making policy and present it to the Superintendent's Executive Cabinet for review, revision, and approval for submission to the Board of School Trustees.	February – May 2007
3. The Superintendent and the Executive Cabinet should review, revise, and approve the policy and submit it to the Board of School Trustees.	June – July 2007

4. The Board of School Trustees should review, revise, and approve the policy and direct the Superintendent to proceed with implementation.	August – September 2007
5. The Superintendent should direct the Executive Director and representatives of the Region Superintendents to develop regulations and organize training for the Central Office, Region Offices, and campuses regarding the implementation and timelines of the policy and regulations (Implementation Process).	October – November 2007
6. The Public Relations Department should share the new policy and regulations with staff, parents, and community members through the Web, e-mails, news articles, the back to school newsletter, and other media. Information may be shared in documents which are already published by the district, such as *Nevada Family Magazine*	November – December 2007
7. The site-based decision-making committees should be formed and begin meeting (district-level committee, with the Superintendent; region-level committees, with the Region Superintendents and Assistant Superintendents; and campus-level committees, with the campus principals).	January 2008

FISCAL IMPACT

This recommendation could be implemented at a one-time cost of $10,000 for the first year. This would cover initial training and the cost of materials and publications. Once developed, the product could be used for additional years at no additional cost.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Develop and Provide Communication and Training for the Site-Based Decision-Making Model	($10,000)	$0	$0	$0	$0

FINDING

The Superintendent's Executive Cabinet has too many staff members directly reporting to the Superintendent for the efficient management of the Clark County School District and is too large a body for making important district decisions.

Currently the Superintendent has direct supervision of the 10 key staff members, not including immediate office staff and any auditors. The Clark County School District Executive Council has 22 members, including the Superintendent.

Exhibit 7-26 lists the staff members reporting directly to the Superintendent.

EXHIBIT 7-26
STAFF MEMBERS
SUPERVISED BY THE SUPERINTENDENT AND MEMBERS
OF THE EXECUTIVE CABINET

CATEGORY	STAFF MEMBERS
Superintendent Direct Reports and Members of the Executive Cabinet	1. Chief Academic Officer for Instruction (CAO) 2. Student Support Services Associate Superintendent 3. Chief Financial Officer for Business and Finance (CFO) 4. Administrative and Management Deputy Superintendent 5. Assistant Superintendent for Research, Accountability, & Innovation 6. Executive Manager for Diversity and Affirmative Action 7. Executive Director for Community and Government Relations 8. General Counsel for Legal Services 9. Education Services Associate Superintendent 10. Chief of School Police and Security

Source: Clark County School District Organizational Chart, May 2006.

The Executive Cabinet, which meets weekly with the Superintendent, consists of the staff listed above as direct reports plus additional staff listed in **Exhibit 7-27**.

In interviews, the Superintendent, Central Office staff, and Region Superintendents indicated that the Executive Cabinet is a valuable organization for the district, but is primarily a forum for information dissemination rather than essential decision-making. The interviewees consistently indicated that the time spent in such meetings should be restructured for maximum efficiency.

EXHIBIT 7-27
CURRENT EXECUTIVE CABINET
ADDITIONAL STAFF MEMBERS

CATEGORY	STAFF MEMBERS
Executive Cabinet (Additional Staff Members)	1. Five Region Superintendents 2. Superintendent's Schools Associate Superintendent 3. Associate Superintendent for Facilities 4. Associate Superintendent for Education Services 5. Associate Superintendent for Human Resources 6. Assistant Superintendent for Budget, Accounting, & Bond Admin. 7. Business Manager for Business Operations 8. Assistant Superintendent for Technology (CTO) 9. General Manager fro KLVX

Source: Clark County School District Organizational Chart, May 2006.

RECOMMENDATION

Recommendation 7-13:

Structure a Superintendent's Cabinet and reorganize the Executive Cabinet as an Administrative Cabinet under the proposed Deputy Superintendent.

The implementation of this recommendation should result in improved communication and increased efficiency for the Superintendent and other key staff members.

Exhibit 7-28 lists the proposed staff members who should report to the Superintendent and compose the Superintendent's Cabinet.

EXHIBIT 7-28
PROPOSED STAFF REPORTING TO
THE SUPERINTENDENT

CATEGORY	STAFF MEMBERS
Superintendent Direct Reports (Proposed Cabinet)	1. Deputy Superintendent 2. Chief of Staff 3. Assistant Superintendent Community and Government Relations 4. General Counsel for Legal Services 5. Superintendent's Office/Board Office Audit Department

Source: Prepared by MGT of America, May 2006.

The Superintendent's role needs to be one of providing vision and leadership for the district. This role must include working with the Board of School Trustees, community leaders, parents, central staff, region staff, and principals. D.P. Johnson in his book *Sustaining Change in Schools* states that it is important to "Paint a Clear Target."

Exhibit 7-29 presents the five key questions listed by D.P. Johnson.

EXHIBIT 7-29
PAINT A CLEAR TARGET – FIVE KEY QUESTIONS

1. What would schools look like if all children were successful?
2. How can each stakeholder group contribute toward the vision?
3. What are the tactical matters related to these responsibilities?
4. How can we realistically organize these tasks?
5. What reports, processes, or programs will result from each task?

Source: *Sustaining Change in Schools,* Daniel P. Johnson, p.101.

D.P. Johnson's "Clear Target" is an important model for the Superintendent and his Cabinet use in defining goals and assisting the district in accomplishing them. The Superintendent and his immediate Cabinet should immediately implement the following:

- Restructure the district's organizational chart to include five direct reports to the Superintendent.
- Coordinate the Region Offices with the divisions and departments within the Central Office through the supervision of the Deputy Superintendent.
- Employ a Chief of Staff to assist the Superintendent in working with various divisions and departments within the district. The position should further assist the Superintendent by serving as his representative for various functions. The position should provide day-to-day assistance with tasks and paperwork which must be completed by the Superintendent's Office. Employing a Chief of Staff should give the Superintendent greater freedom to work with the Board of School Trustees, community, parents, and campuses.
- Restructure the Executive Cabinet as an Administrative Cabinet and reorganize the meetings.

The Superintendent's Cabinet should have primary responsibility for:

- ensuring that all planning is effectively coordinated;
- establishing and maintaining focus on mission, goals, and related initiatives of the district;
- reviewing data to ensure that decisions are based upon accurate and complete information;
- ensuring community involvement;
- monitoring internal communications to ensure effective communication of decisions and related information;
- communicating the vision of the district to all stakeholders;
- guiding program evaluation;
- orchestrating the specific and purposeful abandonment of obsolete, unproductive practices and programs;
- maintaining focus on continuous district and school improvement processes;
- monitoring the district's organizational climate; and

- ensuring the development and equitable allocation of resources (fiscal, personnel, facilities, technology, etc.).

This change should result in a more efficient model for CCSD to provide assistance and services to district campuses and staff. The Deputy Superintendent should report directly to the Superintendent and assume responsibility for the proposed Administrative Cabinet, restructured from the current Executive Cabinet.

Exhibit 7-30 lists the staff members who should report to the Deputy Superintendent.

EXHIBIT 7-30
PROPOSED STAFF REPORTING TO THE
DEPUTY SUPERINTENDENT

CATEGORY	STAFF MEMBERS
Deputy Superintendent Direct Reports (Proposed)	1. Five Region Superintendents 2. Superintendent's Schools Region Superintendent 3. Chief Academic Officer (CAO) 4. Chief Financial Officer (CFO) 5. Assistant Superintendent for Research, Accountability & Innovation 6. Chief for School Police and Security

Source: Prepared by MGT of America, May 2006.

The Administrative Cabinet should have 21 members, including the Superintendent.

Exhibit 7-31 lists the proposed Administrative Cabinet members.

EXHIBIT 7-31
PROPOSED ADMINISTRATIVE CABINET

CATEGORY	STAFF MEMBERS
Administrative Cabinet Staff Members (Proposed)	1. Deputy Superintendent 2. Five Region Superintendents 3. Superintendent's Region Superintendent 4. Chief of Staff 5. Chief Academic Officer (CAO) 6. Chief Financial Officer (CFO) 7. Associate Superintendent for Human Resources 8. Associate Superintendent for Facilities 9. Assistant Superintendent for Budget and Finance 10. Assistant Superintendent for Research, Accountability & Innovation 11. Business Manager 12. Chief Technical Officer for Technology 13. General Manager for KLVX 14. Executive Director for Community and Government Relations 15. Chief of School Police and Security 16. General Counsel Legal Services

Source: Prepared by MGT of America, May 2006.

These individuals would meet with the Superintendent and/or the Deputy Superintendent on a scheduled basis and provide leadership for the Clark County School District.

Restructuring the Executive Cabinet meetings into an Administrative Cabinet forum to maximize time and efficiency should involve the following:

- Cabinet meetings should have a definite purpose and a specific beginning and ending time.

- The meetings should begin with the most important item on the agenda. It is crucial that these meetings actively involve the members through the use of open dialogue. Dialogue on how to best improve student achievement should always be on the agenda.

- The Superintendent should require that agenda items be issue based and discussed by the members.

- The agenda items which relate to general information, dates of meetings, announcements, etc. should be placed in writing for the Cabinet members to read after the meeting.

- The Superintendent should provide a schedule to allow for input and questions from the Administrative Cabinet. This should occur on a rotating basis after the main meeting is completed.

  Example: One week the staff with campus, accountability, and curriculum responsibilities would meet with the Superintendent and Deputy Superintendent to discuss issues and challenges facing the campuses (instructional focus). The next week would have the same format with the Superintendent and Deputy Superintendent meeting with the members who have responsibilities in the areas of business, operations, and facilities, etc. (business/operations focus).

The Superintendent should continue meeting with principals on the various campuses. Invitations to attend the meetings should be made directly by the Superintendent's Office. The expectation should be that campus principals will attend the meetings and that all principals will have an opportunity to attend one of the meetings during the course of the school year. The meetings should also include principals from the Alternative and Special Campuses.

CORRECTIVE ACTION PLAN

1. The Superintendent with Board approval should restructure the organizational chart to include a Deputy Superintendent and Chief of Staff (see **Exhibit 7-15**, Proposed Executive Organization).	July 2007
2. The Superintendent should establish his new Cabinet and the Administrative Cabinet.	July 2007

3. The Superintendent should develop a new structure to guide weekly meetings of his Cabinet and the Administrative Cabinet.	August 2007
4. The Superintendent should continue meeting with principals in the district.	School Year 2007-08 and Ongoing

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the district.

7.5.3 Planning and Accountability

Among the characteristics that define effective organizations is the ability not simply to do things right, but to do the right things. How to determine the right things is a product of effective planning. Planning is not a sometimes thing; to be effective, a good planning process needs to be embedded in the operation of the organization and understood by all employees.

Strategic planning is a proactive process of envisioning the future and developing the necessary strategic actions to bring that vision to fruition. In essence, a good strategic plan serves as a map for an organization's members to guide actions towards meeting organizational goals. In addition, planning moves organizations from reactionary modes to proactive modes by connecting goals, strategies, performance measures, and action plans to an overall resource allocation process. Organizations that link these elements through the planning process are much more likely to achieve identified goals and enhance their overall organizational effectiveness.

Organizational accountability is the means by which an organization assesses its performance. The accountability of a public school system such as the Clark County School District is not defined by a single program, but should be embedded in the organization as a part of its culture. Typically, an accountability system is an integral part of a school district's strategic plan.

To be effective, an accountability system should not be simply imposed upon the organization. Staff must be knowledgeable about the goals of the organization and the plans to achieve these goals. They need to be made aware that the objective of organizational accountability is to improve the performance of the school system, not to conduct individual performance appraisals.

An effective, comprehensive accountability plan will assist CCSD in determining who its customers are, how best to serve these customers, and how satisfied these customers are with the school district's services.

FINDING

The Clark County School District has not implemented a district-wide strategic planning process which encompasses the Central Office, Region Offices, and campuses.

Interviews and a review of documents indicated that planning is being completed by school district personnel. CCSD develops the Clark County School District Improvement Plan on an annual basis, but without the involvement of a good cross-section of the district's staff and parents. The East Region Office has developed a region plan, and the four regions utilize initiative statements and documents for planning purposes. Campus and Central Office interviews indicated that the campuses are required to develop improvement plans relating to the Nevada guidelines and those required by *No Child Left Behind.*

Correlation between the different plans and models is difficult to establish. Each plan has a different planning cycle. Moreover, the plans do not follow either of the two primary models utilized by many districts.

Exhibit 7-32 presents the two strategic planning models commonly used by school districts.

EXHIBIT 7-32
STRATEGIC PLANNING MODELS

MODEL 1	MODEL 2
1. District Plan Developed 2. Region Plans Developed (Correlate to District Plan) 3. Campus Plans Developed (Correlate to District and Campus Plans)	1. Campus Plans Developed 2. Region Plans Developed (Correlate to Campus Plans) 3. District Plan Developed (Correlate to Campus and Region Plans)

Source: Prepared by MGT of America, May 2006.

MGT consultants conducted extensive surveys of the Clark County School District's Central Office administrators, principals, and teachers. The survey data indicate a need for CCSD to utilize a systematic strategic design for planning. Results indicate the following levels of agreement versus disagreement, which could be improved through the use of a strategic planning process.

EXHIBIT 7-33
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) [1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
The extensive committee structure in Clark County School District ensures adequate input from teachers and staff on most important decisions	39/25	43/30	15/51
Clark County School District has too many committees.	23/53	31/47	74/7

[1] Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *Neutral* and *Don't Know* responses are omitted.

Source: MGT surveys of CCSD administrators, principals, and teachers, 2006.

RECOMMENDATION

Recommendation 7-14:

Develop and implement a district-wide strategic planning process.

The implementation of this recommendation should result in improved planning among the Central Office, Region Offices, and campuses.

It is recommended that the district utilize the Strategic Planning Model 1 shown in **Exhibit 7-32** to ensure that district, state, and federal accountability goals are addressed by each region and campus. Strategic planning should provide a road map for the district by accomplishing the following:

- providing for a common planning design and language for the Central Office, Region Offices, and campuses;
- establishing a written plan which should include accountability and evaluation measures for the Central Office, Region Offices, and campuses;
- improving the campuses' access to services by clearly defining campus and district goals, needs, and priorities;
- providing for increased communication between district staff, parents, and the community.
- providing for resource allocation in a systematic manner which should correlate to the strategic plan's goals and priorities.
- assisting the Board of School Trustees and Superintendent in evaluating the district and in ensuring that resources are properly placed to accomplish the strategic plan's goals.
- improving student achievement on the Nevada Criterion Referenced Tests and Adequate Yearly Progress.

Jan O'Neill and Anne Conzemius refer to this type of planning as developing SMART goals. **Exhibit 7-34** lists the five elements of SMART goals.

EXHIBIT 7-34
SMART GOALS

ACRONYM	REFERENCE
S	Strategic and Specific
M	Measurable
A	Attainable
R	Result-based
T	Time-bound

Source: *The Power of SMART Goals*, Jan O'Neill & Anne Conzemius, page 13.

The Clark County School District should move to a district-wide strategic planning model to meet the challenges of today and tomorrow. The district should continue to address

the rapid student population growth, the changing demographics, the increase in state and federal accountability standards, and the need to communicate to parents and the community its strategic goals and plans.

CORRECTIVE ACTION PLAN

1. The Superintendent should instruct the Chief Academic Officer to form a committee to research the preferred strategic planning model for the district.	January 2007
2. The Chief Academic Officer in collaboration with selected staff representing each major district division should develop the proposed model and submit it to the Superintendent and Executive Cabinet for review, revision, and approval.	February – April 2007
3. The Superintendent and Executive Cabinet should review, revise, and approve the model for implementation and direct the Chief Academic Officer to coordinate implementation.	May 2007
4. The Superintendent should share the preferred model with the Board of School Trustees and include a recommended budget figure for its approval.	June 2007
5. The Board of School Trustees should review the proposal and approve the budget figure.	June 2007
6. The Superintendent should instruct the Chief Academic Officer to have staff secure a consultant to assist the district with training and development of the strategic planning model selected by the district. The services should include follow-up visits to make sure the plans are being implemented.	July 2007
7. The Chief Academic Officer should select a district employee to be the lead person for the coordination of the training and planning process.	August 2007
8. The consultant should begin training and initiate the strategic planning process. Often key teams are formed with a variety of stakeholders involved.	August – November 2007
9. The Superintendent should oversee the coordinated strategic planning process for the Central Office, Region Offices, and campuses.	January 2008 and Ongoing

FISCAL IMPACT

The estimated first-year cost of implementing this recommendation would be a maximum of $70,000 for the consultant to train staff and assist the district with the development of

the strategic plans. Years 2008 through 2012 could be completed with existing personnel and resources since the district should be able to utilize staff members who are trained by the consultant to continue the planning process.

This recommendation could thus be implemented at a one-time cost of $70,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ a Strategic Planning Consultant	($70,000)	$0	$0	$0	$0

7.5.4 Public Information

Effective communication is a key aspect of developing and maintaining organizations that facilitate the realization of essential goals and objectives. Phillip Schlechty in his 2002 book *Working on the Work — An Action Plan for Teachers, Principals, and Directors* articulates his 12 standards for the "WOW" school. The underlying piece, as always, is fundamentally sound communication. The modern organization, having emerged to an age of producing results tailored to the individual client, must engage in effective communication to all stakeholders and, furthermore, produce needed responses in a timely fashion.

Community involvement programs are essential for bringing financial resources and community support to schools and school districts. Involved schools and school districts strive to build and maintain effective partnerships with parents, area businesses, civic and faith-based organizations, and other concerned citizens, who provide valuable support for each student's academic success. Members of the community, including parents and grandparents, can offer needed volunteer services to the schools. Building and maintaining open lines of communication with parents and community members helps in creating long-term public support for school and district efforts.

The Community and Government Relations Department is administered by an Executive Director assisted by two additional administrative/professional technical positions, and two secretarial positions. The communications functions within the department are staffed with an administrative head, 3.25 other administrative/ professional technical positions, and three FTE support staff. The School-Community Partnerships Program is the largest, accounting for four administrative/professional technical positions and 3.67 support positions. The department is responsible for increasing parental involvement, serving as a liaison to the Legislature, assisting the Board of School Trustees in all Community Linkage efforts, facilitating the resolution of formal public concerns, handling media relations, designing and circulating various informational publications, and serving as a liaison to Chambers of Commerce, local governmental entities, various community clubs and organizations, and other entities.

FINDING

The Community and Government Relations Department provides ongoing communication and public information services to the Board, district staff, parents, the community, and the media.

In interviews, district staff members indicated that the Community and Government Relations Department is readily available to assist them on any issue. The Superintendent indicated that the department provides timely information on an ongoing basis to assist him in responding to issues facing the district. Further, the publications provided by the department are very informative and should be of value to parents and community members.

Department personnel are assigned to assist specific television stations, radio stations, and newspapers in order to enhance communication. In interviews, staff indicated that this assignment provides the media ready access to Community and Government Relations personnel. The department has added a bilingual parent liaison to assist the district and regions with parent communication, concerns, and access to programs and services.

COMMENDATION

The Community and Government Relations Department provides beneficial services to the district which are timely and informative. The Executive Director has designed the department to be efficient, productive, and responsive. The assignment of staff to provide enhanced media communication has been successful and is an excellent concept. The addition of a bilingual Parent Services Coordinator should prove to be an asset for enhancing communication with the district's parents and students.

FINDING

In interviews, Central Office, Region Office, and campus staff all shared that the district has many excellent programs in place, but that recognition for accomplishments has not been institutionalized.

The difficulty that staff shared was having a meaningful method in place to let the public and parents know about the quality campuses that exist in the Clark County School District. Principals and others expressed concern that often only negative publicity seems to be reported in the media and that they would like to have a vehicle to report positive news.

The *No Child Left Behind* Blue Ribbon Schools Program was developed by the United States Department of Education to provide information to the community, states, and nation as to which schools are truly exemplary.

RECOMMENDATION

Recommendation 7-15:

Assist campuses in applying for *No Child Left Behind* Blue Ribbon Schools Program recognition.

The implementation of this recommendation should result in increased community, state, and national recognition for the Clark County School District. This recognition should assist with campus grants, recruitment of staff, and media relations. Further, campuses that receive such an award are honored nationally by the United States Department of Education. This honor provides excellent networking opportunities for staff to work with other campuses in the nation which are deemed to be the best by the United States Department of Education.

The Department of Community and Government Relations should be able to assist the campuses in the following ways:

- Assigning a Community and Government Relations Department staff member the task of researching the United State Department of Education Guidelines.

- Identifying with the Region Office staff the campuses that may be interested in applying. The application cycle alternates between elementary and secondary schools. In 2007 middle and high school campuses should be named, and in 2008 elementary campuses should be named.

- Assisting interested campuses with their applications for the recognition.

- Providing district staff, parents, and the community with information on which campuses apply for Blue Ribbon School status and which are thus recognized by the United States Department of Education.

Exhibit 7-35 lists the two primary criteria that campuses must meet in order to be considered for the Blue Ribbon Schools Program.

EXHIBIT 7-35
NO CHILD LEFT BEHIND
BLUE RIBBON SCHOOLS CRITERIA

CATEGORY	CRITERIA
The United States Department of Education established the following criteria under the 2005 *No Child Left Behind*-Blue Ribbon Schools Program. Schools are selected on the basis of one of two criteria.	1. Schools with at least 40 percent of the students from disadvantaged backgrounds that dramatically improve student performance on state tests, as determined by the state school chief. 2. Schools whose students, regardless of background, achieve in the top 10 percent on state tests.

*Note: Under *No Child Left Behind*, schools must meet Adequate Yearly Progress (AYP) in Reading/Language Arts and Mathematics.
Source: United States Department of Education Web site, 2006.

CORRECTIVE ACTION PLAN

1.	The Superintendent should instruct the Executive Director for Community and Government Relations and the Region Superintendents to collaborate on and initiate the recommended school recognition program.	January 2007
2.	The Executive Director for Community and Government Relations should assign staff to research the guidelines for campuses to apply for the *No Child Left Behind* National Blue Ribbon Schools Program and present the program to the Executive Cabinet for review and approval.	January – February 2007
3.	The Executive Cabinet should review and approve the program, and the Superintendent should instruct the Executive Director for Community and Government Relations to proceed with implementation.	March 2007
4.	The Superintendent should brief the Board of School Trustees on the program.	March 2007
5.	The Community and Government Relations staff should present to the Region Superintendents, Assistant Region Superintendents, and campus principals the information on how to apply along with the required timelines.	March – April 2007
6.	The principals who are interested should share the concept with their staff and begin collecting data for use with their application. The 2007-08 school year should be used to write the application and apply for the 2008 award.	School Year 2007-08

7. The Community and Government Relations Department should provide technical assistance to the campuses as they write their applications and seek Blue Ribbon recognition.	School Year 2007-08

FISCAL IMPACT

Employee time will be needed to research the program and to write applications. Additional funds should not be needed by the district.

7.5.5 School Organization and Management

Ultimately, the focus of a school district's organizational and management roles and functions should relate directly or indirectly to the education of students in all district classrooms and schools. The delivery of educational programs typically occurs at the school level through prescribed programs. The organizational and management support system for these programs is described in Chapter 11.0 of this report, Educational Service Delivery.

The central administrative organization of a school district develops policies and procedures designed to promote and support effective educational practices at the school level. Additionally, central administration is responsible for working with Region Offices in the administrative staffing of schools and provides both recruitment and training initiatives.

With nearly 72 percent of all of Nevada's students enrolled in Clark County Schools, CCSD has organized its educational programs within a total of 322 schools—28 alternative, 193 elementary, 54 middle, 39 senior high, and eight special. As a result of increased student enrollment, CCSD opened 11 new schools for the 2005-06 school year and continues to build new facilities to accommodate continuing growth.

Schools are administratively staffed with principals, assistant principals, and deans. Full-time principals are assigned to schools having eight or more teachers, and very small schools in remote areas of the county have principals with multi-school responsibilities. An example of such a situation is Reid Elementary in Searchlight, Nevada, with an enrollment of 32 students. Assistant principal and dean positions are budgeted on the basis of the number of students enrolled at the elementary, middle, and high school grade levels, and then positions are assigned to the schools. Formulas for these positions are as follows:

- Elementary school assistant principals – One for each school over 700 enrollment with a district goal of adding 15 assistant principals each year until each school with over 500 enrollment is assigned a position.

- Middle school assistant principals – One for each school over 600 enrollment and two when enrollment reaches 1,500.

- Senior high school assistant principals – One for each school over 500 enrollment, two when enrollment reaches 1,300, three at 1,800, and four when enrollment reaches 2,900.

- All middle schools staff with one dean and a second dean added at 1,300 enrollment.

- All senior high schools have at least one dean, with two per 1,300 students and a third added for 2,800 students.

There are a total of 291 principals, 335 assistant principals, and 171 deans serving the 322 schools in CCSD.

FINDING

No provisions are made for developing career dean or assistant principal positions. As a result, personnel who would likely choose to remain in these positions on a career basis are suspected of not possessing the appropriate qualifications or capacity for promotion.

Principals report high turnover rates in dean and assistant principal positions, requiring considerable additional time to orient and train personnel. Additionally, if an assistant principal or dean is not promoted within a two- to three- year period, Central and Region Office administrators begin to believe that he or she may not be fully qualified or capable of assuming larger responsibilities.

A May 2004 memorandum copied to the Superintendent, Executive Cabinet, and the Board of School Trustees discussed the experience level of principals and assistant principals. The reported data, provided in **Exhibit 7-36**, shows the number of school-level administrators.

EXHIBIT 7-36
SCHOOL-LEVEL ADMINISTRATORS WITH THREE YEARS OR LESS EXPERIENCE
MAY 2004

YEARS OF EXPERIENCE	ELEMENTARY PRINCIPALS 186 *	ELEMENTARY ASSISTANT PRINCIPALS 134 *	SECONDARY PRINCIPALS 85 *	SECONDARY ASSISTANT PRINCIPALS 160 *	DEANS 144 *
3	10	14	2	8	15
2	16	20	8	34	28
1	20	38	17	39	54
Less than 1	19	13	11	11	17
TOTAL	**65**	**85**	**38**	**92**	**114**

* Total number of positions for 2004
Source: Clark County School District, Instructional Unit Memorandum, May 2004.

An analysis of the data shows, as reported in the May 2004 memorandum, the following percentages of positions with three years or less of experience:

- 35 percent of the elementary principals;
- 63 percent of the elementary assistant principals;
- 45 percent of the secondary principals;
- 58 percent of the secondary assistant principals; and
- 79 percent of the deans.

Principals, assistant principals, and deans who were interviewed often stated that because of the high demand for new and replacement principals, assistants and deans typically move rapidly through the ranks. While this applies to the majority, some persons believe that a dean or assistant principal position is their appropriate career choice. However, no provisions are made for developing career dean or assistant principal positions.

RECOMMENDATION

Recommendation 7-16:

Develop a plan to stabilize school-level administration turnover and provide a career path for assistant principals and deans.

The implementation of this recommendation should result in a plan designed to encourage principals to remain in their assigned school for five to seven years, consistent with research showing that this type of administrative stability contributes substantially to improving student performance. Furthermore, implementation of this recommendation should result in a gradual increase in the number of assistant principals and deans committed to a career path. This, in turn, should benefit individual schools by contributing to stabilization of the administration.

Effective schools research indicates that a stable school-level administration contributes to developing more effective schooling programs for students and improved management of teaching and other personnel.

A plan designed to stabilize the principalship should include significant recognition elements, both affective and fiduciary.

The implementation of this recommendation should result in specialized training for these categories of positions with institutionalized incentives for choosing these options.

Specialized training should be based on a careful analysis of the job responsibilities and skills that career assistant principals and deans require. Examples include specialization in handling student behavior issues for deans and skills associated with managing the school in the absence of the principals or serving as an interim administrator.

Incentives could involve specialized CCSD position certification, recognition for service in the assigned role, career compensation levels, and other options as developed by the district.

CORRECTIVE ACTION PLAN

1.	The Board of School Trustees should examine the provided data and other administrative attrition information and direct the Superintendent to have recommended plans developed.	January 2007
2.	The Superintendent should instruct the Deputy Superintendent for Administration and Management and	February 2007

	the Associate Superintendent for Human Resources to develop the recommended plans.	
3.	The Deputy Superintendent for Administration and Management and the Associate Superintendent for Human Resources should proceed to develop the recommended plans, collaborating with the Instructional Unit, Region Superintendents, Administrators Association, and Research, Accountability & Innovation Department.	February 2007 – January 2008
4.	The Deputy Superintendent for Administration and Management should present the plan to the Superintendent and the Executive Cabinet for review and approval and submission to the Board for final approval.	February – March 2008
5.	The Superintendent should present the plan to the Board for final approval and direct staff to begin implementation following the approval of resources requested in the budget.	April 2008
6.	The Board of School Trustees should review and approve the plan.	May 2008
7.	The Superintendent should instruct the Deputy Superintendent for Administration and Management to proceed with implementation.	July 2008
8.	The Deputy Superintendent for Administration and Management and the Associate Superintendent for Human Resources should proceed with implementation.	July 2008 and Ongoing

FISCAL IMPACT

This costs of implementing this recommendation cannot be calculated until the various proposed plans are developed.

FINDING

The Clark County School District's campuses need assistance in meeting the academic needs of their students.

Exhibit 7-37 presents the Clark County School District's Adequate Yearly Progress data under *No Child Left Behind*.

EXHIBIT 7-37
NCLB ADEQUATE YEARLY PROGRESS DESIGNATIONS
CLARK COUNTY SCHOOL DISTRICT DATA
2005-2006

ADEQUATE YEARLY PROGRESS (AYP)	ELEMENTARY SCHOOL (203 CAMPUSES)	MIDDLE SCHOOL (74 CAMPUSES)	HIGH SCHOOL (64 CAMPUSES)
Met AYP	122/60%	**29/39%**	**31/48%**
Watch	18	**8**	**4**
Needs Improvement Year 1	39	**15**	**6**
Needs Improvement Year 1H	5	**4**	**4**
Needs Improvement Year 2	15	**12**	**16**
Needs Improvement Year 3	20	**18**	**8**
Needs Improvement Year 4	3	**n/a**	**n/a**

Source: Prepared by MGT of America from Clark County School District 2005-06 Campus AYP Data, August 2006.

District data show that 60 percent of the elementary, 39 percent of the middle, and 48 percent of the high schools did meet the federal Adequate Yearly Progress standard set by the Nevada. Year One through Year Four "Needs Improvement" data indicate the number of campuses requiring improvement. Federal *No Child Left Behind* requirements are scheduled to become more stringent over the next several years.

In interviews, most staff members expressed a great deal of concern about how to access appropriate resources for teachers to assist with student performance issues. Campus and region staff are also concerned about how to access staff members in the Curriculum, Title I, and English Language Learners departments, given the large number of campuses needing assistance.

RECOMMENDATION

Recommendation 7-17:

Through the Region Offices, provide a restructured educational support delivery system model for campuses to access training assistance in order to efficiently meet the needs of campus staff.

The implementation of this recommendation should result in team approaches that may be accessed by the Region Superintendents and Region Assistant Superintendents to meet assistance requests from the campuses. Region Offices with the assistance of the Region Data Assistants and Research, Accountability & Innovation Department staff should utilize campus needs assessment on an ongoing basis. The Region Offices

should then work with the Chief Academic Officer to provide training and technical assistance for the campus teachers through a team of highly trained master teachers.

The proposed model should include the following steps:

- The Region Offices should conduct needs assessments at the campuses with the assistance of the Research, Accountability & Innovation Department. Needs assessments should take place at least twice per year and more frequently if feasible.

- Region Offices and campus principals should identify a cadre of master teachers who are successful in English/language arts, mathematics, social studies, and science. These teachers should be assigned to campuses and provide instruction for students.

- The master teachers should receive additional training during the summer months so that they are prepared to assist campuses during the school year. Demonstration teaching techniques should be a required portion of this training.

- During the summer, training should be provided for a cadre of substitutes who are willing to relieve the master teachers for a limited period of time.

- The district should identify specific training times and campus days that may be utilized for teams to work with teachers. Assistance may be provided during the district's in-service days or on campuses while instruction is occurring. It is recommended that the district move to five in-service days for staff training. Currently state law allows for five days per school year and the district utilizes only four.

- The district should provide assistance to campus staff members as requested by principals through the Region Superintendent and Region Assistant Superintendents. Region Assistant Superintendents should assist with coordinating the teams of master teachers who will provide just-in-time assistance to the campuses. Master teachers should be released from the classroom for training assistance for a limited number of days to be determined by the Region Superintendents and the Chief Academic Officer.

- The district should evaluate the model annually to determine effectiveness and any changes which may be needed to better assist the campuses and their staff members.

The Clark County School District should take advantage of the teacher expertise available on a number of the campuses. Teachers who have a history of success with student performance should be selected to provide assistance and training to other teachers in the district. Master teachers should continue to provide instruction to their students and also share their expertise with other district teaching staff. Trained teams of

substitutes should be available to cover the classes of master teachers who are assisting other teachers and campuses.

Funding for this model should come from a reduction of external consultants and by limiting the purchase of vendor-prepared products and programs. Teams of teachers assisting other teachers should become the standard delivery model for the Clark County School District.

CORRECTIVE ACTION PLAN

1.	The Region Offices with the assistance of the Research, Accountability, & Innovation Department should develop an ongoing campus needs assessment process.	January 2007
2.	The Region Offices, the Chief Academic Officer, and campus principals should begin identifying a cadre of master teachers and developing a training program for the teachers.	February – March 2007
3.	Region Office staff, the Chief Academic Officer, and campus principals should identify funding sources by reducing paid external consultants and products with annual fees.	February – March 2007
4.	The Human Resources Division and the Region Superintendents should develop a budget of stipends for master teachers and trained substitutes.	April 2007
5.	The Superintendent should present the budget request to the Board of school Trustees for review and approval.	May 2007
6.	The Board of School Trustees should review and approve the request and instruct the Superintendent to proceed with implementation.	June 2007
7.	The Region Offices and Chief Academic Officer should ensure that training is provided to the cadre of master teachers and substitutes.	Beginning July 2007
8.	The Region Offices and campus principals should implement and evaluate the new model.	August 2007 and Ongoing

FISCAL IMPACT

Funds to support implementation of this recommendation should be secured by utilizing district funds which are currently being expended for external consultants and the purchase of ready-made materials and programs. In the meantime, the identification and training of trainers for this program should proceed, at an estimated one-time cost of $60,000. This is based on training a minimum of 20 master teachers as trainers (four per region) at a cost of $3,000 each.

The additional costs of implementing this recommendation cannot be estimated until the district determines the actual number of schools and teachers requiring assistance beginning with the 2007-08 school year. Future costs will entail release time substitutes for teachers, some travel allotments, and materials. Ultimately, costs will have to be budgeted for assigning master teachers to their assigned support roles.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Provide a Restructured Educational Delivery Model	($60,000)	$0	$0	$0	$0

8.0 EMPLOYEE BENEFITS

8.0 EMPLOYEE BENEFITS

This chapter presents findings, commendations, and recommendations relating to the employee benefits operation of the Clark County School District (CCSD) in the following sections and subsections:

8.1 Background and Methodology
8.2 Employee Health Plan Benefits
  8.2.1 Certified Employees
  8.2.2 Administrative Employees
  8.2.3 Support Staff/School Police
  8.2.4 Wellness Program
8.3 Retirement Plan

CHAPTER CONCLUSION

Employee benefits constitute one of the largest expenditures in the operating budget of a school district. In recognition of this, the Clark County School District has instituted a number of initiatives designed to hold down costs, while providing a competitive package of benefits to all its employees. One of the most effective cost-containment methods used by CCSD is its collaboration with its licensed personnel bargaining union to create a self-administered trust that is facilitated by the unions leaving the district with only ministerial oversight and responsibility for providing payroll deduction for selective health coverages. This spring, CCSD along with the employee associations, successfully negotiated a multi-year contract with health service providers, which contains a cost increase cap that allows the district to better forecast health plan cost expenditures for upcoming years.

The range and scope of benefits are such that employees can opt for the plan that best suits their life circumstances, and during annual enrollment periods can make changes to their plan based their personal criteria. With plans for both married and single employees, families and childless couples, as well as employees with domestic partnerships, the CCSD benefits are tailored to meet a wide range of needs. This flexibility also serves as a draw to those who may be considering working for the district.

CCSD is commended for a number of actions that reflect best practices. These include:

- Working collaboratively with employee unions to negotiate favorable health plans while maintaining stable costs for coverage **(Page 8-8)**.

- Providing health care benefit plans that have a level of variety and flexibility to allow for the selection of benefits based on life circumstances **(Page 8-9)**.

- Adhering to policies and agreements to help ensure cost containment for health care programs **(Page 8-10)**.

- Providing a comprehensive wellness program that includes initiatives designed to encourage healthier living by district employees **(Page 8-12)**.

- Constructing an early retirement system built on rewarding continuous service and limited use of sick leave **(Page 8-15)**.

- CCSD policies and procedures relating to the benefits program reflect best practices and are highly commended throughout the report. The one area noted for improvement is the communication of the benefits program to current and prospective employees. Currently, the district's Web site does not provide links to detailed information about employee benefits. The report recommends creating a site that will provide one-stop access to all relevant policies, information, and materials related to employee benefits, as well as links to the sites of health plan providers **(Page 8-12).**

FISCAL IMPACT SUMMARY

None of the recommendations contained in this chapter have fiscal impacts.

8.1 Background and Methodology

Most Americans who have retirement and health coverage receive them through employment-based benefits from either their own or a family member's job. Today, the employee benefit system in the United States today is a partnership among businesses, individuals, and the government. In general, benefits fall into three categories:

- **Voluntary Benefits:** Most employment-based benefits, particularly retirement plans and health insurance, are provided voluntarily by businesses.

- **Mandatory Benefits:** Certain other benefits, including Social Security, unemployment insurance, workers' compensation, and family and medical leave, are mandatory under federal or state law.

- **Individual Programs:** These include individual retirement accounts (IRAs), favorable taxation of life insurance contracts, and tax-free death benefits.

Benefits administration is a function of the CCSD Business and Finance Services Department, carried out cooperatively with the Human Resources Division. Personnel with primary responsibility for benefits administration include a coordinator and three benefits technicians. CCSD provides benefits in all three of the categories listed above, as well as various types of leave for all its employee groups. There are three CCSD employee groups—administrative, support staff/school police, and certified—that have benefit plans administered by the district.

The other major employees benefit is the various types of leave that are offered to all district employees. Employee leave is discussed in the Human Resources chapter of this report.

METHODOLOGY

MGT consultants conducted the financial and operational review of the CCSD employee benefits using a methodology incorporating both qualitative and quantitative practices. Qualitative methods used included personal interviews with CCSD staff, school site visits, and document reviews. Quantitative methods used included analysis of survey, financial, and performance data. Noteworthy areas of success resulted in findings and commendations, while noteworthy areas of concern resulted in findings and recommendations for improvement.

8.2 Employee Health Plan Benefits

According to the United States Bureau of Labor Statistics, in the early 1990s, benefit costs as a percentage of total compensation costs increased from 28.2 percent in 1991 to 29.2 percent in 1994. After 1994, those costs steadily declined, reaching a low of 27.4 percent in 2000 and 2001. Beginning in 2002, benefits costs increased again. By December 2005, benefit costs as a percentage of total compensation costs were 29.8 percent. The Clark County School District provides a comprehensive benefits package to all employees accruing the requisite number of work hours per week to qualify for benefits, and its benefits rate stands at 34 percent, slightly higher than the national average.

The Clark County School District provides a comprehensive program of health benefits to all employee groups. CCSD contributes 100 percent of the health insurance costs for employees, and other elective coverages are offered at affordable rates. **Exhibits 8-1** and **8-2** show examples of the contribution levels for each employee group and each type of coverage.

EXHIBIT 8-1
CONTRIBUTION RATES FOR HEALTH COVERAGE
FOR ADMINISTRATIVE, SUPPORT STAFF AND SCHOOL POLICE
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR

	District Contribution	HPN-POS Plan 1	HPN-POS Plan 2	HPN-HOM	Dental	Vision
ADMINISTRATIVE GROUP						
Employee Only	$538.99	$433.69	$322.28	$265.34	$44.20	$3.51
Employee + Spouse	$538.99	$588.23	$477.71	$403.19	$79.77	$6.62
Employee + Children	$538.99	$532.43	$427.22	$372.32	$85.65	$9.75
Family Plan	$538.99	$763.28	$612.24	$507.01	$120.49	$9.75
SUPPORT STAFF/SCHOOL POLICE						
Employee Only	$379.46	$237.33	$314.66	$180.21	$44.20	$3.51
Employee + One	$379.46	$450.93	$597.86	$342.41	$79.77	$6.62
Employee + Two or More	$379.46	$619.42	$821.28	$470.66	$85.65	$9.75

Source: Clark County School District, Benefits Administration, 2006.

EXHIBIT 8-2
CONTRIBUTION RATES FOR HEALTH COVERAGE
FOR LICENSED EMPLOYEES
CLARK COUNTY SCHOOL DISTRICT
2005-06

	PPO + DENTAL and VISION	PPO + DENTAL and VISION	PPO + DENTAL and VISION	HPN MEDICAL PPO+ DENTAL and VISION	PPO+ DENTAL and VISION	HPN MEDICAL PPO+ DENTAL and VISION
LICENSED EMPLOYEES						
Employee Only	$426.09	$418.09	$409.09	$401.09	$409.09	$409.09
Employee + One	$514.0[i]	$499.09[ii]	$482.09[iii]	$486.09[iv]	$467.09[v]	$471.09[vi]

Source: Clark County School District, Benefits Administration, 2006
[i] Plus $30 for each additional dependent
[ii] Plus $25 for each additional dependent
[iii] Plus $28 for each additional dependent
[iv] Plus $36 for each additional dependent
[v] Plus $23 for each additional dependent
[vi] Plus $31 for each additional dependent

Research on health benefit plans has identified a number of best practices related to the provision of benefits for employees. Ten of these best practices are as follows:

- **Helping employees choose the right plan.** Selecting from different health care options can be a confusing enterprise. Effective practices ensure that employees understand their choices. At the benefits orientation, trained professionals go into detail about each of the plans, exactly what is covered, and exactly what the co-pays are going to be. In addition, employees have the option to meet with representatives individually to help them choose the right plan for them.

- **Creating a comprehensive wellness program.** Many wellness programs include free or low-cost access to fitness centers, free or low co-pay physicals, health screenings, weight management programs and wellness fairs.

- **Implementing a health savings account (HSA).** HSAs are high-deductible, account-based health care plans that allow employees to set aside money for health care expenses on a tax-favored basis.

- **Providing free preventive care.** Simple and relatively inexpensive preventive care—including flu shots and standard blood tests—can prevent more costly health care expenses down the road.

- **Offering different medical plans to meet employees' varying needs.** There are several plan options employees can select in accordance with their medical insurance use.

- **Taking advantage of providers' Web sites.** These are Web sites that employees can use to access the provider directory, view claim status, request mail-order prescription drug refills, and more.

- **Tweaking plan designs.** By adjusting their menu of health plan offerings, districts can save thousands of dollars annually.

- **Rewarding employees' healthy habits.** Many companies and organizations offer rate reductions for non-smokers and employees who exercise regularly or use gym memberships.

- **Being candid about cost increases.** Employee education and communication help gain employee support despite increased deductibles and can often help prevent cost increases due to partnerships with employee labor organizations.

- **Deducting employees' contributions on a pre-tax basis.** This tactic can help lessen the sting of employees' contributions by easing their tax burden.

Measured against these practices, CCSD's benefits administration system is exemplary. Each enrollment period, new and current employees have the opportunity to receive detailed information about health plan options and can make an appointment with benefits personnel to have a one-on-one informational meeting. The district also has a wellness program, which is described in detail later in this chapter. The various health plan coverages cater to the needs of specific categories of employees including married, single, those with children, as well as those in domestic partnerships.

CCSD's partnerships with its employee associations, serving as program administrators, provide district employees with the added benefit of being able to access health care providers' Web sites directly to order prescription refills, review plan offerings, check current health coverage, and take advantage of numerous other features.

8.2.1 Certified Personnel

Health benefits for certified personnel are managed by the Teachers Health Trust. After three major premium increases—23.9 percent, 17.9 percent, and 29.4 percent—in less than a year in the early 1980s, the Clark County Education Association (CCEA) began negotiating with CCSD to make a change. The result of these negotiations was the creation in 1983, of a welfare benefit trust (the Trust) for the purpose of allowing certified employees to make decisions relating to their own welfare benefits. Since the creation of the Trust, CCSD's only administrative functions have been paying the Trust the employer contributions as negotiated by CCEA, providing for payroll deductions for dependent coverage, providing eligibility lists, and verifying employment.

FINDING

The CCEA bargains with the district for funds to provide the basic individual benefits to licensed employees.

Payroll deduction is provided to employees to pay for additional benefits such as dependent health coverage. In 1987, the Trust self-funded the medical indemnity plan and purchased stop-loss insurance to protect itself from catastrophic loss. The Teachers Health Trust was successful with this type of arrangement because it allowed the trustees to purchase specific services directly from vendors.

In 1990, the services of its third-party administrator were discontinued and the Trust began to self-administer the health and welfare benefits. As a self-administered plan, the Trust can focus on development of a full complement of benefits including PPO and HMO medical, dental, and vision plans, as well as a term life plan specifically designed for its participants.

Under the Teacher's Health Trust, certified personnel have four options for health coverage. Each of these options is outlined in **Exhibit 8-3**. One hundred percent of health coverage for employees is paid by CCSD. Additional coverage of eligible dependents is the responsibility of individual employees.

EXHIBIT 8-3
HEALTH PLAN OPTIONS FOR CERTIFIED PERSONNEL
2005-06 SCHOOL YEAR

- **DIAMOND Medical Plan**
  This option (previously known as the PPO PLUS Plan) allows health care options from a wide selection of contracted Physicians and Hospitals. Plan participants generally pay a flat fee (known as a co-payment) for their services. Additional services—for example, hearing aids—are also available under this option, and plan services are available to both employees and eligible dependents.
- **PLATINUM Medical Plan**
  This option (previously known as the PPO Plan) also allows participants to obtain health care from a wide selection of contracted Physicians and Hospitals. You also pay co-payments to the Providers, but they are generally higher under this Plan than under the DIAMOND Plan. This Plan is also available to employees and their eligible dependents.
- **Health Plan of Nevada (HPN)**
  Health Plan of Nevada offers a "point of service" plan, which provides you with three levels of coverage at all times. Your personal expense will differ depending on whether or not you obtain services from In- Network or Out-of-Network Providers. This HPN option is available to you and your Eligible Dependents.
- **Hospital Supplement Plan (HSP)**
  For persons who do not desire any of the three previous options, there is the option to enroll in the Hospital Supplement Plan. There is no medical coverage available under this plan, which pays $260 per day for every day of overnight inpatient hospitalization for which room and board is charged.

Source: Teachers Health Trust Web site, 2006.

In addition to medical health coverage, the Diamond and Platinum plans also provide coverage for prescription drugs, with optional services for vision and dental. The prescription plan allows for the purchase of both generic and brand-name drugs at

pharmacies both in and outside of the coverage area. Plan participants have a modest co-payment of $10 to $20 depending on whether they opt for generic or name-brand drugs. A higher co-pay is also required when using an out-of-network pharmacy. **Exhibit 8-4** shows the types of medications covered and the types that are disallowed under the plan.

The Diamond and Platinum health care plans also have optional dental coverage. **Exhibit 8-5** outlines the types of services covered in the plans. The four categories of services are inclusive of the myriad of dental services needed by plan participants each year. The plans are designed to provide the widest array of choices while maintaining affordable prices.

These types of full-service plans allow for flexibility in the structure of health plan offerings and saved employees from having to enroll in or buy more coverage than they need. This flexibility is enhanced by the fact that each year CCSD provides an open enrollment period that allows employees to make changes to their insurance coverage based on any changes in their life circumstances.

EXHIBIT 8-4
COVERED AND NON-COVERED PRESCRIPTION DRUGS
UNDER THE DIAMOND AND PLATINUM HEALTH CARE PLANS
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR

COVERED EXPENSES	NON-COVERED EXPENSES
■ Compound Medications ■ Contraceptives ■ Diabetic Supplies ■ Growth Hormones ■ Imitrex™ ■ Immuno-suppressants ■ Insulin ■ Legend Drugs ■ Prenatal Vitamins ■ Testosterone ■ Tretinoin™ ■ Zyban™	■ Anabolic Steroids ■ Anorexiants ■ Any prescription in excess of the prescribed dosage; and any refill dispensed after one year of the doctor's original prescription ■ Any drug for erectile dysfunction ■ Experimental drugs ■ Fertility medications ■ Immunization agents ■ Irrigation solutions (for contact lenses) ■ Over the Counter Drugs ■ Nutritional Supplements ■ Non-FDA Approved Drugs ■ Drugs not medically indicated for specified diagnosis ■ Therapeutic devices ■ Vitamins (except pre-natal) ■ Medication taken while employee is in a health care facility (i.e., hospital, nursing home) ■ Replacements for lost, spilled or damaged drugs

Source: Teachers Health Trust Web site, 2006.

EXHIBIT 8-5
DENTAL SERVICES COVERED
UNDER THE DIAMOND AND PLATINUM HEALTH CARE PLANS
CLARK COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR

CATEGORY	TYPES OF SERVICES
Preventive	Routine oral examinations; Routine prophylaxis (cleanings); Bitewing, periapical, panoramic or full-mouth X-rays; Fluoride treatment and sealants for participants under the age of 19
Basic	Anesthesia (General); Alveoplasty; Apicoectomy; casts, lab studies; Extractions, root recovery; Gingival scaling and root planing; Surgical exposure of teeth; Fillings; Hemisection; Incision and Drainage; Pin Retention; Prophylaxis, periodontal; Pulpotomy; re-cementation of bridges and crowns; root canals; Tooth re-implantation
Major	Bridges, crowns, build-ups; dentures, relining and adjustment; gingivectomy, grafts, and osseous surgery; Implants; Inlays; onlays; posts and cores; TMJ appliances
Orthodontic	Orthodontic services (including appliances) for dependents age 18 and under who have been enrolled in the DIAMOND Plan for two consecutive years. ***(Orthodontic Coverage is not available under the PLATINUM Plan.)***

Source: Teachers Health Trust Web site, 2006.

COMMENDATION

CCSD is commended for working collaboratively with employee unions to negotiate favorable health plans while maintaining stable costs for coverage.

8.2.2 Administrative Personnel Benefits

The Clark County Association of School Administrators and Professional-technical Employees (CCASAPE) has negotiated a comprehensive health insurance plan for administrators. This plan consists of several separate components, which are furnished by different providers:

- Medical coverage (Sierra Health)
- Dental coverage (Standard)
- Vision coverage (VSP)
- $50,000 life insurance (Standard)
- Long-term disability (Standard)
- $100,000 life insurance (Standard
- Long-term care (UNUM)

The contribution levels for a sample of the administrative health coverages are listed in **Exhibit 8-1**. In Article 21-1 *Health Benefits-Welfare Trust*, of the negotiated agreement between CCSD and CCASAPE. The employer contribution to the health plan specifically states:

Effective July 1, 2004, the School District agrees to increase the $462.17 contribution for employee health insurance to $501.17. Effective January 1, 2006, the School District agrees to increase the $501.17 contribution for employee health insurance to $538.99. Effective July 1, 2006, the School District agrees to increase the contribution for employee health insurance to $552.77.

The contribution will be made monthly for each administrator participating in the health insurance plan agreed upon by the Association and the School District hereinafter known as the CCASAPE/CCSD Health Insurance Plan. The contribution will be made directly to the COBRA provider for any administrator who is not eligible to participate in the CCASAPE/CCSD Health Insurance Plan but is eligible to continue to participate in a previous health insurance plan. It shall be the responsibility of the School District to direct the payment to the appropriate insurance provider until such time that the administrator becomes eligible to participate in the CCASAPE/CCSD Health Insurance Plan.

Like the plans provided for certified employees, the administrators plan is a creation born of efforts to lower health coverage costs and to create and maintain a system of benefits that will meet the needs of employees of all circumstances.

COMMENDATION

The health care benefit plans for administrators, like those for other employee groups, provide a level of variety and flexibility to allow for the selection of benefits based on life circumstances.

8.2.3 Support Staff/School Police

As specified in the negotiated agreement between the Clark County School District and the Education Support Employee Association, a number of health benefits are provided for support staff and school police. These benefits include:

- **Dental.** The medical benefits package in the CCSD Program includes voluntary dental benefits.
- **Life Insurance.** The medical benefits package in the CCSD Program includes life insurance benefits through ING, or a comparable provide.
- **Long-Term Disability.** The medical benefits package in the CCSD Program includes long-term disability benefits through CIGNA, or a comparable provider.
- **Short-Term Disability.** The medical benefits package in the CCSD Program includes voluntary short-term disability benefits.
- **Vision.** The medical benefits package in the CCSD Program includes vision benefits through EyeMed Vision Care, or a comparable provider.

FINDING

One of the key features of the development of the benefits program is the focus on cost containment.

The negotiated agreement specifies the district's response to health insurance rate increases. The agreement states:

> *Effective July 1, 2005, the CCSD will contribute the amount of $379.46 per employee per month for the insurance benefits package. Effective July 1, 2006, the CCSD will contribute the amount of $408.80 per employee per month for the insurance benefits package (Article 20-4-5).*
>
> *During the term of the Negotiated Agreement between the Clark County School District and the Education Support Employees Association (2005-2009), the District will make no contribution toward employee health benefits greater than the contribution set forth in Article 20-4-5 of the 2005-2009 Negotiated Agreement and the monies designated by the 2007 Nevada State Legislature for health and welfare benefits for the District's support staff employees.*

With health care costs comprising a steadily larger portion of spending on employee benefits, it is imperative to the financial health of any organization to control these costs to the greatest extent possible. The steps that CCSD has taken to ensure that costs will not spiral out of control, as reflected in its negotiated agreements with its employee groups, provide evidence that the district is engaged in the best practice of cost containment.

COMMENDATION

The Clark County School District is commended for adhering to policies and agreements to help ensure cost containment for health care programs.

8.2.4 Wellness Program

FINDING

One of the components of CCSD health benefits for employees is a wellness program. The Teachers Health Trust has worked collaboratively with the district to develop and implement the program.

In this context, wellness is defined as "an intentional choice of a lifestyle characterized by personal responsibility, balance, and maximum personal enhancements of mental and physical health."

The CCSD Wellness Division has developed the following strategies to encourage Health Trust participants to make lifesaving lifestyle choices:

- **Prevention Programs.** These programs are designed to help plan participants make lifestyle changes that will help them avoid illness. These include CPR and First Aid training, Behavioral Education and

Alternative for Coping and Healing (BEACH) Workshops, breast cancer awareness, diabetes awareness, osteoporosis awareness, and prevention benefits.

- **Disease Management Programs.** These programs provide specialized information to assist participants in making decisions regarding treatments to better manage an illness or chronic condition.

- **Information Resources.** This service provides awareness and event information to all Health Trust participants. The goal of is to help participants stay informed and take charge of their lives. Health fairs are the most common means of sharing information. Topics of these sharing sessions include, but are not limited to:

  - Health Risk Appraisal
  - Blood Pressure Measuring
  - Body-Fat Testing
  - Glaucoma Testing
  - Pulmonary (Breathing) Testing
  - Hearing Testing
  - Immunization Vaccines

- **Wellness Team.** One or two certified employees from a school or district worksite help the Wellness Division develop, evaluate, and promote health and wellness programs for Health Trust participants

- **Smart Health Consumerism.** This is an initiative that, like other activities, is designed to reduce or maintain health care costs by helping health plan participants become better advocates for their own well-being by asking questions, getting second opinions, doing their own research of prescription and over-the-counter medications, and speaking up to their doctors and insisting on clear, concise explanations in the face of health care crises or emergencies.

Wellness programs are an increasingly popular component of health plans due to the tangible and intangible benefits realized by employees. Tangible benefits include improved productivity, a reduction in sick leave and absenteeism, reduced use of health benefits, reduced workers' compensation claims, reduced on-the-job injuries, and lower employee turnover. Intangible benefits include improved employee morale and increased employee loyalty.

COMMENDATION

The provision of a comprehensive wellness program is a best practice that CCSD exemplifies through a number of initiatives designed to encourage healthier living by district employees.

FINDING

While the Clark County School District provides an effective, comprehensive system of benefits to its employees, locating information on these benefits at the district's Web site is a challenge.

While the administration of the majority of the health benefits is carried out externally, it is still important for employees to be able to find information on leave, health coverage, retirement, and other benefits in a single location, preferably in a single or short series of downloadable documents. Districts of similar size around the county have easily accessible benefit guides that are informative both in terms of the benefit-specific information and the instructions on accessing benefit-related information. While CCSD employees can utilize the Web sites of the health coverage providers to access this type of information, there are no links these sites on the CCSD Web site.

Broward County, Florida, has a highly interactive Web site (http://www.broward.k12.fl.us/benefits/) that allows visitors to access complete information on all available employee benefits, as well as forms that can be downloaded from the site. Miami-Dade County, Florida provides a downloadable summary document outlining the district's health benefit plans. Washoe County, Nevada, also has a link to a summary document, which outlines the health care providers, wellness program and employee assistance programs available to district employees. Houston ISD provides a very user-friendly Web site (https://www.hisdbenefits.org/hisd/) that provides employees with a one-stop source of information on benefits as well as links to a monthly health newsletter. San Diego City Schools' Web site (http://www.sandi.net/personnel/Benefits/benefits.htm) outlines benefits for all employee groups and includes links to the Web sites of each of its health service providers.

RECOMMENDATION

Recommendation 8-1:

Create a location on the CCSD Web site where current and prospective employees can review benefit options offered by the school district.

Posting benefits information in a single location at the district Web site would allow current and prospective employees ready access to district health plan options, wellness information, leave policies, and other valuable information. The electronic format would facilitate providing updates and informing employees of upcoming events such as open enrollment periods and enrollment deadlines.

Providing on-line access to benefits information site is a best practice that would not only help employees be better consumers of health benefits, but would also enable them to obtain answers to routine questions without placing additional demands on district personnel. The site could also serve as a recruitment tool as prospective employees *tour* the district Web site.

The lack of having a central location for detailed information on health benefits requires employees to spend unnecessary time searching, calling district office personnel or health plan providers, and waiting on a response.

CORRECTIVE ACTION PLAN

1	The Benefits Coordinator and benefits technicians should compile all relevant information relating to employee benefits, such as pricing for services, forms, policies and regulations, and URLs for health plan providers.	January 2007
2	Working with technology staff, the Benefits Coordinator and appropriate Human Resources personnel should determine the placement and appearance of health plan documents and other materials on the CCSD Web site.	March 2007
3	The CCSD technology staff should build a test page accessible only to benefits and technology staff working on this project to determine if the site is fully operational and provides the desired information and message.	August 2007
4	The Benefits Department should launch the new site in time for orientation of new employees, open enrollment, and other events and activities related to the opening of school.	September 2007 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing technology-related staff resources.

8.3 Retirement Plan

The funding of retirement plans is one of the largest cost items in any benefits program. There are four basic types of retirement plans, which school districts may opt to use alone or in combination:

- ***A defined benefit (DB) plan.*** This is the so-called *traditional* workplace pension, historically paid in the form of an annuity. The benefit is based on a formula, typically involving salary and length of service

- ***A defined contribution (DC) plan.*** This guarantees no ultimate benefit at all. Rather, it is financed with contributions from the worker and/or the employer. The worker generally controls how the contributions are invested (within a limited range of options), which gives him or her more control over the funds, but also entails more risk. These benefits can be "rolled over" upon leaving a job. There are various types of DC plans, the most common and well known being the 401(k). Defined contribution plans, especially 401(k)s, have been growing in recent years.

- ***Cash balance plans.*** These plans combine elements of both defined benefit and defined contribution plans, but do so in a way that gives the employer a more precise projection of future

obligations. Typically, an employer contributes a defined amount annually, based on compensation, and guarantees that the account will grow by a fixed percentage each year. A worker reaching retirement age can typically take the accrued amount either as a lump sum or as an annuity.

- ***Individual retirement accounts (IRAs).*** These plans allow a person to set aside and invest a contribution each year in an individual account. There are several different types of IRAs, and in recent years Congress has expanded them for non-retirement purposes (such as education). IRAs are typically used as a holding vehicle for money that is "rolled over" from another retirement plan, such as a 401(k), upon job change.

CCSD has a defined benefits plan and upon retirement, CCSD support staff and administrators are eligible to receive the same health benefits that were available to them as active employees, but they would have to pay for 100 percent of the benefits premium. Retired licensed employees have a variety of health plan benefits available through the Teacher's Health Trust, payment for which would also be the retiree's responsibility. CCSD's retiree-supported benefits plan is similar to those offered by Miami-Dade and Houston school districts, which also offer a full menu of health, vision, and dental care options to retired school district employees. Miami-Dade's plan is administered by United Health Care, a private insurance provider, and Houston's is administered by the Teacher Retirement System of Texas (TRS).

In contrast to these retiree benefits programs, neighboring Washoe County School District (WCSD), as a part of the negotiated contract with several bargaining units, subsidizes medical premiums for certified and administrative personnel who retire from the district with 15 or more years of service, and for classified personnel with 10 years of service. Retirees contribute up to $5,467 annually for medical, dental, and vision coverage based on their retirement income, number of years since retirement and the number of years service to the district, and in turn WCSD reimburses up to 100 percent of the amount of medical and dental costs of non-Medicare eligible retirees. WCSD also serves as a secondary carrier for retirees eligible for Medicare.

FINDING

The Public Employees' Retirement System requires a vesting period of only five years.

Employees of the Clark County School District are members of the Public Employees' Retirement System of Nevada (PERS). PERS is a defined benefit system created by the Nevada Legislature as a means of attracting and retaining a higher number of employees into government service for a length of time that was commensurate with the time and training that had been invested in these employees during their service. CCSD is under the employer-paid contribution plan with the Public Employees Retirement System (PERS). All regular-status support staff and police employees (4.1 hours per day or more), as well as licensed and administrative employees, receive the employer-paid PERS contribution.

CCSD also offers its employees the opportunity to participate in an early retirement system. To qualify for early retirement benefits, employees must have completed a minimum of 15 years of tenured service with the Clark County School District but less than 29 years of service, and must have at least 110 unused sick leave days. The amount of service credit or health insurance purchased is contingent upon the employee's unused sick leave balance. To receive maximum benefits, the employee must have 250 sick leave days. **Exhibit 8-6** shows the amount of district contribution to retirement benefits based on the number of unused sick leave days. Although the sick leave time is shown in days, hourly employees also qualify for the program, with their time counted in eight-hour increments.

The provisions for employees to be vested in the retirement system after only five years and to have the option of early retirement are effective mechanisms for both attracting individuals into the system and rewarding limited use of sick leave.

COMMENDATION

The Clark County School District is commended for constructing an early retirement system that is built on rewarding continuous service and limited use of sick leave.

EXHIBIT 8-6
EARLY RETIREMENT BUYOUT TABLE
CLARK COUNTY SCHOOL DISTRICT
2005-06

EMPLOYEES' ACCUMULATED UNUSED SICK LEAVE DAYS	PERCENTAGE OF DISTRICT CONTRIBUTIONS TOWARD BUY-OUT*
250 and up	75
240	70
230	65
220	60
210	55
200	50
190	45
180	40
170	35
160	30
150	25
140	20
130	15
120	10
110	05

Source: Clark County School District Regulation 4370, 2006.
*Funding may also go towards paying retiree insurance premiums.

9.0 TRANSPORTATION

9.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations relating to the transportation function of the Clark County School District (CCSD). The major sections of this chapter are as follows:

9.1 Introduction, Methodology, and District Comparisons
9.2 Organization, Plans, Policies, and Procedures
9.3 Vehicle Maintenance and Acquisition
9.4 Student Transportation Routing and Scheduling
9.5 Training and Safety
9.6 Transportation Audit Reviews (for the preceding six years)

CHAPTER CONCLUSION

The CCSD Department of Transportation provides competent transportation services for district students. It is in compliance with Nevada Department of Education (DOE) policies and procedures and exceeds some functional area expectations. The transportation services satisfactorily delivers students to and from various locations and has an effective driver training program and sound maintenance support.

This report contains the following commendations for the CCSD Department of Transportation:

- The Transportation and the Human Resources Departments are commended for their innovative joint recruiting effort to resolve the problem of bus driver shortages in the rapidly growing and competitive labor environment affecting student transportation services in CCSD **(Page 9-18)**.

- CCSD vehicle maintenance operations and support at the five regional centers are commendable **(Page 9-25)**.

- The CCSD Garage Training Office is commended for its highly effective Automotive Service Excellence (ASE) program **(Page 9-26)**.

- The Department of Transportation has an effective vehicle maintenance information system (VMIS) and performance indicators to manage the fleet of buses and other vehicles in CCSD **(Page 9-30)**.

- CCSD is commended for using the EDULOG system and maximizing the benefits of this investment to achieve greater efficiencies and cost effectiveness in student transportation scheduling **(Page 9-38)**.

Though the CCSD Department of Transportation performs in a satisfactory manner overall, certain improvements are needed. Based on an on-site visit, MGT of America developed the following recommendations:

- Include a review of basic policies and practices during periodic in-service training and set aside space for confidential, private communication between field supervisors and drivers and aides **(Page 9-15)**.

- Complete the review of the internal audit report of transportation billings and take the recommended corrective actions to capture all reimbursable costs **(Page 9-20)**.

- Appraise the Fleet Manager position to ensure that the duties and responsibilities assigned to the position are being accomplished **(Page 9-24)**.

- Continue initiatives to reduce the parts inventory in CCSD and achieve cost savings of $250,000 over the five-year budget cycle **(Page 9-27)**.

- Establish a 14-year bus replacement policy **(Page 9-33)**.

- Eliminate excess spare buses from the inventory **(Page 9-35)**.

- Provide for an expanded professional development experience for Department of Transportation supervisors, to be delivered by the current CCSD supplier **(Page 9-39)**.

- The Business Manager should approve an operational definition of the "optimum level" for the "white fleet" to facilitate measurement of progress toward defined goals **(Page 9-42)**.

- Ensure that: (1) the detailed bus replacement plan advocated in the latter portion of this chapter is adopted and implemented; (2) the spare bus policy and reduction in the number of spare buses recommended in this chapter are implemented; (3) the Fleet Manager position and program are given a thorough audit inspection in January 2007; and (4) the Board of School Trustees exercises its responsibility and determines if a reimbursement by students is appropriate for field trips **(Page 9-47)**.

It is worth reiterating that the CCSD Department of Transportation is in compliance with Department of Education and state of Nevada policies and procedures pertaining to student transportation services. CCSD delivers highly efficient student transportation services and performs this responsibility in an extremely safe, competent, and dependable manner.

This chapter responds to state of Nevada Legislative Counsel concerns pertaining to fleet inventory; bus replacement policy; optimum student use of transportation assets; and the degree to which compliance with past performance audit observations and recommendations has been achieved.

Of equal importance are concerns of CCSD administrators, principals, and teachers about how well the transportation function is accomplished. MGT conducted a survey to

determine their assessment of their school district. Each group rated various functions of CCSD. When rating transportation, 39 percent of Central Office administrators responded *needs some improvement* and 47 percent responded *needs major improvement.* Conversely*,* 59 percent of school principals and 45 percent of teachers in CCSD indicated that transportation *needs some improvement* or *needs major improvement* while 36 percent of CCSD principals and 33 percent of teachers rated it *Adequate* or *Outstanding.*

MGT compared CCSD administrators, principals, and teachers to their counterparts nationally. Twenty-one percent of administrators nationally indicated that the transportation function in their school district *needs some improvement* and 65 percent rated it *adequate* or *outstanding.* Conversely, 43 percent of school principals and 32 percent of teachers nationally indicated that transportation in their district *needs some improvement* or *needs major improvement*. On the other hand, 54 percent of principals and 46 percent of teachers from this same group rated the transportation function as *adequate* or *outstanding*.

Exhibit 9-1 benchmarks these survey ratings against those of administrators and teachers in other school systems across the country. As shown, administrators in CCSD are slightly less satisfied with the transportation function in their school district than administrators in other school systems. CCSD principals rate transportation services more critically than principals from other school systems (59% versus 43% indicating a need for improvement). Teachers in CCSD also rate transportation services more severely than their counterparts in other school systems (45% versus 32% indicating a need for improvement); however, the percentages in this group rating these services *Adequate* or *Outstanding* are 33 percent and 46 percent respectively.

EXHIBIT 9-1
TRANSPORTATION COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT
APRIL 2006

RESPONDENT GROUP	PERCENT INDICATING *NEEDS SOME* OR *MAJOR IMPROVEMENT*	PERCENT INDICATING *ADEQUATE* OR *OUTSTANDING*
Clark County School District Administrators	39%	47%
Administrators in Other Schools Systems	21%	65%
Clark County School District Principals	59%	36%
Principals in Other School Systems	43%	54%
Clark County School District Teachers	45%	33%
Teachers in Other School Systems	32%	46%

Source: MGT surveys of school systems, April 2006.

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 9-2 provides a summary of the estimated costs and savings (if applicable) associated with the recommendations contained in this chapter. As can be seen, a net savings of $7,196,500 could be realized should the district choose to implement all recommendations.

EXHIBIT 9-2
CLARK COUNTY SCHOOL DISTRICT
SUMMARY OF PROJECTED COSTS AND SAVINGS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 9.0: TRANSPORTATION								
9-4	Reduce and Control Parts Inventory (p. 9-27).	$50,000	$50,000	$50,000	$50,000	$50,000	$250,000	
9-5	Implement the Bus Replacement Policy (p. 9-33).	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$6,500,000	
9-6	Sell Excess Buses and Reduce Annual Maintenance Costs (p. 9-35).	$70,500	$70,500	$70,500	$70,500	$70,500	$352,500	$94,000
CHAPTER 9.0 TOTAL SAVINGS (COSTS)		**$1,420,500**	**$1,420,500**	**$1,420,500**	**$1,420,500**	**$1,420,500**	**$7,102,500**	**$94,000**

9.1 Introduction, Methodology, and District Comparisons

The Clark County School District of Nevada encompasses all of Clark County, which covers 7,910 square miles and includes all of metropolitan Las Vegas, its outlying communities, and rural areas. The student enrollment in 2005-06 was 291,486 students. The ethnic student distribution of the school district is 39 percent White, 37 percent Hispanic, 14 percent African American, nine percent Asian, and 0.8 percent Native American. Student transportation services in general reflect the county's population and racial diversity. The county has a rich history, and educators and community leaders express pride that the Clark County School District provides its students one of the finest education systems in the nation.

Transporting students safely to and from school, special events, and extracurricular activities is a major responsibility and significant expense for our nation's schools. CCSD has one of the largest school transportation systems in the United States, transporting over 139,544 students in excess of 15 million miles during the 2005-06 school year. This tremendous task is accomplished in a safe and efficient manner with CCSD providing regular and special education school bus service using 1,279 buses and 1,154 other vehicles such as vans and automobiles. Although CCSD has more than 3,073 vehicles of various kinds, the emphasis in this transportation chapter is on its "rolling" fleet of over 2,433 vehicles.

The primary methodologies utilized to review the transportation function and related practices addressed in this chapter included:

- interviews of key district personnel including administrators, office staff, and bus drivers utilizing pre-developed questions designed for the specific areas of review;
- triangulation of identified issues by seeking documents, conducting observations, and supporting/contradicting interviews as a means of substantiating findings;
- analysis of documents including cost data, peer districts comparison data, and related information;
- review of reports from participants in on-line surveys, focus groups, and public forums; and
- review of prior audits and the district's resulting actions.

CCSD provides all qualified students free bus transportation to and from school within the student's attendance area. The Department of Transportation provides daily student transportation to 193 elementary schools, 53 middle schools, 40 high schools, and 31 alternative/special schools. In addition, it provides transportation services supporting field trips and after school activities, special transportation, and shuttle service to other locations. Transportation users are regular students and special education students who are transited to and from school throughout the county and in some cases to neighboring educational or other facilities outside the county's area of responsibility.

As stated earlier, the Clark County School District provides 139,544 students with transportation services. It is the fifth largest school district in the nation. CCSD requested that this transportation assessment include a comparative assessment of CCSD with selected school districts in other parts of the nation. The peer districts selected were Broward County, Florida; Miami-Dade County, Florida; San Diego Unified, California; Houston Independent School District (ISD), Texas; Philadelphia, Pennsylvania; and Washoe County, Nevada. Our comparative analysis uses data, information, and reports provided by the U.S. Census Bureau, Nevada Regional Transportation Commission, *SCHOOL BUS FLEET* magazine, CCSD, peer school districts, and CCSD on-site sources. It is emphasized that data examined from these national sources may not reflect more current information provided by CCSD in latter sections of this chapter because the district submits to national, regional, local, and other sources at different times. Though the information generally is consistent, there are in some instances slight differences in numbers due to reporting timeframes.

Exhibit 9-3 provides an overview of the student population in the various school districts. The peer school district average indicates that county populations are about the same (1,825,600 for the peer average compared to 1,710,551 for CCSD). The student population peer average of 205,570 is comparable to the CCSD population of 291,486. However, a more accurate corresponding comparison can be shown by eliminating Washoe County, which has only 61,755 students.

EXHIBIT 9-3
COUNTY AND STUDENT POPULATION
PEER COMPARISON DATA
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR

SCHOOL DISTRICT	COUNTY POPULATION	SCHOOL STUDENT POPULATION
Clark County School District	**1,710,551**	**291,486**
Broward County Public Schools, FL	1,777,638	271,470
Miami-Dade County Public Schools, FL	2,363,600	362,033
San Diego Unified School District, CA	2,933,462	133,000
Houston Independent School District, TX	2,009,690	208,854
Philadelphia School District, PA	1,479,339	196,309
Washoe County School District, NV	389,872	61,755
PEER AVERAGE	1,825,600	205,570

Source: United States Census and respective school districts, May 2006.

Exhibit 9-4 shows the number of students provided transportation services in the Clark County School District compared to its peers for the 2004-05 school year. It should be noted that the peer comparison average of 43,574 is significantly lower than the 129,450 students transported by CCSD. CCSD transports approximately three times the number of students as the peer average and almost twice as many students as its nearest comparative school district in population (Broward County, Florida), which transports 79,540 students.

EXHIBIT 9-4
TOTAL STUDENTS TRANSPORTED DAILY
CLARK COUNTY SCHOOL DISTRICT
PEER COMPARISON DATA
2004-05 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL STUDENTS TRANSPORTED
Clark County School District	**129,450**
Broward County Public Schools, FL	79,540
Miami-Dade County Public Schools, FL	72,486
San Diego Unified School District, CA	22,500
Houston Independent School District, TX	26,994
Philadelphia School District, PA	40,403
Washoe County School District, NV	19,525
PEER AVERAGE	**43,574**

Source: Clark County School District and respective school districts, May 2006.

Exhibit 9-5 shows the number of buses that are used to transport students to and from school. The data show that CCSD has a fleet comparable in size to those of its peers, yet transports many more students. In school year 2004-05, Broward County, Florida, transported 71,540 students using 1,495 buses and Miami-Dade County, Florida, transported 72,486 students using 1,421 buses whereas CCSD transported 129,450 students using only 1,279 buses, indicating greater effectiveness and efficiency.

EXHIBIT 9-5
TOTAL SCHOOL BUS FLEET
CLARK COUNTY SCHOOL DISTRICT
PEER COMPARISON DATA
2004-05 SCHOOL YEAR

SCHOOL DISTRICT	TOTAL BUSES IN FLEET
Clark County School District	**1,279**
Broward County Public Schools, FL	1,495
Miami-Dade County Public Schools, FL	1,421
San Diego Unified School District, CA	508
Houston Independent School District, TX	1,011
Philadelphia School District, PA	1,441
Washoe County School District, NV	305
PEER AVERAGE	**1,030**

Source: Clark County School District and respective school districts, May 2006.

Exhibit 9-6 provides an analysis of the number of bus routes used to transport students in CCSD and the peer districts. For the 2004-05 school year, CCSD had 1,116 routes compared to the peer average of 921. However, CCSD used fewer routes than Broward County, Miami-Dade County, and Philadelphia. In other words, three school districts (Broward, Dade, and Philadelphia) used more routes than CCSD and three (Washoe County, Houston ISD, and San Diego) used fewer routes. The data reflect that CCSD does an efficient job of routing its students when compared to the peer districts.

EXHIBIT 9-6
BUS ROUTES AND YEAR CHANGE
PLUS (+) OR MINUS (-)
PEER COMPARISON DATA
CLARK COUNTY SCHOOL DISTRICT
2003-05 SCHOOL YEARS

SCHOOL DISTRICT	2003-04	2004-05	NUMBER CHANGE
Clark County School District	**1,035**	**1,116**	**+81**
Broward County Public Schools, FL	1,229	1,217	-12
Miami-Dade County Public Schools, FL	1,310	1,339	+29
San Diego Unified School District, CA	492	569	+77
Houston Independent School District, TX	860	805	-55
Philadelphia School District, PA	1,310	1,339	+29
Washoe County School District, NV	256	256	0
PEER AVERAGE	**930**	**921**	**+11**

Source: *SCHOOL BUS FLEET*, December 2005.

Exhibit 9-7 shows a 50-year projected growth pattern indicating a continuing need to increase transportation and related services.

EXHIBIT 9-7
COUNTY AND STUDENT POPULATION
GREATER METROPOLITAN CLARK COUNTY
1970-2020

YEAR	CLARK COUNTY POPULATION	STUDENT POPULATION
1970	277,230	78,500
1980	463,087	97,300
1990	770,280	168,309
2000	1,394,440	231,125
2006	1,796,380	291,486
2010	1,912,714*	306,044*
2020	2,219,714*	355,154*
DATA AVERAGE	**1,261,978**	**216,192**

*U.S. Census projected population.
Source: U.S. Census Bureau and Regional Transportation Commission of Southern Nevada, 2006.

Exhibit 9-8 shows the number of schools in CCSD since 2001-02 receiving school bus transportation services. The number of schools has increased each year to the 317 in 2005-06. As shown in **Exhibit 9-7**, the population of Clark County is projected to continue growing at a significant rate through the year 2020. There will be a corresponding requirement for new school construction that will also mean a need for increasing student transportation services. As shown in **Exhibit 9-8**, since 2001 the overall growth rate for new schools has been a significant 45.4 percent.

EXHIBIT 9-8
TOTAL NUMBER OF SCHOOLS
RECEIVING STUDENT TRANSPORTATION SERVICES
CLARK COUNTY SCHOOL DISTRICT
2001-06 SCHOOL YEARS

SCHOOL YEAR	NUMBER OF SCHOOLS PROVIDED SCHOOL BUS TRANSPORTATION
2001-02	218
2002-03	249
2003-04	287
2004-05	301
2005-06	317
DATA AVERAGE	274
Growth Rate Percent From 2001 to 2006	45.4%

Source: CCSD, Pupil Transportation, 2006.

Exhibit 9-9 shows the number of regular and special education students transported in CCSD compared to its peers. CCSD transports 120,900 regular students and 8,500 special education students for a total of 129,450 compared to the peer average of 38,853 regular students and 5,019 special education students for a total average of 43,574. The data show that CCSD transports significantly more students than its peers in each category and, as pointed out earlier in this report, does so with fewer bus resources. CCSD compares favorably with its peers in terms of transporting regular and special education students.

EXHIBIT 9-9
REGULAR AND SPECIAL EDUCATION STUDENTS TRANSPORTED
CLARK COUNTY SCHOOL DISTRICT
COMPARED TO PEER SCHOOL DISTRICTS
2004-05 SCHOOL YEAR

CLARK COUNTY SCHOOL DISTRICT COMPARISON WITH PEER DISTRICTS	REGULAR STUDENTS TRANSPORTED	SPECIAL EDUCATION STUDENTS TRANSPORTED	TOTAL NUMBER OF BUSES	TOTAL REGULAR AND SPECIAL EDUCATION TRANSPORTED
Clark County School District	**120,900**	**8,550**	**1,279**	**129,450**
Broward County Public Schools, FL	69,430	10,110	1,495	79,540
Miami-Dade County Public Schools, FL	64,183	8,303	1,421	72,486
San Diego Unified School District, CA	19,640	2,860	508	22,500
Houston Independent School District, TX	22,767	4,227	1,011	26,994
Philadelphia School District, PA	39,092	3,092	1,441	40,403
Washoe County School District, NV	18,005	1,520	305	19,525
PEER AVERAGE	**38,853**	**5,019**	**1,030**	**43,574**

Source: Clark County School District and respective school districts, May 2006.

During the on-site visit, comparisons with top-tiered school districts including New York, Chicago, Dallas, and Los Angeles were briefly discussed with the Business Manager, Director of Transportation, and other key staff in CCSD. The Director of Transportation

requested that MGT compare CCSD school transportation services to top-tiered school districts in the nation. The remainder of this section focuses on these comparisons.

The comparisons examined earlier in this chapter show the county and school student populations of a number of large urban school districts (Broward County, FL; Miami-Dade County, FL; San Diego, CA; Philadelphia, PA; and Houston Independent School District, TX) as being numerically close to those of CCSD. However, when emphasis is placed on the total number of students provided transportation services, the comparisons tend to be skewed. For example, **Exhibit 9-4** indicates that in 2004-05 CCSD transported 51,569 more students than its next comparative peer, Broward County. Other exhibits reveal similar discrepancies.

The peer districts used throughout this performance assessment were chosen by MGT of America and the Legislative Counsel Bureau for comparative purposes, based on student population and other educational variables. However, they are not as relevant when examining student transportation services. **Exhibit 9-10** presents a more useful comparison base for transportation services. The following exhibits in this section compare CCSD to the five largest school districts (in terms of school bus fleet size) in the country.

Exhibit 9-10 compares students transported daily, the number of buses, and how many of those buses are contracted. The data show that CCSD is second only to New York City Public Schools in the number of students transported daily (144,412 for CCSD and 170,000 for New York) and transported only 25,588 or 17 percent fewer students than the "Big Apple." However, the important variable is that CCSD moved its students using 1,154 buses whereas New York City Public Schools required 6,751, of which 6,057 were contractor buses. In its numerous studies conducted throughout the nation, MGT has usually found that the use of contractor buses is considerably more expensive. **Exhibit 9-10** also shows that CCSD transports more students and uses fewer buses than the comparison districts. This is a noteworthy accomplishment.

Exhibit 9-11 shows the number of bus routes used by CCSD and the comparison top-tiered school districts in the country. CCSD consistently over the five-year period used fewer bus routes and transported more students than the other districts. Transporting more students on fewer bus routes translates into cost savings for CCSD because the Department of Transportation is maximizing efficiency of its bus fleet. Again, it cannot be overstated that CCSD in each year used fewer routes to transport its student population than its top-tiered comparison school districts.

EXHIBIT 9-10
STUDENTS TRANSPORTED AND BUSES USED
CLARK COUNTY SCHOOL DISTRICT
COMPARED TO TOP FIVE SCHOOL DISTRICTS IN THE NATION
2004 SCHOOL YEAR

SCHOOL DISTRICTS	STUDENTS DAILY	STUDENTS TRANSPORTED DAILY	CONTRACTOR BUSES
Clark County School District	**144,412**	**1,154**	**0**
New York City Public Schools	170,000	6,751	6,057
Los Angeles Unified School District	82,700	2,573	1,268
Chicago Public Schools	29,671	2,251	2,251
Miami-Dade County Public Schools	72,846	1,842	280
Dallas County Schools	35,000	1,500	0
PEER AVERAGE	**78,043**	**2,983**	**1,971**

Source: *SCHOOL BUS FLEET*, December 2006.

EXHIBIT 9-11
STUDENTS BUS ROUTES OVER A FIVE-YEAR PERIOD
CLARK COUNTY SCHOOL DISTRICT
COMPARED TO TOP-TIERED SCHOOL DISTRICTS IN THE NATION
1999 TO 2004 SCHOOL YEARS

SCHOOL DISTRICTS	2004 BUS ROUTES	2003 BUS ROUTES	2002 BUS ROUTES	2001 BUS ROUTES	2000 BUS ROUTES	1999 BUS ROUTES
Clark County School District	**1,035**	**997**	**1,001**	**950**	**1,012**	**903**
New York City Public Schools	6,057	6,020	5,500	5,500	5,066	5,066
Los Angeles Unified School District	2,138	2,192	2,178	2,530	2,753	2,189
Chicago Public Schools	1,995	2,012	1,884	2,220	2,050	1,987
Miami-Dade County Public Schools	1,430	1,415	1,479	1,512	1,448	1,468
Dallas County Schools	1,400	1,100	1,159	1,131	1,100	1,145
PEER AVERAGE	**2,604**	**2,548**	**2,440**	**2,579**	**2,483**	**2,371**

Source: *SCHOOL BUS FLEET*, December 2006.

Exhibit 9-12 provides a two-year window of bus routes and shows the change in the number of routes. The change of +38 for CCSD is considerably less than the peer average of +64. A change in the number of bus routes is precipitated by increased student population and the need to provide more bus service. Though the Las Vegas Metropolitan Area is one of the fastest growing in the nation, CCSD manages to keep the number of new routes far below the top-tiered school district peer average.

EXHIBIT 9-12
BUS ROUTE CHANGES
CLARK COUNTY SCHOOL DISTRICT
COMPARED TO TOP-TIERED SCHOOL DISTRICTS IN THE NATION
2003 AND 2004 SCHOOL YEARS

SCHOOL DISTRICTS	BUS ROUTES 2004	BUS ROUTES 2003	CHANGE 2004 VS. 2003
Clark County School District	**1,035**	**997**	**+38**
New York City Public Schools	6,057	6,020	+37
Los Angeles Unified School District	2,138	2,192	54
Chicago Public Schools	1,995	2,012	-17
Miami-Dade County Public Schools	1,430	1,415	+15
Dallas County Schools	1,400	1,100	+300
PEER AVERAGE	**2,604**	**2,568**	**+64**

Source: *SCHOOL BUS FLEET*, December 2006.

Exhibit 9-13 shows the number of students transported over a five-year period in CCSD compared to top-tiered school districts in the nation. With the notable exception of New York City Public Schools, CCSD transported more students than the other school districts. In sum, CCSD was actually number two in terms of the number of students for whom it provided transportation services. As pointed out in earlier comparisons, statistically CCSD performs its mission of providing student transportation services more efficiently than the top-tiered districts.

EXHIBIT 9-13
STUDENTS TRANSPORTED OVER A FIVE-YEAR PERIOD
CLARK COUNTY SCHOOL DISTRICT
COMPARED TO TOP-TIERED SCHOOL DISTRICTS IN THE NATION
1999-2004 SCHOOL YEARS

SCHOOL DISTRICT	2004	2003	2002	2001	2000	1999
Clark County School District	**144,412**	**136,914**	**111,496**	**102,830**	**96,605**	**86,591**
New York City Public Schools	170,000	170,000	186,350	186,350	170,000	170,000
Los Angeles Unified School District	82,709	78,856	76,325	70,000	70,000	75,925
Chicago Public Schools	29,671	32,000	36,859	42,000	39,796	47,200
Miami-Dade County Public Schools	72,846	72,215	72,000	71,700	70,738	70,000
Dallas County Schools	35,000	35,000	47,500	45,000	50,000	50,000
PEER AVERAGE	**78,045**	**77,614**	**83,809**	**83,010**	**80,107**	**82,625**

Source: *SCHOOL BUS FLEET*, December 2006.

It is apparent from analysis that CCSD is doing a superb job of providing student transportation services compared to both its peers and the top-tiered school districts in the nation. CCSD uses fewer buses to transit more students than any of the comparison districts. This is a noteworthy accomplishment that indicates excellent management and supervision of the transportation function in CCSD.

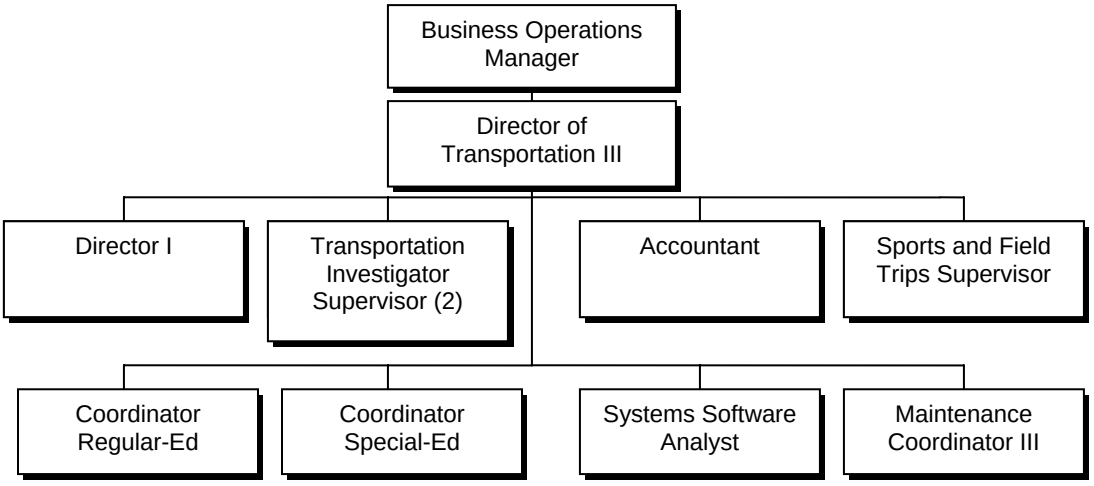
9.2 Organization, Plans, Policies and Procedures

9.2.1 Organization

Exhibit 9-14 shows the organizational structure of the Department of Transportation. The reporting/supervisory relationships are as follows:

- as can be seen in the chart, the Director of Transportation III has nine direct reports;
- a Director I has two direct reports, who are responsible for training and routing and scheduling with a total of 42 employees and a capacity to train 20 drivers at a given time;
- the Transportation Investigator Supervisors each have 11 direct reports;
- the Coordinator for Regular Education has 14 field supervisors who supervise 707 bus drivers as well as dispatchers and office specialists;
- the Coordinator for Special Education has nine Field Supervisors who supervise 479 drivers and 279 aides, as well as dispatchers and office specialists; and
- the Maintenance Coordinator III is responsible for five maintenance facilities (including three 24-hour operations) and has four direct reports.

EXHIBIT 9-14
CLARK COUNTY SCHOOL DISTRICT
DEPARTMENT OF TRANSPORTATION
ORGANIZATIONAL CHART
2005-06 SCHOOL YEAR



Source: Created by MGT of America, 2006.

The supervisor to employee ratios for the field supervisors for regular and special education are extremely high at 1:51 and 1:53 drivers plus other employees respectively. Their function is at the core of daily student transportation operations, and they do their job well—more than 1,200 buses transport students daily in a district that encompasses 7,910 square miles. Nonetheless, the supervisor to driver and aide ratio puts a strain on two-way communication.

FINDING

Communication between management and employees could be improved.

There should be common understanding of policies and practices relating to overtime, incentives, and comparability of compensation. Also, there should be an upward flow of information on issues or ways to improve operations. An informed workforce that perceives management to be responsive will have higher morale and can assist in enhancing recruitment in a competitive labor environment.

The driver/aide focus group revealed issues that should be addressed. The focus group consisted of 17 regular drivers, 13 special education drivers, and 10 bus aides. Participants completed a questionnaire and discussed other matters not mentioned in the questionnaire. The responses to the following questions reflect the need for improved communication:

- Is current pay comparable to that in other nearby counties? Seventy-five percent of drivers and 90 percent of aides said *not sure*. In a competitive labor environment such as Clark County it is important for employees to know that their pay is comparable or better—facts pertaining to compensation should thus be communicated effectively.

- Is there any kind of order of merit or other list for overtime opportunity? Fifty percent of drivers and 70 percent of aides said *not sure*. Employees should be clearly informed of conditions of employment to minimize dissatisfaction caused by misinformation or rumors.

- Is there any kind of order of merit list for determining who gets to drive extra trips? Twenty-four percent of regular drivers said *yes* and 52 percent said *no*; 31 percent of special education drivers said *yes* and 38 percent said *not sure*. The preceding comment applies in this instance as well.

- Are incentives awarded for outstanding or superior performance? Nearly 60 percent of all drivers and aides said *no* and 40 percent said *yes*. The gap in common understanding is further evidence of a management communication problem that could affect employee satisfaction and retention.

- Are there any bus routes which transport less than half of your bus capacity? Fifty-nine percent of regular drivers and 77 percent of special education drivers said *yes*. In the open discussion, several drivers said that field supervisors do not pay attention to their recommendations that would improve routing to use bus capacity better. In the public forum, two drivers also said, "No one pays attention to drivers' views as to how buses on routes could be used better."

- What is the overall condition of your bus? Eighty-eight percent of regular drivers rated their bus condition as *good*, compared with only 62 percent of special education drivers and 52 percent of aides. The difference suggests maintenance issues with special education buses that should be examined.

- Is the communication system adequate driver to driver and driver to the coordination center? Sixty-seven percent said the communication system was adequate. In the open discussion, participants expressed dissatisfaction with the communication between drivers and their supervisors. The examples given primarily related to the lack of opportunity for private, confidential communication with supervisors, or failure of a supervisor to follow up on complaints.

Field supervisors are the critical link for more effective two-way flow of information. However, their daily job is demanding, especially during peak operation times. Moreover, they do not control whether there is space for confidential and private conversations between them and their assigned drivers; yet such space is necessary if issues are to be resolved satisfactorily.

RECOMMENDATION

Recommendation 9-1:

Include a review of basic policies and practices during periodic in-service training and set aside space for confidential, private communication between field supervisors and drivers and aides.

Adoption of this recommendation should produce an informed workforce that is more satisfied, potentially more retainable, and more inclined and able to enhance recruitment. Implementation of this recommendation should result in:

- basic policies and practices that are regularly communicated during in-service training;

- space being provided at each garage facility for confidential, private conversations and conferences between field supervisors and drivers or aides; and

- professional development training for field supervisors that includes effective leader communication practices. (Content will be discussed in greater detail in the Training and Safety section of this chapter.)

CORRECTIVE ACTION PLAN

1. The Director of Transportation should allocate space in each garage facility for private, confidential conversations between field supervisors and employees.	January 2007
2. The Director of Transportation should develop, review, and plan training for field supervisors to enhance their communication skills.	January 2007

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. Training can be provided by existing district professional development personnel. The actions can be accomplished with existing resources.

FINDING

The Transportation and Human Resources Departments responded in an outstanding fashion to a severe shortage of drivers.

While there was an increase in the number of drivers trained in 2004-05, a severe shortage of drivers was projected for school year 2005-06.

The solution was a cooperative strategy between Human Resources (HR) and the Department of Transportation. MGT considers such collaboration across departments a best practice for large school districts facing similar challenges. The key elements of the strategy were as follows:

- HR created a Director of Recruiting position to address hiring for hard-to-fill positions such as bus drivers and food service personnel;
- CCSD paid for physical examinations and all pre-screening;
- policy was changed so that driver trainees would be paid during training; and
- if the newly trained driver completed the six-month probationary period for employees, the driver received a bonus and the employee who referred the new driver also received a bonus. (The latter bonus is no longer awarded.)

In most school districts reviewed by MGT, hiring and retaining enough substitute bus drivers is a critical challenge for student transportation operations. In the Clark County School District, the challenge is recruiting and training drivers at a pace that

accommodates both bus driver turnover and the rapid growth in population that increases the number of schools, the number of students, the number of routes, and the number of buses to serve the demand. According to data provided by the Director of Transportation, the average bus driver turnover rate for the past three years has been five percent, or approximately 59 drivers per year. The training capacity of the Department of Transportation can easily accommodate bus driver losses from turnover. **Exhibit 9-15** shows a three-year history that illustrates the increase in demand and the department's response.

EXHIBIT 9-15
CLARK COUNTY SCHOOL DISTRICT
DEPARTMENT OF TRANSPORTATION
TRAINING CLASS RESULTS
2003-06 SCHOOL YEARS

SCHOOL YEAR	NUMBER OF CLASSES	NUMBER OF DRIVERS WHO STARTED TRAINING	NUMBER OF DRIVERS WHO COMPLETED TRAINING
2003-04	14	210	166
2004-05	15	271	231
2005-06	11	297	250

Source: Clark County School District, Department of Transportation, April 2006.

The above data reveal dramatic outcomes in terms of both effectiveness and efficiency:

- The average number of graduates per class over the three years was progressively 12, 15, and 23 per class. This clearly indicates an increasingly effective and cost-efficient use of training resources. The 2005-06 results as of May showed an increase of 84 trained drivers over the full-year training output in 2003-04.

- The drop-out/failure rate declined from 21 percent in 2003-04 to 16 percent in 2005-06.

- The average number of classes for 2003-04 was 14 per year compared to 11 as of May 2006. The Department of Transportation still has the capacity for at least three additional classes and increased productivity.

In seeking to determine the reasons for this increased effectiveness and efficiency, the MGT on-site team interviewed both transportation personnel and the Executive Director for Support Personnel, Human Resources Division. MGT consultants were informed that the strategy required collaboration. The Department of Transportation joined in an aggressive marketing campaign that included placing driver trainers at supermarkets and shopping malls to expand person-to-person outreach. Applications received were sent to HR, which could not handle the resulting large increase in applications. To solve this problem, driver trainers were permitted to pre-screen applications for completeness, thus eliminating multiple handling of applications by HR personnel.

As seen in **Exhibit 9-15**, the Department of Transportation was able to manage the increased class load of 27 per class versus only 15 per class in 2003-04—an 80 percent increase in productivity.

COMMENDATION

The Transportation and the Human Resources Departments are commended for their innovative joint recruiting effort to resolve the problem of bus driver shortages in the rapidly growing and competitive labor environment affecting student transportation services in CCSD.

9.2.2 Policies and Procedures

MGT reviewed the policies and regulations governing student transportation services in CCSD. Particular attention was paid to:

- student transportation guidelines;
- student safety;
- school bus evacuation drills;
- district-owned vehicles ("white fleet" management issues will be discussed in a subsequent section of this chapter in response to the Legislative Auditor's report);
- extracurricular activities;
- field trips;
- attendance zoning;
- employee procedures handbook; and
- the state of Nevada *Out of Service Manual* that establishes criteria for when a school bus must be placed out of service.

These and other policies reviewed adequately address the normal range of concerns common to school transportation systems. Of positive and exemplary note, CCSD makes effective use of technology to enhance the dissemination of information to employees and the public.

MGT consultants explored the ways in which the department communicates with parents and pupils by interviewing transportation staff and talking with parents who attended the public forums. Key findings included the following:

- parents and students receive a student handbook that outlines appropriate behavior;
- each school bus has *Safety First Rules* posted;

- the video *It's a Safe Way to Go* is shown to elementary school students each year;

- the Department of Transportation hosts periodic informational meetings; and

- school administrators are an important link in the flow of information to parents and students, especially when there are problems to resolve.

9.2.3 Plans

As planning drives programs and budgets, MGT examined the factors used by the Department of Transportation to plan for services in a rapid-growth environment. These include:

- the number of students in an area where there is no school;
- planned closures and openings of schools in attendance areas;
- increases/decreases in enrollments;
- organizational changes;
- boundary changes;
- school-to-school transportation scenarios; and
- alternate transportation options.

Other factors considered are cost history per mile, growth, addition of special programs, technology updates, employee shortages, fleet management issues, and other operational variables.

Additionally, the Department of Transportation reviews the history of services outside of CCSD that have been provided to organizations, nearby municipalities and other school districts. Records reviewed by MGT revealed billings for reimbursements totaling $273,668 as of February 2006.

Regarding reimbursements, the CCSD internal audit report of transportation billings dated November 2005 examined:

- whether billing rates covered costs incurred;
- whether the billing process was accurate and efficient; and
- whether the software system facilitated the monitoring of billings.

FINDING

The internal audit report of transportation billings concluded that the billings for sports and field trips do not appear to cover costs, and that costs and mileage are not tracked in a manner to monitor billing objectives.

The audit found that the process is accurate, but portions could be automated and the software system could be improved. At the time of the on-site visit, the report follow-up had been operative for only four months. However, recovery of all reimbursable costs is

imperative, and the Department of Transportation should complete action on the audit evaluation.

The audit showed the total cost of billings from July 2004 to June 2006 to be $2,940,629, but only $2,528,344 had been reimbursed. The corrective actions outlined in the audit, if not yet addressed, should be reviewed and completed. A shortage in reimbursements of $400,000 plus per year must be avoided.

RECOMMENDATION

Recommendation 9-2:

Complete the review of the internal audit report of transportation billings and take the recommended corrective actions to capture all reimbursable costs.

Implementation of this recommendation should result in the recovery of an estimated $400,000 per year. The Director of Transportation should thus act on this recommendation immediately.

CORRECTIVE ACTIVE ACTION PLAN

1. The Director of Transportation should complete the internal audit review in time for new costs for software and business process changes to be submitted through the Business Manager for inclusion in the budget.	January 2007
2. The Department of Transportation should implement changes in the billing procedure for reimbursements.	February 2007
3. The Director of Transportation should evaluate the new billing process and report the results to the Business Manager.	July 2007

FISCAL IMPACT

The potential savings from reimbursements were already identified by the internal audit. There may be some costs associated with automating processes and improving software systems, but these cannot be estimated until the systems changes are identified and cost estimates prepared by the Business Manager.

9.3 Vehicle Maintenance and Acquisition

The Clark County School District has an excellent vehicle maintenance and acquisition program. The maintenance function is performed at five regional centers under the overall supervision of the Director of Transportation and department staff members. The vehicle acquisition function is accomplished at the Central Office of the Department of Transportation with critical input from the supervisors at the five regional centers. This section of the transportation chapter discusses maintenance and acquisition functions separately.

The vehicle maintenance and acquisition functions siphon off a significant amount of the transportation budget. Maintenance operations, acquisitions, the purchase of new buses and other vehicles to support the school system, and other maintenance and acquisition variables are major financial expenditures. **Exhibit 9-16** shows the CCSD Department of Transportation budget for maintenance for the past five years. The vehicle maintenance budget rose from $8,879,184, in 2001-02 to $13,150,313 in 2005-06, an increase of 47 percent. This percentage increase for maintenance operations is consistent with corresponding increases in other school districts. According to the Maintenance Coordinator III, the majority of the CCSD vehicle maintenance budget of $19,084,963 in 2002-03, though significantly higher than in other years, was the result of having to purchase a large number of school buses in that year.

EXHIBIT 9-16
TRANSPORTATION MAINTENANCE BUDGET
CLARK COUNTY SCHOOL DISTRICT
2001-06

SCHOOL YEAR	TRANSPORTATION BUDGET
2001-02	$8,979,184
2002-03	$19,084,963
2003-04	$11,002,373
2004-05	$13,395,289
2005-06	$13,150,313

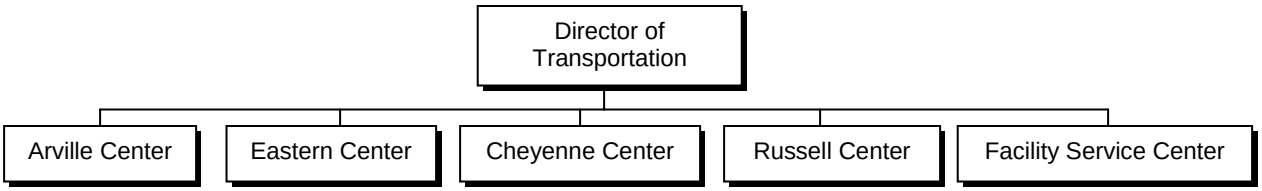
Source: Clark County School District, Department of Transportation, 2006.

9.3.1 Vehicle Maintenance

As CCSD covers 7,910 square miles and is the fifth largest school district in the nation, maintenance requirements dictate the use of five regional centers (the Arville Center, Eastern Center, Cheyenne Center, Russell Center, and Facility Service Center) to efficiently and effectively support the school system's transportation needs. Each region has a sufficient number of mechanics, parts specialists, clerical help, and support personnel to accomplish the CCSD transportation mission.

Exhibit 9-17 shows the Director of Transportation's supervisory control over the regional centers.

EXHIBIT 9-17
ORGANIZATIONAL STRUCTURE
REGIONAL CENTERS
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR



Source: Created by MGT of America, 2006.

Each regional center performs maintenance and support functions to ensure that school buses and the "white fleet" (automobiles, vans, and other vehicles) remain fully operational and support CCSD's educational mission.

Exhibit 9-18 shows the number of school buses at each facility.

EXHIBIT 9-18
SCHOOL BUS DISTRIBUTION AT
REGIONAL CENTERS
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR

CLARK COUNTY REGIONAL CENTER	NUMBER OF SCHOOL BUSES ASSIGNED
Arville	495
Eastern	162
Cheyenne	362
Russell	252
Facility Service Center (F.S.C.)	0
TOTAL BUSES	1,271

Source: Clark County School District, Department of Transportation, 2006.

FINDING

The CCSD Department of Transportation has taken corrective actions to address shortcomings or deficiencies elaborated in audit reports and independent assessments of the maintenance function over the past six years and continues to make significant improvements.

The Legislative Counsel of the state of Nevada, CCSD internal audit reports, and independent assessments have examined vehicle maintenance operating procedures in the CCSD Department of Transportation over the past six years. Each report cited overall satisfaction with vehicle maintenance operations. However, there were specific observations indicating that certain CCSD maintenance operations could be improved.

Exhibit 9-19 shows these problem areas along with their current status as determined by MGT.

EXHIBIT 9-19
MAINTENANCE AUDITS
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR

SHORTCOMING OR DEFICIENCY NOTED IN PREVIOUS AUDIT	CURRENT STATUS DETERMINED BY THE MGT ON-SITE TEAM
Backlog of maintenance in regional centers	Regional centers have instituted 24-hour maintenance support operations that have eliminated or seriously curtailed maintenance backlogs. A random examination of vehicle maintenance records revealed no serious backlogs.
Maintenance shop hours being the same as school operating hours, causing conflict.	Shop hours for maintenance operations have been changed to include the 24-hour operations mentioned above. There is no longer any conflict between maintenance operations and school operating hours.
A lack of maintenance financial information to make more efficient and effective maintenance management decisions.	CCSD maintenance operations are automated. This automated system has an individual record on each bus, vehicle, or piece of equipment in the CCSD inventory. A random check confirmed that each vehicle contained a maintenance report (scheduled maintenance, repairs, parts replacement, etc.) including financial information.
Inconsistency between vehicle maintenance management files and some buses and vehicles.	Significant improvement has been made, and CCSD is continuing to resolve this shortcoming. The Maintenance Coordinator III emphasizes positive action to create a complete history and maintenance management record for every vehicle or piece of special equipment in the CCSD inventory. The MGT consultants' random sample found no serious inconsistencies.
Concern of Legislative Counsel in 2005 led to establishment of a Fleet Manager position. This individual is responsible for managing automobiles, vans, and other vehicles in CCSD referred to as the "white fleet." MGT was asked to provide an interim update.	The Fleet Manager position has been filled. MGT held several meetings with the Fleet Manager and evaluated his progress. Inventories of the "white fleet" have been accomplished; maintenance records have been established or updated; and preventive maintenance programs are being established to ensure accomplishment of scheduled maintenance. In addition, vehicle replacement and purging of aging vehicles from the system were discussed and initial action is being taken by the Fleet Manager.

Source: MGT of America, June 2006.

The Director of Transportation and department staff have taken action to correct those shortcomings or recommendations noted in past audits. A Fleet Manager was recently employed, and as shown above, he has taken corrective actions with regard to the most obvious maintenance issues highlighted in previous audits.

RECOMMENDATION

Recommendation 9-3:

Appraise the Fleet Manager position to ensure that the duties and responsibilities assigned to the position are being accomplished.

The Fleet Manager position is designed to be critical to the successful operation of the CCSD Department of Transportation and must be assessed as to its value to make maintenance operations more effective and efficient. A more detailed and critical assessment of fleet management operations would assure the Business Manager and CCSD Board of School Trustees that the necessary resources have been put in place.

The interim assessment of the Fleet Manager position in **Exhibit 9-19** can provide the basis for a critical inspection that should take place in January 2007.

CORRECTIVE ACTION PLAN

1. The Business Manager should review the assessment of the Fleet Manager position provided in this report. The Business Manager, with input from the Director of Transportation, should initiate a formal counseling session to review the assessment and establish benchmarks and objectives for the Fleet Manager to accomplish by January 2007. This information should be included in the performance review process for the Fleet Manager.	October 2006
2. The Business Manager, working through the Director of Transportation, should ensure that the Fleet Manager is provided the resources to accomplish expectations	November 2006
3. The Business Manager should ensure that the Fleet Manager through the Director of Transportation provides status reports.	December 2006
4. The Business Manager should use the professional competence of the Director of Transportation to conduct a formal and comprehensive review of the Fleet Manager.	January 2007
5. The Business Manager and Director of Transportation should review the inspection results and determine corrective action, if any.	February 2007

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

Each regional center is well supervised, has a sufficient number of mechanics, and evidences high morale and esprit de corps.

MGT consultants visited and evaluated each regional center. Each facility was well organized, provided safe and secure parking for buses and vehicles, and was spacious. The required tools were available to mechanics, maintenance bays were sufficient, special tools and test equipment were on hand, and there was sufficient lift capacity to accomplish the bus and vehicle maintenance support mission.

CCSD's current bus fleet numbers 1,279 vehicles, and an additional 1,154 other vehicles make up the "white fleet," for a total of 2,433 buses and other vehicles. There are a total of 81 mechanics authorized in CCSD (at the time of the on-site visit eight mechanics were being sought to fill the authorization total). The district thus has a mechanic to vehicle ratio of 1:30.

The transportation industry and a majority of school districts throughout the nation have a common ratio of one mechanic per 20 to 30 vehicles. The CCSD Department of Transportation mechanic to vehicle ratio of 1:30 is thus in line with the national average. When factoring in the relatively young age of the bus fleet, the exceptional maintenance facilities, and the 24-hour maintenance operations program, the mechanic to vehicle ratio is commendable.

COMMENDATION

CCSD vehicle maintenance operations and support at the five regional centers are commendable.

FINDING

Mechanics assigned to the CCSD Department of Transportation maintenance facilities have Automotive Service Excellence (ASE) certification opportunities along with an extensive and impressive technical training program.

CCSD recognizes that ASE-certified mechanics provide more accurate fault diagnosis, which allows for more effective troubleshooting and subsequent first-time correct repairs of defective equipment. CCSD management is aware that a well-trained mechanic can have a significant impact on the parts replacement and equipment repair program of any maintenance operation.

During the on-site visit, MGT consultants found that CCSD mechanics have high regard and appreciation for ASE certification. During focus group meetings, mechanics made it clear that ASE certification is desirable and that they are aware that ASE certification could help make them better mechanics. Many of them have obtained one or more ASE certifications.

At the time of the on-site visit, 10 vehicle technicians/mechanics had obtained one or more ASE certifications. There are postings on bulletin boards in the regional centers,

and all technicians/mechanics are informed about ASE certification dates and strongly encouraged to become ASE certified.

CCSD pays for all ASE registration fees and those tests that the technician/mechanic passes. In addition, personnel are provided with ASE study guides upon request.

The Department of Transportation supports and has a strong ASE certification program recognizing that mechanics that are ASE certified are considered superior in the profession.

In addition, the Garage Training Office provides ongoing technical training to all garage personnel at the five regional centers. The training emphasizes a wide range of maintenance and technical classes directly related to the vehicles and equipment that the technicians and mechanics work on daily. Overall, the CCSD technician/mechanic training program is one of the best that MGT consultants have observed. The Garage Training Office is to be commended.

COMMENDATION

The CCSD Garage Training Office is commended for its highly effective Automotive Service Excellence (ASE) program.

FINDING

The Clark County School District has an effective program for the procurement, control, and disposition of parts used in its vehicle maintenance program.

The Department of Transportation stocks repair parts at its five regional centers that support bus chassis, bus bodies, automobiles, van engines, transmissions, special needs lift buses, and a variety of other vehicles and equipment. Repair parts are necessary for routine maintenance services, replacement of worn parts, and repairs to damaged equipment. According to the Maintenance Coordinator III, the district repair parts inventory is valued at approximately $488,000 or the equivalent of 31 automobiles, each costing $16,000.

The district has established a minimum and maximum stockage load for most parts in the inventory. However, there are parts in the inventory that can no longer be used and should be purged. The Maintenance Coordinator III is continuing to take positive action to purge obsolete parts and reduce the on-hand inventory.

Each of the regional maintenance centers has a parts room and full-time parts clerk who maintains the inventory, issues parts to mechanics, and ensures that repair parts are stocked based on demand. During the MGT audit, it was noted that the Vehicle/Heavy Duty Equipment Parts Clerk at the Facility Service Center (F.S.C.) has a commendable operation that should be emulated throughout CCSD. The operation has demand data records on the computer and also a backup manual system for those instances when the central computer system goes down. Demand data are recorded for each vehicle assigned to the F.S.C. garage, enabling the tracking of repair part costs for each vehicle. In addition, the center personnel ensure that the number of spare parts on the shelf is kept to the absolute minimum.

In addition, the Vehicle/Heavy Duty Equipment Parts Warehouse Supervisor at the Arville regional maintenance center has implemented an aggressive program to reduce inventory and keep on hand only essential parts. MGT consultants conducted a review of the center's records for the past several years. The parts inventory was valued at over $622,000 in 1997. This figure has since been reduced to $488,000, a decrease of $134,000 or 28 percent.

The most critical element in achieving a minimum parts inventory is to maintain only essential parts and if possible keep them on the supplier's shelf until needed. Positive action is being taken to reduce parts inventory and associated cost. The Vehicle Maintenance Coordinator's objective is to continue parts inventory reduction by:

- establishing a training program for all parts specialists at regional centers;
- purging obsolete parts from the inventory; and
- implementing a program to ensuring that the spare parts inventory is kept to a minimum. This should be accelerated by the presence of a Thomas Bus dispatcher (parts supplier) in the Las Vegas area, which should allow CCSD to order parts only as needed.

MGT consultants visited regional centers and discussed parts inventory initiatives with parts managers, examined ledgers and computer control records, and held extensive discussions with the Maintenance Coordinator III. All are enthusiastic and support the objective of controlling inventory. Considering these positive factors, MGT consultants are convinced that the CCSD Department of Transportation could reduce its current parts inventory of $488,000 by $250,000 over the five-year budget cycle.

RECOMMENDATION

Recommendation 9-4:

Continue initiatives to reduce the parts inventory in CCSD and achieve cost savings of $250,000 over the five-year budget cycle.

Implementation of this recommendation, including continued training of personnel, should substantially reduce parts inventory and result in a cost savings of $250,000 or more during the five-year budget cycle.

CORRECTIVE ACTION PLAN

1. The Maintenance Coordinator III should inform the Regional Maintenance Supervisors and Parts Clerks of the objective to reduce the parts inventory of CCSD Maintenance.	January 2007

2. The Maintenance Coordinator III should ensure that a training and indoctrination session is provided to essential personnel on how the mission is to be accomplished. This session must include processes and procedures.	January 2007
3. The Maintenance Coordinator III should conduct quarterly examinations of processes and procedures.	Quarterly
4. The Maintenance Coordinator III should conduct year-end assessments and report to the Director of Transportation on the department's progress toward achieving yearly savings of $50,000 or more in reduction of inventory.	Yearly in January

FISCAL IMPACT

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reduce and Control Parts Inventory	$50,000	$50,000	$50,000	$50,000	$50,000

FINDING

The five regional centers have effective vehicle information management systems and also use performance indicators in their maintenance management programs.

As stated earlier, there are 1,279 buses and 1,154 other vehicles (automobiles, vans, trucks, etc.) in the CCSD inventory for a total of 2,433 vehicles. Though there are over 3,093 vehicles and pieces of equipment requiring some form of maintenance, this section's focus is on what is referred to as rolling stock, meaning those vehicles such as buses, vans, and trucks.

The CCSD vehicle maintenance program has an impressive vehicle maintenance information system (VMIS).

The following is a breakdown of the major technologies examined by MGT while on site:

- The Department of Transportation staff uses EDULOG computer technology software for bus routing and scheduling.

- Fuel is controlled using GAS Boy, a computerized monitoring system, at nine fueling sites located throughout the county. Each site is equipped with diesel and unleaded fuels, with the exception of two outlying sites. Any driver obtaining fuel at one of the sites must use a computer card identifying him/her, the vehicle, and the amount of fuel dispensed. Controls are in effect that reduce or eliminate unauthorized use of fuel. The Maintenance Coordinator III monitors each fueling site to ensure proper use, reporting, and adequate supply of fuels.

- Mechanics in CCSD use diagnostic tools to troubleshoot repair problems.
- A Zonar system is used to verify safety inspections electronically.
- Transportation staff use RTA, a computerized maintenance system.
- The parts coordinators use computer technology to track each vehicle and keep an accurate maintenance record including scheduled maintenance services, repair parts used, and fuel consumption.
- Payroll functions are completed using OARS, a computerized time, attendance, and payroll system.
- The maintenance managers use BUS ISIS to access the international vehicle Web site, which provides valuable information on warranties, vehicle modifications, safety, troubleshooting, and other subjects.

The Maintenance Coordinator III uses effective fleet management indicators to manage the CCSD fleet, which contributes to the high standards of excellence achieved by the vehicle maintenance section. In addition to performing his management functions, the Maintenance Coordinator III is highly proactive and supervises the Maintenance Supervisors at the five regional centers, who are also highly trained.

The Department of Transportation has implemented effective and efficient maintenance management procedures. The MGT team observed the actual practice and use by mechanics and technicians in CCSD of the performance indicators shown in **Exhibit 9-20.**

EXHIBIT 9-20
FLEET MANAGEMENT INDICATORS
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR

OVERVIEW OF FLEET MANAGEMENT INDICATORS	PERFORMANCE INDICATOR
Maintenance Performance	■ Miles between road calls ■ Accidents per 100,000 miles ■ Percent of preventive maintenance completed on time ■ Operational rate/percentage for buses and vehicles ■ Turnover time per bus repair ■ Entity performing repairs ■ Is repair maintenance performed in-house ■ Driver requested bus repairs ■ Type of maintenance performed
Cost Efficiency	■ Operation cost per mile ■ Annual operation costs per route for buses ■ Monthly operational costs for non-bus vehicles ■ Bus replacement costs ■ Time mechanics spend repairing vehicle(s) ■ Fuel
Cost Effectiveness	■ Parts replacement and dollar amounts ■ Labor hours ■ Labor cost

Source: MGT of America, 2006.

COMMENDATION

The Department of Transportation has an effective vehicle maintenance information system (VMIS) and performance indicators to manage the fleet of buses and other vehicles in CCSD.

9.3.2 Vehicle Acquisition

Vehicle acquisition is a controversial and sensitive issue in Clark County. Maintaining a modern, safe, and reliable fleet of vehicles to transport students to and from school and providing automobiles, vans, and other vehicles to support administrative and logistical requirements in CCSD are major concerns of Nevada State officials, the CCSD Board of School Trustees, the Nevada Department of Education, other key personnel, and the public. For example, at an average cost of $100,000 to $110,000, acquisition and/or replacement of a school bus is a considerable expense. Prudent measures are dictated as officials charged with purchasing buses and other vehicles accomplish this task and protect the public interest.

Though officials, administrators, managers, and members of the public expend considerable energy and concern on vehicle transportation services, most of these

individuals do not fully understand the vehicle acquisition/replacement process and therefore make errors in judgment. This section of the report seeks to explain the process clearly.

Over the past several years, key stakeholders and the public have expressed concern about vehicle replacement/acquisition in CCSD. **Exhibit 9-21** shows these entities and their concerns.

EXHIBIT 9-21
VEHICLE REPLACEMENT ACQUISITION CONCERNS
CLARK COUNTY SCHOOL DISTRICT
2006 SCHOOL YEAR

ENTITY	CONCERN(S)
Nevada Legislative Counsel Bureau	Adopt a bus replacement policy to help ensure buses are replaced in a timely and economic manner. Develop fleet management controls over vehicles, including assignment and control logs, a fleet inventory process, and administrative staff options.
Clark County School District	Develop a vehicle replacement policy. As buses get older and accumulate more mileage, the cost per mile typically increases at a significant rate. When operating and maintenance costs reach a certain level, it may make better economic sense to purchase a new bus than to maintain an older one.
Public comments from focus group meetings held in April 2006.	Concern was expressed about how the age of the CCSD school bus fleet compares with that of other school districts. Questions raised included: 1) What are the district's vehicle replacement needs? and 2) What is the replacement policy in CCSD?

Source: Legislative Counsel Bureau, CCSD Department of Transportation, and MGT of America focus group input, April 2006.

FINDING

CCSD's current vehicle replacement schedule is wasteful and should be adjusted.

Exhibit 9-22 shows the buses (regular and special education) and other vehicles purchased since 1976. An examination of the age of buses shows that the regular education buses are up to 15 years old with fleet average age at just over six years; the special education buses average seven and a half years old and are up to 17 years old;

and the other vehicles (automobiles, vans, trucks, etc.), referred to as the "white fleet" average slightly over six years old but some are in excess of 20 years of age.

With vehicles in all categories averaging less than 10 years of age, CCSD's fleet is considerably newer than fleets in other districts. Most school districts throughout the nation advocate a fleet age of 12 years, and many follow a 15-year bus replacement schedule. The overall age of the entire CCSD fleet is a remarkable 6.75 years.

EXHIBIT 9-22
VEHICLE REPLACEMENTS/PURCHASES
CLARK COUNTY SCHOOL DISTRICT
1976-2006

YEAR VEHICLES REPLACED OR ACQUIRED	REGULAR EDUCATION FLEET	SPECIAL EDUCATION FLEET	WHITE FLEET
2006	69	50	57
2005	110	60	52
2004	70	53	159
2003	80	40	130
2002	50	33	241
2001	51	0	88
2000	42	67	91
1999	0	0	35
1998	162	52	100
1997	0	0	58
1996	48	30	19
1995	12	14	7
1994	42	33	14
1993	25	26	9
1992	8	7	13
1991	0	28	26
1990	0	32	12
1989			11
1988			13
1987			5
1986			3
1985			1
1984			0
1983			0
1982			0
1981			0
1980			0
1979			0
1978			0
1977			0
1976			1
VEHICLE TOTAL	**769**	**525**	**1,145**
FLEET AGE IN YEARS	**6.26**	**7.58**	**6.43**

Source: CCSD Department of Transportation, April 2006.

An examination of bus vehicle replacement in CCSD for the past three school years reveals that in 2005-06 CCSD had 1,279 buses and replaced 119 or 9.3 percent; in 2004-05 it had 1,116 buses and replaced 170 or 15.2 percent; and in 2003-04 it had

1,137 buses and replaced 123 or 10.8 percent. Similar patterns of inconsistent bus replacement exist for other years in CCSD. For example, in 1998 214 buses were purchased to accommodate a much smaller fleet. The reason for this inconsistency is that CCSD has not established a bus replacement policy. The Legislative Counsel has suggested that the district do so. CCSD responded in 2005 that it was continuing its efforts to replace buses on a 13-year cycle, pending its fiscal ability to fund capital equipment. Subsequently, the CCSD Board of School Trustees purchased 170 new buses in the 2004-05 school year and ordered 117 new buses for the 2005-06 school year. In addition, taking into account bus age, mileage, condition, and operating costs, a number of buses 13 years or older were removed from the fleet. Though such actions by the CCSD Board of School Trustees are good, they do not establish or constitute a bus replacement policy.

Establishing a bus replacement policy (which CCSD has the prerogative to change as circumstances may dictate) provides for a consistent means to program resources; systematically purge older buses from the fleet; and project transportation costs. Considering the extremely young age of the bus fleet and exceptional maintenance support, CCSD could establish a 14-year bus replacement policy programming 124 buses to be replaced each year. The average number of buses replaced during the last three years was 137; if a 14-year replacement policy were in effect, CCSD would have had to replace only 124 buses, a decrease of 13 buses. Based on an average price of $100,000 per bus, CCSD spent $1,300,000 more than it should have. (NOTE: Though the average national cost for a school bus is approximately $70,000, CCSD buses cost between $100,000 and $110,000 each because the majority of purchases are for 90-passenger buses and all have added heavy-duty suspension, heavy-duty air conditioning, engine upgrades, and other options considered essential for operating school buses in a desert environment.)

There is no reason for CCSD to be inconsistent with its bus replacement. The purpose of a bus replacement policy/plan is to eliminate *spikes* that force school districts to purchase high numbers of buses or other vehicles at enormous cost because they do not have a bus replacement plan or acquisition policy guiding year-to-year planning and expenditures.

RECOMMENDATION

Recommendation 9-5:

Implement a 14-year bus replacement policy.

It should be emphasized that the CCSD Board of School Trustees in establishing a 14-year bus replacement policy would have the prerogative to change or adjust this policy initiative as time and circumstances may dictate. However, it is imperative that it establish a bus replacement policy. The 14-year bus replacement policy would eliminate uncertainty associated with having to purchase a large number of buses to keep the fleet operational. Purchasing a consistent number or percentage of buses each year encourages planning and reduces costs.

CORRECTIVE ACTION PLAN

1. The Director of Transportation should present a proposed policy to the Superintendent for approval and submission to the Board of School Trustees for review and adoption.	January 2007
2. The Board of School Trustees should review and adopt the 14-year bus replacement policy.	April 2007
3. The Director of Transportation should begin implementing the 14-year bus replacement policy.	January 2008.

FISCAL IMPACT

The average number of buses replaced over the past three years was 137. By adopting a 14-year replacement cycle, the yearly number of buses to purchase would be 124, a reduction of 13 buses. With the average cost of a new bus at $100,000, a cost savings of $1,300,000 could be achieved each year, totaling $6,500,000 over the five-year budget cycle.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Implement a 14-Year Bus Replacement Policy	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$1,300,000

FINDING

The spare bus inventory is excessive and the CCSD Board of School Trustees should take actions to eliminate excess spare buses and capture related cost savings.

According to the 2004-05 CCSD annual report submitted to the Nevada Department of Education, the district had a fleet of 1,217 buses to transport students and serviced 1,050 bus routes for an annual mileage of 17,738,472. It also provided extracurricular bus services, traveling 1,209,608 miles. It is important to note that many buses were used both to transport students to and from school and to provide extracurricular service. A November 2005 Transportation Audit by the Internal Audit Department of CCSD found that of the 1,217 school buses operated by the department, 42 buses and drivers were dedicated to sports and field trips; however, more than half of the field trips were run by regular bus drivers between their daily routes. A subsequent audit of the bus fleet by the Legislative Auditor examined records for 293 “white fleet” vehicles and determined that over half had been driven less than 600 miles a month during the year. Issues associated with the “white fleet” are addressed in an earlier section of this chapter. MGT of America concurs with the Legislative Auditor’s implied observation that normal mileage expectancy for a diesel bus is 250,000 miles or 15 years in vehicle age.

Considering that CCSD had an inventory of 1,217 buses to service 1,050 routes in 2004-05, it had 167 spare buses. A spare bus policy of 10 percent would equate to 105 spare buses plus an allowance of an additional 15 buses for training and other purposes; a total of 120 buses would thus be an adequate spare bus fleet. The total requirements for

CCSD school bus operations for 2004-05 were 1,170 buses (1,050 for daily operations, 105 as spares, and 15 for training purposes equals 1,170 buses). Since CCSD had 1,217 buses in its inventory, it had an excess of 47 buses.

Most school districts in the nation maintain a spare bus policy of 10 percent unless there are unusual circumstances justifying a higher percentage, such as a very high number of high-mileage buses or an excessive number of buses in the 13- to 15-year-old range.

Spare bus determinants include normal life expectancy of school buses, average wear and tear, maintenance, and number of diesel versus gas-powered vehicles. CCSD has an excellent school bus life expectancy, one of the finest maintenance support facilities in the nation, and a bus fleet that is entirely diesel powered. These positive variables dictate that CCSD should have a 10 percent spare bus policy.

Based on data reviewed for 2004-05, the number of spares in CCSD should be no more than 120. The district should take steps to purge the excess vehicles from its spare bus fleet.

RECOMMENDATION

Recommendation 9-6:

Eliminate excess spare buses from the inventory.

Implementation of this recommendation should produce a cost savings of approximately $446,500 over the five-year budget cycle. It should also end the district's practice of maintaining excess buses in the inventory at taxpayer expense and ensure that the administration is more proactive in keeping tabs on spare vehicles. Adoption of this recommendation would reduce waste; address, in part, observations made in earlier audits citing CCSD for operating numerous vehicles at extremely low yearly mileage; and capture revenue.

CORRECTIVE ACTION PLAN

1.	The Director of Transportation should determine which 47 buses are to be eliminated from the bus fleet inventory. The oldest buses are prime candidates.	January 2007
2.	The Director of Transportation should inform the Superintendent of the buses to be eliminated and receive approval for disposal.	February 2007
3.	The Superintendent should approve the change in procedures and direct that the excess inventory be sold.	April 2007
4.	The Director of Transportation should begin sale and disposition of the excess school buses.	June 2007

FISCAL IMPACT

The sale of excess buses should generate a one-time income of approximately $94,000 (older used buses normally sell for between $1,500 to $3,000 depending on condition). Buses in CCSD are in rather good condition and should sell for not less than $2,000 each, generating $94,000. According to the Director of Transportation, yearly maintenance costs are estimated at $1,500 per bus, or $70,500. The cost savings generated from eliminating 47 spare buses would thus be an estimated $446,500 over the five-year budget cycle.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Sell 47 Excess Buses	$94,000	$0	$0	$0	$0
Reduced Annual Maintenance Costs	$70,500	$70,500	$70,500	$70,500	$70,500
TOTAL SAVINGS	**$ 164,500**	**$70,500**	**$70,500**	**$70,500**	**$70,500**

9.4 Student Transportation Routing and Scheduling

Routing and scheduling in the Clark County School District are accomplished using EDULOG computerized routing software that determines the most efficient centralized bus stop locations for the more than 139,444 students receiving transportation services.

The 2004 state of Nevada Audit Report stated:

> *The Department of Transportation has increased its efficiency in bus routing by implementing computerized routing software, a best practice used in other states and the student transportation industry. Computerized routing software is designed to help ensure districts select and implement the most efficient routes*.

The CCSD Department of Transportation reported in December 2005 that for school year 2004-05 it was transporting 131,069 students regularly on 1,104 bus routes using approximately 930 of its 1,279 buses. For school year 2005-06 CCSD transported 139,544 students on 950 buses over 1,116 routes to transport students using 1,029 buses.

Exhibit 9-23 shows the number of bus routes and students transported in CCSD from 2001 to 2006. The number of routes from 2001 to 2005 increased by 106 or approximately 10 percent. The number of students transported rose by 36,714 or 26 percent from 2001 to 2006.

EXHIBIT 9-23
BUS ROUTES AND STUDENTS TRANSPORTED
CLARK COUNTY SCHOOL DISTRICT
2001-06

YEAR	NUMBER OF BUS ROUTES	STUDENTS TRANSPORTED
2006	1,116	139,544
2005	1,104	131,069
2004	1,035	144,412
2003	1,135	138,914
2002	1,001	111,496
2001	950	102,830
DATA AVERAGE	**1,045**	**125,744**

Source: CCDS Department of Transportation, *SCHOOL BUS FLEET* data, December 2005.

An effective and efficient routing and scheduling program is absolutely essential for a school transportation program. The CCSD Department of Transportation has a well trained and efficient staff that has implemented an effective routing and scheduling system that controls costs and maximizes the district's reimbursement for miles driven.

MGT consultants observed the following:

- CCSD has achieved excellent efficiencies pertaining to student start and end times in coordination with bell times and bus arrivals and departures;
- average ridership on bus route and miles driven for students are at a minimum;
- key components of the district's routing and scheduling software and processes are fully understood by the technicians responsible for regular and special education transportation services; and
- ride times for regular students and special education students are coordinated and minimized as much as possible.

FINDING

The Department of Transportation is using key components of its routing and scheduling software to maintain efficient schedules and routing.

Efficiencies are being realized through an effective use of the EDULOG system. MGT consultants noted no significant shortcomings or deficiencies concerning CCSD efficiency and effectiveness in using the EDULOG computerized system for student routing and scheduling services.

CCSD has fully implemented the EDULOG automated computer-based software route scheduling system to manage bus routes and student pickup points. The Department of

Transportation is in its fourth year of using this system. Currently, EDULOG is being used for regular and special education in a satisfactory manner in CCSD.

COMMENDATION

CCSD is commended for using the EDULOG system and maximizing the benefits of this investment to achieve greater efficiencies and cost effectiveness in student transportation scheduling.

9.5 Training and Safety

9.5.1 Training

The Training Section of the Department of Transportation is staffed with a Field Supervisor position and 19 driver instructors/driver trainers. Driver and bus aide training is the focus, and the instruction is governed by four primary documents:

- state of Nevada Department of Education *School Bus Driver Training Manual* 2005-06 School Year;
- Nevada DMV Commercial Drivers License Handbook;
- CCSD Department of Transportation *Transportation Bus Aide Employee Procedures Handbook*; and
- CCSD Regulations 3531 and 3533.

In 2005-06, to accommodate the increased demand for drivers described previously in this chapter, the section increased its student load to 30 per class and changed the schedule from 10 eight-hour class days to 12 seven-hour class days. The additional four hours per class has facilitated road testing and other requirements.

To improve the professional competency of the staff, the department is certifying all trainers in the Smith System Five Day Instructor Training Course. At the time of the MGT on-site review, eight instructors had been certified. This is an exemplary initiative.

In addition to the training to qualify as a driver, drivers also receive 12 hours of in-service training annually.

Garage personnel also receive annual training in safety and pollution prevention. Their certifications are renewed on a two- or five-year cycle, as required.

In-service training may be provided by outsiders such as the fire department, parts suppliers, and special needs student facilitators.

FINDING

The professional development program for field supervisors does not provide sufficient training.

Driver focus group concerns regarding the flow of information, access to supervisors in a private and confidential setting, and supervisor follow-up on issues brought to their attention were discussed in an earlier section of this chapter. There is a need for supervisor professional development beyond the technical competencies required by the position's job description.

An exemplary program has been designed for supervisors. Personnel are divided into two groups for the following training: Interaction Management, Coaching for Success, Managing Performance Problems, and Influential Leadership. These are necessary training topics for supervisors and leaders. The training is provided by the Support Staff Training and Development Department at the Jeffrey Behavioral J/SHS in four-hour blocks of time. According to the Department of Transportation staff, the supplier provides similar training support for staff training for other CCSD departments and for school administrators.

The Director of Transportation should ensure that any supervisor/leader development training is tailored to the needs of the transportation environment. Packaged training suitable to some environments cannot be a fit for all environments. The topics described above will be most effective if designed for the department leaders and provided in the transportation environment. Thus, the supplier of the training should be required to identify the needs of the supervisors and those they supervise so that the training can best satisfy its intended purpose.

RECOMMENDATION

Recommendation 9-7:

Provide for an expanded professional development experience for Department of Transportation supervisors, to be delivered by the current CCSD supplier.

Implementation of this recommendation should result in a positive impact on morale and on employee retention. Current programmed training that rightly focuses on Interaction Management, Coaching for Success, Managing Performance Problems, and Influential Leadership will be more effective when tailored for the transportation environment.

CORRECTIVE ACTION PLAN

1. The Director of Transportation should direct the supplier of supervisor training to work with the Staff Development Office to identify the training needs of department supervisors.	January 2007

2. The supplier of supervisor training should work with the Staff Development Office to identify the training needs of department supervisors and modify training accordingly. — February – March 2007

3. The Director of Transportation should cause the training to be implemented and monitor the supervisor training and attendees' evaluations of the training. — April 2007

4. The Director of Transportation should evaluate the effectiveness of the program. — January 2008 and Ongoing

FISCAL IMPACT

No additional costs should apply since the training described is already in the development program and needs only to be tailored to the specific needs of Department of Transportation supervisors.

9.5.2 Safety

The Department of Transportation's safety program begins with the driver certification and qualification program and is reinforced in the annual in-service training required of all drivers. Some of the safety-related driver training includes:

- Defensive Driving, Operation Lifesaver-Railroad Procedures, Accident Review and Procedures, Evacuation/Emergency Equipment, Accidents/Breakdowns, First Aid & Fire Extinguisher, and Hostage Awareness, Special Ed Equipment; and

- Student Unloading and Loading, Student Relations and CPR/ Choking Procedures, Student Management Scenarios, Violence Prevention, and Student Control.

Exhibit 9-24 shows the Accident/Incident Statistics for CCSD for 2003-04 and 2004-05.

EXHIBIT 9-24
ACCIDENT/INCIDENT STATISTICS
CCSD DEPARTMENT OF TRANSPORTATION
2003-04 and 2004-05

YEAR	PREVENTABLE ACCIDENTS	NON PREVENTABLE ACCIDENTS	TOTAL ACCIDENTS	PREVENTABLE INCIDENTS	NON-PREVENTABLE INCIDENTS	TOTAL INCIDENTS
2003-04	167	83	250	88	22	110
2004-05	120	174	294	83	46	129

Source: CCSD Department of Transportation, April 2006.

There was a 28 percent decrease in preventable accidents, but non-preventable accidents more than doubled. The reason for the increase is unclear, but drivers in the focus group complained that drivers in the general public show less and less respect for school bus traffic regulations.

The CCSD Department of Transportation collects data by school year and not by rate per 100,000 miles, which is a more common measure that facilitates comparisons. However, given the square mileage of CCSD and the number of miles driven, it would be difficult to compare CCSD with other school districts.

MGT consultants asked what use is made of accident/incident data, and the Department of Transportation's responses satisfy expected standards:

- Alcohol/drug tests are taken for the driver involved in preventable accidents/incidents. The accident is evaluated to determine any implications for training or retraining.
- An annual review of accidents/incidents contributes to the structuring of in-service training.
- Evaluations influence the content of Defensive Driver Training refresher courses.

9.6 Transportation Audit Reviews (for the preceding six years)

FINDING

Exhibit 9-21 in the latter part of this section details MGT's responses to deficiencies and shortcomings identified by the Legislative Counsel Bureau Audit Division and the Legislative Auditor. Previously in this chapter, MGT made recommendations concerning spare bus and bus replacement policies, important aspects of effective and cost-efficient vehicle fleet management.

Recommendation 9-3 specifically addresses the new Fleet Manager position and the focus on resolving issues associated with the "white fleet." A key task for this position is to "Evaluate vehicle usage to ensure the District's fleet is at optimum levels." To emphasize the importance of fixing this problem, the Fleet Manager position was created under the Maintenance Coordinator III, but with reporting access to the Business Manager. Additionally, the Fleet Management Committee was formed, consisting of the Business Manager, the Director of Transportation, the Maintenance Coordinator III, and the Fleet Manager.

The MGT on-site team reviewed minutes of the Fleet Management Committee meetings, CCSD Regulation 3537—"District-Owned Vehicles," and the January 2006 memorandum from the Business Manager to all administrators regarding vehicle assignments. The MGT team also interviewed the Fleet Manager and reviewed the actions to date. A great deal has been accomplished, especially in terms of taking control of the inventory and emphasizing to users of the non-bus fleet that vehicle usage will be managed and disciplined to achieve cost-efficient results.

However, assessing success in accomplishing the task "…to ensure the District's fleet is at optimum level" is not possible without an operational definition of what is meant by "optimum level." Currently there is no benchmark or target objective for measuring progress in fixing the size, usage, and ultimately the cost of the "white fleet."

The Director of Transportation is experienced in using performance measures to evaluate various aspects of transportation operations. In fact, the department's systematic use of performance measures to evaluate cost efficiency and cost effectiveness is among the best MGT has observed.

RECOMMENDATION

Recommendation 9-8:

The Business Manager should approve an operational definition of the "optimum level" for the "white fleet" to facilitate measurement of progress toward defined goals.

The Fleet Manager needs to know the management targets and timelines for accomplishing those targets. CCSD users of the "white fleet" should have an understanding of the objectives, timelines, and probable impacts on their operations to facilitate their adaptive planning. And the taxpaying public should be made aware of measurable, diligent actions to achieve cost-efficient use of public assets and resources.

Additionally, there is considerable expertise in the Department of Transportation for establishing performance measures.

CORRECTIVE ACTION PLAN

1. The Business Manager should instruct the Director of Transportation to guide the Fleet Management Committee in proposing operational definitions of the "optimum level" for the "white fleet" and appropriate performance measures.	October 2006
2. Business Manager should approve the Fleet Management Committee's recommendation and obtain the Superintendent's consent to implement.	October 2006
3. The Business Manager should inform all administrators of the objectives and timelines for achieving an optimum level for the "white fleet."	November 2006
4. The Business Manager and Fleet Management Committee should begin a quarterly review of progress towards achieving an optimum-level "white fleet."	January 2007

FISCAL IMPACT

There is no fiscal impact associated with this recommendation, which may be implemented with existing resources.

FINDING

The Legislative Counsel Bureau Audit Division, as the issuer of the RFP, requested that this review of Clark County School District transportation functions consider the results and recommendations of other audits from the past six years and include them where appropriate in the report.

Throughout this chapter, MGT adhered to these guidelines and included any prior audit concerns in the functional area being evaluated. If MGT noted that any prior audit observations or recommendations had not been corrected by the CCSD Department of Transportation or other entity that should have taken corrective action, this was indicated in the report. MGT presented the finding, a discussion, a recommendation, a justification statement, and a corrective action plan as appropriate.

Exhibit 9-25 presents a summary of MGT's findings on the current status of issues brought to the district's attention. The agency, official, or entity that conducted the past audit is indicated; the shortcoming or deficiency is noted; and MGT's assessment of current status is provided. A total of 19 concerns were mentioned in the various audit reports. All have been resolved except ensuring vehicle use at optimum levels; establishing a bus replacement policy; charging a student user fee for field trips; and reducing the spare bus inventory.

EXHIBIT 9-25
TRANSPORTATION AUDIT REVIEWS UPDATE
CLARK COUNTY SCHOOL DISTRICT
2006 SCHOOL YEAR

AGENCY, OFFICIAL, ENTITY, OR ELEMENT CONDUCTING THE REVIEW	DEFICIENCY, SHORTCOMING, OR FAULT DETERMINED AS A PROBLEM TO BE FIXED	MGT OBSERVATION ON THE CURRENT STATUS OF THE ISSUE TO BE FIXED
Legislative Counsel Bureau, Audit Division and the Legislative Auditor	1. Develop fleet management controls over vehicles, including assignment and control logs, a fleet inventory process, and administrative staff vehicle options. 2. Evaluate vehicle usage to ensure the District's fleet is at optimum levels. 3. Develop procedures to perform periodic inventories of the District's vehicle fleet. 4. Adopt a bus replacement policy. 5. Consider charging students a fee to help offset transportation costs associated with certain extracurricular activities.	1. The Department of Transportation has implemented a vehicle maintenance information system (VMIS) program. The Department of Transportation's Maintenance Coordinator III does an excellent job of keeping track of vehicle maintenance schedules, programming bus and commercial vehicle maintenance, and keeping accurate inventories of parts, equipment, and supplies. 2. The MGT team assessed the Legislative Audit and further substantiated that vehicle use is not at optimum levels. The finding in the section of this report on maintenance operations noted that the number of spare buses in the inventory is excessive and 130 buses should be purged from the inventory generating a cost savings of $4,455,000 over the five-year budget cycle. In addition, it was found that the maintenance section could save $250,000 over the five-year budget cycle by reducing the parts inventory. 3. Excellent controls are in effect for bus inventories. The newly assigned Fleet Manager is updating the list of all vehicles and other issues related to this concern of the Legislative Auditor. A detailed discussion of this function appears earlier in this chapter. 4. The CCSD Board of School Trustees has not adopted a bus replacement policy as recommended by the Legislative Auditor. It is MGT's belief that there may be uncertainty about the bus replacement process. Consequently, this chapter contains a detailed finding and recommendation indicating to the CCSD Board of School Trustees the process and importance of establishing a bus replacement policy. 5. Issue not resolved.

EXHIBIT 9-25 (Continued)
TRANSPORTATION AUDIT REVIEWS UPDATE
CLARK COUNTY SCHOOL DISTRICT
2006 SCHOOL YEAR

AGENCY, OFFICIAL, ENTITY, OR ELEMENT CONDUCTING THE REVIEW	DEFICIENCY, SHORTCOMING, OR FAULT DETERMINED AS A PROBLEM TO BE FIXED	MGT OBSERVATION ON THE CURRENT STATUS OF THE ISSUE TO BE FIXED
Clark County School District Internal Audit Department, Subject: Transportation Billings Audit	There are seven Corrective Actions in the November 2005 report that addressed the three objectives of this audit pertaining to whether the reimbursed costs billed by Sports/Field Trip Section matched actual costs for the services.	The Department of Transportation response could not be examined in any detail during the MGT on-site review. However, Recommendation 9-2 of this chapter addresses the urgent need to take corrective action.
Survey of Special Services Directors—Topic: Privatization of Special Education Transportation Services	The survey sought perceptions and experiences of 80 members of the Urban Special Education Leadership Collaborative. There was no strong recommendation for privatization.	CCSD has not privatized special education transportation, nor did the MGT on-site team observe any circumstances that would favor privatization. The consultants share the authors' cautionary suggestions in the summary of the report.

EXHIBIT 9-25 (Continued)
TRANSPORTATION AUDIT REVIEWS UPDATE
CLARK COUNTY SCHOOL DISTRICT
2006 SCHOOL YEAR

AGENCY, OFFICIAL, ENTITY, OR ELEMENT CONDUCTING THE REVIEW	DEFICIENCY, SHORTCOMING, OR FAULT DETERMINED AS A PROBLEM TO BE FIXED	MGT OBSERVATION ON THE CURRENT STATUS OF THE ISSUE TO BE FIXED
State of Nevada, Department of Education	1. The Department of Transportation has increased its efficiency in bus routing by implementing computerized routing software, a best practice used in other states and the student transportation industry. 2. Controls over vehicle usage and inventory could be better. Our review found limited procedures and controls for vehicle usage, assignment, and inventory. We estimate the District could save over $1.1 million in future capital expenditures by eliminating under-utilized vehicles. 3. Controls over vehicle inventory are not in place. Our review found limited procedures and controls over vehicle inventory. Develop fleet management controls. 4. Timely replacement of buses is not being done. As buses get older and mileage higher, the cost per mile typically increases at a significant rate. Adopt a bus replacement policy. 5. Consider charging students a fee to help offset transportation costs associated with certain extracurricular activities.	1. MGT concurs that the Department of Transportation has increased routing and scheduling efficiency. The last section of this chapter addresses this issue in detail. 2. The Department of Transportation has implemented a vehicle maintenance information system (VMIS) program. The Department of Transportation's Vehicle Maintenance Coordinator III does an excellent job of keeping track of vehicle maintenance schedules, programming bus and commercial vehicle maintenance, and keeping accurate inventories of parts, equipment, and supplies. 3. Excellent controls are in effect for bus inventories. The newly assigned Fleet Manager is updating the list of all vehicles and other issues related to this concern of the Legislative Auditor. A detailed discussion of this function appears earlier in this chapter. 4. The CCSD Board of School Trustees has not adopted a bus replacement policy as recommended by the Legislative Auditor. It is MGT's belief that there may be uncertainty about the bus replacement process. Consequently, this chapter contains a detailed finding and recommendation indicating to the Board of School Trustees the process and importance of establishing a bus replacement policy. 5. Issue not resolved.

EXHIBIT 9-25 (Continued)
TRANSPORTATION AUDIT REVIEWS UPDATE
CLARK COUNTY SCHOOL DISTRICT
2006 SCHOOL YEAR

AGENCY, OFFICIAL, ENTITY, OR ELEMENT CONDUCTING THE REVIEW	DEFICIENCY, SHORTCOMING, OR FAULT DETERMINED AS A PROBLEM TO BE FIXED	MGT OBSERVATION ON THE CURRENT STATUS OF THE ISSUE TO BE FIXED
Clark County School District, Internal Audit Department	1. Fuel credit card receipts not being sent to the Department of Transportation. 2. Two sites with no documented vehicle use. 3. A significant portion of the district vehicles are not driven 600 or more miles per month. 4. There are some excessive stock or parts levels. 5. Some vehicle maintenance inventory profiles do not match user records. 6. Title information for some buses and vehicles could not be located in vehicle maintenance files. 7. Maintenance facility sites do not have adequate security.	1. This discrepancy noted a few years ago has been resolved. 2. All sites in CCSD now have documented vehicle use. 3. The spare bus inventory reductions discussed in this chapter and other initiatives taken by the Department of Transportation are helping to bring resolution to this issue. 4. This audit observation was made in 2001 when the parts inventory was $841,000. Since then the parts inventory has been reduced to approximately $488,000 and initiatives are under way to reduce it further. 6. A random sample by the MGT on-site team found that title information is no longer a major issue. 7. Since this observation made in 2001, the Department of Transportation has taken corrective measures. It now has adequate security measures in place.

Source: Created by MGT of America, June 2006.

RECOMMENDATION

Recommendation 9-9:

Ensure that (1) the detailed bus replacement plan advocated in the earlier portion of this chapter is adopted and implemented; (2) the spare bus policy and reduction in the number of spare buses recommended in this chapter are implemented; (3) the Fleet Manager position and program are given a thorough audit inspection in January 2007; and (4) the Board of School Trustees exercises its responsibility and determines if a reimbursement by students is appropriate for field trips.

Implementation of this recommendation should substantially improve the transportation function and help achieve the cost savings detailed in the discussion of each element earlier in this chapter.

CORRECTIVE ACTION PLAN

A corrective action plan is stipulated with relevant recommendation for each issue.

FISCAL IMPACT

A fiscal impact statement is included with the relevant recommendation for each issue earlier in this chapter.

10.0 COMMUNITY SURVEY

10.0 COMMUNITY SURVEY

This chapter presents the opinions of the community toward local education funding in the Clark County School District (CCSD) as found in the results of the telephone survey conducted in Clark County. The major sections of the chapter include:

10.1 Demographic Information
10.2 Districtwide Survey Results
10.3 Survey Results by Region
10.4 Survey Results of Parents and Non-Parents

CHAPTER CONCLUSION

Overall, the results of the survey reveal that most of the respondents indicate favorable opinions toward local education funding of CCSD and the services provided by the district. The areas in which there are noticeable differences of opinions relate to the funding increases. Most of the respondents favor increased funding from the state and through impact fees paid by developers and most people indicate that they would support bonds to build more schools. However, increasing property taxes to build smaller schools showed more disagreement than agreement among the survey participants; and, more people agreed with building larger schools if it would result in a lower property tax increase. In conjunction with these areas, most people do not feel that CCSD has adequate facilities to meet future needs.

One of the variables used in selecting the sample of survey participants was the region of residence. Due to the population and geographic area of Clark County, CCSD is divided into five regions: East, Northeast, Northwest, Southeast, and Southwest. MGT analyzed the results by region to determine if there were any differences in opinions among the regions. Overall, the results show more similarities across the regions. For example, the majority of each group does not believe CCSD spends education funds wisely. All regions agree that the district ensures proper maintenance and cleanliness of the schools and that the district provides adequate and updated instructional technology for the classroom. The majority in each group feel the district could operate more efficiently by offering more programs and increasing the number of teachers and support staff as well as decreasing the number of administrators.

MGT also disaggregated the data by respondents who have children in CCSD and those who do not. Overall, the opinions are quite similar, including the need for more funding and for additional buildings and facilities to meet future needs. Both groups indicate that they would vote to approve bonds to build more schools and renovate older ones, but parents and non-parents disagree on increasing local property taxes to provide needed buildings and facilities. Parent respondents feel that the community understands the financial resources and needs of CCSD, whereas, the non-parent respondents did not feel that the community has this understanding. The groups are also split with respect to district performance. More parents feel that CCSD performs well for the funding it receives; non-parents do not feel this way. However, a majority of both groups are of the opinion that increased funding would help to improve performance in CCSD.

BACKGROUND

The Legislative Counsel Bureau, Audit Division of the state of Nevada contracted with MGT of America, Inc., to conduct a Financial Management Review of the Clark County School District. This review evaluated the financial, organizational, and operational effectiveness of the school district. The purpose of the review was to determine whether CCSD is carrying out the financial management principles in a manner that would:

- encourage the increased efficiency and effectiveness of the CCSD and maximize the amount of money expended to improve education in the classroom;
- increase the public confidence that the CCSD is using money for public schools efficiently and wisely; and
- increase parental satisfaction with the performance of the CCSD.

MGT utilized a telephone survey to solicit input from the community regarding the use of public funds for education. This allowed community members to respond anonymously. The results of the survey identified factors perceived by Clark County citizens that either encourage or impede the successful operation of CCSD. Also, the results provided insight into the similarities and differences between the views of parents and non-parents in the district.

METHODOLOGY

MGT created the community survey to conform to the RFP requirements and submitted the survey to the Oversight Committee for approval. The survey was presented during the monthly call held in April 2006, during which additional revisions were suggested. After incorporating these changes, the final version was accepted and was translated into Spanish.

MGT contracted with FGI Research to conduct the telephone survey of the community. In selecting an appropriate sample from the population, FGI used information, including zip codes, provided by the Clark County School District to ensure equal representation from each region in the school district in the final results. The interviewers first qualified each person by age and residency. To participate, a person had to be at least 18 years of age and a resident of Clark County, Nevada.

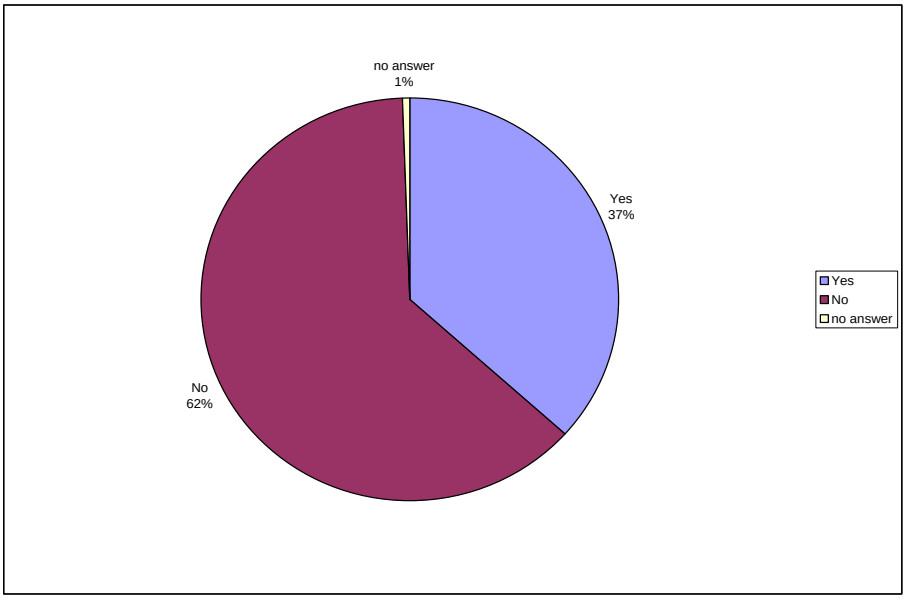
Appendix D presents the English version of the community survey, and Appendix E the Spanish version. Appendix F displays the percentages of districtwide opinions for each item on the survey.

10.1 Demographic Information

The survey was conducted from April 21 through May 4, 2006. FGI Research used well-trained personnel, including an appropriate number of bilingual interviewers to accommodate the Spanish-speaking residents of the community. Approximately 11 percent of the survey respondents participated in Spanish. **Exhibits 10-1** through **10-4** illustrate the demographic information of the survey sample.

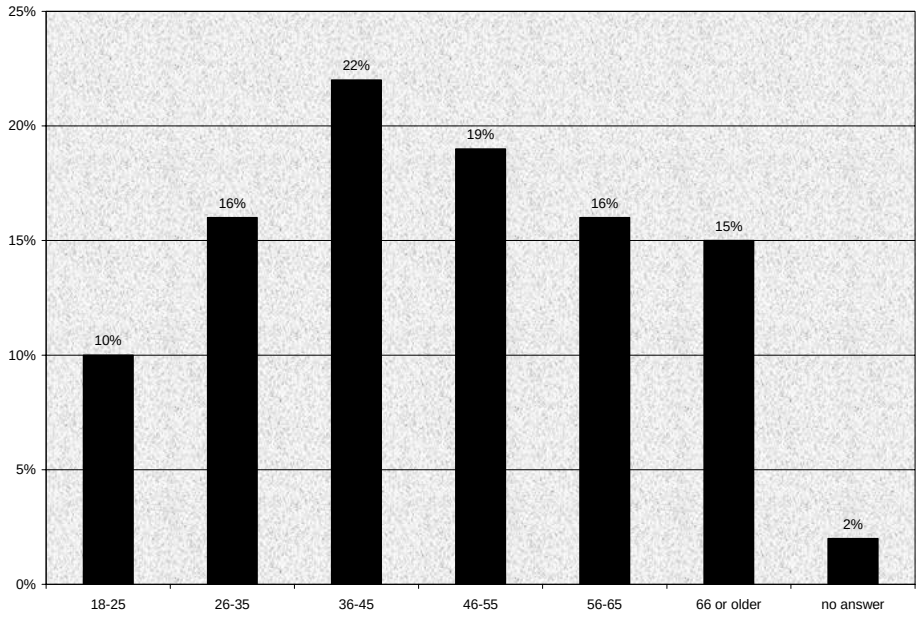
Exhibit 10-1 shows that 37 percent of the survey participants have children who attend schools in CCSD, and 62 percent do not. As shown in **Exhibit 10-2**, the age group with the greatest participation is the 36 to 45 years age range (22 percent) followed by 46 to 55 years (19 percent) and a tie between 26 to 35 years and 56 to 65 years (16 percent). Twenty-five percent of the respondents have an annual household income of $80,000 or more, and the highest level of education of more than half of the respondents (52 percent) is a high school diploma. These data are displayed **Exhibits 10-3** and **10-4,** respectively.

EXHIBIT 10-1
CLARK COUNTY COMMUNITY SURVEY
PARTICIPANTS WITH CHILDREN ATTENDING
CLARK COUNTY PUBLIC SCHOOLS



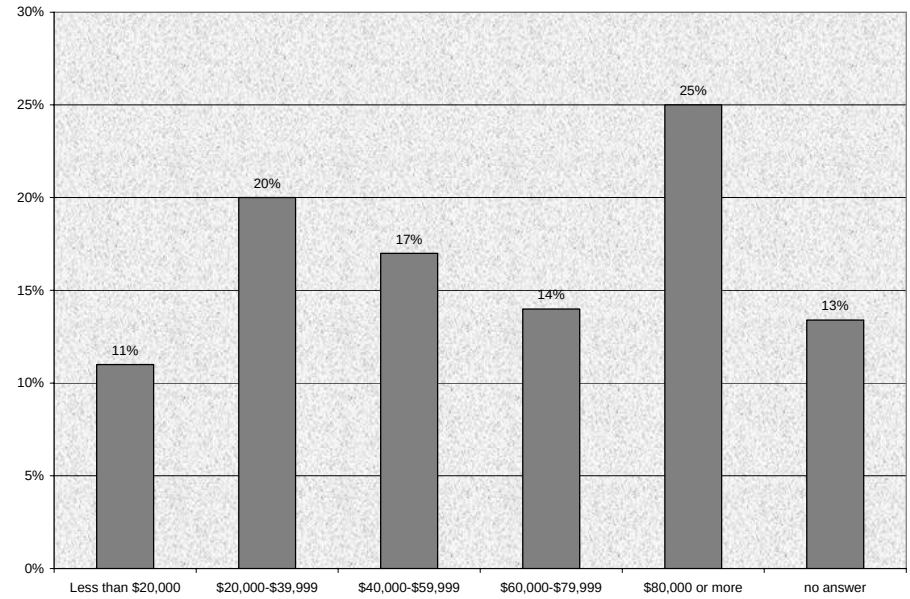
Source: MGT Community Survey Results, 2006.

EXHIBIT 10-2
CLARK COUNTY COMMUNITY SURVEY
AGE OF PARTICIPANTS



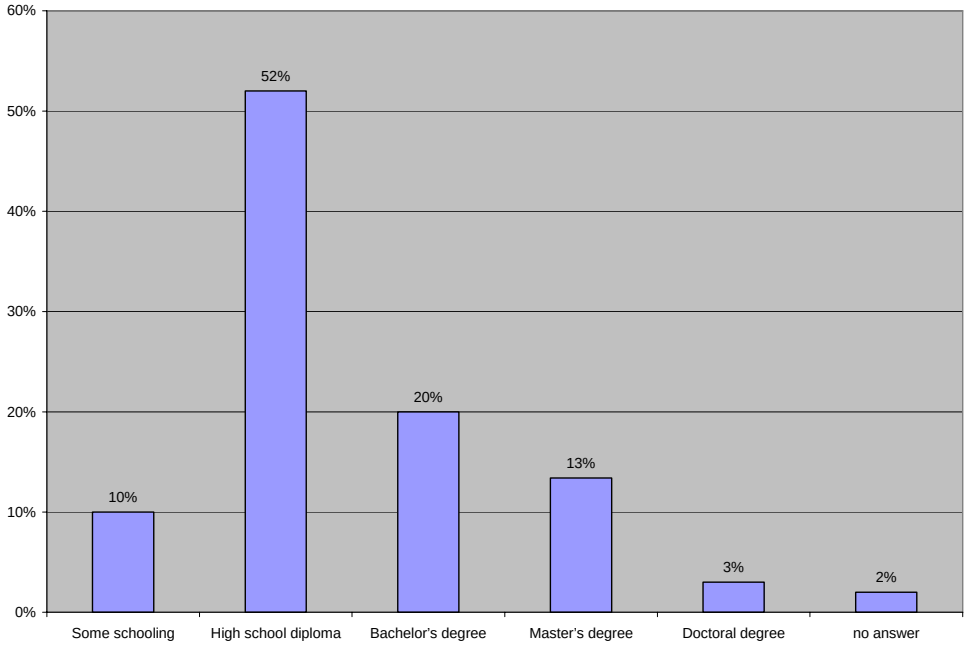
Source: MGT Community Survey Results, 2006.

EXHIBIT 10-3
CLARK COUNTY COMMUNITY SURVEY
ANNUAL HOUSEHOLD INCOME



Source: MGT Community Survey Results, 2006.

EXHIBIT 10-4
CLARK COUNTY COMMUNITY SURVEY
HIGHEST LEVEL OF EDUCATION COMPLETED



Source: MGT Community Survey Results, 2006.

10.2 Districtwide Survey Results

MGT received the data from 605 complete surveys, which provides a 95 percent confidence level with a plus or minus four-point spread. The survey results are rounded off. The reader should note that rounding may sometimes cause totals not to equal 100 percent.

Within this section of the chapter, some of the survey results are aggregated to provide a more concise comparison of the opinions of community residents. As shown in **Exhibit 10-5**, the percentages of *agree* and *strongly agree* are totaled and presented as a ratio with the combined percentages of *disagree* and *strongly disagree.* The responses to *neither agree nor disagree* and *don't know* are not included with these ratios.

The items in the first section of the survey solicit community opinions regarding local education funding, and the results are shown in **Exhibit 10-5**. Overall, a greater percentage of respondents do not think that the community understands the financial resources available to Clark County School District, nor do they believe that the community understands the financial needs of the Clark County School District. About the same percentage do not feel that CCSD receives enough funding to be successful.

Most of the respondents (65 percent) acknowledge that the Board of School Trustees' meetings are publicized and open to the public. Forty-six percent of the respondents do not agree that CCSD spends education funds wisely, but 69 percent believe that the

district could perform better with more funding. The group is split with respect to district performance related to funding. Thirty-eight percent *agree* or *strongly agree* and 39 percent *disagree* or *strongly disagree* that CCSD performs well for the amount of funding it receives.

Almost half of the survey participants (47 percent) do not agree that the state of Nevada funds CCSD at an appropriate level, and over two-thirds of the respondents (68 percent) believe that the state has a responsibility to increase the funding of public schools as requested by the Clark County Board of School Trustees.

Sixty-three percent do not feel that CCSD has sufficient school facilities to meet future student needs, but 23 percent thinks the current facilities are sufficient. However, the group is split with respect to increasing local property taxes to provide facilities and buildings as needed. Forty-three percent agree with an increase while 45 percent do not agree with an increase.

A notably high percentage of respondents (81 percent) believe that Clark County should be able to raise funds from impact fees paid by developers to finance additional schools needed as a result of growth in the community.

Seventy-six percent of the survey participants indicated that they would vote to approve bonds to build more schools and renovate older ones. Fifty percent stated that they would not be in favor of building smaller schools even if it meant an increase in their annual property taxes, but 57 percent would be in favor of building larger schools if it would result in a lower property tax increase.

Sixty percent state that CCSD ensures the proper maintenance and cleanliness of school facilities. However, 55 percent indicate that CCSD could operate more efficiently by outsourcing some support services such as cleaning and maintaining schools.

More of the participants (43 percent) do not agree that CCSD has sufficient space and facilities to support the instructional programs, but the group is split in its opinions with respect to having the necessary materials and supplies for instructional programs such as writing and mathematics. Forty-four percent believe that CCSD provides adequate and updated instructional technology.

The group is also divided (33 percent *agree* or *strongly agree* versus 36 percent *disagree* or *strongly disagree*) with respect to the general education programs and special education programs being equal in quality.

Forty-two percent of the respondents believe that there are sufficient student services in areas such as counseling, speech therapy, and health. More than half of the participants (52 percent) agree that transportation services are adequate.

Fifty-four percent believe that there are too many administrators at the central office level, and 51 percent believe that there are too many at the regional level. Forty-eight percent think that rezoning schools would positively affect the efficient operation of CCSD.

EXHIBIT 10-5
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON LOCAL EDUCATION FUNDING

TELEPHONE SURVEY ITEMS	(A+SA) / (D+SD)*
1. The community understands the financial resources available to Clark County School District to provide funding for the operation of the schools.	36/43
2. The community understands the financial needs of Clark County School District.	38/46
3. Clark County School District receives enough funding to be successful.	34/45
4. The School Board meetings are publicized and open to the public.	65/14
5. Clark County School District spends education funds wisely.	24/46
6. Clark County School District performs well for the amount of funding it receives.	38/39
7. Clark County School District could perform better with more funding.	69/18
8. The State of Nevada funds Clark County Public Schools at an appropriate level.	34/47
9. Clark County local property taxes should be increased to provide facilities and school buildings for Clark County School District as needed.	43/45
10. Clark County should be able to raise funds from impact fees paid by developers for growth that requires more schools.	81/8
11. General education programs and special education programs are of equal quality.	33/36
12. The State of Nevada has a responsibility to increase the funding of public schools as requested by the Clark County School Board.	68/20
13. I would vote to approve bonds to build more schools and renovate older schools.	76/16
14. Clark County School District currently has sufficient school facilities to meet future student needs.	23/63
15. I would be in favor of building smaller schools even if it meant an increase in my annual property taxes.	40/50
16. I would be in favor of building larger schools if it would result in a lower property tax increase.	57/32
17. The Clark County School District ensures proper maintenance and cleanliness of the school facilities.	60/15
18. The Clark County schools have sufficient space and facilities to support the instructional programs.	35/43
19. The Clark County schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	41/41
20. The Clark County School District provides sufficient student services in areas such as counseling, speech therapy, and health.	42/29

EXHIBIT 10-5 (Continued)
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON LOCAL EDUCATION FUNDING

TELEPHONE SURVEY ITEMS	(A+SA) / (D+SD)*
21. The Clark County School District provides adequate and updated technology for instructional use in the classroom.	44/26
22. Clark County School District has too many administrators at the central office level.	54/9
23. Clark County School District has too many administrators at the regional office level.	51/11
24. Transportation services such as school buses provided by the Clark County School District are adequate.	52/24
25. Clark County School District could operate more efficiently by contracting with outside companies for some support services such as cleaning schools, maintaining buildings, and providing food services to schools.	55/24
26. The Clark County School District could operate more efficiently by rezoning schools.	48/19

Source: MGT Community Survey, 2006.
*The ratio represents the percentage of *agree* and *strongly agree* (A/SA) and the percentage of *disagree* and *strongly disagree* (D/SD). The responses to *neither agree nor disagree* and *don't know* are not included in the data in this exhibit.

Four items, illustrated in **Exhibit 10-6**, were specific to the operating efficiency of the school district. The reader should note that some of the totals may not equal 100 percent due to rounding.

EXHIBIT 10-6
CLARK COUNTY COMMUNITY SURVEY
EFFICIENT OPERATION OF THE SCHOOL DISTRICT

1. The Clark County School District could operate more efficiently by:	offering more programs	offering fewer programs	don't know
	66%	18%	16%
2. The Clark County School District could operate more efficiently by:	increasing the number of administrators	decreasing the number of administrators	don't know
	18%	64%	18%
3. The Clark County School District could operate more efficiently by:	increasing the number of teachers	decreasing the number of teachers	don't know
	89%	3%	7%
4. The Clark County School District could operate more efficiently by:	increasing the number of support staff	decreasing the number of support staff	don't know
	64%	20%	16%

Source: MGT Community Survey, 2006.

Sixty-six percent of the respondents indicate that CCSD could operate more efficiently by offering more programs, whereas 18 percent state that offering fewer was preferable. Sixty-four percent of the participants favor decreasing the number of administrators, and 89 percent support increasing the number of teachers. Sixty-four percent think that CCSD could operate more efficiently by increasing the number of support staff; 20 percent state that decreasing the number would help.

10.3 Survey Results by Region

One of the variables used in selecting the sample of survey participants was the region of residence. Due to the population and geographic area of Clark County, CCSD is divided into five regions: East, Northeast, Northwest, Southeast, and Southwest. FGI Research used zip codes provided by the district to ensure equal representation in the survey sample from each of the regions. The numbers of complete surveys by region are:

- 122 – East;
- 120 – Northeast;
- 122 – Northwest;
- 121 – Southeast; and
- 120 – Southwest

MGT analyzed the results by region to determine if there were any differences in opinions of local education funding among the regions. For the most part, the results show that the opinions across the regions in the district are more similar than different.

The reader should understand that the similarities and differences noted in the results are purely descriptive and not inferential in nature.

Exhibit 10-7 shows the demographic information of the participants. About one-third of each group except Northeast (51 percent) has children in CCSD schools. The greatest percentage of participation in the Northeast, Northwest, Southeast, and overall was in the 36-45 years of age range, whereas the 46-55 range was greatest in the East region and the 56-65 years of age range was greatest in the Southwest. In the East and Northeast, the annual household income indicated most often was $20,000 to $39,999. All others, including the overall results, fell in the $80,000 or more category. The greatest percentage of respondents in all regions and overall indicated that a high school diploma was the highest level of education completed.

Exhibit 10-8 displays the results regarding opinions of local education funding. More respondents in each region and overall *disagree* or *strongly disagree* that Clark County School District receives enough funding to be successful, but a greater percentage of each group and overall do not think that CCSD spending education funds wisely. The groups differ in their opinions with respect to how well the district performs in relation to the amount of funding it receives, but between 62 percent and 76 percent of all groups and overall *agree* or *strongly agree* that the district could perform better with more funding.

EXHIBIT 10-7
CLARK COUNTY COMMUNITY SURVEY
DEMOGRAPHIC INFORMATION
COMPARISON OF REGIONAL AND OVERALL DATA

	EAST	NORTHEAST	NORTHWEST	SOUTHEAST	SOUTHWEST	OVERALL
1. Participants with children in Clark County School District						
Yes	36%	51%	30%	36%	32%	37%
No	62%	49%	70%	64%	68%	62%
no answer	2%	0%	0%	1%	0%	1%
2. Age of participants						
18-25	11%	11%	7%	8%	10%	10%
26-35	18%	19%	11%	14%	19%	16%
36-45	17%	24%	25%	25%	18%	22%
46-55	21%	18%	23%	14%	18%	19%
56-65	15%	11%	16%	19%	21%	16%
66 or older	16%	15%	17%	17%	11%	15%
no answer	1%	2%	2%	3%	3%	2%
3. Annual household income of participants						
Less than $20,000	15%	18%	7%	7%	11%	11%
$20,000-$39,999	24%	26%	16%	17%	19%	20%
$40,000-$59,999	15%	21%	16%	17%	18%	17%
$60,000-$79,999	15%	12%	16%	14%	12%	14%
$80,000 or more	16%	14%	34%	33%	25%	25%
no answer	16%	10%	12%	13%	16%	13%
4. Highest level of education completed by participants						
Some schooling	15%	17%	7%	5%	8%	10%
High school diploma	57%	57%	48%	45%	53%	52%
Bachelor's degree	12%	15%	23%	30%	20%	20%
Master's degree	11%	9%	16%	15%	16%	13%
Doctoral degree	2%	1%	5%	5%	2%	3%
no answer	3%	2%	2%	1%	2%	2%

Source: MGT Community Survey, 2006.

The percentages of people within each group who agree and disagree that local property taxes should be increased to provide needed school buildings and facilities are similar, but at least 75 percent of each group indicate that Clark County should be able to raise funds from impact fees paid by developers to handle the additional school facilities necessary due to growth. Also, a majority of each group believes that the state of Nevada has a responsibility to increase funding of public schools as requested by the Clark County Board of School Trustees. However, opinions within each group are split regarding CCSD being funded by the state at an appropriate level.

At least 56 percent of each group *disagree* or *strongly disagree* that CCSD currently has sufficient facilities to meet future student needs. Interestingly, between 74 percent and 80 percent of respondents in each group indicate that they would vote in favor of bonds to build more schools and renovate older ones. In comparison, at least 50 percent in each group except Southwest would not be in favor of building smaller schools if it meant an increase in their annual property taxes, but a majority of each group except Southeast would favor building larger schools if it would result in a lower property tax increase.

All of the groups agree that CCSD ensures proper maintenance and cleanliness of the schools and that the transportation services provided by CCSD are adequate. Most people in each group believe that CCSD could operate more efficiently if some services such as cleaning and maintaining buildings and providing food services were outsourced. Most respondents also agree that rezoning schools could improve operating efficiency in CCSD.

Even though most people *agree* or *strongly agree* that CCSD provides adequate and updated instructional technology for the classroom, the groups express varying opinions with respect to the sufficiency of space and facilities as well as materials and supplies to support instructional programs. However, there is agreement across all groups that CCSD provides sufficient services in areas such as counseling, speech therapy, and health. The opinions of people in the East and Northeast regions are more favorable with respect to the general education and special education programs being equal in quality, but more people in the Northwest, Southwest, and Southeast indicate a lack of equal quality between the two programs.

Most of the respondents in each group *agree* or *strongly agree* that there are too many administrators at the central office level and at the regional level, and the majority of each group state that CCSD could operate more efficiently by decreasing the number of administrators. An overwhelming majority of each group believes that increasing the number of teachers will positively affect the efficient operation of the district. Most of the participants in each group also favor offering more programs instead of fewer and increasing rather than decreasing the number of support staff to improve the operating efficiency of the district. **Exhibit 10-9** shows these results.

EXHIBIT 10-8
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON LOCAL FUNDING COMPARISON
OF RESULTS BY REGION AND OVERALL

TELEPHONE SURVEY ITEMS	(A/SA) / (D/SD)*					
	EAST	NORTHEAST	NORTHWEST	SOUTHEAST	SOUTHWEST	OVERALL
1. The community understands the financial resources available to Clark County School District to provide funding for the operation of the schools.	48/32	42/34	28/53	31/49	32/49	36/43
2. The community understands the financial needs of Clark County School District.	39/48	41/41	36/51	35/50	41/42	38/46
3. Clark County School District receives enough funding to be successful.	34/41	37/43	40/47	28/50	33/46	34/45
4. The School Board meetings are publicized and open to the public.	70/12	68/13	63/14	59/13	65/15	65/14
5. Clark County School District spends education funds wisely.	22/52	28/42	20/51	21/45	26/40	24/46
6. Clark County School District performs well for the amount of funding it receives.	39/41	40/38	33/47	40/38	41/32	38/39
7. Clark County School District could perform better with more funding.	70/16	76/13	66/23	62/21	72/18	69/18
8. The State of Nevada funds Clark County Public Schools at an appropriate level.	36/45	38/41	39/47	26/57	31/43	34/47
9. Clark County local property taxes should be increased to provide facilities and school buildings for Clark County School District as needed.	47/43	44/42	39/49	39/50	46/43	43/45
10. Clark County should be able to raise funds from impact fees paid by developers for growth that requires more schools.	84/6	83/3	83/7	75/12	78/10	81/8
11. General education programs and special education programs are of equal quality.	41/39	44/29	24/43	29/33	25/35	33/36
12. The State of Nevada has a responsibility to increase the funding of public schools as requested by the Clark County School Board.	68/23	68/13	70/25	69/18	67/20	68/20
13. I would vote to approve bonds to build more schools and renovate older schools.	74/17	80/14	76/18	77/15	75/16	76/16

EXHIBIT 10-8 (Continued)
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON LOCAL FUNDING COMPARISON
OF RESULTS BY REGION AND OVERALL

TELEPHONE SURVEY ITEMS	(A/SA) / (D/SD)*					
	EAST	NORTHEAST	NORTHWEST	SOUTHEAST	SOUTHWEST	OVERALL
14. Clark County School District currently has sufficient school facilities to meet future student needs.	30/61	29/56	16/69	18/64	23/63	23/63
15. I would be in favor of building smaller schools even if it meant an increase in my annual property taxes.	39/50	35/56	39/52	40/50	47/40	40/50
16. I would be in favor of building larger schools if it would result in a lower property tax increase.	64/25	67/23	59/32	43/45	51/36	57/32
17. The Clark County School District ensures proper maintenance and cleanliness of the school facilities.	68/15	67/16	56/16	56/12	55/15	60/15
18. The Clark County schools have sufficient space and facilities to support the instructional programs.	37/43	42/38	30/52	31/44	34/39	35/43
19. The Clark County schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	43/41	54/30	31/50	39/45	36/38	41/41
20. The Clark County School District provides sufficient student services in areas such as counseling, speech therapy, and health.	46/33	52/23	41/32	31/28	42/28	42/29
21. The Clark County School District provides adequate and updated technology for instructional use in the classroom.	50/25	55/20	39/30	38/30	36/24	44/26
22. Clark County School District has too many administrators at the central office level.	49/13	44/10	61/6	56/9	58/9	54/9
23. Clark County School District has too many administrators at the regional office level.	56/9	40/15	57/7	50/10	52/13	51/11
24. Transportation services such as school buses provided by the Clark County School District are adequate.	53/25	56/23	60/20	39/28	50/25	52/24
25. Clark County School District could operate more efficiently by contracting with outside companies for some support services such as cleaning schools, maintaining buildings, and providing food services to schools.	57/30	55/24	62/20	45/26	53/18	55/24
26. The Clark County School District could operate more efficiently by rezoning schools.	57/16	45/27	43/20	49/13	47/19	48/19

Source: MGT Community Survey, 2006.
*The ratio represents the percentage of *agree* and *strongly agree* (A/SA) and the percentage of *disagree* and *strongly disagree* (D/SD). The responses to *neither agree nor disagree* and *don't know* are not included in the data in this exhibit.

EXHIBIT 10-9
CLARK COUNTY COMMUNITY SURVEY
EFFICIENT OPERATION OF THE SCHOOL DISTRICT
COMPARISON OF RESULTS BY REGION AND OVERALL

	EAST	NORTHEAST	NORTHWEST	SOUTHEAST	SOUTHWEST	OVERALL
5. The Clark County School District could operate more efficiently by:						
offering more programs	73%	77%	55%	57%	68%	66%
offering fewer programs	16%	13%	26%	17%	18%	18%
don't know	11%	11%	19%	26%	14%	16%
6. The Clark County School District could operate more efficiently by:						
increasing the number of administrators	22%	30%	7%	13%	19%	18%
decreasing the number of administrator	66%	50%	76%	64%	63%	64%
don't know	12%	20%	16%	23%	18%	18%
7. The Clark County School District could operate more efficiently by:						
increasing the number of teachers	93%	90%	85%	89%	90%	89%
decreasing the number of teachers	3%	3%	5%	2%	3%	3%
don't know	4%	8%	10%	9%	7%	7%
8. The Clark County School District could operate more efficiently by:						
increasing the number of support staff	70%	70%	64%	59%	58%	64%
decreasing the number of support staff	18%	15%	17%	23%	24%	20%
don't know	11%	15%	19%	18%	18%	16%

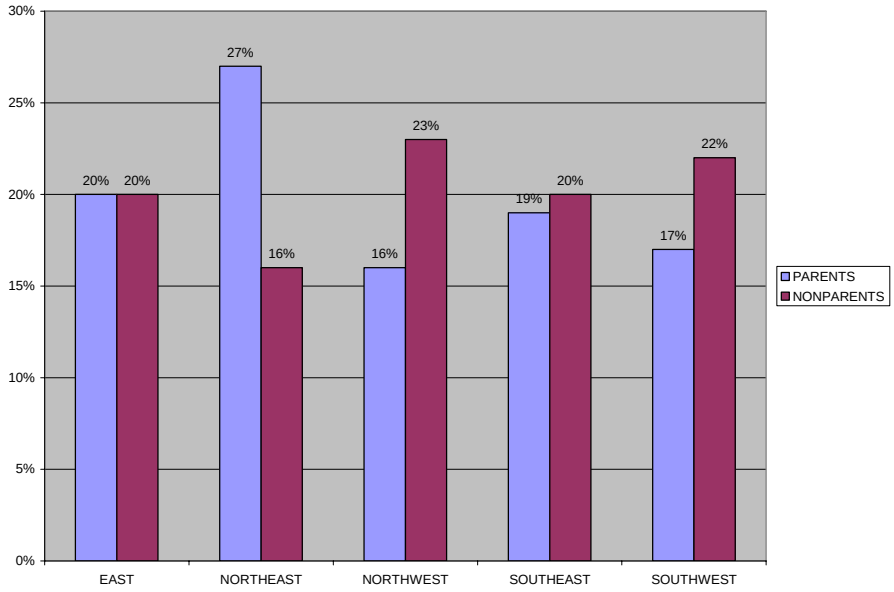
Source: MGT Community Survey, 2006.

10.4 Survey Results of Parents and Non-Parents

One of the demographic variables was whether or not the respondent had children attending school in CCSD. Overall, 37 percent of the respondents answered *yes* (parents) and 62 percent answered *no* (non-parents). One percent did not answer this question.

Exhibit 10-10 shows the regions of residence of the parent and non-parent respondents. The greatest differences of representation are noted within the Northeast, Northwest, and Southwest regions. The East and Southeast have equal or almost equal percentages of parent and non-parent respondents.

EXHIBIT 10-10
CLARK COUNTY COMMUNITY SURVEY
RESIDENCE OF PARENTS AND NON-PARENTS BY REGION



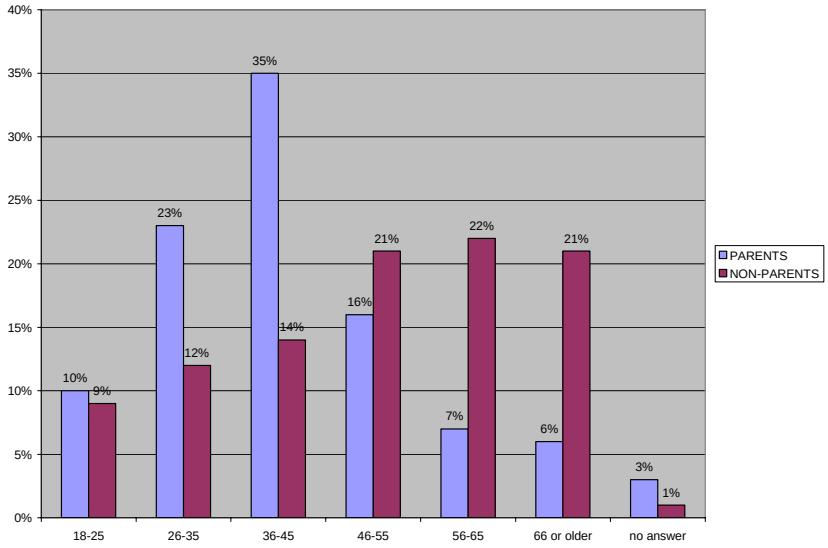
Source: MGT Community Survey, 2006.

Exhibit 10-11 displays the range of ages of the responding Clark County residents. In the 18 to 25 years age group, the percentages of respondents are comparable. Ten percent of those 18 to 25 years old have children in CCSD, and nine percent do not. In the age groups 26-35 years and 36-45 years, the percentage of parents is notably higher than non-parents. In the age ranges of 46-55, 56-65, and 66 or older, the percentage of non-parent respondents is higher than the parent respondents.

Exhibit 10-12 illustrates the annual household income of the survey participants. In comparison, there is a greater percentage of CCSD parent respondents compared to non-parents in household incomes less than $40,000 and from $60,000 to $79,999. In the $40,000 to $59,999, the percentage of non-parents is slightly higher. However, in the upper income of $80,000 or more, parents and non-parents were equally represented with 24 percent each.

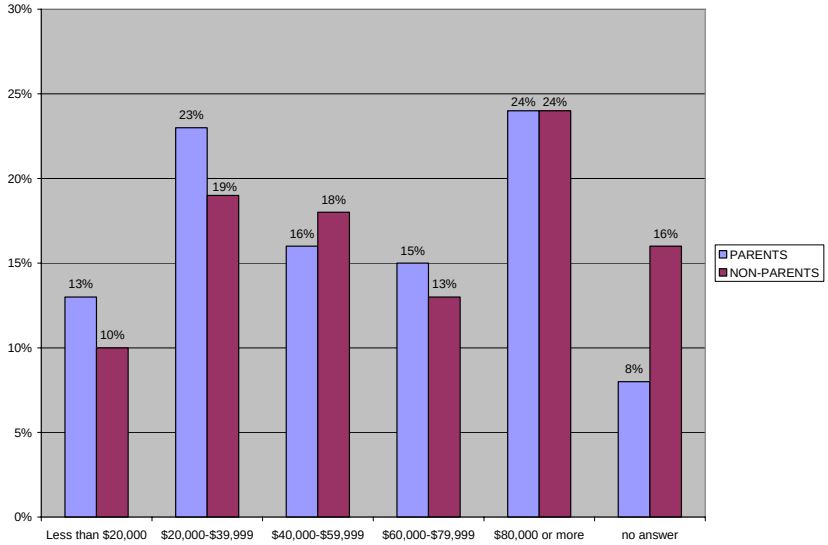
With regard to education, **Exhibit 10-13** shows that 15 percent of parents and seven percent of non-parents indicated that they had completed some schooling. The percentages having completed high school were similar: 53 percent of parents and 51 percent of non-parents. A greater percentage of non-parents have bachelor's degrees (16 percent parents, 22 percent non-parents). The percentage having master's degrees are comparable (14 percent of parents and 13 percent of non-parents), but the percentage of non-parents with doctoral degrees is greater than the percentage of parents; one percent parents and four percent non-parents. Two percent of each group gave no answer.

EXHIBIT 10-11
CLARK COUNTY COMMUNITY SURVEY
AGE OF SURVEY RESPONDENTS
WITH CHILDREN IN CCSD (PARENTS)
AND WITHOUT CHILDREN IN CCSD (NON-PARENTS)



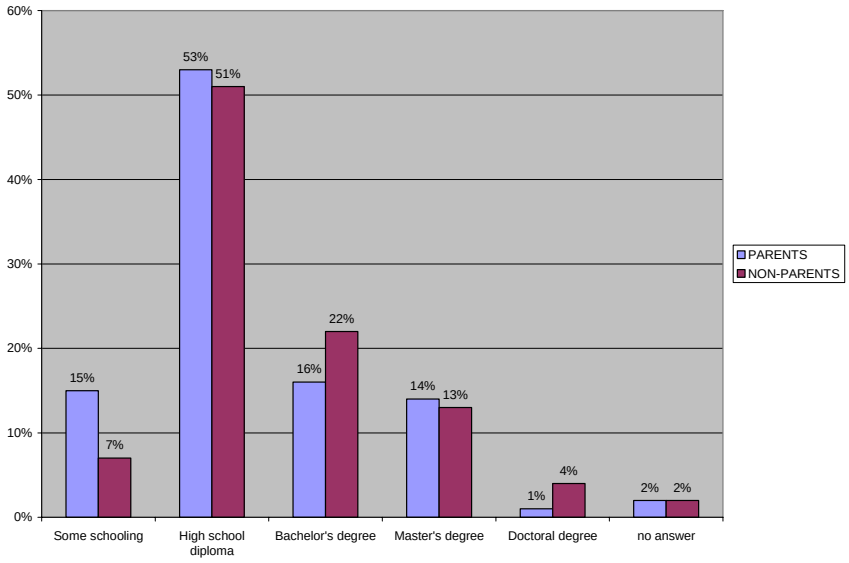
Source: MGT Community Survey, 2006.

EXHIBIT 10-12
CLARK COUNTY COMMUNITY SURVEY
ANNUAL HOUSEHOLD INCOME OF SURVEY RESPONDENTS
WITH CHILDREN IN CCSD (PARENTS) AND
WITHOUT CHILDREN IN CCSD (NON-PARENTS)



Source: MGT Community Survey, 2006.

EXHIBIT 10-13
CLARK COUNTY COMMUNITY SURVEY
HIGHEST LEVEL OF EDUCATION OF SURVEY RESPONDENTS
WITH CHILDREN IN CCSD (PARENTS) AND
WITHOUT CHILDREN IN CCSD (NON-PARENTS)



Source: MGT Community Survey, 2006.

Exhibit 10-14 illustrates the responses of the parent and non-parent groups on the first set of items in the survey. Overall, the two groups have similar opinions on some issues, but express opposite feelings on others. Both groups express especially similar opinions toward funding and toward the current inadequacy of school facilities to meet future needs. A greater percentage of respondents in each group feel that CCSD could perform better with more funding, and more respondents in each group do not think that that CCSD was funded at an appropriate level. However, the opinions are opposite regarding the district performance level in relation to the amount of funding it receives. The opinions are also distinctly opposite with respect to raising property taxes to build more school facilities.

Forty-eight percent of parents and 43 percent of non-parents do not feel that CCSD receives enough funding to be successful; however, 33 percent of parents and 35 percent of non-parents believe that the school district does receive enough funding. Close to half of each group (47 percent parents and 46 percent non-parents) disagree that the State of Nevada funds Clark County Public Schools at an appropriate level, but 38 percent of parents and 32 percent of non-parents believe that the state does provide an appropriate level of funding. An overwhelming percentage of each group (83 percent parents and 79 percent on non-parents) agree that Clark County should be able to raise funds from impact fees paid by developers for growth that requires an additional number of schools.

About half of the respondents from each group would not be in favor of building smaller schools if it meant an increase in annual property taxes, but more than half of each group would be in favor of building larger schools if it would result in a lower property tax increase.

EXHIBIT 10-14
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON LOCAL EDUCATION FUNDING
COMPARISON OF RESPONDENTS WITH CHILDREN IN CCSD (PARENTS) AND RESPONDENTS WITHOUT CHILDREN IN CCSD (NON-PARENTS)

TELEPHONE SURVEY ITEMS	(A/SA) / (D/SD)*		N / DK**	
	PARENTS	NON-PARENTS	PARENTS	NON-PARENTS
1. The community understands the financial resources available to Clark County School District to provide funding for the operation of the schools.	44/41	32/45	6/9	8/15
2. The community understands the financial needs of Clark County School District.	47/42	34/48	3/8	6/12
3. Clark County School District receives enough funding to be successful.	33/48	35/43	5/13	7/15
4. The School Board meetings are publicized and open to the public.	76/14	59/14	2/9	10/18
5. Clark County School District spends education funds wisely.	33/39	18/50	12/16	11/21
6. Clark County School District performs well for the amount of funding it receives.	44/38	35/40	5/13	9/16
7. Clark County School District could perform better with more funding.	79/13	64/21	5/4	8/7
8. The State of Nevada funds Clark County Public Schools at an appropriate level.	38/47	32/46	5/10	7/16
9. Clark County local property taxes should be increased to provide facilities and school buildings for Clark County School District as needed.	52/38	38/50	4/6	6/6
10. Clark County should be able to raise funds from impact fees paid by developers for growth that requires more schools.	83/7	79/8	3/7	6/7
11. General education programs and special education programs are of equal quality.	39/37	29/35	8/16	9/27
12. The State of Nevada has a responsibility to increase the funding of public schools as requested by the Clark County School Board.	76/12	64/25	4/9	5/6
13. I would vote to approve bonds to build more schools and renovate older schools.	83/10	73/19	5/2	5/3
14. Clark County School District currently has sufficient school facilities to meet future student needs.	32/60	18/64	4/5	6/12
15. I would be in favor of building smaller schools even if it meant an increase in my annual property taxes.	42/48	39/50	5/5	7/4
16. I would be in favor of building larger schools if it would result in a lower property tax increase.	59/31	55/33	5/4	7/5
17. The Clark County School District ensures proper maintenance and cleanliness of the	73/16	53/14	4/7	10/22
18. The Clark County schools have sufficient space and facilities to support the	43/45	30/42	6/5	8/20
19. The Clark County schools have the materials and supplies necessary for instruction in basic skills programs such as	52/41	34/41	3/5	7/18
20. The Clark County School District provides sufficient student services in areas such as counseling, speech therapy, and health.	52/32	37/27	5/10	11/26

EXHIBIT 10-14 (continued)
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON LOCAL EDUCATION FUNDING
COMPARISON OF RESPONDENTS WITH CHILDREN IN CCSD (PARENTS) AND RESPONDENTS WITHOUT CHILDREN IN CCSD (NON-PARENTS)

TELEPHONE SURVEY ITEMS	(A/SA) / (D/SD)*		N / DK**	
	PARENTS	NON-PARENTS	PARENTS	NON-PARENTS
21. The Clark County School District provides adequate and updated technology for	56/30	37/23	5/9	10/30
22. Clark County School District has too many administrators at the central office level.	45/14	58/7	11/30	9/26
23. Clark County School District has too many administrators at the regional office level.	45/13	55/10	11/32	8/27
24. Transportation services such as school buses provided by the Clark County School	56/27	49/22	6/11	9/19
25. Clark County School District could operate more efficiently by contracting with outside companies for some support services such as cleaning schools, maintaining buildings,	58/23	53/24	9/10	9/14
26. The Clark County School District could operate more efficiently by rezoning	54/24	45/16	10/12	13/26

Source: MGT Community Survey, 2006.
*This ratio represents the percentage of *Agree* and *Strongly Agree* (A/SA) and the percentage of *Disagree* and *Strongly Disagree* (S/SD).
**This ratio represents the percentage of *Neither Agree nor Disagree* responses and the percentage of *Don't Know* responses.

With respect to the district operating more efficiently, 58 percent of parents and 53 percent of non-parents agree that outsourcing some support services would contribute to its efficiency, but 23 percent of parents and 24 percent of non-parents disagree with this. Fifty-four percent of parents and 45 percent of non-parents state that CCSD would operate more efficiently by rezoning schools.

Some of the items on the survey show that parents and non-parents have conflicting opinions toward local education funding. Forty-four percent of parents agree while 45 percent of non-parents disagree that the community understands the financial resources available to Clark County School District to provide funding for the operation of the schools. Similarly, 47 percent of parents agree but 48 percent of non-parents disagree the community understands the needs of the school district. Forty-four percent of parents believe that CCSD performs well for the amount of funding it receives, but 40 percent of non-parents do not feel this way. The opinions toward increasing property taxes to provide school facilities and buildings differ between parents and non-parents. Fifty-two percent of parents agree with a property tax increase to provide needed school facilities and buildings, but 50 percent of non-parents do not agree with a property tax increase.

The majority of each group (79 percent of parents and 64 percent of non-parents) believes that CCSD could perform better with more funding. However, a greater percentage of respondents in each group (39 percent of parents and 50 percent of non-parents) do not feel that CCSD spends its education funds wisely.

Most of the respondents in each group (60 percent of parents and 64 percent of non-parents) disbelieve that CCSD currently has sufficient facilities to support future student needs, and the majority of each group (76 percent of parents and 64 percent of non-

parents) are of the opinion that the state of Nevada should increase funding for public schools as requested by the Clark County Board of School Trustees. An even greater percentage of each group (83 percent of parents and 73 percent of non-parents) indicates that they would vote to approve bonds to build more schools and renovate older ones.

On some of the survey items, the results show that a greater percentage in both groups expresses either agreement or disagreement, but the percentages are not similar. For example, most of the respondents in each group agree that CCSD provides sufficient student services. However, for parents, 52 percent agree with this, and 37 percent of the non-parents indicate agreement. Opinions toward the provision of adequate and updated technology for instruction illustrate the same type of example. Fifty-six percent of parents and 37 percent of non-parents agree that CCSD provides adequate and updated instructional technology. Also, 73 percent of parents and 53 percent of non-parents feel that CCSD ensures proper maintenance and cleanliness of school facilities.

This same trend is found in opinions toward the number of administrators at the central office level and at the regional office level. More of the respondents in each group feel that there are too many administrators. However, a greater percentage of respondents in the non-parent group than in the parent group expressed this opinion. Forty-five percent of parents and 58 percent of non-parents believe that the number of administrators is too high at the central office level. Furthermore, 45 percent of parents and 55 percent of non-parents agree that there are too many administrators at the regional level.

Three of the survey items asked for opinions on the adequacy of instructional materials and supplies, transportation, and facilities. More respondents in each group (56 percent of parents and 49 percent of non-parents) agree that transportation services are adequate. With respect to materials and supplies, 52 percent of parents feel that instructional material and supplies are adequately supplied, but 41 percent of each group does not believe that they are. More respondents in each group (45 percent of parents and 42 percent of non-parents) do not feel that CCSD has sufficient space and facilities to support the instructional programs.

Exhibit 10-15 shows the responses to items related to CCSD operating more efficiently. On all of these items, both groups expressed the same opinions toward each area, and the percentages between the groups are generally comparable. Both groups agree that CCSD could operate more efficiently by:

- offering more programs;
- decreasing the number of administrators;
- increasing the number of teachers; and
- increasing the number of support staff.

It is interesting to note that with respect to the number of administrators, a noticeably greater percentage of the non-parent group than the parent group again expressed the opinion that reducing the number of administrators would positively affect the operation of CCSD.

EXHIBIT 10-15
CLARK COUNTY COMMUNITY SURVEY
EFFICIENT OPERATION OF THE SCHOOL DISTRICT
COMPARISON OF RESPONDENTS WITH CHILDREN IN CCSD (PARENTS) AND RESPONDENTS WITHOUT CHILDREN IN CCSD (NON-PARENTS)

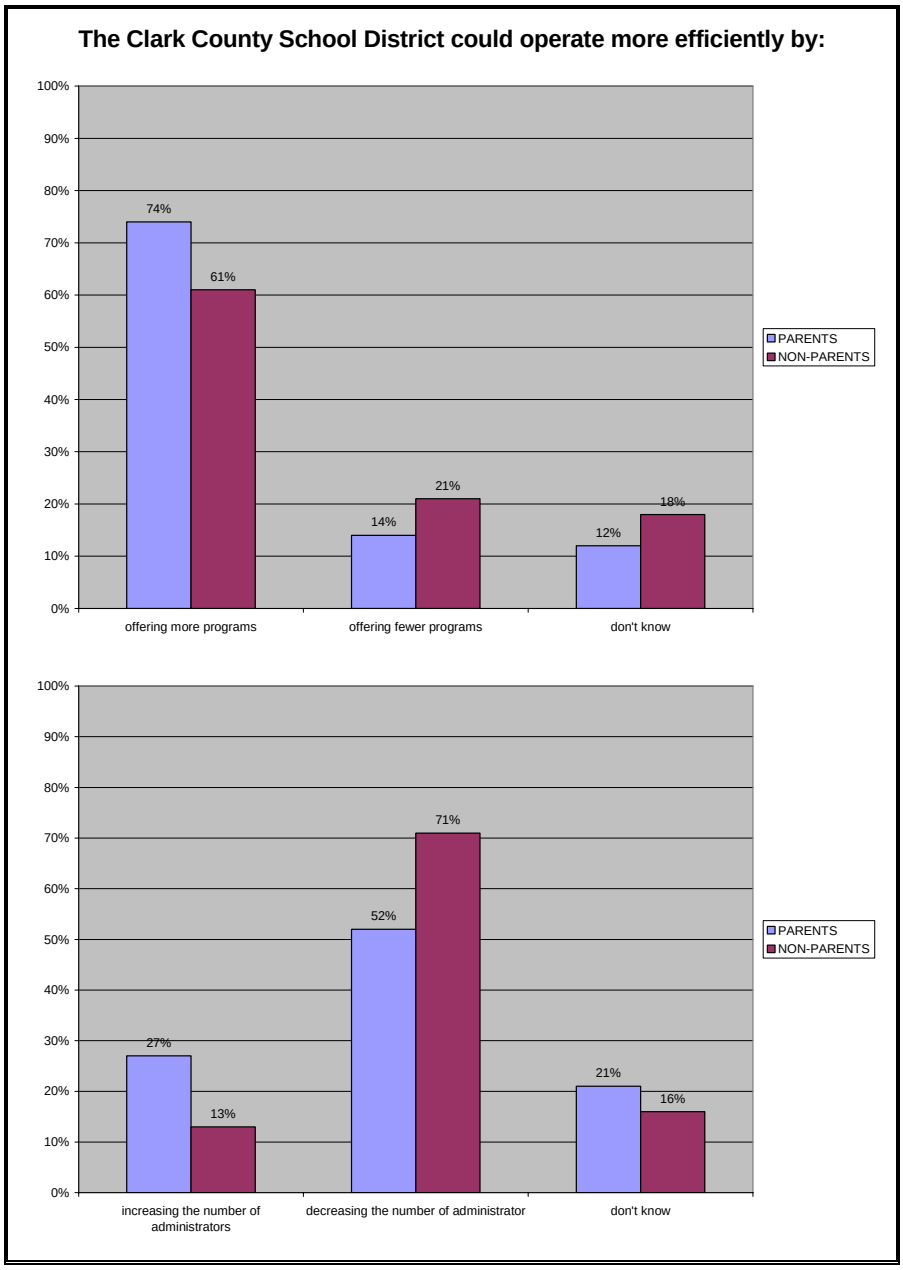
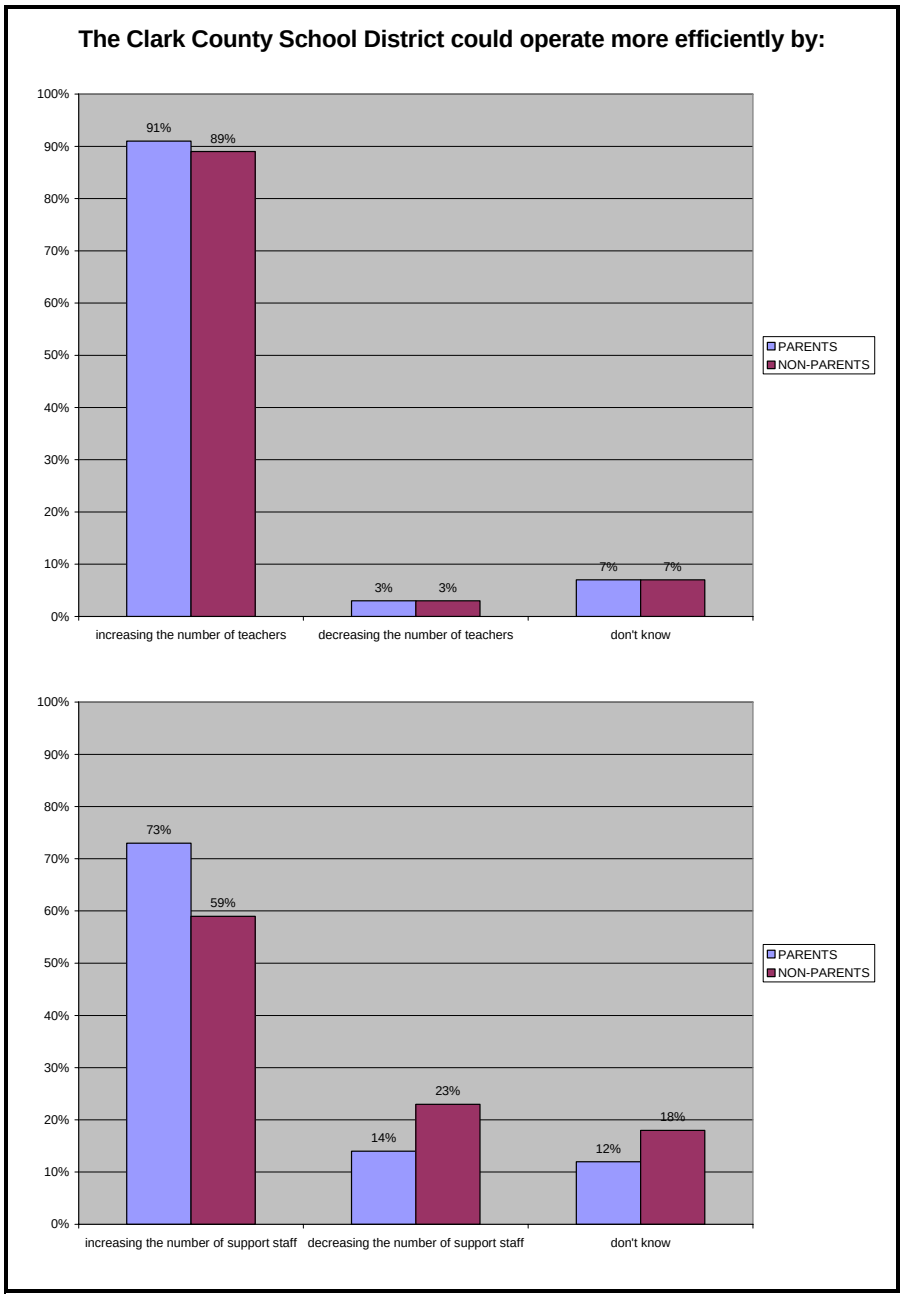


EXHIBIT 10-15 (Continued)
CLARK COUNTY COMMUNITY SURVEY
EFFICIENT OPERATION OF THE SCHOOL DISTRICT
COMPARISON OF RESPONDENTS WITH CHILDREN IN CCSD (PARENTS) AND RESPONDENTS WITHOUT CHILDREN IN CCSD (NON-PARENTS)



11.0 EDUCATIONAL SERVICES DELIVERY

11.0 EDUCATIONAL SERVICES DELIVERY

This chapter presents findings, recommendations and commendations relating to educational services delivery in the Clark County School District (CCSD). The major sections of the chapter include:

11.1 Professional Development of Certified Staff
11.2 Student Performance
11.3 School Improvement
11.4 Organization and Management
11.5 Student Support Services
11.6 Education Services
11.7 Career and Technical Education
11.8 Special Programs

CHAPTER CONCLUSION

The Clark County School District is committed to utilizing its resources to provide appropriate instruction and support services to its students.

Commendations in the area of educational services delivery include:

- CCSD is commended for its Professional Development Education Program for the renewal of professional license for certified personnel. **(Page 11-16)**.
- The Clark County School District's Curriculum and Professional Development Division is commended for providing a comprehensive program of training and orientation to new teachers. Program processes and content are in keeping with best practices **(Page 11-22)**.
- The intensive support provided to new teachers working in high-need schools is reflective of best practices and is commended **(Page 11-23)**.
- CCSD is commended for providing a high-quality training program for aspiring school administrators, with a sufficiently selective screening process to seek out the best candidates for leadership positions **(Page 11-25)**.
- The Clark County School District is commended for the improvement in student achievement for all student subgroups over the past four years **(Page 11-38)**.
- The Clark County School District is commended for having 33 schools recognized for high levels of student achievement **(Page 11-42)**.

- The Clark County School District is commended for providing a range of options for persons seeking a high school diploma or equivalent **(Page 11-45)**.

- The school improvement facilitation guide is a very useful tool in assisting schools to develop effective school improvement plans **(Page 11-49)**.

- The school improvement process employed at both the school and district level in CCSD is a comprehensive model that emphasizes the regular analysis of student performance data to inform classroom practices **(Page 11-50)**.

- CCSD is commended for recognizing the critical need to create systemic change in teacher preparation and administrative staff development aimed to improve the achievement of English language learners **(Page 11-63)**.

- CCSD is commended for exemplary practices of compliance and monitoring the delivery of services to students with disabilities and the successful resolution of due process cases and complaints filed against the district **(Page 11-68)**.

- CCSD is commended for its exemplary data-driven, strategic action planning **(Page 11-69)**.

- CCSD is commended for its exemplary Career and Technical Education Program **(Page 11-94)**.

- CCSD is commended for the provision of exemplary student activities and athletics at the secondary level **(Page 11-100)**.

- CCSD is commended for offering exemplary fine arts programs throughout the district **(Page 11-108)**.

- CCSD is commended for providing challenging opportunities for students who are gifted, talented, and high achieving **(Page 11-110)**.

Recommendations in the area of educational services delivery include:

- Reconfigure the Pathlore system to allow for PDE course on-line registration and remove CCSD computer-only access limitation **(Page 11-18)**.

- Enhance the current professional development program for experienced administrators to reflect best practices in the training and development of veteran school leaders **(Page 11-26)**.

- Conduct an analysis of district practices in the areas found to highly correlate with student achievement and devise strategies to address areas that are not being practiced effectively in CCSD **(Page 11-39)**.

- Identify the key issues related to students' failure to attain a high school diploma and address them through a strategic plan of graduation enhancement **(Page 11-45)**.

- Reorganize the Student Services Division and the Education Services Division to create greater efficiency of fiscal resources, oversight, and program implementation **(Page 11-55)**.

- Link TeachFirst staff development to effective instruction and student performance **(Page 11-63)**.

- Conduct a comprehensive review of evaluation procedures and special education service delivery for students with autism **(Page 11-70)**.

- Continue to refine and expand systemic approaches to inclusive education for students with disabilities **(Page 11-76)**.

- Implement research-based alternatives rather than traditional special education referral practices **(Page 11-83)**.

- Develop a data-driven action plan to align alternative education programs to ensure that the critical components for instruction are provided to improve the overall success of students who have committed severe behavior infractions or who have lost eligibility for enrollment in the comprehensive or non-traditional school **(Page 11-85)**.

BACKGROUND

The Clark County School District serves a diverse population of 291,510 students with varying needs and abilities. The district offers a vast array of educational services and programs to meet these needs. One of the greatest challenges is closing the achievement gap between the sub-group student populations and increasing the number of schools achieving Adequate Yearly Progress (AYP) as per the federal mandate of No Child Left Behind (NCLB).

The district operates 317 schools as of the 2005-06 school year, more than half of which are elementary schools. The breakdown is as follows:

- 193 elementary schools (70 year-round, 123 nine-month)

- 53 middle schools

- 40 high schools

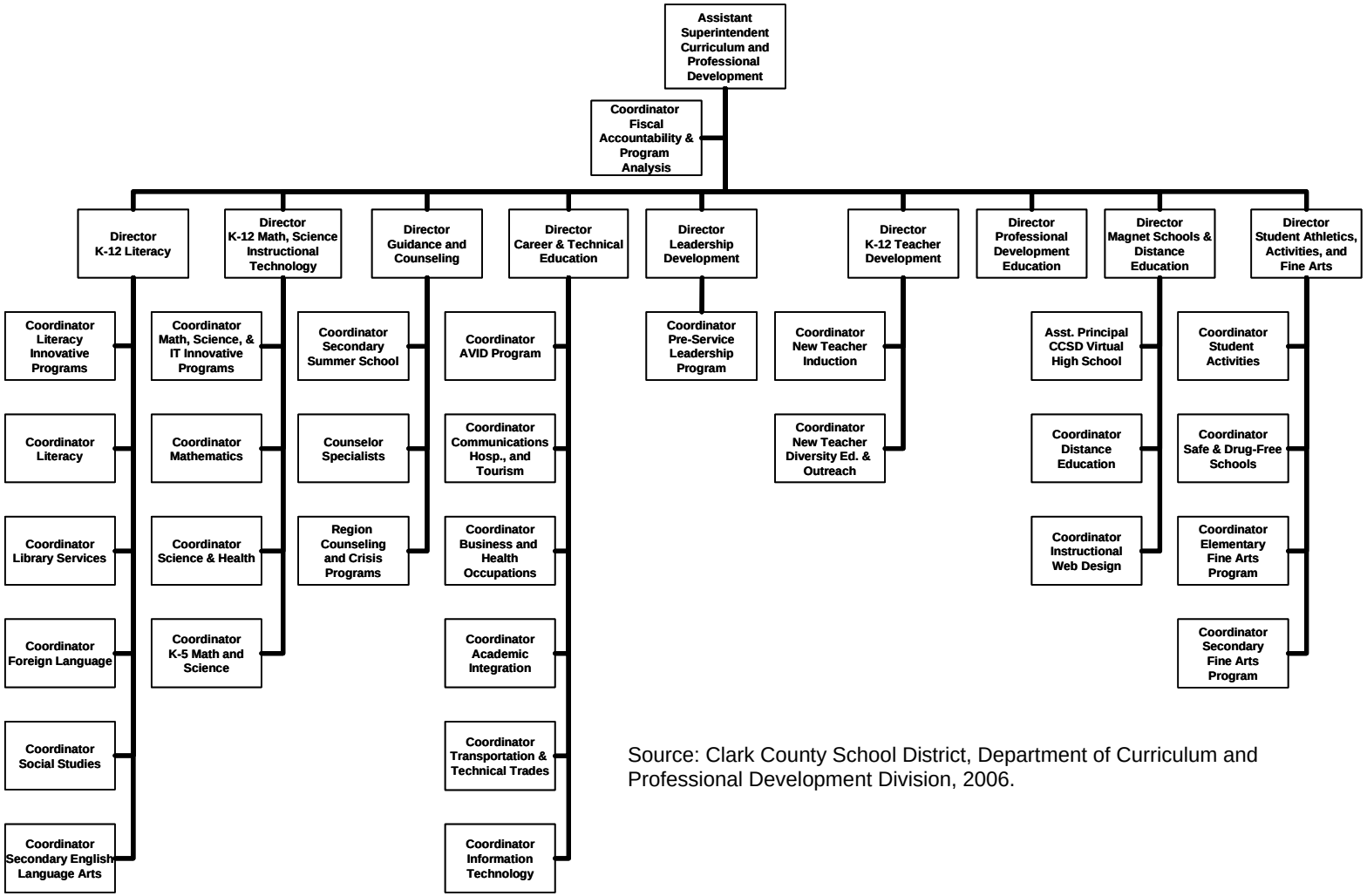
- 31 alternative/special schools

A review of the organizational structure of the Curriculum and Professional Development Division (CPDD) reveals a traditional hierarchical construction. As shown in **Exhibit 11-1**, the department is headed by the Assistant Superintendent for Curriculum and Professional Development. There is a Coordinator for Fiscal Accountability and Program Analysis as a direct report to the Assistant Superintendent, and nine directors. Seven of

the directors lead areas of curriculum and instruction or professional development, and two directors supervise academic programs (magnet schools and distance education, and athletics and fine arts).

Under each director are a number of coordinators, each supervising an area of curriculum or professional development. The academic program directors supervise a number of coordinators and other school administrators, each of whom oversees a variety of academic programs, including the CCSD Virtual High School, distance education, student activities, fine arts program, and Safe & Drug-Free Schools.

EXHIBIT 11-1
ORGANIZATIONAL CHART FOR THE CURRICULUM AND PROFESSIONAL DEVELOPMENT DIVISION
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR



Source: Clark County School District, Department of Curriculum and Professional Development Division, 2006.

The stated mission of the CPDD is to support increased student achievement by "providing relevant curriculum materials and training for teachers and administrators, offering academic services for parents and community members, and coordinating and promoting leadership and extracurricular activities for students."

In its oversight responsibilities for both instruction and professional development, there are a number of academic programs as well programs for the training and development of both certified and classified support personnel. This chapter reviews the academic programs of the Clark County School District and the accompanying levels of student achievement, along with the professional development services provided for instructional personnel.

METHODOLOGY

In its review of these functional areas, MGT examined a variety of documentation including policy and procedural handbooks, personnel records, staff training and development logs, departmental financial data, employment contracts, departmental forms and informational brochures, and the CPDD Web site. In addition, MGT consultants conducted interviews with all central office personnel in the CPDD, including the Superintendent, the Assistant Superintendent for Curriculum and Professional Development, and school-based administrators and staff. These activities allowed MGT to gain insight into the operational routines of CPDD, make recommendations, and note commendations regarding district policies and practices.

MGT consultants surveyed CCSD central office administrators, principals, and teachers, seeking their perceptions of all aspects of district operations. These three employee groups were asked to rate four school district functions—curriculum planning, instructional supervision, instructional support, and staff development—as either needing *some improvement* or *major improvement* or as *adequate* or *outstanding*. As shown in **Exhibit 11-2**, central office administrators and school principals were uniformly positive in their ratings of all four functions, with the percentage of administrators rating each function as *adequate* or *outstanding* ranging from 52 to 58 percent. Principals were even more favorable with the percentage of *adequate* or *outstanding* responses ranging from 62 to 65 percent. Teachers' favorable ratings were approximately half of those given by principals, with the percentage responding *adequate* or *outstanding* dropping to a range of 35 to 38 percent. A unique feature of the responses is their uniformity across all four functional areas, with each of the three employee groups' ratings ranging three points from lowest to highest response.

EXHIBIT 11-2
MGT SURVEY RESULTS
QUALITY OF SCHOOL DISTRICT FUNCTIONS

SCHOOL DISTRICT FUNCTION	ADMINISTRATORS		PRINCIPALS		TEACHERS	
	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING
Curriculum Planning	37	52	33	64	56	35
Instructional Supervision	27	53	30	65	44	38
Instructional Support	29	55	33	63	51	36
Staff Development	36	58	36	62	53	38

Source: MGT Survey of CCSD Administrators, Principals, and Teachers, 2006.

MGT compared the responses provided on the quality of these services to responses given by administrators in other school districts around the nation. **Exhibit 11-3** illustrates these comparisons. As shown, CCSD administrators' favorable ratings mirrored those of administrators in other school districts, with only a 2 to 9 percentage point difference in *adequate* or *outstanding* ratings.

EXHIBIT 11-3
COMPARISON SURVEY RESPONSES
CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

SCHOOL DISTRICT FUNCTION	CLARK COUNTY SCHOOL DISTRICT ADMINISTRATORS		OTHER SCHOOL DISTRICT ADMINISTRATORS	
	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING
Curriculum Planning	37	52	30	50
Instructional Supervision	27	53	30	50
Instructional Support	29	55	32	51
Staff Development	36	58	48	49

Source: Created by MGT of America, 2006.

In addition to specific areas of district performance, the on-line survey asked administrators, principals, and teachers to provide an overall rating for the school district. **Exhibit 11-4** shows the five overall areas these employee groups were asked to rate. As shown, administrators and principals ratings of the overall quality of public education in CCSD were twice as favorable as teachers', with 80 and 84 percent of the former two groups responding *good* or *excellent*, compared with only 44 percent of teachers. When asked whether the overall quality of education was *improving, staying the same,* or *getting worse,* there was again a two to one favorable response on the part of

administrators versus teachers. Sixty-five and 66 percent of administrators and principals respectively stated that the quality of education in CCSD was *improving*, compared with only 26 percent of teachers.

There was greater agreement among the three groups on the grade they would give to CCSD teachers, with 72, 82, and 70 percent respectively of administrators, principals, and teachers giving a grade of "A" or "B." The split opinions returned when respondents were asked to grade school level administrators, with 77 and 83 percent of the two administrative groups giving an "A" or "B," but only 37 percent of teachers giving the same grade. The largest variation in responses came when respondents were asked to grade CCSD central office administrators. While 74 and 62 percent of central office administrators and principals gave a grade of "A" or "B," only 19 percent of teachers responded favorably. Forty percent of teachers gave the central office administrators a grade of "D" or "F".

EXHIBIT 11-4
COMPARISON SURVEY RESPONSES
WITHIN CLARK COUNTY SCHOOL DISTRICT

OVERALL DISTRICT RATINGS	ADMINISTRATOR RESPONSES (%)	PRINCIPAL RESPONSES (%)	TEACHER RESPONSES (%)
1. Overall quality of education in the Clark County School District is:			
Good or Excellent	80	84	44
Fair or Poor	20	15	55
2. Overall quality of education in the Clark County School District is:			
Improving	65	66	26
Staying the Same	26	26	36
Getting Worse	7	7	35
Don't Know	3	1	3
3. Grade given to Clark County School District teachers:			
Above Average (A or B)	72	82	70
Below Average (D or F)	1	0	3
4. Grade given to Clark County School District school level administrators:			
Above Average (A or B)	77	83	37
Below Average (D or F)	4	2	24
5. Grade given to Clark County School District central office administrators:			
Above Average (A or B)	74	62	19
Below Average (D or F)	4	7	40

Source: MGT Survey of Administrators, Principals, and Teachers, 2006.

In addition to the surveys conducted by MGT of America, CCSD, in cooperation with the Clark County Educational Association (CCEA), conducted a survey on school climate in 2005. The resulting *Teaching and Working Conditions* survey involved series of focus groups that came to include over 8,000 CCSD teachers. The overall results of the survey with regard to professional development and the instructional environment are provided in **Exhibit 11-5**. In the survey teachers were asked to respond to statements in four areas: the quality of professional development, school leadership, empowerment, and access. In each area, their responses were overwhelmingly positive. When teachers were asked if the professional development offerings sufficiently provided strategies to address the needs of special populations, over 80 percent responded affirmatively. In the other area of the survey, teachers were asked if the quality of the work environment was encouraging to their instructional efforts and if accomplishments and contributions were rewarded. Again, the positive responses ranged from 50 to 80 percent. The final portion of the survey inquired whether teachers felt empowered to effect change at their schools and if they had adequate resources and materials to perform their jobs well. To both questions, teachers' favorable responses ranged from 50 to 65 percent.

EXHIBIT 11-5
TEACHING AND WORKING CONDITIONS SURVEY RESULTS
CLARK COUNTY SCHOOL DISTRICT

PROFESSIONAL DEVELOPMENT	PERCENT OF POSITIVE RESPONSES
Professional development activities enhance teachers' skills as instructional leader	56%
Professional development in Special Education, Closing the Achievement Gap, Limited English Proficiency, and content area information provided teachers with strategies incorporated into instructional delivery methods	86.5%
Professional development in Special Education, Closing the Achievement Gap, Limited English Proficiency, and content area information is useful in teachers' efforts to improve student achievement	81.2%
SCHOOL LEADERSHIP	**PERCENT OF POSITIVE RESPONSES**
The faculty at my school is committed to helping every student learn	81.3%
Teachers feel they work in an atmosphere of trust and mutual respect and staff members are recognized for their accomplishments	61.0%
Teachers feel there are ample opportunities for community members to contribute to students' success in school	64%

EXHIBIT 11-5 (Continued)
TEACHING AND WORKING CONDITIONS SURVEY RESULTS
CLARK COUNTY SCHOOL DISTRICT

EMPOWERMENT	PERCENT OF POSITIVE RESPONSES
Teachers feel they are trusted to make sound professional decisions about instruction	51.5%
Teachers are involved with steps to solve problems at their school sites	62.6%
ACCESS	**PERCENT OF POSITIVE RESPONSES**
Teachers have sufficient access to appropriate instructional materials and technology	65%
Teachers have sufficient access to professional personnel (school counselors, nurses, psychologists, etc.)	65%

Source: Clark County School District, *Teaching and Working Conditions Survey,* 2005.

Exhibit 11-6 provides a summary of the estimated costs and savings projected, if applicable, for the recommendations contained in this chapter. As can be seen, a net savings of $16,753,800 could be realized should the district choose to implement all recommendations.

EXHIBIT 11-6
PROJECTED FISCAL IMPACT FOR CHAPTER 11.0

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 11: EDUCATIONAL SERVICES DELIVERY								
11-1	Purchase Online Registration System Software. (p. 11-16)	($6,000)	($900)	($900)	($900)	($900)	($9,600)	$0
11-5	Eliminate Title I Coordinator and Eliminate 15 Special Education Regional Coordinators and Eliminate 19 Itinerant Prep Teachers. (p. 11-54)	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$16,763,400	$0
CHAPTER 11 TOTAL SAVINGS (COSTS)		**$3,346,680**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$16,753,800**	**$0**

11.1 Professional Development of Certified Staff

In March 2005, the Clark County School District established the Professional Development Consortium (PDC). Formerly known as the Professional Development Council, the PDC conducted an analysis of professional development activities available in the school district and evaluated their relevance to the district's mission. The PDC also reviewed the communication strategies used to inform CCSD employees of training opportunities and the degree of collaboration on professional development with entities both within and outside of the school district. After its analyses, the PDC established four strategies to be implemented throughout the district over the next three years. In the resulting *Professional Development Strategic Plan 2005-2008*, CCSD outlined the following four strategies:

- **Strategy I – Alignment of Professional Development**
  All service providers will deliver professional development aligned with instructional and district initiatives and/or based on operational requirements. Professional development must be focused on: needs as defined by School Improvement Plans; District Initiatives; Nevada Standards; Domains and Standards as outlined in the Appraisal Report for Licensed Personnel; Domains and Standards as outlined in the Report for Administrative Personnel; and CCSD Policies, Procedures, and Regulations. The PDC discussed ways to ensure that professional development is based on one or more of the above standards.

- **Strategy II – CCSD Regulation 4240, Professional Development: All Employees**
  Revise and update *CCSD Regulation 4240, Professional Development: All Employees* by elaborating on the relevance of professional development and its alignment to state and federal standards; implementing guidelines regarding the process to initiate professional development opportunities in order to enhance communication and collaboration through the increased use of the on-line training registration and information software; and redefining the Professional Development Education (PDE) procedures to match existing practices.

- **Strategy III – Technology System**
  Enhance the on-line registration and information system to be more user-friendly, and include standardized fields in order to provide greater consistency in data input and reporting. Offer training opportunities to district staff regarding the use of the on-line registration system, the importance of inputting trainings into the on-line system, and the need for consistency in data input. Routinely disseminate training reports generated from the on-line system to the appropriate divisions, and analyze the master reports semi-annually as part of the PDC semi-annual meetings.

- **Strategy IV — Enhanced Communication**
  Provide information that can be accessed by the community so that parents and community members have a better understanding of CCSD professional development offerings. Research, develop, and implement an on-line professional development master calendar that provides an overview of training opportunities throughout the district and that can be tied to the existing technology system for participant registration.

Strategy II, revise and update *CCSD Regulation 4240, Professional Development: All Employees*, has been completed and includes language that guides the district activities related to professional development. The guiding principle outlined in Regulation 4240 reads as follows:

> *Providing many opportunities for professional development is essential to attracting and retaining highly qualified employees, to initiating and sustaining school reform, and to improving student achievement. In order to continue to meet the diverse needs of the Clark County School District's staff, and to comply with federal and state standards, varied resources and opportunities for professional development are provided throughout the district. While most professional development is not mandated, competency is expected. Within available budgetary means, each organizational division in the district provides professional development, training opportunities, and services in support of district and region initiatives. A climate of collaboration and continuous improvement is encouraged within each division as well as across divisions. The district also partners with universities, community agencies, professional associations, and other entities to deliver staff development. In-district professional development offered during the workday must be designed and implemented through collaboration with district personnel.*

Evidence of these principles is already present throughout the district. Professional development is seen not as the responsibility of a single district entity, but rather as a distributed responsibility, shared by all regions and departments. **Exhibit 11-7** shows the organizations within the instructional and operational units of the school district that provide professional development.

This section of the report outlines the current practices and programs related to professional development for certified personnel in the Clark County School District and is presented in three sub-sections: *Professional Development Education, K-12 Teacher Development,* and *Leadership Development.* Training opportunities for classified personnel are discussed in the human resources chapter of this report.

EXHIBIT 11-7
CLARK COUNTY SCHOOL DISTRICT
DIVISIONS, REGIONS, AND DEPARTMENTS
OFFERING PROFESSIONAL DEVELOPMENT

INSTRUCTIONAL UNITS	OPERATIONAL UNITS
East Region	Business and Finance Services Division
Northeast Region	Community and Government Relations
Northwest Region	Facilities Division
Southeast Region	KLVX – Channel 10
Southwest Region	School Police
Curriculum & Professional Development	Research, Accountability, & Innovation
Education Services Division	Technology & Information System Services
Human Resources Division	
Instructional Support & Staff Development	
Student Support Services Division	

Source: Clark County School District, Professional Development Services Overview, 2006.

11.1.1 Professional Development Education

Professional Development Education (PDE) is a fee-based program for teachers and administrators to earn credit for the renewal of their professional license and/or for advancement on the salary schedule. Courses offered through PDE are reviewed by the Advisory Board Committee and the Nevada Department of Education. These bodies have approved the courses listed in **Exhibit 11-8** as credit-earning offerings. Approximately 7,000 CCSD certified personnel participate in PDE annually, with over 300 courses offered each semester. The course delivery system is a combination of fully on-line, Web-supported, and traditional classes. Hard copies of the course catalog are sent to each worksite in the district, and there are weekly updates to the information listed on the phone-in hotline.

Courses offered through PDE have a five-year life cycle. Course developers are usually the instructors, and near the end of the five-year period, they receive a memorandum from the Curriculum and Professional Development Division reminding them that their course is about to expire and inquiring as to whether they will rewrite the course for renewal. A challenge faced by the district is the lack of sufficient course developers to write new courses and/or update existing courses.

EXHIBIT 11-8
APPROVED PROFESSIONAL DEVELOPMENT EDUCATION COURSES
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR

Administration	Equity/Diversity Education	Mathematics
Assessment	Fine Arts	Science
Behavior Management	Foreign Language	Social Studies
Computer Technology	Health/Physical Education	Special Education
Counseling	Instruction	Speech
Curriculum	Library Services	Vocational Education
English/Language Arts	Literacy	Writing

Source: Clark County School District, Curriculum and Professional Development Division, 2006.

FINDING

There is a comprehensive system for selecting and participating in courses for certificate renewal.

CPDD produces a regular series of course offerings in the summer, fall, and spring of each year. A searchable, on-line catalog of courses is posted on the division's Web site, and each course title is accompanied by the following information:

- Course number
- Number of credits that can be earned
- Who is eligible to take the course
- Name of the instructor
- Dates and time of the course
- Cost
- Location
- Special information (e.g., name and number of a contact person)

The Web site provides all relevant information regarding PDE course offerings and presents the information in a concise, easily understood manner. Details relating to such areas as course attendance, payment, and any special circumstances surrounding the course are also provided. **Exhibit 11-9** provides a sample illustration of the course details offered at the Web site.

EXHIBIT 11-9
PROFESSIONAL DEVELOPMENT EDUCATION
PARTICIPATION INFORMATION FOR COURSE REGISTRATION
2005-06 SCHOOL YEAR

1. Check the course information carefully. Some courses are scheduled during CCSD holiday periods.
2. Some courses may have additional educational course requirements. Be sure to follow "Special Information" instructions/directions.
3. PDE instructors are approved by the Clark County School District and the Nevada Department of Education. This approval in no way implies approval of other endeavors in which they may be involved.
4. Facilities selected for courses are accessible to all. Services needed to facilitate handicapping conditions must be requested in advance by calling the PDE office (799-1921).
5. **Absences are not allowed. A maximum absence of two (2) hours per credit (in emergency cases only) may be made up with permission from the instructor and the PDE Office.** (All make-up work must be completed within a reasonable timeline during the same semester.)
6. Absences are not allowed when taking a course which requires a combination of face-to-face instruction and on-line hours.
7. Enrollment verification must be confirmed prior to the start of class as **"walk-ins" will not be accepted. Courses may not be audited.**
8. **NO CHILDREN ALLOWED.**

Source: Clark County School District, Professional Development Education Web Site, 2006.

The provision of PDE courses in the district facilitates the ability of certified personnel to obtain the credits necessary for the renewal of their professional license. The structure of the course delivery and content of course offerings reflect best practices in professional development. In accordance with Strategy I of CCSD's strategic plan for professional development, course offerings are aligned with instructional and district initiatives. All courses are offered after the regular school day and on Saturdays, eliminating the cost for substitute teachers.

COMMENDATION

CCSD is commended for its Professional Development Education Program for the renewal of professional license for certified personnel.

FINDING

The Pathlore system for on-line registration provides a user-friendly system for CCSD employees, but should be reviewed and measured against best practice to ensure that it meets the requirements of Strategy III of the district's strategic plan for professional development.

The CCSD Pathlore registration system is billed as, "the Clark County School District Professional Development Registration and Tracking System database that calendars and tracks professional growth and large meetings for the entire District." However, Pathlore is not linked to the system of PDE courses offered for license renewal, serving as a registration portal for on-line professional development courses only. One of the limitations of the system is that it is only accessible from a Clark County School District computer, thus eliminating the flexibility of a fully accessible on-line registration system.

CCSD's Pathlore system is comparable to the registration systems of its peer districts around the country, with the exception of its access being limited to CCSD computers. **Exhibit 11-10** shows the configuration of the professional development course registration systems of CCSD and its peers.

The district has a significant financial investment in the creation of professional development courses. Because of this, it is imperative that it have a registration system that allows quick and easy access to course information, and encourages use by district personnel. The current system of registration for PDE courses is time-consuming and requires multiple steps (printing out the registration form, filling it out by hand, mailing in payment, etc.) that delay the registration process.

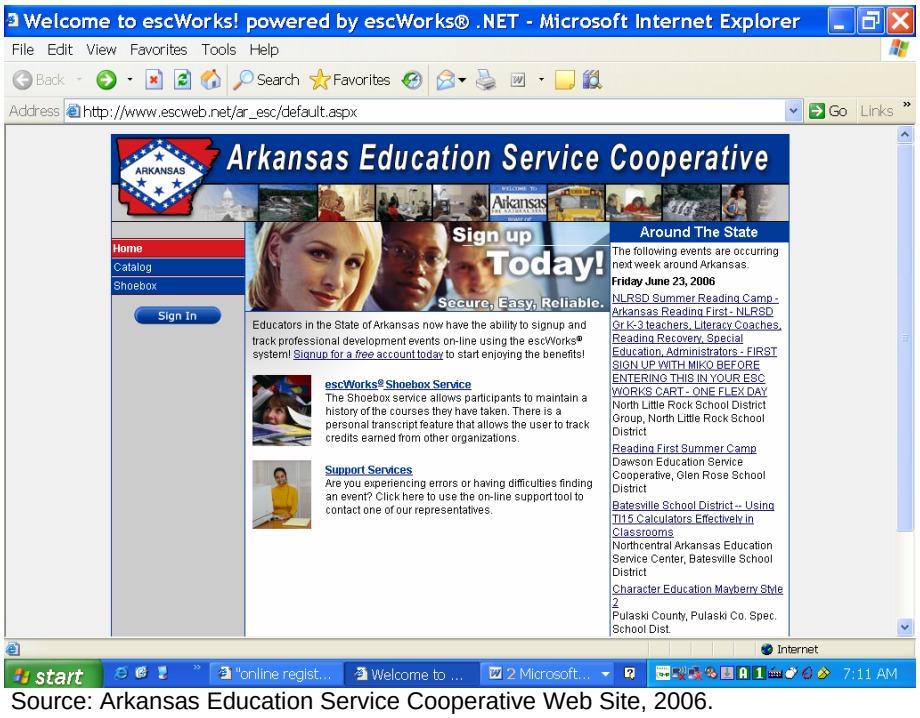
Many of the best on-line registration systems have been created by educational consortia around the country. Such systems are very user-friendly with easy-to-follow graphics and on-screen help tools. Several systems have live tech support available to assist workshop registrants with problems they may encounter when trying to sign up for a course. An example of a highly effective on-line registration system from an educational consortium is that of the Arkansas Education Service Cooperative (AESC), whose home page is shown in **Exhibit 11-11**.

EXHIBIT 11-10
COMPARISON OF ON-LINE REGISTRATION SYSTEMS FOR CLARK COUNTY AND PEER SCHOOL DISTRICTS

SCHOOL DISTRICT	ON-LINE SYSTEM	REGISTRATION PROCESS
Clark County School District	Yes	Downloadable PDF form/mail in registration
Broward County Public Schools	Yes	Register for on-line courses only (Broward Virtual University)
San Diego Unified School District	Yes	Register on-line/mail in registration fee
Houston Independent School District	Yes	Register on-line for professional development courses
Miami-Dade County Public Schools	Yes	Register on-line for professional development courses
Philadelphia School District	Yes	Register on-line for professional development courses
Washoe County School District	Yes	Register on-line for professional development courses

Source: District Web Sites, 2006.

EXHIBIT 11-11
ARKANSAS EDUCATION SERVICE COOPERATIVE ON-LINE REGISTRATION SYSTEM HOMEPAGE



Source: Arkansas Education Service Cooperative Web Site, 2006.

RECOMMENDATION

Recommendation 11-1:

Reconfigure the Pathlore system to allow for PDE course on-line registration and remove CCSD computer-only access limitation.

Strategy III of CCSD's strategic plan for professional development involves technology planning. A portion of the strategy states, "Enhance the on-line registration and information system to be more user-friendly, and include standardized fields in order to provide greater consistency in data input and reporting." Reconfiguring the Pathlore system to increase its accessibility and use would be one means of executing this aspect of the technology plan. When looking to enhance the current system, the district should incorporate features that represent best practice in the area of on-line registration systems, such as:

- **Increased convenience for course registrant:** Pre-populated registration forms aid in the convenience of completing a registration form. Persons should only complete the personal data once, then the data should appear automatically the next time that individual logs on to the registration system.

- **System durability:** The capacity of the computer system should be sufficient to accommodate hundreds of users and thousands of records in an easily scalable manner. The system should also provide registrants with the ability to register for multiple courses, with different fee pricing, and all pricing totaled at the end.

- **Automated communication:** The system has the capability of generating e-mails to course registrants informing them of course updates, schedule changes, and automatic reminders of registered course date, time and location. The system should have an opt-out function for those not wishing to receive e-mail messages.

- **Increased efficiency for course instructor:** The system would allow course instructors or others involved in professional development to monitor the registration level for all courses to determine if like courses should be consolidated or cancelled due to low interest, or to see when courses have filled and if new sections need to be added to the schedule. The system should generate a roster of participants with specified data (e.g., name, school, grade/ subject) at the close of the registration period.

- **Improved data analysis and reporting:** These systems typically provide the ability to track and manage multiple courses, and have built-in data analysis tools with graphs, budget comparisons, and other features, with reports generated in Excel, Access, and other database formats.

- **Security and support:** Many systems allow the instructor or other authorized personnel to help ensure system accuracy and security. Secure socket layer (SSL) encryption is used to transfer payment (i.e., credit card) data or personal information such as Social Security numbers securely. These systems also feature highly secure data warehouses, with firewalls, backups, redundant fault-tolerant fail-over systems, and other features to protect data and eliminate system downtime.

CORRECTIVE ACTION PLAN

1. The Curriculum and Professional Development Division, in collaboration with the Research, Accountability, and Innovation Division (RAI), should review the current state of technology with regard to accessibility and on-line registration, specifically the Pathlore system, and identify steps for reconfiguring the system.	January 2007
2. Technology and Information Systems (TISS) personnel should begin reconfiguring the system, incorporating appropriate features of best practice in on-line registration systems.	March 2007
3. TISS personnel should begin a pilot registration of the new system, testing its added capabilities.	June 2007
4. TISS, with input from CPDD and RAI, should adjust the system as needed based on an analysis of the results of the pilot test.	August 2007
5. CPDD should bring the new system on-line, with on-screen tutorials to acquaint users with the new features, and post advertisements throughout the district informing all would-be registrants of the updated system.	September 2007

FISCAL IMPACT

Since there is currently a system in place to support electronic registration for on-line courses, a review of the system by the CCSD technology staff would determine if the current system has the capacity for accommodating on-line registration for all professional development courses. The costs of implementing this recommendation would depend on whether or not the current system could be expanded or would need to be replaced. If the system could be expanded, then would be no additional costs. If on-line registration system software had to be purchased, costs would range between $2,500 and $7,500, with annual maintenance fees costing between 10 and 25 percent of initial price.

An estimate of the costs of an on-line registration system for CCSD, with features that include accommodating multiple/concurrent users, interactive calendar, double-booking security (to prevent persons from registering for two events that are being held at the same time), and electronic payment, would be $6,000 for initial set-up/installation, and

15 percent annually ($900) for maintenance and upgrades, for a total cost of $9,600 over a five-year period.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Purchase On-line Registration System Software	($6,000)	($900)	($900)	($900)	($900)

11.1.2 K-12 Teacher Development

The Clark County School District hires in excess of 3,000 new teachers each year. The challenge is to give these new employees the support they need not only to remain in the profession, but to develop into high-quality educators as demanded by the standards of No Child Left Behind and other accountability measures, including district requirements. In recognition of this challenge, CCSD has created a support network consisting of print materials, mentor teachers, and specialized training to enhance their teaching skills and increase the likelihood of their remaining both in the district and in the profession.

The first step in developing effective strategies to support new teachers is to identify the areas in which these new educators need the most assistance. Most researchers agree that the day-to-day issues are the first priority: where to find necessary supplies, how to deal with behavioral problems, and exactly what classroom materials are needed. Beyond these routine issues, research shows that new teachers need guidance and support in the following areas:

- Setting up a classroom for the first time
- Learning school routines and procedures
- Designing lesson plans
- Developing classroom management skills
- Responding effectively to behavior and discipline problems
- Teaching with limited resources
- Motivating students and engaging them in class activities
- Creating a community of learners
- Working effectively with English-language learners (ELL), learning disabled, and special needs students
- Understanding social and environmental factors that may contribute to student behavior and performance
- Assessing student performance

- Understanding new state and district standards and assessments, and how they affect teaching strategies
- Understanding procedures and policies related to curriculum adoption
- Learning to communicate with and involve parents
- Developing organization and time management skills
- Identifying opportunities for professional development
- Connecting theories and teaching methods learned in college to classroom practice

FINDING

CCSD provides a number of orientation and induction activities designed to acquaint new teachers with the culture and customs of the school district.

During the months of July and August, the Curriculum and Professional Development Division provides a New Teacher Welcome Center. The purpose of the center is to provide information on basic community services such as housing, banking, and other district and community resources. CPDD also coordinates Community Day, an annual event that gives new teachers the opportunity to meet colleagues who came from the same region of the country. The event features social activities and sessions on topics of personal interest to the teachers. Additional information on services offered by local community and district agencies is also provided.

In addition to these orientation events, CPDD produces several publications that provide additional support and guidance to new teachers. *Great Beginnings* is a handbook that contains tips and strategies to help teachers increase their effectiveness during their first year in the classroom. The topics focus on instructional and classroom management strategies to help teachers meet the challenges inherent in the first-year experience. *Tips for New Teachers* is a calendar with daily advice from teachers who were new to the district the previous year, and other educators, on how to survive that grueling first year. Finally, CPDD produces *New Teacher Connection*, a newsletter with information and suggestions timed to important events throughout the school year.

Throughout the year, CPDD conducts a series of workshops to assist beginning teachers in planning and implementing effective lessons. These New Teacher Induction Modules are a series of four two-part work sessions that focus on the learning environment, lesson planning and preparation, and instruction. The modules are presented by trained professional development facilitators and conclude with a three-part qualitative assessment that asks participants to list three things (ideas or knowledge) they found useful in the workshop, two skills they have applied in their classrooms, and one question they still have about the module topic.

In the fall of each year, CPDD coordinates a new teacher conference, which features a keynote speaker and a series of sessions on various content areas, including

mathematics, literacy, technology, and meeting the learning needs of special populations such as exceptional education students and English language learners.

COMMENDATION

The Clark County School District's Curriculum and Professional Development Division is commended for providing a comprehensive program of training and orientation to new teachers. Program processes and content are in keeping with best practices.

FINDING

With regard to new teacher development, one of the exemplary initiatives in the district is the Urban Teacher Program developed and conducted in the CCSD Northeast Region.

This region has a concentration of high need schools that require teachers with strong instructional skills. Since the region also typically has the highest number of new teachers each year, the need for an effective support network for new teachers assigned to the region is quite evident.

The Northeast Region Urban Teacher Program is a collaborative between CCSD and the Clark County Education Association, a local affiliate of the National Education Association. The purpose of the program is to recruit and retain strong, effective teachers in identified at-risk schools in the Northeast Region.

Twenty-one of these identified schools—four high schools, seven middle schools, and 10 elementary schools—have 28 full-time mentors. These mentors work with approximately 430 first-year teachers and nearly 160 second-year teachers. Key features of the program are a six-week summer academy in which mentor teachers familiar with the challenges of working in urban settings discuss issues that new teachers need to know and strategies they should be integrating into their teaching practice. Participation is voluntary, and participating teachers earn 16 professional development credits, which moves them one column over on the district salary schedule. The program also features ongoing professional development activities throughout the year as a part of the Urban Teacher Learning Community (UTLC). The UTLC consists of professional development at the school level, conducted by the teacher mentors before and after school, and/or on Saturdays. The UTLC meets 26 hours a month between September and May. Once teachers complete these sessions, they again have the opportunity to move over one column on the salary schedule.

The key to the success of UTLC is the mentor teachers. Mentors attend weekly all-day forums during which they share ideas, problem-solve difficult situations, and share coaching strategies and information on upcoming conferences and workshops.

In general, induction programs like the Urban Teacher Program function to help beginning teachers make the transition from students of teaching to teachers of students. They serve not only to introduce beginners to teaching methods and school policies, but to introduce them to the culture of teaching. Best practices for program content and development include the following:

- Program goals and purposes should be clear, as should the roles and responsibilities of participating teachers.

- The program should have clear leadership and should be adequately staffed. Some programs hire retired or part-time teachers.

- Program leaders, staff, and veteran teachers should all receive quality, ongoing training on how to work effectively with novice teachers.

- Training should help participants develop skills for coaching new teachers as well as productive strategies for discussing content area issues and teaching methods.

- Participation in induction programs should not place excessive time demands on new teachers or other staff members.

- Both new and veteran teachers should receive some incentive for participating, whether in the form of money, extra release time, or steps toward career advancement.

- The program should encourage reflective practice, for new teachers as well as the veteran educators assigned to work with them.

COMMENDATION

The intensive support provided to new teachers working in high-need schools is reflective of best practices and is commended.

11.1.3 Leadership Development

CCSD Regulation 4112 requires that persons seeking administrative positions in the district must complete the Educational Leadership Development Program (ELDP). As stated in board policy, the program is mandatory, without compensation for participation or salary advancement on the pay schedule. The ELDP has three levels of participation: aspiring administrators, beginning administrators, and experienced administrators. Aspiring administrators are those persons who are currently in non-administrative roles and are interested in becoming an administrator in the Clark County School District. Beginning administrators are currently in the role, but typically have served for a period of three years or less. Experienced administrators have at least three years of experience in the role.

The Aspiring Administrators Program is a 17-week experience designed to provide participants with an understanding of district-specific programs, initiatives, and expectations for entry-level administrative positions. Persons in the Beginning Administrators Program participate in a two-year professional development program focused on enhancing their abilities in the areas of supervision and evaluation of staff, curriculum and instructional strategies and programs, and results-driven school improvement planning. Training for experienced administrators varies each year based on current needs and trends in the district and/or legislative initiatives, and is offered in

cooperation with CPDD the Southern Nevada Regional Professional Development Program, and the Nevada Association of School Administrators.

FINDING

CCSD provides a high-quality preparation program for aspiring administrators.

The Educational Leadership Development Program has four stated goals:

1. Provide professional development for all initial service administrators, as well as experienced administrators, directly related to the district's A+ Accountability Plan, No Child Left Behind, and state school improvement initiatives.

2. Maintain a mentoring program for first year administrators specifically focusing on developing a school culture to foster school improvement.

3. Maintain a pool of qualified administrative candidates who have demonstrated competence related to school leadership responsibilities.

4. Work collaboratively with local universities related to educational leadership programs.

Based on a review of documents provided by CCSD and interviews with administrators responsible for the oversight and implementation of the program, MGT believes ELDP is carrying out its stated goals. There are currently between 75 and 100 persons in the Aspiring Administrators Program. Experts in the field serve as mentor principals, as well as faculty from NOVA Southeastern University and the University of Nevada at Las Vegas (UNLV). Participants use release days to attend training events. Approximately 200 persons now have successfully completed the Aspiring Administrators training and are in the administrative pool. The Beginning Administrators Program has approximately 400 participants, consisting of deans, assistant principals, and new principals, with the largest portion being 102 elementary principals.

In recognition that central office administrators often also aspire to school-based administrative experience, CPDD created the Advanced Leadership Training (ALT) program to aid central office administrators in their quest to become school principals. Like their school-based counterparts, ALT participants must successfully complete ELDP and apply.

Coordination of such a large program is a time-consuming undertaking, and a schedule of events/activities must be worked out across numerous district divisions. As a quality control measure, an Administrative Advisory Committee, consisting of representatives from all central office divisions and all district regions, meets three times a year to provide feedback on the program's operation and effectiveness. A key indicator of effectiveness is the program's ability to maintain an adequate supply of high-quality administrative candidates in the applicant pool. Most recently, there were 110 applicants to the pool, and 60 were accepted.

The leadership domains featured in the ELDP are instruction, assessment, school culture, and management. Research conducted by the Southern Region Education Board (SREB) echoes the importance of these four areas, and findings indicate that school administrators must possess three key characteristics in order to lead schools to higher levels of student achievement. These include:

- Possessing a comprehensive understanding of school and classroom practices that contribute to student achievement.
- Knowing how to work with teachers and others to fashion and implement continuous student improvement.
- Knowing how to provide the necessary support for staff to carry out sound school, curriculum and instructional practices.

COMMENDATION

CCSD is commended for providing a high-quality training program for aspiring school administrators, with a sufficiently selective screening process to seek out the best candidates for leadership positions.

FINDING

While there are extensive training and development options for aspiring and early-career school administrators, there are fewer offerings for those veteran administrators looking to enhance their professional practice.

In studying the issue of professional development for experienced principals, the Educational Research Service (ERS) found that principals repeatedly expressed a desire to augment their expertise and personal skills, but found the current professional development activities at their schools lacking (2000). ERS reported that one of the most frequently requested opportunities for development was the chance to network with other principals to exchange ideas, evaluate the demands of their jobs, and discuss how to implement change at their schools. Principals also placed a high value on follow-up training and training on how to translate ideas about change into practice.

With the vast numbers of experienced school leaders at or nearing retirement, the emphasis in leadership development nationwide has been on creating programs that will fill the leadership pipeline and produce strong, effective new principals; however, significantly less attention has been paid to developing equally effective programs for veteran school leaders seeking to enhance their skills and increase their schools' capacity for high student achievement. Effective professional development programs that focus on experienced school leaders are characterized by action-oriented, theory-based content that engages participants, encourages dialog between and among the participants, and focuses on high-leverage activities that will positively impact the school culture and student outcomes.

In interviews with central office and school administrators in CCSD, the need for more professional development that targets senior administrators was repeatedly expressed.

This employee group is tapped to serve as mentors for aspiring principals and instructors for training activities for new and aspiring administrators, but there are not a representative number of development activities in which they are the target audience. Failure to keep this group motivated and energized can result in a loss of this experienced talent pool and in turn a diminishment in the overall quality of school leadership due to early retirements or transfers into divisional administration or out of the school district entirely.

RECOMMENDATION

Recommendation 11-2:

Enhance the current professional development program for experienced administrators to reflect best practices in the training and development of veteran school leaders.

Several districts around the country provide professional development activities that target experienced principals. One such program is the Principals' Leadership Academy for Experienced Principals hosted by the West Virginia Center for Professional Development. Seasoned principals select from a variety of sessions that meet their personal professional development needs as well as those of their schools. Over the course of six years, principals are required to attend 45 hours of Academy sessions that meet at least four of the six leadership standards established in state board policy.

The United States Department of Education funds school leadership development programs around the country through its Innovative Pathways to Leadership grants. The School Leadership program provides competitive grants to assist high-need local educational agencies (LEAs) with recruiting, training, and retaining principals and assistant principals. A high-need LEA is defined as one that: (1) either serves at least 10,000 children from low-income families or serves a community in which at least 20 percent of children are from low-income families; and (2) has a high percentage of teachers teaching either outside of their certification or with emergency, provisional, or temporary certification.

CORRECTIVE ACTION PLAN

1. The Director of the Leadership Development Department, along with selected experienced principals, should meet to discuss the shortcomings in the current program with regard to experienced principals and review the eligibility and program requirements of the federal leadership grant program.	January 2007
2. Selected Leadership Development Department staff should review model programs around the country in school districts with similar demographics and select features that would be appropriate for the Clark County School District and create a plan for program.	February 2007

3. Selected Leadership Development Department staff should complete the grant application and begin seeking alternate sources of funding. — March 2007

4. The Director of the Leadership Development Department should submit the grant application. — April 2007

5. If the Leadership Development Department is awarded grant funding, it should begin implementing the program according to plan. If the funding is not awarded, it should solicit other sources of funding. — May 2007

FISCAL IMPACT

This program can be funded through grants and should not require the use of district funds. The cost of this training cannot be estimated until the district determines the content, time frame, and number of participants.

11.2 Student Performance

Nevada's K-12 students are assessed through the Nevada Proficiency Examination Program (NPEP). NPEP consists of subject area tests taken by students enrolled in public and charter schools in specific grades and specific programs. It includes the following assessments:

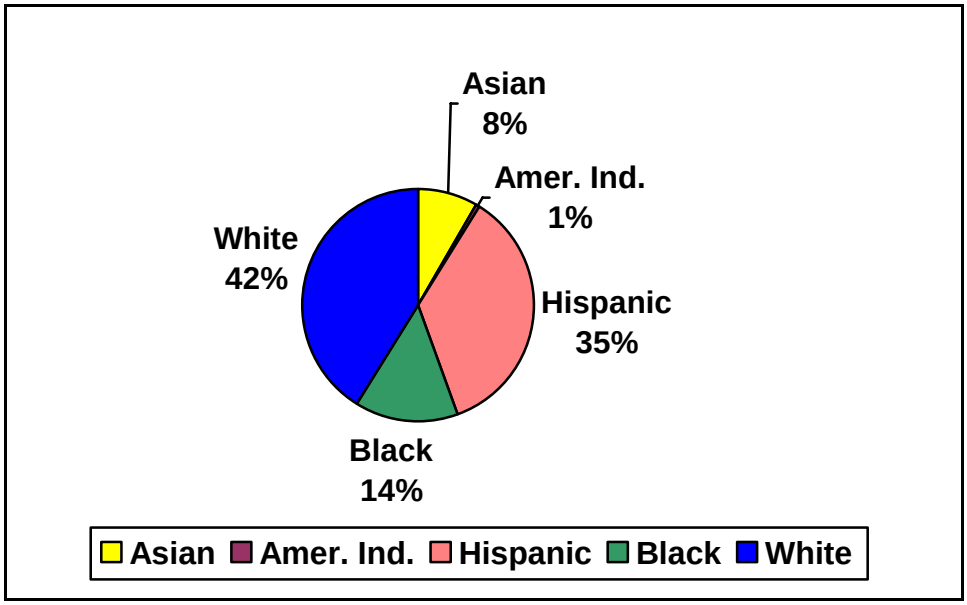
- High School Proficiency Examination (HSPE) in Reading and Mathematics
- Writing Assessments; Iowa Test of Basic Skills (ITBS)
- Iowa Tests of Educational Development (ITED)
- Criterion-Referenced Tests in Reading, Mathematics, and Science (CRTs, Language Proficiency Assessment
- Nevada Alternate Scales of Academic Achievement (NASAA)
- National Assessment for Educational Progress (NAEP).

According to the Nevada Department of Education, NPEP has two purposes: The first purpose is to provide opportunities for districts, schools, teachers, students, and parents to assess student achievement in the areas specified by Nevada Revised Statutes (NRS). The other purpose is to provide accountability to the public and to the Legislature. Test scores from the CRTs, the Writing Assessments, and the HSPE are used to determine Adequate Yearly Progress (AYP) for every public school and charter school as well as for the eight student populations specified by the federal No Child Left Behind Act.

CCSD has a racially and ethnically diverse mixture of students with no majority population. **Exhibit 11-12** illustrates the racial/ethnic distribution of students in the

district. White students comprise the largest percentage of the student population at 42 percent, with Hispanic students closely following at 35 percent. Black students are the next largest subgroup at 14 percent, followed by Asian students at eight percent. American Indian/Alaskan Native students make up barely one percent of the total student population.

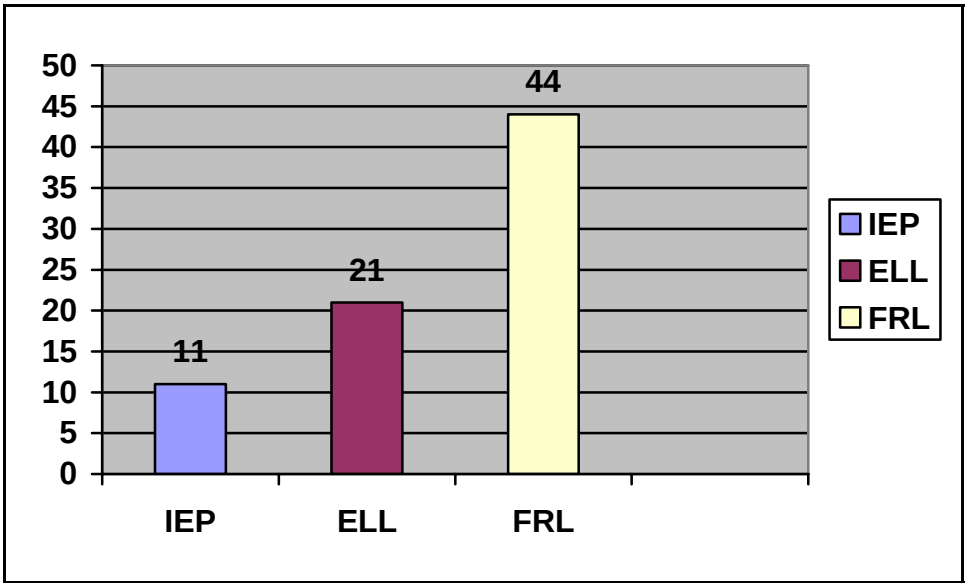
EXHIBIT 11-12
RACIAL/ETHNIC DISTRIBUTION OF STUDENTS
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR



Source: Nevada Department of Education, 2006.

In addition to racial/ethnic populations, student performance is tracked in other subgroups as well. Three of these subgroups are students with disabilities, students with English as a second language, and students who qualify for free or reduced lunch. Each of these groups is designated by a three-letter code. Students with disabilities are represented as IEP students. The IEP designation comes from the individual education plans required for every identified student in this group. Students with English as a second language are designated ELL, for English Language Learner. Students qualifying for free or reduced lunch are identified as FRL. As shown in **Exhibit 11-13**, 11 percent of CCSD students are classified as IEP, 21 percent as ELL, and 44 percent as FRL.

EXHIBIT 11-13
PERCENTAGE OF OTHER STUDENT POPULATIONS
CLARK COUNTY SCHOOL DISTRICT
2005-06 SCHOOL YEAR



Source: Nevada Department of Education, 2006.
IEP = Students with disabilities
ELL = English Language Learner students
FRL = Students who qualify for free or reduced lunch

These subpopulations are all represented in the test results of examinations taken by Nevada elementary, middle and high school students. The following exhibits and accompanying narrative describe the performance of each of these student groups in reading and mathematics on both the proficiency exams in elementary and middle school, and the Nevada High School Proficiency Exam in 10th and 11th grades.

Exhibit 11-14 provides a comparison of student demographics in the Clark County School District and peer districts around the country. As shown in the exhibit, CCSD's racial/ethnic distribution of students is comparable to that of other districts, with San Diego County being one exception with a much higher Asian student population, and Dade and Houston having a significantly higher percentage of Hispanic students. Within the special populations of students, all districts are comparable with regard to the percentage of IEP (special needs) students, and the percentage of ELL students, with the exception of Houston, whose ELL population is nearly 30 percentage points higher than that of its peer districts. There is some variation in the percentage of students qualifying for free or reduced lunch, with CCSD, at 44 percent, having the third lowest percentage of students.

EXHIBIT 11-14
PERCENTAGE OF OTHER STUDENT POPULATIONS
CLARK COUNTY SCHOOL DISTRICT
2004-05 SCHOOL YEAR

DISTRICT	BLACK	WHITE	HISPANIC	ASIAN	AMERICAN INDIAN	IEP	ELL	FRL
Clark County	**14%**	**42%**	**35%**	**8%**	**0.1%**	**11%**	**21%**	**44%**
Broward County	37%	33%	25%	3%	0.2%	13%	11%	45%
Dade County	28%	10%	60%	0.2%	0.1%	10%	25%	71%
Houston ISD	30%	9%	58%	3%	0.1%	10%	55%	82%
San Diego County	14%	26%	43%	17%	0.5%	12%	28%	57%
Philadelphia City School District	65%	15%	15%	5.0%	0.2%	12%	28%	57%
Washoe County	4%	59%	29%	6.0%	3.0%	13%	14%	36%

Source: Web sites for each state's Department of Education, 2006.

The next series of exhibits illustrate the performance of Clark County School District students on criterion-referenced measures of achievement in grades 3 through 11. As shown in **Exhibit 11-15**, there is a consistent gap in achievement between grade 3 White students and other racial minorities in CCSD, except for Asians. Compared to the district average of 49.8 percent of students scoring at a proficiency level, White students (63.8%), and Asian students (66.4%) performed significantly higher. When various ethnic groups are compared to each other, the contrast in performance is even more dramatic. The achievement gap between White students and Black students was 31.6 percent (63.8% proficiency, versus 32.2%).

In reading, the difference in performance between White students and other non-Asian minorities as compared to the district average is similar to the numbers for student performance in math. White (58.2%) and Asian (57.5%) students exceeded the district average of 42 percent proficient by 15.7 and 13.0 percentage points respectively. Likewise, non-Asian minorities performed significantly worse than their White counterparts, with the achievement gap between these students and Black (31.1%) and Hispanic (27.6%) students at 27.1 and 31.2 percentage points respectively.

For students qualifying for free and reduced lunch, ELL students, and students in special programs, the performance gap is just as pronounced. Each of these subgroups had proficiency levels in mathematics and reading that were below 40 percent. The lowest performing groups were students in special programs and ELL students. In reading, only 18.7 percent of IEP students and 17.9 percent of ELL scored at the proficiency level.

EXHIBIT 11-15
STUDENT PROFICIENCY RATES ON STATE MATH AND READING EXAMS
GRADE 3
CLARK COUNTY SCHOOL DISTRICT
2004-05 SCHOOL YEAR

GROUP	YEAR	MATHEMATICS			READING		
		N	% Proficient	Gap	N	% Proficient	Gap
Clark County School District	04-05	**22,262**	**49.8**		**22,307**	**42.5**	
Asian	04-05	1,757	66.4	**+16.6**	1,759	57.5	**+15.0**
Black	04-05	2,953	32.2	**-17.6**	2,961	31.1	**-11.4**
White	04-05	8,655	63.8	**+14.0**	8,670	58.2	**+15.7**
Hispanic	04-05	8,487	38.7	**-11.1**	8,507	27.6	**-14.9**
Indian	04-05	194	44.8	**-5.0**	194	36.1	**-6.4**
Unspecified Ethnic	04-05	216	37.5	**-12.3**	216	32.4	**-10.1**
Full Price	04-05	11,213	62.6	**+12.8**	11,235	56.7	**+14.2**
F/R Lunch	04-05	11,049	36.9	**-12.9**	11,072	28.0	**-14.5**
Female	04-05	10,752	47.9	**-19.0**	10,765	45.5	**+3.0**
Male	04-05	11,309	52.0	**+2.2**	11,341	39.7	**-2.8**
Unspecified Gender	04-05	201	34.3	**-15.5**	201	31.8	**-10.7**
Not IEP	04-05	20,012	52.5	**+2.4**	20,057	45.1	**+2.6**
IEP	04-05	2,250	26.4	**-23.4**	2,250	18.7	**-23.8**
Not ELL	04-05	16,756	55.6	**+5.8**	16,792	50.5	**+7.0**
ELL	04-05	5,506	32.3	**-17.5**	5,515	17.9	**-24.6**
Not Migrant	04-05	22,259	49.8	--	22,304	42.5	**--**
Migrant	04-05	*	*		*	*	

Source: Nevada Department of Education, 2006.
*Actual numbers/percentages masked to prevent identification of subjects.

The gap in achievement between White students and non-Asian minority students persists in grade 5. As shown in **Exhibit 11-16**, the district average in mathematics was 48.8 percent of students scoring at or above the proficiency level. White students' proficiency rate was 63.4 percent, and Asian students scored at 67.1 percent proficiency. Again, the racial divide in achievement is evident, with the 31.6 percent rate of proficiency for Black students nearly half that for Whites. Hispanic students trailed behind as well, with a 36.5 percent proficiency in math. In reading, where the district average proficiency rate was 39.6 percent, White and Asian students performed at 16.5 and 14.6 percentage points better, respectively, than the district average.

Special program and ELL students lose ground on the grade 5 exams. As shown in **Exhibit 11-16**, these students' proficiency rates in mathematics were below 25 percent, with special program students attaining a 16.8 percent proficiency rate, and

ELL students scoring a 21.9 percent proficiency rate. These students fared even worse in reading, scoring at a proficiency rate of 12.9 and 9.9 percent respectively. Students qualifying for free and reduced lunch performed slightly better, with proficiency rates of 35.1 percent in mathematics and 24.6 percent in reading.

EXHIBIT 11-16
STUDENT PROFICIENCY RATES ON STATE MATH AND READING EXAMS
GRADE 5
CLARK COUNTY SCHOOL DISTRICT
2004-05 SCHOOL YEAR

GROUP (GR. 5)	Year	MATHEMATICS			READING		
		N	% Proficient	Gap	N	% Proficient	Gap
Clark County School District	**04-05**	**22,566**	**48.8**		**22,557**	**39.6**	
Asian	04-05	1,765	67.1	**+18.3**	1,763	54.2	**+14.6**
Black	04-05	3,264	31.6	**-16.2**	3,263	24.7	**-14.9**
White	04-05	8,960	63.4	**+14.6**	8,955	56.1	**+16.5**
Hispanic	04-05	8,215	36.5	**-12.3**	8,213	24.9	**-14.7**
Indian	04-05	201	40.8	**-8.0**	202	35.1	**-4.5**
Unspecified Ethnic	04-05	161	31.1	**-17.7**	161	23.0	**-16.6**
Full Price	04-05	11,687	61.6	**+12.8**	11,681	53.6	**+14.0**
F/R Lunch	04-05	10,879	35.1	**-13.7**	10,876	24.6	**-15.0**
Female	04-05	10,908	50.2	**+1.4**	10,900	42.7	**+3.1**
Male	04-05	11,525	47.7	**-1.1**	11,525	36.9	**-2.7**
Unspecified Gender	04-05	133	30.1	**-18.7**	132	24.2	**-15.4**
Not IEP	04-05	20,097	52.8	**+4.0**	20,116	42.9	**+3.3**
IEP	04-05	2,469	16.8	**-30.0**	2,441	12.9	**-26.7**
Not ELL	04-05	18,532	54.7	**+5.9**	18,523	46.1	**+6.5**
ELL	04-05	4,034	21.9	**-26.9**	4,034	9.9	**-29.7**
Not Migrant	04-05	22,561	48.8	**--**	22,552	39.6	**--**
Migrant	04-05	*	*		*	*	

Source: Nevada Department of Education, 2006.
*Actual numbers/percentages masked to prevent identification of subjects.

Middle school scores show little variation in student performance from elementary levels. As shown in **Exhibit 11-17**, the district average proficiency rate for students in eighth grade was 45.3 percent in mathematics and 45.5 percent in reading. Once again, White and Asian students performed significantly above the district average, while non-Asian minority students, as well as special students, ELL students, and students qualifying for free and reduced lunch continued to fall well below the district average.

White and Asian students scored proficiency rates that were a respective 13.6 and 17.1 percentage points higher than the district average in mathematics, and 16.5 and 14.4

percentage points higher in reading. The proficiency rates for Black and Hispanic students continued to be approximately half that of White students in both mathematics (27.9% and 32.2% respectively) and reading (31% and 29.4% respectively).

When compared to the district average, students qualifying for free and reduced lunch, special program students, and ELL students failed to meet the average. In mathematics, these three populations scored proficiency levels of 30.7 percent, 10.0 percent, and 15.9 percent respectively. In reading, their respective proficiency levels were 29.5 percent, 10.6 percent, and 10.1 percent.

EXHIBIT 11-17
STUDENT PROFICIENCY RATES ON STATE MATH AND READING EXAMS
GRADE 8
CLARK COUNTY SCHOOL DISTRICT
2004-05 SCHOOL YEAR

GROUP (GR. 8)	Year	MATHEMATICS			READING		
		N	% Proficient	Gap	N	% Proficient	Gap
Clark County School District	**04-05**	**21,653**	**45.3**		**21,646**	**45.5**	
Asian	04-05	1,845	62.4	**+17.1**	1,842	59.9	**+14.4**
Black	04-05	3,073	27.9	**-17.4**	3,071	31.0	**-24.1**
White	04-05	9,032	58.9	**+13.6**	9,036	61.0	**+16.5**
Hispanic	04-05	7,399	32.2	**-13.1**	7,394	29.4	**-16.1**
Indian	04-05	174	45.4	**+0.1**	176	40.3	**-5.2**
Unspecified Ethnic	04-05	130	20.8	**-24.5**	127	25.2	**-20.3**
Full Price	04-05	13,093	54.9	**+9.6**	13,086	55.9	**+10.4**
F/R Lunch	04-05	8,560	30.7	**-14.6**	8,560	29.5	**-16.0**
Female	04-05	10,579	46.5	**+1.2**	10,569	50.4	**+4.9**
Male	04-05	10,920	44.7	**-0.6**	10,928	41.0	**-4.5**
Unspecified Gender	04-05	154	14.3	**-31.0**	149	19.5	**-26.0**
Not IEP	04-05	19,549	49.2	**+3.9**	19,539	49.2	**+3.7**
IEP	04-05	2,104	10.0	**-35.3**	2,107	10.6	**-34.9**
Not ELL	04-05	18,386	50.6	**+5.3**	18,375	51.7	**+6.2**
ELL	04-05	3,267	15.9	**-29.4**	3,271	10.1	**-35.4**
Not Migrant	04-05	21,652	45.3	**--**	21,645	45.5	**--**
Migrant	04-05	*	*		*	*	

Source: Nevada Department of Education, 2006.
*Actual numbers/percentages masked to prevent identification of subjects.

In high school, Nevada students take the Nevada High School Proficiency Exam. The exam covers reading, writing, and mathematics. **Exhibits 11-18** and **11-19** show student performance on the exam in grades 10 and 11. While the same achievement gap between non-Asian minority students and White students continues to prevail, there are several differences that are important to note. The achievement gap between White

students and non-Asian minorities remains, and in several instances widens, as students move into the upper grades.

EXHIBIT 11-18
NEVADA HIGH SCHOOL PROFICIENCY EXAM
GRADE 10
CLARK COUNTY SCHOOL DISTRICT
2004-05 SCHOOL YEAR

GROUP	Year	MATHEMATICS			READING		
		N	% Proficient	Gap	N	% Proficient	Gap
Clark County School District	**04-05**	**17,114**	**46.5**		**16,682**	**66.3**	
Asian	04-05	1,717	59.8	**+13.3**	1,683	75.1	**+8.8**
Black	04-05	2,382	25.3	**-21.2**	2,306	52.8	**+13.5**
White	04-05	7,743	61.1	**+14.6**	7,602	78.1	**+11.8**
Hispanic	04-05	5,028	31.1	**-15.4**	4,854	52.5	**-13.8**
Indian	04-05	146	35.4	**-11.1**	142	65.2	**-0.9**
Unspecified Ethnic	04-05	98	24.5	**-22.0**	95	39.6	**-26.7**
Full Price	04-05	14,718	50.0	**+3.5**	14,361	69.6	**+3.3**
F/R Lunch	04-05	2,396	26.2	**-20.3**	2,321	47.0	**-19.3**
Female	04-05	8,599	45.6	**-0.9**	8,420	71.0	**+4.7**
Male	04-05	8,475	47.6	**+1.1**	8,223	61.7	**-4.6**
Unspecified Gender	04-05	40	17.8	**-28.7**	39	44.4	**-21.9**
Not IEP	04-05	15,593	50.8	**+4.3**	15,178	71.6	**+5.3**
IEP	04-05	1,521	7.8	**-38.7**	1,504	18.7	**-47.6**
Not ELL	04-05	17,109	46.5	**--**	16,677	66.3	**--**
ELL	04-05	5	*	**--**	5	*	**--**
Not Migrant	04-05	17,114	46.5	**--**	16,682	66.3	**--**

Source: Nevada Department of Education, 2006.

EXHIBIT 11-19
NEVADA HIGH SCHOOL PROFICIENCY EXAM
GRADE 11
CLARK COUNTY SCHOOL DISTRICT
2004-05 SCHOOL YEAR

GROUP	YEAR	MATHEMATICS			READING		
		N	% Proficient	Gap	N	% Proficient	Gap
Clark County School District	**04-05**	**6,726**	**44.3**		**3,209**	**59.2**	
Asian	04-05	622	56.8	**12.5**	328	64.9	**5.7**
Black	04-05	1,182	29.7	**-14.6**	612	51.5	**-7.7**
White	04-05	2,632	54.5	**10.2**	1,045	70.6	**11.4**
Hispanic	04-05	2,180	36.6	**-7.7**	1,154	51.7	**-7.5**
Indian	04-05	59	45.8	**1.5**	29	65.5	**6.3**
Unspecified Ethnic	04-05	51	33.3	**-11.0**	41	43.9	**-15.3**
Full Price	04-05	5,641	46.0	**1.7**	2,636	60.3	**1.1**
F/R Lunch	04-05	1,085	35.7	**-8.6**	573	54.3	**-4.9**
Female	04-05	3,657	43.5	**-0.8**	1,543	60.7	**1.5**
Male	04-05	3,059	45.4	**1.1**	1,660	57.9	**-1.3**
Unspecified Gender	04-05	10	20.0	**-24.3**	*	*	**--**
Not IEP	04-05	5,871	48.8	**4.5**	2,565	67.5	**8.3**
IEP	04-05	855	14.0	**-30.3**	644	26.1	**-33.1**
Not ELL	04-05	6,014	44.0	**-0.3**	2,943	58.4	**-0.8**
ELL	04-05	712	47.5	**3.2**	266	68.4	**9.2**
Not Migrant	04-05	6,725	44.3	**0.0**	3,209	59.2	**0.0**
Migrant	04-05	*	*	**--**	0	NA	--

Source: Nevada Department of Education, 2006.
*Actual numbers/percentages masked to prevent identification of subjects.

When comparing CCSD student performance on proficiency exams with the performance of students in comparable school districts around the county, the CCSD students' scores are on par with about half of the districts. **Exhibit 11-20** illustrates the district average proficiency scores in reading. CCSD third through eight graders' proficiency levels were among the lowest of all the districts. This trend reversed in grade 10, with CCSD students having the highest proficiency level of all districts at 80 percent.

Exhibit 11-21 illustrates the peer district average proficiency scores in mathematics. Clark County School District students' performance in this subject area mirrors their performance in reading, placing them in the middle or bottom rankings.

EXHIBIT 11-20
COMPARISON OF STUDENT PERFORMANCE ON CRITERION REFERENCED STATE READING TESTS
2004-05 SCHOOL YEAR

DISTRICT	Grade 3	Grade 5	Grade 8	Grade 10
Clark County School District	43	40	45	82
Broward County Public Schools	67	65	47	29
San Diego Unified School District	35	45	41	78
Houston Independent School District	89	77	78	55
Miami-Dade County Public Schools	61	65	34	23
Philadelphia School District	37	31	40	31*
Washoe County School District	48	50	64	60

Source: School Matters Web Site, Measure of Proficiency on State Tests, 2005.
*In Philadelphia, this score is for grade 11.

EXHIBIT 11-21
COMPARISON OF STUDENT PERFORMANCE ON CRITERION-REFERENCED STATE MATH TESTS
2004-05 SCHOOL YEAR

DISTRICT	Grade 3	Grade 5	Grade 8	Grade 10
Clark County School District	**50**	**49**	**45**	**61**
Broward County Public Schools	73	61	63	63
San Diego Unified School District	57	44	27	75
Houston Independent School District	70	81	44	71
Miami-Dade County Public Schools	63	57	49	54
Philadelphia School District	52	46	39	23*
Washoe County School District	56	55	60	72

Source: School Matters Web Site, Measure of Proficiency on State Tests, 2005.
*In Philadelphia, this score is for grade 11.

FINDING

CCSD student achievement has improved steadily over the past four years in both reading and mathematics for all student subgroups.

Exhibit 11-22 reveals the pattern of improvement over the past four years in reading and mathematics among CCSD students. In mathematics, Hispanic students made the greatest gains, with average proficiency levels improving by over 10 percent in three years. Black students showed the least improvement with a four percent improvement over the same time period. ELL students showed the greatest improvement, with a 30.8 percent improvement in mathematics and a 38.6 percent improvement in reading.

EXHIBIT 11-22
FOUR-YEAR CHANGE IN PROFICIENCY LEVEL
CLARK COUNTY SCHOOL DISTRICT STUDENT SUBGROUPS
2002 THROUGH 2005 SCHOOL YEARS

GROUP	YEAR	MATHEMATICS % PROFICIENT	READING % PROFICIENT	FOUR-YEAR % CHANGE (MATH)	FOUR-YEAR % CHANGE (READING)
Clark County School District	**04-05**	**44.3**	**59.2**	**7**	**5.7**
	03-04	43.1	63.6		
	02-03	41.2	55.9		
	01-02	37.3	53.5		
Asian	04-05	56.8	64.9	**8.6**	**9.7**
	03-04	56.4	67.5		
	02-03	47.0	61.9		
	01-02	48.2	55.2		
Black	04-05	29.7	51.5	**4.1**	**4.6**
	03-04	31.1	56.0		
	02-03	28.0	50.4		
	01-02	25.6	46.9		
White	04-05	54.5	70.6	**8.5**	**7.4**
	03-04	51.5	75.1		
	02-03	53.2	68.1		
	01-02	46.0	63.2		
Hispanic	04-05	36.6	51.7	**10.3**	**6.4**
	03-04	34.8	54.2		
	02-03	28.1	42.3		
	01-02	26.3	45.3		
FRL	04-05	35.7	54.3	**8.8**	**17.3**
	03-04	25.9	41.7		
	02-03	20.0	31.9		
	01-02	26.9	37.0		
IEP	04-05	14.0	26.1	**4.4**	**6.5**
	03-04	13.0	31.5		
	02-03	14.3	22.1		
	01-02	9.6	19.6		
ELL	04-05	47.5	68.4	**30.8**	**38.6**
	03-04	20.9	37.8		
	02-03	15.8	24.9		
	01-02	16.7	29.8		

Source: Nevada Department of Education, 2006.

Researchers have found several conditions and practices that highly correlate to dramatic and steady improvement in student achievement. These include are the following:

- Shared understanding and commitment to high goals.
- Open communication and collaborative problem-solving.

- Continuous assessment for teaching and learning.
- Personal and professional learning.
- Resources to support teaching and learning.
- Quality of curriculum and instruction.

In reviewing the policies, procedures, and programs of the Department of Curriculum and Instruction and of Clark County School District at large, MGT found these features to be evident. We will describe them in greater detail in the school improvement section of this report.

COMMENDATION

The Clark County School District is commended for the improvement in student achievement for all student subgroups over the past four years.

11.2.1 Adequate Yearly Progress and No Child Left Behind

Federal No Child Left Behind (NCLB) legislation requires that states implement an accountability system to determine whether schools are making Adequate Yearly Progress (AYP) toward the goals of the legislation. In compliance with NCLB, Nevada AYP classifications are made annually based on the following: the percentage of students tested, the percentage of students tested who score at or above the proficient level on annual statewide tests, and school attendance or graduation rates.

When determining if a school has demonstrated AYP, performance on three indicators—participation, academic achievement, and the other indicator (average daily attendance/ graduation rate)—is disaggregated among nine sub-groups in the school. Under NCLB, performance is evaluated for each population in the school that constitutes a large enough sample to be measured. In Nevada, populations with at least 25 students are evaluated. The nine subgroups considered for AYP analyses are:

- Whole school
- American Indians/Alaskan Natives
- Asians/ Pacific Islanders
- Hispanics
- Black/ African Americans
- White/ Caucasians
- Students with an Individualized Educational Plan (IEP)
- Students of Limited English Proficiency (LEP)
- Students receiving Free or Reduced Price Lunches (FRL)

If any one of the nine groups does not meet the criteria for the three AYP indicators—1) participation on math or English language arts tests; 2) annual measurable objectives (AMOs) in math or English language arts tests and safe harbor analyses; and 3) for the school as a whole on the other indicator (i.e., average daily attendance or graduation rate)—the school is designated as not demonstrating AYP. Schools are classified as demonstrating or not demonstrating AYP based on three designation areas: English Language Arts (ELA), mathematics, and one other indicator.

FINDING

Despite the gains in student performance over the last four years, CCSD still did not meet the requirements of AYP.

Results from assessments in 2004-05 marked the second year in a row that the district failed to meet the requirements for AYP. The overall district level AYP designation is based on whether Adequate Yearly Progress was demonstrated in three areas by at least one of the elementary, middle, or high school levels. Consequently, the district level AYP classifications may be different from the individual school level AYP designations within a district. Of the three areas, CCSD was adequate in the other indicator (average daily attendance, graduation rate), but needed improvement in English Language Arts and mathematics.

RECOMMENDATION

Recommendation 11-3:

Conduct an analysis of district practices in the areas found to highly correlate with student achievement and devise strategies to address areas that are not being practiced effectively in CCSD.

Many variables affect student achievement. These variables are typically factored into the development of school improvement plans and strategic initiatives undertaken by schools or the school district as a whole. When seeking to improve the levels of student achievement for all students, there are several key factors that correlate positively with this outcome. These include, but are not limited to:

- Shared understanding and commitment to high goals
- Open communication and collaborative problem-solving
- Continuous assessment for teaching and learning
- Personal and professional learning
- Resources to support teaching and learning
- Quality of curriculum and instruction

Ensuring that these practices and conditions are in place is a shared responsibility of both individual school leadership and the leadership at the district level, and given the tremendous financial investment of providing the necessary human, material, and fiscal resources for students, it is imperative to know what is working and what is not working in terms of instructional programs and practices.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Education Services, selected dropout prevention central office administrators, and a panel of alternative and traditional school administrators should review existing goals and objectives set for student achievement, particularly for underperforming subgroups.	January 2007

2.	The previously mentioned panel of administrators and Assistant Superintendent of Research, Accountability, and Innovation should review data collection systems to determine if specific data are both available and being effectively utilized to support each objective.	March 2007
3.	The panel of administrators and the Assistant Superintendent of Research, Accountability, and Innovation should analyze the data that have been collected on underperforming subgroups to begin to create a profile of their educational experiences to determine if they have had the benefit of effective instructional practices.	June 2007
4.	The Assistant Superintendent of Research, Accountability, and Innovation should establish a baseline of current costs of existing programs and compare the costs with student performance on specific criterion-based objectives for each program.	August 2007
5.	The Assistant Superintendent of Research, Accountability, and Innovation should identify the most effective, cost-efficient program models across the district and regions and make program adjustments (i.e., elimination, reduction, expansion) based on this data.	September 2007

FISCAL IMPACT

The school district currently has review structures in place that would allow the action plan to be carried out without additional resources.

FINDING

The state of Nevada recognizes schools in each district that are meritorious based on measures of student performance.

There are three designations of outstanding schools: Exemplary, High Achieving - Growth, and High Achieving - Status. To earn an Exemplary designation, a school must meet the following criteria:

- The percentage of students in each identifiable subgroup that score at or above the level of *meets standard* in each subject area must be significantly greater than the annual measurable objective or PAC requirement.
- For the school as a whole (not subgroups), the reduction in the percentage of non-proficient students (students scoring at or above *meets standard*) must decrease by significantly more than 10 percent from the previous school year.

A High Achieving designation represents the following:

- The percentage of students in each identifiable subgroup that score at or above the level of *meets standard* in each subject area must be significantly greater than the annual measurable objective or PAC requirement.

or

- For the school as a whole (not subgroups), the reduction in the percentage of non-proficient students (students scoring at or above *meets standard*) must decrease by significantly more than 10 percent from the previous school year.

Exhibit 11-23 shows the CCSD schools in each category for 2006.

EXHIBIT 11-23
CLARK COUNTY SCHOOLS RECOGNIZED FOR OUTSTANDING ACHIEVEMENT
2005-06 SCHOOL YEAR

EXEMPLARY	HIGH ACHIEVING -GROWTH	HIGH ACHIEVING - STATUS
Boulder City High School	Bonner Elementary School	Givens Elementary School
Community College East	Bunker Elementary School	Goolsby Elementary School
Indian Springs High School	Christensen Elementary School	Miller School
Moapa Valley High School	Dearing Elementary School	Ober Elementary School
	Decker Elementary School	Stewart School
	Detwiler Elementary School	Advanced Technologies Academy
	Frias Elementary School	Community College South
	Galloway Elementary School	Community College West
	Grant Bowler Elementary School	Laughlin High School
	Guy Elementary School	
	Kahre Elementary School	
	Lummis Elementary School	
	Piggott Elementary School	
	Scherkenbach Elementary School	
	Martin Middle School	
	CCSD Virtual High	
	Coronado High School	
	Foothill High School	
	Spring Valley High	
	Virgin Valley High School	

Source: Nevada Department of Education, 2006.

COMMENDATION

The Clark County School District is commended for having 33 schools recognized for high levels of student achievement.

11.2.2 Graduation and Dropout Rates

High school graduation rates have always been a benchmark by which school quality is measured, but this indicator has gained increasing prominence since the enactment of the No Child Left Behind Act in 2002. A high school diploma has long been recognized as an essential step towards economic and social well-being. Individuals with higher levels of education (and more advanced credentials) enjoy higher income, more stable employment, and less dependency on public assistance. Schools and districts with higher graduation rates are generally regarded as better performers.

FINDING

CCSD's graduation rate is comparable to that of other large urban districts around the country and slightly below the national rate of 68 percent.

Exhibit 11-24 shows the graduation rates for CCSD and its peer comparison districts. As shown, CCSD has the second lowest graduation rate in its peer group and is five percentage points below the national average.

EXHIBIT 11-24
DISTRICT COMPARISONS OF GRADUATION RATES
2004-05 SCHOOL YEAR

DISTRICT	GRADUATION RATE
Clark County School District	**63%**
Broward County Public Schools	67%
San Diego Unified School District	82%
Houston Independent School District	76%
Miami-Dade County Public Schools	60%
Philadelphia School District	69%
Washoe County School District	78%
National Average	**68%**

Source: State Department of Education Web Sites, 2006.

Various programs seek to increase the number of students graduating from high school or obtaining their GED. **Exhibit 11-25** outlines the programs currently offered to achieve this goal.

EXHIBIT 11-25
DROPOUT PREVENTION/GRADUATION ENHANCEMENT PROGRAMS
CLARK COUNTY SCHOOL DISTRICT

The Academy for Individualized Instruction

- **Independent Study 9-12** – Students have the opportunity to earn their high school diploma by working at home and reporting to the classroom once a week to take exams. Credit is awarded based on mastery of the material as exemplified by exam grades. Students are expected to earn credit every week and weekly attendance is mandatory.
- **Independent Study K-8** – This program is designed to allow parents to have the benefits of home schooling, while under the supervision of a licensed teacher through Clark County School District. A web-based curriculum is delivered to the student at home and the student works under the parent's supervision. The student reports to class once a week with a peer group for special projects and feedback on their progress.
- **Concurrent Independent Study** – High school seniors who need only one to two credits can take an independent study class allowing them to stay enrolled at a comprehensive high school. Students must attend class weekly to take exams. Classes are held weekly in every region.

The Academy for Individualized Instruction

- **Credit-By-Exam** – Students wishing to test out of a course by showing mastery of the subject matter may be referred by their high school counselor to take a Credit- By-Exam. These comprehensive exams require a passing grade of 80 percent or higher. A "P" is posted on the student's transcript showing course completion.
- **Home Schooling Full-*Time Enrollment* –**A student may be excused from compulsory attendance at a public school when written evidence is provided to the school district that a student will receive equivalent instruction. The district must provide an exemption letter to the parent prior to a student's withdrawal from school.
- **Work Exemptions** – Students who have completed the eighth grade and who have an offer of full-time employment can be exempted from compulsory education under state law. This office collects the request for work exemption, checks for compliance with state law, issues a letter exempting the student from compulsory education, and generates a list of students for Board of Trustee approval.
- **Veteran's Diplomas** – Operation Recognition allows military veterans who did not graduate from high school to apply for and receive an honorary high school diploma. This office reviews the application, prints a diploma, and makes arrangement for the diplomas to be awarded if that is the veteran's preference. Notification is also sent to the Office for Veteran's Affairs.

EXHIBIT 11-25 (Continued)
DROPOUT PREVENTION/GRADUATION ENHANCEMENT PROGRAMS
CLARK COUNTY SCHOOL DISTRICT

Attendance/Dropout Prevention

- Attendance at school is necessary if children are to achieve to their fullest potential. Pursuant to Nevada Revised Statute (NRS) 392.040, students between the ages of 7 and 17 years of age must enroll and attend school for the entire time the school is in session. Students who are 6 years of age on or before September 30 of that school year must attend school, if enrolled, for the entire time the class in which they are enrolled is in session. Enrolled students who are 17 years of age are subject to the state truancy laws until they reach their 18th birthday. ALL students enrolled must follow the rules of the school district including those relating to school attendance (CCSD Regulation 5113).

Adult Education

- Adult Education in the Clark County School District is designed to serve adults and out of school youth 17 years of age or older who desire to earn a high school diploma or obtain a Nevada State Certificate of High School Equivalency. Adult Education serves students enrolled in regular day schools who need to make up a number of deficient high school credits.

Horizon/Sunset Schools

- These are alternative educational settings for high school students who are considered at-risk of dropping out of school or those who have already dropped out and, are under 21 years of age and scheduled to graduate in the current school year. These programs operate during the day (Horizon) or evening (Sunset) and offer concurrent and full-time enrollment.

General Education Development Test (GED) (Nevada State Certificate of High School Equivalency)

- In the absence of a high school diploma, the General Education Development Test is used as a measure of an individual's basic competencies in the areas of English (writing and literature), social studies, science, and mathematics. Individuals who desire to pursue an Adult State Certificate of High School Equivalency must be 16 years of age or older and officially withdrawn from school.

EXHIBIT 11-25 (Continued)
DROPOUT PREVENTION/GRADUATION ENHANCEMENT PROGRAMS
CLARK COUNTY SCHOOL DISTRICT

Virtual High School—Distance Education Concurrent and/or Full-Time Enrollment

- This CCSD program provides full-time or concurrent students educational opportunities through interactive on-line courses, televised instruction, and DVDs/videotapes. Students can take these courses from any location, as long as they have access to the necessary technology. All classes are based on Nevada State standards. Students can enroll full-time at no cost and may take all necessary coursework to earn a high school diploma from home.

Source: Clark County School District, Education Services Division, 2006.

Having a comprehensive dropout prevention program with initiatives designed to address the needs of students in diverse circumstances is one means of effectively increasing the number of individuals receiving a high school diploma or an equivalent (GED). One-size-fits-all approaches that only factor in a limited set of conditions under which students may continue and/or complete their education create unnecessary barriers that hamper, rather than enhance, the likelihood of graduation.

COMMENDATION

The Clark County School District is commended for providing a range of options for persons seeking a high school diploma or equivalent.

RECOMMENDATION

Recommendation 11-4:

Identify the key issues related to students' failure to attain a high school diploma and address them through a strategic plan of graduation enhancement.

When seeking to increase high school graduation rates, several strategies have proven to enhance the likelihood of students obtaining their diplomas. Among these strategies are:

- an intense focus on teaching and learning use of high standards, curriculum alignment, etc.;
- early attention to low performing students;
- more personalized schools;
- increasing parental involvement; and
- providing a greater range of options to students.

High schools should be encouraged to become more flexible in helping students achieve their post-graduation goals. This requires several changes. Among the strategies suggested by research are 1) increasing high school accountability for helping students make a successful transition to work or college after high school; 2) making additional funds for middle school planning and counseling to help students and parents obtain better information about the options available to students in high school; and 3) make changes to existing vocational programs that help districts create high-quality vocational sequences that have greater benefits to students.

Clark County School District officials should work to determine which if any of these strategies would be applicable to the district and incorporate them into their plan for improving graduate rates.

CORRECTIVE ACTION PLAN

1. The Director of Pupil Personnel Services should review the current pupil progress plan and board policies related to student promotion and retention.	January 2007
2. The Director of Pupil Personnel Services should review student survey data (or conduct surveys if no data exist to determine student perceptions of factors that attract and/or deter them from completing their high school education.	March 2007
3. The Director of Pupil Personnel Services and selected departmental staff should analyze the data from student surveys to identify programs that are effective in meeting their needs and ones with lower rates of satisfaction and/or effectiveness.	June 2007
4. The Director of Pupil Personnel Services and appropriate personnel form the Curriculum and Professional Development Division should establish a baseline of current costs of existing programs and compare the costs with student performance on specific criterion-based objectives for each program.	August 2007
5. The Director of Pupil Personnel Services and appropriate personnel form the Curriculum and Professional Development Division should identify the most effective, cost-efficient program models across the district and regions and make program adjustments (i.e., elimination, reduction, expansion) based on there data.	September 2007

FISCAL IMPACT

Implementation of this recommendation has the potential for creating cost savings as programs found to be ineffective are eliminated or limited, graduation rates increase, and failure rates decrease (thus reducing the cost of retention). At present, a dollar figure cannot be placed on potential savings resulting from this program review.

11.3 School Improvement

A school improvement plan (SIP) serves as a blueprint for the decisions and actions needed to increase student achievement. Once developed, the SIP should guide resource allocation, staff development, instructional content and practice, and assessment. The school should focus staff meetings, staff in-service, staff recognition, and staff monitoring on the plan's objectives. To ensure that staff can implement the SIP, a staff development plan must be developed to address staff needs. To ensure that all members of the school community are aware of the SIP goals and objectives, a communication plan must be developed. These basic steps are the foundation of an effective school improvement process.

In Nevada, the school improvement planning process was mandated by the state in 2003. Schools, school districts, and the state are all required to develop and implement a school improvement plan

Nevada's improvement planning process is characterized by high expectations for each student and is built upon the following beliefs:

- The work of schools is student learning.
- All children can benefit from challenging and relevant curriculum.
- Every teacher can be an expert when provided collaborative and sustained professional development focused on improving instruction.
- Content should be aligned to standards, be challenging, and be relevant.
- Key indicators of success are achievement/proficiency scores, graduation rates, dropout rates, percent of highly qualified teachers, and adequacy and equity of funding for all public schools.
- Improvement must be continuous.
- Parental support and involvement are critical to improved student performance.
- Effective use of data is critical to continuous improvement of teaching and learning.

To ensure that schools and school districts incorporate these elements into their school improvement plans, the state has created a downloadable template for structuring the content and format of the plan. The template is included in Appendix B of this report.

The Center for Performance Assessment (CPA) conducted an in-depth analysis of the 2004-05 school improvement plans for all CCSD schools. The summary of plan analysis stated, "Although every school was following the same format, district policies and state mandates, we found significant differences among schools with regard to format,

content, and most importantly, implementation and monitoring of plans." This is not surprising given the fact that the effectiveness of the plan is limited by the ability and commitment of the administrators and instructional staff at each of the district's schools. The *human variable* was evident during the on-site audit by MGT consultants as well. At the time of the visit, schools had received the results from the most recent round of student assessments. While some schools visited by the consultants were deeply entrenched in the review and analysis of the data, others were aware that the results were available, but did not have an organized plan for disseminating and discussing them with staff.

The recommendations made in the CPA study echo best practices as determined by the National Council on Staff Development, the U.S. Department of Education's *What Works Clearinghouse,* and other sources of research. Study recommendations were as follows:

- Identify and recognize outstanding work by principals and teacher leaders.
- Build professional development on research.
- Monitor the implementation of school improvement plans.

FINDING

CCSD has developed a well-articulated and comprehensive system of school improvement planning and implementation.

A school improvement facilitator guide was developed as a collaborative product of the district and the Education Testing Service (ETS), and provides a user-friendly format for the successful development of school improvement plans. The key components of the guide are:

- **School Improvement Focus Questions.** The guide contains three key questions to direct the development of the school improvement plan: What is working? How do you know? How will you adjust your plan based on data? These questions are followed by more specific questions to aid in reflective thinking and decision-making.
- **School Improvement Plan Timeline.** The timeline is to be used as a guide, with important dates in the planning process to help ensure that district and state deadlines are not missed and that appropriate planning activities have been done in order to have adequate support for school improvement initiatives.
- **Data Analysis Guide.** With the wealth of data available to school personnel, the options of what to do can become overwhelming. This guide helps users determine which data are relevant and which actions will have a higher likelihood of positively affecting student achievement.

- **SIP Writing Guide.** As mentioned previously, the state provides a template for all the data elements required in the school improvement plan. This guide explains the data categories and provides suggestions on the types of data that should or could be included in the plan.

- **Checklist for Monitoring and Evaluating the SIP.** As indicated in the CPA evaluation of the district's school improvement plans, one of the keys of plan effectiveness is the regular monitoring and evaluation of the plan. The checklist provides a variety of monitoring strategies and a clear-cut guide to plan evaluation.

- **Technical Assistance Partnerships.** For schools that are in their first or second year of identification as "Needs Improvement," a Technical Assistance Partnership Plan (TAP) must be completed. The purpose of the TAP is to assist the school in identifying factors in and barriers to higher levels of student achievement.

- **School Support Team.** These teams are required for schools that have not achieved AYP for four consecutive years. The team is made up of expert educators outside of the school who provide a new perspective on the issues and challenges facing the school.

The facilitator's guide is designed to assist schools of all achievement levels in the school improvement process. While the state provides a template for the creation of the plan, use of the guide allows for the plan to the carefully customized to reflect the needs at that specific school site. Each component of the guide is reflective of school improvement.

COMMENDATION

The school improvement facilitation guide is a very useful tool in assisting schools to develop effective school improvement plans.

FINDING

CCSD has established effective structures to support school improvement.

One of these structures is the Focus on Standards process. The components of the process include:

- **Power Standards.** In support of the Nevada Content Standards, CCSD has identified Power Standards. These are defined as "highly focused, specific areas of instructional emphasis that have been identified as essential for student proficiency in identified subject areas for students in grades K-12."

- **Classroom Instruction.** The heart of all school improvement efforts is what happens in the classroom between the teacher and students. Guiding and monitoring what happens in the classroom is crucial.

- **Summative and Formative Assessment.** CCSD implements a series of criterion-referenced tests throughout the school year to determine the levels of learning progress. Information from these assessments is used to guide instruction.

- **Using Data to Inform Instruction (Instructional Data Management System - IDMS).** IDMS allows administrators and teachers to review student performance results and analyze the data to identify learning gaps and adjust instruction.

- **Structured Teacher Planning Time (STPT):** In order to effectively improve instruction, teachers must have sufficient time to discuss and analyze their practices. In conjunction with IDMS, teachers can review student performance data and plan more effective lessons.

CCSD has taken the additional step of ensuring that school improvement plans align with two other improvement initiatives—Student Achievement Gap Elimination (SAGE) and A+ in Action. SAGE uses a four-step process aligned with SIP to reduce the achievement gap between student subgroups. The four-step process involves:

- Developing a plan focused on priority needs.

- Identifying causes and solutions.

- Design a plan to implement, monitor, and evaluate solutions.

- Determining a timeline for monitoring and evaluating the implementation of the plan.

A+ in Action is CCSD's internal accountability plan that requires schools to provide data to support a results-oriented system.

COMMENDATION

The school improvement process employed at both the school and district level in CCSD is a comprehensive model that emphasizes the regular analysis of student performance data to inform classroom practices.

11.4 Organization and Management

The Clark County School District is committed to using its resources, including personnel, to provide students with a safe, technology-rich environment so that they can engage in meaningful school work that challenges them to think, reason, and develop ownership of their learning. This section of the report reviews the organizational structure of educational services delivery, including Student Support Services, Education Services, Career and Technical Education, and Special Programs.

FINDING

The Student Support Services Division and Education Services Division lack maximum efficiency due to their organizational structure. Functions within the divisions are not aligned with similar functions in the district, and some areas of the division are overstaffed.

Exhibit 11-26 depicts the current organizational structure of the Student Support Services Division. As shown, there are six departments within the division:

- English Language Learners
- Title I
- Compliance and Monitoring
- Quality Assurance
- Instructional Support
- Special Education Support Services

In addition to the staff shown on this organizational chart, each regional office maintains its own team of student support services specialists who report directly to the regional superintendent position and provide support to the schools within the region.

The English Language Learner Department and the Department of Compliance and Monitoring are adequately staffed to carry out their respective functions.

The Title I Department is separate and apart from all other programs related to federal grants and grants management. While the Title I Department maintains the Title I functions, the Department of Quality Assurance maintains all other grants and grant management functions. During on-site visits it was reported that the communication between the school administration and the Title I Department was lacking. Communication would be improved and grants management better coordinated if all federal grants functions were located within the same department and under the administrative supervision of one director.

Within the Department of Quality Assurance are the functions of fiscal accountability and budget management. This current organizational structure splinters the functions of fiscal accountability and budget management between the Business and Finance Services and the Department of Quality Assurance in the Student Support Services Division. Greater efficiency of fiscal accountability and budget management could be realized if all fiscal accountability and budget management functions were aligned within the Division of Business and Finance Services.

Also within the Department of Quality Assurance is the function of grants evaluation. All other evaluation functions are assigned to the Research, Accountability, and Innovation Division. Again, this current organizational structure splinters the functions of evaluation and duplicates the efforts of research, accountability, and innovation. During on-site visits, it was reported that the Department of Quality Assurance and the Research, Accountability, and Innovation Division often conducted evaluations on the same or similar projects and programs. Given the tremendous need for research and evaluation services in CCSD, greater efficiency could be realized if these functions were located within the Research, Accountability, and Innovation Division.

EXHIBIT 11-26
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
ORGANIZATIONAL STRUCTURE
2005-06 SCHOOL YEAR

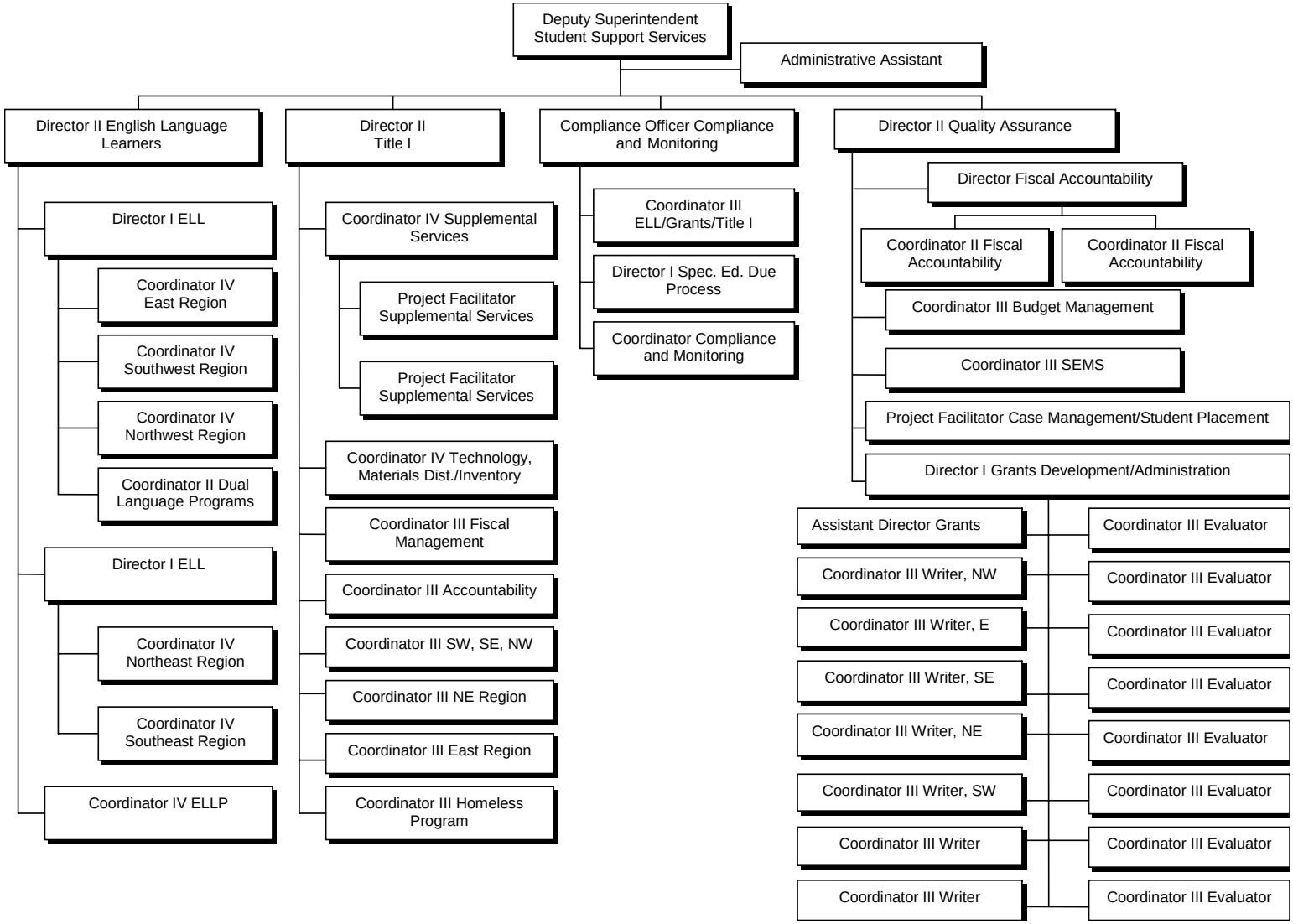
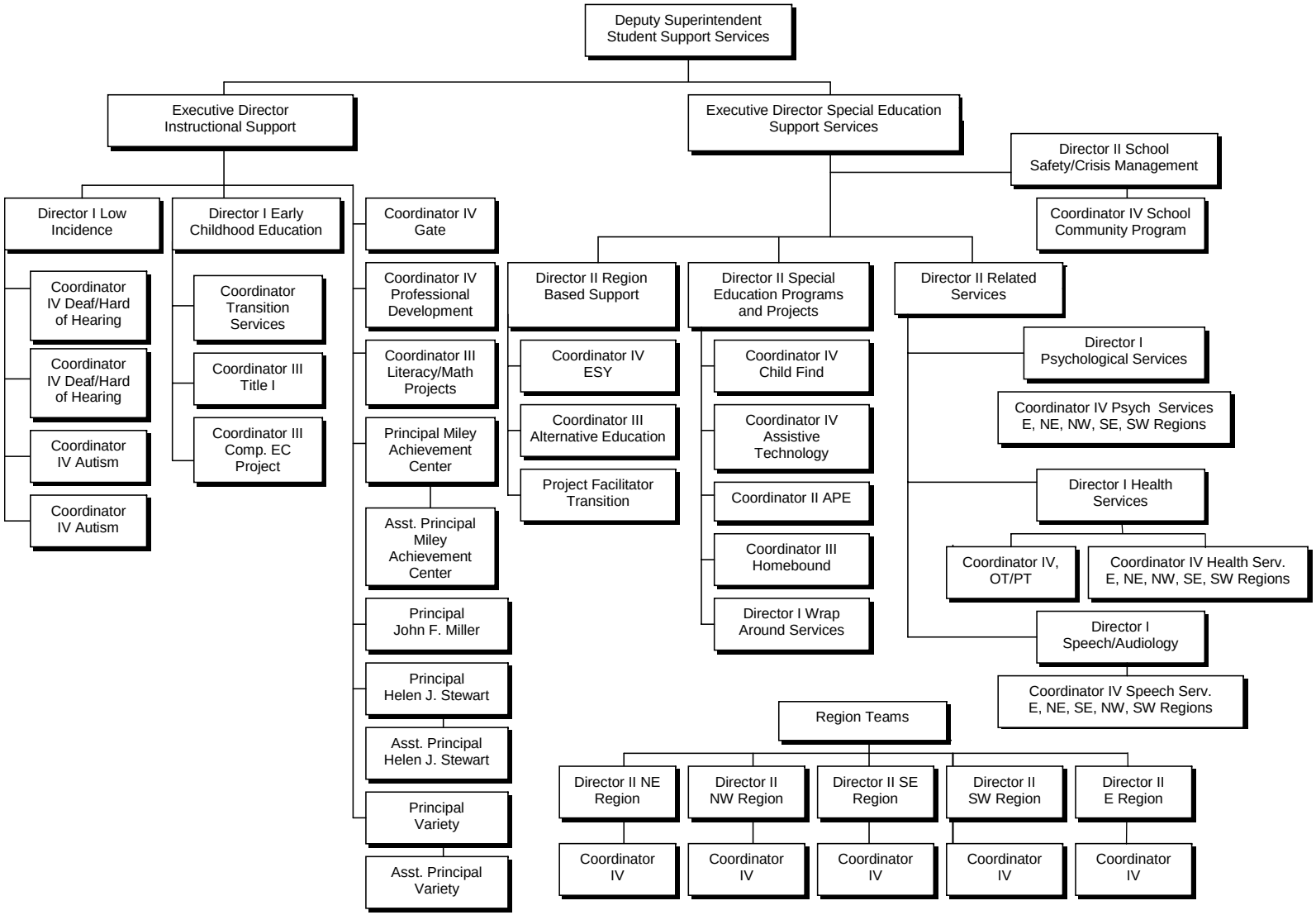


EXHIBIT 11-26 (Continued)
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
ORGANIZATIONAL STRUCTURE
2005-06 SCHOOL YEAR



Source: Clark County School District, 2006.

The Instructional Services Department maintains the functions of low incidence student populations, early childhood programs, professional development, Alternative Route to Certification programs, and the gifted education program. The department is adequately staff to carry out these functions. In addition to departmental staff, there are 19 itinerant prep teachers who work within the Early Childhood Education Program. Given the severe shortage of certified classroom teachers, it could be more advantageous for the district to transfer these 19 itinerant prep teachers to vacant classroom positions.

An itinerant prep teacher is a licensed early childhood education teacher who provides 250 minutes of developmentally appropriate instruction in four or five ECSE autism classrooms each week. This approximately fifty minute per day time segment allows the ECSE autism teacher to have an uninterrupted preparation period while ensuring the continuity of research-based best practice instruction occurs. Each of the KIDS itinerant teachers has received training in Applied Behavioral Analysis and Discrete Trial Teaching and utilizes these methodologies during classroom instruction. With the exception of 250 minutes of preparation time per week, the KIDS itinerant preparation teachers are in a classroom environment with children all day long.

The Special Education Support Services Department and the Instructional Services Department staff work collaboratively with the special education administrative staff in the regional offices. Currently, there is one director and three coordinators of special education in each region for a total of five regional directors and 15 regional coordinators. In addition to this administrative staff, the district maintains a support staff of psychologists, social workers, health care workers, and teacher specialists who report directly to the regional administrative staff.

When compared to the similarly sized districts of Miami-Dade and Broward County, Florida, the number of regional special education administrative staff is excessive. In Miami-Dade, each regional office maintains one special education administrator. Broward County School District also maintains only one special education administrator in the regional office. CCSD could realize a considerable cost savings if 15 special education coordinator positions were eliminated.

Exhibit 11-27 shows the organizational structure of the Education Services Division. As can be seen, the division encompasses is a Department of Education Options for each region; the Department of Adult Education; and the Department of Pupil Personnel Services in the Education Services Division. With the proposed elimination of the Associate Superintendent of the Education Services Division, the functions of the division must be reorganized and transferred to other divisions to improve efficiency in program management and implementation.

The functions of adult education most closely align with the Career and Technical Education Division. With the collocation of these programs, CCSD could realize cost savings by sharing staff, facilities, and staff development opportunities.

The functions of Pupil Personnel Services and Education Options most closely align with the Student Support Services Division, which currently has similar programs for students who are emotionally disturbed. CCSD could realize a tremendous benefit in collocating the functions of alternative education within the Student Support Services Division

through shared facilities, staff development, curriculum development, program supervision, and community resources.

RECOMMENDATION

Recommendation 11-5:

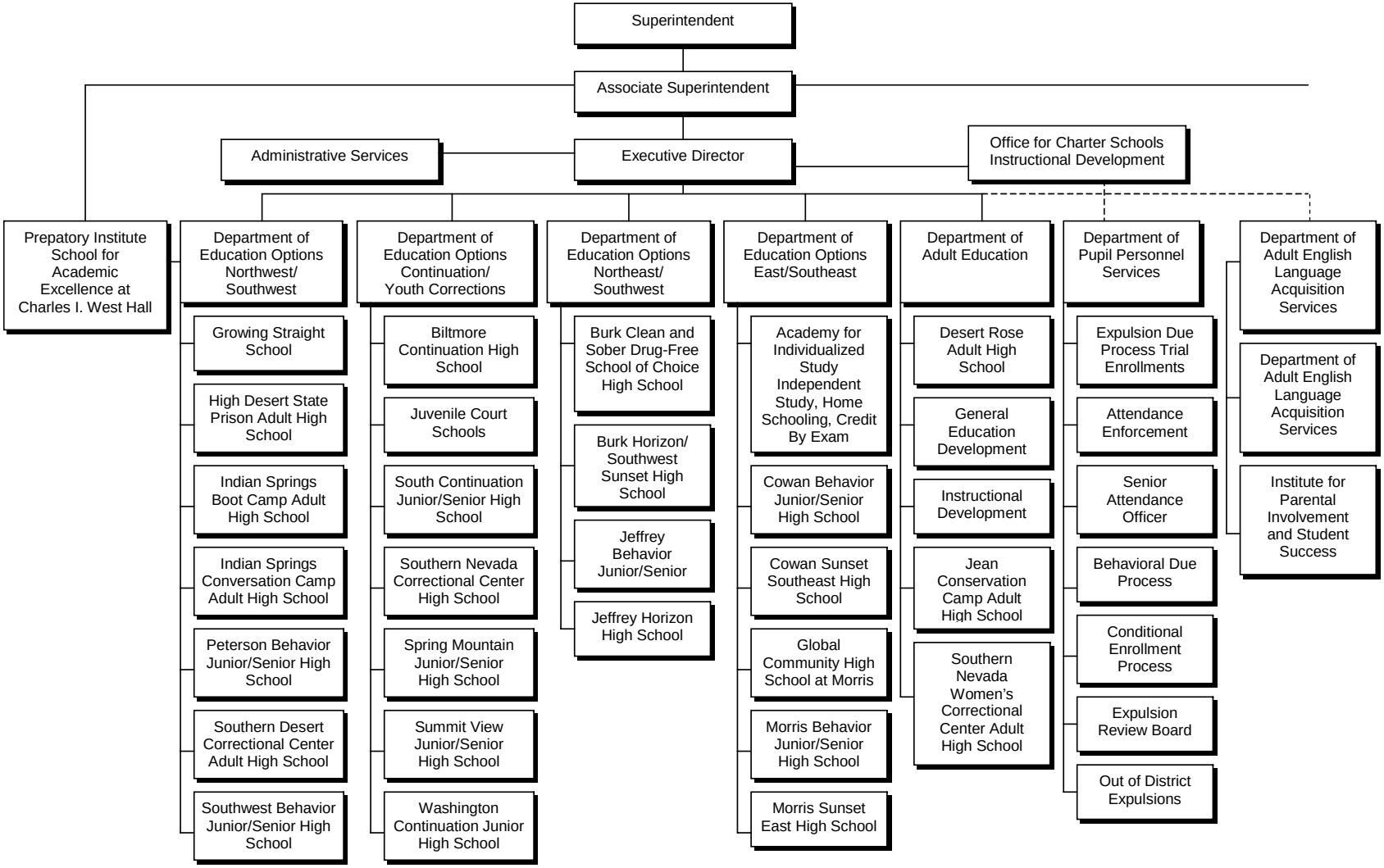
Reorganize the Student Support Services Division and the Education Services Division to create greater efficiency of fiscal resources, oversight, and program implementation.

CCSD should reorganize the Student Support Services Division and the Education Services Division. This reorganization would result in:

- Eliminating the Director of Title I.
- Transferring fiscal accountability and budget management functions in the department of Quality Assurance to the Business and Finance Division.
- Transferring grants evaluation in the Department of Quality Assurance to the Research, Accountability, and Innovation Division.
- Eliminating 15 regional coordinators of special education. Eliminating of these positions would require regional directors to take greater responsibility for the oversight of special education services, including curriculum, instruction, and compliance.
- Eliminating 19 itinerant prep early childhood teachers. Eliminating these positions would require early childhood staff to assume greater responsibilities for scheduling instructional time for students as well as their own planning and preparation time.
- Transferring the Department of Adult Education to the Career and Technical Education Division.
- Transferring the Office of Charter Schools, Office of Administrative Services, Department of Education Options, and Department of Pupil Personnel Services to the Student Support Services Division.

With the proposed transfer of Education Options and Pupil Personnel Services to the Student Support Services Division, the Associate Superintendent of Student Support Services should realign all functions within the division. Based upon the realignment, the Assistant Superintendent of Student Support Services should recommend further staff changes or job responsibility revisions to maximize the available resources of staff and finance within the division.

EXHIBIT 11-27
CLARK COUNTY SCHOOL DISTRICT
ORGANIZATIONAL CHART
2005-06 SCHOOL YEAR



Source: Clark County School District, Education Services Division, 2006.

CORRECTIVE ACTION PLAN

1. The Superintendent should direct the Associate Superintendent of Student Support Services and the Associate Superintendent of Education Services to reorganize their divisions.	October 2006
2. The Associate Superintendent of Student Support Services and the Associate Superintendent of Education Services should reorganize their divisions.	July 2007
3. The Associate Superintendent of Student Support Services should eliminate the recommended administrative and teaching positions.	August 2007
4. The Associate Superintendent of Education Services should transfer departments within the division to the Student Support Services Division or the Curriculum and Professional Development Division.	September 2007
5. The Associate Superintendent of Education Services should realign staff and roles and responsibilities within the division.	October 2007

FISCAL IMPACT

By eliminating the proposed positions the district would realize a cost savings of $3,352,690 to include:

- Title I Director salary of $97,000 plus $32,980 benefits at 34 percent for a total of $129,980.
- Fifteen (15) special education regional coordinators at a salary of $78,000 each times 15 equals salaries of $1,170,000 plus $26,520 benefits each times 15 equals benefits of $397,800 for total salary and benefits of $1,567,800.
- Nineteen (19) itinerant prep teachers at a salary of $65,000 each times 19 equals salaries of $1,235,000 plus $22,100 benefits each times 19 equals benefits of $419,900 for total salary and benefits of $1,654,900.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Title I Director	$129,980	$129,980	$129,980	$129,980	$129,980
Eliminate 15 Special Education Regional Coordinators	$1,567,800	$1,567,800	$1,567,800	$1,567,800	$1,567,800
Eliminate 19 Itinerant Prep Teachers	$1,654,900	$1,654,900	$1,654,900	$1,654,900	$1,654,900
TOTAL SAVINGS	**$3,352,680**	**$3,352,680**	**$3,352,680**	**$3,352,680**	**$3,352,680**

11.5 Student Support Services

The Student Support Services Division (SSSD) includes the English Language Learner Program (ELLP), Title I, Compliance and Monitoring, Quality Assurance, Instructional Support, and Special Education Support Services. This section of the report reviews each of the program areas.

The SSSD mission is to provide "…leadership, services, and support to strengthen the capacity of schools, families, and communities to ensure the success of all students through collaboration in the educational process."

The SSSD vision statement is as follows:

> *Education for life after school should begin in the neighborhood school and successfully expand to the community at large. All students have a right to attend their neighborhood school. We envision excellence in education occurring as a result of team collaboration, equitable allocation of resources, and the provision of quality teaching and learning experiences. Achieving educational equity and excellence requires all members of the community to make a commitment to a vision and set of outcomes for all students. Students are our common focus and their success is the success of the community.*

The core values of the SSSD include the:

- Precept that all students can learn and succeed.
- Intrinsic right of each student to equitably participate in a quality and relevant education.
- Recognition, respect, and acceptance of individual diversity.
- Collaboration of family, school and community, through combined leadership to enhance student success.
- Importance of making student focused decisions by those closest to the student.

11.5.1 English Language Learners

The mission of the English Language Learner Program (ELL) is to serve as "…an advocate for ELL student rights by providing leadership, services, and strengthening the capacity of schools, families, and communities to enhance student success."

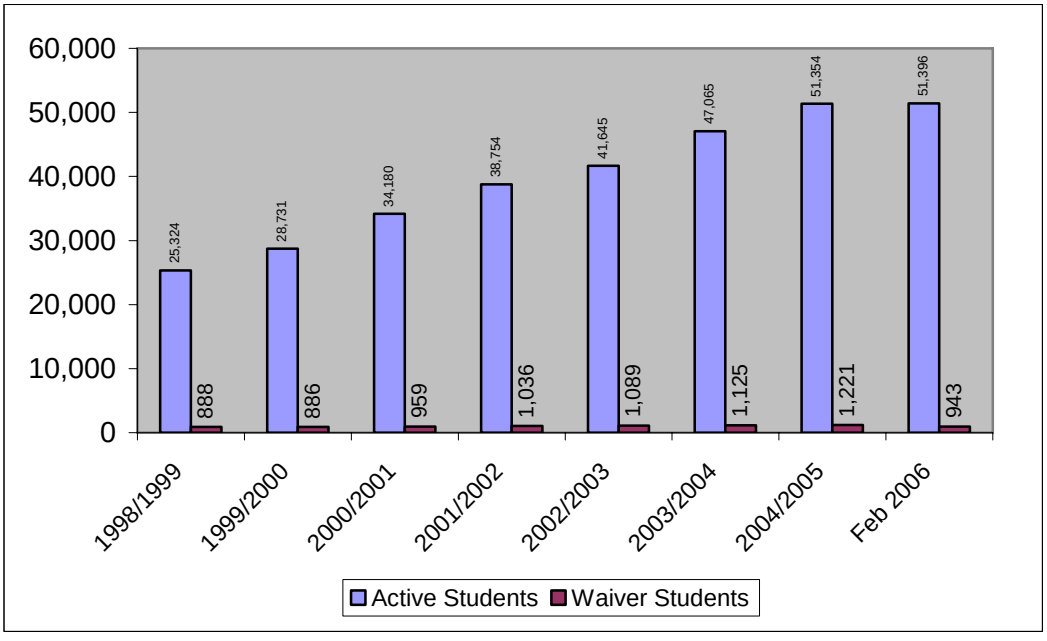
CCSD served 72,639 ELL students in 2004-05. The ELL population has increased by 10.60 percent over the last five years. The district has five dual language schools and three transitional bilingual schools; all other schools are ESL schools. The ELLP is committed to providing professional development training on research-based, High Quality Sheltered Instruction (HQSI) techniques for administrators and teachers, promoting academic achievement for English language learners.

The ELLP:

- Conducts 16 school reviews annually.
- Provides parent training through the Family Leadership Institute.
- Increases course offerings for Teaching English as a Second Language endorsement through the University of Nevada at Las Vegas's Fast Track program.
- Manages the implementation of funds of refugee, immigrant, and Title III grants.
- Provides tutoring and summer sessions for immigrant students at high immigrant population CCSD schools.
- Provides supplemental literacy materials to refugee students.

Exhibit 11-28 shows the annual growth of the ELL program from 1998-99 to 2005-06. As can be seen, the ELL student population more than doubled from during that period.

EXHIBIT 11-28
CLARK COUNTY SCHOOL DISTRICT
ANNUAL GROWTH OF THE ENGLISH LANGUAGE LEARNER PROGRAM
1998-99 TO 2005-06



Source: Clark County School District, 2006.

FINDING

CCSD must ensure that teachers are adequately trained to provide appropriate instruction for English language learners.

The ELLP has established six improvement goals:

- Increase student total growth of students attaining English proficiency to 80 percent.
- Increase literacy and math achievement on academic proficiency testing.
- Attain English proficiency for students exiting ELL services to 10 percent at each school site.
- Increase graduation rate by implementing comprehensive instruction and programs supported by scientifically based research programs.
- Increase the number of schools meeting their Annual Measurable Achievement Objectives (AMAO).
- Build teacher confidence in teaching English language learners through in-depth High Quality Sheltered Instruction training.

CCSD is committed to providing ELL students equitable access to an educational experience designed to enable them to develop academic skills and concepts at the same level as other students in the district while acquiring English language proficiency as quickly as possible. **Exhibit 11-29** shows effective ELL practices. As indicated sheltered instruction includes lesson preparation, building background, comprehensible input, strategies, interaction, practice and application, lesson review and assessment, and effective lesson delivery.

During MGT's on-site visits, it was reported that there are varying degrees of teacher competency in teaching English language learners, which is primarily due to lack of staff development. While staff development has been provided, the efforts need to continue in order for the district to improve the proficiency of ELL students. As previously shown in **Exhibit 11-28**, the academic achievement of ELL students significantly lags behind that of their typical peers.

In order for student achievement to improve and for the ELLP to achieve its improvement goals, the emphasis must be on teacher preparation and staff development to provide effective instruction for the growing population of ELL students throughout CCSD. Because of the tremendous need for concentrated course of study and staff development for administrators, teachers, and staff, the ELLP has initiated training in the TeachFirst initiative. CCSD aims to plan, implement, and sustain professional learning communities to enhance the skills of the classroom teacher, thereby impact student learning.

EXHIBIT 11-29
CLARK COUNTY SCHOOL DISTRICT
ENGLISH LANGUAGE LEARNER PROGRAM
EFFECTIVE LANGUAGE LEARNER PRACTICES
SHELTERED PRACTICES

1. Lesson Preparation ▪ Content Objectives and Language Objectives ▪ Supplementary materials for clarity and meaning (hands on manipulative, pictures, visuals, multimedia, demonstrations, related literature, adapted text, graphic organizers) ▪ Adaptation of content (graphic organizers, outlines, leveled study guides, highlighted text, taped text, adapted text, jigsaw text reading, marginal notes)	5. Interaction ▪ Questioning to elicit ideas, opinions, answers and to encourage elaboration ▪ Balance of talk between teacher and students ▪ Talk among students – pairs, triads, small groups ▪ Wait time for student response ▪ Varied grouping configurations that support the language and content objectives of the lesson
2. Building Background ▪ Concepts linked to the student's background ▪ Links between past learning and new concepts ▪ Explicit teaching of key vocabulary	6. Practice/Application ▪ Hands-on materials and/or manipulatives for practice activities to apply content and language knowledge ▪ Activities to integrate all language skills
3. Comprehensible Input ▪ Appropriate speech ▪ Explanation of tasks ▪ Techniques (modeling, visuals, hands-on, demonstrations, gestures, body language)	7. Lesson Review and Assessment ▪ Review of key vocabulary ▪ Review of key content concepts ▪ Regular feedback to students ▪ Assess student comprehension and learning of all lesson objectives throughout the lesson (spot checking, group response)
4. Strategies ▪ Metacognitive – matching, problem-solving, clarifying ▪ Cognitive – individual mental or physical manipulation of material for learning ▪ Social/Affective – Interaction with a group Scaffolding ▪ Verbal – paraphrasing, think alouds, defining ▪ Procedural – explicit teaching, modeling, practice with others, independent application	8. Effective Lesson Delivery ▪ Content objective supported by lesson delivery ▪ Language Objectives clearly supported by lesson delivery ▪ Students engaged 90% to 100% of the time ▪ Pacing of the lesson appropriate to the students' ability level

Source: Echevarria, Jana, et al. *Making Content Comprehensible for English Language Learners*, Allen and Bacon, 2000.

The TeachFirst professional learning community (PLC) model is founded on the well-research learning community framework and has three equally important components, including:

- School-wide use of research-based instructional strategies for English language learners and struggling readers and writers.
- A collaborative PLC framework to ensure that teachers are successfully using these strategies in their classrooms.
- Reporting tools to track PLC and school-level progress and measure the impact on instruction and student learning.

In CCSD, TeachFirst instructional content has been aligned with HQSI to provide participating schools with a clear and thorough focus on the instructional strategies for ELL students as prioritized by the district. Combined, TeachFirst's strategies for HQSI and literacy provide the breadth and depth of instructional practices for addressing the needs of the district's English language learners and struggling readers and writers.

In CCSD, TeachFirst has established a team of consultants to meet weekly with the ELLP while providing school-level support. The consulting team supports the district through the four phases of the implementation process:

- Phase 1 – Establishing PLCs as the framework for ongoing school-based professional development.
- Phase 2 – Developing shared leadership capacity within the participating schools to sustain the model.
- Phase 3 – Aligning PLC instructional focus to HQSI strategies.
- Phase 4 – Monitoring HQSI progress per school.

In 2004-05, 77 schools participated in TeachFirst and established 114 PLCs. In 2005-06, 85 schools participated in TeachFirst and established 508 PLCs. These site-based teams meet frequently and focused specifically on the learning needs of the students and HQSI and literacy strategies needed to support these students. In addition, standard training sessions with planned outcomes were provided. These sessions included:

- Leading a Professional Learning Community School where building leadership teams:
  - discover ways to increase building leadership capacity;
  - create a plan to get PLCs started; and
  - learn how to access reporting and tracking tools.
- Facilitating a Professional Learning Community where teacher leaders learn how to:
  - facilitate instructional conservations with their peers;

- work through the stages of team formation; and
- access the TeachFirst website for instructional content and reporting.

- Expanding skills as a PLC facilitator where attendees gather to:

  - review how their team is performing;
  - analyze the effectiveness of their instructional conservations; and
  - create a plan to increase PLC effectiveness.

- Year-end wrap-up and planning for the following year around specific needs of each PLC team:

  - reflect on successes and challenges encountered during the year;
  - review their performance toward the goals, objectives, and success metrics; and
  - analyze student data and revise building plans for the coming year.

With TeachFirst in place, CCSD has the reporting tools necessary to evaluate the model's impact on teaching and learning. All reports are directly aligned with the National Staff Development Council standards for effective professional development. Measuring tools monitor progress and assess the impact of training on teachers' skills and student learning.

While it is commendable that CCSD has initiated such a comprehensive approach to improving the achievement of English language learners, the district must also link professional development to instruction and ultimately to improved student performance.

COMMENDATION

CCSD is commended for recognizing the critical need to create systemic change in teacher preparation and administrative staff development aimed to improve the achievement of English language learners.

RECOMMENDATION

Recommendation 11-6:

Link TeachFirst staff development to effective instruction and student performance.

The TeachFirst model provides the necessary tools for the evaluation of instruction and student performance. CCSD should establish a priority for ongoing progress monitoring and analysis of student performance. While the implementation of the model is only in its second year, the district should be able to clearly document the effectiveness of the model in the participating schools and report those findings through the ELLP or the Research, Accountability, and Innovation Division. As the model demonstrates its effectiveness, it should be expanded to other schools throughout the district. The ELLP

staff should also consider providing information sessions to schools throughout the district regarding the effectiveness of alignment of instructional strategies with the HQSI.

CORRECTIVE ACTION PLAN

1.	The Assistant Superintendent should direct the Director of the ELL Program to link staff development to effective instruction and student performance.	October 2006
2.	The Director of the ELLP should link staff development to effective instruction and student performance.	November 2006
3.	The Director of the ELLP should assist school-based PLCs in reporting data that link staff development to effective instruction and student performance.	December 2006
4.	The school-based PLCs should report data that link staff development to effective instruction and student performance on a quarterly basis to the Director of the ELLP.	March 2007 and ongoing
5.	The Director of the ELLP should analyze the data and expand or modify TeachFirst as necessary	March 2007 and ongoing

FISCAL IMPACT

The staff development for the ELLP is within the existing budget using Title III funds.

11.5.2 Compliance and Monitoring

The Compliance and Monitoring Department is responsible for ensuring that the rights of CCSD students with disabilities are protected and that these students receive a free and appropriate public education. The department is also responsible for ensuring that the CCSD is in compliance with state and federal laws governing the provision of special education and related services and Section 504 accommodations.

To ensure compliance by CCSD, the department:

- represents the district in due process hearings;
- investigates parental complaints against district schools concerning the provision of special education and Section 504 services;
- provides assistance to schools and parents in dispute resolution and mediation; and
- promotes awareness through education and training to district staff, parents, and the community on issues, policies, and procedures concerning the administration of special education and Section 504 services.

Parent mentors serve as liaisons between parents and district schools by linking parents with appropriate student support services and district personnel, as well as:

- providing education and training to parents on special education and Section 504 services, laws, and regulations;
- assisting parents in understanding the special needs of their child;
- assisting parents in developing self-advocacy skills that will allow them to support implementation of their child's IEP or 504 accommodation plan; and
- connecting parents with appropriate district personnel to address any concerns they have.

FINDING

CCSD successfully resolves due process hearings and state, Section 504, and Office of Civil Rights complaints filed against the district.

The Student Support Services Division is mandated to provide due process hearings in the event a student's IEP is questioned. **Exhibit 11-30** shows the due process cases 2002-03, 2003-04, and 2004-05. As indicated, CCSD most often resolved all due process cases with the exception of one each in 2002-03 and 2004-05; the parents won both of these cases.

EXHIBIT 11-30
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
COMPLIANCE AND MONITORING DEPARTMENT
SUMMARY OF DUE PROCESS HEARING
2002-03, 2003-04, AND 2004-05 SCHOOL YEARS

ACTION	2002-03	2003-04	2004-05
Due Process Hearing Requests	39	44	35
Cases Pending	14	11	10
Cases Closed	25	33	25
Settlement Agreements	5	13	8
Mediated Agreements	5	3	4
Withdrawn	11	13	6
For Parents	1	0	1
For District	3	2	3
Dismissal by Hearing Officer	N/A	2	3

Source: Clark County School District, Compliance and Monitoring Department, 2006.

The number of due process hearing requests during the 2004-05 school year decreased by 12 when compared to the 2003-04 school year. Eleven cases were closed and resolved through settlement agreements and formal or informal mediation.

Exhibit 11-31 shows the number of state complaints filed against CCSD for the 2002-03, 2003-04, and 2004-05. As can be seen, these data show a continued decrease in the number of complaints referred to the hearing officer from two complaints in 2002-03 to none in 2004-05.

EXHIBIT 11-31
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
COMPLIANCE AND MONITORING DEPARTMENT
SUMMARY OF STATE COMPLAINTS
2002-03, 2003-04, AND 2004-05 SCHOOL YEARS

ACTION	2002-03	2003-04	2004-05
Filed	16	16	8
CCSD/Violation	5	5	4
CCSD/Complaint	4	4	2
Pending	5	6	2
Referred to Hearing Officer	2	1	0

Source: Clark County School District, Compliance and Monitoring Department, 2006.

Exhibit 11-32 shows the number of Section 504 complaints filed against CCSD for the, 2002-03, 2003-04, and 2004-05. While there have been few Section 504 complaints, these data show that no complaints were found in favor of the parents. The district continues to work on pending cases.

EXHIBIT 11-32
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
COMPLIANCE AND MONITORING DEPARTMENT
SUMMARY OF SECTION 504 COMPLAINTS
2002-03, 2003-04, AND 2004-05 SCHOOL YEARS

ACTION	2002-03	2003-04	2004-05
Requests	2	1	4
For Parent	0	0	0
For District	0	0	0
Pending	2	2	2
Settled	N/A	1	2

Source: Clark County School District, Compliance and Monitoring Department, 2006.

Exhibit 11-33 shows the number of complaints from the Office of Civil Rights for the same three-year period. As shown, 50 percent of the complaints have been closed while the remaining cases have been carried over for further investigation.

EXHIBIT 11-33
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
COMPLIANCE AND MONITORING DEPARTMENT
SUMMARY OF OFFICE OF CIVIL RIGHTS COMPLAINTS
2002-03, 2003-04, AND 2004-05 SCHOOL YEARS

ACTION	2002-03	2003-04	2004-05
Filed	6	4	8
Closed	4	2	3
Carry Over	2	4	5

Source: Clark County School District, Compliance and Monitoring Department, 2006.

The majority of parent or guardian complaints have been resolved with the assistance of the parent mentor. The role of the parent mentor is to:

- assist parents in understanding the special needs of their child;
- provide parents with information about child development; and
- help parents to acquire the necessary skills that will allow them to support implementation of their child's IEP and Section 504 plans.

The number of parent mentor requests decreased by 86 during the 2004-05 school year. This is due to the realignment of the duties and the change in the focus of the current parent mentor's responsibilities.

Nevada Administrative Code (NAC) 388.512 prohibits the use of an aversive intervention technique on a person with a disability who is a client of a state mental health facility or the Division of Child and Family Services (DCFS) of the Department of Human Resources, a pupil in a private or public school, or a patient in a medical or other related facility. The measure further specifies the conditions under which the use of the physical restraint, mechanical restraint, or chemical restraint may be used on a student with a disability.

Exhibit 11-34 shows the aversive interventions/restraints incident reports filed in 2002-03, 2003-04, and 2004-05. As can be seen, the number of reported aversive/restraint incident reports by 113 from 2003-04 TO 2004-05. This decrease can be attributed to district staff becoming more aware of appropriate interventions through increased staff development

The Compliance and Monitoring Department has diligently worked with parents and governmental agencies to resolve complaints against the school district. The data show that, overall, the district has been very successful in resolving issues through mediation and settlement. During the last three years, the district was held liable in only two due process cases.

EXHIBIT 11-34
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
COMPLIANCE AND MONITORING DEPARTMENT
SUMMARY OF AVERSIVE INTERVENTIONS/RESTRAINTS INCIDENT REPORTS
2002-03, 2003-04, AND 2004-05 SCHOOL YEARS

ACTION	2002-03	2003-04	2004-05
Reports Filed	1,818	1,825	1,518
Comprehensive Campus Reports	1,128	1,128	1,048
Special School Reports	690	697	470
Violations	20	36	40

Source: Clark County School District, Compliance and Monitoring Department, 2006

COMMENDATION

CCSD is commended for exemplary practices of compliance and monitoring the delivery of services to students with disabilities, and for the successful resolution of due process cases and complaints filed against the district.

11.5.3 Instructional Support and Special Education Support Services

The Student Support Services Division has established data-driven, strategic action planning processes. A data-driven action plan has been developed for every initiative in the Student Support Services Division.

The action plans within the Instructional Support and the Student Support Services divisions serve as the umbrella and overall guide for any other planning within the division. A dynamic strategic planning process can assist a division in achieving success and document the value of the development of an inclusive community of learners that possess the skills to effect positive change.

Federal Individuals with Disabilities Education Act (IDEA) 2004 requires that all states develop and submit to the federal Office of Special Education Programs a performance plan that is designed to advance the state from its current level of compliance with the federal law and to improve the educational and functional outcomes for children and youth with disabilities. In addition, all states are required to submit an annual report in future years documenting the progress toward meeting those goals of improved educational and functional outcomes. The strategic planning that has been conducted by the Student Support Services Division is in direct alignment with state requirements for improvement of educational functional outcomes and data reporting consistent with state and federal regulations.

Exhibit 11-35 shows a portion of the *Inclusive Practices Data-Driven Action Plan* for 2004-05. As shown, the plan is comprehensive and includes the department or work group, current conditions, and data to be addressed along with statements of desired outcomes in measurable terms in targeted schools. The complete action plan also

includes action steps, dates of implementation, estimated resources, and evidence for data collection and effectiveness evaluation.

EXHIBIT 11-35
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
INCLUSIVE PRACTICES DATA-DRIVEN ACTION PLAN
2004-05 OUTCOMES

Department/Work Group:
Region Teams

What condition, reflected by current data, needs to be addressed:

- According to 12/1/03 count, 44.8% of Clark County School District's students are coded "A."
- Other types of data would provide deeper analysis of project impact, as well as heighten school site awareness of expectancies. Other data captures/analysis should include:
  - Code "B" and "C" data to track movement of specialized populations
  - Comparison of student achievement data, student grades and student attendance in co-taught classrooms versus general education and resource classrooms not co-taught
  - Weighted rubric that provides school scores to measure whole site inclusive practices
  - Number of co-taught classes

Statement of desired outcome in measurable terms in targeted schools:

- The percent of students coded "A" will increase from 44.8% to 48% over the course of the 2004-2005 school year.
  RESULTS 5/05:
  - 2003-2004 code (baseline) data is 41.7% vs. 44.8% as originally reported
  - Four percentage point growth targeted: 5 percentage point growth achieved (41.7% to 46.9%)
- The percent of students moving from Code "C" placements to Code "B" placements will increase 5%.
  - Movement from Code "B" to Code "C" is not easily tracked. It should be noted that Code "C" placements decreased 3 percentage points in one year (25.8% to 22/8%)
- According to a weighted rubric that identified school quality indicators for building inclusive schools, school site progress goals are:
  - 10% from "beginning" to "developing" levels
  - 10% from "developing" to "at standard" levels
  - 5% from "at standard" to "leading" levels
  - Rubric was finalized through 04/05 school year. Baseline levels established. This measure continues through 05/06 school year.
- The number of co-taught classes throughout Clark County will increase 10%.
  - From a random count of 60% of the CCSD school sites, the number of co-taught classes increased 16 percentage points (17.10% to 32.83%). For targeted ISP sites, the number of co-taught classes increased 29 percentage points (16% to 44.7%).
- Randomly selected general education students and students with IEPs will show greater academic progress than students with similar demographics in same subject classrooms that are not co-taught. To review student progress, IDMS achievement data, student attendance and student grades will be compared across 2 classrooms per region.
  - This data available 6/15/05 after student interim assessment is completed.

Evaluation (what data will be used to measure desired outcome?):

- Code A, B and C data

Source: Clark County School District, Student Support Services Division, 2005.

The Student Support Services Division demonstrates exemplary data-driven, strategic action planning.

COMMENDATION

CCSD is commended for the exemplary data-driven, strategic action planning.

FINDING

The special education service delivery for students with autism lacks data to show the effectiveness of the services or program models. The population of students with autism has increased from 83 students in 1996-97 to 1,401 in 2005-06. As a result, CCSD has developed a continuum of special education services for students with autism.

The Low Incidence Disabilities Department is part of the Student Support Services Division. It serves as a resource to site-based teams who serve students with autism and other low incidence disabilities. Staff within the department have a wide range experience and promote a cooperative and collaborative model of support to students with autism as well as students with other low incidence disabilities.

Resources provided by the Low Incidence Disabilities Department for students with autism may include individualized student support and intervention, on-site technical assistance and service delivery, parent training, IEP development, and staff development. In addition, region teams are available to support schools, students, and families.

During on-site visits and follow-up interviews with staff, it was reported that there are limited data to show the effectiveness of special education services for students with autism. There are no systemwide data to show the effectiveness of the special education service delivery model for students with autism or the various components of the service delivery continuum.

It was further reported during on-site interviews that the evaluation procedures for students with autism may not be consistent throughout the district. While MGT found no specific data to support inconsistencies within the evaluation procedures, numerous staff expressed concerns about the evaluation and identification of students with autism. Further examination of evaluation practices and procedures is needed to ensure consistency of eligibility determination of autism and related disabilities.

RECOMMENDATION

Recommendation 11-7:

Conduct a comprehensive review of evaluation procedures and special education service delivery for students with autism.

CCSD should conduct a comprehensive review of evaluation procedures and special education service delivery for students with autism. The review should be conducted by staff with expertise in evaluation and service provision for students with autism. The review should document any inconsistencies in the evaluation procedures and the effectiveness of the various components of special education service delivery for students with autism. The review should also make recommendations regarding cost efficiencies or cost savings that could be realized by the district.

CORRECTIVE PLAN OF ACTION

1. The Associate Superintendent of Student Support Services should direct the Director of Low Incidence Programs to conduct a review of the services for students with autism.	October 2006
2. The Director of Low Incidence Programs should conduct a review of services for students with autism.	November 2006 – July 2007
3. The Director of Low Incidence Programs should submit the review to the Associate Superintendent of Student Support Services for approval.	August 2007
4. The Associate Superintendent of Student Support Services should approve the review.	September 2007
5. The Director of Low Incidence Programs should implement recommendations of the review.	November 2007

FISCAL IMPACT

The review of evaluation procedures and service delivery for students with autism can be conducted with existing staff within the Student Support Services Division or the Research, Accountability, and Innovation Division.

FINDING

The Student Support Services Division began implementation of the Inclusive Schools Program (ISP) in 2004-05. While the program has been successful in improving student achievement, continued emphasis is required on systemic approaches to inclusive education for students with disabilities.

The IDEA has championed the need for school districts to provide all students with disabilities an appropriate education based on their unique educational needs. In response to the 1997 amendment to the IDEA, CCSD introduced new procedural requirements designed to maximize student participation in the general curriculum and to improve student outcomes, including successful participation in post-school outcomes. Strategic, effective, and efficient utilization of alternate program philosophies, curricula, and instructional practices must be implemented in order to ensure that students' needs are identified adequately and addressed individually *(Standards and Performance Indicators for Students with Cognitive Disabilities, CCSD, 2006).*

The IDEA (34 C.F.R. Sec. 300.13) defines Free and Appropriate Public Education (FAPE) as special education and related services that:

- are provided at public expense, under public supervision and direction, and without charge;
- meet the standards of the State Education Agency;

- include preschool, elementary, school, or secondary school education in the State; and

- are provided in conformity with an individualized education plan (IEP) that contains all required components.

Under the Least Restrictive Environment (LRE) principle of the IDEA, a student with a disability is entitled to be educated in the general education setting with non-disabled students to the maximum extent possible, and removal occurs only when the nature or severity of the disability is such that education in general education classes with the use of supplementary aides and services cannot be achieved satisfactorily (34 C.F.R. Sec. 300.550). LRE requirements also apply to student participation in extracurricular and nonacademic activities (34 C.F.R. Sec 300.) LRE requirements focus the IEP team on balancing factors including:

- the educational benefits available to the student in a regular classroom, supplemented with appropriate aids and services, as compared with the educational benefits of a special education classroom;

- the nonacademic benefits of interaction with non-disabled students;

- the effect of the student's presence on the teacher and the other students in the classroom; and

- the cost of integrating the student in the general education classroom.

In response to this legislation, CCSD initiated the Inclusive Schools Program. In 2004-05, there were 21 partner elementary schools, 11 partner middle schools, and four partner high schools in the ISP. The program focuses on:

- Building an inclusive culture at school sites through the:

  - development of Site Action Plans that support and promote inclusive practices;

  - alignment of Site Action Plans with School Improvement Plans; and

  - support of building Leadership Teams that lead the implementation of goals delineated in Site Action Plans.

- Supporting the achievement of all students through:

  - professional development for site ISP teams in instructional practices that impact student achievement; and

  - sharing, dissemination, and support of instructional practices by ISP teams at school sites.

Three types of data were collected for the ISP to assess program efficacy during the 2004-05 school year. Since the goal of the ISP is to support schools in the development of an inclusive environment through systemic change, a central focus for student achievement was necessary. The types of data collected and analyzed included:

- placement code data;
- number of co-taught classes; and
- achievement data for co-taught versus single instructor classes.

The following conclusions have been drawn from the first year data of the ISP:

- District-wide, the population of students with disabilities coded "A" (participation in general education 80 to 100 % of the day) increased five percentage points, meeting the goal of the 2004 Data Driven Plan.

- District-wide, the number of students participating in specialized programs decreased by three percentage points.

- The number of co-teach classes increased significantly, from 15 to 29 percentage points. The growth was especially evident for ISP sites, leading one to conclude that the ISP is effective;

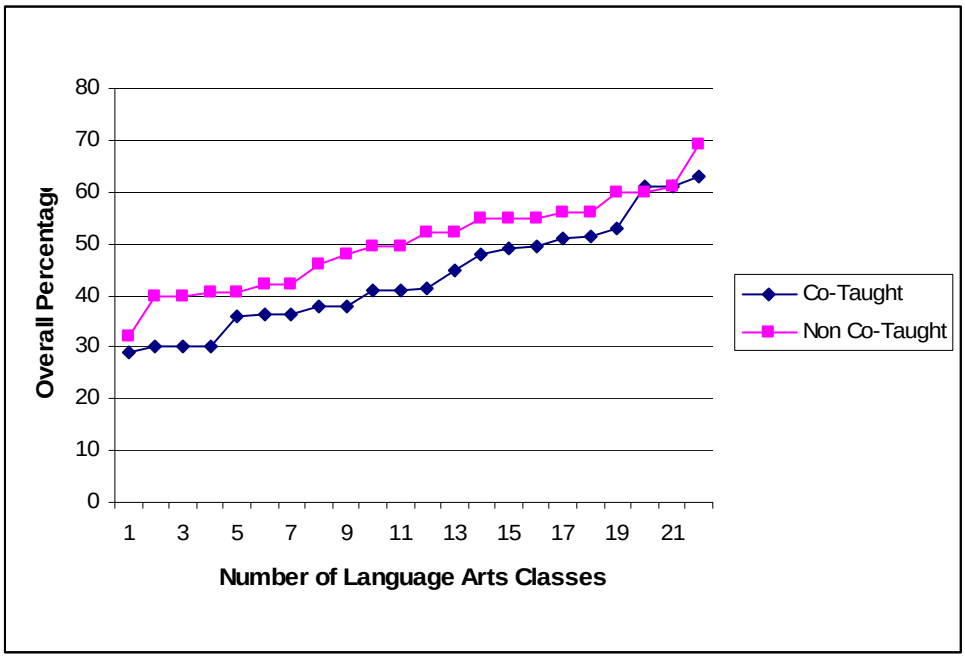
- Students in co-taught classes, who are typically more challenged than students who are not co-taught, are maintaining the same rate of learning as their typical peers on interim assessments.

- The majority of general education students as well as students with disabilities are scoring, based upon the present random sampling, 50 percent or less on the interim assessments. Instruction must be approached intensively and explicitly. Additionally, ongoing professional development for teachers in instructional delivery and progress monitoring is critical. Research has shown that professional development needs to be followed with support to the teacher through technical assistance and preferably, cognitive coaching.

- In addition to quantitative data sets, ISP teams at school sites have completed rubrics to qualitatively review progress. Additionally, action plans have been developed by school site ISP cadres. A review of the documents shows a need for direct guidance. Additionally, two regions submitted ISP-related technical assistance plans. The assistance rendered by region team members was typically sporadic for the 2004-05 school year, rather than structured and systematic.

Exhibits 11-36, 11-37, and **11-38** show the first interim assessment results for reading, writing, and math. As can be seen, the overall percentage of assessment results in co-taught classes exceeded the overall percentage in non co-taught classes.

EXHIBIT 11-36
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
INCLUSIVE SCHOOL PROGRAM
FIRST INTERIM ASSESSMENT - READING
2004-05 SCHOOL YEAR

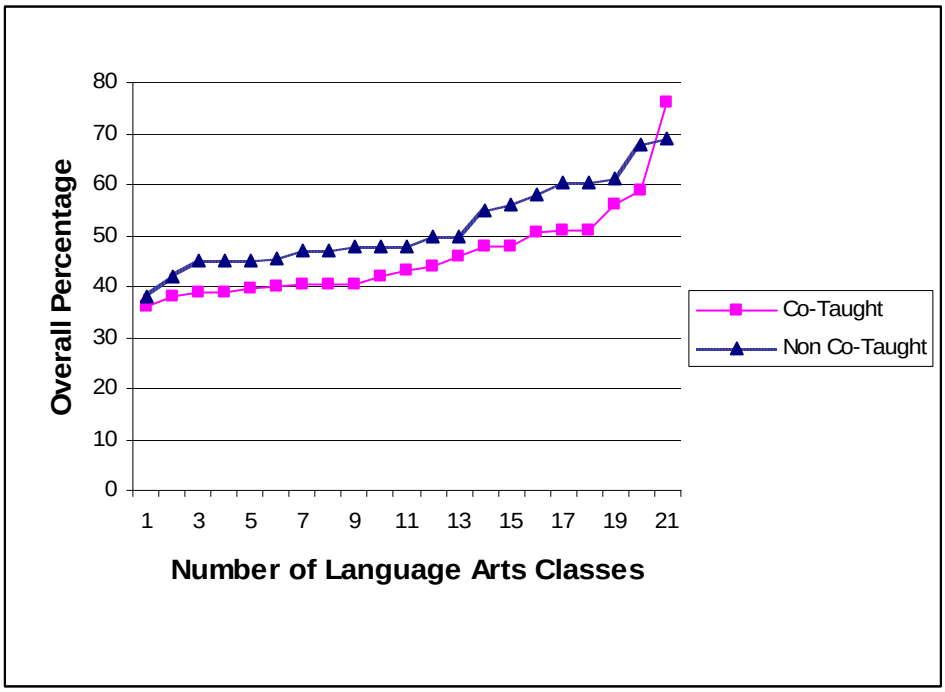


Source: Clark County School District, Special Education Support Services Department, 2006.

According to the datasets analyzed and documented in the *Inclusive School Practices Data Analysis 2005*, the ISP positively impacts inclusive practices district-wide as shown by an increase in both the number of students with disabilities participating in general education and an increase in the number of co-taught classes for targeted ISP sites and other sites. Building leadership must be emphasized at the school site level. Based upon the action plans development, systematic and strategic technical assistance by region teams for ISP sites is also necessary.

Review of student achievement for the 44 classroom samples shows that co-teaching is a method that positively impacts student achievement. Comparison of achievement on interim assessments shows that co-taught students kept pace with those students who may be considered less challenged. As a result, co-teaching is a model that should continue to receive emphasis. School sites should also maximize their staffing resources to deliver a continuum of instruction. School staff must further understand scheduling processes when including students with disabilities to ensure that the students have the necessary support and staffing resources. Additional work is also documented in the area of staff development for teachers not only to develop teacher skill levels for content, but also to increase knowledge of strategic instruction. Scientifically based instructional practices must be taught, supervised, and coached. A variety of venues for professional development must be offered, including on-line modules.

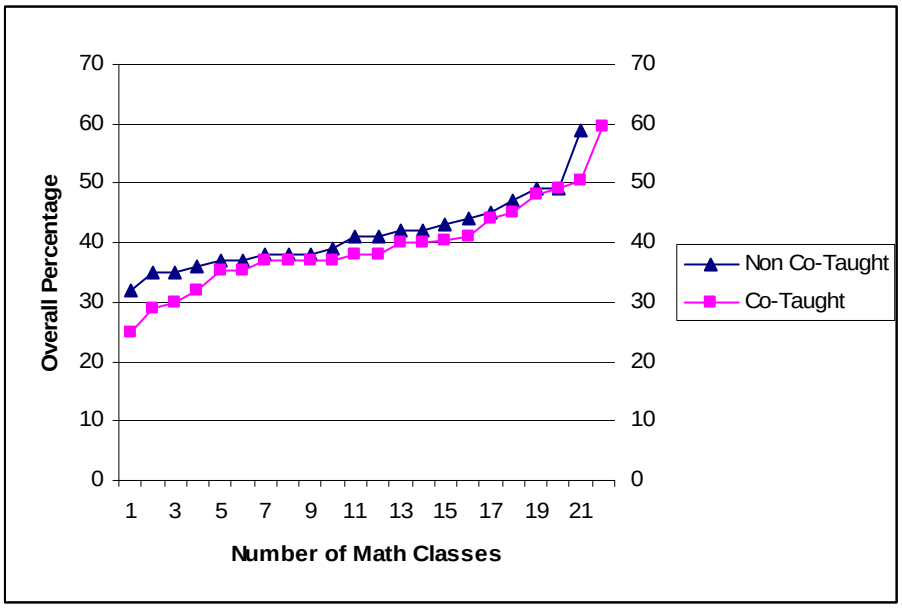
EXHIBIT 11-37
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
INCLUSIVE SCHOOL PROGRAM
FIRST INTERIM ASSESSMENT – WRITING
2004-05 SCHOOL YEAR



Source: Clark County School District, Special Education Support Services Department, 2006.

ISP practices have the potential to significantly and positively impact student achievement. Site-based technical assistance must guide ISP cadres to align their work with the school improvement process, thereby supporting the implementation of the school-based School Improvement Plan. Teachers must also have a sense of urgency for student achievement, resulting in increased intensive and direct instruction. Teachers must understand the value of progress monitoring as a means to explicit teaching. Special educators, specialists of gifted education, and related service personnel must also have a sense of urgency to collaborate with teachers at the site level in designing interventions and instructional strategies, especially for lower quartile students with and without disabilities.

EXHIBIT 11-38
CLARK COUNTY SCHOOL DISTRICT
STUDENT SUPPORT SERVICES DIVISION
INCLUSIVE SCHOOL PROGRAM
FIRST INTERIM ASSESSMENT – MATH
2004-05 SCHOOL YEAR



Source: Clark County School District, Special Education Support Services Department, 2006.

RECOMMENDATION

Recommendation 11-8:

Continue to refine and expand systemic approaches to inclusive education for students with disabilities.

CCSD should continue its efforts to refine and expand systemic approaches to inclusive education for students with disabilities. The *Inclusive School Practices Data Analysis 2005* provides excellent documentation of both program successes and those areas needing improvement or expansion. Consideration should be given to charging the Student Support Services Division with:

- involving Student Intervention Teams and other related service personnel such as psychologists in assisting teachers at the site level with strategic analysis of student test scores and the development of student interventions for those students who are not progressing;

- strengthening the Learning Center concept to provide opportunities for Tier 3 students to receive longer blocks of direct instruction in language arts and mathematics;

- strengthening the capacity of region teams through the design of a strategic technical assistance plan for school sites around achievement, including the support of ISP and positive behavior support sites;
- involving other program specialists at the region level in technical assistance and implementation leading to a stronger transdisciplinary support to sites;
- continuing to grow ISP sites while maintaining quality of programming through site-based technical assistance and a strategic approach to systems change;
- providing ongoing professional development for teachers through a variety of venues, including on-line opportunities; and
- maximizing the use of related services staff through the delivery of push-in services.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Student Support Services should direct the Director of Special Education Support Services to continue to expand inclusive education opportunities.	October 2006
2. The Director of Special Education Support Services should expand inclusive education opportunities through staff development and pilot sites.	November 2006
3. The Director of Special Education Support Services should evaluate the effectiveness of inclusive education on student achievement as well as teacher competence.	August 2007 and Ongoing
4. The Associate Superintendent of Student Support Services and the Director of Special Education Support Services should analyze evaluation results and modify the implementation as appropriate.	September 2007 and Ongoing

FISCAL IMPACT

The ISP is an ongoing program that is currently included in the 2006-07 budget and this recommendation will not require additional funding.

FINDING

Recent data analysis shows an over-identification and over-representation of African-American students in special education under the specific learning disabilities, emotional disturbance, and mental retardation categories. The effectiveness of school-based

Student Intervention Program (SIP) Teams is inconsistent throughout the district, and the Response to Intervention (RTI) process is currently being implemented in only 10 pilot schools. Effectiveness data on SIP teams and RTI have not yet been analyzed.

The CCSD Disproportionality Committee was charged with the task of investigating the issues of over-representation and over-identification of students with disabilities by ethnicity. Disproportionality is defined as the "*extent to which membership in a given ethnic group* ***affects*** *the probability of being placed in a special education disability category."* Over-representation is evident when there are more students of a given ethnicity in special education than the percentage of the same ethnic group in the general education population. Specific issues that can be associated with special education identification practices include the placement of identified special education students in least restrictive environment, and/or changes in the placement of identified special education students as a result of disciplinary action. Over-identification is obvious when there are more students of a given ethnicity are classified under a special education eligibility category than would be expected statistically.

Conclusions of the *CCSD Disproportionality Committee Report 2005* are:

- The primary conclusion from the data suggests that significant over-representation issues continue to exist on a district-wide basis. Specific concerns are related to the over-identification of African American students in the areas of mental retardation, learning disabilities, and emotional disturbance.

- The committee will investigate specific school patterns of over-representation in relation to their ethnic populations. Other variables of possible significance are to be explored, such as student mobility, SIP team implementation, and special education referral practices.

- The committee will continue to collect data and conduct analysis to begin to formulate recommendations for appropriate, research-based interventions, strategies, and supports for schools in general and individual targeted schools, particularly those with significant over-representation concerns.

IDEA 2004 requires that:

> *…state education agencies have in effect, consistent with the purpose of IDEA and with Section 618(d), policies and procedures designed to prevent the over-identification and disproportionality by race and ethnicity of children with disabilities as described in Section 602 (Definitions) [612(a)(24)].*

In addition, IDEA 2004 requires that:

> *Each state that receives assistance under IDEA shall provide for the collection and analysis of data to determine if significant disproportionality based on race and ethnicity is occurring in the state and local educational agencies (LEAs) with respect to:*

- *The identification of children as children with disabilities, including the identification of students with disabilities in accordance with a particular impairment described in Section 602(3);*

- *The placement in particular education settings of such students; and*

- *The incidence, duration, and type of disciplinary actions, including suspensions and expulsions [618(d)(1)].*

The primary purpose of the Student Intervention Program is to provide educational alternatives and support to the teacher of students at risk for school failure. Using a collaborative problem-solving approach SIP can help:

- Collect and analyze relevant data.

- Clarify and redefine the educational concern.

- Create or refine corrective instructional and behavioral strategies.

- Provide hands-on progress monitoring of implemented interventions.

- Make recommendations derived from objective, data-based information.

SIP can also help with other education matters such as:

- developing reasonable accommodations under Section 504;

- considering the appropriateness of grade retention;

- providing assistance to students needing behavioral or crisis intervention; and

- supporting students with identified disabilities.

The four main features of SIP are as follows:

- team problem-solving;
- problem clarification;
- intervention; and
- documentation.

An effective school-based SIP offers a variety of formal intervention programs for students at risk for school failure. During on-site visits, it was reported that schools inconsistently follow the procedural guidelines for an effective SIP. The SIP must not be considered a process for referral for special education evaluation. The provision of interventions is a required prerequisite for many referrals, including those for specific learning disabilities and serious emotional disturbance.

Response to Intervention is an alternative to the severe discrepancy assessment approach for the determination of learning disabilities. Instead of evaluating the

discrepancy between a student's IQ and achievement to determine a learning disability, RIT evaluates student response to appropriate intervention. A learning disability is inferred when an otherwise normal student fails to adequately respond to appropriate general education intervention.

The CCSD model of RTI employs a multi-level and multi-faceted evidence-based assessment approach to the determination of both need for special services and disability. It includes the following assessment methods:

- charting of progress-monitoring data obtained from research-based interventions;
- using indirect sources of information from parents, teachers, and others who know the student;
- reviewing relevant educational records, including reports by physicians, psychiatrists, family therapists, and other professionals familiar with the student;
- conducting direct observation of the student in various educational settings; and
- administering individual psycho-education, as determined by the evaluation team.

The CCSD model of RTI also provides school psychologists, teachers, and school administrators with:

- a collaborative problem-solving framework for designing and implementing research-based interventions, monitoring student progress, and evaluating outcomes for the purpose of determining eligibility for learning disabilities;
- an objective and empirically based assessment approach for graphically describing student achievement relative to criterion-referenced standards of performance; and
- a data-based accountability system for guiding and documenting educational decision-making.

In an effort to improve academic performance, RTI targets the early identification of students at risk for educational failure and strategically provides these students with progressively intensive intervention. Systematic RTI monitoring of student intervention progress provides critical information about individual student needs that effectively guides instruction and informs educational decision-making.

In conjunction with general education instruction, at-risk students are identified as lagging behind their peers in academic performance or behavior through routine, curriculum-based or criterion-referenced screening practices. As students are identified, they are provided with strategic research-based intervention and supports. Student needs and staff accountability are emphasized through repeated measures of each

student's performance and progress towards targeted curriculum and/or behavioral standards. As interventions and supports are provided, lack of improvement in academic achievement or behavior serves as an important indicator for needed changes in instructional planning, which may include the need for more intensive, individualized educational interventions. When interventions are developed strategically and implemented consistently over time, the RTI process can result in improved data based decision-making regarding instructional services, suspected disability, and referral for special education evaluation.

The 2004 reauthorization of the IDEA requires that local school districts have in place effective policies and procedures designed to prevent the inappropriate over-identification or disproportionate representation by race and ethnicity of students with disabilities. The 2004 reauthorization of IDEA also places a higher priority on considering the extent to which a student has been provided with appropriate instruction and instructional supports prior to, or as part of, the special education referral process, including review of any data-based evidence of student progress relative to instruction. Schools that have significant problems with over-identification or disproportionate representation are required to develop programs of early intervention and positive behavioral interventions, strategies, and supports for students at risk for educational failure.

The Nevada Administrative Code for Special Education Programs (NAC) recognizes the importance of collecting classroom-based performance data for students identified, or suspected of having, disabilities requiring special education. It also mandates that educational interventions be implemented and evaluated before a student can be determined eligible for special education under the eligibility categories of specific learning disabilities and emotional disturbance. The following are excerpted from Nevada regulations:

- "Previous educational interventions" is defined as "a strategy, developed on the basis of individual need, designed to have a remediate effect upon any academic or behavioral difficulties of a pupil." (NAC 388.085)

- "Prior intervention" is defined as "the provision of an intervention to a pupil in a regular classroom before the public agency suspects that the pupil has a disability." (NAC 388.087)

- "If a pupil is experiencing an educational or behavioral difficulty but is not suspected of having a disability by the public agency, the public agency may attempt to remediate such a difficulty through a prior intervention." [NAC 388.325(1)]

- "If the public agency determines that the educational difficulty or behavior of the pupil is resistant to a prior intervention, or if the public agency determines that the prior intervention requires continued and substantial effort and may require the provision of special education and related services to be effective, the public agency shall conduct an initial evaluation of the pupil to determine whether the pupil is eligible for special education." [NAC 388.325(4)]

Under IDEA 2004, school districts are allowed to develop and establish scientific, research-based strategies for the determination of eligibility for special education services under the specific learning disabilities category. RTI is currently advocated within the education field and the IDEA itself as one alternative strategy for eligibility determination.

The development and implementation of the RTI model requires a paradigm shift from the traditional special education prereferral practices. The Learning Disabilities Roundtable 2005 identified a number of potential issues and concerns to be considered and addressed, including:

- *efforts to balance the need for institutionalizing essential intervention system practices while maintaining flexibility in planning and implementing interventions for individual students;*
- *providing adequate professional development opportunities for establishing new competencies;*
- *providing clarification regarding professional roles across disciplines;*
- *establishing standardized criteria for moving across multiple levels of the intervention system;*
- *ensuring fidelity in the implementation of interventions;*
- *ensuring adequate resources, implementation time, and space/materials; and*
- *ensuring adequate financial support and coordination of programs and services.*

The Psychological Services Department of the Student Support Services Division is responsible for providing the leadership on initiatives related to disproportionality, SIP teams, and the RTI model. Efforts in these areas are interrelated and reinforcing of one another.

A comprehensive approach to prereferral interventions, early interventions, or research-based instructional strategies can be achieved through the implementation of effective school-based SIP teams and the continued implementation and expansion of the RTI model. The effectiveness, however, is based upon the leadership within the school, adequate technical assistance from regional specialists, and the Psychological Services Department's availability of resources including time, space and materials, and financial support for program and service coordination. The effectiveness of such data-driven interventions can also be determined only through careful analysis, followed by data-driven delivery of programs and services.

RECOMMENDATION

Recommendation 11-9:

Implement research-based alternatives rather than traditional special education referral practices.

CCSD should implement research-based alternatives rather than traditional special education referral practices. The Psychological Services Department and regional special education teams should continue to support the development of school-based SIP teams as one research-based alternative. The SIP team should be the primary vehicle for introducing and reinforcing other early interventions efforts (such as conducting screenings, establishing supplemental reading programs, and introducing RTI decision-making practices) associated with the goals of increased academic achievement and decreased over-identification by ethnic group for all students.

The Psychological Services Department should also continue to calculate and analyze relative risk ratios across individual schools and set preconditions for strategic school improvement efforts. School improvement efforts should include support in establishing school-wide intervention systems, functional SIP teams, and RTI decision making practices.

The Psychological Services Department should also continue its efforts to expand implementation, refine guidance procedures, and establish the RTI protocol as a scientifically-based, required component for special education eligibility determination across the district. The district should also consider the RTI model for determining educational needs relative to other types of disabilities, such as developmental delay, emotional disturbance, other health impairment, or orthopedically impaired.

CORRECTIVE ACTION PLAN

1.	The Associate Superintendent of Student Support Services should direct the Director of Special Education Support Services to implement research-based referral practices.	October 2006
2.	The Director of Special Education Support Services should implement research-based referral practices through staff development at pilot sites.	November 2006
3.	The Director of Special Education Support Services should evaluate the effectiveness of research-based referral practices on student achievement as well as teacher competence.	August 2007 and Ongoing
4.	The Associate Superintendent of Student Support Services and the Director of Special Education Support Services should analyze evaluation results and modify the implementation as appropriate.	September 2007 and Ongoing

FISCAL IMPACT

Implementation of research-based alternatives is an ongoing initiative that is currently included in the 2006-07 budget and therefore will not require additional resources.

11.6 Education Services

The Education Services Division oversees 35 non-traditional schools or programs throughout Clark County that provides instruction and related services to over 35,000 students. The schools and programs serve the most significantly at-risk students, offering instruction to those who are need of a non-traditional education. The unique needs of these students require a proactive, progressive approach to the development of curriculum and instructional programs.

FINDING

Alternative education programs for students who lose their eligibility for enrollment in the district's comprehensive and non-traditional schools as well as programs for students with behavior or conduct violations must be comprehensive to better meet the needs of this special student population.

Young adults at risk of dropping out have a variety of educational options to secure a high school education through non-traditional means. Adult education programs, offered in over 60 locations, serve students 16 years of age and older who have not yet earned a high school diploma. Horizon and Sunset Schools operate at five sites throughout the Las Vegas area. These programs specialize in non-traditional curriculum and instruction to assist these students in acquiring a high school education, including a smaller class enrollment and evening schedules. The Education Services Division coordinates of the General Education Development (GED) Test and oversees the education option for parents who request to homeschool their children.

Five geographically zoned behavior schools serve as short-term interventions for students who have committed a severe behavior infraction at their comprehensive school. The students are expected to return to a comprehensive school upon completion of their enrollment term. A behavior school provides required academic courses in a structured environment with emphasis on improved self-control, social interaction, and the development life skills.

Three Continuation Schools provide an educational program for students who lose their eligibility for enrollment in the district's comprehensive and non-traditional schools. Only those students who have been formally expelled from the district or are pending expulsion attend these schools. Placement usually lasts between 18 and 36 weeks.

During on-site visits, it was reported that the behavior schools and Continuation Schools were not consistently effective in improving the behavior or performance of students who attended the program. The behavior program was often referred to as an opportunity for time-out for the student and the student's school. In addition, instructional content is lacking. Students who attend the behavior program are on multiple academic levels,

which makes it a challenge to plan and delivery of appropriate instruction for individual students. Given the short duration of the program, there are limited data to support that students are actually improving self-control and social interaction and acquiring new life skills.

Alternative education programs are intended to meet the specific individual needs of students placed in the programs. While there are some variations in programs, the following components are critical:

- intensive, accelerated instructional program with rigorous standards for academic achievement and student behavior;
- low pupil-teacher ratio to promote a high level of interaction between the student and teacher;
- a plan for transitioning the enrolled students into the relevant school division's regular program;
- a current program of staff development and training;
- a procedure for obtaining the participation and support from parents as well as community outreach to build school, business, and community partnerships; and
- measurable goals and objectives and an evaluation component to determine the program's effectiveness.

Alternative education in CCSD must be realigned to ensure that the critical components for instruction are provided to improve the overall success of this special student population.

RECOMMENDATION

Recommendation 11-10:

Develop a data-driven action plan to align alternative education programs to ensure that the critical components for instruction are provided to improve the overall success of students who have committed severe behavior infractions or lost eligibility for enrollment in the comprehensive or non-traditional school.

CCSD should improve the service delivery and instruction in alternative education programs. The district should ensure that the critical components for alternative education are evident in all alternative programs throughout CCSD.

The delivery of services should range from classroom instruction to distance learning and include day, after school, and evening programs. Alternative education centers should have flexibility with regard to their organizational structure, schedule, curriculum, programs, and disciplinary policies. While the programs should differ in delivery, the services provided should include:

- core subject instruction, vocational, remediation and tutoring;
- individual, group, and family counseling;
- social skills training;
- career counseling related to transitioning to work, job shadowing, mentoring, and work study agreements;
- technology education through direct instruction, Internet research, and keyboarding;
- conflict resolution and mediation; and
- drug prevention education.

CORRECTIVE ACTION PLAN

1. The Associate Superintendent of Education Services should direct the Executive Director to align alternative education programs.	October 2006
2. The Executive Director and designated staff should establish a task force to develop recommendations for the realignment of alternative education programs.	November 2006
3. The task force should provide written recommendations to the Executive Director of Education Services regarding the alignment of alternative education.	January 2007
4. The Executive Director of Education Services should submit the recommendations to the Associate Superintendent of Education Services for approval.	June 2007
5. The Associate Superintendent of Education Services should approve the task force recommendations.	June 2007
6. The Associate Superintendent of Education Services should direct the Executive Director of Education Services to implement the recommendations of the task force.	August 2007
7. The Executive Director of Education Services should implement the recommendations of the task force.	September 2007
8. The Executive Director should evaluate the effectiveness of the implementation of the task force recommendations and modify implementation as appropriate.	August 2008 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

11.7 Career and Technical Education

There are four primary areas of focus for Career and Technical Education (CTE), funded by the federal Carl D. Perkins Grant:

- attainment of academic, career, and technical skills;
- successful completion of secondary or postsecondary diplomas, credentials, or certificates;
- facilitation of student placement and retention in occupations, further educational programs, and the military; and
- completion of study and training programs in areas where the student's gender is under-represented in the field.

CTE programs include:

- high-tech training with the industry's newest equipment;
- college credit for all qualifying programs;
- industry certification; and
- job shadowing and Internships.

The CTE mission is to "ensure that all students have access to quality programs that lead to marketable skills for the 21st Century."

FINDING

CCSD provides exemplary career and technical education programs.

In order to achieve the goals of the federal Carl D. Perkins Grant, students must stay in school. Participation in CTE programs has a strong impact on reducing dropout rates. **Exhibit 11-39** compares Nevada high school dropout rates overall and by grade for all students and all CTE students for 2002-03. As can be seen, there is a significant positive difference in the dropout rate of CTE students when compared to overall dropout rates.

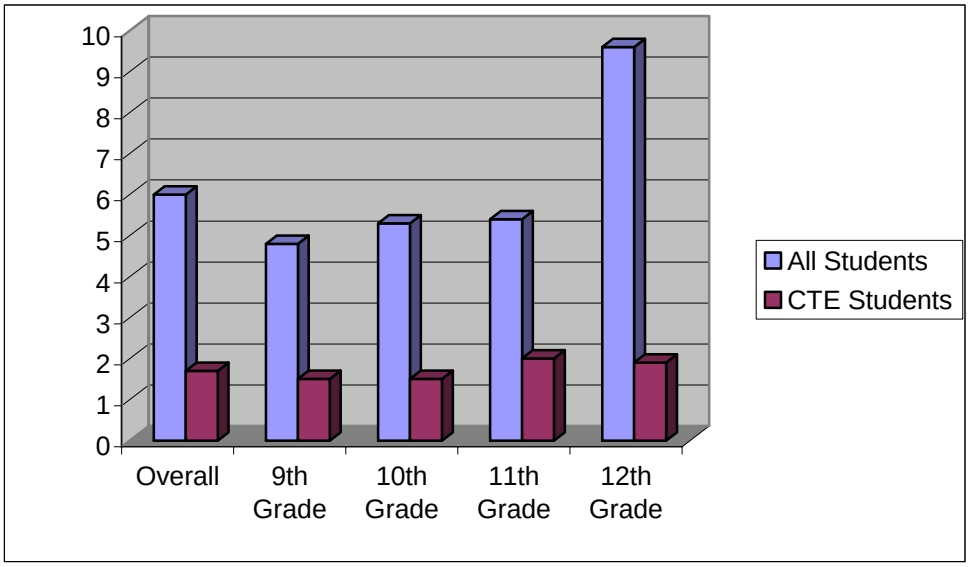
CCSD schools offer 71 introductory courses, 111 occupational courses, and 77 terminal courses. Technical skills certificates are offered in 103 courses and there are 77 courses that offer Tech Prep articulation with the Community College of Southern Nevada.

Exhibit 11-40 shows the Carl Perkins Data Collect and Evaluation for 2002-03 and 2003-04. As can be seen, the greatest improvement from 2002-03 to 2003-04 was in the area of non-traditional enrollment, which increased by 9.33 percent.

Exhibit 11-41 shows the student participation in CTE student organizations. As can be seen, the greatest participation was in Skills USA-VICA.

Exhibit 11-42 shows the partnerships, collaborations, outreach programs and scholarship donors for CTE. As can be seen, CCSD has a vast number of collaborations with community partners.

EXHIBIT 11-39
NEVADA HIGH SCHOOL DROPOUT RATES OVERALL BY GRADE FOR ALL STUDENTS AND ALL CTE STUDENTS
2002-03 SCHOOL YEAR



Source: CCSD, Grants Development and Administration, 2005.

EXHIBIT 11-40
CLARK COUNTY SCHOOL DISTRICT
CAREER AND TECHNICAL EDUCATION DEPARTMENT
CARL PERKINS DATA COLLECT AND EVALUATION
2002-03 AND 2003-04 SCHOOL YEARS

PERFORMANCE SUB-INDICATOR	2002-03 REQUIRED PERFORMANCE	2002-03 CCSD ATTAINMENT	2003-04 REQUIRED PERFORMANCE	2003-04 CCSD ATTAINMENT	CHANGE FROM 2002-03 TO 2003-04
1S1: Academic Attainment - % of students* enrolled in exit level courses** that Pass Nevada High School Proficiency Exam by August following their 12th grade year	89.00%	88.54%	89.25%	89.09%	+.55%
1S2: Vocational Attainment - % of students* that get a B or better in the final semester of their exit level course**	78.32%	77.75%	78.57%	76.04%	-1.71%
2S1: Receive Secondary Diploma-% of students* enrolled in exit level courses** receiving all accepted types of CCSD diplomas by August following their 12th grade year	83.00%	86.58%	83.25%	88.26%	+1.68%
2S2: Receive Competency Certificate - % students* receiving skills certificates in exit level courses.**	80.50%	75.46%	81.00%	76.46%	+1.00%
3S1: Graduate Positive Placement - % of exit level course ** completer students* in higher education, military, or 20+ hours per week employment, during the 6-9 months following graduation	93.75%	100.00% (01-02 school year)	93.75%	100.00%	0%
4S1: Non-Traditional Enrollment - % of students* enrolled in classes* identified as leading to non-traditional employment (less than 25% of a determined gender)	14.57%	20.98%	14.67%	30.31%	+9.33%
4S2: Non-Traditional Completion - % of students* in classes** completing exit level courses** identified as leading to non-traditional employment (less than 25% of a determined gender)**	18.10%	24.96%	18.20%	26.70%	+1.74%

*All students referred to in this table are Clark County School District students participating in Career and Technical courses.
** Clark County School District courses with Career and Technical Education designation.
Source: Clark County School District, Grants Development and Administration, 2005.

EXHIBIT 11-41
CLARK COUNTY SCHOOL DISTRICT
CAREER AND TECHNICAL EDUCATION DEPARTMENT
CAREER AND TECHNICAL STUDENT ORGANIZATIONS
STUDENT PARTICIPATION DATA
2001-02 THROUGH 2004-05 SCHOOL YEARS

ORGANIZATION	2001-02	2002-03	2003-04	2004-05
DECA	1,034	1,391	1,026	408
FBLA	420	516	413	974
FCCLA	103	193	31	122
FFA	15	21	31	89
Skills USA-VICA	1,417	1,427	1,662	1,944
Career Clubs	N/A	N/A	382	321
ProStart Culinary	N/A	N/A	375	370
Broadcast Journalism				
Total Participation	**2,989**	**3,548**	**3,920**	**4,228**

Source: Clark County School District, Career and Technical Education Department, 2006.

EXHIBIT 11-42
CLARK COUNTY SCHOOL DISTRICT
CAREER AND TECHNICAL EDUCATION DEPARTMENT
PARTNERSHIPS, COLLABORATIONS, OUTREACH PROGRAMS AND SCHOLARSHIP DONORS
2005-06 SCHOOL YEAR

PARTNERSHIP/COLLABORATION/ OUTREACH PROGRAM/SCHOLARSHIP DONOR	PURPOSE
Southern Nevada Medical Industry Coalition (SNMIC)	The Southern Nevada Medical Industry Coalition (SNMIC) exists to have a collective vote to ensure improved access and delivery of quality healthcare to the rapidly growing Southern Nevada region. The SNMIC strives to educate the general public, business community, and elected officials to our dynamic healthcare needs and be a proactive force for improving the healthcare delivery system.
Jump Start Coalition	Membership is comprised of representatives of financial organizations and educators to promote financial literacy. The Nevada Jump Start Coalition sponsors trainings for secondary teachers.
DECA Board of Trustees	The governance body for Nevada DECA, an Association of Marketing Students, this Board makes policy decisions for the state Career and Technical student organization.
NV Council on Economic Education	Promotes entrepreneurship and economic education throughout Nevada. Sponsor the Nevada Stock Market Game and the Governor's Cup Business Plan Competition as well as teach trainings.
Desert Pines – AOIT Advisory Board	Monthly meetings are held with members from industry to give direction to courses, curriculum, and events for students participating at Desert Pines Academy of Information Technology.
CCSN (Community College of Southern Nevada) Tech Expo Planning Committee	Monthly meetings are held to plan and develop the annual Technology, Business, and Science Expo. This is a community event allowing members of the public, students from CCSD, and other interested persons to attend a day-long event showcasing CCSN's courses.
Las Vegas Strip Kiwanis Club	A service organization to help members in the community. Weekly meetings are held. This club sponsors eight Key Clubs at local high schools.
WBITE – Western Business and Information Technology Education – Board	To discuss items pertaining to Business and Information Technology programs. Committees for member recruitment, legislative action, and conferences are held at the annual conference.

EXHIBIT 11-42 (Continued)
CLARK COUNTY SCHOOL DISTRICT
CAREER AND TECHNICAL EDUCATION DEPARTMENT
PARTNERSHIPS, COLLABORATIONS, OUTREACH PROGRAMS AND SCHOLARSHIP DONORS
2005-06 SCHOOL YEAR

PARTNERSHIP/COLLABORATION/ OUTREACH PROGRAM/SCHOLARSHIP DONOR	PURPOSE
NVBEA – Nevada Business Education Association – Board	A statewide association to enhance professional development for business teachers throughout the state.
NACTE – Nevada Association of Career & Technical Education – Board	A statewide association to enhance professional development for Career and Technical educators throughout the state.
Nevada FBLA Board – Future Business Leaders of America	A statewide board to develop, plan, and organize events for the Nevada Chapter of FBLA.
AGC (Associated General Contractors)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
SNARSCA (Southern Nevada Air Conditioning/Refrigeration Sub-Contractors Association)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
GM Parts and Service Managers Club	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
American Welding Society	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
AIA (American Institute of Architects)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
Weber State University	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
CCSN (Community College of Southern Nevada)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
Las Vegas Regional Clean Cities Coalition	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
Job Connect Manufacturing Advisory Committee	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
Carpenters Journeyman/Apprenticeship Training Committee (JATC)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
International Brotherhood of Electrical Worker Journeyman/Apprenticeship Training Committee (JATC)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.

EXHIBIT 11-42 (Continued)
CLARK COUNTY SCHOOL DISTRICT
CAREER AND TECHNICAL EDUCATION DEPARTMENT
PARTNERSHIPS, COLLABORATIONS, OUTREACH PROGRAMS AND SCHOLARSHIP DONORS
2005-06 SCHOOL YEAR

PARTNERSHIP/COLLABORATION/ OUTREACH PROGRAM/SCHOLARSHIP DONOR	PURPOSE
Plumbers & Pipefitters Journeyman/Apprenticeship Training Committee (JATC)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
Sheet Metal Journeyman/Apprenticeship Training Committee (JATC)	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
Southern Nevada Society of Professional Engineers	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
SkillsUSA	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
GHP (Going Home Prepared) D.O.C. Re-entry and educational training program	Community collaboration
Boy Scouts of America	Insurance for Internships
Desert Pines – AOC Advisory Board	Monthly meetings are held with members from industry to give direction to courses, curriculum, and events for students participating at Desert Pines Academy of Communication.
Job Connect Hospitality Advisory Board	Scholarships, donations, internships, technical expertise, guest speakers, mentors, technical standards, student skills competitions.
Sunrise Children's Foundation	Partnership with non-profit corporation focusing on pediatric health education. Programs include Baby? Think it Over!!!, a teen pregnancy prevention program and Be Bright, Don't Light, an anti-smoking education program.
Nevada Hospitality Foundation ProStart Culinary Arts Management Program	Two-year, industry-based culinary arts program that prepares students for careers in the restaurant and food service industry offered at 15 CCSD high schools.
UNLV Culinary Arts Management Program (CAMP) Advisory Board Member	Appointed member to advise in the areas of curriculum, industry needs, ACF accreditation standards, and represent education. Meets each semester.
Public Education Foundation Leader's Choice Initiative Grant	Received $25,000 grant to provide training to high school broadcast journalism teachers and students.
FCCLA State Advisory Board Member	Family, Career, and Community Leaders of America, a Career and Technical Student Organization advisory member representing administration.

EXHIBIT 11-42 (Continued)
CLARK COUNTY SCHOOL DISTRICT
CAREER AND TECHNICAL EDUCATION DEPARTMENT
PARTNERSHIPS, COLLABORATIONS, OUTREACH PROGRAMS AND SCHOLARSHIP DONORS
2005-06 SCHOOL YEAR

PARTNERSHIP/COLLABORATION/ OUTREACH PROGRAM/SCHOLARSHIP DONOR	PURPOSE
Choices	Choices is an interactive classroom seminar that gives students in Careers classes a chance to take control of their lives and learn wise decision making. Choices is led by volunteer speakers and funded with a grant from several community foundations.
Class Publications	The CLASS! Board is comprised of 18 members of the community and provides oversight for the publication of a monthly newspaper printed September through May that is written for and by students in Clark County.
Henderson Chamber/Career Discover Day	Career Discover Day, sponsored by the Henderson Chamber of Commerce in conjunction with CCSD, offers students a hands-on opportunity to explore the many business career choices available in the community. This event allows students to spend time in a business atmosphere, which will provide them with a different perspective outside of the academic environment.
Southern Nevada Workforce Investment Board	Southern Nevada Workforce Investment Board is charged with implementing workforce investment activities throughout Southern Nevada. Generally, these include (1) increasing occupational skills attainment to improve the quality of the workforce, (2) reducing welfare dependency and (3) enhancing the productivity and competitiveness of the nation's economy. The Board is responsible for grant administration, providing policy guidance, and conducting oversight of all workforce activities.

Source: Clark County School District, Career and Technical Education Department, 2006.

In an effort to offer students greater opportunity to attend smaller high schools of choice, CCSD is planning to build five new CTE high schools. These smaller high schools are designed to provide students with a rigorous curriculum organized around career clusters that will lead to various college and career options for students. Every year, the number of student requests for entry into specific, theme-based programs offered at designated magnet schools and at comprehensive high schools exceeds the number of seats available. Statistics on the success of students in these programs demonstrate that participants have better attendance rates, higher rates of graduation and greater rates of passing the high school proficiency exam than the general student population.

The criteria for selecting proposed career clusters was based upon various considerations including student interests; parent and community input; labor market demand; further postsecondary education, military or apprenticeship, or industry recognized certification; and high skill/high wage opportunities. The following career clusters are proposed for the new schools:

- Central Career and Technical Academy to serve 2009 students in business marketing and entrepreneurship, global studies, information technology, and public service (law enforcement, FBI, etc.);
- East Career and Technical Academy to serve 2008 students in education/early childhood, entrepreneurship/marketing, hospitality/ culinary, information technology, medical professions, pre-engineering/construction design, and transportation;
- Northeast Career and Technical Academy to serve 2009 students in construction, cosmetology, culinary/hospitality, environmental science, health/nutrition science, and information technology;
- Northwest Career and Technical Academy to serve 2007 students in early childhood, hospitality/culinary, media communications, medical professions, pre-engineering/construction management, and transportation; and
- Southwest Career and Technical Academy to serve 2009 students in construction, engineering/manufacturing technology, culinary/ hospitality/travel and tourism, design, health sciences, information technology, international baccalaureate (IB), and transportation-aviation.

COMMENDATION

CCSD is commended for its exemplary Career and Technical Education Program.

11.8 Special Programs

11.8.1 Student Activities and Athletics

Student activities and athletics in the Clark County School District are an integral part of the total educational program for secondary students. These clubs, organizations, and sports are tailored to the interests and needs of the students and are formulated to ensure educational benefits to those involved. The CCSD Activities Office provides support for school-based activities and creates opportunities for student participation with appropriate local, state, and national events and organizations.

FINDING

CCSD provides comprehensive student activities and athletics for students at the secondary level.

CCSD offers 13 different sports programs for high school students with three levels of competition: varsity, junior varsity, and freshman. In 2004-05, 18,810 students participated in athletic programs including, baseball, basketball, track, football, golf, gymnastics, soccer, softball, tennis, volleyball, and wrestling.

Results from the United States Department of Education National Center for Education Statistics study in 1996 found that students who participated in athletics generally had higher grade point averages than those who did not. In addition, student athletes had fewer discipline problems, were less likely to drop out, were better prepared for postsecondary education, and had a higher sense of self-worth than non-athletes.

Each of the high school and middle school clubs is required to develop a constitution, which establishes rules and regulations for membership and student government. Most clubs elect officers whose responsibilities include providing leadership for the organization. Many of the clubs include community services activities each year. During the 2003-04 Board of School Trustees meetings, student leadership representatives from district high schools shared information regarding student body participation and involvement in various community service projects. Participation in the 2005 *Kids Voting* CCSD partnership program included 1,331 teachers, 106 elementary schools, 29 middle schools, and 17 high schools. During 2004-05, students in social studies classes at 10 high schools and four middle schools participated in Law Day. Students dialogued with an attorney and/or judge on the topic of "The American Jury, We The People in Action*."*

Exhibit 11-43 shows exemplary programs that provide opportunities for students to develop leadership and citizenship skills. **Exhibit 11-44** shows student participation in leadership and citizenship activities; **Exhibit 11-45**, student participation in career and technical education extracurricular activities. **Exhibit 11-46** shows exemplary programs that support safe and drug free schools.

EXHIBIT 11-43
CLARK COUNTY SCHOOL DISTRICT
STUDENT PARTICIPATION IN LEADERSHIP AND CITIZENSHIP ACTIVITIES
2004-05 SCHOOL YEAR

EXEMPLARY PRACTICE OR EDUCATIONAL PROGRAM	BRIEF DESCRIPTION
Sun Youth Forum	This forum for youth expression began in 1955. Over 900 students come together to discuss current issues with state and local dignitaries at the Las Vegas Convention Center. This one-day event is co-sponsored by the Las Vegas Sun Newspaper.
High School Student Council	Southern Zone and State Leadership Conferences provide training in activity coordination and leadership skills for approximately 600 students.
Middle/Junior High School	Southern Zone and State Leadership Conferences provide training in activity coordination and leadership skills for approximately 600 students.
High School Forensics	County Tournaments provide opportunities for approximately 400 students to compete in a variety of individual and team speaking events.
ROTC	Drill Meets provide opportunities for approximately 400 students to compete in a variety of military demonstrations.
Chess Tournament	The interscholastic competition impacts approximately 350 students through both individual and team tournaments.
Varsity Quiz Tournament	The interscholastic competition impacts approximately 250 students through the league and tournaments. Playoffs are televised on KLVX-TV (channel 10).
Junior Varsity Quiz Tournament	The interscholastic competition impacts approximately 450 students through the league and tournaments. The final match is televised on KLVX-TV (channel 10).
National Honor Society State Conference	This bi-annual conference provides training in activity coordination and leadership skills for approximately 200 students.
Spelling Bee	All 6th, 7th, and 8th graders participate in a school-level contest and have the opportunity to advance to the Semi-Final and Final Oral Spelling Bees. The county spelling bee is televised on KLVX-TV (channel 10).
Graduation Ceremonies	While schools plan their individual ceremonies, the activity office coordinates the personnel and facilities for 30 schools.
Training Meetings	The coordinator meets monthly with student body presidents and bi-monthly with student council advisors and honor society advisors for the purpose of developing leadership skills and exemplary practices for club development.

Source: CCSD, Athletics and Student Activities Department, 2006.

EXHIBIT 11-44
CLARK COUNTY SCHOOL DISTRICT
STUDENT PARTICIPATION IN LEADERSHIP AND CITIZENSHIP ACTIVITIES
2004-05 SCHOOL YEAR

PROGRAM	PARTICIPATION		
	2002-03	2003-04	2004-05
Student Government – HS President Presentations at Board Meetings	42	42	45
Student Council – MS	1,071	1,156	1,341
Student Council – HS	1,064	852	1,107
ROTC – Students	1,796	2,667	2,229
ROTC – Honor Groups at Board Meetings	9	18	14
Sun Youth Forum	972	975	902
Kids Voting	24,809	44,477	57,628
Close Up	54	46	49
We the People – ES	3,125	4,450	3,955
We the People – MS	1,200	2,345	2,620
We the People – HS	2,800	3,675	3,010
Open Doors to Federal Courts	175	202	241
School Clubs – MS	141	152	136
School Clubs – HS	154	168	180
Law Day – MS	84	96	345
Law Day HS	2,700	3,245	4,219

Source: CCSD, Athletics and Student Activities Department, 2006.

EXHIBIT 11-45
CLARK COUNTY SCHOOL DISTRICT
CAREER AND TECHNICAL EDUCATION EXTRACURRICULAR ACTIVITIES
2001-02 THROUGH 2004-05 SCHOOL YEARS

ORGANIZATION	2001-02	2002-03	2003-04	2004-05
DECA	1,034	1,391	1,026	408
FBLA	420	516	413	974
FCCLA	103	193	31	122
FFA	15	21	31	89
Skills USA-VICA	1,417	1,427	1,662	1,944
Career Clubs	N/A	N/A	382	321
ProStart Culinary	N/A	N/A	375	370
Broadcast Journalism				
Total Participation	**2,989**	**3,548**	**3,920**	**4,228**

Source: CCSD, Athletics and Student Activities Department, 2006.

EXHIBIT 11-46
CLARK COUNTY SCHOOL DISTRICT
SAFE AND DRUG FREE SCHOOLS
EXEMPLARY PROGRAMS
2005-06 SCHOOL YEAR

EXEMPLARY PRACTICE OR EDUCATIONAL PROGRAM	BRIEF DESCRIPTION
Alternative Activities for Substance Abuse and Violence Prevention (Ace-Out Drugs Tennis, First Tee of Southern Nevada, Goal! No Drugs Soccer)	Positive alternative activities for elementary (soccer) and middle school students (tennis, golf) that provide drug and violence prevention education as part of an after-school program.
DARE (Drug Abuse Resistance Education)	Lessons for 5th grade students on the dangers of substance abuse and how to resist drugs.
Do the Write Thing Challenge	A national essay challenge for middle school students which empowers youth to reflect on actions they can take to reduce violence in the home, school, and community.
Kids Are the Core	Lessons for elementary students on substance abuse/violence prevention, self-control, decision-making, resistance/refusal skills, anger management, and conflict resolution.
Natural Helpers	A program through which high school students learn conflict resolution skills and effective listening strategies to assist peers who are in need of mediation.
Peer Mediation	Teams of counselors and teachers from elementary and secondary schools learn how to effectively implement a peer mediation program that involves students to peacefully resolve conflicts that occur in their school.
Prevention Clubs	Middle and high school students learn how to write a prevention plan specific to a school's needs and start a club that empowers them to implement prevention efforts in the areas of substance abuse and violence.
Shout Out Loud	A child abduction prevention program that provides students in pre-K through 2nd grade with strategies to keep them safe.
Student Assistance Program	A site-based problem identification and referral team in the middle and high schools that implements prevention strategies.
Community of Caring/Character Education	A character education program that offers a framework of staff development, ongoing support, values in and across the curriculum, family and community involvement, service learning, and student leadership for high school students.
40 Developmental Assets	Training designed to help teachers incorporate building blocks that all children need to become healthy, competent, and contributing citizens.
Substance Abuse Awareness Program	A 6-hour session required for students and their parent/guardian if found in possession of drugs, alcohol, or paraphernalia.
Staff Development	Sessions include the topics of bullying prevention, conflict resolution, sexual harassment prevention, violence prevention, prevention and intervention strategies to reduce the onset of drug/alcohol use, and signs and symptoms of substance abuse.

Source: CCSD, Athletics and Student Activities Department, 2006.

Exhibit 11-47 shows student activities that CCSD recognizes as exemplary.

EXHIBIT 11-47
CLARK COUNTY SCHOOL DISTRICTS
STUDENT ACTIVITIES
EXEMPLARY PRACTICES AND EDUCATIONAL PROGRAMS
2004-05 SCHOOL YEAR

EXEMPLARY PRACTICE OR EDUCATIONAL PROGRAM	BRIEF DESCRIPTION
Sun Youth Forum	This forum for youth expression began in 1955. Over 900 students come together to discuss current issues with state and local dignitaries at the Las Vegas Convention Center. This one-day event is co-sponsored by the Las Vegas Sun Newspaper.
High School Student Council	Southern Zone and State Leadership Conferences provide training in activity coordination and leadership skills for approximately 600 students.
Middle/Junior High School	Southern Zone and State Leadership Conferences provide training in activity coordination and leadership skills for approximately 600 students.
High School Forensics	County Tournaments provide opportunities for approximately 400 students to compete in a variety of individual and team speaking events.
ROTC	Drill Meets provide opportunities for approximately 400 students to compete in a variety of military demonstrations.
Chess Tournament	The interscholastic competition impacts approximately 350 students through both individual and team tournaments.
Varsity Quiz Tournament	The interscholastic competition impacts approximately 250 students through the league and tournaments. Playoffs are televised on KLVX-TV (channel 10).
Junior Varsity Quiz Tournament	The interscholastic competition impacts approximately 450 students through the league and tournaments. The final match is televised on KLVX-TV (channel 10).
National Honor Society State Conference	This bi-annual conference provides training in activity coordination and leadership skills for approximately 200 students.
Spelling Bee	All 6th, 7th, and 8th graders participate in a school-level contest and have the opportunity to advance to the Semi-Final and Final Oral Spelling Bees. The county spelling bee is televised on KLVX-TV (channel 10).
Graduation Ceremonies	While schools plan their individual ceremonies, the activity office coordinates the personnel and facilities for 30 schools.
Training Meetings	The coordinator meets monthly with student body presidents and bi-monthly with student council advisors and honor society advisors for the purpose of developing leadership skills and exemplary practices for club development.

Source: Clark County School District, Athletics and Student Activities Department, 2006.

CCSD offers opportunities for students to participate in a variety of longstanding student activities. Administrators and faculty support these activities through supervision and various forms of participation.

COMMENDATION

CCSD is commended for providing exemplary student activities at the middle and high school levels.

11.8.2 Fine Arts

CCSD has a comprehensive fine arts program for elementary, middle, and high school students. Fine arts programs within district schools have received numerous awards and are recognized for their high quality throughout the United States.

The mission of the CCSD fine arts program is "…to ensure that every child can demonstrate a broad-based, well-grounded understanding of the nature, value, and meaning of the arts as part of their own humanity and culture."

FINDING

CCSD provides exemplary fine arts programs for students at the elementary, middle and high school levels. The CCSD Web site presents a summary of the various programs and national recognitions.

In the CCSD, elementary art is taught by specialists. The program began in 1986 and is now in its 20th year. The goals, concepts, and skills in the curriculum are aligned with the Nevada Content Standards for Visual Arts. In 1992, CCSD's elementary visual arts program was featured as an educational model in the awards publication of the Getty Center for Education in the Arts and the National School Boards Association.

Since the program's inception, CCSD has implemented a discipline-based art curriculum. Students gain an understanding and appreciation of art through four visual art disciplines:

- Aesthetics - Making inquiries into the nature of art.
- Art criticism - Interpreting meaning and making judgments concerning the quality of works of art.
- Art history - Studying the culture and history of works of art.
- Art production - Creating imaginative, personal works of art using a wide range of materials and techniques.

Students in grades five through eight continue to need a framework within which to learn the characteristics of the visual arts. Standards provide a *framework in a way that promotes the students' thinking, working, communication, reasoning, and investigating skills and provides for their growing familiarity with the ideas, concepts, issues, dilemmas, and knowledge important in the visual arts.* As students gain this knowledge and these skills, they develop in their ability to apply their knowledge and skills in the visual arts to their widening personal worlds.

The secondary music education program is a comprehensive, district-wide, nationally recognized program consisting of over 275 professional music educators teaching over 47,000 students. District-wide, there are three each of honor orchestras, choirs, and jazz ensembles. There are also six honor bands and 36 full days of music festivals each year. In addition students have the opportunity to participate in the Las Vegas Youth Orchestra Program, a year-long, four-tiered Youth Symphony Program made available to string and wind students after school.

The Secondary Fine Arts Department also:

- staffs the secondary orchestra, guitar, and mariachi programs;
- serves as the contact department to all secondary music educators, principals, and region superintendents;
- develops and revises appropriate course syllabi;
- updates instrument bids;
- revises equipment standards lists;
- orders all high school band uniforms (new and replacement); and
- facilitates seven Fine Arts Task Forces.

Partnership Programs have been established with:

- Fender
- The International House of Blues
- The Las Vegas Philharmonic
- VH1
- Yamaha
- Conn-Selmer

Exhibits 11-48 and **11-49** show middle school and high school student participation in fine arts activities and programs in 2001-02 through 2004-05, respectively. As can be seen, there has been significant participation in fine arts programs at the middle school level. Orchestra and guitar-mariachi are the most recent programs to be added to the middle school fine arts course offerings.

EXHIBIT 11-48
CLARK COUNTY SCHOOL DISTRICT
FINE AND PERFORMING ARTS
MIDDLE SCHOOL STUDENT PARTICIPATION
2001-02 THROUGH 2004-05 SCHOOL YEARS

2001-02 GRADES 6-8 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
	E	**NE**	**NW**	**SE**	**SW**	**TOTAL**
Band	2,647	1,792	2,220	3,145	2,113	11,917
Choral	1,517	890	1,659	2,063	1,565	7,694
Orchestra	1,114	809	1,041	1,268	1,022	5,254
Guitar-Mariachi	10	508	563	180	91	1,352
2002-03 GRADES 6-8 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
Band	2,313	1,439	1,763	3,002	2,033	10,550
Choral	1,589	1,051	1,355	1,780	1,245	7,020
Orchestra	1,263	874	961	1,356	1,225	5,679
Guitar-Mariachi	150	847	817	42	54	1,910
2003-04 GRADES 6-8 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
Band	2,332	2,262	1,918	3,088	2,280	11,880
Choral	1,902	1,538	1,218	2,195	1,330	8,183
Orchestra	1,637	1,190	899	1,694	1,426	6,846
Guitar-Mariachi	0	852	835	71	188	1,946
2004-05 GRADES 6-8 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
Band	2,610	2,460	2,631	3,172	2,261	13,134
Choral	1,669	1,156	1,473	2,226	1,276	7,800
Orchestra	1,437	1,170	1,090	1,740	1,341	6,778
Guitar-Mariachi	256	1,407	918	93	221	2,895
*Visual Arts	1,657	1,478	1,560	1,776	1,637	8,108
*Drama	709	210	462	249	468	2,098

Source: Clark County School District, 2006.
*New to report fiscal year 2005.

EXHIBIT 11-49
CLARK COUNTY SCHOOL DISTRICT
HIGH SCHOOL FINE AND PERFORMING ARTS
STUDENT PARTICIPATION
2001-02 THROUGH 2004-05 SCHOOL YEARS

2001-02 GRADES 9-12 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
	E	**NE**	**NW**	**SE**	**SW**	**TOTAL**
Band	1,129	697	974	1,385	530	4,715
Choral	1,155	436	616	945	455	3,607
Orchestra	399	197	297	268	295	1,456
Guitar-Mariachi	200	95	223	231	230	979
2002-03 GRADES 9-12 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
Band	1,327	658	859	1,362	948	5,154
Choral	978	358	585	928	576	3,425
Orchestra	635	179	227	354	321	1,716
Guitar-Mariachi	295	53	213	322	275	1,158
2003-04 GRADES 9-12 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
Band	1,318	744	1,214	1,872	901	6,049
Choral	1,017	603	832	1,275	701	4,428
Orchestra	683	249	312	443	426	2,113
Guitar-Mariachi	439	212	222	609	310	1,792
2004-05 GRADES 9-12 ACTIVITIES AND PROGRAMS STUDENT PARTICIPATION BY REGION						
Band	1,554	740	1,319	2,376	1,016	7,005
Choral	987	397	882	1,390	612	4,268
Orchestra	523	338	319	501	486	2,167
Guitar-Mariachi	467	1,044	919	669	341	3,440
*Visual Arts	2,625	2,056	2,575	3,767	3,294	14,317
*Theatre	1,006	443	1,316	1,055	605	4,425
*Drama	743	0	560	1,137	381	2,821

Source: Clark County School District, 2006.
*New to report fiscal year 2005.

Exhibit 11-50 shows the secondary music events for 2001-02 through 2004-05. Again, it can be seen that there was successful student participation profile in secondary fine arts activities and programs.

EXHIBIT 11-50
CLARK COUNTY SCHOOL DISTRICT
FINE AND PERFORMING ARTS
SECONDARY MUSIC EVENTS
2001-02 THROUGH 2004-05 SCHOOL YEARS

ACTIVITY	2001-02	2002-03	2003-04	2004-05
Band Festivals	151 Bands	176 Bands	180 Bands	201 Bands
Honor Bands	606 Students	626 Students	648 Students	621 Students
Choir Festivals	183 Choirs	207 Choirs	207 Choirs	218 Choirs
Honor Choirs	459 Students	457 Students	642 Students	355 Students
Orchestra Festivals	150 Orchestras	156 Orchestras	187 Orchestras	197 Orchestras
Honor Orchestra	317 Students	326 Students	398 Students	345 Students
Guitar Festivals	36 Students	47 Students	53 Students	65 students
Solo & Ensemble Festivals	6,113 Students	6,196 Students	5,925 Students	5,872 Students
Mariachi-MS	N/A	N/A	580 Students	726 Students
Mariachi-HS	N/A	N/A	160 Students	272 Students
Visual Arts-MS (Co-Curriculum Participation)	N/A	N/A	N/A	4,515 Students
Visual Arts-HS (Co-Curriculum Participation)	N/A	N/A	N/A	4,866 Students
Visual Arts-MS (Art Show Participation)	N/A	N/A	N/A	5,605 Students
Visual Arts-HS (Art Show Participation)	N/A	N/A	N/A	7,300 Students

Source: Clark County School District, 2006.

MGT requested that the district document exemplary practices and education programs in elementary and secondary fine arts; these are presented in **Exhibit 11-51**. CCSD is very proud of its fine arts programs throughout the district. These programs represent the commitment of the district, parents, and the community.

EXHIBIT 11-51
CLARK COUNTY SCHOOL DISTRICT
ELEMENTARY FINE AND PERFORMING ARTS
EXEMPLARY PRACTICES AND EDUCATIONAL PROGRAMS
2005-06 SCHOOL YEAR

EXEMPLARY PRACTICE OR EDUCATIONAL PROGRAM	BRIEF DESCRIPTION
Best 100 Communities for Music Education In America	CCSD has again been recognized in 2006 as one of the finest communities for music education in the United States.
Elementary Music Orff Festival	This festival has brought together students from 23 schools and all regions for a district-wide performance at Ham Hall for the 14th year.
Elementary Music Orff Program	The Elementary Music Orff Program (K-5) has been shared at five American Orff-Schulwerk Association National Conferences and with school districts across the United States and in foreign countries in the last 32 years. It is recognized as a model urban music education program and an effective approach for servant-leadership by the national association.
UNLV Elementary Choral Festival	For the past 16 years, exemplary elementary choirs have performed with the UNLV College Choirs and the University Children's Choir at a series of concerts at UNLV.
Elementary Music Region Festivals	Each year, 16 to 19 sites are the location for choral, instrumental, and movement sharing in each of the five regions of the school district.
Physical Education Assistant Staff Development	In collaboration with the Support Staff Development Department, training for new physical education assistant has been developed.
Elementary Dance Festival	For the past seven years, dance groups representative of the elementary physical education program have performed at an annual event.
Elementary Fine Arts Leadership Teams	Leadership teams in music, physical education, humanities, and visual art have met, planned, and developed staff in-service sessions and curriculum best practices for 650 elementary specialists and 200 assistants.
Northeast Region Arts Festival	Northeast Region elementary schools have held four annual arts festivals each spring. Each Festival highlights elementary dance, music, drama, storytelling, and visual arts programs for hundreds of participating students and thousands of parents and community members.
High School and Middle School Vocal and Instrumental Large Ensemble Music Festivals	These festivals are district-wide events in which each ensemble meets with like organizations from other schools to perform for each other and for out-of-district adjudicators for critical comments and/or ratings. These organizations perform a variety of quality music which has been prepared to demonstrate the highest level of musicianship possible for their specific school size and grade level.

EXHIBIT 11-51 (Continued)
CLARK COUNTY SCHOOL DISTRICT
SECONDARY FINE AND PERFORMING ARTS
EXEMPLARY PRACTICES AND EDUCATIONAL PROGRAM
2005-06 SCHOOL YEAR

EXEMPLARY PRACTICE OR EDUCATIONAL PROGRAM	BRIEF DESCRIPTION
High School and Middle School Vocal and Instrumental Solo and Ensemble Music Festivals	These festivals are district-wide events in which individual students and small music ensembles are provided the opportunity to perform before an audience and receive comments and/or a rating from a qualified adjudicator. The experience is designed to encourage individualized as well as small ensemble instruction and participation.
Middle School All-City/Junior Varsity Music Festivals	These festivals are district-wide events designed specifically for beginning level ensembles. These ensembles perform for a large audience and receive comments (no rating) from qualified adjudicators. This event is considered to be the entry-level festival event.
High School and Middle School Vocal and Instrumental Honor Ensembles	These Honor Ensembles are comprised of outstanding students from throughout the district. They are selected by audition on the basis of their ability to perform and sight-read.
High School Halftime Show Review	The Halftime Show Review is an event in which every senior high school band performs its school's halftime show. The purpose of this event is to allow students the opportunity to view the performances of other schools and also to provide an adjudicated showcase for the community.
High School and Middle School Jazz Band Concert/Clinic	The district-wide Jazz Band Concert and accompanying Clinic is a district-wide event in which every junior and senior high school jazz band performs a 20-minute concert. The purpose of this event is to provide an opportunity for students to see and hear the performances of other jazz bands and to receive critical input from qualified adjudicators.
Mariachi Conference and Festival	The Mariachi Conference and Festival is designed to provide students with an opportunity to learn mariachi music in an interactive atmosphere that facilitates creativity, learning, and a lifelong appreciation of music. Students participate in two (2) days of master classes with professional mariachi musicians then perform a culminating concert program.
Las Vegas Youth Orchestras Program	The Las Vegas Youth Orchestras Program is a four-tiered, district-wide program that meets outside of the school day and provides an opportunity for students who have been selected by audition to participate in symphonic orchestra ensembles and introductory string orchestra ensembles. Students are exposed to individualized coaching instruction by qualified coaches who possess the required performance skills on their particular instrument.

EXHIBIT 11-51 (Continued)
CLARK COUNTY SCHOOL DISTRICT
SECONDARY FINE AND PERFORMING ARTS
EXEMPLARY PRACTICES AND EDUCATIONAL PROGRAM
2005-06 SCHOOL YEAR

EXEMPLARY PRACTICE OR EDUCATIONAL PROGRAM	BRIEF DESCRIPTION
Distinguished Music Scholar (DMS) Program	This program is provided for high school seniors who elect to take an Advanced Level Music Exam based on Nevada's Nine (9) Content Standards for Music Education. Students who pass are designated as Distinguished Music Scholars and are acknowledged appropriately at graduation and recognition ceremonies.
Curriculum Alignment Project (CAP)	This program provides a structure for implementing the CCSD Secondary Music Curriculum. It was established as a result of the large number of new music educators being hired by the CCSD and provides them with a way in which to approach the curriculum in a logical sequence.
SmartMusic Technology Program	*SmartMusic* is a computer-based interactive practice system that gives students the tools and accompaniments they need to get better on their own. Included are over 30,000 titles, a built-in tuner, and a metronome. Through this program, students may record performances and teachers may assess students' performance in a simple, unbiased fashion.
Las Vegas Academy Music Program	This program has been recognized by the Grammy Foundation over the past several years for its exemplary music program.
K.O. Knudson Vocal Music Program	Participants in this program were invited to perform at the Western Regional Conference of the American Choral Directors Association (ACDA) as an ensemble considered to be representative of an exceptional program.
Best 100 Communities for Music Education in America	For the past several years, e CCSD has been recognized as one of the finest communities for music education in the country.
High School Dance Day	This program provides high school dance students the opportunity to participate in master classes offered by the UNLV dance faculty.
High School and Middle School Dance Festival	This Festival is a district-wide event in which each ensemble meets with like organizations from other schools to perform for each other and for qualified adjudicators for critical comments. These organizations perform two contrasting segments that have been prepared to demonstrate the highest level of dance technique possible for their specific school size and grade level.

EXHIBIT 11-51 (Continued)
CLARK COUNTY SCHOOL DISTRICT
SECONDARY FINE AND PERFORMING ARTS
EXEMPLARY PRACTICES AND EDUCATIONAL PROGRAM
2005-06 SCHOOL YEAR

EXEMPLARY PRACTICE OR EDUCATIONAL PROGRAM	BRIEF DESCRIPTION
Secondary Fine Arts Professional Development	District-wide professional development opportunities are provided for secondary fine arts educators twice annually. The consultants for these in-services are recommended by members of the Secondary Fine Arts Task Force as being exemplary in their specific field.
All-State Music Festival	Music students from across the district who have participated in CCSD Honor Ensembles may audition to participate in the All-State Band, Choir, Orchestra, and/or Jazz Band.
Equivalent Credit Music Program	This program provides high school music students who take private lessons with the opportunity to receive up to two (2) full credits for their study.

Source: Clark County School District, 2006.

COMMENDATION

CCSD is commended for providing exemplary fine arts programs throughout the district.

FINDING

CCSD is committed to providing challenging educational opportunities for students who are gifted and high achieving.

According to the *Gifted and Talented Education (GATE) Program Technical Support Document*, 2004, CCSD offers Gifted and Talented Education (GATE) programming, including a research-based curriculum, to identified students who require differentiated curriculum and instruction beyond assigned grade levels. Students who meet eligibility requirements have the opportunity to fully develop their potential through curriculum that explores universal concepts through global themes promoting complexity and higher-level thinking skills. Inquiry and divergent thinking are embedded in the GATE curriculum to encourage gifted students to become consumers, as well as problem solvers and producers of knowledge.

GATE is coordinated in the Instructional Services Department of the Student Support Services Division. The purpose of the gifted education program is to:

- Promote excellence in academic performance and achievement.
- Provide curriculum that enhances and extends concepts and allows gifted students to move beyond traditional learning.

- Provide support in the affective domain to assist students in bridging the gap between intellectual sophistication and emotional maturity.
- Provide opportunities for gifted students to interact with other students who have similar cognitive abilities.
- Provide a staff of highly qualified GATE specialists with specialized skills in gifted education.
- Provide ongoing collaboration and support for administrators and general education teachers.

The goals of the gifted education program are to:

- Provide an academically rigorous curriculum that is abstract and complex in nature through teaching units related to the content taught in the general education curriculum.
- Study universal concepts, with supporting generalizations, connecting selected themes of student that are relevant, substantial, and meaningful.
- Promote critical thinking and reasoning skills and to encourage divergent thinking.
- Promote an understanding of the systems of knowledge, themes, issues, and problems that face the world.
- Foster inquiry and challenging attitudes toward learning.
- Help students develop communication skills and confidence in expressing ideas and opinions.
- Foster self-understanding and an awareness of both the advantage and problems associated with being gifted.
- Assist students in developing a positive self-image by recognizing and accepting differences in themselves and others, as well as the ability to make intelligent choices based on that understanding.
- Promote life-planning skills and assist students in making positive contributions to society.

CCSD has incorporated strategies and evaluation procedures to identify under-represented and minority students who are gifted and talented. The program served 5,841 students in 2004-05.

In addition to the GATE program, students who are high achieving have the opportunity to participate in Advanced Placement (AP) classes at the high school level. AP programs

are coordinated in the Guidance and Counseling Department, which has established AP options for students as a top priority in the Guidance Department.

Exhibit 11-52 shows the growth in enrollment in AP courses from 2000-01 to 2003-04. As can be seen, there has been a considerable increase in student participation in these courses.

EXHIBIT 11-52
CLARK COUNTY SCHOOL DISTRICT
GUIDANCE AND COUNSELING DEPARTMENT
GROWTH OF ENROLLMENT IN ADVANCED PLACEMENT COURSES
1999-2000 THROUGH 2003-04 SCHOOL YEARS

SUBJECT	1999-2000	2000-01	2001-02	2002-03	2003-04
Biology II	110	233	223	177	335
Calculus	251	457	532	628	604
Chemistry II	79	199	252	306	290
Computer Science II	26	36	40	100	50
Computer Science III	23	37	28	68	44
Economics	75	73	73	NA	92
English Literature and Composition II	346	573	601	650	929
English Literature and Composition III	284	655	842	823	1,030
European History	NA	NA	NA	NA	12
French IV	11	34	50	104	56
Geography	NA	2	7	15	NA
Geopolitical Economics	NA	NA	11	76	114
German IV	0	6	11	27	18
Music Theory	25	23	30	36	53
Physics II	96	137	153	171	214
Psychology	73	137	179	124	250
Spanish IV	104	241	252	305	386
Statistics	50	138	285	257	252
Studio Art	21	78	52	75	108
US Government	332	844	977	912	1,159
US History	474	960	1,077	940	1,205
TOTALS	**2,380**	**4,863**	**5,675**	**5,794**	**7,328**

Source: Clark County School District, Guidance and Counseling Department, 2006.

CCSD has developed an array of program, services, and courses for students who are gifted, talented, and high achieving.

COMMENDATION

CCSD is commended for providing challenging opportunities for students who are gifted, talented, and high achieving.

12.0 COMPUTERS AND TECHNOLOGY

12.0 COMPUTERS AND TECHNOLOGY

This chapter presents findings, commendations, and recommendations related to computers and technology in the Clark County School District (CCSD). The major sections of the chapter are as follows:

12.1 Background and Methodology
12.2 Organization and Management
12.3 Technology Planning
12.4 Infrastructure, Software, and Hardware
12.5 Web Site

CHAPTER CONCLUSION

MGT found that the Technology Department is effective in providing technology to the district. Commendations include the following:

- CCSD has established a technology leadership team and has solid communication between technical and instructional technology functions, making it an integrated school district according to the standards established by the International Society for Technology in Education (ISTE) **(Page 12-8)**.

- CCSD has implemented an effective and unique approach for user support help desk personnel to rotate with field technicians **(Page 12-12)**.

- CCSD has established a standing technology standards committee to review computer and peripheral standards for the district **(Page 12-19)**.

- The Technology Department of CCSD has implemented useful instruments to facilitate adequate technology planning in school designs **(Page 12-20)**.

- CCSD has established and continues to test a well-documented disaster recovery plan **(Page 12-20)**.

- CCSD has implemented a fast and robust Wide Area Network that has been recognized in nationwide educational publications **(Page 12-22)**.

- CCSD has created a comprehensive yet user-friendly Web site **(Page 12-29)**.

Recommendations that MGT developed while reviewing technology use in CCSD include the following:

- Move all help desk operations to one central location and cross-train staff on all applications **(Page 12-9)**.

- Establish self-service help desk operations by maximizing technology with the recently purchased software **(Page 12-11)**.
- Analyze the total technology-related budget in order to make benchmark comparisons **(Page 12-13)**.
- Incorporate in the Technology Plan timelines, financial resources, and staff positions assigned responsibility for elements of the plan **(Page 12-16)**.
- Incorporate a detailed training plan for any future technology-related system conversions or implementations **(Page 12-18)**.
- Replace the air conditioning in the head-end room at Fremont Middle School and continuously check all head-end rooms for proper temperature and cleanliness **(Page 12-23)**.
- Review each stand-alone application along with current business processes to ensure the new ERP system can automate the majority, if not all, of these stand-alone systems while verifying that ongoing processes are streamlined for optimum efficiencies and staff productivity **(Page 12-25)**.
- Set purchasing authorization thresholds in accordance to hierarchical needs for all staff **(Page 12-26)**.
- Discontinue use of the GroupWise e-mail system **(Page 12-27)**.
- Test school computers periodically to ensure filters are working properly **(Page 12-30)**.

Exhibit 12-1 provides a summary of any estimated costs and savings projected for the recommendations contained in this chapter. As can be seen, a net savings of $526,095 could be realized should the district choose to implement all recommendations.

EXHIBIT 12-1
CLARK COUNTY SCHOOL DISTRICT
SUMMARY OF PROJECTED COSTS AND SAVINGS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 12: COMPUTERS AND TECHNOLOGY								
12-6	Replace the air conditioning in the Head-End Room at Freemont Middle School and continuously check all head-end rooms. (p. 12-23).	$0	$0	$0	$0	$0	$0	($5,000)
12-9	Discontinue the use of the GroupWise email system. (p. 12-27).	$0	$58,484	$157,537	$157,537	$157,537	$531,095	$0
CHAPTER 12 TOTAL SAVINGS (COSTS)		**$0**	**$58,484**	**$157,537**	**$157,537**	**$157,537**	**$531,095**	**($5,000)**

12.1 Background and Methodology

The CCSD Technology Department has a staff of 144 and maintains more than 80,000 computers for the district. This staff count does not include the Educational Computing Strategists, whose responsibilities include assisting instructional staff with technology-related issues. These positions report to each school principal throughout CCSD.

The Technology Department has a refreshing approach to its role in the district in that it places the delivery of education first. This approach may be due to the Chief Technology Officer's having been a teacher and school administrator.

The Technology Department has received recognition for its recently completed Wide Area Network (WAN) in the eSchool News publication, *Vanguard Report*. In 2005, it received the Network World Enterprise All Star Award.

The department is organized into six major units that report directly to the Chief of Technology:

- Enterprise Resource Planning (ERP);
- User Support Services;
- School Technology Deployment Services;
- Central Information System Services;
- Networking Services; and
- Telecommunications Services.

CCSD included a couple of technology-related questions in its School Climate Initiative. These are provided in **Exhibit 12-2**, which shows that:

- 68.1 percent of the respondents agreed or strongly agreed that teachers have sufficient access to instructional technology;

- 47.6 percent of the respondents agreed or strongly agreed that teachers are provided sufficient technology-related training; and

- 78.5 percent of the respondents agreed or strongly agreed that teachers have access to reliable communication technology.

EXHIBIT 12-2
CLARK COUNTY SCHOOL DISTRICT
SCHOOL CLIMATE TECHNOLOGY-RELATED SURVEY RESULTS

SURVEY STATEMENT	AGREE/STRONGLY AGREE
Teachers have sufficient access to instructional technology, including computers, printers, software and internet access.	68.1%
Teachers have sufficient training and support to fully utilize the available instructional technology.	47.6%
Teachers have access to reliable communication technology, including phones, faxes, and e-mail.	78.5%

Source: Clark County School District, Superintendent's Office, 2006.

As part of the MGT review, surveys were also distributed among staff. **Exhibit 12-3** shows the results of this survey on items related to technology. As shown:

- 64 percent of administrators agreed or strongly agreed that the district provides adequate technical support;
- 60 percent of principals agreed or strongly agreed that the district provides adequate technical support;
- 44 percent of teachers agreed or strongly agreed that the district provides adequate technical support;
- CCSD administrators compared favorably to other school district administrators regarding both the provision of adequate technical support and the use of administrative technology;
- CCSD principals compared favorably to other school district principals regarding both the provision of adequate technical support and the use of administrative technology; and
- CCSD teachers did not compare favorably to other school district teachers regarding either the provision of adequate technical support or the use of administrative technology.

METHODOLOGY

The methodology used to review technology-related practices in CCSD included individual and group interviews with a diverse section of technology staff; observations of computer usage by district staff, teachers, and students; as well as site visits to data centers, head-end rooms at several schools, and actually using computers in a few select schools. Aside from on-site work, a substantial data request list was submitted, and the information gathered was used to supplement the findings mentioned in this chapter. Data were compared to best practices and benchmarks from MGT's database, as well as industry standards, which are cited in each justification provided within this report. Additionally, survey results were reviewed as part of MGT's methodology.

EXHIBIT 12-3
CLARK COUNTY SCHOOL DISTRICT
TECHNOLOGY-RELATED SURVEY RESULTS
2006 SCHOOL YEAR

SURVEY STATEMENTS	(%A + SA) / (%D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
The school district provides adequate technical support.	64/19	60/25	44/36
	(%G + E) / (%F + P)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
The school district's job of providing adequate instructional technology.	68/28	63/37	38/58
The school district's use of technology for administrative purposes.	69/28	71/26	39/27

PRINCIPALS' SURVEY STATEMENTS	(%G + E) / (%F + P)[1]	
	CLARK COUNTY SCHOOL DISTRICT	OTHER SCHOOL DISTRICTS
The school district's job of providing adequate instructional technology.	63/37	46/52
The school district's use of technology for administrative purposes.	71/26	54/45

TEACHERS' SURVEY STATEMENTS	(%G + E) / (%F + P)[1]	
	CLARK COUNTY SCHOOL DISTRICT	OTHER SCHOOL DISTRICTS
The school district's job of providing adequate instructional technology.	38/58	47/51
The school district's use of technology for administrative purposes.	39/27	45/31

Source: MGT of America, Inc., 2006.

12.2 Organization and Management

Ideally, technology is a school district function that supports all administrative and instructional personnel in a positive manner. Organizing technology resources to effectively achieve this outcome can be challenging.

The International Society for Technology in Education has developed a Technology Support Index rubric to assist school districts in determining their needs in a variety of technology support areas. The ISTE Technology Support Index identifies integrated school districts as those having an organizational structure where the technical support functions and instructional technology functions may report differently, but each unit is cohesively organized, and there is communication among units.

FINDING

The Technology Department is comprised of a complex set of units to support the technology-related needs of CCSD. The department also has a leadership team made up of several directors and coordinators to help facilitate the needs of such a large school district.

Exhibit 12-4 shows the organizational structure of the CCSD Technology Department. As shown in **Exhibit 12-4**:

- six major units comprise the Technology Department, each reporting to the Chief Technology Officer;
- the Enterprise Resource Planning (ERP) unit was created for the ongoing initiative that is discussed in this chapter; and
- each of the other areas has at least two sub-units reporting to the major unit.

Peer districts selected for comparisons used in this study include:

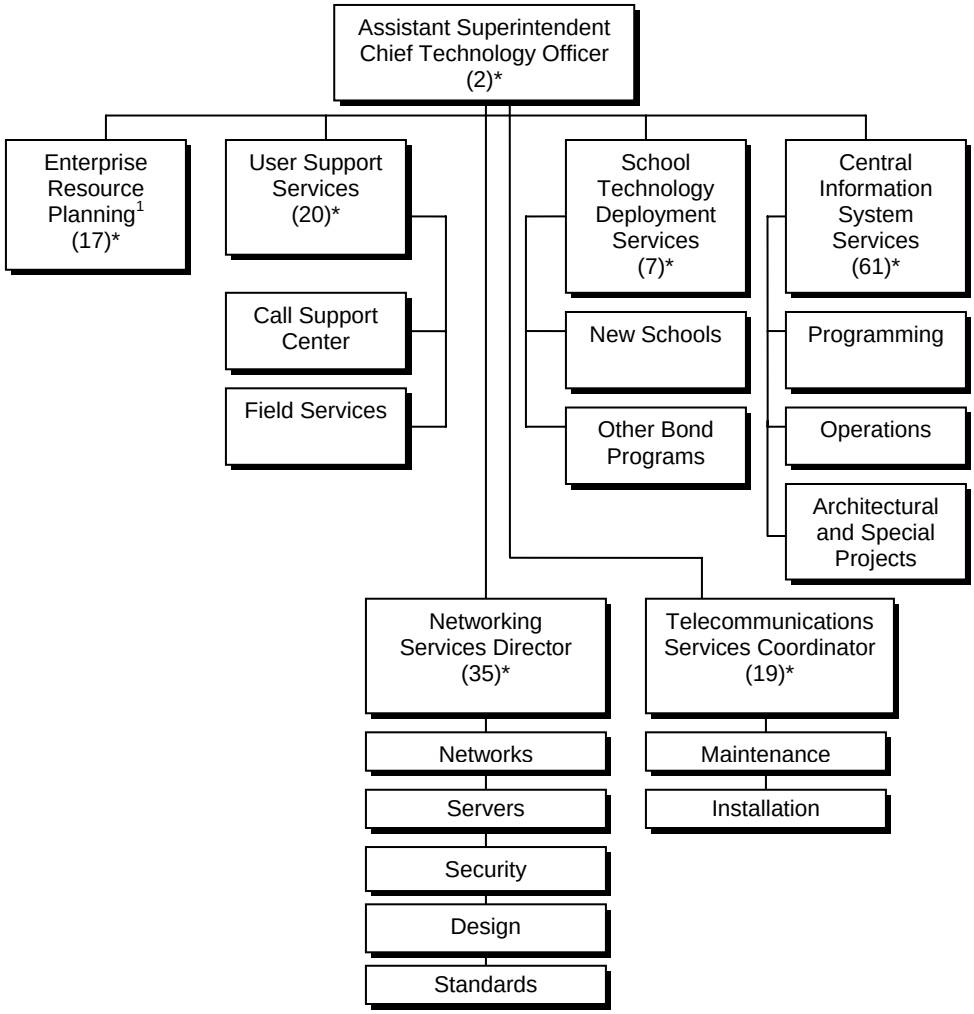
- Broward County School District, FL;
- San Diego Unified School District, CA;
- Houston Independent School District, TX;
- Miami-Dade County School District, FL;
- Philadelphia City School District, PA; and
- Washoe County School District, NV.

The leadership team members related to technology include the following staff for CCSD:

- Assistant Superintendent/Chief Technology Officer, Technology and Information Systems Services Division;
- Director, Enterprise Resource Planning;
- Director (Acting), User Support Services;
- Director, School Technology Deployment Services;
- Director, Networking Services;
- Coordinator, Central Information Systems;
- Coordinator, Telecommunication Services; and the
- Coordinator, Technology and Information Systems Services Division.

MGT also found that solid communication exists between the technical and instructional technology functions for CCSD. Numerous meetings are held, and staff from each area are equally represented on all technology-related issues. In fact, MGT was provided with numerous examples of occasions where both of these areas of the school district coordinated needs and strove always to put the students and teachers first, as indicated in the introduction to this chapter.

EXHIBIT 12-4
CLARK COUNTY SCHOOL DISTRICT
CURRENT TECHNOLOGY DEPARTMENT ORGANIZATIONAL STRUCTURE



Source: CCSD Technology Department, 2006.
* Numbers do not include clerical staff.
[1]This unit was created to oversee the implementation of the ERP project in the district.

COMMENDATION

CCSD has established a technology leadership team and has solid communication between technical and instructional technology functions, making it an integrated school district according to the standards established by the International Society for Technology in Education.

FINDING

The organization of CCSD's help desk operations does not permit the most effective use of resources since these specifications are housed in different locations throughout the district.

Currently, three help desk operational areas respond to technology-related requests by users throughout the district. These areas are best described as:

- CIS – mainframe system support;
- SASI – student information system support; and
- User Support – all other system support.

There are currently five employees working in each of the three help desk areas for a total of 15 help desk staff to support the school district. Each of these help desks is located in a different office within the East Region.

Documentation provided by the district showed that nearly 46,000 calls were made to these help desks during the 2005-06 school year.

This type of structure is sometimes referred to as a "silo" organization, meaning that the units work independently of each other yet all are providing assistance to district staff. According to interviews, there are rarely, if ever, any meetings bringing all staff together, nor are staff cross-trained on the various systems. These interview findings were validated by district management in the Technology Department.

Further interviews with the management indicated that plans had been developed to bring all help desk operations into one large building along with other technology staff; however, funding limitations prevented the implementation of these plans.

If the current logistics prevail for CCSD help desk operations, these operations will continue to work in silos, which will not allow for the effective growth of employees or coordination of services.

MGT has found that consolidated help desks provide greater efficiencies for school districts. District staff can call one help desk phone number for all of their needs, thus reducing user frustration while increasing help desk staff productivity. Efficiencies are also realized by way of cross-training and other training of staff since employees should be able to handle a variety of applications. Other school districts such as Pittsburgh Public Schools have seen greater employee retention and improved efficiency result from such organization.

RECOMMENDATION

Recommendation 12-1:

Move all help desk operations to one central location and cross-train staff on all applications.

For help desk operations to run more efficiently and effectively, the district should consolidate these units into one cohesive help desk. The Pittsburgh Public School District created a help desk center in a section of a school that was not being fully utilized. While this is not likely to be possible in CCSD due to rapid student enrollment growth, there should be enough room to house this operation by shifting other offices.

CORRECTIVE ACTION PLAN

1.	The Superintendent should instruct the Chief Technology Officer and the Chief of Operations - Facilities to create a plan for locating adequate office space in one building within the East Region for all help desk operations.	January 2007
2.	The Chief of Operations - Facilities should examine the move for financial impacts, if any, on the district.	February 2007
3.	The Chief of Operations - Facilities should prepare a report for the Chief Technology Officer to review and approve for consolidating help desk operations staff.	March 2007
4.	The Chief Technology Officer should present the plan to the Superintendent and Chief Financial Officer for approval and budget needs.	April 2007
5.	The Chief Financial Officer should ensure that any fiscal impacts are included in the new school year budget.	April 2007
6.	The Superintendent should direct the Chief Technology Officer and the Chief of Operations - Facilities to move staff.	June 2007

FISCAL IMPACT

The fiscal impact of implementing this recommendation cannot be determined at this time and will depend on the availability of office space.

FINDING

CCSD help desk operations are manually driven and not taking full advantage of automation.

According to interviews, focus group sessions, and documentation provided, the district is using a passive and manual approach to help desk operations. Currently, if an employee calls for support, 30 percent of calls are completed within five minutes by the operator. The other 70 percent are assigned to technicians. While the 30 percent completion rate seems impressive, it pales in comparison to having those calls answered by a self-service system, which would eliminate a majority of the requests. The only exceptions would be for password reset and network outages.

Staff indicate that when a request is assigned to a technician, there are several approaches taken depending on the unit being assigned the request. One unit receives a page alert notifying it of a new request while other units must sign on intermittently to the help desk system via the Web to see if requests have been assigned.

Additionally, upon completion of their request, staff are asked to fill out a short survey and return it to the Technology Department to indicate if the request has been completed to their satisfaction. If the problem still exists, they are asked to contact the help desk.

The district is in the process of purchasing a help desk tool through a prominent national vendor and is trying to move toward a self-service operation; however, not all staff were aware of this plan when asked in subsequent interviews.

CCSD provided MGT with a summary of dated help desk requests currently open. Seventy-eight (78) requests were older than 90 days; 17 requests were between 61 and 90 days old; 45 requests were between 30 and 60 days old; and 217 requests had been made within the past 30 days. CCSD provided clarification and documentation upon receipt of the draft report, which showed many items related to two situations; both have been addressed, thus reducing the number of outstanding items.

Work order numbers have decreased since the 2002-03 school year per the user group documents provided on site. During 2002-03, there were 4,231 requests, and in 2004-05, 3,262 requests were opened. This decrease of 969 or 23 percent is a result of remote access to assist users immediately without opening a work order.

If the district continues to use a manual help desk system, inefficiencies will remain for these services.

Best practices indicate that the majority of requests should be submitted via the intranet or another Web-based application. Unlike the current method used by CCSD, this allows for the automation of requests unlike the current method used by CCSD. This practice further reduces the amount of staff needed for a call center, freeing up employees to assist with fieldwork.

RECOMMENDATION

Recommendation 12-2:

Establish self-service help desk operations by maximizing technology with the recently purchased software.

In order to have exemplary help desk operations, the school district should automate as much of the process as possible. This automation should include self-service for users, which would create a more efficient and effective technology staff while allowing users to benefit from help desk assistance 24 hours per day and seven days per week.

CORRECTIVE ACTION PLAN

1. The Chief Technology Officer should direct the vendor for the recently purchased help desk application to automate as much as possible and to create a self-service operation.	January 2007
2. The Chief Technology Officer should review staffing needs three months after the new application has been implemented based on help desk reports.	April 2008

3. The Chief Technology Officer should determine if help desk staff can fieldwork. — June 2008

FISCAL IMPACT

The implementation of this recommendation should be included in the cost of the help desk software already purchased by CCSD. Due to the aggressive growth rate of the district, it is believed that the current help desk staff will continue to work in some capacity within the Technology Department. Therefore, staff reduction is not considered in this recommendation.

FINDING

The user support help desk personnel rotate with field technicians on a monthly basis. This practice allows for all staff to experience both aspects of help desk operations. This practice also provides staff with firsthand knowledge of physical layouts and current situations directly facing users.

This rotation practice is considered a best practice as the district has provided a unique and beneficial experience for staff. In fact, staff indicated that they appreciate having the opportunity to rotate duties since this practice keeps their skills sharp for when they are assisting users in the field or from the help desk.

COMMENDATION

CCSD has implemented an effective and unique approach for user support help desk personnel by rotating them with field technicians.

FINDING

CCSD does not fund technology-related services at best practice levels.

Exhibit 12-5 presents the three-year budget for technology-related services in CCSD. As shown:

- the district has increased the overall technology-related budget over the last three years;
- the 2005-06 budget increased by $10,128,168 or 39 percent from the 2003-04 school year;
- the largest increase since the 2003-04 school year has been for the ERP implementation at over $3.9 million; and
- the largest decrease since the 2003-04 school year has been for Technology and Literacy Services.

Additional documentation was provided on state and federal funding that supplemented the budgets shown in **Exhibit 12-5**; however, no documentation provided the total technology budget from all revenue sources in order to determine the amount budgeted per student.

The district needs to analyze its total technology-related budget in order to make benchmark comparisons, since the current process does not allow for a clean analysis.

According to a Mass Networks' study, *Total Cost Ownership - Better Technology Budgeting*, benchmark data for the amount schools spend on technology per student is $340 per student.

RECOMMENDATION

Recommendation 12-3:

Analyze the total technology-related budget in order to make benchmark comparisons.

CCSD should determine how much is provided for technology-related needs in the form of a budget on an annual basis. This budget analysis should include all funding sources by each department listed in **Exhibit 12-5**. Implementing this recommendation would allow the district to compare how it is doing financially against benchmark data.

EXHIBIT 12-5
CLARK COUNTY SCHOOL DISTRICT
THREE-YEAR BUDGET FOR TECHNOLOGY DEPARTMENT

BUDGET AREA	2003-04 ACTUAL AMOUNT	2004-05 ACTUAL AMOUNT	2005-06 AMENDED FINAL AMOUNT
Technology and Literacy Services	$1,596,330	$2,179,396	$1,429,623
ERP Project Implementation	$89,508	$934,003	$3,994,292
Networking Services	$2,999,445	$2,632,257	$3,024,857
Technology and Information Systems Services	$280,268	$315,231	$255,733
User Support Services	$2,319,774	$2,331,748	$2,808,226
Central Information Services	$7,459,447	$7,313,975	$8,328,620
School Technology Deployment Services	$74,664	$208,602	$127,614
Telecommunication Services	$7,033,002	$6,493,652	$7,888,287
Research, Accountability and Innovation	$1,142,198	$1,845,420	$2,585,408
Curriculum and Professional Development – Secondary Technology	$850	$351,333	$612,761
Curriculum and Professional Development – Elementary Technology	34,535	250,435	393,186
Career and Technical Education	356,447	451,547	577,517
Secondary Technology – Distance Learning	82,651	557,721	624,403
Special Educational Services – Assistive Technology	13,308	10,397	10,700
KLVX	2,720,437	2,724,887	3,669,805
TOTAL ALL UNITS	**26,202,864**	**28,600,604**	**36,331,032**

Source: CCSD, Technology Department, 2006.

CORRECTIVE ACTION PLAN

1. The Superintendent should request the Chief Technology Officer to seek the input from the Chief Financial Officer and financial staff to develop a spreadsheet with a comprehensive budget.	July 2007
2. The Chief Technology Officer should direct staff to prepare and analyze the department's budget as compared to benchmark levels.	August – October 2007
3. The Chief Technology Officer should prepare a report and discuss the results with the Superintendent and the Chief Financial Officer.	November 2007
4. If additional funding is needed, the Chief Technology Officer should make this need an agenda item for the Technology Plan Advisory Committee meeting.	December 2007

FISCAL IMPACT

This recommendation can be implemented with existing staff resources within the district.

12.3 Technology Planning

Successful technology planning is the foundation for successful technology implementation and development. School district technology is not just a stand-alone, long-term, ongoing project; it affects every aspect of school district operations. There are many factors to consider when planning technology for any school district.

FINDING

While CCSD has a comprehensive technology plan, but the plan does not include timelines, financial resources needed for implementation and specific staff responsibilities.

An advisory team has been established to assist in the development of the district's technology plan. This team is comprised of the district positions listed in **Exhibit 12-6**. As shown, a variety of district stakeholders are members of this advisory team.

The technology plan includes the following vision for the district:

> *It is the vision of the Clark County School District that information and communication technologies are essential tools for the process of constantly improving our curriculum, instructional methods, and assessment methods in order to achieve academic excellence. Through the effective integration of technology, our schools will provide learning*

experiences which are active, personalized, involve teamwork, and focus on solving real-world problems. Educational opportunities will involve higher-level thinking skills, integrated curriculum lessons, and increased global interaction while using information ethically and appropriately.

EXHIBIT 12-6
CLARK COUNTY SCHOOL DISTRICT
TECHNOLOGY PLAN ADVISORY TEAM

Coordinator, Foreign Language
Principal, Tobler ES
Educational Computing Strategist, Elementary
Assistant Principal, Virtual High School
Coordinator, K-5 Mathematics and Science
Principal, Gibson Middle School
Director, Distance Education and Magnet Schools
Director, K-12 Math, Science, and Instructional Technology
Educational Computing Strategist, Elementary
Technology/Facilities Liaison
Technology and Information Systems Services
Counselor, Canyon Springs High School
Project Facilitator, Curriculum Library
Coordinator, K-12 Mathematics
Coordinator, Secondary English Language Arts
Principal, Saville Middle School
Educational Computing Strategist, Secondary
Educational Computing Strategist, Elementary
Educational Computing Strategist, Elementary
Educational Computing Strategist, Elementary
Principal, Woodbury Middle School
Principal, Advanced Technology Academy
Educational Computing Strategist, Elementary
Project Facilitator, K-12 Instructional Technology
Principal, Galloway ES
Educational Computing Strategist, Elementary
Assistant Director, K-12 Math, Science, and Instructional Technology
Educational Computing Strategist, Elementary
Director, Technical Resources

Additional Research and Resources Provided by:
Assistant Superintendent/Chief Technology Officer
Technology and Information Systems Services
Coordinator, Library Services
Assistant Superintendent
Research, Accountability, and Innovation
Director, Distance Learning, KLVX Communications Group

Source: Clark County School District, 2004 Technology Plan.

Also included in the technology plan are six district goals, shown in **Exhibit 12-7**.

Background information, objectives, and strategies are provided with each stated goal, along with an implementation framework. The goals are listed with both primary and secondary units responsible; however, neither timeframes nor individual positions are listed to hold staff accountable for the implementation of these technology goals for the district. Furthermore, financial information indicating funding resources is not provided in the plan.

EXHIBIT 12-7
CLARK COUNTY SCHOOL DISTRICT
TECHNOLOGY-RELATED GOALS

Goal 1:	All students and teachers will have access to information technology in their classrooms, schools, and communities.
Goal 2:	All teachers will be provided training on effective technology use in helping students achieve high academic standards.
Goal 3:	All students will have technology and information literacy skills as aligned with national/state standards and district goals.
Goal 4:	Research and/or evaluation of hardware, software, digital content, telecommunications, and instructional programs will improve teaching and learning.
Goal 5:	Digital content and networked applications will support both teaching and learning.
Goal 6:	Evaluation of CCSD Technology Plan will occur on an annual basis, allowing for mid-course correction to new developments and opportunities.

Source: Clark County School District, 2004 Technology Plan.

Without specifying timelines, financial resources, and specific staff responsible for implementing the goals, the technology plan may not be fully implemented since accountability is lacking.

Campbell County Public Schools (Virginia) offers a best practice in the area of technology plans by incorporating funding needs and resources for each stated goal.

RECOMMENDATION

Recommendation 12-4:

Incorporate in the CCSD Technology Plan timelines, financial resources, and staff positions assigned responsibility for elements of the plan.

CCSD should incorporate timelines and staff positions responsible in order to hold staff accountable for timely implementation of each step necessary for the district to attain each goal. Furthermore, financial resources should be stated alongside each goal in order for the committee to identify both the cost and the source of funding. The

implementation of this recommendation would assist CCSD in utilizing and modeling a best practice for technology planning among school districts in the nation.

CORRECTIVE ACTION PLAN

1. The Chief Technology Officer should direct the advisory team to include timelines, financial resources, and staff positions responsible in the CCSD Technology Plan.	January 2007
2. During the next planning session, the Chief Technology Officer should verify that the advisory team includes timelines, financial resources, and staff positions responsible in the CCSD Technology Plan.	April 2007

FISCAL IMPACT

CCSD can implement this recommendation using existing staff resources within the district. Timelines and position responsibilities can be decided when the advisory team meets, and financial resources can be provided by the financial management staff.

FINDING

CCSD has created detailed plans for the implementation of projects, yet training is not incorporated into these plans, which was a cause of concern among staff during the recent telephone system conversion.

The documents MGT received regarding the plan included a detailed listing of the area, region, location code, location title, order number, estimated cutover or completion date, status, classroom phone counts, school administration phone counts, non-school administrative phone counts, specific phone line information, and other indicator fields.

According to staff interviews, the phone system caused concerns since staff were not properly trained on the new system prior to the cutover or completion date, which was the date for full implementation. This concern was addressed with technology management. The district used a train the trainer approach that included training as close to the conversion as possible; trained key users at each site; and placed a technician on site during the first day of implementation, yet conceded that a full training plan had been lacking to support this conversion.

The district will not receive buy-in from staff on any other projects without some type of verification that a formal training plan has been developed and will be a part of future conversions or systems implementations. Without adequate staff training, projects such as the new ERP system will likely fail from an operational standpoint.

Common industry standards state that training is needed for any technology-related conversion or implementation. Just as programmers need to learn new languages, telephone users need to learn how to use the new communication systems.

RECOMMENDATION

Recommendation 12-5:

Incorporate a detailed training plan into any future technology-related system conversions or implementations.

Buy-in from stakeholders is important to the success of any technology-related projects. While a telephone system conversion may not seem major to some, it is important for all users to be adequately trained as with any technology-related project.

Implementation of this recommendation will maximize assurances that new systems will be properly operable upon installation and that personnel responsible will face a minimum of handicapping conditions in performing their assigned duties.

CORRECTIVE ACTION PLAN

1. The Chief Technology Officer should direct technology staff to incorporate training into each system's implementation or conversion. This directive should also include the ERP system under development.	April 2007
2. The Chief Technology Officer should create a method for staff to contact the department for training needs associated with the recently converted telephone system and direct staff to hold training sessions.	May 2007

FISCAL IMPACT

This recommendation can be accomplished using district personnel from the Professional Development Division of CCSD.

FINDING

The district has established a technology standards committee that meets routinely to review computer and technology-related peripheral standards.

This committee, whose members are listed in **Exhibit 12-8**, includes a variety of stakeholders with knowledge of technology-related needs.

This committee allows for control over purchases to ensure their compatibility with the current infrastructure of the district and consistency with the district's technology planning documents.

EXHIBIT 12-8
CLARK COUNTY SCHOOL DISTRICT
TECHNOLOGY STANDARDS COMMITTEE MEMBERS

NAME	DEPARTMENT
Philip Brody, Chair	Technology and Information Systems Services
Tom Axtell	KLVX
Monte Bay	Coronado High School
Robert Bennett	McMillan Elementary School
Sal Cali	SMART Project Office
John Cernusca	Facilities Planning
Jhone Ebert	Magnet Schools and Distance Education
James Enus	User Support Services
Christy Falba	Math, Science, and Secondary Instructional Technology
David Garner	Peterson Credit Retrieval Program
Hillary Gaut	School Technology Deployment Services
Ed Goddard	Grants Development and Administration
Greg Halopoff	Human Resources Technology
Robert Henry	Education Services
Bart Mangino	Molasky Middle School
Randy Thomas	Networking Services
Essington Wade	Math, Science, and Secondary Instructional Technology
John Woodard	Purchasing and Warehousing
Kim Wooden	Fiscal Accountability and Data Analysis
Bill Zawistowski	Technology and Information Systems Services
Dan W. Ray	Director, Technical Resources

Source: Clark County School District Technology Department, 2006.

COMMENDATION

CCSD has established a standing technology standards committee to review computer and peripheral standards for the district to ensure compatibility and minimize inefficiencies.

FINDING

CCSD has created technology-related computer equipment standards as a step in its new construction and remodeling of school process resulting in (insert).

With the district having such an aggressive schedule for opening new schools due to the continued and excessive growth of the county, the Technology Department has created design standards that include descriptions and design maps. These standards cover:

- hardware;
- operating systems;
- application software;
- e-mail; and
- desktop hardware support.

Technology staff have also developed a master equipment list complete with product specification sheets. This list includes technology-related equipment, including, fiber

optic cables, multi-port face plates, snap-in jacks, cable racks, and self-contained air conditioners.

Staff have also developed comprehensive integration guides to assist with school layouts to ensure technology is included in the building design plan. These guides are identified by school type since technology needs differ for elementary, middle, and high schools.

COMMENDATION

The Technology Department of CCSD has developed and implemented useful standards and instruments to facilitate adequate technology planning in school designs.

FINDING

CCSD has a comprehensive disaster recovery plan that is designed to provide immediate response to, and subsequent recovery from, any unplanned interruption.

These interruptions include loss of utility service, building evacuations, and catastrophic events such as a major fire or flood.

The disaster recovery plan documents the strategies, personnel, procedures, and resources needed to respond in the event of any interruption of technology-related service. Furthermore, the plan includes checklists, reference guides, and training tasks. If and when an incident occurs, the tasks and procedures are followed as determined by the type of interruption. The implementation of this plan was partly based on a previous internal audit finding for the district.

The district also periodically tests the plan to ensure data recovery.

COMMENDATION

CCSD has established and continues to test a well-documented disaster recovery plan.

12.4 Infrastructure, Software, and Hardware

Infrastructure is the underlying system of cabling, phone lines, hubs, switches, and routers that connects the various parts of a computer network. It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but enables other systems to perform their functions.

School districts must select and employ software and hardware to meet both instructional and administrative objectives. While computers in the classroom are primarily an instructional resource, they also serve an administrative function. Moreover, adequate administrative technology must be present to support schools in meeting instructional goals.

FINDING

CCSD recently moved to a Gigabit Ethernet Wide Area Network (WAN) after successfully completing an 18-month test period. Only 17 schools are awaiting fiber availability; in the meantime, T-1 lines are being used.

Exhibit 12-9 shows the particulars concerning CCSD's WAN.

The district has been mentioned in various publications for its WAN design. This type of WAN allows teachers and students to benefit by using video streaming. In other words, instructional video clips can be sent to desktop computers throughout the district in less than 10 seconds. In fact, over 200,000 downloads were completed during the last school year, and 500,000 are anticipated for the current school year. These downloads are all provided inside the district's firewall so all computers involved are safe from outside interference on these video clips. The success of the district's video streaming process is due to the complexity and innovativeness of the Gigabit Ethernet WAN that was implemented.

Another benefit of this type of network is that it allows for voice over IP so telephone lines are no longer needed since the WAN allows access on the telephone system. This has saved the district over $900,000 per year. This new telephone system addresses issues raised in the district's telephone audit from 2000.

The district's network capabilities can be seen as a best practice for other school districts.

EXHIBIT 12-9
CLARK COUNTY SCHOOL DISTRICT
WIDE AREA NETWORK CONFIGURATION

- Gigabit Ethernet – All Las Vegas metropolitan area schools and most major administrative sites are interconnected via a Gigabit Ethernet WAN. All sites are connected via fiber in a tiered hierarchy and separated into thirteen areas:

  - Tier 1 – Network Core: EdCenter, Cimarron Memorial High School
  - Tier 2 – In each of the 13 areas, a four-node ring with two opposing notes connecting back to the Tier 1 sites.
  - Tier 3 – Up to seven nodes in a ring segment (termed a "leaf") with each end connecting at adjacent Tier 2 sites.

  Additionally, there are Tier 1 Distribution nodes. These nodes are high-bandwidth distribution centers and are connected to each Tier 1 site. Presently, there is only one Tier 1 Distribution site – KLVX.

  Maximum Bandwidth: 10 GB/s (some connections), 1 GB/s (all others) (This is a shared, switched, medium).

  Fault Tolerance:

  - The two Tier 1 sites are interconnected by three fiber pairs (two into the primary router and one into a backup router at the EdCenter). The two connections to the primary router are of divergent paths.

EXHIBIT 12-9 (CONTINUED)
CLARK COUNTY SCHOOL DISTRICT
WIDE AREA NETWORK CONFIGURATION

- The four Tier 2 sites in each area are connected via a ring; any single node in that ring failing causes the node to wrap on itself with no service outage (excepting node failure).
- The four Tier 3 leaf segments are ended at separate Tier 2 sites; any single node in the segment failing causes the leaf to wrap on itself with no service outage (excepting node failure). At the Tier 1 sites, the routers are backed by batteries supported by a generator.
- At the Tier 2 and Tier 3 sites, the routers are backed by UPS units with a 1 hour minimum battery and capacity. (At new schools, starting in 2005, the UPS is supported by the site generator.)
- At all sites, the routers have multiple power supplies, plugged in to separate sources. At Tier 1 and Tier 2 sites, the routers have redundant management modules.

Protocols:

- Routing Between Areas: BGP
- Routing Within an Area: OSPF
- Multicast: PIM-SM
- Networking TCP/IP

Providers:

- Fiber Optic Cable (dark) – Cox Business Services
- WAN Router – Foundry Networks (models: BigIron MG-8, BigIron 15000, and FastIron 400)

- Frame Relay – Any site not serviced by our fiber provider or where a gigabit connection is not cost effective is connected via a frame relay WAN. Each site is serviced by two Primary Virtual Circuits (PVCs). At the EdCenter, there are two high-speed ATM connections (serviced by separate provider Central Offices – COs) to two routers providing connectivity to the network core.

  Maximum bandwidth: T-1 (1,536 Mb/s)

  - Protocols: Routing: OSPF
  - Multicast: PIM-SM
  - Networking: TCP/IP

  Providers:

  - Frame Relay Service – Sprint

WAN Router – Cisco Systems (models: 7513, 25xx, and 26xx)

Source: Clark County School District Technology Department, 2006.

COMMENDATION

CCSD has implemented a fast and robust Wide Area Network that has been recognized in national educational publications.

FINDING

Not all head-end rooms or server areas in CCSD are kept cool and clean, which can result in server shutdown and costly repair or replacement due to excessive heat damage.

The MGT team observed one critical need in the head-end room at Fremont Middle School. The room is located adjacent to the library, and the heat was overwhelming throughout the school, especially in this head-end room, where school servers are kept. The room was warm from the above-average spring temperatures, but also because the air conditioning unit was not providing adequate output.

MGT consultants also observed clutter in the head-end rooms at the Advanced Technical Academy and Las Vegas High School.

If proper temperatures are not maintained, and rooms are not clutter-free, servers may shut down due to overheating and require costly repair or replacement. This would also bring down the local network of each school involved.

While CCSD has been fortunate not to have experienced major issues concerning head-end rooms, it is not following best practices, which require all server or head-end rooms to be adequately cooled and free of any type of storage or clutter. For instance, the head-end room at Paradise Elementary is kept cool and very clean, making it an exemplary example of how a head-end room should be maintained. Bass Elementary was also clean but not as well maintained as Paradise Elementary. The Technology Department stated that head-end rooms are monitored at all times, so further tests should be conducted, especially at Fremont Middle School.

RECOMMENDATION

Recommendation 12-6:

Replace the air conditioning in the head-end room at Fremont Middle School and continuously check all head-end rooms for proper temperature and cleanliness.

CCSD should replace the air conditioner in the Fremont Middle School head-end room to ensure air flow is adequate for proper server performance. A plan should be developed and implemented to review each head-end room to verify proper air flow and ensure that each room is free of clutter and trash.

CORRECTIVE ACTION PLAN

1. The Superintendent should direct the Facilities Manager to purchase and install an appropriate air conditioner in the head-end room at Fremont Middle School.	July 2007
2. The Chief Technology Officer should develop an administrative policy to direct all school administrators to maintain clean and clutter-free head-end rooms. This policy should be submitted to the Superintendent for approval and implementation.	July 2007

3.	The Superintendent should direct the Chief Academic Officer of Instruction and the Chief Technology Officer to develop a schedule and checklist for Educational Computing Strategists to review the head-end room at each school for cleanliness and coolness.	August 2007 – June 2008
4.	The Chief Technology Officer should develop a needs assessment based on the results of the review. This needs assessment should include an easy way for the Chief of Operations - Facilities to review air conditioner needs and the associated fiscal impact.	July 2008 and Ongoing
5.	The Educational Computing Strategists should review head-end rooms on an annual basis and report the findings to the Chief Academic Officer of Instruction and the Chief Technology Officer.	August 2008 and Ongoing

FISCAL IMPACT

The fiscal impact of replacing the air conditioner in the head-end room at Fremont Middle School would be a one-time cost of approximately $5,000. Additional costs cannot be determined until a complete review of every head-end room is completed by district technology staff. This review can be accomplished at no additional cost by using Educational Computing Strategists and field technicians who can examine the head-end rooms during school site visits as part of their daily routine.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Replace the Air Conditioner in the Head-End Room at Fremont Middle School	($5,000)	$0	$0	$0	$0

FINDING

CCSD has stand-alone or home-grown applications dispersed throughout the district, and some of these systems may be causing unintended duplication of effort by staff.

These systems were thought to have assisted at one time with reporting capabilities, but now lead to duplicative data entering and processing, thus causing inefficient use of staff time.

MGT consultants found a stand-alone student database system in a variety of schools as well as a tracking system used in transportation operations. Neither of these systems has documentation to show that it has been reviewed as part of the districtwide implementation of the enterprise resource planning (ERP) system.

Documentation was not available to show how the district was reviewing current business practices to ensure streamlined processing would be carried out with the ERP

system. Instead, MGT consultants were informed that administrators from each functional area were making decisions on the new functionality. While it is commendable that the district is using high-level staff from each of the functional areas to assist in this new endeavor, more sound business process reengineering analyses would be far more effective and could allow for optimum efficiencies for the district.

If the district does not evaluate current stand-alone applications and current procedures, it is likely that the new ERP system will not provide optimum relief, leading to continued redundancies in processing and reporting data.

In order to fully implement an efficient and effective ERP system, all applications, including those that are home grown, need to be reviewed. This review process would need to allow for the use of these applications if the new system does not already provide an equivalent tool.

RECOMMENDATION

Recommendation 12-7:

Review each stand-alone application along with current business processes to ensure the new ERP system can automate the majority, if not all, of these stand-alone systems while verifying that ongoing processes are streamlined for optimum efficiencies and staff productivity.

For ERP system implementations, it is critical to evaluate the current processes associated with doing school district business to ensure that the new system will provide streamlined and optimum efficiencies in all operations affected. CCSD should understand that while this step may slightly delay the implementation of the ERP system, it will help make a positive impact on the district's operations associated with this new system.

CORRECTIVE ACTION PLAN

1. The Chief Technology Officer should direct the ERP team to include all home-grown applications in business process analyses.	January 2007
2. The ERP Team should produce a list of all home-grown applications and disseminate it among staff to evaluate whether or not the application or its use should become a part of the ERP system.	March 2007
3. The ERP Team should report its findings to the Chief Technology Officer.	July 2007

FISCAL IMPACT

This recommendation can be accomplished by using existing internal staff as well as the independent project coordinator hired to oversee the implementation of the ERP system; however, it may cause delays from the originally scheduled operational date due to the analyses that will need to be accomplished.

FINDING

Current system security levels are not appropriately set and can cause inappropriate purchasing by district staff.

Security levels need to be immediately set to the appropriateness of the position to avoid excessive and erroneous purchasing of amounts as indicated above.

MGT was provided documentation for the Advanced Purchasing/Inventory System that contained the purchase order authorization amount for clerical staff in the Purchasing Department. This particular clerical position had authorization to enter expenditures of $999,999,999.99; however, it did not have the authority to approve purchase orders.

Generally, computer systems have hierarchical security levels that include, spending thresholds. While CCSD is fortunate not to have experienced any serious incidents, a more acceptable practice is warranted.

RECOMMENDATION

Recommendation 12-8:

Set purchasing authorization thresholds in accordance to hierarchical needs for all staff.

CCSD should immediately review all purchasing authorization thresholds based on hierarchical needs of staff. Only the department manager should be allowed to have unlimited spending limits, and proper amounts should be set for all reporting staff.

CORRECTIVE ACTION PLAN

1. The Purchasing Director should provide technology staff with written documentation on purchasing authorization thresholds and ask that the system be changed to reflect these new levels.	January 2007
2. Technology staff should change all purchasing authorization amounts as requested.	March 2007
3. The Chief of Technology should ensure that this issue is addressed during the ERP implementation for all systems.	November 2007

FISCAL IMPACT

This recommendation can be implemented using existing staff resources.

FINDING

The district is maintaining two e-mail systems without substantial and documented need.

Since 1991, the district has been using two different e-mail systems for staff. InterAct is used by over 35,000 staff as well as 15,000 students. GroupWise, according to on-site interviews, is used by a small group of employees mainly comprised of facilities and technology staff. InterAct, a product of FirstClass, was purchased to move away from a mainframe environment and is a targeted e-mail tool for teachers. Each school has its own account and can provide a wealth of information such as newsletters, conference schedules and information, and meeting notices to all staff. Regional and central office administrators have these same capabilities.

According to documentation provided by CCSD, InterAct is paid for by the Public Education Foundation and the district does not incur direct costs. Licensing fees for GroupWise for the current school year total $4,935. According to documentation provided by the district, the cost to maintain the GroupWise system is $35,635 annually. This system is located on four servers, and two staff are dedicated for maintaining the servers and system.

The continued use of two e-mail systems will sustain inefficiencies caused by staff having to maintain both systems. In fact, many staff interviewed by the MGT team provided negative feedback related to having two systems. It was determined that the former superintendent had requested that the district keep two systems after the GroupWise users complained. No clear documentation could be provided on why there is a need for both systems.

Most school districts only use one e-mail system due to server costs, including maintenance, as well as staffing costs to keep the e-mail system up and running on a daily basis.

RECOMMENDATION

Recommendation 12-9:

Discontinue use of the GroupWise e-mail system.

CCSD should eliminate the use of the GroupWise system for district operations. This would allow the district to save on hardware, software, and staff time needed to maintain the system. Implementation of this recommendation should provide a more streamlined approach in line with that of most other school districts.

CORRECTIVE ACTION PLAN

1. The Chief Technology Officer should inform all district staff using the GroupWise e-mail system that they will need to migrate onto other e-mail system by July 2007.	January 2007
2. The Chief of Technology should direct staff in the migration of GroupWise users to the new system.	July 2007

FISCAL IMPACT

Implementing this recommendation should result in the reduction of 1.5 staff who maintain the system. For 1.5 employees, this savings would equal $116,967 annually ($58,193 in salary + 34% benefits at $19,785 = $77,978 per employee; $77,978 × 1.5 = $116,967), with a pro-ration of one-half during the first year. The savings for maintenance and service licenses would impact the district in 2009-10.

Additional costs would not be incurred by the district to expand the FirstClass e-mail system.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate 1.5 GroupWise Positions	$0	$58,484	$116,967	$116,967	$116,967
Eliminate Licensing and Maintenance Fees	$0	$0	$40,570	$40,570	$40,570
TOTAL SAVINGS	**$0**	**$58,484**	**$157,537**	**$157,537**	**$157,537**

12.5 Web Site

School district Web sites can provide a wealth of information for current or prospective stakeholders in the district's education system. These stakeholders include parents, students, potential families considering relocation to the area, teachers, and other citizens of the community. It is important to provide as much data as possible, including school zones, important dates, school contact information, and budgetary needs as well as school lunch menus.

FINDING

CCSD has a comprehensive and user-friendly Web site.

The district's Web site, http://www.ccsd.net, contains pertinent information for parents, staff, students, other stakeholders, and the general public. It provides an easy to navigate wealth of information on such topics as:

- Board of School Trustees;
- Office of the Superintendent;
- District Regions;
- Zoning Information;
- Employment Opportunities;
- Student Enrollment Process;
- Curriculum Information;
- CCSD Policies and Regulations;
- Calendars;
- Communications - News; and
- Food Service.

Additional information and accessibility featured on the CCSD Web site include:

- school accountability reports from a district, region, and school perspective;
- curriculum and standards;
- distance learning opportunities;
- homework hotline;
- "HOME" link to the CCSD home page on each subsequent link or page; and
- facility updates.

Documentation provided by the school district stated that from January through March 2006, the Web site had an average of over 49 million hits per month, clearly indicating its use by stakeholders.

COMMENDATION

CCSD has created a comprehensive yet user-friendly Web site for the district.

FINDING

No process is in place to check access to inappropriate Web sites at the school level.

While the district has prevented more than 700 million inappropriate Web site visits through the use of filters, there is no systematic process to block attempts to reach these sites from school computers.

MGT consultants, with the assistance of Educational Computing Strategists or librarians, attempted to reach inappropriate sites at several schools. While some schools had successful blocks, Las Vegas High and the Advanced Technology Academy library computers allowed access to inappropriate sites.

While it is nearly impossible to prevent access to every single inappropriate Web site, there is still a need to verify, at least periodically, that filters are working properly at every school within the district. If students can gain access to inappropriate Web sites, they will divert their attention from educational studies to surfing the Internet, which can lead to poor academic achievement and behavioral issues.

School districts need to test their filters, which consist of software placed on servers to prevent access to inappropriate Web sites, on a routine basis to ensure their efficacy. These tests are conducted by attempting to access inappropriate sites on computers used by students.

RECOMMENDATION

Recommendation 12-10:

Test school computers periodically to ensure filters are working properly.

The CCSD document *Approved Use of District Network Instructional Technology* states that "the InterAct filters access to Web sites and makes every reasonable attempt to limit access to inappropriate material." Inappropriate Web sites should still be periodically tested using computers located in the schools. The implementation of this recommendation would be considered a best practice among school districts.

CORRECTIVE ACTION PLAN

1. The Superintendent should direct the Chief Academic Officer of Instruction and the Chief Technology Officer to develop a schedule and process for all Educational Computing Strategists and technical field staff to attempt access to inappropriate Web sites using a limited number of student computers on an annual basis.	January 2008 and Ongoing
2. The Chief Technology Officer should develop an assessment report based on results of the review.	June 2008 and Ongoing
3. The Chief Technology Officer should direct staff to ensure that Web sites listed on the report are filtered from view throughout the district.	July 2008 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing Educational Computing Strategists and technology staff without additional cost to the district.

13.0 FOOD SERVICE

13.0 FOOD SERVICE

This chapter presents findings, commendations, and recommendations regarding the operations of the Food Service Department in the Clark County School District (CCSD). The four major sections in this chapter are as follows:

13.1 Background and Methodology
13.2 Organization and Management
13.3 Policy and Procedures
13.4 Financial Performance

CHAPTER CONCLUSION

Overall, the CCSD Food Service Department provides effective and efficient food service. Notable accomplishments of the CCSD Food Service Department include the following:

- The Food Service Department of CCSD does an outstanding job of managing unprecedented systemwide growth while effectively serving the schools and students of Clark County **(Page 13-7)**.

- The Food Service Department of the Clark County School District provides nutritious and interesting alternatives to typical meal programs **(Page 13-15)**.

- The Clark County School District's stringent nutritional policy places it at the forefront of the national movement to improve the nutritional value of food served at school **(Page 13-16)**.

- The Food Service Department keeps labor costs low in comparison to revenue and in alignment with industry best practice standards **(Page 13-26)**.

The department is in compliance with most policies and procedures; however, MGT found some areas that could be improved. Making the improvements recommended in this chapter should increase the operational efficiency and effectiveness of the Food Service Department for the district. Specifically, CCSD should:

- Implement a survey to determine the reasons behind the low levels of CCSD customer satisfaction regarding food service **(Page 13-9)**.

- Implement departmental changes based on needs identified through the customer satisfaction survey **(Page 13-14)**.

- Implement an annual report card on the Food Service Department of the Clark County School District **(Page 13-16)**.

- Develop a comprehensive board policy for all major areas of responsibility of the Food Service Department **(Page 13-20)**.

- Reduce food costs to reflect industry best practice standards to increase efficiency and reduce expenditures **(Page 13-24)**.

- Require all school-based cafeteria programs to maintain financial sustainability **(Page 13-27)**.

- Pursue the utilization of cashless vending machines to dispense reimbursable meals **(Page 13-29)**.

Exhibit 13-1 shows the total costs and savings associated with the above findings and recommendations across the next five fiscal years. As can be seen, a net savings of $54,238,458 could be realized should the district choose to implement all recommendations.

13.1 Background and Methodology

The CCSD Food Service Department offers breakfast, lunch, and snacks to over 300,000 students and adults at over 300 campuses. All middle schools and high schools operate on-site kitchens. Additionally, 101 elementary schools have on-site kitchens that serve their respective cafeterias. All other schools operate satellite programs that receive pre-packaged heat and serve meals that are prepared at a central kitchen located at the district Food Service headquarters. The school district participates in the National School Lunch Program (NSLP) and School Breakfast Program (SBP), which are regulated by the United States Department of Agriculture (USDA) and administered by the Nevada Department of Education (NDOE).

As a participant in the NSLP and SBP, the school district receives federal and state reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal reimbursements, CCSD also receives USDA food commodities. In the 2004-05 school year, the Food Service Department of CCSD served an average of 34,194 breakfasts and 114,843 lunches per day. **Exhibit 13-2** provides a comparison of CCSD with several peer school districts. As can be seen, CCSD is the third largest school system in the comparison group. It is also the fifth largest school system in the nation.

EXHIBIT 13-1
CLARK COUNTY SCHOOL DISTRICT
SUMMARY OF PROJECTED COSTS AND SAVINGS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 13.0: FOOD SERVICES								
13-5	Reduce Food Costs to an Appropriate Percentage of Revenue. (p. 13-24)	$0	$7,079,961	$10,619,941	$10,619,941	$10,619,941	$38,939,784	$0
13-6	Maintain Financial Sustainability in All School-Based Food Service Programs (p. 13-27)	$0	$3,144,066	$3,144,066	$3,144,066	$3,144,066	$12,576,264	$0
13-7	Utilize Cashiers/Vending Machines (p. 13-29)	$0	($621,918)	$700,164	$1,322,082	$1,322,082	$2,722,410	$0
CHAPTER 13.0 TOTAL SAVINGS (COSTS)		**$0**	**$9,602,109**	**$14,464,171**	**$15,086,089**	**$15,086,089**	**$54,238,458**	**$0**

EXHIBIT 13-2
OVERVIEW OF PEER SCHOOL DISTRICTS
2003-04 SCHOOL YEAR

SCHOOL DISTRICT	2003-04 SCHOOL YEAR		
	TOTAL STUDENT POPULATION	TOTAL NUMBER OF SCHOOLS	TOTAL STAFF
Clark County School District, NV	**270,529**	**289**	**21,049**
Broward County Public Schools, FL	272,835	264	26,909
San Diego Unified School District, CA	137,960	185	13,911
Houston Independent School District, TX	211,499	308	25,507
Miami-Dade County Public Schools, FL	371,785	375	36,585
Philadelphia School District, PA	189,779	263	22,554
Washoe County School District, NV	62,103	102	6,775
SCHOOL DISTRICT AVERAGE	**216,641**	**256**	**21,899**

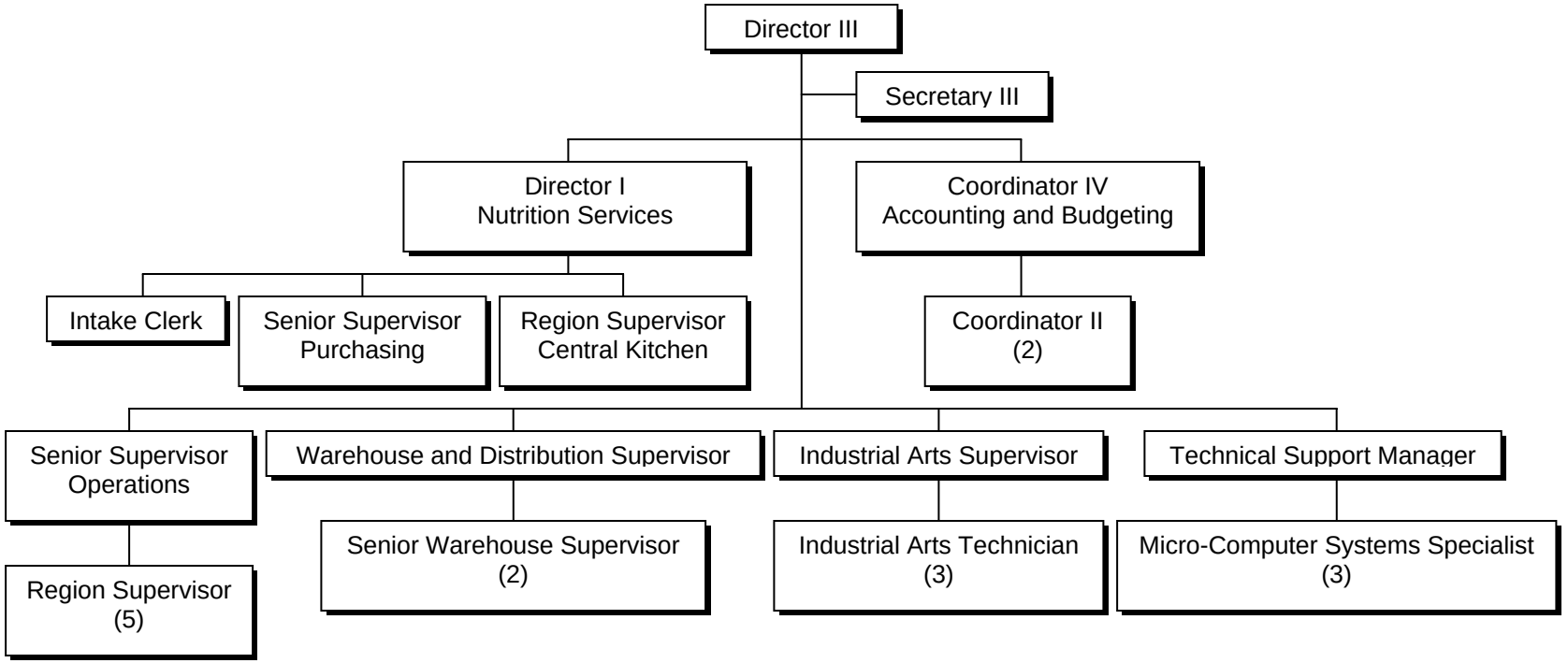
Source: NCES, CCD public school district data, 2006.

As illustrated in the organizational chart in **Exhibit 13-3**, the Director of Food Service is responsible for the activities of the department. Reporting directly to the Director of Food Service are:

- one Executive Secretary;
- one Director of Nutrition Service, who oversees the creation of menus, nutrition policy, the central kitchen operation, and all special programs operated within the department;
- one Coordinator of Accounting and Budgeting, who is responsible for all financial operations;
- one Senior Supervisor of Operations, who oversees all school operations via five regional supervisors;
- one Warehouse and Distribution Supervisor, who orders, receives, stores, and ships all food products and supply items to schools;
- one Industrial Arts Supervisor, who responds to all food service equipment repair requests from the schools, reviews and approves all new kitchen construction, and manages all kitchen rehabilitation projects; and
- one Technical Support Manager, who is responsible for keeping the network and all computers running properly.

Each of these positions has multiple staff reports. In all, there are more than 1,500 full- and part-time employees in the food service workforce.

EXHIBIT 13-3
CLARK COUNTY SCHOOL DISTRICT
FOOD SERVICE
ORGANIZATIONAL CHART
2005-06 SCHOOL YEAR



Source: Clark County School District, Food Service Department, 2006.

METHODOLOGY

MGT conducted the financial and operational review of the CCSD Food Service Department using a mixed methodology incorporating both qualitative and quantitative practices. Qualitative methods included personal interviews with CCSD staff, school site visits, food quality analysis, and document reviews. Quantitative methods included analysis of survey, financial, and performance data. Noteworthy areas of success resulted in findings and commendations, while noteworthy areas of concern resulted in findings and recommendations for improvement.

13.2 Organization and Management

FINDING

The CCSD Food Service Department operates in an environment that is virtually unique among the nation's school systems. In addition to serving an incredibly large number of schools and students while maintaining profitability across its programs, the Food Service Department is charged with managing an unprecedented level of systemwide growth. In 2004-05 alone, the Food Service Department of CCSD achieved the following accomplishments, among others:

- opened seven new elementary school dish-up school kitchens, plus three middle and two high schools (total of 12 schools), and hired and trained new staff to operate them;
- served an average of 34,194 breakfasts per day on the School Breakfast Program, up from 29,092 in 2003-04;
- served an average of 114,843 lunches per day on the National School Breakfast Program, up from 93,698 in 2003-04;
- provided snacks for SafeKey programs at 167 schools;
- established USDA After-School Snack Programs at 38 schools;
- increased year-round schools on the Seamless Waiver program to 30; and
- began all-day kindergarten meal service for 72 schools.

The above list is far from exhaustive, but serves to illustrate the enormous responsibilities that the staff of the Food Service Department manage on a daily basis.

Each year this level of growth is met or exceeded within CCSD, and each year the Food Service Department must open new kitchens, expand capacity, and train an ever-growing workforce.

MGT consultants observed evidence of growth throughout CCSD and determined that the Food Service Department does an outstanding job at managing this growth and serving the students of Clark County.

COMMENDATION

The Food Service Department of CCSD does an outstanding job of managing unprecedented systemwide growth while effectively serving the schools and students of Clark County.

FINDING

MGT conducted a survey of CCSD administrators, principals, and teachers to assess the quality of the food service function within the district. As shown in **Exhibit 13-4**, 29 percent of administrators, 54 percent of principals, and 52 percent of teachers stated that the food service function needed some improvement or needed major improvement. Conversely, 53 percent of administrators, 40 percent of principals, and 32 percent of teachers rated CCSD Food Service as *adequate* or *outstanding*. As can also be seen in **Exhibit 13-4**, in comparison with over 100 school districts completing the same survey during other MGT efficiency reviews, CCSD administrators, principals, and teachers have a less favorable view of food service quality overall. These differences are stark, especially with regard to the critical opinions of CCSD school principals, who are ultimately responsible for services delivered on their campuses.

EXHIBIT 13-4
FOOD SERVICE COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS

RESPONDENT GROUP	PERCENT INDICATING NEEDS *SOME* OR *MAJOR IMPROVEMENT*	OTHER SCHOOL DISTRICTS	PERCENT INDICATING *ADEQUATE* OR *OUTSTANDING*	OTHER SCHOOL DISTRICTS
CCSD Administrators	29%	18%	53%	67%
CCSD Principals	54%	35%	40%	65%
CCSD Teachers	52%	41%	32%	47%

Source: MGT surveys, 2006.

Another portion of the MGT survey asked CCSD staff to respond to the statement *The Food Service Department encourages student participation through customer satisfaction surveys.* Only 18 percent of CCSD district administrators agreed or strongly agreed that this statement was true, while 14 percent disagreed or strongly disagreed. The same percentage of CCSD principals agreed or strongly agreed that this statement was true, while 35 percent disagreed or strongly disagreed. Similarly, only eight percent of CCSD teachers agreed or strongly agreed that this statement was true, while 30 percent disagreed or strongly disagreed with the statement. These responses are detailed in **Exhibit 13-5**.

A comparison between CCSD responses to this question and the average responses of other school districts MGT has audited appears in **Exhibit 13-6**. As can be seen far fewer administrators, principals, and teachers in CCSD reported that satisfaction surveys were used far less in CCSD than in the comparison school systems.

EXHIBIT 13-5
FOOD SERVICE COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS
SATISFACTION SURVEY

	(%A + SA) / (%D + SD)*		
SURVEY QUESTION	**CCSD ADMINISTRATORS**	**CCSD PRINCIPALS**	**CCSD TEACHERS**
The food services department encourages student participation through customer satisfaction surveys.	18/14	18/35	8/30

Source: MGT surveys, 2006.
*Percentage responding agree or strongly agree/percentage responding disagree or strongly disagree. The neutral and don't know responses are omitted.

EXHIBIT 13-6
FOOD SERVICE COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS
SATISFACTION SURVEY

RESPONDENT GROUP	**PERCENT INDICATING *AGREE* OR *STRONGLY AGREE***	**OTHER SCHOOL DISTRICTS**	**PERCENT INDICATING *DISAGREE* OR *STRONGLY DISAGREE***	**OTHER SCHOOL DISTRICTS**
CCSD Administrators	18%	62%	14%	14%
CCSD Principals	18%	58%	35%	26%
CCSD Teachers	8%	43%	30%	34%

Source: MGT surveys, 2006.

An additional portion of the MGT survey asked CCSD staff to respond to the statement *The Food Service Department provides nutritious and appealing meals and snacks.* Thirty-five (35) percent of CCSD district administrators agreed or strongly agreed that this statement was true, while 25 percent disagreed or strongly disagreed. Twenty-seven (27) percent of CCSD principals agreed or strongly agreed that this statement was true, while 51 percent disagreed or strongly disagreed. Similarly, 26 percent of CCSD teachers agreed or strongly agreed that this statement was true, while 48 percent disagreed or strongly disagreed with the statement. These responses are detailed in **Exhibit 13-7**.

A comparison between CCSD responses to this statement and the average responses of other school districts MGT has audited appears in **Exhibit 13-8**. Again, CCSD administrators, principals, and teachers reported a far less favorable view of food quality within the schools than did staff from other school systems.

EXHIBIT 13-7
FOOD SERVICE COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS
FOOD QUALITY

SURVEY QUESTION	(%A + SA) / (%D + SD)*		
	CCSD ADMINISTRATORS	CCSD PRINCIPALS	CCSD TEACHERS
The Food Service department provides nutritious and appealing meals and snacks.	35/25	27/51	26/48

Source: MGT surveys, 2006.
*Percentage responding agree or strongly agree/percentage responding disagree or strongly disagree. The neutral and don't know responses are omitted.

EXHIBIT 13-8
FOOD SERVICE COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS
FOOD QUALITY

RESPONDENT GROUP	PERCENT INDICATING *AGREE* OR *STRONGLY AGREE*	OTHER SCHOOL DISTRICTS	PERCENT INDICATING *DISAGREE* OR *STRONGLY DISAGREE*	OTHER SCHOOL DISTRICTS
CCSD Administrators	35%	62%	25%	14%
CCSD Principals	27%	58%	51%	26%
CCSD Teachers	26%	43%	48%	34%

Source: MGT surveys, 2006.

RECOMMENDATION

Recommendation 13-1:

Implement a customer satisfaction survey to determine the reasons behind the low levels of CCSD satisfaction regarding food service.

The MGT survey results clearly identify pervasive negative opinions regarding the quality of food service in the Clark County School District. This is also apparent when CCSD responses are compared to the typical responses of staff in other school systems. It is not unusual to find groups of students and parents that feel that a school district's food service function needs improvement, but it is less common to find such unfavorable opinions among school staff. As the questions asked pertain to the need for improvement in the department and the general quality of food served in CCSD, the school district should take steps to identify the central issues leading to the lack of consensus among staff.

As food service is one of the most publicly visible functions within any school district, the need for routine monitoring of customer satisfaction is imperative. A well-designed customer satisfaction survey can provide essential information to guide school district

decisions focused on departmental improvement. School food service programs serve many customers, including students, teachers, administrators, parents, and school staff. Each of these groups makes assesses on food and service quality based on its unique experiences. While groups may evaluate the quality of a food service program differently, perception of quality is typically the most important factor when participation choices are made. An ongoing cycle of customer satisfaction surveys can serve as the basis for a continuous improvement model that is grounded in customer feedback. This concept is important in any operation, but is essential in food service.

The Food Service Director should work with other food service staff to identify and implement a survey focused on determining the perceptions of CCSD staff regarding food service. Potential areas of concern can then be identified and investigated in the interest of overall departmental improvement. It is clear from interviews with staff that perceptual data are regularly monitored by the department, but this type of survey data, focused on predetermined central questions, can provide a formalized format for addressing negative opinions among school staff and other stakeholders. These data can also be used to benchmark performance in the overall improvement effort from year to year.

In general, customer satisfaction data should be used to:

- develop targeted marketing plans to increase student participation in school breakfast and lunch programs;
- identify needed enhancements to goods and services;
- establish appropriate quality and process standards;
- plan for new initiatives, services, or events; and
- justify needed changes, such as the purchase of new equipment or the renovation of facilities.

One particularly effective school food service survey was developed by the National Food Service Management Institute (NFSMI) at the University of Mississippi. In addition to providing statistically valid and reliable survey instruments, the NFSMI protocol offers an excellent example of how to effectively implement food service surveys. In particular, NFSMI suggests that, in order to effectively conduct a comprehensive survey, a school system should:

- determine the intended objectives;
- gain approval from the school community, including administrators, teachers, and parents;
- determine when the survey should be conducted to gain the most participation and responses based on experience;
- determine how many surveys to distribute based on the population size to ensure that statistical validity can be determined;

- determine how the analysis will be conducted;
- determine how the survey will be conducted;
- prepare the customers for the survey by making them aware of timelines and expectations; and
- develop a support network for the survey process.

NFSMI publishes the *School Food Service Survey Guide,* which contains a detailed methodology for conducting food service surveys as well as the actual survey instruments by school level (elementary, middle, and high). The group also can provide national data from which to make comparisons. **Exhibit 13-9** details the factors and survey items comprising the high school version of the survey. **Exhibit 13-10** provides examples of graphs that can be produced using NFSMI survey data. While CCSD may decide to develop a new survey, these instruments are an effective example of existing materials that can be used to guide the process.

CORRECTIVE ACTION PLAN

1.	The Deputy Superintendent for Administration and Management should direct the Business Manager of the Operations Unit to work with the Director of Food Service to develop an action plan for implementing an annual comprehensive customer satisfaction survey.	January 2007
2.	The Director of Food Service should draft a plan for implementing the survey, including instruments to be used, timelines, objectives, and populations of interest.	March 2007
3.	The Director of Food Service should submit the plan to the Business Manager of the Operations Unit for review and approval.	April 2007
4.	The Business Manager of the Operations Unit should submit the plan to the Deputy Superintendent for Administration and Management for review and approval.	May 2007
5.	The Director of Food Service should implement the plan.	June 2007 and Ongoing

FISCAL IMPACT

There is no quantifiable cost associated with this recommendation. Using computer technology, these surveys can be implemented within the classrooms and schools, district facilities, and public meetings such as PTO gatherings without incurring printing costs. Ongoing data analysis can be completed easily using existing resources.

EXHIBIT 13-9
NFSMI HIGH SCHOOL FOODSERVICE SURVEY
FACTORS AND QUESTIONS

Food Quality
The flavor of the food is ____
The quality of the brands offered is ____
The quality of the food choices is ____
The quality of the ingredients used is ____
The variety of food offered is ____
Are foods on the serving line are attractively presented

Staff
Foodservice staff are courteous
Foodservice staff treat me with respect
Foodservice staff are friendly
Foodservice staff smile and greet me when I am served
Foodservice staff listen to the students
Foodservice staff answer my questions
The appearance of the foodservice staff is ____

Nutrition
Information on calories contained in food is available
Information on fat contained in food is available
Nutrition information on food products is posted

Diversity
The choices of food available allow me to meet religious needs
The choices of food allow me to meet my ethnic and cultural preferences

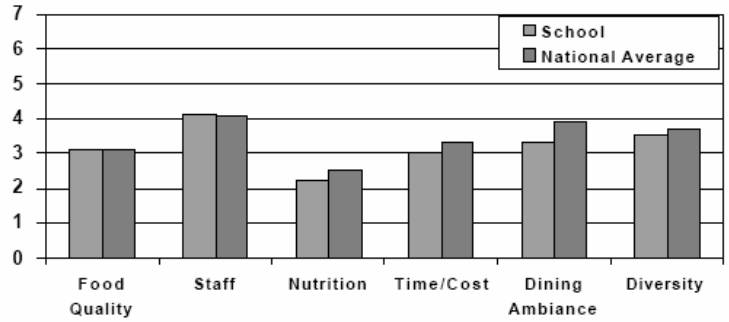
Time/Cost
The time available to eat once seated is ____
Overall, time given for meals is adequate
The number of serving lines is adequate
The school foodservice prices are reasonable for what I get

Dining Ambiance
The noise level in the dining area is OK
The dining area temperature is comfortable
Special events/promotions are offered
Theme days/special events are offered
Tables in the dining area are clean

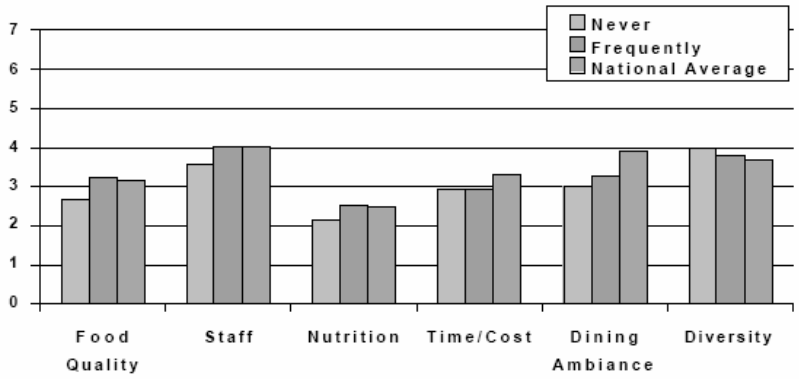
Source: National Food Service Management Institute Web site, 2006.

EXHIBIT 13-10
NFSMI HIGH SCHOOL FOODSERVICE SURVEY
SAMPLE GRAPHS

School Factor Score Comparison
School vs National



Factor Score Comparison



Source: National Food Service Management Institute Web site, 2006.

RECOMMENDATION

Recommendation 13-2:

Implement departmental changes based on needs identified through the customer satisfaction survey.

Often, satisfaction surveys are designed, disseminated, and forgotten. It is essential that CCSD use the results of this survey to pinpoint needed changes and act on the resulting findings. CCSD should be given the opportunity to provide feedback on all relevant aspects of food service activities. Periodic monitoring of stakeholder satisfaction should support ongoing improvement efforts.

CORRECTIVE ACTION PLAN

1.	The Director of Food Service and other selected staff should analyze data resulting from the customer satisfaction survey to identify areas of success, concern, or needed improvement.	December 2007
2.	The Director of Food Service should work with other Food Service staff to develop action plans for addressing areas of needed improvement identified in the survey process.	January 2008
3.	The Director of Food Service should work with other Food Service staff to develop celebratory communications or activities to recognize departmental successes identified in the survey process.	January 2008
4.	The Director of Food Service should implement the action plans.	February 2008 and Annually Thereafter

FISCAL IMPACT

As the results of the customer satisfaction survey remain to be seen, there is no quantifiable cost associated with these recommendations and, similarly, no quantifiable savings for the school district. However, it is likely that improvements in food quality and service will lead to substantial increases in student and staff participation, along with associated revenue.

FINDING

The Clark County School District provides many exceptional meal programs in addition to the typical breakfast and lunch meals served on a daily basis to students. A review of school menus showed a well-planned balance of interesting food choices and a clear attempt to provide alternative selections of nutritious food to CCSD students. Alternative selections include, among others:

- Pizza Hut à la carte lines are available at some of the middle and high schools in CCSD;

- vegetarian meals are offered at all CCSD schools;
- sack lunches are offered as a choice;
- prepared salads are available in middle and high schools; and
- other prepared cold plates are available.

In MGT's experience with other school districts across the country, similar programs providing popular alternative meal programs have been shown to increase student participation and satisfaction. This type of effective planning is especially important in a school system such as CCSD that serves a large population of diverse students.

COMMENDATION

The Food Service Department of the Clark County School District provides nutritious and interesting alternatives to typical meal programs.

FINDING

The Clark County School District Nutrition Policy was implemented in all CCSD schools during the 2004-05 school year. In terms of its attention to nutrition and wellness, this policy is one of the most aggressive that MGT has encountered. Changes made in response to the new policy have included the following:

- all regular menus were modified to significantly reduce fat, sugar, and sodium levels, and to increase key nutrient levels;
- portion sizes were reduced for many items to cut calorie intake;
- à la carte menus were modified to meet stringent nutritional guidelines;
- candy and high sugar, high fat items were removed as additional choices;
- fresh fruit is now offered daily in all schools participating in the National School Lunch Program;
- vegetarian entrees are now offered at all schools; and
- unhealthy snacks and carbonated drinks were removed from all school vending machines.

While some schools reported a drop-off in student participation following the implementation of the nutrition policy, interviews revealed that sales had begun to recover as students became more comfortable with the healthier food choices. MGT observations in schools throughout CCSD confirmed high student participation at all locations.

COMMENDATION

The Clark County School District's stringent nutritional policy places it at the forefront of the national movement to improve the nutritional value of food served at school.

FINDING

Currently, the Food Service Department does not regularly compile and publish its findings on performance indicators for review by external stakeholders in a comprehensive manner. The Food Service Department maintains records on many, if not all, of the indicators that would comprise a comprehensive report card. In addition, certain reporting requirements for the CCSD Board of School Trustees and the Nevada Department of Education are met on an annual basis, but these are insufficient to promote continual improvement in both the quality and efficiency of departmental operations. MGT did identify several current reports that, separately, capture quality and performance information, including an "accomplishments" document that details departmental achievements for the 2004-05 school year; however, individually, these documents and data files do not paint a complete picture of departmental status.

It is considered best practice for food service operations to report performance on selected quality indicators to stakeholders such as school boards and the community on an annual basis. These indicators vary depending on the contextual differences among food service programs, but often include basic indices such as meals served per labor hour, program costs per meal, and percentage of labor cost to total revenue. Considering the size of the CCSD Food Service operation and the scope of stakeholders that it serves, ongoing performance monitoring and assessment are critical. It is clear from interviews and document reviews conducted by MGT that these activities are taking place. What is missing is a central document that compiles the data from all of these separate efforts.

RECOMMENDATION

Recommendation 13-3:

Implement an annual report card on the Food Service Department of the Clark County School District.

Food service received low quality ratings from CCSD staff on the MGT survey. If only for this reason, the Food Service Department should routinely collect and disseminate its performance on quality indicators. This annual review of its operations should provide assurances that the department is performing up to standards, in comparison both to its past and to its peers. The report card should be used to communicate departmental improvement and to highlight areas of critical need.

Exhibit 13-11 details some potential food service effectiveness indicators that could be incorporated in a CCSD annual report card.

EXHIBIT 13-11
POTENTIAL FOOD SERVICE EFFECTIVENESS INDICATORS

Sample Food Service Indicators
Operational Performance
Number of Daily Meals Served (Breakfast, Lunch, and After-School Snack)
Number of à la Carte Items Sold
Percentage of Students Served by Individual School Cafeteria
Operational Efficiency
Operational Costs per Meal Served
Operational Costs per Student
Salaries and Benefits as Percentage of Total Operating Costs
Meals Served per Labor Hour
Profit/Loss per Individual School Cafeteria
Indirect Costs Paid to the School District
Operational Quality
Growth/Decline of Student Participation
Results of Food Service Satisfaction Surveys

Source: MGT of America, 2006.

CORRECTIVE ACTION PLAN

1. The Deputy Superintendent for Administration and Management should direct the Business Manager of the Operations Unit to work with the Director of Food Service to develop an annual report card for the Food Service Department.	January 2007
2. The Director of Food Service and other selected Food Service staff should develop annual performance indicators that will be included in the Annual Food Service Report Card.	January – February 2007
3. The Director of Food Service and selected Food Service staff should review all current data reports to determine alignment with the selected performance indicators.	March 2007
4. The Director of Food Service and selected Food Service staff should compile year-end data associated with the selected report card indicators.	April – May 2007

5.	The Director of Food Service should submit the draft report to the Business Manager of the Operations Unit for review and approval.	May 2007
6.	The Business Manager of the Operations Unit should submit the draft report to the Deputy Superintendent for Administration and Management for review and approval.	May 2007
7.	The Director of Food Service should disseminate the report to all relevant stakeholders, both internal and external.	June 2007 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources. Furthermore, it is likely that the Food Service Department will achieve some cost savings as it works to achieve the goals identified by the report card.

13.3 Policy and Procedures

A food service policy provides important information to drive internal operations, but is also important for communicating with stakeholders. The absence of a formal policy creates the potential for misinterpretations and omissions within the Food Service Department.

A policy also provides the basis for staff to understand the necessity of complying with federal, state, and local regulations, and is essential for efficient food service operations.

FINDING

The current Board policy provides only general statements about the administration of the food service program in the Clark County School District. **Exhibit 13-12** shows an example of the Board of School Trustees policies regarding food service. This type of policy language is insufficient to ensure effective and efficient operation of the food service function in an environment such as Clark County.

The CCSD Food Service Department is not comprehensively addressed in the Board policy manual. In addition, although the Food Service Fund is accounted for as a Proprietary Fund, there is little Board of School Trustees policy regarding the financial or programmatic activities of this fund. The guidelines for the federal student lunch program are very specific, and since it is this program that ultimately provides the basis for allocations of other federal resources to the Clark County School District, there should be a Board of School Trustees policy that requires compliance with these guidelines, beyond a simple statement to that fact.

The Food Service Department must be directed by clear board policies that provide information not only on duties to be carried out within the school district, but also on the departmental mission. This information is important for driving internal operations, as well as for communicating food service information to the public.

EXHIBIT 13-12
CLARK COUNTY BOARD OF SCHOOL TRUSTEES
FOOD SERVICE POLICIES

FOOD SERVICE PROGRAMS

I. The Board of School Trustees authorizes the establishment of food service programs for the provision of breakfast, lunch, and other federally funded programs according to students' dietary requirements. The programs will operate within Clark County School District budget resources, utilizing maximum state and federal funding, and in compliance with federal guidelines and Nevada statutes.

II. To ensure compliance with compulsory health standards, and in accordance with federal and Nevada requirements, an administration-designated eating area has been established in each Clark County School District school. (Outside eating areas will not be used when the weather is unsuitable.)

A. Such eating areas are separate from food preparation and service facilities. Supervision and cleaning of eating areas is assigned to school plant personnel under direction of the school principal.

B. Daily time schedules for schools include established meal periods. It is the responsibility of the school principal to provide appropriate supervision for all students who use the eating area. In addition, principals will ensure that the designated area is used by all students whether they provide their own meals or participate in the District's food service program.

C. Students may not be denied meal periods or participation in the food service program for disciplinary purposes.

III. The District's food service programs in participating schools are implemented under federal requirements for school meal programs and are operated under an agreement with the Nevada Department of Education and the United States Department of Agriculture (USDA).

A. Schools with federal child nutrition programs must comply with rules set forth by the USDA.

B. All food service programs and facilities must comply with Clark County

IV. The Division of Business and Finance Services, in conjunction with the Department of Food Services, is responsible for developing regulations and procedures to implement federal child nutrition programs.

Source: Clark County School District, Board of School Trustees Policy, 2006.

Food service is a school district operation that is highly visible, both to students and to the community. It is also one of the district-level operations that generate and spend a substantial amount of funds. For these primary reasons, a school board must ensure that rigorous standards are in place to guide the quality of service delivery and the efficiency of fiscal operations. One method of strengthening the oversight of food service operations is through comprehensive board policies.

There are exceptional components of the CCSD Food Service policies, one example being the CCSD Nutrition Policy (CCSD Regulation 5157: Food and Beverage Sales), which presents, in precise detail, the individual requirements for food selection and sale. All CCSD Food Service policies should be reviewed and updated to meet this level of detail.

RECOMMENDATION

Recommendation 13-4:

Develop a comprehensive board policy for all major areas of responsibility of the Food Service Department.

CCSD should include comprehensive policy language on food service in its policy manual to clearly communicate departmental services and expectations. Formal food service policies should define important practices and should also serve as a vehicle for addressing instances of public concern over operational issues.

Exhibit 13-13 provides an example of a comprehensive food service policy. Many of these policy areas are included in the current CCSD policies; however, some are not. This results in legal vulnerability and the potential for practice misjudgments caused by the absence of formal policy. This is especially true in regard to food service, which is a quasi-independent function operating on all school campuses. This fact increases the opportunity for issues to arise that must be defended with clear district policy. Issues most commonly underrepresented in district policy include food allergies and procedures for processing cash payments for food. An MGT review confirmed that both of these major issues seem to lack sufficient coverage by Board policy.

Each policy in the CCSD policy manual must be carefully evaluated for alignment to Nevada law and appropriateness to the Clark County School District.

CORRECTIVE ACTION PLAN

1. The Deputy Superintendent for Administration and Management should direct the Business Manager of the Operations Unit to work with the Director of Food Service to develop a new policy.	January 2007
2. The Director of Food Service and other selected Food Service staff should analyze the current board policies to determine comprehensiveness and accuracy.	January – February 2007
3. The Director of Food Service and selected Food Service staff should draft new or amended board policies regarding food service.	March – May 2007

4.	The Director of Food Service should submit the plan to the Business Manager of the Operations Unit for review and approval.	April 2007
5.	The Business Manager of the Operations Unit should submit the plan to the Deputy Superintendent for Administration and Management for review and approval.	May 2007
6.	The Superintendent should review the new policies and submit them to the Board of School Trustees for approval.	May 2007
7.	The Board of School Trustees should approve the new policies and amend the policy manual.	June 2007

EXHIBIT 13-13
SAMPLE FOOD SERVICE POLICY

GENERAL FOOD SERVICE REQUIREMENTS

The Food Service Program shall operate according to requirements set forth in state statutes and State Board of School Trustees rules. The Food Service Program shall include the federally reimbursed lunch program, à la carte offerings, beverages, and sale of food and beverage items through vending machines or other methods to students at all school facilities during the school day. It may include the federally reimbursed breakfast program.

(1) The Food Service Program shall be an integral part of the district's educational program, offering nutritional and educational opportunities to students.

(2) Foods and beverages available in schools shall be only those which meet the nutritional needs of students and contribute to the development of desirable health habits unless permitted otherwise by State Board of School Trustees rules and approved by the Superintendent.

(3) The Food Service Program shall meet the standards for Food Service and Sanitation and Safety as provided by the State Board of Health and State Department of Education.

(4) School food and nutrition service funds shall not be considered or treated as internal funds of the local school, but shall be a part of the District School Funds. School food and nutrition service funds shall be subject to all the requirements applicable to the district fund such as budgeting, accounting, reporting, and purchasing and such additional requirements as set forth in the written procedures manual authorized in this policy.

(5) USDA commodities shall be acquired, stored, and utilized in accordance with United States Department of Agriculture and related State Board of School Trustees rules.

The Superintendent or designee shall develop a written procedures manual to govern school food and nutritional services programs.

EXHIBIT 13-13 (Continued)
SAMPLE FOOD SERVICE POLICY

FOOD SERVICE FUNDS

(6) Food Service Funds shall be considered Special Revenue funds, but shall be subject to all requirements applicable to the District School Fund such as budgeting, accounting, reporting, and purchasing unless specific requirements are established by federal or state laws, rules or regulations.

(7) Daily deposits of Food Service Funds shall be made by authorized personnel in a bank(s) designated by the School Board.

FOOD SERVICE FUNDS

(8) Revenue from the sale of all items handled by the Food Service Department shall be considered Food Service income. This includes income from sale of cans, bottles, jars, rice bags, and similar items. Such funds shall not be expended as cash.

(9) All payments from Food Service Funds shall be made by check or wire transfer. Food Service Funds shall be used only to pay Food Service operating costs.

(10) Profit and loss statements shall be developed monthly for each Food Service Program, by school site.

(11) Any loss of records, cash, or supplies through theft or otherwise shall be reported immediately to the Superintendent's office. Such losses shall be itemized and a copy of the report submitted with the regular reports.

(12) Funds shall be collected and expended in compliance with United States Department of Agriculture and State Board of School Trustees rules.

(13) The Board shall annually adopt prices charged to students and adults who participate in the Food Service Program.

(14) The Superintendent shall develop written procedures for conducting the district's Food Service Program.

MEAL PATTERNS

All schools with grades pre-K-12 shall participate in the National School Lunch and Breakfast Programs and serve student meals according to meal patterns established by the United States Department of Agriculture. Schools may participate in other child nutrition programs; meals shall be served to students according to meal patterns established by the United States Department of Agriculture.

EXHIBIT 13-13 (Continued)
SAMPLE FOOD SERVICE POLICY

FREE AND REDUCED PRICE MEALS

Free or reduced price meals shall be served to all students who qualify based on eligibility criteria approved by the School Board.

The income eligibility guidelines for free or reduced price meals shall be in accordance with the scales provided by the State Department of Education as adopted by the State Board of School Trustees based upon income guidelines prescribed by the United States Secretary of Agriculture.

Eligibility criteria shall be applicable to all district schools and shall provide that all students from a family meeting the eligibility criteria and attending any district school shall be offered the same benefits.

Procedures for implementing the free and reduced price meal services shall be reviewed annually and shall be in accordance with procedures and guidelines published by the State Department of Education and the United States Department of Agriculture.

Source: Created by MGT of America, 2006.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The CCSD policy manual is an on-line document, which will make it easy to disseminate the new policy language.

13.4 Financial Performance

Food service programs are responsible for supporting themselves by remaining profitable by using net profits to purchase food service–related equipment and other capital needs. This can be a daunting task, especially when dealing with low-population schools, the rising cost of food and associated expenses, and the challenges of maintaining high participation rates. The financial performance of a food service program is a highly visible outcome measure of any school system. In this light, it is imperative that the Food Service Department constantly monitor the fiscal status of its individual programs and find ways to maintain revenue while minimizing expenditures.

Exhibit 13-14 provides detail on changes in overall revenue and expenditures from 2003-04 to 2004-05. As shown in the exhibit, CCSD Food Service revenue increased by 12.2 percent (from $93,338,212 to $106,280,184) in that time period. Expenditures increased by 18.81 percent, from $82,553,072 in 2003-04 to $101,680,425 in 2004-05. These totals reflect the sum of the total for all expenses, plus the cost of food, paper supplies, and kitchen supplies for each year, but exclude other line items such as fund transfers and inventory costs. The total of all expenditures incurred by CCSD Food Service in 2004-05, as reflected in the *Foodservice Operating Statement,* was $109,343,601, when accounting for all cost of sales and operating expenses.

EXHIBIT 13-14
CLARK COUNTY SCHOOL DISTRICT
EXPENDITURE AND REVENUE ANALYSIS
2003-04 AND 2004-05 SCHOOL YEARS

SCHOOL YEAR	TOTAL REVENUE	TOTAL REVENUE DIFFERENCE FROM PRIOR YEAR	TOTAL REVENUE PERCENTAGE DIFFERENCE FROM PRIOR YEAR	TOTAL EXPENDITURES	TOTAL EXPENDITURES DIFFERENCE FROM PRIOR YEAR	TOTAL EXPENDITURES PERCENTAGE DIFFERENCE FROM PRIOR YEAR
2003-04	$93,338,212	-	-	$82,553,072	-	-
2004-05	$106,280,184	$12,941,972	12.17%	$104,802,212	$19,127,353	18.81%

Source: Clark County School District, *Foodservice Operating Statement*, Year End 2004 and 2005.

FINDING

Exhibit 13-15 shows the food costs for the CCSD Food Service Department during the 2003-04 and 2004-05 school years. This exhibit indicates that food costs for the school district increased by 23.6 percent, from $57,289,462 in 2003-04 to $70,799,610 in 2004-05. Also, the food cost percentage to total revenue was 61.4 percent in 2003-04 and has increased 5.2 percent since that period. MGT has found that a best practice in school districts across the country, and indicated in *School Business Insider*, is to limit food costs to 36 percent of revenue. This standard is based on efficient performance for school divisions of varying sizes and demographic characteristics.

EXHIBIT 13-15
CLARK COUNTY SCHOOL DISTRICT
FOOD COSTS
2003-04 AND 2004-05 SCHOOL YEARS

SCHOOL YEAR	FOOD COSTS	TOTAL FOOD COSTS DIFFERENCE FROM PRIOR YEAR	TOTAL FOOD COSTS PERCENTAGE DIFFERENCE FROM PRIOR YEAR	TOTAL REVENUE	FOOD COSTS PERCENTAGE OF TOTAL REVENUE
2003-04	$57,289,462	-	-	$93,338,212	61.38%
2004-05	$70,799,610	$13,510,148	23.58%	$106,280,184	66.62%

Source: Clark County School District, *Foodservice Operating Statement*, Year End 2004 and 2005.

RECOMMENDATION

Recommendation 13-5:

Reduce food costs to an appropriate percentage of revenue.

The CCSD Food Service Department is spending too much for food supplies. Maintaining an appropriate level of food costs is an ongoing challenge for food service programs. While many factors can impact the overall food costs for a school district, the most obvious are the selection of food items and the efficiency of inventory control.

Furthermore, the practices of individual kitchens can have a tremendous effect on annual costs in this area. Staff interviews and a data review revealed that a likely source of much of the overrun is the central kitchen, where a large proportion of the district's meals are prepared.

It is clear from discussions with the food service accounting staff that this issue is known and that preliminary investigations have taken place. However, the magnitude of this concern requires a stronger response than that currently taking place.

CORRECTIVE ACTION PLAN

1. The Deputy Superintendent for Administration and Management should direct the Business Manager of the Operations Unit to work with the Director of Food Service to develop an action plan for investigating the high cost of food supplies within CCSD.	January 2007
2. The Director of Food Service should direct the accounting staff to investigate sources of high food cost in comparison to revenue.	January – February 2007
3. The accounting staff should investigate and draft a contingency plan for resolving this issue.	March – April 2007
4. The Director of Food Service should review the plan revise it as necessary, and approve it.	May 2007
5. The Director of Food Service should implement the plan and monitor its progress closely.	June 2007 and Ongoing

FISCAL IMPACT

Reducing the food cost to revenue percentage to the best practice standard of 36 percent is unlikely, considering the current situation. However, if the school district planned to reduce food costs by 10 percent for the 2008-09 school year and another five percent starting in 2009-10 for a 15 percent reduction, the five-year net savings would be $38,939,784.

The savings can be calculated in the following way:

2004-05 Total Revenue		$106,280,184
2004-05 Food (Costs)		($70,799,610)
10 percent reduction in 2008-09	$7,079,961	*($70,799,610 × 10 percent)*
Total 15 percent	$10,619,941	*($70,799,610 × 15 percent)*

The total five-year savings would be based on $7,079,961 + (3 × $10,619,941) or $38,939,784. CCSD can expect to realize this cost savings through the implementation of this recommendation.

A year of implementation without associated cost savings is built into the five-year total.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reduce Food Costs	$0	$7,079,961	$10,619,941	$10,619,941	$10,619,941

FINDING

While food costs for CCSD were not favorable in comparison to total revenue, labor costs show a different trend. The percentage of labor costs to total revenue for the school district is lower than best practices among school districts throughout the country. According to *School Business Insider,* labor (including salary, overtime wages, health insurance, workers' compensation, and other benefits) should not exceed 40 percent of revenue. As shown in **Exhibit 13-16**, CCSD labor percentages to total revenue is far lower than this identified best practice level.

EXHIBIT 13-16
CLARK COUNTY SCHOOL DISTRICT
LABOR COSTS
2003-04 AND 2004-05 SCHOOL YEARS

SCHOOL YEAR	LABOR COSTS	TOTAL LABOR COSTS DIFFERENCE FROM PRIOR YEAR	TOTAL LABOR COSTS PERCENTAGE DIFFERENCE FROM PRIOR YEAR	TOTAL REVENUE	LABOR COSTS PERCENTAGE OF TOTAL REVENUE
2003-04	$24,170,218	-	-	$93,338,212	25.90%
2004-05	$27,450,027	$3,279,809	11.95%	$106,280,184	25.82%

Source: Clark County School District, CAFR, Year End 2005.

The exhibit shows the labor costs for food service during the 2003-04 and 2004-05 school years. These costs increased by $3,279,809 from 2003-04 to 2004-05, which is a 12 percent increase; however, the cost of labor percentage to total revenue was only 25.9 percent in 2003-04, and decreased slightly in 2004-05.

One of the many possible reasons for this success is a practice that is rarely employed in school districts across the nation, the utilization of student workers in all CCSD middle and high school cafeterias. MGT consultants observed this practice and determined that it has many benefits. Students are trained in the use of point-of-sale technology as well as food handling procedures. Once in high school, these student workers are compensated for their service. In return, CCSD receives free and low-cost staff for school cafeterias.

COMMENDATION

The Clark County School District keeps labor costs low in comparison to revenue and in alignment with industry best practice standards.

FINDING

A review of 2004-05 financial records revealed that many cafeteria operations across CCSD ended the year losing money. It has already been stated that the Food Service Department ended in an overall $3 million loss for the 2004-05 school year. While several factors (including major equipment purchases) contributed to this loss, the net result of operations is also a reflection of many smaller deficits among the individual central and school-based programs.

Interviews with CCSD staff illustrated a departmental awareness of the need for site-based sustainability. It was clear that steps were continuously being taken to improve the school's financial standing; however, this should be a primary focus of the department, with rigorous standards and substantial consequences for not breaking even, at a minimum. While this is a daunting task in some respects, it is necessary for effective practice and departmental sustainability.

RECOMMENDATION

Recommendation 13-6:

Require all school-based cafeteria programs to maintain financial sustainability.

While this recommendation cannot be realized immediately, it should be the standard for food service performance every month and every year. All too often, it is considered acceptable for some school cafeteria programs to operate at a loss as long as the overall program is "profitable." MGT's experience in some of the most challenging situations bears out that cafeterias can and should operate at a break even point or allow for a reserve or "profit" to use on capital items in school cafeterias, regardless of the school environment. Cafeteria programs are not intended to be profitable, but a reserve can be built to offset capital purchases related to food services.

In addition to supporting themselves, school-based cafeteria programs should seek to increase their fund balances in order to avoid dropping into negative fund balances when equipment purchases or other unexpected expenses occur. Each of the identified CCSD programs must find ways to increase its fund balances to sustainable levels.

CORRECTIVE ACTION PLAN

1.	The Deputy Superintendent for Administration and Management should direct the Business Manager of the Operations Unit to work with the Director of Food Service to develop a plan for improving individual cafeteria sustainability.	January 2007
2.	The Director of Food Service should work with selected other staff to develop new initiatives to increase cafeteria sustainability.	February – April 2007
3.	The selected staff should investigate and draft a contingency plan for improving the fund balance.	May 2007
4.	The Director of Food Service should review the plan, revise it as necessary, and approve it.	June 2007
5.	The Director of Food Service should implement the plan and monitor its progress closely.	July 2007 and Ongoing

FISCAL IMPACT

Fiscal efficiency can only be promoted by increased precision in the planning, monitoring, and evaluation activities that are needed to implement new levels of accountability for financial performance. Therefore, it is likely that the Food Service Department will realize significant increases in the fund balance over time with the implementation of this recommendation. An estimate of potential cost savings can be developed by using existing Food Service Department information.

As previously stated, CCSD spent $104,802,212 for food services in the 2004-05 school year. If, by developing and tracking precise goals for the individual programs, CCSD were able to produce a conservative three percent improvement in operational efficiency, the school district would realize an annual increase in revenue and/or cost savings of $3,144,066. Based on the experience of other school districts that have implemented this type of recommendation, CCSD is likely to achieve much greater savings.

Strategies for improving the financial performance for CCSD could include:

- increasing meals per labor hour;
- reducing inventory waste;
- identifying more efficient purchasing options;
- outsourcing some food services; and
- increasing student participation.

MGT found potential for improvement in each of these areas within CCSD. Each of them can be improved by increasing accountability for financial performance among the individual cafeteria programs and in the department as a whole.

Using this estimate, the total cost savings over a five-year period would total $12,576,264, as detailed below.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Maintain Financial Sustainability In All School-Based Food Service Programs	$0	$3,144,066	$3,144,066	$3,144,066	$3,144,066

FINDING

The CCSD Food Service Department faces an ongoing and increasing challenge in recruiting and retaining sufficient numbers of cafeteria workers to serve the students of Clark County. This situation is the result of population increases, which require a large number of new schools to be opened each year and stretch the capacity of existing schools. This alone constitutes a considerable barrier to the effective management and operation of the many service programs within the school district; CCSD is faced with an even larger problem when trying to staff school-level food service positions due to competition with the restaurant- and hotel-based economy of Clark County.

There are thousands of private food service positions available at any given time in Clark County. Every time a new casino opens, the market is flooded with newly created positions. There is also a high level of turnover in existing positions, so potential food service workers have no lack of employment opportunities. This situation presents a significant problem for CCSD Food Service because a large majority of the positions available at the school level are for less than four hours per day, and in many cases for only two hours per day. A recent position analysis revealed that CCSD is currently almost 300 positions short of meeting school-level food service needs. As the new school year approaches, with more students in more schools, this deficit will only increase.

One strategy that has been discussed within CCSD is the implementation of cashless vending machines to dispense full reimbursable meals. Meals that meet the requirements of the NSLP are loaded into refrigerated vending machines and dispensed to students via the use of a fingertip reader. This strategy has been implemented in very few schools across the country to date, but it is gaining interest among school systems that are facing some of the same challenges as CCSD. Interviews with CCSD Food Service staff revealed that this strategy has been considered informally, but little follow up has been completed.

RECOMMENDATION

Recommendation 13-7:

Pursue the utilization of cashless vending machines to dispense reimbursable meals.

The use of cashless vending machines should be pursued by CCSD to build capacity for serving an increasingly large student population. The implementation of this recommendation would relieve cafeterias of some of the constant staffing problems that they currently face. In addition, these machines can be placed outside of the cafeteria, which can alleviate some of the traffic and discipline problems associated with crowded cafeterias. Finally, these machines work as a typical point of sale terminals and automatically determine each student's identity and reimbursable rate, eliminating mistakes in billing.

As previously mentioned, food service fell short of breaking even by over $3 million in the 2004-05 school year. While the department is moving to correct this situation, clearly the financial sustainability of CCSD Food Service is an issue from year to year. As labor costs are a major factor in the financial success or failure of food service, this recommendation should be taken into account when considering capacity building strategies for the future. The use of vending machines should reduce the need for additional staff, and should further reduce the current staffing needs at many schools.

CORRECTIVE ACTION PLAN

1. The Deputy Superintendent for Administration and Management should direct the Business Manager of the Operations Unit to work with the Director of Food Service to develop a plan for using cashless vending machines in school cafeterias.	January 2007
2. The Director of Food Service should work with selected other food service staff to develop a plan for using cashless vending machines to dispense reimbursable meals.	February – April 2007
3. The selected staff should investigate and draft a plan.	May 2007
4. The Director of Food Service should review the plan, revise it as necessary, and approve it.	May 2007
5. The Director of Food Service should submit the draft plan to the Business Manager of the Operations Unit for review and approval.	June 2007
6. The Business Manager of the Operations Unit should submit the draft plan to the Deputy Superintendent for Administration and Management for review and approval.	June 2007
7. The Director of Food Service should implement the plan and monitor its progress closely.	July 2007 and Ongoing

FISCAL IMPACT

Exhibit 13-17 provides a financial analysis of a "typical" school's use of cashless vending to supplement traditional meal service. As can be seen, machines that are purchased outright pay for themselves in approximately one and a half years. This is calculated by taking the labor cost of one employee ($7,200 per year) and the estimated error rate loss due to human mistakes in identifying student payment options ($961 per year) and subtracting these totals from the purchase price (approximately $12,000).

It is recommended that CCSD implement the use of cashless vending machines in each of its middle and high schools (52 and 40, respectively) and in its 70 elementary schools with full kitchens, for a total of 162 schools. CCSD should be able to reduce its school-level staff by at least one position in each of these schools. Further, CCSD could probably place more than one machine in some schools—particularly middle and high schools—increasing service capacity and reducing more positions.

EXHIBIT 13-17
VALUE ANALYSIS FOR CASHLESS VENDING

EXAMPLE: 1 School, 250 Students

Labor Savings

	Number of Schools		2 Hours per day			
Salary (1 person per school)	1	x	$20	=	$20	
Hours per day				x	2	
Days per year				x	180	
Labor Saving				**=**		**$7,200**

Reporting Errors

	Number of Students		Reimbursement			
Full Pay	50	x	$0.22	=	$110	
Reduced	100	x	$1.92	=	$192	
Free	100	x	$2.32	=	$232	
Total collected per day					$534	
Error Rate (Estimated)				x	1%	
Reimbursement lost per day				=	$5.34	
Days per year				x	180	
Reporting Errors				**=**		**$961**

Total Savings (Per Year) **$8,161**

Cost to Implement

Vending Machines (Typical – with fingertip reader and software)	1	x	$12,000	=	$12,000	
Approximate Cost to Implement (One Time)						**$12,000**

Source: Adapted from www.esecureperipherals.com, 2006.

Using the example as a guide, the costs/cost savings per year can be calculated in the following way.

Cost of Vending Machine	$12,000
Number of Machines	X 162
Total Purchase Cost (162 machines)	$1,944,000
Projected Annual Savings of Reducing Staff by 162 Positions ($8,161 X 162)	- $1,322,082
First Year Cost	($621,918)
Second Year Savings ($8,161 - $4,322) X 162	$700,164
Annual Savings Thereafter ($8,161 X 162)	$1,322,082

These estimates are based on machine purchase agreements. Vendors also offer lease options, which would allow the school system to implement the strategy without up-front cost. The average cost per day for this type of agreement is approximately $12 per day.

Based on the purchase estimates above, the total cost savings over a five-year period would total $2,722,410, as detailed below.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Utilize Cashless Vending Machines	$0	($621,918)	$700,164	$1,322,082	$1,322,082

14.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

14.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews, surveys, community input, state and district documents, and first-hand observations in the Clark County School District Schools (CCSD), the MGT team developed 77 commendations and 86 recommendations in this report. Twenty-nine (29) recommendations have fiscal implications.

As shown below in **Exhibit 14-1**, full implementation of the recommendations in this report would generate a gross savings of nearly $453 million over five years. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2006-07 dollars and do not reflect increases due to salary or inflation adjustments.

In addition, some recommendations offer cost savings; however, at the time of the report writing could not be quantified. This situation is evident for Recommendation 3-8, requiring the Graphic Arts Reproduction service costs to be recordable from user departments. CCSD needs to determine the course of action to be taken to fully analyze the cost savings for the district.

Furthermore, another $400,000 is estimated in cost savings through Recommendation 9-2 but is not listed as an MGT cost savings in the report. This recommendation states for CCSD to complete the review of the internal audit report for transportation billing and act on the previously recommended audit corrective action. The fiscal impact charts also include a $351 million savings for the enactment of state legislation requiring developers to provide land for new schools. Findings and recommendations related to state policy changes or legislation are clearly stated within the detailed chapters of this report.

Exhibit 14-1 shows the total costs and savings for all recommendations.

EXHIBIT 14-1
SUMMARY OF ANNUAL SAVINGS AND COSTS

SAVINGS/COSTS	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12		
TOTAL SAVINGS	$81,751,227	$93,538,738	$97,883,185	$98,510,616	$98,516,404	$470,200,170	$94,000
TOTAL (COSTS)	($1,130,855)	($2,872,528)	($3,330,610)	($4,410,610)	($5,490,610)	($17,235,213)	($188,036)
TOTAL NET SAVINGS (COSTS)	$80,620,372	$90,666,210	$94,552,575	$94,100,006	$93,025,794	$452,964,957	($94,036)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						$452,870,921	

Exhibit 14-2 provides a chapter by chapter summary for all costs and savings while **Exhibit 14-3** shows the detail chapter by chapter costs and savings. **Exhibit 14-4** and **14-5** provide costs and savings by operating and capital funds.

While substantial savings are recommended for Chapter 13.0, Food Service, these funds cannot be transferred to the general fund for instruction. However, they can be used for food service-related improvements in the district.

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency of the Clark County School District are contained in Chapters 3 through 13.

MGT recommends that CCSD give each of these recommendations serious consideration, develop a plan to proceed with implementation, and a system to monitor subsequent progress.

EXHIBIT 14-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES	$40,435	$580	$5,830	$11,343	$17,131	$75,319	$0
CHAPTER 4: PURCHASING AND WAREHOUSING	$218,012	$218,012	$218,012	$218,012	$218,012	$1,090,060	$0
CHAPTER 5: FACILITIES MANAGEMENT	$75,380,000	$75,800,000	$74,720,000	$73,640,000	$72,560,000	$372,100,000	$0
CHAPTER 7: DISTRICT ORGANIZATION AND MANAGEMENT	$214,745	$214,745	$214,745	$214,745	$214,745	$1,073,725	($183,036)
CHAPTER 9: TRANSPORTATION	$1,420,500	$1,420,500	$1,420,500	$1,420,500	$1,420,500	$7,102,500	$94,000
CHAPTER 11: EDUCATIONAL SERVICES DELIVERY	$3,346,680	$3,351,780	$3,351,780	$3,351,780	$3,351,780	$16,753,800	$0
CHAPTER 12: COMPUTERS AND TECHNOLOGY	$0	$58,484	$157,537	$157,537	$157,537	$531,095	($5,000)
CHAPTER 13: FOOD SERVICE*	$0	$9,602,109	$14,464,171	$15,086,089	$15,086,089	$54,238,458	$0
NET SAVINGS (COSTS)	$80,620,372	$90,666,210	$94,552,575	$94,100,006	$93,025,794	$452,964,957	($94,036)
TOTAL NET SAVINGS (COSTS) LESS ONE TIME SAVINGS (COSTS)						$452,870,921	

* Reserve Fund for Food Service

EXHIBIT 14-3
CHAPTER DETAIL OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 3: FINANCIAL MANAGEMENT								
3-3	Designate a single financial institution for schools to maintain their student body funds to maximize their earnings potential. (p. 3-12)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
3-5	Expand monitoring efforts over construction expenditures by increasing the number of construction audits performed throughout the district. (p. 3-19)	$10,290	$15,290	$20,540	$26,053	$31,841	$104,014	$0
3-6	Implement an IT audit function within the Internal Audit Department. (p. 3-20)	($44,855)	($89,710)	($89,710)	($89,710)	($89,710)	($403,695)	$0
CHAPTER 3 TOTAL SAVINGS (COSTS)		**$40,435**	**$580**	**$5,830**	**$11,343**	**$17,131**	**$75,319**	**$0**
CHAPTER 4.0: PURCHASING AND WAREHOUSING								
4-8	Eliminate two Director I Positions. (p. 4-30)	$218,012	$218,012	$218,012	$218,012	$218,012	$1,090,060	$0
CHAPTER 4.0 TOTAL SAVINGS (COSTS)		**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$1,090,060**	**$0**
CHAPTER 5: FACILITIES MANAGEMENT								
5-1	Combine the design functions in the New School and Facility Planning and the Special Projects and Renovation Services departments into one design and engineering function. (p. 5-7)	$116,000	$116,000	$116,000	$116,000	$116,000	$580,000	$0
5-2	Propose the enactment of state legislation requiring developers to provide land for new schools. (p. 5-10)	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$351,000,000	$0
5-3	Institute a formal value engineering process. (p. 5-15)	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$20,000,000	$0
5-5	Decentralize maintenance services into four locations that correspond to the major geographical zones of the school system. (p. 5-22)	$1,500,000	$3,000,000	$3,000,000	$3,000,000	$3,000,000	$13,500,000	$0
5-6	Transfer light maintenance duties to custodians to free maintenance staff for preventative maintenance responsibilities and work order completion. (p. 5-26)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
5-8	Increase the number of custodians to a custodian per square foot ratio of one per 25,000 square feet on graduated basis. (p. 5-33)	($1,080,000)	($2,160,000)	($3,240,000)	($4,320,000)	($5,400,000)	($16,200,000)	$0
5-9	Include all support facilities in energy conservation plans for the district. (p. 5-40)	$419,000	$419,000	$419,000	$419,000	$419,000	$2,095,000	$0
5-10	Implement an incentive program that rewards schools for achieving water conservation results. (p. 5-45)	$150,000	$150,000	$150,000	$150,000	$150,000	$750,000	$0
CHAPTER 5 TOTAL SAVINGS (COSTS)		**$75,380,000**	**$75,800,000**	**$74,720,000**	**$73,640,000**	**$72,560,000**	**$372,100,000**	**$0**

EXHIBIT 14-3 (CONTINUED)
CHAPTER DETAIL OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 7.0: DISTRICT ORGANIZATION AND MANAGEMENT								
7-2	Employ a Temporary Transcriber/Recorder (p. 7-16).	$0	$0	$0	$0	$0	$0	($39,456)
7-3	Purchase Two Four-Drawer, Fire-Rated, Lockable File Cabinets and One Small, Lockable Safe-Box (p. 7-18).	$0	$0	$0	$0	$0	$0	($2,670)
7-8	Print Policy and Procedures Manuals (p. 7-28).	$0	$0	$0	$0	$0	$0	($910)
7-10	Restructure the Executive Organization of CCSD and Realign Functions (p. 7-37).	$214,745	$214,745	$214,745	$214,745	$214,745	$1,073,725	$0
7-12	Develop and Provide Communication and Training for the Site-Based Decision Making Model (p. 7-57).	$0	$0	$0	$0	$0	$0	($10,000)
7-14	Employ a Strategic Planning Consultant (p. 7-72).	$0	$0	$0	$0	$0	$0	($70,000)
7-17	Provide a Restructured Educational Delivery Model (p. 7-82).	$0	$0	$0	$0	$0	$0	($60,000)
CHAPTER 7.0 TOTAL SAVINGS (COSTS)		**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$1,073,725**	**($183,036)**
CHAPTER 9.0: TRANSPORTATION								
9-4	Reduce and Control Parts Inventory (p. 9-27).	$50,000	$50,000	$50,000	$50,000	$50,000	$250,000	
9-5	Implement the Bus Replacement Policy (p. 9-33).	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$6,500,000	
9-6	Sell Excess Buses and Reduce Annual Maintenance Costs (p. 9-35).	$70,500	$70,500	$70,500	$70,500	$70,500	$352,500	$94,000
CHAPTER 9.0 TOTAL SAVINGS (COSTS)		**$1,420,500**	**$1,420,500**	**$1,420,500**	**$1,420,500**	**$1,420,500**	**$7,102,500**	**$94,000**
CHAPTER 11: EDUCATIONAL SERVICES DELIVERY								
11-1	Purchase Online Registration System Software. (p. 11-18)	($6,000)	($900)	($900)	($900)	($900)	($9,600)	$0
11-5	Eliminate Title I Coordinator and Eliminate 15 Special Education Regional Coordinators and Eliminate 19 Itinerant Prep Teachers. (p. 11-55)	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$16,763,400	$0
CHAPTER 11 TOTAL SAVINGS (COSTS)		**$3,346,680**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$16,753,800**	**$0**
CHAPTER 12: COMPUTERS AND TECHNOLOGY								
12-6	Replace the air conditioning in the Head-End Room at Freemont Middle School and continuously check all head-end rooms. (p. 12-23).	$0	$0	$0	$0	$0	$0	($5,000)
12-9	Discontinue the use of the GroupWise email system. (p. 12-27).	$0	$58,484	$157,537	$157,537	$157,537	$531,095	$0
CHAPTER 12 TOTAL SAVINGS (COSTS)		**$0**	**$58,484**	**$157,537**	**$157,537**	**$157,537**	**$531,095**	**($5,000)**

EXHIBIT 14-3 (CONTINUED)
CHAPTER DETAIL OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 13.0: FOOD SERVICES								
13-5	Reduce Food Costs to an Appropriate Percentage of Revenue. (p. 13-24)	$0	$7,079,961	$10,619,941	$10,619,941	$10,619,941	$38,939,784	$0
13-6	Maintain Financial Sustainability in All School-Based Food Service Programs (p. 13-27)	$0	$3,144,066	$3,144,066	$3,144,066	$3,144,066	$12,576,264	$0
13-7	Utilize Cashiers/Vending Machines (p. 13-29)	$0	($621,918)	$700,164	$1,322,082	$1,322,082	$2,722,410	$0
CHAPTER 13.0 TOTAL SAVINGS (COSTS)		**$0**	**$9,602,109**	**$14,464,171**	**$15,086,089**	**$15,086,089**	**$54,238,458**	**$0**
TOTAL SAVINGS		**$81,751,227**	**$93,538,738**	**$97,883,185**	**$98,510,616**	**$98,516,404**	**$470,200,170**	**$94,000**
TOTAL (COSTS)		**($1,130,855)**	**($2,872,528)**	**($3,330,610)**	**($4,410,610)**	**($5,490,610)**	**($17,235,213)**	**($188,036)**
TOTAL NET SAVINGS (COSTS)		**$80,620,372**	**$90,666,210**	**$94,552,575**	**$94,100,006**	**$93,025,794**	**$452,964,957**	**($94,036)**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							**$452,870,921**	

EXHIBIT 14-4
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 3: FINANCIAL MANAGEMENT								
3-3	Designate a single financial institution for schools to maintain their student body funds to maximize their earnings potential. (p. 3-12)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
3-5	Expand monitoring efforts over construction expenditures by increasing the number of construction audits performed throughout the district. (p. 3-19)	$10,290	$15,290	$20,540	$26,053	$31,841	$104,014	$0
3-6	Implement an IT audit function within the Internal Audit Department. (p. 3-20)	($44,855)	($89,710)	($89,710)	($89,710)	($89,710)	($403,695)	$0
CHAPTER 3 TOTAL SAVINGS (COSTS)		**$40,435**	**$580**	**$5,830**	**$11,343**	**$17,131**	**$75,319**	**$0**
CHAPTER 4.0: PURCHASING AND WAREHOUSING								
4-8	Eliminate two Director I Positions. (p. 4-30)	$218,012	$218,012	$218,012	$218,012	$218,012	$1,090,060	$0
CHAPTER 4.0 TOTAL SAVINGS (COSTS)		**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$218,012**	**$1,090,060**	**$0**
CHAPTER 5: FACILITIES MANAGEMENT								
5-1	Combine the design functions in the New School and Facility Planning and the Special Projects and Renovation Services departments into one design and engineering function. (p. 5-7)	$116,000	$116,000	$116,000	$116,000	$116,000	$580,000	$0
5-3	Institute a formal value engineering process. (p. 5-15)	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$4,000,000	$20,000,000	$0
5-5	Decentralize maintenance services into four locations that correspond to the major geographical zones of the school system. (p. 5-22)	$1,500,000	$3,000,000	$3,000,000	$3,000,000	$3,000,000	$13,500,000	$0
5-6	Transfer light maintenance duties to custodians to free maintenance staff for preventative maintenance responsibilities and work order completion. (p. 5-26)	$75,000	$75,000	$75,000	$75,000	$75,000	$375,000	$0
5-8	Increase the number of custodians to a custodian per square foot ratio of one per 25,000 square feet on graduated basis. (p. 5-33)	($1,080,000)	($2,160,000)	($3,240,000)	($4,320,000)	($5,400,000)	($16,200,000)	$0
5-9	Include all support facilities in energy conservation plans for the district. (p. 5-40)	$419,000	$419,000	$419,000	$419,000	$419,000	$2,095,000	$0
5-10	Implement an incentive program that rewards schools for achieving water conservation results. (p. 5-45)	$150,000	$150,000	$150,000	$150,000	$150,000	$750,000	$0
CHAPTER 5 TOTAL SAVINGS (COSTS)		**$5,180,000**	**$5,600,000**	**$4,520,000**	**$3,440,000**	**$2,360,000**	**$21,100,000**	**$0**

EXHIBIT 14-4 (CONTINUED)
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 7.0: DISTRICT ORGANIZATION AND MANAGEMENT								
7-2	Employ a Temporary Transcriber/Recorder (p. 7-16).	$0	$0	$0	$0	$0	$0	($39,456)
7-3	Purchase Two Four-Drawer, Fire-Rated, Lockable File Cabinets and One Small, Lockable Safe-Box (p. 7-18).	$0	$0	$0	$0	$0	$0	($2,670)
7-8	Print Policy and Procedures Manuals (p. 7-28).	$0	$0	$0	$0	$0	$0	($910)
7-10	Restructure the Executive Organization of CCSD and Realign Functions (p. 7-37).	$214,745	$214,745	$214,745	$214,745	$214,745	$1,073,725	$0
7-12	Develop and Provide Communication and Training for the Site-Based Decision Making Model (p. 7-57).	$0	$0	$0	$0	$0	$0	($10,000)
7-14	Employ a Strategic Planning Consultant (p. 7-72).	$0	$0	$0	$0	$0	$0	($70,000)
7-17	Provide a Restructured Educational Delivery Model (p. 7-82).	$0	$0	$0	$0	$0	$0	($60,000)
CHAPTER 7.0 TOTAL SAVINGS (COSTS)		**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$214,745**	**$1,073,725**	**($183,036)**
CHAPTER 9.0: TRANSPORTATION								
9-4	Reduce and Control Parts Inventory (p. 9-27).	$50,000	$50,000	$50,000	$50,000	$50,000	$250,000	
9-6	Sell Excess Buses and Reduce Annual Maintenance Costs (p. 9-35).	$70,500	$70,500	$70,500	$70,500	$70,500	$352,500	$0
CHAPTER 9.0 TOTAL SAVINGS (COSTS)		**$120,500**	**$120,500**	**$120,500**	**$120,500**	**$120,500**	**$602,500**	**$0**
CHAPTER 11: EDUCATIONAL SERVICES DELIVERY								
11-1	Purchase Online Registration System Software. (p. 11-18)	($6,000)	($900)	($900)	($900)	($900)	($9,600)	$0
11-5	Eliminate Title I Coordinator and Eliminate 15 Special Education Regional Coordinators and Eliminate 19 Itinerant Prep Teachers. (p. 11-55)	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$3,352,680	$16,763,400	$0
CHAPTER 11 TOTAL SAVINGS (COSTS)		**$3,346,680**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$3,351,780**	**$16,753,800**	**$0**
CHAPTER 12: COMPUTERS AND TECHNOLOGY								
12-6	Replace the air conditioning in the Head-End Room at Freemont Middle School and continuously check all head-end rooms. (p. 12-23).	$0	$0	$0	$0	$0	$0	($5,000)
12-9	Discontinue the use of the GroupWise email system. (p. 12-27).	$0	$58,484	$157,537	$157,537	$157,537	$531,095	$0
CHAPTER 12 TOTAL SAVINGS (COSTS)		**$0**	**$58,484**	**$157,537**	**$157,537**	**$157,537**	**$531,095**	**($5,000)**

EXHIBIT 14-4 (CONTINUED)
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 13.0: FOOD SERVICES								
13-5	Reduce Food Costs to an Appropriate Percentage of Revenue. (p. 13-24)	$0	$7,079,961	$10,619,941	$10,619,941	$10,619,941	$38,939,784	$0
13-6	Maintain Financial Sustainability in All School-Based Food Service Programs (p. 13-27)	$0	$3,144,066	$3,144,066	$3,144,066	$3,144,066	$12,576,264	$0
13-7	Utilize Cashiers/Vending Machines (p. 13-29)	$0	($621,918)	$700,164	$1,322,082	$1,322,082	$2,722,410	$0
CHAPTER 13.0 TOTAL SAVINGS (COSTS)		**$0**	**$9,602,109**	**$14,464,171**	**$15,086,089**	**$15,086,089**	**$54,238,458**	**$0**
TOTAL SAVINGS		**$10,251,227**	**$22,038,738**	**$26,383,185**	**$27,010,616**	**$27,016,404**	**$112,700,170**	**$0**
TOTAL (COSTS)		**($1,130,855)**	**($2,872,528)**	**($3,330,610)**	**($4,410,610)**	**($5,490,610)**	**($17,235,213)**	**($188,036)**
TOTAL NET SAVINGS (COSTS)		**$9,120,372**	**$19,166,210**	**$23,052,575**	**$22,600,006**	**$21,525,794**	**$95,464,957**	**($188,036)**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							**$95,276,921**	

EXHIBIT 14-5
SUMMARY OF POTENTIAL CAPITAL FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 5: FACILITIES MANAGEMENT								
5-2	Propose the enactment of state legislation requiring developers to provide land for new schools. (p. 5-10)	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$70,200,000	$351,000,000	$0
CHAPTER 5 TOTAL SAVINGS (COSTS)		**$70,200,000**	**$70,200,000**	**$70,200,000**	**$70,200,000**	**$70,200,000**	**$351,000,000**	**$0**
CHAPTER 9.0: TRANSPORTATION								
9-5	Implement the Bus Replacement Policy (p. 9-33).	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$1,300,000	$6,500,000	
9-6	Sell Excess Buses and Reduce Annual Maintenance Costs (p. 9-35).	$0	$0	$0	$0	$0	$0	$94,000
CHAPTER 9.0 TOTAL SAVINGS (COSTS)		**$1,300,000**	**$1,300,000**	**$1,300,000**	**$1,300,000**	**$1,300,000**	**$6,500,000**	**$94,000**
TOTAL SAVINGS		**$71,500,000**	**$71,500,000**	**$71,500,000**	**$71,500,000**	**$71,500,000**	**$357,500,000**	**$94,000**
TOTAL (COSTS)		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
TOTAL NET SAVINGS (COSTS)		**$71,500,000**	**$71,500,000**	**$71,500,000**	**$71,500,000**	**$71,500,000**	**$357,500,000**	**$94,000**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							**$357,594,000**	

APPENDICES

APPENDIX A:

DISTRICT'S RESPONSE

5100 WEST SAHARA AVENUE • LAS VEGAS, NEVADA 89146 • TELEPHONE (702) 799-5000

CCSD
CLARK COUNTY
SCHOOL DISTRICT

BOARD OF SCHOOL TRUSTEES

Mrs. Ruth Johnson, President
Mrs. Sheila Moulton, Vice President
Mrs. Susan Brager, Clerk
Mr. Larry P. Mason, Member
Mrs. Mary Beth Scow, Member
Mrs. Shirley Barber, Member
Mrs. Terri Janison, Member

Dr. Walt Rulffes, Superintendent

October 2, 2006

Dr. JoAnn Cox
MGT of America, Inc.
2123 Centre Pointe Blvd
Tallahassee, FL 32308

Dear Dr. Cox:

Consistent with the process prescribed in Assembly Bill 580, District staff have reviewed MGT's initial findings of fact and worked with audit team members to ensure the accuracy of data in the final report.

We look forward to implementing any recommendations that will increase our effectiveness and efficiency. Please do not hesitate to contact me if any additional information is required.

Sincerely,

Walt Rulffes
Superintendent

APPENDIX A
DISTRICT'S RESPONSE

MGT'S DRAFT REPORT REVIEW

FOR CLARK COUNTY SCHOOL DISTRICT

This document serves to verify that THE CLARK COUNTY SCHOOL DISTRICT staff and Superintendent Rulffes have read the draft report submitted by MGT of America, Inc., titled Clark County School District Financial Management Final Report that all factual errors have been corrected, and that to our knowledge, the report contains no factual errors.

Walt Rulffes

Signed

Superintendent

Title

6-19-06

Date

J 2822 report verification form

APPENDIX B:

STAFF SURVEY DATA

APPENDIX B
FINANCIAL MANAGEMENT REVIEW OF CLARK COUNTY SCHOOL DISTRICT

CENTRAL OFFICE ADMINISTRATOR SURVEY
(Response Rate = 66.4%)

PART A:

1. I think the overall quality of public education in Clark County School District is:

Excellent	11%
Good	69
Fair	18
Poor	2
Don't Know	1

2. I think the overall quality of education in Clark County School District is:

Improving	65%
Staying the Same	26
Getting Worse	7
Don't Know	3

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Clark County School District?

A	10%
B	62
C	25
D	1
F	0
Don't Know	3

4. In general, what grade would you give the school administrators in Clark County School District?

A	12%
B	65
C	17
D	3
F	1
Don't Know	2

5. In general, what grade would you give the central office administrators in Clark County School District?

A	19%
B	55
C	18
D	4
F	0
Don't Know	3

6a. How long have you been in your current position in Clark County School District?

1-5 years	74%
6-10 years	15
11-20 years	10
21 years or over	1

6b. How long have you been in a similar position in Clark County School District?

1-5 years	54%
6-10 years	26
11-20 years	17
21 years or over	3

7. How long have you worked in Clark County School District?

1-5 years	22%
6-10 years	23
11-20 years	34
21 years or over	21

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in this school district has increased in recent years.	36	46	8	5	1	4
2. Our schools are safe and secure from crime.	6	60	15	15	2	2
3. Our schools effectively handle misbehavior problems.	5	47	20	18	5	6
4. Our schools have sufficient space and facilities to support the instructional programs.	2	22	16	40	18	2
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	9	52	11	20	3	4
6. Our schools can be described as "good places to learn."	13	63	15	6	1	2
7. There is administrative support for controlling student behavior in our schools.	11	59	12	9	5	4
8. Most students in our schools are motivated to learn.	2	57	17	16	3	5
9. Lessons are organized to meet students' needs.	3	60	19	9	0	9
10. The curriculum is broad and challenging for most students.	8	64	13	7	1	6
11. There is little a teacher can do to overcome education problems due to a student's home life.	5	17	15	38	22	3
12. Teachers in our schools know the material they teach.	5	66	16	6	1	5
13. Teachers in our schools care about students' needs.	19	64	9	4	0	4
14. Teachers expect students to do their very best.	12	65	13	6	0	3
15. The school district provides adequate technology-related staff development.	13	49	12	16	6	4
16. Principals and assistant principals in our schools care about students' needs.	22	66	7	2	1	2
17. In general, parents take responsibility for their children's behavior in our schools.	0	37	20	28	13	3
18. Parents in this school district are satisfied with the education their children are receiving.	1	52	21	17	2	8
19. Most parents seem to know what goes on in our schools.	1	37	19	34	5	5
20. Parents play an active role in decision-making in our schools.	2	27	26	31	8	6
21. This community really cares about its children's education.	5	32	25	23	11	3
22. The food services department encourages student participation through customer satisfaction surveys.	3	15	25	9	5	43
23. The school district requests input on the long range technology plan.	5	29	21	15	6	23
24. Funds are managed wisely to support education in this school district.	13	44	18	13	7	5
25. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	9	45	11	20	9	6
26. School-based personnel play an important role in making decisions that affect schools in this school district.	8	47	19	14	5	8
27. The school district provides adequate technical support.	10	54	14	16	3	3
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	3	9	27	20	9	32
29. The food services department provides nutritious and appealing meals and snacks.	5	30	23	16	9	16

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Clark County School District.	14	40	28	9	9
2. Board of Education members' knowledge of operations in Clark County School District.	11	43	29	9	8
3. Board of Education members' work at setting or revising policies for Clark County School District.	12	45	28	7	8
4. The School District Superintendent's work as the educational leader of Clark County School District.	24	51	12	5	8
5. The School District Superintendent's work as the chief administrator (manager) of Clark County School District.	31	49	9	4	8
6. Principals' work as the instructional leaders of their schools.	18	53	20	5	4
7. Principals' work as the managers of the staff and teachers.	20	56	15	5	4
8. Teachers' work in meeting students' individual learning needs.	11	54	23	5	7
9. Teachers' work in communicating with parents.	12	45	28	6	9
10. Teachers' attitudes about their jobs.	5	43	34	10	7
11. Students' ability to learn.	14	57	20	2	7
12. The amount of time students spend on task learning in the classroom.	5	49	25	6	15
13. Parents' efforts in helping their children to do better in school.	1	27	42	21	10
14. Parents' participation in school activities and organizations.	2	23	37	26	12
15. How well students' test results are explained to parents.	3	33	35	14	14
16. The cleanliness and maintenance of facilities in Clark County School District.	10	61	23	5	1
17. How well relations are maintained with various groups in the community.	6	48	28	4	14
18. Staff development opportunities provided by Clark County School District for teachers.	28	44	16	5	7
19. Staff development opportunities provided by Clark County School District for school administrators.	25	45	16	8	6
20. The school district's job of providing adequate instructional technology.	17	51	18	10	4
21. The school district's use of technology for administrative purposes.	18	51	21	7	3

Legend:
*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Clark County School District to be an exciting, challenging place to work.	37	49	8	3	2	0
2. The work standards and expectations in Clark County School District are equal to or above those of most other school districts.	25	40	8	5	3	19
3. Clark County School District officials enforce high work standards.	20	57	12	8	3	0
4. Most Clark County School District teachers enforce high student learning standards.	10	57	15	7	0	11
5. Clark County School District teachers and administrators have excellent working relationships.	7	48	24	7	3	11
6. Teachers who do not meet expected work standards are disciplined.	5	34	19	20	7	16
7. Staff who do not meet expected work standards are disciplined.	7	38	23	20	7	6
8. I feel that I have the authority to adequately perform my job responsibilities.	31	49	6	10	4	0
9. I have adequate facilities in which to conduct my work.	29	45	6	12	8	0
10. I have adequate equipment and computer support to conduct my work.	32	50	6	8	3	0
11. The workloads are equitably distributed among teachers and among staff members.	5	43	14	16	9	14
12. No one knows or cares about the amount or quality of work that I perform.	6	9	13	33	37	2
13. Workload is evenly distributed.	7	39	19	20	13	3
14. If there were an emergency in the schools, I would know how to respond appropriately.	23	52	11	3	3	9
15. I often observe other teachers and/or staff socializing rather than working while on the job.	3	10	24	36	17	10

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Clark County School District.	39	46	9	3	2	0
2. I plan to continue my career in Clark County School District.	44	43	9	2	1	1
3. I am actively looking for a job outside of Clark County School District.	2	4	17	26	50	2
4. Salary levels in Clark County School District are competitive.	6	24	15	29	23	3
5. I feel that my work is appreciated by my supervisor(s).	34	47	6	7	7	0
6. I feel that I am an integral part of Clark County School District team.	30	48	10	6	5	0
7. I feel that there is no future for me in Clark County School District.	3	6	10	28	51	3
8. My salary level is adequate for my level of work and experience.	7	30	13	31	18	1

Legend:
*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Clark County School District are highly effective and efficient.	8	52	19	15	4	3
2. Administrative decisions are made promptly and decisively.	7	40	25	20	6	2
3. Clark County School District administrators are easily accessible and open to input.	12	55	17	11	5	1
4. Authority for administrative decisions is delegated to the lowest possible level.	2	26	25	26	9	12
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	3	49	18	13	5	12
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	14	37	21	19	6	3
7. The extensive committee structure in Clark County School District ensures adequate input from teachers and staff on most important decisions.	4	35	20	20	5	17
8. Clark County School District has too many committees.	9	20	28	22	5	17
9. Clark County School District has too many layers of administrators.	9	14	20	32	21	4
10. Most of Clark County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	6	42	22	18	9	3
11. Central office administrators are responsive to school needs.	20	53	15	4	3	4
12. Central office administrators provide quality service to schools.	23	52	15	3	3	4

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Clark County School District Operations

School District Program/Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting	1	9	29	38	13	10
b. Strategic planning	1	13	27	33	8	18
c. Curriculum planning	1	12	25	40	12	10
d. Financial management and accounting	0	8	20	45	17	9
e. Community relations	1	12	26	39	13	9
f. Program evaluation, research, and assessment	1	8	21	40	14	16
g. Instructional technology	0	9	22	42	15	12
h. Pupil accounting	0	6	17	44	10	23
i. Instructional coordination/ supervision	1	8	19	45	8	19
j. Instructional support	1	9	20	46	9	15
k. Federal Programs (e.g., Title I, Special Education) coordination	2	13	17	40	12	17
l. Personnel recruitment	1	25	26	30	11	8
m. Personnel selection	1	17	28	43	5	7
n. Personnel evaluation	0	15	21	51	6	7
o. Staff development	2	12	24	42	16	5
p. Data processing	1	6	19	45	7	22
q. Purchasing	1	12	27	42	5	14
r. Safety and security	1	9	26	49	6	9
s. Plant maintenance	1	8	24	42	6	18
t. Facilities planning	0	10	22	42	11	15
u. Transportation	2	13	26	40	7	12
v. Food service	2	10	19	42	11	17
w. Custodial services	1	12	23	46	7	11
x. Risk management	0	4	15	51	11	20
y. Administrative technology	1	8	18	51	11	12
z. Grants administration	2	5	17	43	16	18

PART H: General Questions

1. The overall operation of Clark County School District is:

Highly efficient	5%
Above average in efficiency	47
Average in efficiency	40
Less efficient than most other school districts	7
Don't know	1

2. The operational efficiency of Clark County School District could be improved by:

Outsourcing some support services	23%
Offering more programs	17
Offering fewer programs	22
Increasing the number of administrators	37
Reducing the number of administrators	11
Increasing the number of teachers	82
Reducing the number of teachers	0
Increasing the number of support staff	62
Reducing the number of support staff	2
Increasing the number of facilities	63
Reducing the number of facilities	4
Rezoning schools	20
Other	16

FINANCIAL MANAGEMENT REVIEW OF CLARK COUNTY SCHOOL DISTRICT

PRINCIPAL SURVEY (Response Rate = 49.4%)

PART A:

1. I think the overall quality of public education in Clark County School District is:

Excellent	13%
Good	71
Fair	14
Poor	1
Don't Know	0

2. I think the overall quality of education in Clark County School District is:

Improving	66%
Staying the Same	26
Getting Worse	7
Don't Know	1

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Clark County School District?

A	11%
B	71
C	16
D	0
F	0
Don't Know	1

4. In general, what grade would you give the school administrators in Clark County School District?

A	19%
B	64
C	14
D	2
F	0
Don't Know	1

5. In general, what grade would you give the central office administrators in Clark County School District?

A	15%
B	47
C	26
D	6
F	1
Don't Know	4

6a. How long have you been in your current position in Clark County School District?

1-5 years	74%
6-10 years	15
11-20 years	8
21 years or over	3

7. How long have you worked in Clark County School District?

1-5 years	7%
6-10 years	25
11-20 years	48
21 years or over	20

6b. How long have you been in a similar position in Clark County School District?

1-5 years	58%
6-10 years	25
11-20 years	15
21 years or over	2

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in this school district has increased in recent years.	39	48	6	6	0	0
2. Our schools are safe and secure from crime.	8	65	15	11	1	0
3. Our schools effectively handle misbehavior problems.	13	59	12	12	4	0
4. Our schools have sufficient space and facilities to support the instructional programs.	4	22	11	43	21	0
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	14	63	5	15	4	0
6. Our schools can be described as "good places to learn."	16	73	8	3	0	0
7. There is administrative support for controlling student behavior in our schools.	25	59	7	8	2	0
8. Most students in our schools are motivated to learn.	9	57	14	17	2	1
9. Lessons are organized to meet students' needs.	9	71	9	9	0	0
10. The curriculum is broad and challenging for most students.	12	71	7	9	0	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	6	16	14	39	24	2
12. Teachers in our schools know the material they teach.	13	76	8	3	0	0
13. Teachers in our schools care about students' needs.	27	66	7	1	0	0
14. Teachers expect students to do their very best.	23	64	9	4	0	0
15. The school district provides adequate technology-related staff development.	14	46	15	19	5	0
16. Principals and assistant principals in our schools care about students' needs.	46	51	2	1	0	0
17. In general, parents take responsibility for their children's behavior in our schools.	2	39	15	32	11	1
18. Parents in this school district are satisfied with the education their children are receiving.	2	60	21	12	1	3
19. Most parents seem to know what goes on in our schools.	3	38	18	36	5	1
20. Parents play an active role in decision-making in our schools.	3	32	25	33	7	1
21. This community really cares about its children's education.	7	39	18	22	12	1
22. The food services department encourages student participation through customer satisfaction surveys.	1	17	28	22	13	18
23. The school district requests input on the long range technology plan.	3	39	22	18	6	11
24. Funds are managed wisely to support education in this school district.	7	43	21	20	7	2
25. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	9	43	12	24	11	2
26. School-based personnel play an important role in making decisions that affect schools in this school district.	13	39	15	24	8	1
27. The school district provides adequate technical support.	8	52	14	20	5	1
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	5	16	21	38	14	7
29. The food services department provides nutritious and appealing meals and snacks.	2	25	19	32	19	2

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Clark County School District.	7	36	39	12	6
2. Board of Education members' knowledge of operations in Clark County School District.	8	40	35	10	7
3. Board of Education members' work at setting or revising policies for Clark County School District.	9	47	34	5	5
4. The School District Superintendent's work as the educational leader of Clark County School District.	15	53	17	5	10
5. The School District Superintendent's work as the chief administrator (manager) of Clark County School District.	20	56	13	2	9
6. Principals' work as the instructional leaders of their schools.	36	52	11	1	0
7. Principals' work as the managers of the staff and teachers.	39	54	7	1	0
8. Teachers' work in meeting students' individual learning needs.	16	62	18	4	0
9. Teachers' work in communicating with parents.	12	54	28	7	0
10. Teachers' attitudes about their jobs.	8	50	33	8	0
11. Students' ability to learn.	15	64	20	1	1
12. The amount of time students spend on task learning in the classroom.	6	61	29	3	0
13. Parents' efforts in helping their children to do better in school.	2	23	52	22	1
14. Parents' participation in school activities and organizations.	3	24	45	27	1
15. How well students' test results are explained to parents.	6	42	39	11	2
16. The cleanliness and maintenance of facilities in Clark County School District.	8	56	25	10	0
17. How well relations are maintained with various groups in the community.	6	48	35	7	3
18. Staff development opportunities provided by Clark County School District for teachers.	29	46	21	4	0
19. Staff development opportunities provided by Clark County School District for school administrators.	31	47	17	3	2
20. The school district's job of providing adequate instructional technology.	14	49	25	12	1
21. The school district's use of technology for administrative purposes.	16	55	21	5	2

Legend:
*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Clark County School District to be an exciting, challenging place to work.	32	57	7	3	1	0
2. The work standards and expectations in Clark County School District are equal to or above those of most other school districts.	29	50	10	4	1	6
3. Clark County School District officials enforce high work standards.	22	59	12	7	0	0
4. Most Clark County School District teachers enforce high student learning standards.	12	68	14	5	1	0
5. Clark County School District teachers and administrators have excellent working relationships.	10	65	18	5	1	1
6. Teachers who do not meet expected work standards are disciplined.	7	48	17	20	6	3
7. Staff who do not meet expected work standards are disciplined.	8	50	18	17	5	2
8. I feel that I have the authority to adequately perform my job responsibilities.	23	57	8	10	2	0
9. I have adequate facilities in which to conduct my work.	24	49	8	11	8	0
10. I have adequate equipment and computer support to conduct my work.	29	50	8	8	4	0
11. The workloads are equitably distributed among teachers and among staff members.	13	51	14	15	7	1
12. No one knows or cares about the amount or quality of work that I perform.	6	15	14	36	27	1
13. Workload is evenly distributed.	7	44	19	20	9	1
14. If there were an emergency in the schools, I would know how to respond appropriately.	32	61	4	1	1	0
15. I often observe other teachers and/or staff socializing rather than working while on the job.	3	13	19	41	22	2

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Clark County School District.	32	50	9	8	2	0
2. I plan to continue my career in Clark County School District.	41	47	7	2	2	2
3. I am actively looking for a job outside of Clark County School District.	2	7	10	33	46	2
4. Salary levels in Clark County School District are competitive.	4	21	12	32	29	2
5. I feel that my work is appreciated by my supervisor(s).	30	45	11	8	5	1
6. I feel that I am an integral part of Clark County School District team.	21	45	17	13	4	0
7. I feel that there is no future for me in Clark County School District.	2	5	11	35	47	1
8. My salary level is adequate for my level of work and experience.	4	23	11	33	29	1

Legend:
*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Clark County School District are highly effective and efficient.	10	57	17	12	2	2
2. Administrative decisions are made promptly and decisively.	9	58	16	15	1	1
3. Clark County School District administrators are easily accessible and open to input.	15	60	13	9	2	0
4. Authority for administrative decisions is delegated to the lowest possible level.	4	30	21	29	12	5
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	9	62	13	13	2	0
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	11	35	22	25	5	3
7. The extensive committee structure in Clark County School District ensures adequate input from teachers and staff on most important decisions.	6	37	24	24	6	3
8. Clark County School District has too many committees.	9	24	32	24	5	7
9. Clark County School District has too many layers of administrators.	10	21	20	33	14	2
10. Most of Clark County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	6	45	23	17	5	3
11. Central office administrators are responsive to school needs.	9	46	22	15	5	3
12. Central office administrators provide quality service to schools.	9	47	23	14	5	2

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Clark County School District Operations

School District Program/Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting	0	14	29	41	6	10
b. Strategic planning	0	13	30	40	6	12
c. Curriculum planning	0	9	24	51	13	3
d. Financial management and accounting	0	9	24	47	9	11
e. Community relations	0	13	30	43	10	4
f. Program evaluation, research, and assessment	0	9	24	52	9	6
g. Instructional technology	0	11	25	50	10	4
h. Pupil accounting	0	8	21	55	7	9
i. Instructional coordination/ supervision	1	7	23	57	8	4
j. Instructional support	0	8	25	55	8	3
k. Federal Programs (e.g., Title I, Special Education) coordination	1	19	24	38	6	13
l. Personnel recruitment	1	16	28	36	14	5
m. Personnel selection	0	14	27	45	9	4
n. Personnel evaluation	0	14	26	49	7	3
o. Staff development	0	10	26	48	14	1
p. Data processing	1	5	20	54	7	14
q. Purchasing	1	9	27	46	7	11
r. Safety and security	0	10	29	50	7	4
s. Plant maintenance	1	23	26	38	4	8
t. Facilities planning	1	22	24	38	7	7
u. Transportation	1	28	31	33	3	5
v. Food service	1	24	30	37	3	4
w. Custodial services	1	21	28	44	4	2
x. Risk management	0	4	16	58	10	12
y. Administrative technology	0	7	21	56	7	9
z. Grants administration	1	7	20	50	9	13

PART H: General Questions

1. The overall operation of Clark County School District is:

Highly efficient	6%
Above average in efficiency	40
Average in efficiency	47
Less efficient than most other school districts	5
Don't know	2

2. The operational efficiency of Clark County School District could be improved by:

Outsourcing some support services	29%
Offering more programs	21
Offering fewer programs	23
Increasing the number of administrators	43
Reducing the number of administrators	11
Increasing the number of teachers	89
Reducing the number of teachers	1
Increasing the number of support staff	73
Reducing the number of support staff	1
Increasing the number of facilities	69
Reducing the number of facilities	1
Rezoning schools	30
Other	14

FINANCIAL MANAGEMENT REVIEW OF CLARK COUNTY SCHOOL DISTRICT

TEACHER SURVEY RESULTS (Response Rate = 5.0%)

All teachers in the Clark County School District received the survey and a statistically significant percentage of them responded. Since respondents were not selected on a random basis, results may not be fully representative of all teachers in Clark County. However, as self-selection is the basis for responses in MGT's national database, the comparison to other districts' teachers is valid.

PART A:

1. I think the overall quality of public education in Clark County School District is:

Excellent	3%
Good	41
Fair	40
Poor	15
Don't Know	0

2. I think the overall quality of education in Clark County School District is:

Improving	26%
Staying the Same	36
Getting Worse	35
Don't Know	3

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Clark County School District?

A	14%
B	56
C	25
D	3
F	0
Don't Know	2

4. In general, what grade would you give the school administrators in Clark County School District?

A	5%
B	32
C	36
D	19
F	5
Don't Know	2

5. In general, what grade would you give the central office administrators in Clark County School District?

A	3%
B	16
C	31
D	27
F	13
Don't Know	10

6. In what type of school do you teach this year?

Elementary School	48%
Junior High/Middle School	24
High School	24
Other	5

7. What grade or grades are you teaching this year?

Pre-K	13%	7	16%
K	16	8	16
1	20	9	17
2	21	10	20
3	26	11	21
4	21	12	20
5	22	Adult	5
6	15		

8. How long have you taught in Clark County School District?

1-5 years	32%
6-10	32
11-20	27
21 years or over	9

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in this school district has increased in recent years.	11	43	13	23	9	2
2. Our schools are safe and secure from crime.	2	38	17	33	9	1
3. Our schools effectively handle misbehavior problems.	2	24	12	34	27	1
4. Our schools have sufficient space and facilities to support the instructional programs.	2	21	9	35	33	0
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	6	45	9	25	13	2
6. Our schools can be described as "good places to learn."	5	50	19	21	5	0
7. There is administrative support for controlling student behavior in our schools.	5	34	16	27	19	0
8. Most students in our schools are motivated to learn.	3	36	15	32	15	0
9. Lessons are organized to meet students' needs.	11	60	14	11	2	1
10. The curriculum is broad and challenging for most students.	10	57	14	14	4	1
11. There is little a teacher can do to overcome education problems due to a student's home life.	13	26	18	32	9	1
12. Teachers in our schools know the material they teach.	19	65	10	5	1	1
13. Teachers in our schools care about students' needs.	30	58	7	3	1	0
14. Teachers expect students to do their very best.	26	56	10	8	1	0
15. The school district provides adequate technology-related staff development.	8	37	15	26	13	1
16. Principals and assistant principals in our schools care about students' needs.	14	55	15	10	5	0
17. In general, parents take responsibility for their children's behavior in our schools.	0	14	11	39	34	2
18. Parents in this school district are satisfied with the education their children are receiving.	1	32	28	24	6	10
19. Most parents seem to know what goes on in our schools.	0	22	17	38	19	4
20. Parents play an active role in decision-making in our schools.	2	17	20	38	19	4
21. This community really cares about its children's education.	3	17	19	31	28	2
22. The food services department encourages student participation through customer satisfaction surveys.	1	7	21	15	15	41
23. The school district requests input on the long range technology plan.	2	20	21	17	12	27
24. Funds are managed wisely to support education in this school district.	1	9	16	29	36	10
25. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	6	37	12	24	16	5
26. School-based personnel play an important role in making decisions that affect schools in this school district.	4	19	18	29	22	8
27. The school district provides adequate technical support.	4	40	17	23	13	3
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	3	15	18	35	15	13
29. The food services department provides nutritious and appealing meals and snacks.	2	24	17	24	24	9

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Clark County School District.	2	12	34	40	13
2. Board of Education members' knowledge of operations in Clark County School District.	2	19	35	24	19
3. Board of Education members' work at setting or revising policies for Clark County School District.	2	14	38	29	18
4. The School District Superintendent's work as the educational leader of Clark County School District.	4	17	32	21	26
5. The School District Superintendent's work as the chief administrator (manager) of Clark County School District.	5	20	30	19	26
6. Principals' work as the instructional leaders of their schools.	14	38	29	18	1
7. Principals' work as the managers of the staff and teachers.	15	42	26	17	1
8. Teachers' work in meeting students' individual learning needs.	18	55	22	4	1
9. Teachers' work in communicating with parents.	17	53	24	4	1
10. Teachers' attitudes about their jobs.	6	34	36	24	1
11. Students' ability to learn.	9	47	32	11	1
12. The amount of time students spend on task learning in the classroom.	7	45	31	15	2
13. Parents' efforts in helping their children to do better in school.	1	10	39	47	3
14. Parents' participation in school activities and organizations.	1	12	35	49	3
15. How well students' test results are explained to parents.	6	27	31	25	11
16. The cleanliness and maintenance of facilities in Clark County School District.	9	43	31	17	1
17. How well relations are maintained with various groups in the community.	3	26	38	14	19
18. Staff development opportunities provided by Clark County School District for teachers.	14	39	26	21	1
19. Staff development opportunities provided by Clark County School District for school administrators.	6	17	10	6	61
20. The school district's job of providing adequate instructional technology.	6	32	37	21	5
21. The school district's use of technology for administrative purposes.	8	31	21	6	34

Legend:
*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Clark County School District to be an exciting, challenging place to work.	9	43	22	17	10	0
2. The work standards and expectations in Clark County School District are equal to or above those of most other school districts.	6	30	14	18	13	18
3. Clark County School District officials enforce high work standards.	6	40	22	20	9	3
4. Most Clark County School District teachers enforce high student learning standards.	10	58	14	13	3	3
5. Clark County School District teachers and administrators have excellent working relationships.	4	35	24	23	13	2
6. Teachers who do not meet expected work standards are disciplined.	4	22	15	29	14	16
7. Staff who do not meet expected work standards are disciplined.	3	20	15	26	16	20
8. I feel that I have the authority to adequately perform my job responsibilities.	24	50	8	12	6	0
9. I have adequate facilities in which to conduct my work.	19	50	9	14	9	0
10. I have adequate equipment and computer support to conduct my work.	19	46	9	17	10	0
11. The workloads are equitably distributed among teachers and among staff members.	6	31	15	24	21	3
12. No one knows or cares about the amount or quality of work that I perform.	11	22	15	30	19	2
13. Workload is evenly distributed.	3	28	19	26	19	4
14. If there were an emergency in the schools, I would know how to respond appropriately.	24	62	5	6	3	0
15. I often observe other teachers and/or staff socializing rather than working while on the job.	6	13	18	36	24	3

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Clark County School District.	13	41	17	19	10	0
2. I plan to continue my career in Clark County School District.	18	48	13	8	8	4
3. I am actively looking for a job outside of Clark County School District.	8	12	16	29	33	3
4. Salary levels in Clark County School District are competitive.	1	11	8	31	48	2
5. I feel that my work is appreciated by my supervisor(s).	19	40	13	16	13	1
6. I feel that I am an integral part of Clark County School District team.	10	30	19	22	18	1
7. I feel that there is no future for me in Clark County School District.	8	12	21	30	26	3
8. My salary level is adequate for my level of work and experience.	1	9	6	28	55	1

Legend:
*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Clark County School District are highly effective and efficient.	2	23	18	30	19	7
2. Administrative decisions are made promptly and decisively.	3	30	20	27	15	6
3. Clark County School District administrators are easily accessible and open to input.	5	34	20	22	15	5
4. Authority for administrative decisions is delegated to the lowest possible level.	1	14	21	21	14	29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	5	40	16	24	14	2
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	15	37	20	12	5	13
7. The extensive committee structure in Clark County School District ensures adequate input from teachers and staff on most important decisions.	2	13	21	29	22	13
8. Clark County School District has too many committees.	23	34	17	7	1	17
9. Clark County School District has too many layers of administrators.	47	27	9	5	2	9
10. Most of Clark County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	2	21	22	17	15	22
11. Central office administrators are responsive to school needs.	1	12	20	22	18	27
12. Central office administrators provide quality service to schools.	2	11	25	19	16	27

Legend:
*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Clark County School District Operations

School District Program/Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting	0	39	32	10	1	19
b. Strategic planning	1	30	28	15	2	25
c. Curriculum planning	1	26	30	29	6	8
d. Financial management and accounting	1	32	26	14	1	26
e. Community relations	1	30	32	23	2	13
f. Program evaluation, research, and assessment	4	24	26	23	2	20
g. Instructional technology	1	21	32	31	5	10
h. Pupil accounting	1	16	22	28	3	29
i. Instructional coordination/ supervision	4	16	28	35	3	16
j. Instructional support	2	21	30	33	3	11
k. Federal Programs (e.g., Title I, Special Education) coordination	3	21	23	27	4	22
l. Personnel recruitment	3	37	23	20	3	14
m. Personnel selection	2	32	27	24	2	13
n. Personnel evaluation	1	22	27	39	3	8
o. Staff development	6	26	27	32	6	3
p. Data processing	2	8	15	28	2	46
q. Purchasing	1	15	19	24	2	40
r. Safety and security	1	23	28	33	4	12
s. Plant maintenance	1	16	20	31	5	28
t. Facilities planning	2	20	21	25	3	29
u. Transportation	2	20	25	30	3	20
v. Food service	3	27	25	29	3	13
w. Custodial services	1	20	28	36	8	8
x. Risk management	2	7	16	26	1	48
y. Administrative technology	3	7	14	27	3	46
z. Grants administration	1	11	17	24	3	45

PART H: General Questions

1. The overall operation of Clark County School District is:

Highly efficient	1%
Above average in efficiency	9
Average in efficiency	44
Less efficient than most other school districts	39
Don't know	7

2. The operational efficiency of Clark County School District could be improved by:

Outsourcing some support services	19%
Offering more programs	22
Offering fewer programs	21
Increasing the number of administrators	5
Reducing the number of administrators	61
Increasing the number of teachers	88
Reducing the number of teachers	0
Increasing the number of support staff	62
Reducing the number of support staff	4
Increasing the number of facilities	66
Reducing the number of facilities	2
Rezoning schools	33
Other	24

APPENDIX C:

DISTRICT SELF-ASSESSMENT RESULTS

APPENDIX C

School District: Clark County School District
Self-Assessment

Identifying Information of Individual Completing Form

Name	Telephone No.
Keith L. Bradford	(702) 799-5452
Position/Title	**E-mail Address**
Assistant Superintendent, Finance	Bradfkl@gw.ccsd.net

FINANCIAL MANAGEMENT

Assessment Indicators	Yes	No	N/A	Explanation
1. The district periodically analyzes the structure and staffing of its financial services organization.	X			
2. Management has developed and distributed written procedures for critical accounting processes and promotes ethical financial management practices.	X			
3. The district has adequate financial information systems that provide useful, timely, and accurate information.		X		The District in currently implementing a new ERP system that will provide timely, useful, and accurate information. It is difficult to get timely and useful information out of the current system.
4. District financial staff analyzes significant expenditure processes to ensure they are appropriately controlled.	X			
5. The district periodically reviews cash management activities, banking relationships, investment performance, and considers alternatives.	X			
6. The district has established written policies and procedures and periodically updates them to provide for effective management of capital assets.	X			
7. The district ensures significant capital outlay purchases meet strategic plan objectives.	X			
8. The district has established written policies and procedures and periodically updates them to provide for effective debt management.	X			
9. The district ensures that significant debt financings meet strategic plan objectives.	X			

School District: Clark County School District
Self-Assessment

FINANCIAL MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
10. The district has established written policies and procedures and periodically updates them to provide for effective risk management	**X**			
11. District staff periodically monitors the district's compliance with various laws and regulations related to risk management.	**X**			
12. The district prepares appropriate written cost and benefit analyses for insurance coverage.	**X**			
13. District staff analyzes current insurance plans including deductible amounts, co-insurance levels, and types of coverage provided.	**X**			
14. The district has adequate insurance coverage. • **Liability, property, casualty, umbrella, employee and public official bonds.**	**X**			
15. The district has established written policies and procedures to take maximum advantage of competitive bidding, volume discounts, and special pricing agreements.	**X**			
16. The district has established written policies and procedures and periodically updates them to provide for effective management of inventories.	**X**			
17. The district periodically evaluates the warehousing function to determine its cost-effectiveness.	**X**			
18. The food services program has developed strategic or operational plans that are consistent with district plans, the program budget, and approved by the district.	**X**			
19. The district and program are organized with clear lines of responsibility and in a manner that provides the food service program sufficient authority to succeed.	**X**			
20. Program management has developed training designed to meet basic program needs as well as improve food services, both based on a needs assessment.	**X**			

School District: Clark County School District
Self-Assessment

FINANCIAL MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
21. Food services program management has developed comprehensive procedures manuals that are kept current.	**X**			
22. The district performs sound cash and account management over its food services program.	**X**			
23. District and food services program management optimizes its financial opportunities.	**X**			
24. Food service program management has developed comprehensive performance and cost-efficiency measures that provide management with information to evaluate program performance and better manage operations.	**X**			
25. At least annually, the food services program inspects and evaluates its operational components and the system as a whole, and then takes action to initiate needed change.	**X**			
26. District and program administrators effectively manage costs of the food services program and use performance measures, benchmarks, and budgets on a regular basis to evaluate performance and use the analysis for action or change.	**X**			
27. The food service program and district complies with federal state and district policy.	**X**			
28. The district conducts activities to ensures that customer needs are met and acts to improve services and food quality where needed.	**X**			

School District: ***Clark County School District***
Self-Assessment

Identifying Information of Individual Completing Form	
Name ***J.P. Gerner***	***Telephone No.*** ***702-799-8711***
Position/Title ***Associate Superintendent, Facilities***	***E-mail Address*** ***gernejp@gw.ccsd.net***

FACILITIES MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
1. The district's maintenance and operations department has a mission statement and goals and objectives that are established in writing.	X			Yes, posted on website.
2. The district has established and implemented accountability mechanisms to ensure the performance and efficiency of the maintenance and operations program.	X	X		Yes for Maintenance, at a low level. Soon to see major improvement with implementation of new CMMS (Computerized Maintenance Management System). No such system for Operations.
3. The district obtains and uses customer feedback to identify and implement program improvements.	X X			Yes for Maintenance and Special Projects. Operations reports directly to customer.
4. The district has established procedures and staff performance standards to ensure efficient operations.	X			Yes, many procedures are ISO certified. More to follow with CMMS.
5. The department maintains educational and district support facilities in a condition that enhances student learning and facilitates employee productivity.	X			Yes, within constraints of a limited budget.
6. The district regularly reviews the organizational structure of the maintenance and operations program to minimize administrative layers and assure adequate supervision and staffing levels.	X			Major reclassification accomplished within last year; performance audits force continual review.
7. Complete job descriptions and appropriate hiring and retention practices ensure that the maintenance and operations department has qualified staff.		X		Ongoing staff shortfalls, difficulty attracting qualified applicants for our pay scale, continuing losses of highly qualified workers to other entities that pay more.
8. The district provides a staff development program that includes appropriate training for maintenance and operations staff to enhance worker job satisfaction, efficiency, and safety.	X			Customer service training has been good. Need for a real apprenticeship program is apparent to fill journeyman losses. Also, need to establish student worker positions.

School District: Clark County School District
Self-Assessment

FACILITIES MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
9. The administration has developed an annual budget with spending limits that comply with the lawful funding for each category of facilities maintenance and operations.	X			No legally mandated budget floor or ceiling that is applicable.
10. The district accurately projects cost estimates of major maintenance projects.	X			Yes for General Maintenance. Major capital projects have been harder to estimate in a rapidly escalating market.
11. The board maintains a maintenance reserve fund to handle one-time expenditures necessary to support maintenance and operations.		X		Nothing specifically tied to Maintenance.
12. The district minimizes equipment costs through purchasing practices.	X			
13. The district provides maintenance and operations department staff the tools and equipment required to accomplish their assigned tasks.	X			Minimally sufficient. We are currently staffed at well below industry norms, and we are undercapitalized for the corresponding need.
14. The district uses proactive maintenance practices to reduce maintenance costs.	X	X		We are very proactive in trying to deal with shortages of manpower and equipment. Unfortunately, our overall maintenance mode is highly reactive where it should be much more preventive / predictive.
15. The maintenance and operations department identifies and implements strategies to contain energy costs.	X			
16. The district has an energy management system in place, and the system is maintained at original specifications for maximum effectiveness.	X			
17. District personnel regularly review maintenance and operation's costs and services and evaluate the potential for outside contracting and privatization.	X			On an Ad-Hoc basis. This has occurred for Maintenance and Operations within the last year.
18. A computerized control and tracking system is used to accurately track work orders and inventory.	X			We are currently in transition from an antiquated system to a state-of-the-art CMMS appropriate for our needs.
19. The maintenance and operations department has a system for prioritizing maintenance needs uniformly throughout the district.	X			For routine maintenance, our prioritization and response is part of our ISO certification. For capital work, a master plan drives the setting of priorities.

School District: Clark County School District
Self-Assessment

FACILITIES MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
20. District policies and procedures clearly address the health and safety conditions of facilities.	**X**			
21. The school district complies with federal and state regulatory mandates regarding facility health and safety conditions.	**X**			
22. The district has effective long-range planning processes.	**X**			
23. When developing the annual five-year facilities work plan the district evaluates alternatives to minimize the need for new construction.	**X**			Our five-year capital plan is a public document, subject to Bond Oversight and Board of Trustees approval.
24. The five-year facilities work plan establishes budgetary plans and priorities.	**X**			Our five-year capital plan is a public document, subject to Bond Oversight and Board of Trustees approval.
25. The school board ensures responsiveness to the community through open communication about the construction program and the five-year facilities work plan.	**X**			Our five-year capital plan is a public document, subject to Bond Oversight and Board of Trustees approval.
26. The district has an effective site selection process based on expected growth patterns.	**X**			
27. The board considers the most economical and practical sites for current and anticipated needs, including such factors as need to exercise eminent domain, obstacles to development, and consideration of agreements with adjoining counties.	**X**			
28. The district minimizes construction and maintenance and operations costs through the use of cost-effective designs, prototype school designs, and frugal construction practices.	**X**			
29. The district has effective management processes for construction projects.	**X**			
30. District planning provides realistic time frames for implementation that are coordinated with the opening of schools.	**X**			

School District: Clark County School District
Self-Assessment

FACILITIES MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
31. The district requires appropriate inspection of all school construction projects.	**X**			
32. The district retains appropriate professionals to assist in facility planning, design, and construction.	**X**			
33. The district follows generally accepted and legal contracting practices to control costs.	**X**			
34. The district minimizes changes to facilities plans after final working drawings are initiated in order to control project costs.	**X**			
35. The architect recommends payment based on the percentage of work completed. A percentage of the contract is withheld pending completion of the project.	**X**			
36. The district conducts a comprehensive orientation to the new facility prior to its use so that users better understand the building design and function.	**X**			
37. The district conducts comprehensive building evaluations at the end of the first year of operation and regularly during the next three to five years to collect information about building operation and performance.	**X**			
38. The district has established and implemented accountability mechanisms to ensure the performance, efficiency, and effectiveness of the construction program.	**X**			
39. The district regularly evaluates facilities construction operations based on established benchmarks and implements improvements to maximize efficiency and effectiveness.	**X**			

School District: Clark County School District
Self-Assessment

Identifying Information of Individual Completing Form	
Name ***George Ann Rice***	***Telephone No.*** ***(702) 799-5322***
Position/Title ***Associate Superintendent, Human Resources***	***E-mail Address*** ***ricega@interact.ccsd.net***

PERSONNEL MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation/Documentation*
1. The district efficiently and effectively recruits and hires qualified instructional and non-instructional personnel.	X			
2. To the extent possible given factors outside the district's control, the district works to maintain a reasonably stable work force and a satisfying work environment by addressing factors that contribute to increased turnover or low employee morale.	X			
3. The district provides a comprehensive staff development program to improve student achievement and to achieve and maintain high levels of productivity and employee performance among non-instructional, instructional, and administrative employees.	X			
4. The district's system for formally evaluating employees improves and rewards excellent performance and productivity, and identifies and addresses performance that does not meet the district's expectations for the employee.	X			
5. The district ensures that employees who repeatedly fail to meet the district's performance expectations, or whose behavior or job performance is potentially harmful to students, are promptly removed from contact with students, and that the appropriate steps are taken to terminate the person's employment.	X			
6. The district has efficient and cost-effective system for managing absenteeism and the use of substitute teachers and other substitute personnel.	X			

School District: Clark County School District
Self-Assessment

PERSONNEL MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation/Documentation*
7. The district maintains personnel records in an efficient and readily accessible manner.	**X**			
8. The district uses cost-containment practices for its Workers' Compensation Program.	**X**			
9. The district uses cost-containment practices for its employee benefits programs, including health insurance, dental insurance, life insurance, disability insurance, and retirement.	**X**			
10. The district's human resource program is managed effectively and efficiently.	**X**			
11. For classes of employees that are unionized, the district maintains an effective collective bargaining process.	**X**			

School District: Clark County School District
Self-Assessment

Identifying Information of Individual Completing Form	
Name ***Maureen Fox***	***Telephone No.*** ***(702) 799-5343***
Position/Title ***Administrative Assistant, Superintendent's Office***	***E-mail Address*** ***mfox@interact.ccsd.net***

DISTRICT ORGANIZATION/MANAGEMENT STRUCTURES

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
1. The roles and responsibilities of the board and superintendent have been clearly delineated, and board members and the superintendent have policies to ensure that they have effective working relationships.	X			
2. The board and superintendent have procedures to ensure that board meetings are efficient and effective.	X			
3. The board and superintendent have established written policies and procedures that are routinely updated to ensure that they are relevant and complete.	X			
4. The district's policies and procedures are readily accessible to all district staff, and staff uses them to guide their activities.	X			
5. The district routinely obtains legal services to advise it about policy and reduce the risk of lawsuits. It also takes steps to ensure that its legal costs are reasonable.	X			
6. The district's organizational structure has clearly defined units and lines of authority that minimize administrative costs.	X			
7. The district has organizational charts that clearly and accurately depict its organizational structure.	X			
8. The district makes changes to its organizational structure to streamline operations and improve operating efficiency.	X			

School District: Clark County School District
Self-Assessment

DISTRICT ORGANIZATION/MANAGEMENT STRUCTURES

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
9. The district periodically reviews its administrative staffing and makes changes to eliminate unnecessary positions and improve operating efficiency.	X			
10. The superintendent and school board exercise effective oversight of the district's financial resources.	X			
11. District school board members receive training and understand school district budgeting and finance.	X			
12. Changes or concerns in financial condition are reported to the board in a timely manner, and the board takes necessary corrective actions.	**X**			
13. The district has clearly assigned school principals the authority they need to effectively manage their schools while adhering to district-wide policies and procedures.	**X**			
14. The district regularly assesses the authority it has assigned to school-based administrators and looks for ways to enhance school-based decision making.	**X**			
15. The district holds school administrators accountable for their performance in achieving school, district, and state educational goals.	**X**			
16. The district has a multi-year strategic plan with annual goals and measurable objectives based on identified needs, projected enrollment, and revenues.	**X**			

School District: Clark County School District
Self-Assessment

DISTRICT ORGANIZATION/MANAGEMENT STRUCTURES

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
17. The strategic plan clearly delineates: • **The district's goals, and objectives and strategies for achieving them;** • **The priorities the board assigns to its goals, objectives, and strategies;** • **The strategies the district intends to employ to reach desired objectives;** • **The performance measures and standards the district will use to judge its progress toward meeting its goals; and** • **The entities responsible for implementing the strategies in the plan and the time frames for implementation.**	**X** **X** **X** **X** **X**			
18. The board annually assesses the progress the district has made toward achieving its objectives.	**X**			
19. The district has clearly stated goals and measurable objectives that can be achieved within budget for each major educational and operational program. These major programs are: • **Basic Education (K-3, 4-8, 9-12), Exceptional Student Education, Vocational/Technical Education, English for Speakers of Other Languages Education, Facilities Construction, Facilities Maintenance, Transportation, Food Services, and Safety and Security.**	**X**			
20. The district formally evaluates the performance and cost of its major educational and operational programs and uses evaluation results to improve program performance and cost-efficiency.	**X**			
21. The district clearly reports on the performance and cost-efficiency of its major educational and operational programs to ensure accountability to parents and other taxpayers.	**X**			
22. The district has a system to accurately project enrollment.	**X**			

School District: Clark County School District
Self-Assessment

DISTRICT ORGANIZATION/MANAGEMENT STRUCTURES

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
23. The district links its financial plans and budgets to its annual priorities in the strategic plan and its goals and objectives; and district resources are focused towards achieving those goals and objectives.	**X**			
24. The district can demonstrate that it assesses performance and adjusts its financial plans and budgets to improve its ability to meet its priority goals and objectives.	**X**			
25. The district has established adequate internal controls.	**X**			
26. Management proactively responds to identified internal control weaknesses and takes immediate steps to correct the weaknesses.	**X**			
27. The district ensures that it receives an annual external audit and uses the audit to improve its operations.	**X**			
28. The district has an effective internal audit function and uses the audits to improve its operations.	**X**			
29. The district ensures that audits of internal funds and discretely presented component units (foundations and charter schools) are performed timely.	**X**			
30. The district has a comprehensive technology plan that provides direction for administrative and instructional technology decision making.	**X**			
31. The district acquires technology in a cost-effective manner that will best meet its instructional and administrative needs.	**X**			
32. District and school-based staff receive professional development training for all technologies used in the district.	**X**			
33. The district provides timely and cost-effective technical support that enables educators and district staff to successfully implement technology in the workplace.	**X**			

School District: Clark County School District
Self-Assessment

DISTRICT ORGANIZATION/MANAGEMENT STRUCTURES

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
34. The district maintains a dependable, standards-based infrastructure employing strategies that cost-effectively maximize network and Internet access and performance.	**X**			
35. The district uses technology to improve communication.	**X**			
36. The district has written policies for IT that apply safe, ethical, and appropriate use practices that comply with legal and professional standards.	**X**			
37. The district has established general controls for IT in the areas of access, systems development and maintenance, documentation, operations, and physical security to promote the proper functioning of the information systems department.	**X**			
38. The information needs of administrative and instructional personnel are met by applying appropriate project management techniques to define, schedule, track and evaluate purchasing, developing, and the timing of delivering IT products and services requested.	**X**			

School District: Clark County School District
Self-Assessment

Identifying Information of Individual Completing Form	
Name ***Nick Venturini***	***Telephone No.*** ***(702) 799-5418***
Position/Title ***Benefits Accounting Supervisor***	***E-mail Address*** ***naventurini@interact.ccsd.net***

EMPLOYEE/RETIRED EMPLOYEES HEALTH PLANS

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
1. The district monitors the performance of the employees/retried employees health package regarding: • **Contribution reconciliations** • **Timely payment of medical costs** • **Loss analysis/financial stability**	**X**			
2. District staff analyzes current health benefit plans including deductible amounts, co-insurance levels, and types of coverage provided.	**X**			**The district has hired a Benefits Broker who analyzes the plans.**
3. District staff analyzes alternatives for health benefit coverage such as self-insurance and other current industry trends.	**X**			**With the aid of the Benefits Broker.**
4. Management reports to the board comparisons with local industry, other governmental entities, and comparable school districts.		**X**		
5. The health insurance package meets the needs of district and retired employees.	**X**			

School District: Clark County School District
Self-Assessment

Identifying Information of Individual Completing Form	
Name ***Kathy Foster***	***Telephone No.*** ***(702) 799-5008***
Position/Title ***Business Manager***	***E-mail Address*** ***Kfoster@interact.ccsd.net***

TRANSPORTATION MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
1. The district coordinates long-term planning and budgeting for student transportation within the context of district and community planning.	**X**			
2. The transportation office plans, reviews, and establishes bus routes and stops to provide cost-efficient student transportation services for all students who qualify for transportation.	**X**			
3. The organizational structure and staffing levels of the district's transportation program minimizes administrative layers and processes.	**X**			
4. The district maintains an effective staffing level in the vehicle maintenance area and provides support for vehicle maintenance staff to develop its skills.	**X**			
5. The district effectively and efficiently recruits and retains the bus drivers and attendants it needs.	**X**			The Transportation Department and the Human Resources Division have set into place an aggressive plan to recruit bus drivers. It has been a difficult task to fill all positions, and we are continuing our efforts.
6. The district trains, supervises, and assists bus drivers to enable them to meet bus-driving standards and maintain acceptable student discipline on the bus.	**X**			
7. The school district has a process to ensure that sufficient vehicles are acquired economically and will be available to meet the district's current and future transportation needs.	**X**			
8. The district provides timely routine servicing for buses and other district vehicles.	**X**			

School District: Clark County School District
Self-Assessment

TRANSPORTATION MANAGEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
9. The district ensures that fuel purchases are cost-effective and that school buses and other vehicles are efficiently supplied with fuel.	**X**			
10. The district maintains facilities that are conveniently situated to provide sufficient and secure support for vehicle maintenance and other transportation functions.	**X**			
11. The district maintains an inventory of parts, supplies, and equipment needed to support transportation functions that balances the concerns of immediate need and inventory costs.	**X**			
12. The district provides efficient transportation services for exceptional students in a coordinated fashion that minimizes hardships to students.	**X**			
13. The district ensures that staff acts promptly and appropriately in response to any accidents or breakdowns.	**X**			
14. The district ensures that appropriate student behavior is maintained on the bus with students being held accountable for financial consequences of misbehavior related to transportation.	**X**			
15. The district provides appropriate technological and computer support for transportation functions and operations.	**X**			
16. The district monitors the fiscal condition of transportation functions by regularly analyzing expenditures and reviewing them against the budget.	**X**			
17. The district has established an accountability system for transportation, and it regularly tracks and makes public reports on its performance in comparison with established benchmarks.		**X**		

School District: Clark County School District
Self-Assessment

Identifying Information of Individual Completing Form	
Name ***Joyce Haldeman***	***Telephone No.*** ***(702) 799-1081***
Position/Title ***Director III, Community and Government Relations***	***E-mail Address*** ***jhaldeman@interact.ccsd.net***

COMMUNITY INVOLVEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
1. The district actively involves parents and guardians in the district's decision making and activities.	**X**			**PTOs, PTAs, Trustees' Parent Advisory Councils, and all statutorily required committees include parents.**
2. Schools use every practical means of communication to provide timely information to parents/guardians such as: newsletters, flyers, websites, direct school-parent contact, etc.	**X**			
3. The schools annually distribute information about school policies and programs in a clear and understandable format.	**X**			
4. District schools conduct annual parent/teacher conferences.	**X**			**Parent conferences are an expectation at the elementary level, and are conducted at the secondary level upon request.**
5. The district has active Parent Teacher Associations/ Parent Faculty Organizations and other effective methods to involve and encourage parent leadership and participation.	**X**			
6. The district actively involves business partners and community organizations in the district's decision making and activities.	**X**			**Business partners are actively involved in decision making and activities as is appropriate to their partnership.**
7. Each school has an individual who is responsible for coordinating and monitoring programs and projects with its business partners.	**X**			**There may be more than one person identified as the key person. Some schools identify one administrator. Other schools identify a teacher who is involved in that curricular area that the partnership addresses.**
8. Students, parents, teachers and administrators regularly participate in community service projects, including offering school resources when practical.	**X**			**It is not a requirement, but all schools generally have a service project. Secondary schools have service clubs.**

School District: Clark County School District
Self-Assessment

COMMUNITY INVOLVEMENT

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
9. District schools have active mentoring programs.	**X**			**Yes, there is a Stay in School Mentoring Project at 17 middle schools and at 3 elementary schools.**
10. District schools have developed forums for regular communication with local business entities.			**X**	**Some schools have included their business partners on the School Improvement Committees, but that is not the case with every school.**

School District: Clark County School District
Self-Assessment

Identifying Information of Individual Completing Form	
Name ***Agustin Orci***	***Telephone No.*** ***(702) 799-5475***
Position/Title ***Superintendent***	***E-mail Address*** ***aorci@interact.ccsd.net***

EDUCATIONAL SERVICE DELIVERY

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
1. District administrators use both academic and nonacademic data to guide them in their decision making about improving K-12 education programs.	**X**			
2. The district provides effective and efficient Exceptional Student Education (ESE) programs for students with disabilities and students who are gifted.	**X**			
3. The district provides effective and efficient programs to meet the needs of at-risk students [including English for Speakers of Other Languages (ESOL), Title I, and alternative education].	**X**			
4. The district provides an appropriate range of accelerated programs (such as Advanced Placement, International Baccalaureate and Dual Enrollment).	**X**			
5. The district provides effective and efficient workforce development programs (such as vocational-technical, adult basic education, and adult high school programs).	**X**			
6. The district ensures that schools use effective planning and evaluation processes to improve student outcomes, including school improvement plans and other data driven processes.	**X**			
7. The district ensures effective progression of students from kindergarten through grade 12 that maximizes student mastery of the State Standards and prepares students for work and continued education.	**X**			
8. The district's organizational structure and staffing of educational programs minimizes administrative layers and processes.	**X**			

School District: Clark County School District
Self-Assessment

EDUCATIONAL SERVICE DELIVERY

Assessment Indicators	*Yes*	*No*	*N/A*	*Explanation*
9. The district ensures that students and teachers have sufficient current textbooks and other instructional materials available to support instruction in core subjects and to meet the needs of teachers and students.	**X**			
10. The district has sufficient school library or media centers to support instruction.	**X**			**Could be better.**
11. The district utilizes instructional technology in the classroom to enhance curriculum and improve student achievement.	**X**			
12. The district provides necessary support services (guidance counseling, psychological, social work and health) to meet student needs and to ensure students are able to learn.	**X**			

Although all of these services are provided, the need to increase the quality of these services suffers from lack of funding.

APPENDIX D:

CLARK COUNTY COMMUNITY TELEPHONE SURVEY (ENGLISH)

APPENDIX D
CLARK COUNTY COMMUNITY TELEPHONE SURVEY

PART A: INTRODUCTION

Intro1:
Hello, my name is _____, and I'm calling on behalf of the State of Nevada. We are not selling anything. We are calling residents throughout Clark County to find out their views on local education funding. Your responses are an important component of our review and it would take only a few minutes to answer our questions. Our survey requires that we interview only adult members of a household. Is there someone in your household 18 years of age or older with whom I could speak?

1. Qualifying respondent on the phone [CONTINUE]
2. Qualifying respondent available [ONCE RESPONDENT IS ON THE PHONE, REPEAT INTRO]
3. Qualifying respondent not available [SCHEDULE CALLBACK]
4. No qualifying lives here [THANK AND TERMINATE AS NQ1]
5. DK/NA/REF [THANK AND TERMINATE – CODE AS REFUSAL] NQ2

Screen1:
Are you a resident of Clark County?

1. Yes
2. No
3. Don't know
4. Refused

Intro2:

I'm calling on behalf of MGT of America, a nationwide consulting firm who has been hired by the State of Nevada to conduct a financial management review of the Clark County School District. The purpose of the review is to determine whether the Clark County School District is managing its funds in a way that will increase school district efficiency and will increase public confidence in the district's use of public funds.

PART B: DIRECTIONS

I will read a series of statements. Please answer with one of these responses: Strongly Agree, Agree, Neither Agree nor Disagree, Disagree, or Strongly Disagree.

PART C: SURVEY ITEMS

Q1. Do you strongly agree, agree, neither agree nor disagree, disagree, or strongly disagree?

TELEPHONE SURVEY ITEMS	SA	A	N	D	SD	DK
1. The community understands the financial resources available to Clark County School District to provide funding for the operation of the schools.						
2. The community understands the financial needs of Clark County School District.						
3. Clark County School District receives enough funding to be successful.						
4. The School Board meetings are publicized and open to the public.						
5. Clark County School District spends education funds wisely.						
6. Clark County School District performs well for the amount of funding it receives.						
7. Clark County School District could perform better with more funding.						
8. The State of Nevada funds Clark County Public Schools at an appropriate level.						
9. Clark County local property taxes should be increased to provide facilities and school buildings for Clark County School District as needed.						
10. Clark County should be able to raise funds from impact fees paid by developers for growth that requires more schools.						
11. General education programs and special education programs are of equal quality.						
12. The State of Nevada has a responsibility to increase the funding of public schools as requested by the Clark County School Board.						
13. I would vote to approve bonds to build more schools and renovate older schools.						
14. Clark County School District currently has sufficient school facilities to meet future student needs.						

TELEPHONE SURVEY ITEMS	SA	A	N	D	SD	DK
15. I would be in favor of building smaller schools even if it meant an increase in my annual property taxes.						
16. I would be in favor of building larger schools if it would result in a lower property tax increase.						
17. The Clark County School District ensures proper maintenance and cleanliness of the school facilities.						
18. The Clark County schools have sufficient space and facilities to support the instructional programs.						
19. The Clark County schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.						
20. The Clark County School District provides sufficient student services in areas such as counseling, speech therapy, and health.						
21. The Clark County School District provides adequate and updated technology for instructional use in the classroom.						
22. Clark County School District has too many administrators at the central office level.						
23. Clark County School District has too many administrators at the regional office level.						
24. Transportation services such as school buses provided by the Clark County School District are adequate.						
25. Clark County School District could operate more efficiently by contracting with outside companies for some support services such as cleaning schools, maintaining buildings, and providing food services to schools.						
26. The Clark County School District could operate more efficiently by rezoning schools.						

Q2. Next, I will read four statements, please choose the option that best reflects your opinion.

1. The Clark County School District could operate more efficiently by:	offering more programs	offering fewer programs	don't know
2. The Clark County School District could operate more efficiently by:	increasing the number of administrators	decreasing the number of administrators	don't know
3. The Clark County School District could operate more efficiently by:	increasing the number of teachers	decreasing the number of teachers	don't know
4. The Clark County School District could operate more efficiently by:	increasing the number of support staff	decreasing the number of support staff	don't know

PART D: DEMOGRAPHIC INFORMATION

Finally, we would like to get some general information about our survey participants.

D1. Do you have children in Clark County School District?	Yes No no answer
D2. I will read a list of age ranges, please stop me when I read the category that contains your age.	18-25 26-35 36-45 46-55 56-65 66 or older no answer
D3. Which range best describes your annual household income?	Less than $20,000 $20,000-$39,999 $40,000-$59,999 $60,000-$79,999 $80,000 or more no answer
D4. What is the highest level of education you have completed?	Some schooling High school diploma Bachelor's degree Master's degree Doctoral degree no answer

That was my last question. Thank you for your time. Have a good day/evening.

APPENDIX E:

CLARK COUNTY COMMUNITY TELEPHONE SURVEY (SPANISH)

APPENDIX E
COMUNIDAD DEL CONDADO DE CLARK
ENCUESTA TELEFÓNICA

PARTE A: INTRODUCCIÓN

Intro1:
Buenas, me llamo _____, y estoy llamando de parte del estado de Nevada. No estamos vendiendo nada. Estamos llamando a residentes del condado de Clark para solicitar sus opiniones a cerca del financiamiento de la educación local. Sus respuestas son un componente importante de nuestro estudio y solo le tomará unos minutos contestar nuestras preguntas. Nuestra encuesta requiere que solamente entrevistemos a adultos de hogares. ¿Hay alguien en su hogar mayor de 18 años con quien puedo hablar?

1. Qualifying respondent on the phone [CONTINUE]
2. Qualifying respondent available [ONCE RESPONDENT IS ON THE PHONE, REPEAT INTRO]
3. Qualifying respondent not available [SCHEDULE CALLBACK]
4. No qualifying lives here [THANK AND TERMINATE AS NQ1]
1. DK/NA/REF [THANK AND TERMINATE – CODE AS REFUSAL] NQ2

Pantalla1:
¿Es usted residente del Condado de Clark?

1. Sí
2. No
3. No sé
4. Se negó a responder

Intro2:

Estoy llamando de parte de MGT of America, una empresa nacional de consultores que ha sido contratada por el estado de Nevada para hacer un estudio del manejo financiero del distrito escolar del Condado de Clark. El propósito del estudio es determinar si el distrito escolar del Condado de Clark está manejando sus fondos de una manera que aumentará la eficiencia del distrito escolar y que aumentará la confianza pública del uso de fondos públicos por el distrito.

PARTE B: DIRECCIONES

Voy a leer una serie de declaraciones. Favor de contestar con una de las siguientes respuestas: Muy de acuerdo, De acuerdo, Ni de acuerdo ni en desacuerdo, En desacuerdo, o Muy en desacuerdo.

PARTE C: ÍTEMES DE LA ENCUESTA

Q1. ¿Está muy de acuerdo, de acuerdo, ni de acuerdo ni desacuerdo, en desacuerdo, o muy en desacuerdo?

ÍTEMES DE LA ENCUESTA TELEFÓNICA	MDA	DA	N	ED	MED	NO SÉ
1. La comunidad comprende los recursos financieros disponibles al Distrito Escolar del Condado de Clark para proveer fondos para la operación de las escuelas.						
2. La comunidad comprende las necesidades financieras del Distrito Escolar del Condado de Clark.						
3. El Distrito Escolar del Condado de Clark recibe suficientes fondos para ser exitoso.						
4. Las reuniones de la mesa directiva se anuncian y son abiertas al público.						
5. El Distrito Escolar del Condado de Clark gasta sus fondos educativos prudentemente.						
6. El Distrito Escolar del Condado de Clark se desempeña bien relativo a la cantidad de fondos que recibe.						
7. El Distrito Escolar del Condado de Clark podría desempeñarse mejor con más fondos.						
8. El estado de Nevada financia las escuelas públicas del condado de Clark a un nivel apropiado.						
9. Los impuestos locales del condado de Clark debieran ser aumentados para proveer facilidades y edificios escolares para el Distrito Escolar del Condado de Clark como sean necesarios.						
10. El Condado de Clark debería poder recuadar fondos de cargos de impacto pagados por urbanizadores de desarrollo que requiere más escuelas.						
11. Programas educativos generales y programas educativos especiales son de calidad equivalente.						
12. El estado de Nevada tiene la responsabilidad de aumentar los fondos de las escuelas publicas tal como lo solicite la mesa directiva del Distrito Escolar del Condado de Clark						
13. Yo votaría para aprobar bonos para construir más escuelas y renovar escuelas más antiguas.						

ÍTEMES DE LA ENCUESTA TELEFÓNICA	MDA	DA	N	ED	MED	NO SÉ
14. El Distrito Escolar del Condado de Clark actualmente tiene suficientes facilidades escolares para cumplir con las futuras necesidades de los estudiantes.						
15. Yo estaría de acuerdo con la construcción de escuelas más pequeñas aunque significara un aumento de mis impuestos anuales de propiedad.						
16. Yo estaría de acuerdo con la construcción de escuelas más grandes si resultaría en menos aumento de impuestos de propiedad.						
17. El Distrito Escolar del Condado de Clark asegura el propio mantenimiento y limpieza de las facilidades escolares.						
18. Las escuelas del Condado de Clark tienen suficiente espacio y facilidades para apoyar los programas de instrucción.						
19. Las escuelas del Condado de Clark tienen los materiales y artículos necesarios para la instrucción en programas de destrezas básicas como escritos y matemáticas.						
20. El Distrito Escolar del Condado de Clark provee suficientes servicios a estudiantes en áreas como consejería, terapia de habla, y salúd.						
21. El Distrito Escolar del Condado de Clark provee tecnología adecuada y al día para el uso instructivo en el salón de clase.						
22. El Distrito Escolar del Condado de Clark tiene demasiados administradores al nivel central.						
23. El Distrito Escolar del Condado de Clark tiene demasiados administradores al nivel regional.						
24. Los servicios de transporte como autobuses escolares del Distrito Escolar del Condado de Clark son adecuados.						
25. El Distrito Escolar del Condado de Clark podría operar más eficientemente si contratara con compañías de afuera para algunos servicios auxiliares como la limpieza de escuelas, el mantenimiento de edificios, y servicios de alimentos a las escuelas.						
26. El Distrito Escolar del Condado de Clark podría operar más eficientemente si hubiera una re-zonificación de las escuelas.						

Q2. Ahora, le voy a leer cuatro declaraciones. Favor de seleccionar la opción que refleja mejor su opinión.

1.	El Distrito Escolar del Condado de Clark podría operar más eficientemente si:	ofreciera más programas	ofreciera menos programas	no sé
2.	El Distrito Escolar del Condado de Clark podría operar más eficientemente si:	aumentara el número de administradores	redujera el número de administradores	no sé
3.	El Distrito Escolar del Condado de Clark podría operar más eficientemente si:	aumentara el número de maestros	redujera el número de maestros	no sé
4.	El Distrito Escolar del Condado de Clark podría operar más eficientemente si:	aumentara el número de personal auxiliar	redujera el número de personal auxiliar	no sé

PARTE D: INFORMACIÓN DEMOGRÁFICA

Finalmente, queremos obtener una información general sobre los participantes en nuestra encuesta.

D1. ¿Tiene hijos en el Distrito Escolar del Condado de Clark?	Sí No No respondió
D2. Voy a leer una lista de edades. Favor de avisarme cuando llegue a la suya.	18 a 25 26 a 35 36 a 45 46 a 55 56 a 65 Más de 66 no respondió
D3. ¿Cuál de los siguientes mejor describe los ingresos anuales de su hogar?	Menos de $20,000 $20,000 a $39,999 $40,000 a $59,999 $60,000 a $79,999 Más de $80,000 no respondió
D4. ¿Cuál es el nivel educativo más alto que usted ha completado?	Alguna escuela Escuela secundaria Título universitario (bachillerato) Título de maestría Doctorado no respondió

Esa fue la última pregunta. Muchas gracias por su tiempo.

APPENDIX F:

CLARK COUNTY COMMUNITY SURVEY (RAW DATA)

APPENDIX F
CLARK COUNTY COMMUNITY TELEPHONE SURVEY RESULTS

EXHIBIT F-1
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON LOCAL EDUCATION FUNDING

TELEPHONE SURVEY ITEMS	SA	A	N	D	SD	DK
1. The community understands the financial resources available to Clark County School District to provide funding for the operation of the schools.	3%	33%	7%	35%	8%	13%
2. The community understands the financial needs of Clark County School District.	4%	34%	5%	37%	9%	11%
3. Clark County School District receives enough funding to be successful.	5%	30%	6%	33%	12%	14%
4. The School Board meetings are publicized and open to the public.	8%	57%	7%	12%	2%	14%
5. Clark County School District spends education funds wisely.	3%	21%	11%	35%	11%	19%
6. Clark County School District performs well for the amount of funding it receives.	4%	34%	8%	30%	9%	15%
7. Clark County School District could perform better with more funding.	23%	46%	6%	15%	3%	6%
8. The State of Nevada funds Clark County Public Schools at an appropriate level.	2%	32%	6%	34%	12%	13%
9. Clark County local property taxes should be increased to provide facilities and school buildings for Clark County School District as needed.	6%	37%	6%	34%	12%	6%
10. Clark County should be able to raise funds from impact fees paid by developers for growth that requires more schools.	25%	55%	5%	7%	1%	7%
11. General education programs and special education programs are of equal quality.	5%	27%	9%	29%	7%	23%
12. The State of Nevada has a responsibility to increase the funding of public schools as requested by the Clark County School Board.	20%	49%	4%	16%	4%	7%
13. I would vote to approve bonds to build more schools and renovate older schools.	18%	59%	5%	13%	3%	3%
14. Clark County School District currently has sufficient school facilities to meet future student needs.	3%	20%	5%	45%	18%	9%

TELEPHONE SURVEY ITEMS	SA	A	N	D	SD	DK
15. I would be in favor of building smaller schools even if it meant an increase in my annual property taxes.	8%	32%	6%	36%	14%	4%
16. I would be in favor of building larger schools if it would result in a lower property tax increase.	12%	45%	7%	27%	5%	4%
17. The Clark County School District ensures proper maintenance and cleanliness of the school facilities.	6%	55%	8%	13%	2%	17%
18. The Clark County schools have sufficient space and facilities to support the instructional programs.	3%	32%	7%	35%	9%	15%
19. The Clark County schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	5%	36%	6%	29%	12%	13%
20. The Clark County School District provides sufficient student services in areas such as counseling, speech therapy, and health.	4%	38%	9%	23%	5%	20%
21. The Clark County School District provides adequate and updated technology for instructional use in the classroom.	5%	38%	8%	21%	5%	22%
22. Clark County School District has too many administrators at the central office level.	16%	37%	10%	8%	2%	27%
23. Clark County School District has too many administrators at the regional office level.	14%	37%	9%	10%	1%	29%
24. Transportation services such as school buses provided by the Clark County School District are adequate.	6%	46%	8%	18%	6%	16%
25. Clark County School District could operate more efficiently by contracting with outside companies for some support services such as cleaning schools, maintaining buildings, and providing food services to schools.	10%	44%	9%	19%	5%	13%
26. The Clark County School District could operate more efficiently by rezoning schools.	9%	40%	12%	18%	1%	21%

Key:
SA – Strongly Agree
A – Agree
N – Neither Agree nor Disagree
D – Disagree
SD – Strongly Disagree
DK – Don't Know

EXHIBIT F-2
CLARK COUNTY COMMUNITY SURVEY
OPINIONS ON EFFICIENT OPERATION OF THE SCHOOL DISTRICT

1. The Clark County School District could operate more efficiently by:	offering more programs	offering fewer programs	don't know
	66%	18%	16%
2. The Clark County School District could operate more efficiently by:	increasing the number of administrators	decreasing the number of administrators	don't know
	18%	64%	18%
3. The Clark County School District could operate more efficiently by:	increasing the number of teachers	decreasing the number of teachers	don't know
	89%	3%	7%
4. The Clark County School District could operate more efficiently by:	increasing the number of support staff	decreasing the number of support staff	don't know
	64%	20%	16%

EXHIBIT F-3
CLARK COUNTY COMMUNITY SURVEY
OVERALL DEMOGRAPHIC INFORMATION

1. Participants who have children in Clark County School District	
Yes	37%
No	62%
no answer	1%
2. Age of participants	
18-25	10%
26-35	16%
36-45	22%
46-55	19%
56-65	16%
66 or older	15%
no answer	2%
3. Annual household income of participants	
Less than $20,000	11%
$20,000-$39,999	20%
$40,000-$59,999	17%
$60,000-$79,999	14%
$80,000 or more	25%
no answer	13%
4. Highest level of education completed by participants	
Some schooling	10%
High school diploma	52%
Bachelor's degree	20%
Master's degree	13%
Doctoral degree	3%
no answer	2%