



Public Education Leadership Project at Harvard University

A JOINT INITIATIVE OF
THE HARVARD GRADUATE SCHOOL OF EDUCATION
AND HARVARD BUSINESS SCHOOL

PEL-085
JUNE 20, 2017

JAMES P. HONAN
KATHRYN SHORT

Decentralization in Clark County School District: Strategy is Everyone's Job

"AB394 has turned every principal into a superintendent. We all have to be strategic problem solvers, and my job has become focused on inspiration – this work is not easy, but we have to believe it's the right thing to do." –Pat Skorkowsky

In May 2017, the superintendent of Clark County School District (CCSD) Pat Skorkowsky found himself in a whole new job than the one he was accustomed to when he was promoted in 2015. While he started as an elementary teacher in 1988 and came up through the ranks to become the superintendent in a district known for its top-down and centralized culture, Assembly Bill 394 (AB394) turned that all upside down. The bill, passed in 2015, mandated a new funding formula that would force at least 80% of funds down to the school level, where principals would now be accountable for their own strategic plans and budgets. The bill also created an "implementation task force" made up of legislators and a consultant, and this task force then upped the ante. The original timeline when the bill passed was already ambitious with a rollout in the 2018-19 school year, but it had been moved up by a year. The principals in CCSD would be required to construct their own strategic budgets for the 2017-18 school year, with a funding formula that would only be released in January of 2017. In December of 2016, the implementation plan took on a new layer of complexity when CCSD filed a lawsuit against the state of Nevada. The suit argued that the speed of implementation placed an undue burden on the district and would actually damage the purpose of the legislation. If the district won this lawsuit, they would have the freedom to select which pieces of legislated autonomy to roll out immediately and which pieces to implement more slowly.

In the meantime, CCSD had made all the structural moves one would expect after such a complex transition – reformulating their organization chart, investing in training and new systems – but the central question surrounding this bill still remained. How does a district of such size and scale create the culture, structures and systems that allow principals to understand, embrace, utilize, and make the most of their new budgetary autonomy in a way that promotes student achievement?

Senior Lecturer James P. Honan and Case Researcher Kathryn Short (Harvard Graduate School of Education Ed.L.D. degree candidate) prepared this case. PELP cases are developed solely as the basis for class discussion. Cases are not intended to serve as endorsements, sources of primary data, or illustrations of effective or ineffective management.

Copyright © 2017 President and Fellows of Harvard College. To order copies or request permission to reproduce materials, call 1-800-545-7685, write Harvard Business School Publishing, Boston, MA 02163, or go to <http://www.hbsp.harvard.edu>. No part of this publication may be reproduced, stored in a retrieval system, used in a spreadsheet, or transmitted in any form or by any means – electronic, mechanical, photocopying, recording, or otherwise – without the permission of Harvard Business School.

The Authorizing Environment & District Context

Nevada Education System

The Nevada state education system is overseen by the Nevada Department of Education (NDE). The State Superintendent of Public Instruction, appointed by the governor, is responsible for advising and testifying to the legislature on education issues, as well as overseeing execution of legislation once passed.

The 19 districts across Nevada all use the Nevada School Performance Framework (NSPF), the new state accountability system created after the federal passage of the Every Student Succeeds Act (ESSA). The framework is intended to move away from the previous system that designated schools as “underperforming,” and lean more heavily on measures of growth, rather than simply achievement, to get a “star rating” for each school. Schools and districts can achieve a one- to five-star rating. The previous ratings were largely based on achievement scores, but these new ratings use a combination of growth measures, achievement measures, attendance, and reductions in achievement gaps. According to the NSPF website, the inclusion of multiple sub-measures focused on particular subgroups ensures that this new system is particularly focused on reducing gaps in a way that the old system was not. Because of this shift in accountability structures, no schools or districts in Nevada will be rated for the 2015-16 school year, with the new ratings premiering in September of 2017. This change in accountability systems also means less certainty about measuring “outcomes” of the new autonomies granted by AB394 for the first few years, as the system will still be norming and new ratings will not be comparable to previous ratings.

The Nevada State Legislature

CCSD is responsible for approximately 75 percent of all students in the state of a Nevada, and geographically it covers students from the vast majority of the state's legislative districts. Understandably, the state legislature is highly interested and involved in CCSD's progress and operations. The Nevada state legislature is made up of 63 citizen legislators (21 in the senate and 42 in the assembly) who maintain other full-time jobs. For that reason, the legislature meets every other year for a 120-day period. This leads to both a certain level of coherence within the two-year periods, but it also generates sudden and intense bursts of legislation that are pushed for rapid implementation. Massive changes in budgeting, governance and accountability can, and often do, get passed in legislative “bundles” that legislators want to see in evidence before they reconvene two years later. Because of CCSD's size and scope within the state, it is also common for legislation to particularly focus on Clark County rather than applying uniformly to all schools and districts across the state.

Clark County School Board of Trustees

The seven-member school board that oversees Clark County has historically had a large role in the shaping of the district's policies and operations. The new governance guidance policies, approved in May of 2017, attempt to reaffirm its continued role as an overseeing body. As laid out in the policy document, “Board Responsibilities,” the Board of Trustees' responsibilities, “are those that ensure appropriate District progress toward the Board Vision, Strategic Imperatives, Pledge of Achievement, other support strategies, and the advancement of learning for all students.¹” The guidance lays these out as including the hiring and supervision of the Superintendent, passage of district-wide policies, and approval of major hiring and funding decisions. However, the fulfillment of these responsibilities under the new legislation are still in flux. For example, questions arose in local schools about whether teachers who are not members of their union could serve as the teacher representatives on the school-

level teams required by the legislation. The Board passed a decree that allowed for waivers for non-union teachers, but this raised concerns among teachers, school leaders and a few board members themselves about the right of the Board to choose which regulations to alter without approval from the state.² At the same time, the Board has continued to serve its role in terms of approving hires and budgets, a major responsibility in a district with a general fund operating budget of over two billion dollars. In addition, the Board has been granted a seat on the state’s implementation task force, which has ensured some voice for the local leadership in those decisions.

Clark County Education Association (CCEA)

The Clark County Education Association (CCEA) is the union for Clark County’s 18,000 teachers, affiliated with the Nevada State Education Association (NSEA) at the state level and the National Teachers Association (NEA) at the national level. In accordance with Nevada’s state labor regulations, no Clark County teacher is required to pay dues or join the union – CCEA is an opt-in organization. Over the last decade, CCEA has played a major role in many of the reforms around teacher leadership and development piloted in the district. For example, CCEA actively collaborated with the district on a new teacher pay scale that allows Clark County teachers to earn additional dollars for professional development and college courses, teaching in high-need schools, and strong evaluation results. When AB394 was announced, CCEA was one of its largest and loudest proponents. The CCEA Executive Director, John Vellardita, testified to the legislative committee in support of the bill, specifically citing the need for dollars to follow the student and the need for a faster pace of change than what the district’s leadership was then proposing.³ More recently, a new bill was introduced to try to delay implementation of the reorganization by a year. CCEA strongly opposed this legislation, calling it, “the latest attempt by district trustees to disrupt or delay the reorganization process.” In the same statement, they celebrate the defeat of the bill, saying, “through our effort, AB516 is dead. Hopefully CCSD Trustees finally get the message and stop obstructing the reorganization of the school district.”⁴

Clark County School District (CCSD)

The Clark County School District is the fifth largest district in the United States, and the single largest school system in the state of Nevada, with growing enrollment and a massive geographic footprint. CCSD educates over 320,000 students each year, of which over 60 percent qualify for free-and-reduced-price lunch, and 25 percent are learning English as a second language. Table A, below, shows the full demographic break down of CCSD students. Their 357 schools, seven of which are charter schools, are spread out over 7,910 square miles. (See map in **Exhibit 1**.)

Race and Ethnicity	Percentage	Sub-group	Percentage
Latino	46.2%	Free and Reduced Price Lunch (FRPL)	63.6%
White/Caucasian	25.2%		
African-American	13.8%		
Asian	6.4%	English Language Learner (ELL)	25.4%
Multi-Racial	6.4%		
Hawaiian/Pacific Islander	1.6%		
Native American	0.4%		

Source: <http://static.ccsd.net/ccsd/content/media-files/fast-facts-2016-17.pdf>

Budgeting and Autonomy (Before AB394)

The Role of the Central Office

Before the passage of AB394, the central office of CCSD was what one associate superintendent described as the “command and control center of the district.” The central office had control over many aspects of school operations, including professional development dollars, facilities and maintenance and curriculum purchases. Perhaps most importantly, the central office controlled the budget, with dollars distributed to schools based on average daily attendance (ADA) and categorical funds. This also meant that they had central control over most hiring, including the majority of teachers, administrators and custodians.

However, starting in 2006, CCSD began designating some schools as “Empowerment Schools” where principals took significant control over curriculum, budget and hiring. The original pilot program of four schools expanded over the following years, and by the 2016-17 school year, 30 schools within CCSD were part of this program. This opt-in designation began to change the way a subset of principals and central office employees saw their roles in decision-making. From the central office perspective, interim Chief Financial Officer (CFO) Eva White explained, “Our job was to support schools that wanted to be Empowerment Schools, and to make autonomy appealing. But it was based on who *wanted* to become autonomous.”

The Role of the Principal

The perspectives of principals on their role in budgeting and decision-making also varied based on the type of school. Empowerment School principals received autonomy over any decisions related to their curriculum, budget, and hiring within the bounds of the union contract. Lee Douglass, a principal of an Empowerment School, saw her role as “passing empowerment on to my teachers and giving them a voice in creating positive solutions for students.” Accordingly, she prepared trainings and supports around budgeting and decision-making and then allowed her teachers and parents, as part of her local committee, to shape the budget itself.

Non-Empowerment School principals, on the other hand, saw a much more limited role for themselves. One principal remarked, “I was always a middle manager – I could only move around a tiny fraction of the dollars anyway.” While special education positions were decided at the school level, principals had to allocate staff based on the number of students determined by relatively arbitrary cut-off points. The central HR department created pools of qualified applicants, and the role of the principal was to select from that pool, unless there was an administrative transfer requirement (an already-hired teacher who, due to seniority rules or other circumstances, was required to be placed first, according to labor rules negotiated between CCSD and its teachers’ union, the CCEA). So while principals at non-empowerment schools could access their budgets, the vast majority of the funding was already pre-determined by the central office, based on staffing and centralized curriculum, purchasing and facilities decisions.

Central Office-Principal Relationships

Given these differentiated roles for principals, the relationship between the central office and principals at the school level also varied by school type. For Empowerment School principals, they largely saw the central office as uninvolved in their day-to-day lives. One principal, who took on budgeting autonomy (though not a full Empowerment model) as a principal of a high-needs high school, said “I saw the flexible budgeting as a godsend because it allowed me to address teacher hiring issues. I got to focus on the work I really needed to do at my school to serve my students.” But for the

majority of schools, the district remained the ultimate decision-makers, and principals saw their own role as middle managers. White explained, "Our whole culture was created to support a hierarchy – lots of rungs of approval and compliance-focused protocols. It felt like our job was to say 'No, no, no' when what we wanted to say was 'Yes, let's figure out how you can do that.'"

Budgeting and Autonomy (After AB394)

Legislation Basics

AB394 passed the Nevada State Legislature on June 1, 2015. The bill itself was relatively broad – it instructed the legislature to establish a committee and hire a consultant to create a plan for reorganizing CCSD by the 2018-19 school year such that more of the federal, state and local funding would be controlled at the school site. The bill said that this plan for reorganization should be created by January 2017 at the latest, and the public should be given multiple opportunities to provide feedback. This advisory committee met from October 2015 to July 2016. In the final regulations, the plan the advisory committee created accelerated and deepened this reorganization significantly. (See **Exhibit 2** excerpt and **Exhibit 3** timeline.) Most importantly, these regulations:

- Required schools to establish local School Organizational Teams (SOTs) made up of parents, teachers, support staff and at least one student by October 2016. The team's role is to be a partner with the principal in school-level decisions and to "advise and assist" in developing the strategic budget.
- Required principals to create their own strategic budgets by February 2017 for the 2017-18 school year based on workbooks and funding formulas received in January 2017.
- Required 80% of unrestricted funds to be sent to the school level for the 2017-18 school year, and 85% to be directed to school sites for the 2018-19 school year.

Many within CCSD have found this accelerated timeline troubling, both for the technical pieces of implementation and the deeper issues around buy-in and trust in the process. Kim Wooden, Deputy Superintendent, reflected, "The passage of AB394 was somewhat traumatic in and of itself. It was passed at the 11th hour, with almost no input from anyone at the district. My job is now to be inspirational and make people excited to do this work together, but at the same time we have to be realistic that there are a lot of pieces of the regulation that people really disliked." Despite these reservations about the bill's passage, Superintendent Skorkowsky said, "The timeline is a problem, but the ideas behind the legislation are exactly where we need to go. It's where we were headed anyway."

Changing Role of the Central Office

The legislation caused major shifts in the scope of roles and responsibilities of the central office. (See **Exhibit 4**.) In large part, the central office has moved from roles of execution (constructing budgets, completing orders, creating strategic plans) to roles of training, strategic coaching and opt-in service provision.

Training

By far the largest new bucket of work undertaken by the central office was the creation and provision of training around strategic budgeting, team management and decision-making. (See **Exhibit 5** for the initial schedule of trainings.) A new team was created to oversee the training process, but the

philosophy of the training itself was also decentralized. In a train the trainer model, the central office training team trained associate superintendents, each of whom then trained their portfolio of 25 principals, who were then responsible for training their school staff. Kim Mangino, Training Development Team Lead at the central office, explained, "We have two tiers of training. The first tier has been focused on what they need to know to be in compliance with the law." These trainings have included content on creating their SOTs, allocating funds and creating budgets. "The second tier," Mangino said, "is focused on how to do that work strategically – how to analyze data, facilitate parent engagement well, etc." For this second tier, the training team largely saw itself as a platform for bringing in expertise from around the district. "We've tapped into content experts from across the district, and our job is to make sure the training looks good and is interactive," said Jen Bronson, a member of the training team.

The "turnkey" philosophy has enabled customization at the school site, but has also meant at times being less clear about how concepts were being translated. Bronson reflected, "We get back varied feedback, and we think a lot of that is probably coming from how it's getting translated. We want to keep working on how to get better at consistency, but we've also been up against a timeline. There's a lot of training we just have to get out ASAP."

Because of this tight timeline, the first push has largely been on the Tier 1 trainings (See **Exhibit 5**) and on trainings that impact school-level staff. Trainings for central office staff are coming next, but those are "on the backburner" until strategic budgets are fully implemented this coming year. "We know training will likely still be needed for years to come, but will shift in content. We're going to need to begin developing more training for central office staff, and more training for everyone in terms of the mindset shifts we need," said Bronson.

Strategic Coaching

One of the first shifts in the central office after the passage of the legislation was a revamp of the organizational structure. (See **Exhibit 6**.) Importantly, all principal supervisor positions were eliminated, and those supervisors were asked to reapply for 25 associate superintendent positions. These associate superintendents are not meant to serve exclusively as supervisors, but they also are projected to serve as strategic coaches and supporters for principals to learn from over time. Skorkowsky explained, "These associate superintendents require very different skills than principal supervisors – they have to be better at relationship building, at being good thought partners, at coaching on how to make a team. They can't keep thinking of themselves as just supervisors. That's why we asked them to reapply."

While the training team is providing a broad foundation of support, White explained, "our job is to help people get more strategic with the dollars they have. That requires a change in mindset that we know takes time and trust."

Service Provision

One of the earliest focus areas the training team cited for the central office was in "customer service." That is in large part because of the shift the central office is making since this legislation to an opt-in, menu of services model, rather than a top-down compliance-driven delivery model. White reflected, "In many ways our mission is to take the Empowerment School model and figure out how to implement it on the operational side. How do we get the central office and the school sites to start seeing the district as their own bank of resources where they can pick and choose what they need?" This has meant a new perspective is required for central office employees whose new stance is to work

with school leaders to meet their goals rather than scan those goals for compliance and grant them approval.

This new “menu of services” approach has proven challenging in part because of some structural constraints. For example, the human resources (HR) and transportation systems within the district are not currently conducive to achieve transparency at the school site, which would be required for principals to be able to see how their dollars are being spent and make their own decisions about what to continue to requisition from the district versus outsource to other vendors. However, for the central office to update these systems, they would require more than the 20% of the overall budget they are allowed to use on central office expenditures under the regulations of AB394 itself.

Changing Role of the Principal

Many principals noted that their jobs have been transformed into what one principal described as “head of my own mini-LEA [Local Education Agency, or school district].” (See **Exhibit 7**.) However, the scope of what this shift means has varied for principals, depending on the status of their schools previously. Given the variation in levels of autonomy within the district, this has also meant a range of responses to the shift. For example, principals of Empowerment Schools noted very little adjustment – principal Douglas said, “My job has really stayed the same. In fact it’s gotten slightly easier because now the central office is all getting aligned with our previous Empowerment model.”

For principals who previously had “flex budgeting,” meaning increased control over hiring and curriculum but not a full empowerment model, the shift since the legislation has been more challenging. One principal reflected, “I now spend a disproportionate amount of my time on my SOT [School Organizational Team]. Flex budgeting was great, but now I have to spend all my time explaining to my SOT why we’re spending money the way we want to spend it, and mostly it’s parents lobbying for their biggest pet project. I’m expected to train them, but that seems like it should be the role of the central office. Shouldn’t they come to meetings ready to go?”

For principals coming from traditional school models, the shift has required quickly gaining expertise in all elements – strategic budgeting, team management, a new relationship with the central office and a new conception of their own job description. White explained, “Before the legislation passed, we had 20 principals across the district who actually told us they didn’t *want* any more budget autonomy. When we asked them why, they told us it was because they really didn’t know what they would even do with the resources if we don’t use them in the traditional way. This is their first time not just doing the work, but being asked to think in a whole new way. It’s a lot.”

An important additional category of principals are those who are brand new to the district. Due to expanding enrollment and waves of retirements, CCSD regularly hires 40-60 new principals each year. Kellie Ballard, Director of the Office of the Deputy Superintendent, noted both the costs and the benefits of the numerous new hires. “On the one hand, these principals will never know anything different, so we don’t have to retrain anything. On the other, they’re brand new and trying to figure out how to be a principal at all,” let alone one who has to put together a strategic budget.

Similar to the “menu of services” approach described above, this new creative and strategic stance for principals faced structural constraints. For example, one principal noted that budgets are still described in terms of the number of full-time employees (FTEs) allocated, rather than pure dollars. This means that principals are often starting from a stance of assuming those dollars are allocated to positions, and if they want to reallocate, they are being asked to make those calculations on their own.

Changing Central Office-Principal Relationships

The key challenge to the relationship between the central office and principals since the passage of AB394 has been trust and transparency. From the perspective of the central office, they have been as transparent as possible. "We understand how important transparency is – when I did an audit before the legislation, there was \$43 million going to schools outside the formula with no explanation as to how that got distributed," said White. "But go read the P&P [Practices and Procedures document, an explainer of key terms and budgeting processes]. It's all there and all on our website. But people don't want to read everything we put out, because it's too complicated. I understand that, but we are being transparent."

From the perspective of some principals, the long history of the compliance relationship between the CCSD central office and schools continues to loom large. "Transparency has been deplorable," one principal remarked. "Once again, we have no idea where the money in our budget book is coming from. The budgets this year were off by \$600,000, and no one could explain why – they never can. Except this time it's my job to explain all of that to parents on our SOTs."

Building the trust that this change is permanent and deeply ingrained at all levels will continue to be the key challenge. As Jeremy Hauser, former Empowerment Principal supervisor, explained, the role of the school associates, those who now have the closest relationship at the central office with the principals on the ground, will be particularly important. "In the past, district training had been created on fear of noncompliance: people will run amok if we don't tell them what to do and how to do it. If the school associates continue to operate in the same way, [as supervisors and accountability checks, rather than coaches and support] this reform will fail. We have to give school communities the dollars and then really let them tell us how to help. The money is the real evidence of trust."

Implementation Plan

As might be expected, the implementation plan for shifting CCSD's operations under AB394 was long and highly complex. Out of the many moving pieces, rolling out the training plans, the School Organizational Teams (SOTs), and the communication plans proved to be particularly important for the schools creating their own strategic budgets.

Training

The central office training team's focus began with all of the most immediate needs for school leaders to create workable strategic budgets for the 2017-18 school year. In the early months, principals received an overview training and one additional training on developing a strategic budget. The following trainings all focused on the SOTs, as these bodies were integral to the creation and approval of the strategic budgets themselves. Importantly, these trainings occurred in the fall of 2016, and the strategic budget "workbooks," which contained the exact budget amounts based on the per-pupil formulas decided at the state level, did not arrive until mid-January 2017. One principal reflected, "Those early trainings were helpful, but felt a little disconnected – we were all just waiting to see what dollars actually showed up."

The trainings were also optional for principals. Douglas, because she was previously an empowerment principal, said, "The District provided initial training for principals. It was optional. I did not attend because I had been an Empowerment principal prior to the full implementation of every school in the District becoming Empowerment, and had been thoroughly trained during that time."

School Organizational Teams (SOTs)

SOTs are a cornerstone of the local accountability piece of AB394. Accordingly, almost two-thirds of the early training for principals was focused on how to select and run these teams. This aspect was also the piece of the transition that was new for the overwhelming majority of principals – even those who previously had “flex budgeting” likely did not have a local team.

The team, made up of at least six people, serves from October 1-September 30, with a requirement to meet at least once a month. Its members must include two teachers, one support staff and three to six parents (at least 50 percent of the team's voting members). (See **Exhibit 8.**) Non-voting members include the principal, a student representative in high schools and an optional community member. Selection of parents was overseen by the principal, while selection for teachers and support staff was overseen by their respective bargaining units. This team was required to be in place by October 2016 and begin meeting monthly at that point.

The key challenge in this implementation plan was the ambitious timeline and the variance in principal buy-in to the process itself, given their central role. Principals, as mentioned above, were also responsible for training this team and keeping them informed. In schools with strong parent participation and principal buy-in, parent elections for SOTs were robust and principals were clear about the commitment. In schools missing those elements, principals found themselves tracking down parents to meet compliance standards and struggling to communicate why and how these parents would be important for the process. One principal explained, “The SOT started taking over my life, with all the trainings and everything, which doesn't seem like it should be my job. And it's only the middle-class parents who have the freedom to take the time off work to show up, so it doesn't even seem fair.”

Communications

CCSD leadership, including the superintendent and his cabinet, understood from the beginning that communication would be key. Skorkowsky said, “This has been a massive exercise in change management, and we know that the most important part of change management is to communicate, communicate and then communicate some more. And when you think you've communicated enough, communicate more.”

CCSD immediately set up a website to house all updates and announcements, as well as an extensive FAQ section. (See **Exhibit 9.**) Regular emails went out weekly to employee groups, which included the most pressing updates for that audience, as well as any broader announcements. As the Board of Trustees continued to shape the regulations, those updates were made public and included on the website. For parents, the district utilized Parent Link, which sent recorded messages directly to parents. This allowed the district to get out messages about both announcements regarding the shift, as well as important deadlines for the SOTs.

The district also used Open Book, an online portal that allowed them to post all information on budgets quickly and easily. (See **Exhibit 10.**) As of publication, the CCSD finance team was still working on a version of the budget that would easily show the break-down of central office and school-level allocations.

Timeline

The urgent and condensed timeline made all of the above more challenging and complex. The longer-term timeline (See **Exhibit 3**) calls for future years to learn from earlier iterations and continue innovating based upon this initial year, but full implementation is still required by the 2017-18 school year.

What's Next

As the trainings, communications and new structures have been implemented, the district has been grappling with two key issues: how to get feedback and how to stay responsive to the pending lawsuit.

Feedback

As the long-term timeline shows, each year is meant to learn from and adjust based on the previous year's implementation. So a key question for CCSD has been how to capture that learning quickly and proactively to become a true learning organization. The district has seen high click-through rates for its online FAQ pages and has gotten good survey results back so far about training, but the issue of variability continues to be a vexing question. Turning this data around quickly and effectively to trainers continues to be difficult in a system so large, with so many actors participating in the roll-out.

Pending Litigation

The lawsuit filed in December 2016 is, as of May 2017, still awaiting a court date. If CCSD loses the court battle, the timeline will not change and the district will have to implement fully in the 2017-18 school year. If CCSD wins, they will have the freedom to implement at the speed that they believe will allow them to keep the spirit of the law without losing implementation fidelity. For example, the district would ease their way toward the goal of 80 percent of funds being spent at the school level, allowing them to make significant central office infrastructure investments they believe to be critical to their success. Skorkowsky explained, "We're heading this direction, no question. We need to keep all of us focused on the end goal, but also keep in mind that some things may slow down if we do see this suit come to fruition. It's a delicate balancing act."

Looking Ahead

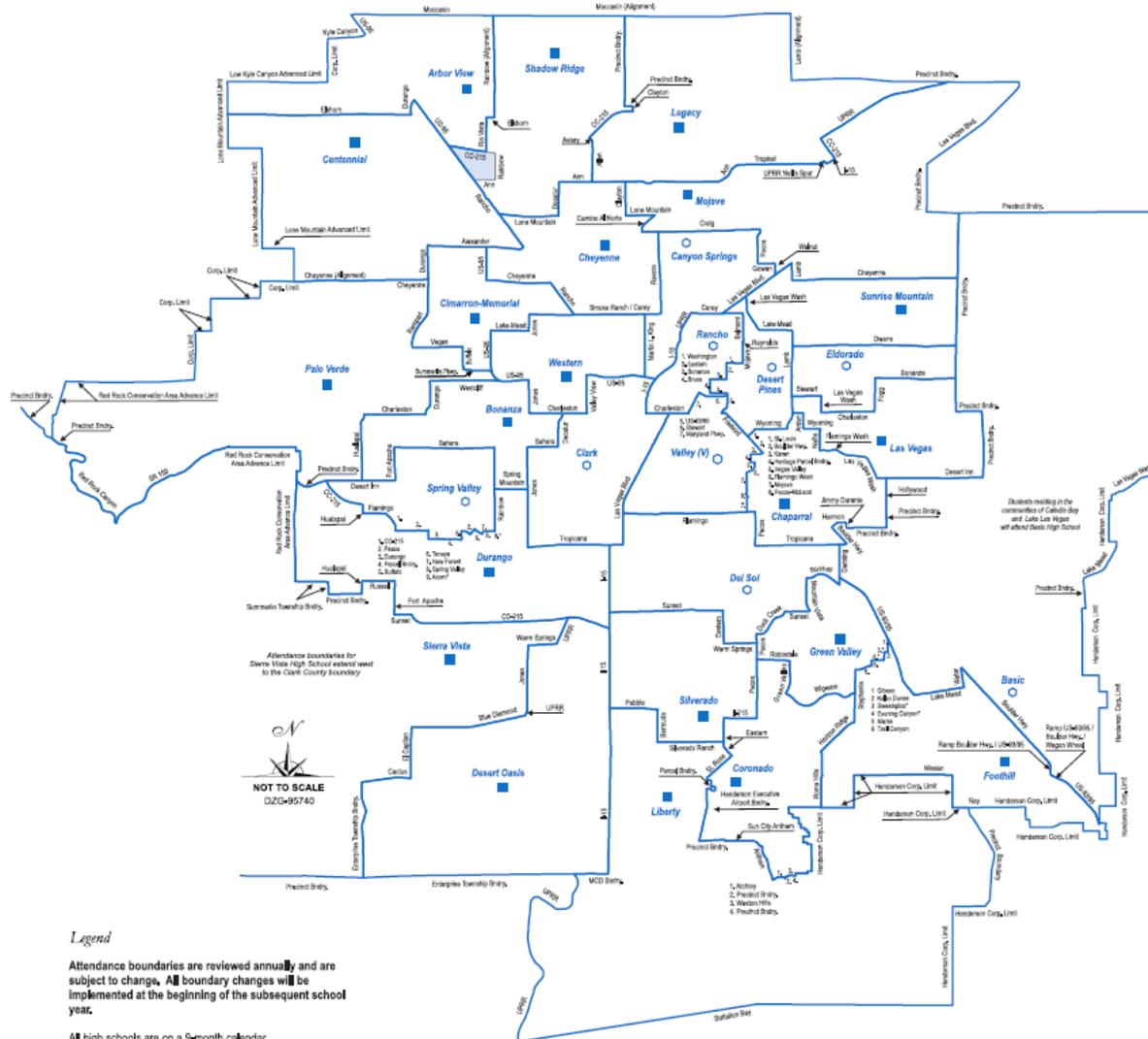
Racing against a state-created clock, the school and central office staff of Clark County School District face a profound transition. An entire district of 320,000 students and over 40,000 employees must move from a top-down structure to a bottom-up organization. As principals begin to see themselves as local superintendents and central office staff personnel adjust their own identities to those of service-providers and coaches, the questions of how to successfully implement such a shift remain critical and complex.

For Superintendent Pat Skorkowsky, his new job and focus – to inspire and empower, rather than strategize and execute – brings with it new opportunities and challenges. Does he continue to put his focus on the technical work of ensuring principals know the basics of how to develop a strategic budget, or does this put at risk the work on mindset shifts needed to inspire principals to succeed as empowered agents at their school sites? Does the district keep focusing on school-level support and training, where rapid change is already underway, or is the central office's own staff more urgently in need of support and training in reimagining their own roles in the system? And in a system that relies

heavily on trust in all directions, how will he work to build trust for the central office, for schools, for parents and for his own leadership team? Ultimately, will this new approach to budgeting and resource allocation lead to the intended improved outcomes for the students of Clark County?

Exhibit 1 District Boundary Map

Clark County School District - 2016-2017 School Year
Attendance Boundary Map for High Schools
(9-12th Grades)



Source: <https://ccsd.net/schools/zoning/maps/hs-attendance-boundaries.pdf>

Exhibit 2 Explanation of the Adopted Regulation of the State Board of Education

Link to the regulation excerpt: <http://www.leg.state.nv.us/Register/2016Register/R142-16A.pdf>

**ADOPTED REGULATION OF THE
STATE BOARD OF EDUCATION**

LCB File No. R142-16

Effective September 9, 2016

EXPLANATION – Matter in *italics* is new; matter in brackets **[omitted-material]** is material to be omitted.

AUTHORITY: §§1-35, Clark County School District Reorganization Act §28.

A REGULATION relating to education; deeming each public school within the Clark County School District, with certain exceptions, to be a local school precinct; providing for the transfer of authority to carry out certain responsibilities on behalf of the Clark County School District to local school precincts; requiring the School District to allocate money on a per-pupil basis to local school precincts to carry out those responsibilities; providing the manner in which to determine the allocations to be made to the local school precincts; requiring the Superintendent of the School District to make certain financial estimates and determinations regarding local school precincts each year for the next school year; providing for the appointment of school associate superintendents to oversee local school precincts; providing for the establishment of an organizational team at each local school precinct; requiring a plan of operation to be developed for each local school precinct; requiring surveys to be administered each year to all persons involved with local school precincts and Central Services of the School District; requiring the Superintendent of the School District to prepare an annual report concerning the local school precincts and Central Services; requiring the School District to cooperate with the legislative Advisory Committee to Develop a Plan to Reorganize the Clark County School District during the transition to local school precincts; requiring the Department of Education to determine whether to recommend additional licensing requirements for principals of local school precincts; requiring the State Board of Education to assess the equity of certain budgeting methods used by local school precincts; and providing other matters properly relating thereto.

Exhibit 3 CCSD Reorganization Timeline



Exhibit 4 CCSD Central Office Roles and Responsibilities**ROLES AND RESPONSIBILITIES OF THE SUPERINTENDENT**

For the District, in accordance with law, Board policy and regulations, and administrative directives, the Superintendent shall be responsible for:

- A. The implementation and results of all academic and non-academic programs.
- B. The evaluation and reporting of student learning and development.
- C. The impact of school culture on the attitude of students toward self, others, school, and education.
- D. The impact of school culture on the attitude of staff toward the students and parents, other staff, the schools, the District, and its programs.
- E. The impact of school culture on the attitude of the parents and the community toward the schools, the District, and its programs.
- F. The safety and welfare of students while participating in school programs.
- G. The safety and welfare of students on transportation provided by the District.
- H. The selection, assignment, training, performance, professional growth, supervision, evaluation, retention, and discipline of all staff.
- I. The condition of the physical assets including the neatness and cleanliness of the buildings and grounds and the safety, security, and state of maintenance and repair of the buildings, grounds, furnishings, and equipment.
- J. The planning, budgeting, and control of the expenditure of all allocated funds.
- K. The negotiation of contracts with all organized staff groups and the salaries and working conditions of all other District staff.
- L. Additional duties and obligations as assigned by the Board.

ROLES AND RESPONSIBILITIES OF SCHOOL ASSOCIATE SUPERINTENDENTS

For the Superintendency and assigned schools under their supervision in accordance with law, Board policy and regulations, and administrative directives, the School Associate Superintendent shall be responsible for:

- A. The implementation and results of all academic and non-academic programs.
- B. The evaluation and reporting of student learning and development.
- C. The impact of school culture on the attitude of students toward self, others, school, and education.
- D. The impact of school culture on the attitude of staff toward the students and parents, other staff, the schools, the District, and its programs.
- E. The impact of school culture on the attitude of the parents and the community toward the schools, the District, and its programs.
- F. The safety and welfare of students while participating in school programs.
- G. The safety and welfare of students on transportation provided by the District.
- H. The selection, assignment, training, performance, professional growth, supervision, evaluation, retention, and discipline of all staff.
- I. The condition of the physical assets including the neatness and cleanliness of the buildings and grounds and the safety, security, and state of maintenance and repair of the buildings, grounds, furnishings, and equipment, except to the extent that responsibility has been assigned to a department of the District.
- J. The planning, oversight, and control of the expenditure of all allocated funds.
- K. Additional duties and obligations as assigned by the Superintendent.

ROLES AND RESPONSIBILITIES OF CENTRAL SUPPORT AND SERVICES

For departments, divisions, and units providing Central Support and Services, in accordance with law, Board policy and regulations, and administrative directives, the department/division/unit head shall be responsible for:

- A. The implementation and results of all department/division/unit programs.
- B. The evaluation and reporting of outcomes of department/division/unit programs.
- C. The quality of services provided to schools and the District.
- D. The timeliness of services provided to schools and the District.
- E. The quality of oversight, recommendations, and guidance to the Superintendent to comply with law, policy, regulations, and administrative directives.
- F. The impact of department/division/unit culture on the attitude of stakeholders served, including students, staff, parents, and/or the community, toward the department/division/unit, the District, and its programs.
- G. The selection, assignment, training, performance, professional growth, supervision, evaluation, retention, and discipline of all staff.
- H. The condition of physical assets including the neatness and cleanliness of the building and grounds and the safety, security, and state of maintenance and repair of buildings, grounds, furnishings, and equipment, except to the extent that responsibility has been assigned to another department of the District.
- I. The planning and control of the expenditure of allocated funds.
- J. Additional duties and obligations assigned by the Superintendent.

Exhibit 5 CCSD Preliminary Training Calendar



Assembly Bill 394: Plan to Reorganize the Clark County School District
Preliminary Training Calendar

Audience:	Assistant Chiefs/ School Associate Superintendents	Principals	Teachers, Support Staff, Parents, and Community	School Organizational Team
Trainer(s):	Content Experts, Community Partners	Assistant Chiefs/ School Associate Superintendents	Principals	Principals
Introduction and Overview	September 20 Assistant Chiefs Meeting	September 21-22 Level Meetings	Beginning on September 28	(Principals provide training once teams are formed)
Developing Strategic Budgets	September 27 Assistant Chiefs Meeting	October 3-6 Performance Zone Meetings	Beginning on October 7	(Principals provide training once teams are formed)
How to Form School Organizational Teams	October 18 Assistant Chiefs Meeting	October 24-27* Independent learning; sent via Email	Beginning on October 27	(Principals provide training once teams are formed)
Climate and Culture	November 4* Assistant Chiefs Training	November 2 - 10* Assistant Chiefs determine meeting times	Beginning on November 7	(Principals provide training once teams are formed)
Consensus Building and Shared Decision Making	November 15 Assistant Chiefs Meeting	November 28- December 1 Performance Zone Meetings	Beginning on December 5	(Principals provide training once teams are formed)
How School Organizational Teams Function	November 29* Assistant Chiefs Meeting	December 5-9* Performance Zone Meetings*	Beginning on December 12	(Principals provide training once teams are formed)
Using Data to Inform School Planning	December 13* Assistant Chiefs Meeting	Dec 14-Jan 6* Assistant Chiefs determine meeting times	Beginning on January 9*	(Principals provide training once teams are formed)

S	M	T	W	T	F	S
SEPTEMBER						
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	
OCTOBER						
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					
NOVEMBER						
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30			
DECEMBER						
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31
JANUARY						
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

*Revised information

Exhibit 6 Organizational Structure Shifts

Historical Organizational Structure

- Schools receive direction from multiple entities
- Limited flexibility for decision-making and budget decisions
- Services provided by District only
- Inconsistent involvement of stakeholders

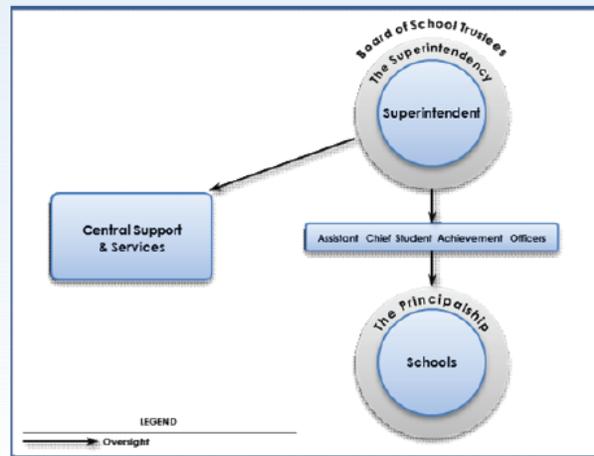


Figure 2: Workflow in the Historical Organizational Structure

New Organizational Structure

- Schools receive direction solely from School Associate Superintendents, who also advocate for schools' needs
- Increased flexibility for decision-making and budget decisions
- Services can be purchased as needed
- Greater involvement of stakeholders

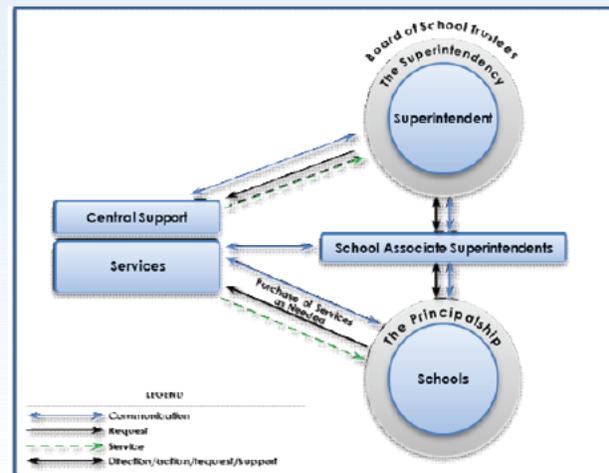


Exhibit 7 Principal Roles and Responsibilities (New Organizational Structure)**ROLES AND RESPONSIBILITIES OF PRINCIPALS**

For the school, in accordance with law, Board policy and regulations, and administrative directives, the principal shall be responsible for:

- A. The implementation and results of all academic and non-academic programs.
- B. The evaluation and reporting of student learning and development.
- C. The impact of school culture on the attitude of students toward self, others, school, and learning.
- D. The impact of school culture on the attitude of staff toward the students and parents, other staff, the schools, the District, and its programs.
- E. The impact of school culture on the attitude of the parents and the community toward the school, the District, and its programs.
- F. The safety and welfare of students while participating in school programs.
- G. The safety and welfare of students on transportation provided by the District.
- H. The selection, assignment, training, performance, professional growth, supervision, evaluation, retention, and discipline of all staff.
- I. The condition of the physical assets, including the neatness and cleanliness of the buildings and grounds and the safety, security, and state of maintenance and repair of the buildings, grounds, furnishings, and equipment, except to the extent that responsibility has been assigned to a department of the District.
- J. The planning and control of the expenditure of allocated school funds.
- K. Additional duties and obligations as assigned by the School Associate Superintendent.

Exhibit 8 School Organizational Teams (SOTs)

Membership

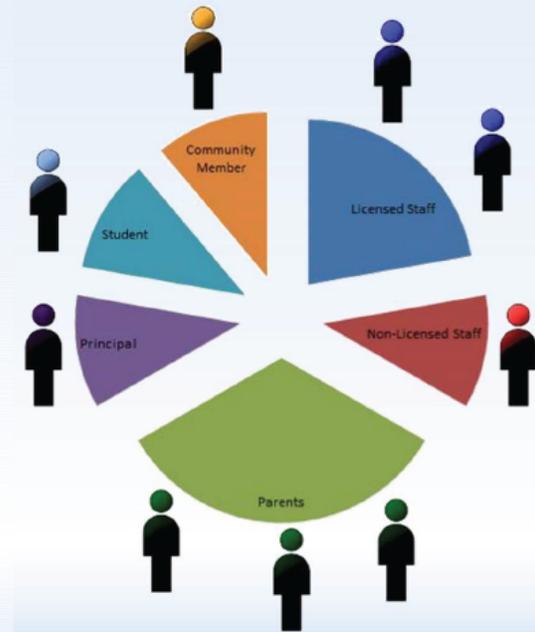
- School Organizational Teams must consist of the following members:

Voting Members:

- 2 to 4 Licensed Staff Members
- 1 Non-Licensed Staff Member
 - 2 if there are 4 licensed members
- 3 to 6 Parents, representing 50% of the total number of voting members

Non-Voting Members:

- School Principal (non-voting member)
- Student Representative (non-voting member, secondary schools only)
- 1 Community Member (*optional, non-voting member*)



Selection

- Parents- voting process established by school's parent association

OR

Principal leads process if no organization exists

- Licensed- established by teacher association
- Support Staff- established by support association
- Student- election by student body
- Serve from October 1 – September 30
- Those who receive the most votes are appointed



Purpose

- Assist and advise development of the plan of operation (budget and school performance plan) each spring
- Provide continued assistance and advice to the principal in carrying out the plan of operation.
- Assist in the discussion of any additional authority to be transferred to schools to carry out responsibilities.
- Assist with the selection of the next principal when there is a vacancy.



Operation

- Meetings are public, but not subject to Nevada Open Meeting requirements
 - Public can attend and there is public comment
- Select Chair and Vice Chair as first order of business at first meeting
- Quorum for voting is when a majority voting members are present
- Team must meet at least once per month
- Notice must be posted at least three working days before each meeting



Exhibit 9 Snapshot of the Reorganization of the CCSD FAQs

The screenshot shows the CCSD website's FAQ page. At the top left is the CCSD logo. A navigation menu includes links for ABOUT, EN ESPANOL, BOARD & COMMITTEES, TRAINING, FAMILIES, and FAQs. A blue header bar contains the text 'FAQS' and a 'Home >' link. The content is organized into four numbered sections, each with expandable questions:

- 1. BUDGET/SCHOOL PERFORMANCE PLAN**
 - 1.1 HOW WILL WEIGHTED STUDENT FUNDING BE DETERMINED?
 - 1.2 WILL ALL POTENTIAL SCHOOL FUNDS BE AVAILABLE FOR THE BUDGETING PROCESS ON JANUARY 15, E.G., TITLE I FUNDS, GRANTS, ETC.?
- 2. COMMUNICATION**
 - 2.1 HOW WILL PRINCIPALS RECEIVE COMMUNICATIONS?
 - 2.2 WHAT CAN PRINCIPALS SHARE ABOUT AB 394?
- 3. ROLES AND RESPONSIBILITIES**
 - 3.1 WHAT IS THE ROLE OF ASSISTANT PRINCIPALS (AP) AND DEANS IN THE REORGANIZATION?
 - 3.2 WHO DO SCHOOL PRINCIPALS REPORT TO?
- 4. SCHOOL ORGANIZATIONAL TEAMS**
 - 4.1 SHOULD PRINCIPALS BE FORMING SCHOOL ORGANIZATIONAL TEAMS NOW? ARE SCHOOL ORGANIZATIONAL TEAMS SUPPOSED TO BE IN PLACE BY OCTOBER 1, 2016?
 - 4.2 CAN CCSD EMPLOYEES WHO ARE PARENTS BE PART OF THE SCHOOL ORGANIZATIONAL TEAMS?
 - 4.3 CAN PARENTS OR STUDENTS ATTENDING THE SCHOOL ON A ZONE VARIANCE, RESIDENTIAL AFFIDAVIT, OR TITLE I HOMELESS SERVE ON THE SCHOOL ORGANIZATIONAL TEAM?

Source: <http://reorg.ccsd.net/faqs/>

Exhibit 10 Snapshot of the Open Book online toolkit (<http://openbook.ccsd.net/index-data.php>)

WELCOME

CCSD is proud to be an Open Book! We welcome our community to take a look at what it takes to keep the nation's fifth-largest school district running. Change is underway at CCSD. We've asked everyone to be more accountable - from teachers, to facility workers and administrators. We've asked all of our employees to do more with less and eliminate waste. Accountability starts at the top.

Making our budget information easily accessible to the public tells the taxpayers: we are accountable to you. Funds are dwindling at the same time that expectations are rising. The challenge is to do more with less and we are up to that challenge. Smarter investing means resources can target serious challenges like overcrowding. Come on in and take a look around, visit the "suggestion book" to submit your ideas. We look forward to hearing from you.

This site complements the preexisting **annual budget reports**, **comprehensive annual financial reports (CAFR)**, and **state budget forms**.

USEFUL LINKS

FINAL
BUDGET

SUMMARIZED
FINANCIAL REPORT

NEVADA REPORT
CARD

FAST
FACTS

COMPREHENSIVE
ANNUAL FINANCIAL
REPORT

TOOLS

DEPARTMENTAL ANALYSIS

This tool displays, in an interactive fashion, CCSD's budgeted appropriations and staff positions by department.

[View Tool](#) ▶

BUDGET COMPARISON

This tool displays CCSD's budgeted appropriations and staff positions by major functional area.

[View Tool](#) ▶

FOOD SERVICES ANALYSIS

This tool displays, in an interactive fashion, CCSD's budgeted appropriations and staff positions for the Food Services department.

[View Tool](#) ▶

Endnotes

¹ Clark County Board of Trustees, "Board Responsibilities," May 25, 2017, http://ccsd.net/trustees/pdf/governance/GP-03_P.pdf, accessed June 28, 2017.

² Amelia Pak-Harvey, "CCSD overhaul lumbers ahead amid confusion, mistrust," *Las Vegas Review-Journal*, December 11, 2016, <https://www.reviewjournal.com/news/2017-legislature/late-breaking-ccsd-bill-would-delay-breakup-for-a-year/>, accessed June 28, 2017.

³ John Vellardita, "Remarks to the Technical Advisory Committee to Develop a Plan to Reorganize the Clark County School District," November 10, 2015, [https://powr.s3.amazonaws.com/app_images/resizable/69586cfd-18e4-4359-bf89-987cbce1d4e6/AB394%2BCommittee%2BTestimony%2B\(FINAL\)%2B-%2B11%2B10%2B15.pdf](https://powr.s3.amazonaws.com/app_images/resizable/69586cfd-18e4-4359-bf89-987cbce1d4e6/AB394%2BCommittee%2BTestimony%2B(FINAL)%2B-%2B11%2B10%2B15.pdf), accessed June 28, 2017.

⁴ Clark County Education Association, "2017 Legislative Score Card," June 5, 2017, <https://ccea-nv.org/dev/wordpress/wp-content/uploads/2017/06/Leg-Score-Card-6-5-17-FINAL-pm.pdf>, accessed June 28, 2017.