

ASSEMBLY BILL 394: CCSD REORGANIZATION

CCEA

Clark County Education Association

the union
of teaching
professionals

What does the new law mean to educators?

On September 9, 2016, AB 394, the legislation to reorganize the school district, came into effect when the Legislative Commission unanimously passed regulations and a plan to reorganize the fifth largest school district (See Appendix A).

Commencing the 2017-2018 school year, Clark County School District will become a decentralized site-based organization. Central administration will be converted into a service agency providing services to 356 schools. Each individual school will be called a precinct. In the past year, CCEA played a significant role in shaping this legislation and getting it adopted. The outcome is right for students and right for educators.

What Will It Look Like?

Similar to the Empowerment School Models, local autonomy will be established within the school site. However, now ***each site will control 80% of all unrestricted funds that go to students.*** This amount increases to 85% the second year. ***Over \$2 billion dollars will now be in the control of the schools and their teams.*** In addition, if a school has to use a substitute, then the difference between the cost of the sub and the cost of a budgeted full time licensed professional will remain with the school to use for additional instructional support until a permanent educator is hired.

CCSD, working in conjunction with the Nevada Department of Education, will be required to develop a weighted formula for student funding categories that takes into account ELL, SPED, Victory, Free and Reduced Lunch, GATE, etc. For the first year of implementation, the average unit value of educator salaries shall be used for budget purposes and then reviewed by the second year to determine if there needs to be a different method to ensure adequate funding is going into the schools.

What Is an Organizational Team?

Each school will have its own Organizational Team composed of educators, support staff, parents, students (middle and high school only) and the principal. These teams are charged with developing a plan for their respective school. The central goal of each plan is to maximize student outcome. This team is also charged with developing the school budget in a way that effectively utilizes funds with student outcomes as the primary focus.

Shared decision making will be a key component to the success of the Organizational Teams. Principals and educators must work as a team for this to be effective. At the beginning of the 2017-2018 school year, the organizational teams will be formed. CCEA will set up the election process to select educators and other licensed personnel. CCEA will be providing training during this school year to all educators (teachers and other licensed professionals) who are interested in being on this team. Principals will be required to go through training for this new model during this school year.

What Does the New Law Mean for Educators?

For the first time, the entire school district will allow all educators, teachers and other licensed professionals an opportunity to have true empowerment at their building and control of the resources to ensure effective student outcomes.

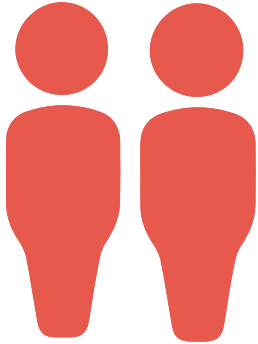
This model is here to stay. Unlike the Empowerment Model, there is more control of the building by staff as well as parents. Also, there is more community involvement to help students succeed. No doubt that there will be things we will need to work through because no piece of legislation is perfect. However, the burden is ours to take advantage of this opportunity and empower ourselves to make a difference.

Next Steps

For more detailed information on AB 394 please watch a short video on our website - www.ccea-nv.org or use the QR code below. If you are interested in becoming a leader or nominating someone in your building, please go to bit.ly/394ReorgTeam. We will be in contact with you regarding next steps.



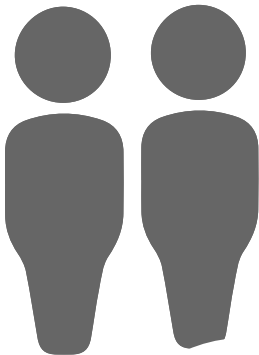
Makeup of Your Organizational Team



2 - 4
Educators



1-2
Support Staff



Parents = 50% of
Voting Members



1 Non-Voting
Principal



1 Non-Voting Student
(Middle & HS Only)

Additional Members that
Can Be Added if Necessary



Nominate a Fellow Educator as a Leader in Your School for the Organizational Team

The right people need to be elected to serve on the Organizational Teams in order for the CCSD Reorganization to be successful. Is there a natural leader or go to person in your school? Is that person you? Keep in mind non-traditional classroom educators such as counselors, librarians, social workers, and nurses are also eligible to be elected. Nominees will be contacted to attend a future informational session.

Now that the CCSD Reorganization is law, a site-based group composed of educators, support staff, parents, students, and community members will makeup an Organizational Team to lead your building. We are looking for education leaders now that are interested in being on their respective Organizational Team for the 2017-2018 school year. Please consider the following when nominating someone:

- ➔ An effective educator who is respected by her/his colleagues and a go-to person for resources and support.
- ➔ Someone who will represent all educators at their school site.
- ➔ Someone who is an effective communicator, collaborator and builds consensus.
- ➔ Someone who has a good working relationship with their administration or the ability to build one.

NOMINATE
a Leader Today!

Go to: bit.ly/394ReorgTeam

Plan to Reorganize the Clark County School District (Revised on August 16, 2016)

The Proposal: The plan proposed to reorganize the Clark County School District which is set forth in this document provides a completely different management structure and culture for the Clark County School District (CCSD) than exists today. The plan envisions turning the present administrative structure upside down, or, more accurately, right-side up, with the schools becoming front and center at the heart of the operation of the school district. This plan calls for the extensive involvement of frontline staff and the community in decision making and makes staff accountable for the results which flow from the decisions they make. Concomitantly, and of equal importance, the school district is charged with providing the framework and structure in which the schools function to achieve their results.

This plan establishes the framework under which the specific recommendations were developed by the Advisory Committee to Develop a Plan to Reorganize the Clark County School District, which are hereby incorporated by reference. Those recommendations provide the details for the implementation of this plan and must be considered together with this plan for a comprehensive understanding of this proposal. The proposed regulations which have been prepared for the State Board of Education include the concepts necessary to begin to carry out this plan in accordance with those recommendations. (See sec. 28(4) of Assembly Bill No. 394, chapter 543, Statutes of Nevada 2015, at p. 3850.) Not every concept, however, needs to be included in law or regulations. Some of the concepts instead will be carried out internally by the CCSD, and others may be developed over time.

The Requirements. The provision of information is critical in an operation which is based on the wide participation of frontline staff, parents and members of the community. **Transparency** and **timeliness** of information and operation is critical to achieve the informed involvement of stakeholders. Therefore, the recommendations must include requirements for various reports concerning important aspects of the local school precincts and financial information about the operation of the local school precincts which must be made available to the public.

The Change Process. Because of the successful pilot program that was carried out by the CCSD with empowerment schools, it is not necessary to create another pilot program. Rather, the reorganization of the school district must facilitate the operation of the schools within the district as autonomous schools, to be called local school precincts. An incremental change of schools within the CCSD to local school precincts would likely fail. Therefore, this plan anticipates a complete change in the school district so that all public schools within the CCSD, other than charter schools and university schools for profoundly gifted pupils, become local school precincts at the same time and have autonomy over certain operations similar to the autonomy which was provided to empowerment schools.

The Timeline. Changing the school district requires considerable planning and the installation of infrastructure to support the new structure under which the CCSD will operate. Nevertheless, the change must happen expeditiously to avoid delays. To carry out the changes proposed in this plan, there must be a willingness and urgency to carry out the change. After consideration of the factors that would most likely result in a successful, district-wide implementation, this plan

recommends carrying out the plan, including the specific recommendations for implementation, district-wide beginning with the **2017-18 School Year**. To facilitate the change, a number of tasks and preparatory activities must begin during the 2016-2017 School Year. Therefore, the regulations that will carry out this plan and the recommendations must become effective as soon as possible to facilitate planning and training.

The Reorganization. This plan addresses three principal structural components of the school district: The Principalship, the Superintendency and Central Services, and their interrelationships.

The Principalship. In terms of accountability, the school principal is responsible for the entire school operation. However, a successful school consists of much more than a one-person operation. A successful principal must reach out and embrace the involvement and contribution of staff, students, parents and community. Together the group can achieve much more than any one person could accomplish alone. Some of that involvement can be mandated, such as through school organizational teams which are created for schools, but there is much more to a successful school than what is mandated. Successful schools radiate a culture of involvement that permeates their everyday operation and interactions with others.

The Superintendency. The Superintendency refers to a concept whereby the Superintendent and his or her immediate staff share a common interest in the successful operation of the school district. For this to take place, the staff members who are most likely to share this common interest are those who are most directly responsible for the schools. If the staff assisting the Superintendent represent individual departments and not schools, they are less likely to think at the district level than are those who are responsible for the schools. Because the Superintendent must focus on the schools, the people working with the Superintendent must share that focus. The Superintendent must understand the needs of the schools when considering and making decisions. The Superintendent must meet regularly with the staff members of Central Services who work with the principals of the schools in the school district.

Principalship-Superintendency Linkage. In a system in which individual schools exercise a very prominent role, accountability of the schools to the school district is achieved by a tight coupling of each local school precinct to the Superintendent managed through a single staff member within the central administration who is responsible for both support and supervision of certain local school precincts. This staff member would hold a new position within the central administration of the school district with the title of **School Associate Superintendent**. This title reflects the dual nature of the person's responsibility for certain local school precincts and for working with the Superintendent.

A school associate superintendent must be assigned by the Superintendent to oversee a group of not more than 25 local school precincts and report directly to the Superintendent. The school associate superintendent is responsible for the performance of each local school precinct which he or she has been assigned to oversee. To this end, the school associate superintendent must provide supervision of and training to the principals of those local school precincts and ensure that the local school precincts remain in compliance with all applicable federal, state and local laws. The school associate superintendent will review and approve the plan of operations that are

established for the local school precincts and act as a liaison between the local school precincts, the school district and the community.

With this revision to the operation of the central administration of the CCSD, the local school precincts have a direct link to the central administration and will not have multiple supervisors within the central administration. This governance structure removes the need to create an intermediate level of bureaucracy, commonly referred to as regionalization. The role and responsibilities of the school associate superintendents in the reorganization will redefine the current structure of the CCSD, which relies on Assistant Chiefs of various departments for those roles and responsibilities.

The Central Services. The authority to carry out certain responsibilities that currently are carried out by the central administration will be transferred to local school precincts, or may be made available to the local school precincts to purchase. With the transfer of certain day-to-day decisions to the local school precincts, the central administration will be able to focus on performing those tasks remaining at the district level. The services that remain the responsibility of the central administration must be aligned with resources to ensure that the central administration is able to provide those services to the local school precincts. Instead of being referred to as central administration, the staff who provide services through the central administration should be referred to as Central Services of the CCSD. Central Services must be treated as an entity separate and distinct from the Superintendent. Although still accountable to the Superintendent, Central Services must be assigned the responsibility to plan and budget and must be held accountable for the conduct of its operations. Central Services will render certain district services to all of the local school precincts. These services include things such as payroll services, negotiations, transportation services, food services, risk management services, certain human resources services, legal services, capital projects and others. In addition, with this approach, Central Services will establish coherent expectations for local school precincts, plan better allocation of resources, provide for measuring outcomes of pupils, provide requested in-services, develop support systems, establish protocols for the manner in which any outsourcing and school-to-pay service is carried out and formulate policies for consideration by the Board of Trustees.

Central Services will likely be faced with certain challenges when it converts to operating in the manner described in this plan. For example, when responsibilities and resources devolve to the school level, certain services which become the responsibility of a local school precinct may be best provided by someone outside the school. Experience shows that after schools receive their allocations of money, the schools begin to look for “free” services that may be obtained from Central Services. The demand for “free” services increases, thereby creating an ever increasing demand for more free services. This increasing demand, however, only happens when the service is subject to elasticity in demand. When there is no elasticity, the demand does not often grow. For example, the act of issuing paychecks does not provide any elasticity of demand because there are only so many payroll checks to be written. On the other hand, if Central Services offers consultants in language arts, schools may experience increasing demand for such consultants. The solution to this type of situation is to create a market-driven operation in which the requests by local school precincts for services from Central Services are made on a “school-to-pay” basis, meaning that money that is allocated to the local school precinct must be budgeted by the school

for the services. Thus, resources that previously funded the provision of those “free” services must be reallocated to the local school precincts so they are able to determine whether it is important enough to budget for a particular service, or whether to use the money allocated in another manner. In this way, the local school precincts will be able to use money allocated in the most efficient manner rather than just grabbing for free services.

The Schools. With an autonomous model, individual local school precincts are moved to the front and center, at the heart of the school district’s operations. Each local school precinct is placed in a unique position to respond to local circumstances, provide an arena for the creative and innovative talent of staff and accept ownership for the education of the pupils it is charged with serving. Operating in this manner makes it easier to identify problems and provide direct solutions.

There are several advantages to the local school precincts with this model. The local school precincts can resolve issues without having to go through various district offices. The surrounding community more readily identifies with the local school precinct. The operation of the local school precinct is much more easily understood than the operation of an entire school district. The local school precinct also provides an easy entry point for parents to make a difference and become meaningfully involved in its success.

With only one supervisor to oversee each local school precinct (the school associate superintendent), rather than multiple supervisors from independent offices, the work flow of assignments is monitored much more easily. In addition, the school associate superintendent is responsible for ensuring that the responsibilities assigned to the local school precincts are carried out in a timely manner. As a result, Central Services will operate much more efficiently.

The Principles of Organization. To successfully carry out this plan, the CCSD must have a clearly defined organizational plan coupled with a staff that shares the cultural values of the district. Given a supportive structure, effectiveness will depend largely on the commitment and motivation of the staff. The Superintendent must approve an explicit set of principles designed to communicate the manner in which all staff are expected to perform. These **Principles of Organization** need to be developed, internalized and approved as a district position.

Surveys. The results of surveys provide a powerful tool to achieve better performance. The effectiveness of surveys, in large measure, depends on the rigor of design, the response rate, and the follow-up actions. Surveys should be administered annually toward the end of the school year. Groups surveyed should include students, staff, parents and the community. To ensure that follow-up actions may be taken, the information collected from surveys needs to be separated by individual schools and units of Central Services. All results must be made public and reported separately for local school precincts, for organizational groupings of Central Services and the district.

Training for District-wide Implementation. Successful implementation of this plan will depend upon the preparation and training of the staff most directly involved in the transition, including the staff of Central Services as well as in the schools. Because training must precede implementation, the training must begin during the 2016-2017 School Year. The training program must be based on real situations that will be encountered in the actual implementation

of operating autonomous schools throughout the school district. The training provided must be consistent from the Superintendent to the individual staff members in the schools and Central Services. To this end, the training is to be provided using a pyramidal model which begins with training at the top of the organization and then moving down the organization providing training to related groups. For example, the supervisor and the persons supervised by the supervisor should be trained together to ensure they agree on commitments and to ensure consistency in practice.

The Superintendent and the school associate superintendents must be trained first. During the training, the Superintendent may choose to seek the assistance of a facilitator who has expertise in the operation of autonomous schools. Successful implementation relies upon establishing a common understanding of the principles of organization, acceptance of those principles and consistency in implementation by the Superintendent and the school associate superintendents. Different points of view may be expressed and deliberated during training, but once the group establishes a common understanding, the debate must end. Successful implementation requires consistency and adherence to the requirements established and agreed upon during the training.

Once properly trained, each school associate superintendent moves the training down the pyramid by taking responsibility for leading the training of the principals of the local school precincts assigned to them regarding the requirements for operating as a principal in an autonomous school model. School associate superintendents, having completed the training, will be prepared to provide the training to the principals without the assistance of a facilitator. If the school associate superintendent decides to seek the assistance of a facilitator, it is important that the school associate superintendent and the principal reach a common understanding and acceptance of the autonomous school model independent of the facilitator because after the training, the facilitator will leave and ownership for successful implementation rests with the principal and school associate superintendent who remain responsible for results of the school. It is very important that the requirements established apply equally to all members of the group, the supervisor and supervised. There is no hierarchy and any member has the right to call out another member of the group who violates the agreed upon requirements. This acceptance is a true test of an organization's culture.

After the principals complete the training, the principals are then responsible for communicating and arriving at a common understanding of the autonomous school model within their school communities. An ongoing program which involves staff must be made available at the school to ensure they understand the opportunities available to them at the school to participate in decision making. Likewise, an outreach program must be in place to inform parents about the autonomous school model and the opportunities available to them to participate as part of an organizational team which advises and assists the principal in developing a plan of operation for the school, which includes a budget for certain aspects of the local school precinct that have been transferred to the local school precinct to carry out.

School Program Planning and Budgeting. The core principle of this plan for the reorganization of the management of the CCSD is establishing the responsibility of local school precincts for results and aligning resources to the responsibility. This is a large undertaking and will be revised and clarified over time. As that occurs, the system will begin to operate more effectively

and additional responsibilities and corresponding allocations of money will be made to the local school precincts that previously were carried out by the central administration of the school district. In the first year, at a minimum, the local school precincts must be assigned the responsibility of budgeting for the staff at the local school precincts as well as for equipment, services and supplies relating to that responsibility and providing direct supervision of staff, including addressing certain disciplinary actions that do not involve a violation of law or which does not require an investigation to comply with law. The local school precincts will become more successful and efficient at budgeting as more responsibility for budgeting is transferred to them from previous central budgets. When local school precincts do not have the responsibility of budgeting for the needs of the local school precincts, planning by the local school precincts is extremely difficult. Further, if local school precincts lack control over their budgets, they are likely to continually seek to access funds and services available through Central Services rather than planning efficiently and independently for their actual needs.

Once the responsibilities of the local school precincts are defined and the dollars assigned, the task of distributing the resources to the local school precincts requires the development of allocation algorithms. This plan proposes the application of a weighted student formula which is based upon students and other identified factors. In the development of the weighted student formula, the goal is to distribute the existing available funds to the local school precincts in an equitable manner. The weighted student formula eliminates the thresholds that are inherent in a system in which an additional student may determine whether a school becomes entitled to a full-time counselor or, at another level, an additional student results in an additional administrator at the school.

The initial development of the weighted student formula must be based on the equitable distribution of funds existing in each of the following groups: elementary school, middle school, junior high school, high school, and identifiable learning groups. Whether to assign greater weight to a particular group is a separate consideration. One of the real benefits of the weighted student formula is that the system is less complicated, thereby providing for more informed involvement by staff and parents. Another benefit of the weighted student formula is that it becomes easier to identify whether any group is receiving special treatment. Equally, it becomes more clear whether lower socioeconomic neighborhood schools are underfunded or overfunded. With this information available, value judgments and decisions are more likely to be made on a rational basis rather than on bias. Because the Nevada Department of Education is already working on a weighted student formula, the Department must be tasked with establishing the formula to be used in the CCSD. If the CCSD wishes to apply a different weighting, it will apply to the Department for a variance.

The process used by the school to develop the school budget must include involving the wider school community. The form of that involvement must be communicated to staff and the community. Part of that process must include communicating the amount of money that is allocated to the local school precinct and the budget decisions that are made for the local school precinct. The process must include holding a public meeting to present the proposed budget.

School budgets must be established early to eliminate surprises and must be balanced within the amount of the allocation made to the school. Allocations must be reconciled to actual state count enrollments. Any year-end balance of a local school precinct will be carried forward.

Staff Costs for Local School Precincts. Historically, school districts have staffed schools on the basis of full time equivalents, referred to as FTEs. Staffing decisions have been made on the basis of obtaining the best teacher for the available position, regardless of salary. Because the autonomous school model converts all resources to dollars, if local school precincts were required to determine staff based on actual salaries, marked variation could exist in the cost to individual local school precincts based on the composition of their staff in terms of training and experience.

The argument for using actual salaries is that it is simple, low salary schools would be able to get more staff with lower class sizes and other benefits may accrue to the school. The argument against using actual salaries, however, is that the maximum salary is more than double the minimum salary and it would be impractical to implement such a variation based on actual salaries. No one argues that teachers receiving the maximum salary represent twice the value of teachers receiving the minimum salary. In addition, no one argues that teachers who receive the maximum salary should have twice the class size of teachers who receive the minimum salary.

The correlation between salary and teacher effectiveness is low. Furthermore, in making staffing decisions, a local school precinct should select the best teacher available for the position without compromising the decision based on salary. Attempts by schools that operate under this model to use actual salaries have not proven to be sustainable and have created administrative pressure to move teachers to other schools for the sole purpose of attempting to equalize salaries within a narrow range. Using actual salaries also does not solve the problem of attracting quality teachers to schools which are considered difficult assignments. Finally, when the CCSD operated the pilot program which made certain schools within the CCSD empowerment schools, the average unit cost operated as a successful measure for budgeting purposes for each year of the program. For these reasons, this plan recommends using the average unit cost when budgeting for staff.

Central Services Program Planning and Budgeting. Budgets for the services provided by Central Services should be developed on a modified zero-based model. This is especially important since many of these budget units previously budgeted funds for the schools.

Developing a modified zero-based budget provides transparency as to what responsibilities remain in each of the budgets of the various departments of Central Services. Central Services budgets are not based on an allocative system. Costs are based on actual cost with no provision for carrying money forward.

The form of modified zero-based budgeting needs to be defined by the district. Modified zero-based budgeting usually is planned on a minimum threshold of 80 to 85 percent of the previous year's budget as the base, with a provision to add individual stand-alone incremental packages not exceeding 10 percent.

Parental and Community Engagement. The mindset of the **Principalship** discussed above embraces the contribution of parents and the community. Parental and community involvement must become intertwined in the culture of the local school precinct and integral to its operation. The principal of the local school precinct must be responsible for creating this culture. This plan recommends creating an organizational team for each local school precinct consisting of parents, teachers and other licensed and unlicensed staff who will provide assistance and advice to the

principal in the development of a plan for the local school precinct, including the budget for the local school precinct. The principal should participate on the team as a nonvoting member. Others may also be included on the organizational team to receive input from other interested persons, including students and members of the community. Other methods of reaching out to the community may also be developed.

Appeal Process. This plan calls for transparency and, therefore, the budget plan developed by the principal must be explained in a public meeting where members of the public have an opportunity to comment and make suggestions. If those suggestions are not accepted and included by the principal, there must be a process by which an appeal may be taken to the school associate superintendent. This plan suggests that the organizational team be provided authority to appeal decisions of the principal to the school associate superintendent.

Principal Selection. This plan proposes that the principal of a local school precinct be selected in a collaborative manner. Because school staff, parents and the community are very helpful at identifying the needs of a school when a principal vacancy occurs, the plan further suggests that the organizational team establish a list of qualifications that the organizational team determines are desirable for the next principal. Because the person in the school district who should make the decision about the appointment of the principal is the person who will be responsible for removing the principal if the principal's performance is unsatisfactory, the Superintendent, in consultation with the school associate superintendent, must be responsible for hiring and appointing a principal to a local school precinct. After making the appointment, the Superintendent and school associate superintendent are accountable to the staff and community for competent leadership at the local school precinct.

School Year Operational Cycle. Whereas the existing operation places a premium on problem solving, this proposed plan instead requires much wider involvement of local school precincts and considerable advanced planning. This wider involvement in the program planning and budgeting, both in the local school precincts and Central Services, necessitates even more attention to timelines in order to meet critical commitments. Efficient operation of a local school precinct requires constant planning and communicating regarding events, dates and responsibilities. Such planning must be completed before the school year and during the school year and reviewed at the end of the cycle. Though the operational school year is 1 year, the entire planning and operating cycle is 2 years.

Another aspect of the 2-year cycle is the overlap of school years. While one school year is being planned, another is being carried out. This means that major changes in initiatives and priorities, as a result of the review of one year's results, are then included in the planning for the following year rather than in the current year which is already in operation.

Transition Costs. The reorganization described in this plan will have certain costs associated with it, especially for training and infrastructure. The amount of such costs that will be incurred is not fully understood at this time. However, whatever the cost, the plan will be cost neutral as resources will be reallocated within the CCSD. In addition, there will be significant savings to the CCSD from restructuring responsibilities within the central administration and more efficient spending by schools. In the end, the CCSD will have an organizational structure that supports a system which focuses on the actual needs of each individual school, provides transparency in

budgeting and spending, encourages more efficient and effective budgetary decisions and places more money in the schools to provide programming and services for pupils.

Oversight. To ensure that the plan is carried out, there must be oversight of the transition to the autonomous school model. This plan recommends that the Advisory Committee to Develop a Plan to Reorganize the Clark County School District continues to receive reports from the CCSD to ensure timely and effective implementation of the plan. It is also critical that the CCSD provide financial and other information to the Advisory Committee to assist with this oversight.

**RECOMMENDATIONS OF THE
ADVISORY COMMITTEE TO DEVELOP A PLAN
TO REORGANIZE THE CLARK COUNTY SCHOOL DISTRICT
(August 16, 2016)**

Background

The Advisory Committee to Develop a Plan to Reorganize the Clark County School District (Advisory Committee) consisting of nine Legislators was created pursuant to Assembly Bill No. 394 of the 2015 Legislative Session (A.B. 394). In addition to the Advisory Committee, a Technical Advisory Committee consisting of Legislators and other interested members of the community was created to provide input, advice and assistance to the Advisory Committee. The Advisory Committee held eight public meetings to discuss the structure and organization of the Clark County School District and heard from various experts regarding the organization of large school districts. The Technical Advisory Committee held 10 public meetings. In April, the Advisory Committee approved the employment of a consultant to assist the Advisory Committee in developing a plan for the reorganization of the Clark County School District that would provide more decision making at the school level. The consultant provided ideas for implementing a structure throughout the Clark County School District which provides for site-based decision making, similar to the empowerment school model which was piloted in the Clark County School District through 2011. Based upon the ideas and plan developed by the consultant and the input from the Technical Advisory Committee and the public, the Advisory Committee established draft proposed regulations to carry out the specific recommendations of the Advisory Committee. Initial draft regulations were approved by the Advisory Committee on July 1, 2016, but were then revised based upon further consideration.

In accordance with the requirements of A.B. 394, the Board of County Commissioners for Clark County subsequently held eight town hall meetings throughout Clark County to solicit input from and provide information to the public regarding the plan to reorganize the Clark County School District. As a result of those public meetings and further input from stakeholders, additional details and recommendations were added to the draft proposed regulations. The Advisory Committee held an additional meeting on August 16, 2016, during which additional changes were proposed to the regulations and recommendations. Draft revised proposed regulations were drafted and sent to the Board of Education which include the revisions that were unanimously approved by the Advisory Committee. This document sets forth the specific recommendations of the Advisory Committee to carry out the plan that was developed by the consultant and which are encompassed in the draft revised proposed regulations that were forwarded to the State Board of Education for its consideration and adoption.

Recommendations

The Advisory Committee makes the following recommendations to reorganize the Clark County School District (School District):

I. Creation of Local School Precincts.

A. **Converting Schools:** Each public school within the School District, except for charter schools and university schools for profoundly gifted pupils, shall become a local school precinct and must operate using site-based decision making. (Sec. 13) This means that decisions will be made by the school for the school. Specialty schools such as magnet schools will also become

local school precincts, but such schools must not be reduced in size or have their funding reduced as a result of this reorganization unless otherwise provided by law, the reduction or conversion is recommended by the local school precinct and agreed to by the School District or the Superintendent determines with the approval of the Board of Trustees that there is good cause to reduce the size or convert the specialty school. (Secs. 13 and 17)

B. Allocation of Money: The Central Services of CCSD (Central Services) must allocate money to each local school precinct each year on a per pupil basis (see below). The local school precinct then budgets for the use of the money allocated.

C. Transfer of Authority to Local School Precincts to Carry Out Certain Responsibilities: Each year the Superintendent of the School District (Superintendent) must determine, in consultation with the school associate superintendents, the principals and the organizational teams of the local school precincts, the amount of authority that will be transferred to each local school precinct to carry out responsibilities previously held by the Central Administration of CCSD. (Sec. 14) The Superintendent must transfer, at a minimum, authority to each local school precinct to:

1. Select the staff for the local school precinct.
2. Provide direct supervision of staff, including addressing certain disciplinary actions that do not involve a violation of the law or require investigations.
3. Procure such equipment, services and supplies for the local school precinct as necessary or advisable to carry out the plan of operation for the local school precinct. The local school precinct will only procure equipment, services and supplies necessary to carry out the plan. Such equipment, services and supplies may be procured from the School District or elsewhere.
4. Develop a balanced budget for the local school precinct for the use of the money that is allocated to the local school precinct.
5. Carry out any other responsibility for which authority has been transferred with approval of the Board of Trustees of the School District.

D. Selection of Licensed Teachers: When selecting staff for the local school precinct, the principal must select teachers who are licensed and in good standing before selecting substitute teachers to teach at the local school precinct and must make every effort to ensure that effective licensed teachers are in the classrooms. (Sec. 14)

E. Local School Precinct to Benefit From Cost Savings: Any cost savings that are realized by the local school precinct must remain in the budget for the local school precinct and be used for other purposes. (Sec. 15) For example, if a local school precinct cannot employ licensed teachers, any savings from employing a substitute teacher must remain with the local

school precinct and be used for the benefit of the pupils at that school. This may be accomplished by budgeting based on average unit cost and having a separate cost for teachers and substitute teachers. In this manner, any savings realized from hiring a substitute will remain in the budget of the local school precinct.

F. **Additional Allocation of Money:** If authority is transferred to allow a local school precinct to carry out any additional responsibility, a corresponding additional amount of money must be allocated in an amount equal to the amount that the School District would pay to carry out the responsibility. (Sec. 14)

II. **Organization of Local School Precincts.**

Each local school precinct will have a principal who is responsible for the local school precinct. (Sec. 23) As discussed below, a school associate superintendent will be assigned to oversee up to 25 local school precincts. (Sec. 20)

A. **Organizational team:** The principal of the local school precinct must establish an organizational team. (Sec. 23)

1. **Membership:** The organizational team must consist of 50 percent parents if available, and if not, the greatest number available and up to four teachers or other licensed personnel and one member of the support staff if there are fewer than four teachers or other licensed personnel serving as members, and two members of the support staff if there are four members who are teachers or other licensed personnel. If the local school precinct is a middle school, junior high school or high school, a pupil who attends the local school precinct must serve as a nonvoting member of the organizational team and provide advice and assistance concerning the plan of operation that is developed for the local school precinct. The principal assists with organizing the team but serves as a nonvoting member of the organizational team. Each category of membership must select the member or members for that category independent of the principal. The principal must ensure that each member who is a parent is informed that the member is not an employee of the local school precinct or the School District and of any potential liability for serving as a member. The organizational team may also elect to have a nonvoting advisory member from the community at large. (Sec. 25)

2. **Purpose:** The organizational team will provide advice and assistance to the principal in the development and implementation of the plan of operation for the local school precinct and assists with the selection of the principal of the local school precinct when a vacancy occurs. The organizational team must also be allowed to provide input regarding the principal up to two times each school year to the school associate superintendent. (Sec. 27)

3. **Organization:** The members of the organizational team will serve for a term of 1 year and may serve additional terms. Meetings must be open to the public unless confidential

information is being discussed. The organizational team must meet at least monthly throughout the school year and the members serve without compensation. (Sec. 26)

B. Principal of the Local School Precinct: The principal of the local school precinct is responsible for developing a plan of operation for the local school precinct with the assistance and advice of the organizational team and is responsible for selecting staff for the local school precinct as necessary to carry out the plan of operation. (Sec. 23)

1. **Selection of the Principal:** The principal of a local school precinct must be selected in a collaborative process. (Sec. 27)

(a) **Superintendent Role:** The Superintendent of the School District must post notice of a vacancy in the principal position and conduct preliminary interviews of candidates. After the preliminary interviews, the Superintendent must submit a list of three to five candidates to the organizational team. (Sec. 27)

(b) **Organizational Team Role:** The organizational team must establish a list of qualifications for the principal position and provide the list to the Superintendent. One member of the organizational team must be allowed to participate in interviewing candidates with the Superintendent. When the Superintendent provides the list of qualified candidates to the organizational team, the team must recommend which candidate to hire for the position. The Superintendent then decides, in consultation with the school associate superintendent who oversees the local school precinct, whether to hire the candidate. Once hired, the Superintendent has sole discretion to make employment decisions regarding the principal. (Sec. 27)

2. **Plan of Operation:** Each principal is required to develop a plan of operation for the local school precinct which includes the budget of the local school precinct that itemizes the manner in which money allocated to the local school precinct will be used as well as a plan to improve the achievement of pupils enrolled in the local school precinct, regardless of whether such a plan is required by statute. (Sec. 23)

(a) **Average Unit Cost:** In developing the budget for the local school precinct, the average unit cost for each type of employee will be used instead of the actual cost. (Secs. 15 and 23) In this manner, the local school precinct is encouraged to make the best hiring decision for the local school precinct without regard to cost. In addition, a separate average unit cost must be established for teachers and substitute teachers. (Sec. 15) In that way, if a teacher shortage prevents the local school precinct from filling every classroom with a teacher, the savings in cost will remain with the school so that it can obtain additional services to benefit the pupils enrolled at that local school precinct. After July 1, 2018, the Department of Education is required to assess the equity of using the average unit cost for budgeting by the local school precincts and the financial impact of using the average unit cost. Based upon the assessment, the Department must recommend whether the average unit cost should continue to be used. (Sec. 35)

(b) **Actual Cost of Equipment, Services and Supplies:** In contrast to the average unit cost for budgeting for staff, the budget must reflect actual costs for equipment, services and supplies. (Secs. 15 and 23) The Superintendent is required to provide a list of the equipment, services and supplies that a local school precinct may obtain from the School District each year and the amount charged by the School District must not exceed the actual cost to the School District. (Secs. 15 and 23)

(c) **Presentation at Public Meeting:** Once the plan of operation is established, the principal must present the plan at a public meeting held at the local school precinct. (Sec. 24)

(d) **Approval of the Final Plan by the School Associate Superintendent:** Once finalized, the principal must submit the plan of operation to the school associate superintendent for approval. (Sec. 24) The plan must be approved within 10 days unless it violates law or policy of the School District. Once approved, the plan must be posted on the Internet websites of the School District and the local school precinct so that any member of the public may review the plan.

(e) **Appeal Process:** If an organizational team objects to any part of the final plan of operation for the local school precinct that is submitted by the principal, the organizational team must be allowed to appeal to the school associate superintendent. The school associate superintendent must consider the recommendations of the organizational team and decide whether to approve the plan or ask the principal to revise the plan. If the school associate superintendent approves the plan despite the objections from the organizational team, the team may then appeal to the Superintendent whose determination is final. (Sec. 28)

(f) **Budget Amendments:** Adjustments to the budget may be made by the principal if necessary after it has been approved upon consultation with the organizational team and approval by the school associate superintendent. (Sec. 24)

C. **Community Input:** Local governmental entities must be allowed to create Community Education Advisory Boards to provide advice and assistance to the organizational team of any local school precinct and the Board of Trustees of the School District. (Sec. 29)

D. **Assignment of Staff of Central Services to Local School Precinct:** If any member of the staff of Central Services is assigned to provide services at a local school precinct on a temporary or permanent basis, the decision regarding the assignment and any subsequent decisions regarding reassignment must be made in consultation with the principal of the local school precinct and the school associate superintendent. (Sec. 14)

III. **Organization of Central Services:** Under the reorganization plan, the Central Services of the School District continues to serve the local school precincts in a meaningful and valuable manner, in a partnership with the local school precincts.

A. Responsibilities of the School District: Any responsibility that has not been transferred to the local school precincts to carry out remains with and must be carried out by the School District, including, without limitation: negotiating the salaries and benefits and other conditions of employment of all staff for the local school precincts; transportation services; food services; risk management services; financial services, including payroll; qualifying employees for any position within the School District; services to promote and ensure equity and diversity; services to ensure compliance with all laws relating to civil rights; identification, evaluation, program placement, pupil assignment and other services provided to certain pupils pursuant to federal law; legal services; maintenance and repair of buildings; maintenance of the grounds of the school; custodial services; implementation of the master plan developed for English Language Learners; internal audits; information technology services; police services; emergency management services; carrying out state mandated assessments and accountability reports; and capital projects. Each year, the Superintendent will consult with the school associate superintendents, principals of the local school precincts and organizational teams to determine whether to transfer authority to carry out additional responsibilities to one or more of the local school precincts. (Sec. 14) Any such transfer of authority must also be approved by the Board of Trustees.

B. Service Orientation: With more autonomy to make decisions provided to the local school precincts, the School District must become more service oriented and provide services to the local school precincts in a timely manner. If the School District cannot provide any necessary maintenance or repair in a timely manner, it must, at the expense of the School District, arrange for another business or entity to provide the maintenance or repair or take such actions as necessary so that the local school precinct and the pupils and others at the local school precinct are not adversely affected. (Sec. 14)

C. School Associate Superintendents: The current structure of the School District must be changed so that there is one school associate superintendent who oversees up to 25 local school precincts. (Sec. 20) Those local school precincts are accountable to that school associate superintendent and that school associate superintendent will serve as the point of contact for the local school precinct with the School District.

1. Selection of School Associate Superintendent: The school associate superintendent must be selected in a collaborative process. (Sec. 20)

(a) Superintendent Role: The Superintendent of the School District must post notice of the vacancy and interview qualified candidates for the position.

(b) Involvement of Others: At least one but not more than two representatives of the principals of the local school precincts overseen by the vacant position must be allowed to participate in the interviews of candidates. In addition, either a representative of a municipality

or county, whichever has the most schools that are overseen by the vacant position, must also be allowed to appoint one representative to participate in the interviews of candidates.

(c) **Public Meeting:** Before hiring a candidate, the Superintendent must notify the governing body of the city or the Board of County Commissioners for Clark County, whichever has the most schools that are overseen by the vacant position, of the candidate whom the Superintendent intends to hire. The city or county, as applicable, may then hold a public meeting at which the Superintendent and the candidate for the vacant position must appear to answer questions and receive public input.

(d) **Final Selection:** After the public meeting, or if no such meeting is held, the Superintendent decides which candidate to hire in his or her sole discretion. After the candidate is hired, the Superintendent has authority to make any employment decisions regarding the school associate superintendent in his or her discretion.

2. **Responsibilities of the School Associate Superintendent:** With respect to the local school precincts to which the school associate superintendent is assigned, the school associate superintendent is responsible for training and supervising the principals, approving the plans of operation, ensuring that the local school precincts remain in compliance with the law, and any other duties assigned by the Superintendent. The school associate superintendent must provide quarterly reports in person to certain local governmental entities. The school associate superintendent is responsible to the Superintendent and is accountable for the performance of all of the local school precincts to which he or she is assigned. The performance of the local school precincts must be measured by: (1) annual surveys administered to stakeholders; and (2) progress made toward satisfying the goals and objectives set forth in the statewide system of accountability for public schools. (Sec. 21)

IV. **Financial Transparency and Planning:** The School District must compile and provide financial information to provide transparency and to allow the local school precincts to understand their budgets.

A. **Estimates:** On or before January 15 of each year, the Superintendent must make certain estimates so that the local school precincts may begin to plan for the next school year. (Sec. 15)

1. **Average Unit Cost:** The Superintendent must estimate the average unit cost for each type of employee employed by a local school precinct. In determining the average unit cost, a different average unit cost must be established for teachers and substitute teachers. (Sec. 15)

2. **Available Equipment, Services and Supplies:** The Superintendent must provide a list of equipment, services and supplies that a local school precinct will be able to purchase from the School District, including the cost of such equipment, services and supplies. The School

District must not charge more than its actual cost for the equipment, services and supplies. (Sec. 15)

3. **Anticipated Amount of Unrestricted Money:** The Superintendent must estimate the anticipated total amount of unrestricted money that the School District will receive from all sources. The sources of all money must also be identified. Money should not be identified as restricted unless restricted by law, if proscribed by the Department of Education or the money has been otherwise encumbered. (Sec. 16)

4. **Percentage of Unrestricted Money to be Allocated:** The Superintendent must estimate the percentage of unrestricted money that will be allocated, which must equal not less than 80 percent of the total unrestricted balance for the 2017-2018 School Year, and not less than 85 percent of the total unrestricted balance each year thereafter. (Sec. 16)

5. **Categorical Funding:** The Superintendent must identify any anticipated categorical funding to be received by the School District and any restrictions on its use. (Sec. 16)

6. **The Amount of the Allocation:** The Superintendent must estimate the total allocation that will be made to each local school precinct. (Sec. 16)

7. **Responsibilities of Central Services:** The Superintendent must establish the responsibilities anticipated to be carried out by Central Services and those for which authority to carry out will be transferred to one or more local school precincts. (Sec. 16)

8. **Estimates to be Published:** The estimates made by the Superintendent must be posted on the Internet website of the School District and made available upon request. (Sec. 16)

B. **Year-End Balance Carry Forward:** The local school precinct must carry forward its year-end balance to the next school year. The School District must account for any such amount that is carried forward as a restricted fund balance. (Sec. 15)

C. **Weighted Student Formula:** The amount to be allocated to each local school precinct must be determined on a per pupil basis after applying a weighted formula to certain categories of pupils. (Sec. 17)

1. **Establishing the Weights:** The School District must apply the same weights and distribution of weights that are established by the Department of Education. In addition, if the School District wishes to apply different weights or distribution of weights than those established by the Department, the School District may apply to the Department for a variance. (Sec. 17)

2. **Weighted Funding Must not Affect Certain Schools:** Applying the weighted formula must not cause the funding for specialty schools and rural schools to be reduced. (Sec. 17)

D. **Allocation:** On or before January 15 of each year, the Superintendent must inform each local school precinct of the anticipated amount of money that will be allocated to the local school precinct for the next school year. (Sec. 18)

1. **Determination of Amount:** The allocation must be based upon the number of pupils in each category who attend the local school precinct after applying the appropriate weight. (Sec. 18)

2. **New Local School Precinct:** If a new local school precinct is added to the School District, the School District must estimate the number of pupils in each category who will attend the new local school precinct and make any adjustments to the allocation of an existing local precinct based upon anticipated changes to the existing local school precinct as a result of the new local school precinct. (Sec. 18)

3. **End of Year True-Up:** The estimated allocation for the next school year must be adjusted on or before November 1 of each year to reflect the actual number of pupils in each category who attended the local school precinct. (Sec. 18)

E. **Determination of Actual Spending:** On or before November 1 of each year beginning in 2018, the Superintendent must determine the actual amount that was spent by the local school precincts and make that information available on the Internet website for the School District and to any person upon request. (Sec. 19) Such information must include:

1. The total amount allocated to each local school precinct and the actual amount expended by the School District for each local school precinct.

2. The amount budgeted for each local school precinct for teachers and the amount actually expended by the School District for teachers at each local school precinct.

3. The number of teacher vacancies at each local school precinct and the amount of money that the local school precinct had available to use as a result of salary savings from the vacancies.

4. The amount budgeted by each local school precinct for each type of employee other than teachers and the actual amount expended by the School District for such employees.

V. **Accountability:** Information must be made public which identifies how the local school precincts have been performing and how well the Central Services of the School District has been performing. (Secs. 30 and 31)

A. **Surveys:** The stakeholders involved with local school precincts must provide input concerning the manner in which the local school precincts and the Central Services of the School District operate so that any necessary adjustments may occur. Therefore, the Superintendent must provide surveys to be administered to employees, parents, legal guardians and pupils.

Surveys must also be given to the staff of Central Services. A summary of the results of the surveys must be made public and must be separated by groups of respondents and as overall results. (Sec. 30)

B. Superintendent's Report: Each year the Superintendent must prepare a report with information about the authority that has been transferred to the local school precincts to carry out responsibilities, a summary of the survey results, an assessment of the performance of the local school precincts, an assessment of the effectiveness of operating the School District under school-based decision making and with more autonomy. The report must also identify any recommendations for regulations or legislation that would improve the operation of the School District. The report must be provided to the Governor, the Department of Education and the Legislature. (Sec. 31)

VI. Oversight and Implementation of Recommendations.

A. Cost: The cost of carrying out the reorganization of the School District must be paid for by the School District through the redistribution of existing money. (Sec. 32) If the Advisory Committee employs a consultant to oversee the transition of the School District in the manner recommended herein, the School District must be required to reimburse the Advisory Committee for the cost of the consultant. (Secs. 32 and 33)

B. Cooperation with Advisory Committee: The School District and the Superintendent must continue to cooperate with the Advisory Committee during the transition of the School District and must provide any financial or other information requested by the Advisory Committee so that the Advisory Committee may ensure that the plan to reorganize the School District is carried out. (Sec. 33)

C. Review by Department of Education: The Department of Education must determine whether any revisions are necessary to the licensing requirements of principals to ensure they are prepared to act as principal of a local school precinct. (Sec. 34) After the first year, the Department must also assess the equity of using the average unit cost for budgeting for the local school precincts and its financial impact on local school precincts. The Department must then determine whether a different manner of budgeting for salaries and benefits should be used. (Sec. 35)

D. Timing: The plan to reorganize the School District must be carried out so that the local school precincts are operating districtwide beginning with the 2017-2018 School Year.