Critical Issues Facing Nevada's 2019 Legislative Session

Clark County Education Association

CCEA

Clark County Education Association

the union of teaching professionals

Table of Contents

Critical Issues Facing Nevada's 2019 Legislative Session

Clark County Education Association

The Clark County Education Association (CCEA) represents over 18,000 licensed professionals in Clark County School District. CCEA is a non-partisan organization advocating for strategic solutions for our public education system with an emphasis on Clark County School District. We are an evidence-based advocacy group that has been active in the last several legislative sessions joining with lawmakers and other stakeholders in successfully passing legislation and funding for our public schools.

In this portfolio, we have outlined our key priorities for the 2019 Nevada Legislative Session, which address a range of issues, for increasing revenue and addressing the funding formula, to giving our educators the working conditions — and our students the learning conditions — that they need to succeed.

Reforming the Nevada Plan

We have a bold legislative agenda when it comes to education, and the cornerstone of that is reforming the Nevada Plan. Everyone involved in Education in our state is in agreement with the needs to happen, but the realities of Nevada politics have repeatedly complicated any efforts to do so. We understand these realities and have developed a realistic proposal to take concrete steps towards a permanent fix.

Authorizing Additional Funding for Our Schools

When it comes to education policy and improving our schools, it all comes down to the need for additional funding. We believe that while we need to be ambitious, we also need to be realistic and make concrete gains sooner rather than later. We need additional funding from the State, but we also need to give our community a say in the process.

The Systemic Problem of High Class Size

Ask any educator in Clark County what their number one complaint about our education system is and you will likely hear about class size. It's no surprise; Nevada has among the highest class sizes in the nation. We can and must address this issue, for the sake of our students.

Nevada's Teacher Turnover: A Symptom of a Larger Problem

Local and state policymakers have sought to implement policy-based solutions to curb teacher turnover and increase the teacher pipeline but have merely constructed short-term solutions to long-term problems. Nevada has filled classrooms with under prepared teachers but has done little to stop the revolving door of teachers leaving the profession. The Clark County Education Association believes that this is a symptom of a much larger problem. Creating a systemic and holistic solution aimed at improving the comprehensive school system will move Nevada forward.

Attracting and Retaining National Board Certified Teachers to Nevada's Title I Schools

Chronic under staffing of Nevada's Title I schools creates inequity in educational opportunities for Nevada's neediest students. We believe an additional state incentive for National Board Certified teachers who serve in Title I schools is a low-cost, high-yield solution to the issue of attracting and retaining highly effective teachers for the students that need them most.

Reforming the Nevada Plan

Clark County Education Association | January 2019

Improving Education Funding Distribution in Nevada

For years, education advocates and policy makers have attempted to reform the Nevada Plan for School Finance, the primary funding formula that informs K-12 education spending in Nevada. As readers of this paper probably know, the original Nevada Plan was created in 1967 in response to Nevada's growing and demographically changing student population. Since then, revenue sources that fund the Nevada Plan have changed substantially, but at its core, the formula that guides the Nevada Plan has remained largely intact. For decades, studies have been conducted on how to reform the Nevada Plan. Generally, these studies have called for a transformation of the Nevada Plan that would result in a weighted per-pupil funding formula, where districts with students that have certain characteristics are allocated incrementally more money within the plan. These studies have also called for numerous technical changes to the Nevada Plan, each of which have been studied, and a few of which that have been implemented. Simultaneously, several revenue streams have been added to the Nevada Plan, including:

- More Local School Support Tax (i.e., local sales tax)
- A portion of the hotel room tax
- Other smaller revenue streams

In sum, substantial changes have been made to the Nevada Plan over the years, but the core funding plan for schools has remained intact.[1] However, during the administration of Governor Brian Sandoval, a complex and multi-faceted approach was taken to reforming the Nevada Plan, one that has laid the groundwork for wholesale reform of the 50-year-old funding formula. In the coming few pages, we will review efforts to reform the Nevada Plan over the Sandoval Administration, and suggest actions that can be taken by the next governor and the Nevada Legislature to finally, and completely, reform the formula that funds K-12 education in Nevada.

Nevada Plan Reform During the Sandoval Administration

2011 and 2013 Nevada Legislative Sessions

Beginning in 2011, Governor Brian Sandoval and the Nevada Legislature began to take steps to enact meaningful change in the Nevada Plan. In 2011, the Nevada Legislature and the Sandoval Administration opted to continue a temporary increase in Nevada Plan taxes first authorized by the Nevada Legislature in 2009 over the objections of then Governor Jim Gibbons, and it opted to add room taxes raised by Initiative Petition 1 to the DSA. During the 2011 interim, the Legislature also authorized a study on Nevada Plan reform. The study, conducted by the American Institutes for Research (AIR) provided a framework that still informs the debate today. Namely, the AIR study recommended study and modification of the factors that inform the Nevada Plan, including:

- A review of teacher allotment tables and full time equivalent (FTE) expenditure data
- A review of the way the DSA groups districts for calculations
- Embedding pupil-weighted adjustments for At-Risk[2] and English Language Learner pupils into the plan
- Changing the way that special education is funded within the Nevada Plan[3]

Finally, the AIR report highlighted a few large issues, ones which it provided some guidance but not specific recommendation:

- AIR concluded that Nevada Plan's basic support ratios "are based on incrementally adjusted historical expenditure data rather than on data that accurately takes into account the differential cost of providing education across the various districts in the state." AIR suggested that this should change.
- AIR concluded that Nevada Plan relies exclusively on horizontal equity (treating pupils in like circumstances similarly) and not vertical equity (treating pupils in different circumstances according to their differentiated needs.) [4] AIR suggested that Nevada should move to a funding formula with per-pupil weights to address vertical equity.

---

1 https://www.leg.state.nv.us/Division/Fiscal/NevadaPlan/Nevada_Plan.pdf

2 Generally, At-Risk pupils have been defined as pupils who qualify for free or reduced-price lunch. For the purposes of this paper, we accept this definition.

3 https://www.air.org/sites/default/files/downloads/report/AIR_NV_Funding_Study_Sept2012_0.pdf

4 https://www.air.org/sites/default/files/downloads/report/AIR_NV_Funding_Study_Sept2012_0.pdf Pg 15

To help policy makers understand these issues, AIR created a Funding Adjustment Simulator for the state, and demonstrated how various adjustments, like adding a factor related to the Comparable Wage Index (CWI) or changing factors related to density and rurality would have an impact on funding distribution. Ultimately, AIR suggested the Legislature use its discretion to address these issues, as it recognized that they could be politically sensitive. It also recommended a three-to-five-year phase in period for major changes to the formula. As a result of the AIR Study, Nevada's Legislature moved in two parallel directions:

- It began to change certain factors related to the Nevada Plan and lay the groundwork to shift the way it funded Special Education within the Nevada Plan, and;
- It opted to enact categorical grant programs to address the vertical equity issue temporarily while additional groundwork was laid for the adoption of a weighted per-pupil funding formula.

In 2013, as the state began to recover from the Great Recession, Nevada began to increase its investment in K-12 education. Increased revenues from DSA sources allowed the Legislature to increase the state basic support guarantee by 4% in the first year of the biennium. Democrats in the legislature, led by Senator Mo Denis, also put a down payment on the pupil-weighted adjustments by passing the Zoom School program. The program, a categorical grant aimed at improving outcomes for English language learners, was funded outside of the DSA using general fund dollars. The Legislature also passed S.B. 500, which created the Task Force on K-12 Public Education Funding and the Task Force on K-12 Public Education Funding Technical Advisory Committee. The Legislature directed both committees to recommend "a plan for funding public schools based upon a weighted formula that takes into account the individual educational needs and demographic characteristics of pupils."[5] Ultimately, this committee made a few recommendations that became important going forward:

- The Committee recommend that Nevada phase-in ELL and At-Risk pupils over time, first as categorical grants, and then as a part of the overall funding formula.
- The Committee also recommended that school districts submit plans on how weighted funding would be used to improve academic performance among those subgroups.

These and other recommendations turned into a bill draft, and they informed the debate in the next session.

During the 2013-14 interim, Augenblick, Palaich, and Associates (APA) and the UNLV Lincy Institute released an "Adequacy Study" which sought to inform the Legislature of the adequate amount of money to fund Nevada's education system. The study suggested a weighted funding formula with a base of $8,251 and weights for ELL, At-Risk, and Special Education pupils. The study suggested that $1.63B was needed in 2012 to adequately fund the education system, a figure that represented a nearly 50% increase in total K-12 education spending in Nevada.[6]

5 S.B. 500 (2013)

6 https://digitalscholarship.unlv.edu/cgi/viewcontent.cgi?article=1019&context=lincy_publications

Also, during the 2013-2014 interim, the Nevada State Education Association (NSEA) led an effort to drastically increase education funding through ballot initiative. The Education Initiative, also known as the Margins Tax, would have raised $750M per year for the Distributive School Account (DSA), but was soundly defeated by a 4-1 margin after the business community, AFL-CIO, and a bipartisan group of state leaders announced their opposition to this bad tax policy. The divisive Margins Tax debate bolstered turnout among Nevada's Republican electorate and contributed to a Republican takeover of both houses of the Nevada Legislature. Given the failure of the Margins Tax, there was little political appetite to take on the recommendations of APA and the UNLV Lincy Institute; however, Legislators and the Governor were prepared to take meaningful steps to fund education in the next session.

2015 Nevada Legislative Session

In 2015, led by a newly re-elected Governor Sandoval, bipartisan majorities of the Nevada Legislature passed more than a dozen categorical funding programs aimed at augmenting the total expenditure on K-12 education. To pay for these programs, the Legislature, with the support of the Governor and many in the business community, also passed a package of new taxes. Included in the tax package was a new tax on the gross revenue of large companies, known as the Commerce Tax, an expansion of the Modified Business Tax (MBT), and a permanent extension of the 2.6% Local School Support Tax (LSST), one of the primary mechanisms to fund education in the Nevada Plan.

In 2015, the Legislature also made a solid commitment to address vertical equity in the Nevada Plan by passing S.B. 508, which "expressed the intent of the Legislature to provide additional resources to the Nevada Plan... for certain categories of students with unique needs, including, without limitation, pupils with disabilities, pupils who are limited English proficient, pupils who are at risk, and gifted and talented pupils." Among other things, S.B. 508 removed previous Nevada Plan provisions related to "special education funding units and replace[d] them with a weighted average per pupil" for special education. [7] It also required the Superintendent of Public Instruction to transition to an Equity Allocation Model, "calculated as a basic support guarantee" and "incorporat[ing] factors relating to wealth in a school district, salary costs, and transportation." Finally, S.B. 508 required the Superintendent to recommend changes to the Nevada Plan on a biennial basis.[8]

In the 2015-2016 interim, the Department of Education convened an Equity Allocation Model Working Group, which studied the Nevada Plan and made various small changes to the funding formula. [9] In the course of the Department's studies, an important contribution to the debate was made by the Education Spending and Government Efficiency (SAGE) Commission, led by State Superintendent Dale Erquiaga and Glenn Christenson, a prominent business leader. The SAGE Commission found that Nevada Plan allocations would change significantly if actual spending at the state's largest districts changed. If, for example, "a single 10% salary increase" for teachers in the Clark County School District was instituted, it would result in "a shift of $15,160,208 being diverted away from all other districts" to the benefit of both the Clark County School District and the Washoe County School District. Conversely, if a 10% salary increase was instituted in the

7 https://www.leg.state.nv.us/Division/Research/Publications/SoL/2015SoL.pdf Pg 101

8 https://www.leg.state.nv.us/App/InterimCommittee/REL/Document/6667

9 Nevada Legislative Counsel Bureau, Summary of Legislation, S.B. 483 (Chapter 487), pg 251. https://www.leg.state.nv.us/Division/Research/Publications/SoL/2015SoL.pdf

"centralized group" of smaller districts, it would result in a shift of $2,172,624 diversion to these districts and away from all other districts. In other words – if labor costs increase in the larger districts, it causes large consequences for other districts. The Department suggested further study of this issue in the 2017-2018 interim.[10]

2017 Nevada Legislative Session

In 2017, the Legislature continued its efforts to make formula investments in special education and categorical investments in vertical equity for students in poverty and English Language Learners, but added a new program aimed at providing direct funding for struggling students. S.B. 178, authored by Senator Mo Denis, provided $1200 per pupil to students who had certain characteristics, including:

- English learners or pupils who are eligible for a free or reduced-price lunch
- Pupils who scored at or below the 25th percentile on certain assessments of proficiency
- Pupils who are not enrolled at a Zoom School or Victory School;[11] and
- Pupils who do not have an individualized education program

This funding mechanism was the first of its kind that provided direct funding based on the characteristics of pupils within a school district. The funding was directly allocated to districts with strict instructions to provide grants to schools with certain student populations, and is, to date, the closest that Nevada has ever gotten to making good on the promise of weighted per-pupil funding. It is important to note that S.B. 178, like the other categorical grant programs passed in the 2015 session, was not a change to the Nevada Plan. Rather, it was a program added in addition to the Nevada Plan, and it did not directly affect how base resources for K-12 education are distributed to school districts. While this measure was a step in the right direction, a CCEA analysis of the program revealed that only 22% of CCSD's ELL and FRL students were covered by SB 178 and other programs aimed at English Language Learners and students in poverty.

10 https://www.leg.state.nv.us/App/InterimCommittee/REL/Document/6667

11 The Victory Schools program was created by the passage of S.B. 432 in 2015. Similar to the Zoom Schools program, the Victory Schools program significantly expands educational offerings at selected schools to address the needs of children in poverty.

2018 — Another Study

In the 2017-2018 interim, the Legislature and the Department of Education commissioned yet another study that addressed the Nevada Plan. The study, again conducted by Augenblick, Palaich, and Associates (APA) updated the 2012 AIR study and investigated the base amount of funding required for an adequate education in two ways, by surveying a panel of professional educators, and by conducting evidence-based research on the amount of funding that is typically needed for adequate funding locally and around the country. The results of this study again suggested that billions of additional revenue would be necessary to adequately fund schools.[12] Given the Legislature and voters' reticence to approve increases to general education funding of this magnitude,[13] CCEA doubts that this study's recommendations will be implemented in full; yet, the study's findings are worthy of careful consideration.

To evaluate adequacy from an evidence-based approach, the APA Study reviewed current expenditures at seven high performing but disadvantaged schools (four urban elementary schools, one exurban elementary school, one rural elementary school and one rural middle school), in order to get an idea of how these schools were spending money.

These case studies revealed that the selected high-performing-but-disadvantaged schools exhibited the following characteristics:

- Smaller class sizes: 15:1 at lower grades and 25:1 in higher grades
- Leaders who give trust and autonomy to teachers
- A collaborative culture
- A relatively stable teaching staff
- Extended learning time
- Strong Response to Intervention (RTI) systems
- Preschool programs[14]

Here, it should be noted that the schools studied by APA are much smaller than the average at CCSD. The three CCSD elementary schools included in the case study were 28% smaller than the average CCSD elementary school.[15] [16] Two of the three CCSD elementary schools evaluated have higher ELL populations than average CCSD

---

12 https://www.reviewjournal.com/news/politics-and-government/nevada/nevada-legislators-told-education-funding-is-58-of-adequate/

13 This reticence was on display in the debate on the Margins Tax. In 2013, Nevada's Legislature considered an indirect initiated state statute (I.P. 1 [2013]) from the Nevada State Education Association (NSEA). The measure was estimated to have raised approximately $750M in revenue for education in its first year of enactment. During the first 40 days of the 2013 session, the Legislature had an opportunity to adopt, reject, or propose an alternative measure (pursuant to Article 19 Section 2 of the Nevada Constitution) but instead declined to hold a vote. Pursuant to the Nevada Constitution, voters considered the measure put forth by NSEA but rejected it by a margin of 4-1.

14 https://www.leg.state.nv.us/App/InterimCommittee/REL/Document/12828

15 For the 2016-17 school year, Bracken ES enrollment: 510; Mackey ES enrollment: 534; Vegas Verdes ES: 618; Mean CCSD enrollment for ES: 698; Median CCSD ES enrollment: 709.

16 All averages included in this document exclude schools classified as "small rural schools" by the CCSD reorganization

elementary schools, and another two of the three have lower FRL eligible populations than the CCSD average.[17] [18] Furthermore, two of the three CCSD elementary schools studied are magnet schools, meaning they get extra general fund resources for special programs.[19] While these schools are valuable to look at from a case study approach, their expenditures are not representative of the reality of expenditures in most schools in Nevada.

APA recommended three possible funding schemes to fund schools in Nevada:
In a "full adequacy" scenario, $9,238 would be provided per pupil with weights applied for Special Education (factor of 1.1), ELL (factor of 0.5), and At-Risk students (factor of 0.3), $3.102B would have been needed to fund schools in 2017.

- In a "scaled weights" scenario, $5,988 would be provided per pupil with weights applied for Special Education (factor of 1.7), ELL (factor of 0.77), At-Risk (factor of 0.46) and Gifted students (factor of 0.5), more than $1.715B would have been needed to fund schools in 2017.
- In a "steady weights" scenario, $5,988 would be provided per pupil with weights applied for Special Education (factor of 1.1), ELL (factor of 0.5), At-Risk (factor of 0.3) and Gifted students (factor of 0.5), more than $1.231B would have been needed to fund schools in 2017.

Each one of these scenarios would increase education funding substantially. In a national environment where it is difficult to recruit and retain education professionals, it is the judgment of CCEA that Nevada's school districts would have difficulty spending this amount of money on its intended purpose. That being said, the APA study also made several important recommendations, ones that should inform the debate going forward.

APA recommended that Nevada simplify its formula to make "adjustments to address [three] school and district characteristics:

- District size
- Cost of living through a comparable wage index (CWI), and
- Necessarily small schools."

According to APA, school districts larger than 3,900 pupils have similar per-pupil administrative costs to districts that are much larger. This is important because the existing Nevada Plan weights extremely small districts heavily. Ten of the state's 18 districts have less than 3,900 students, and all but three districts (CCSD, WCSD, and SPCSA) have less than 10,000 students.[20]

---

17 For the 2016-17 school year, Bracken ES ELL percentage: 35.1%; Mackey ES ELL percentage: 18.73%; Vegas Verdes ES ELL percentage: 41.75%; Mean CCSD ELL percentage for ES: 23.27%; Median CCSD ELL percentage for ES: 18.73%

18 For the 2016-17 school year, Bracken ES FRL percentage: 59.41%; Mackey ES FRL percentage: 70.41%; Vegas Verdes ES FRL percentage: 100%; Mean CCSD ELL percentage for ES: 77.95%; Median CCSD ELL percentage for ES: 100%

19 Bracken ES and Mackey ES are both magnet schools.

20 Based on 2017 data from the Nevada Report Card

Rather than the existing funding formula, APA suggested that:

- For districts above 3,900 students, there be a size adjustment factor of
- (-.000001735*enrollment) + 1.0868
- For districts below 3900 students, there be a size adjustment factor of
- (-0.281*ln(enrollment)) + 3.4

APA also suggested that the Nevada Plan add a factor related to the Comparative Wage Index (CWI) into the Nevada Plan. The Index would provide a factor related to the differences in wages of education professionals and related industries between school districts and would serve to account for costs of labor in different Nevada communities. APA suggested using a three-year average of CWI to account for fluctuations in the data. Finally, APA suggested that Nevada "adopt one of several approaches for compensating for small and/or isolated schools." Many schools in Nevada, including those in larger school districts, exist in isolated communities that necessarily need to be served by smaller schools. This adjustment would not only serve to adequately fund rural schools in small school districts, but would also serve to fund rural schools in large school districts.[21]

2018 Nevada Department of Education Recommendations

Taken together, APA's recommendations provide a framework to meaningfully reform the Nevada Plan. As a result of the APA study and other studies conducted over the past eight years, the Nevada Department of Education made ten recommendations to the 2017-2018 Interim Committee on Education on reform of the Nevada Plan.

1. Establish a per-pupil base funding amount that is based on successful schools
2. Establish per-pupil funding needs that consider the unique needs of specific student populations:
    a. Special Education
    b. At-Risk
    c. English Learner
    d. Gifted and Talented
3. Distribute Class Size Reduction funds via a per pupil weight for use in grades K, 1, 2, 3.
4. Develop a distribution system that includes objective adjustments to the foundation amount. Objective measures include, at a minimum, external indexes that are used to adjust the foundation. An index for each of the following cost drivers that are outside the districts control:
    a. Comparable Wage Index: Geographic differences in resource prices
        i. Three year rolling average, updated each biennium for subsequent two years.
    b. Size Adjustment: Control for influence of economies of scale re: District size/ density.
        i. Reviewed every other interim to ensure accuracy.
    c. Weights: Unique needs of pupils (#2 above)
    d. Establish a means by which the foundation amount is adjusted to account for broad inflationary pressures and/or phase-in toward adequacy target established in the long term plan.
5. Consideration toward the Clark County School District reorganization.

21 https://www.leg.state.nv.us/App/InterimCommittee/REL/Document/12860

6. Districts should be guided by the state expectations inherent within the foundation funding in how they staff and support schools. In this sense, guided is not prescriptive but deviations of a school from the foundation model would be explainable against the expectations of the state (both inputs and outcomes). The statewide expectations supported by resources from the state must be the first order of consideration by Districts.
7. Define "necessary small schools" and establish an amount of funding or adjustment to the foundation amount that is needed to support a "necessary small school"
8. Alignment to existing accountability measures to ensure performance targets are tracked and appropriate intervention exists
9. Recommended funding level and source of funds
    a. In anticipation of changes to present funding level, recommend fiscally prudent measures to ensure districts/charter schools are able to financially manage the transition to the new plan.
    b. Recommended transition plan that includes hold harmless provisions
10. Provide a means by which local school systems may generate revenue for elementary and secondary education.

In sum, the state has made significant progress over the Sandoval Administration to reform the way that K-12 education is funded in Nevada; however, despite the passage of S.B. 508 (2015) and numerous studies, the Nevada Plan remains significantly intact. In the 2019 legislature, leaders have indicated their intent to finally make significant changes to the Nevada Plan. This white paper seeks to inform those conversations and provide a framework for legislators and the next governor on reforms to the Nevada Plan.

What Has Not Changed in the Nevada Plan?

Despite all the studies and the progress on reforming the Nevada Plan, the basic formula informing the Plan has not changed all that much. The plan is still funded by a combination of more than 25 state and local revenue streams, dominated by general fund appropriations, the sales taxes, and property taxes. The method by which the Legislature funds education still remains intact. At the end of each legislative session, the Economic Forum releases projections on tax revenues for Nevada Plan revenue streams. The Legislature then scrambles to appropriate whatever else is needed, according to the Nevada Plan formula, from the General Fund at the end of each legislative session. This is despite a Constitutional amendment requiring the Legislature to fund "Education First."[22]

Despite changes instituted by SB 508 (2015) the Nevada Plan still funds school districts based on backward looking estimates of costs of labor and district density. The Nevada Plan also reduces contributions to districts that, according to the formula, have greater access to dollars at the local level. This has the effect of reducing the amount of state obligation if local taxes exceed formula calculations, and causes small mining counties to not get any money from the state for K-12 education. And the State of Nevada continues to write each district a "big check," without much accountability for how those general fund dollars are spent once they get to the District. The one exception is at CCSD, which, due to the reorganization mandated by A.B. 469 (2017) must demonstrate how it distributes resources to local schools.

22 https://ballotpedia.org/Nevada_Fund_Education_First,_Question_1_(2006)

CCEA's Recommendations for the 2019 Nevada Legislative Session

Going into the 2019 Legislative session, Nevada's Legislature is poised to finally reform the Nevada Plan so that the needs of students will be appropriately funded going forward. From 2011 through 2017 Nevada has increased the authority and control of the State's Department of Education, Superintendent of Education, and the Board of Education. CCEA believes that having proven accountability systems in place that local school districts must comply with are a mandatory requirement if we are to make advance in student outcomes statewide. Categorical programs have empowered the state to mandate prescriptive instruction strategies and practices to local school districts. Those practices must come to an end.

School Districts must be held accountable but CCEA believes that adoption of a weighted funding formula that has the money following the student into the classroom with clear requirements on using the additional weight funds on identified needs is the path toward success. It is at the point of delivery, i.e. the classroom and school that Administrators and educators must be empowered AND held accountable to teach our kids. CCEA believes we must return more authority to local school districts but with accountability systems in place at the state to ensure school districts are making advances in teaching our students.

Accordingly, CCEA believes the Legislature should make the following changes:

1. There are over 20 categorical grants the State has adopted. Categorical funding, though a step in the right direction, has outlived its intended purposes and in fact has now created legal exposure to Clark County School District by creating internal inequity issues for students who are not going to schools that receive categorical funds like zoom schools but clearly qualify for those funds based on their needs. This practice must end. CCEA proposes that all categorical funding remains in the first year but sunsets in the second year. All categorical funds are part of the funding to a weighted funding formula.
2. Begin the transition to a weighted funding formula in the second year of a biennium budget. CCEA believes the weights are English Language Learners, at risk students who are in the bottom 25% proficiency, free and reduced lunch, gifted and talented, special education. A weighted formula must ensure that per pupil funding follows the student into the building and funds evidence based instruction strategies that produce measureable and accountable student outcomes. Legislation should be based that requires school district to spend these resources as they were intended for. State Department of Education must enforce this and hold accountable school districts.
3. Class size reduction for K-3 should be funded in the 2019-2021 biennium budget. Special consideration must be given to urban school districts which have a disproportionate burden of challenges with large school sizes and limited resources.
4. A dedicated funding stream that pays educators as the professionals they are with a built in annual inflation index. Special consideration must be given to those school districts that have adopted salary compensation models that are based on continuous improvement of an educator's practice.
5. Funding allocations to school districts should be based on real costs and have a built in inflation factor and a wage cost index to account for real costs that school districts face.

6. Legislation that allows local school districts to pursue additional local funding that is outside of the DSA and supplemental to state funds. Politics drives policy and this is more true in Nevada then elsewhere. In the 2019 Legislative Session, lawmakers will hear about the billion dollar solutions to fund our broken education system. But there will be no efforts to raise State revenue to those levels. It is time to look out of the box when fixing the funding formula and tackle the issue if the fifth largest school district in the country which has been disproportionately inadequately funded by the State can adopted local funding measures to ensure our student get an education.
7. Special consideration to school districts that are decentralized and have adopted school organization teams where schools control budgets and performance plans to achieve student outcomes.

Conclusion

Based on the previous work of the Nevada Legislature and independent research conducted by CCEA, we think the conclusion reached by the AIR study in 2011 and has been validated by the studies that have followed. It is time for transition. If Nevada is serious about fixing our funding formula by creating a per-pupil base to which weighted funding can be added, the Legislature should not just make tweaks to the existing Nevada Plan; they should look to build a funding formula that relies on "data that accurately takes into account the differential cost of providing education across the various districts in the state." The challenges that Clark County School District face are so significant and on a scale that impacts the rest of the State unlike anywhere else in the country. We support CCSD Superintendent's statement that if "we fix Clark we can fix the State." Taking the steps that CCEA has outlined above can only benefit the entire state. When you tackle the elephant in the room the rest of the room benefits.

Authorizing Additional Funding for Our Schools

Clark County Education Association | August 2018

A Local Solution

As we approach the 2019 Legislative Session, Clark County Education Association (CCEA) recognizes that our Legislators and our next Governor will have 120 days to pass a budget and laws for our State, with education playing a significant role. Though CCEA will be actively involved in a discussion around reforming the Nevada Plan, we also want to be proactive in helping to craft new solutions for K-12 education funding. This paper offers a new solution to fund local schools: local funding authorization. In short, CCEA believes the state should look at ways to authorize more local revenue for K-12 education outside the Distributive School Account (DSA) to supplement existing state revenue. We believe that local funding should come with strong accountability measures to ensure new revenue is spent on proven intervention strategies to advance student achievement. And we believe Nevada's students can't wait for a lengthy and expensive overhaul of the Nevada Plan. As we have done in the past, CCEA will be engaged in advocating solutions that can be applied to improve outcomes for our state's children, and we look forward to working with legislators, state officials, and local stakeholders to advance common-sense solutions for all Nevada students.

For years, Nevada policy makers have debated about funding for public schools. Since 2008, these discussions have been influenced by the Great Recession and a long recovery that has returned tax revenues to the state and allowed greater investment in public schools.[1]

Over the past decade, conversations about education funding have centered around two principal questions:

- Does Nevada spend an adequate amount of money on K-12 education?
- Does Nevada have sufficient mechanisms in place to make sure that new expenditures for education are spent efficiently and effectively?

Those who advocate for funding adequacy have good reason to do so: Nevada's per pupil expenditures rank 43rd in the U.S.[2] To assess the amount of funding needed to adequately[3] fund schools, two studies have been conducted, in 2006 and 2015, to estimate the funding gap. The results of those studies have been politically untenable. The 2006 study found that Nevada would need to raise $2.295B each year to reach funding adequacy.[4] An update to the same study in 2015 estimated a need of $1.629B to reach funding adequacy. While legislators have shown an appetite to raise a certain amount of revenues for K-12 education, there has been little appetite to raise revenues of that magnitude.

Over the last three legislative sessions, lawmakers have taken a different approach to providing new funding schools. Nevada has made incremental investments in target populations and created programs with strong accountability standards that ensure money is spent in the way it was intended. In the later pages of this report, CCEA will show that these programs have been effective for the populations that they serve, but they lack the scope to provide equitable progress to all students.

Today, lawmakers are at a crossroads:

- Nevada must still ask the question of how much funding is adequate to provide a high-quality education to all students.[5]
- Nevada must take steps to start converting the incremental approach, which is working well for students in some schools, into a universal approach that will work for all students.

---

1 According to the U.S. Census Bureau, 2005 total expenditures for public schools in Nevada were $6,722 per pupil (U.S. Census Educational Finance Branch. Public Education Finances 2005. Issued April 2007. Pg. xii). In 2015, total expenditures for public schools in Nevada were $9,696 per pupil (U.S. Census Educational Finance Branch. Public Education Finances 2015. Issued June 2017. Pg. 23).

2 U.S. Census Educational Finance Branch. Public Education Finances 2015. Issued June 2017. Pg. 23.

3 Augenblick, John, et al. Estimating the cost of an Adequate Education in Nevada. Augenblic, Palaich & Associates: August 2006. Pg. iii.

4 Augenblick, John, et al. Professional Judgement Study Report. Lincy Institute at UNLV: January 2015. Pg. 29.

5 Currently, the Nevada Department of Education (NDE) is working on another update to the adequacy study – one that is anticipated in August 2018.

In this paper, CCEA will argue that this critical funding conversation should not be the state's conversation alone. Nearly every reform that has been passed in the last five years has been designed to empower individual schools to participate in programs that boost student achievement. CCEA believes that a funding conversation should embrace the reforms that are working in our school districts and bring the conversation down to the local level.

Progress Made Over the Past Five Years

Nevada has made significant progress in improving our education system over the past few years. Led by the Governor, the State Legislature, educators, and the business community, dozens of policy and funding reforms have been adopted.

- In 2013, the State Legislature directed new resources to English language learners and made significant changes to teacher evaluation and proficiency standards.[6]
- In 2015, the Governor and the State Legislature teamed up to pass more than two dozen additional programs to boost student achievement. Legislators also passed legislation to authorize tweaks in the state's K-12 funding formula.[7] Finally, in the Legislative Interim, regulations were adopted to reorganize the Clark County School District.[8]
- In 2017, the Legislature began to make good on its commitment to a weighted funding formula by passing S.B. 178.[9]

Now that some of these programs are a few years old, we are beginning to see their positive impact on the state. Zoom Schools and Victory Schools are beginning to show results.[10] More kids are taking, and passing, Advanced Placement (AP) courses than ever,[11] and the statewide graduation rate has risen to record highs.[12] In the leadup to the 2019 legislative session, policy makers and education advocates are now looking to take another step in our education progress by reforming the way that schools are funded throughout the state.

---

6 Legislative Counsel Bureau Research Division, Summary of Legislation. (2013) Pgs. 67-85.

7 Legislative Counsel Bureau Research Division. Summary of Legislation. (2015) Pgs. 81-114.

8 Whitaker, Ian. 'It is time for change': Legislators approve plan to overhaul CCSD. Las Vegas Sun: August 16, 2016.

9 Legislative Counsel Bureau Research Division, Summary of Legislation. (2017)

10 Nevada Department of Education. Zoom and Victory Schools demonstrating increased results on Smarter Balanced assessments. September 12, 2017.

11 Clark County School District. CCSD students make gains in Advanced Placement exams. March 7, 2018.

12 Nevada Department of Education. Nevada high schools post highest graduation rate on record. December 15, 2017.

Funding of Local Schools in Nevada

Nevada's method of funding schools is significantly different from many other states. Nationwide, over 90% of local school districts are "funding independent," meaning that individual districts have the power to levy taxes on their own.[13] The Nevada Constitution does not allow for this. Article 8, Section 8 of the Constitution vests power in the Legislature to restrict the nature of local government levies. Therefore, the State Legislature is supreme power when funding local schools.

In Nevada, schools are funded through the funding formula in the Nevada Plan for School Finance, commonly known as the Nevada Plan. Under the Nevada Plan, a combination of taxes is levied by the State and the local governments, and they are combined through a funding formula and redistributed to school districts. The existing funding formula weights for things like local wealth and costs of school transportation. Importantly, the more local revenue that is generated, the less the state contribution. That means that if a county produces a lot of property or sales tax, the state allocates it incrementally less funding. After all the calculations are made, a State Basic Support Guarantee (SBSG) is generated. The SBSG has traditionally been the same for all students in a district, regardless of student characteristic.[14]

Timeline of Education Programs

2013	Zoom Schools
	Eliminate HS Proficiency Exam
	Washoe County Taxing Authority
	K-12 Funding Task Force
	Teacher Evaluation
2015	Pre-K Expansion
	Full Day Kindergarten
	Teacher Recruitment & Retention incentives
	Special Education funding
	Victory Schools
	Zoom School Expansion
	Nevada Plan Reform (S.B. 504)
	College & Career Readiness
	Career & Technical Education
	Peer Assisted Review
	Read by Grade 3
	Advanced Placement Expansion
	Expanded Dropout Prevention
	Turnaround School Expansion
	CCSD Reorganization (A.B. 394)
	WCSD Ballot Initiative Authority
2017	Breakfast After the Bell revision
	Computer Science expansion
	Extending Victory & Zoom programs
	Ready 21 Technology Grants
	Weighted Funding (S.B. 178)
	Peer Assistance & Review expansion
	School Board Training
	CCSD Reorganization (A.B. 469)

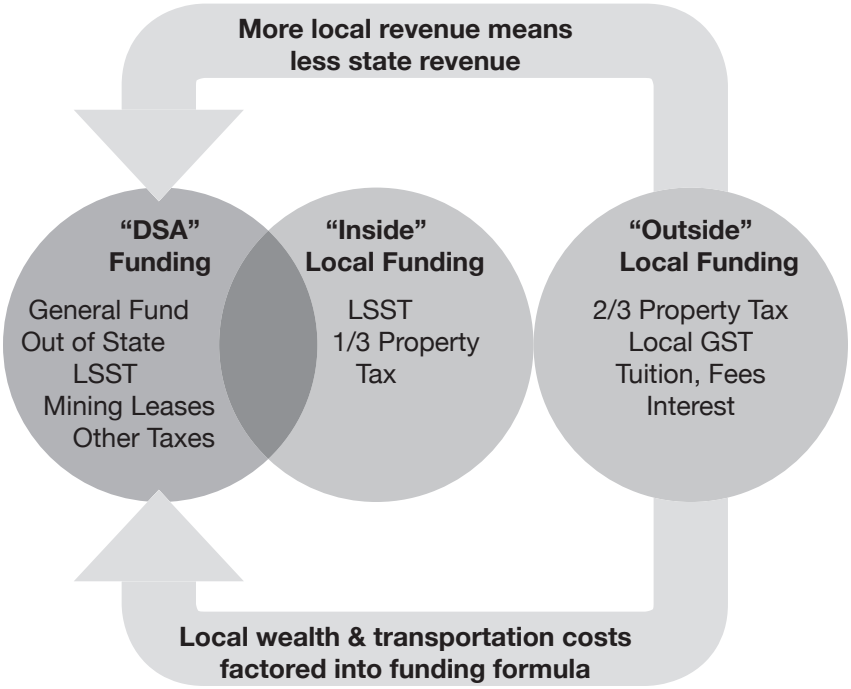
13 Johnson, Christopher David. Superintendents and Fiscally Dependent School District Budget Approval. September 1, 2017: Virginia Polytechnic Institute and State University, 17.

14 Legislative Counsel Bureau Fiscal Analysis Division. The Nevada Plan for School Finance: An Overview. 2017 Legislative Session.

For years, stakeholders in the education space have called for a reform of the state funding formula. In 2015, the Legislature put Nevada on a path to reform the funding formula by passing S.B. 504. This legislation, along with additional legislation in the 2017 session, began to institute a system of "weights," whereby funding formula allocations would be increased based on the characteristics of students: special education students, children who are "at risk" due to poverty, and English language learners.[15] A breakdown of these student populations in Clark County is included in the diagram below.[16]

While the work done on the funding formula has been important, the state has thus far only allocated additional formula funding for special education students. In the opinion of CCEA, this funding has largely supplanted funding already spent on special education in the local school districts. Other reforms enacted by the state have had a larger impact on Clark County schools.

Nevada Plan Funding:



15 Nevada Department of Education. Modernizing the Nevada Plan for School Finance: Section by Section Summary. January 26, 2016.

16 CCEA estimates based upon data available from NDE. Percentages reflected in the pie chart are as follows: SPED only: 3.64%; SPED + FRL: 8.37%; FRL only: 44.18%; ELL+ FRL: 17.13%; ELL only: 1.15%; non-FRL: 25.53%. According to the Nevada Report Card, 69.68% of CCSD students are eligible for free or reduced-price lunch, 18.28% are English language learners, and 12.01% are special education students. According to the Assessment of Equity of Using Average Unit Cost for Budgeting at Local School Precincts (Nevada Department of Education, July 2, 2018, pg. 10), 17.13% of ELL students are also FRL – meaning 1.15% of students are "only ELL." CCEA estimates that special education students qualify for FRL at the same rate as the general population; thus, we estimate that 69.68% of special education students are also FRL.

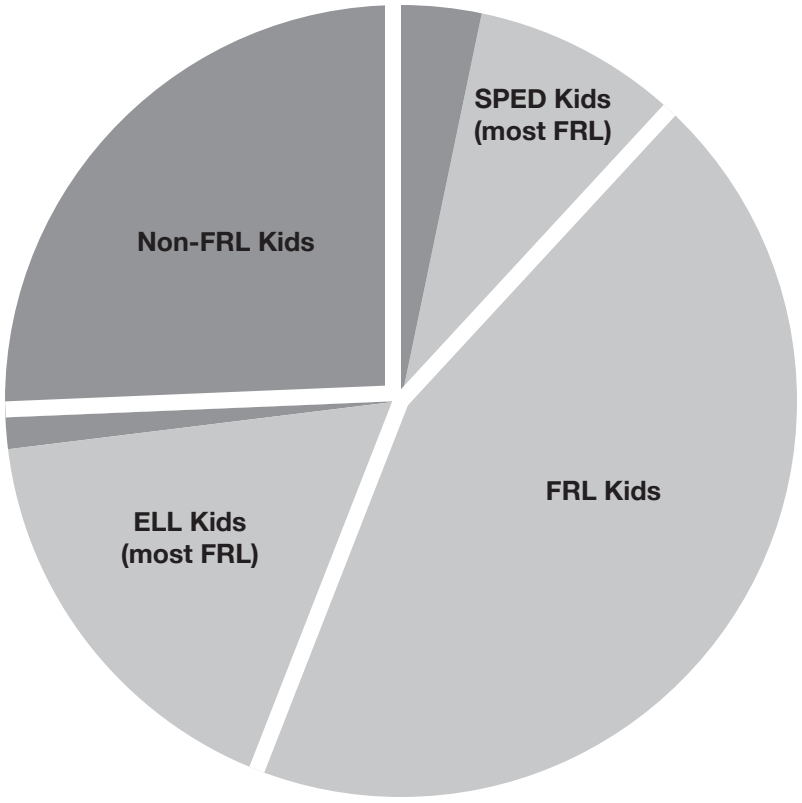
What as happened to CCSD schools as a result of recent reforms?

Nearly every reform that has been passed in the last five years has been designed to empower individual schools to participate in programs that boost student achievement. While it is still too early to assess the effect of some of these programs, we can say that the school system in southern Nevada is different in three key ways.

CCSD has become decentralized and schools now have a greater say over budget and strategy

The reorganization of the Clark County School District, resulting from A.B. 394 (2015), R142-16 (2016) and A.B. 469 (2017), has changed CCSD's education delivery system. Before the reorganization, a handful of schools operated under a semi-autonomous "empowerment" program.[17] The rest operated within a top-down system where decisions about staffing, programming, and strategy were extremely limited.

CCSD Student Population:

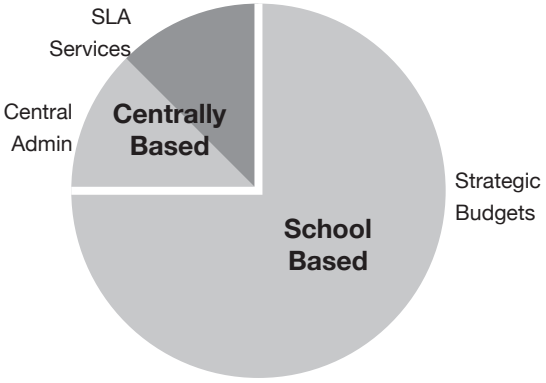


17 Martini, Mindy. History of the Empowerment Schools Program in Nevada. Legislative Counsel Bureau Research Division: February 2010.

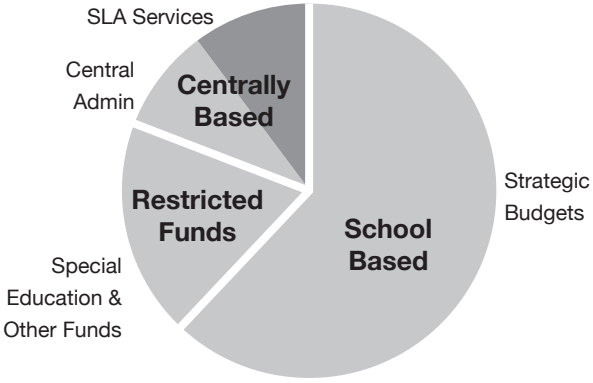
Though the reorganization is still a work in progress, it has significantly changed the education delivery system in Clark County. As a result of the reorganization, CCSD was required to give schools their own budgets and increase flexibility over the services provided to them. Every school with a permanent student population created a School Organizational Team (SOT), a body made up of parents, teachers, support staff, students, and community members to help the school principal form the budget and strategic plan for the school. School Organizational Teams now provide direct input over about 75% of the unrestricted budget. Through Service Level Agreements, they also have a very limited say over another 12% of the budget. Though this outcome was not exactly what was required by the reorganization, CCSD is operating in more of a decentralized manner than ever before.[18]

Because of the CCSD Reorganization, the public has a greater understanding of the amount of money that is actually spent at local schools. For general instruction, CCSD schools are allocated staff positions that average around $5,000 per pupil for elementary schools and around $3,700 per pupil for middle schools and high schools.[19] Though special education services are managed at the local school level, schools are not allocated a budget for these services and do not have a great amount of control over their cost. The balance of CCSD's education funding is spent on central services and central administration. In schools that receive $3,700 per pupil, a relatively small amount of additional revenue can significantly increase budget flexibility.

Unrestricted Budget Breakdown:



Broader Budget Breakdown:



18 CCEA asserts these numbers after doing an analysis of the CCSD budget. According to CCSD A.B. 469 Section 18 reporting requirements for FY2019, CCSD allocates $1,647,536,381 of its $1,880,105,422 of unrestricted funds to schools. CCSD asserts this because they have elected to provide $231,939,671 in services to schools through Service Level Agreements (SLAs) (cost estimates of SLAs are available on the 2018-2019 SLA website). Though SLAs have provided schools with valuable information, in CCEA's view, SLAs in their current form do not provide the type of authority that local school precincts are required to be allocated under A.B. 469. For that reason, CCEA makes the assertion that services provided through SLAs are still "centrally based;" Thus, CCEA asserts that $1,415,596,710 (or 75%) of CCSD's unrestricted budget (as defined in A.B. 469) is school based while $464,508,712 (or 25%) is centrally based.

19 Vannozzi, Michael et al. "Policy Brief: Changes to Administration and Budgeting related to Clark County Schools Achieve." Presented to the Community Implementation Council of the Nevada Legislature: February 15, 2017, pg. 12.

More CCSD schools have become specialized

As more programs have been enacted by the legislature and CCSD has moved to a decentralized organizational model, more and more schools have developed specialized programs of instruction. In Clark County, these programs manifest as funding streams that are usually placed directly into the school's budget. An analysis of programs at CCSD schools shows that about 45% of schools do not receive specialty funding streams of any type, and they rely on the base CCSD funding to drive academic achievement; but 55% of schools with strategic budgets have some sort of specialized program.[20] These programs generally fall into one of five categories:

1. **S.B. 178 "Weighted Funding" Schools:** These schools receive $1200 per eligible pupil for those students who are identified as struggling. All of these students are as English language learners or qualify for free or reduced-price lunch, a common measure of poverty.

2. **Zoom Schools:** These schools receive prescriptive services from a grant provided to CCSD aimed at improving educational outcomes for English language learners.

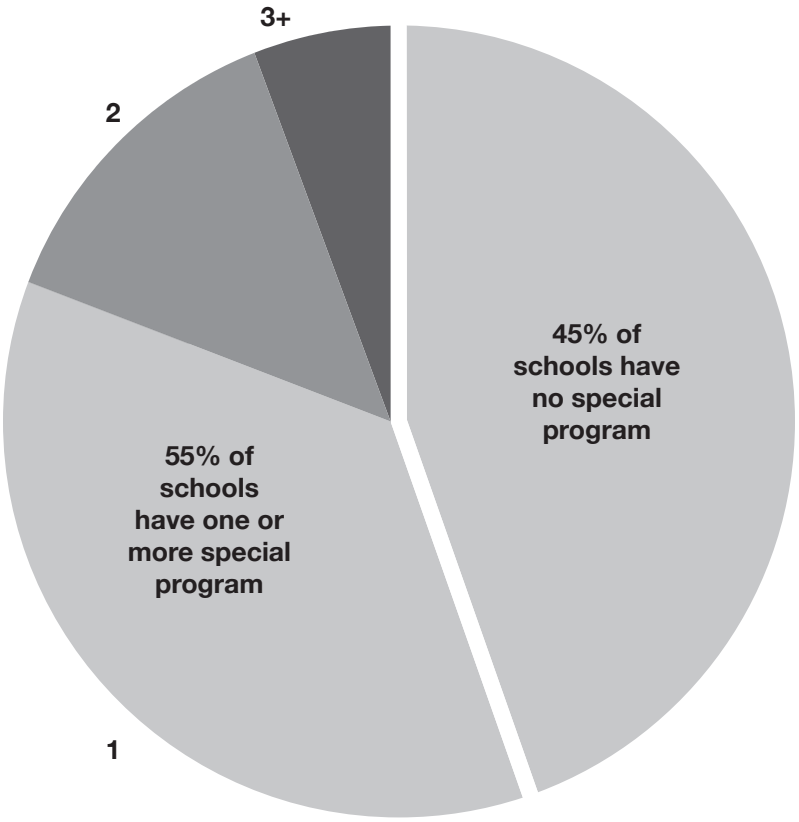
3. **Victory Schools:** These schools receive flexible services from a grant provided to CCSD aimed at improving educational outcomes for children in poverty.

4. **Magnet/Career & Technical Schools:** These schools receive additional resources to build specialized programs of instruction, usually related to science, technology, engineering, arts, and mathematics.

5. **Turnaround, Performance Network, and Other Special Schools:** These schools generally have a history of poor academic performance and receive specialized supervision and a limited amount of resources to help improve academic outcomes.

20 This analysis was conducted by CCEA for this report based upon publicly available information from the Nevada Department of Education and Clark County School District. 98 CCSD schools receive S.B. 178 funds; 45 were magnet schools, 43 were part of the Turnaround Zone, Partnership Network, or had School Performance agreements, 37 schools received services from a Zoom School grant; and, 23 schools received services from a Victory School grant. As detailed on the next page, many schools have multiple programs.

Special Programs in CCSD Schools:



Many schools have multiple programs running through them

40% of magnet schools also receive S.B. 178 funds. More than half of Victory Schools have Partnership Network agreements, Turnaround Zone requirements, or some other special program running through them. 35% of Zoom Schools have Partnership Network agreements, Turnaround Zone requirements, or some other special program running through them.

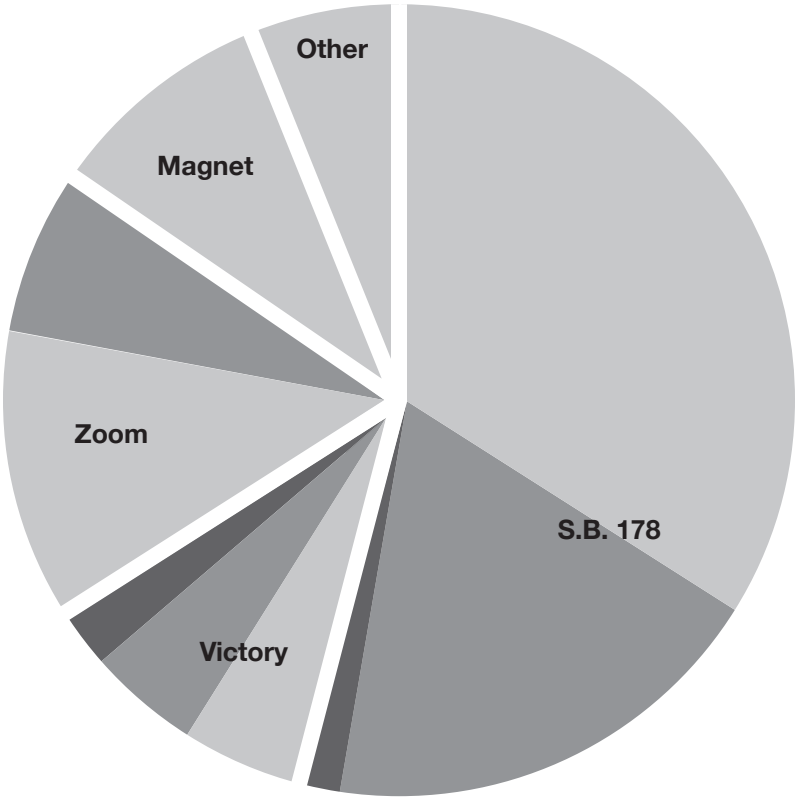
The advent of S.B. 178 expanded special programs at schools markedly. Before the S.B. 178 program, 121 schools had some specialized funding stream. Today, 184 schools use special programs and funding streams to shape outcomes at local schools.[21] Despite the positive impact of these reforms, the evidence shows that spending on populations remains uneven. A CCEA analysis of new funding programs for English language learners (ELL) and children who qualify for free or reduced priced lunch (FRL) revealed that only 22.7% of CCSD's kids are covered by these programs.[22] More than 70% of CCSD's student population qualifies as ELL or FRL, meaning that we have a significant distance to go before these programs are distributed equitably.

---

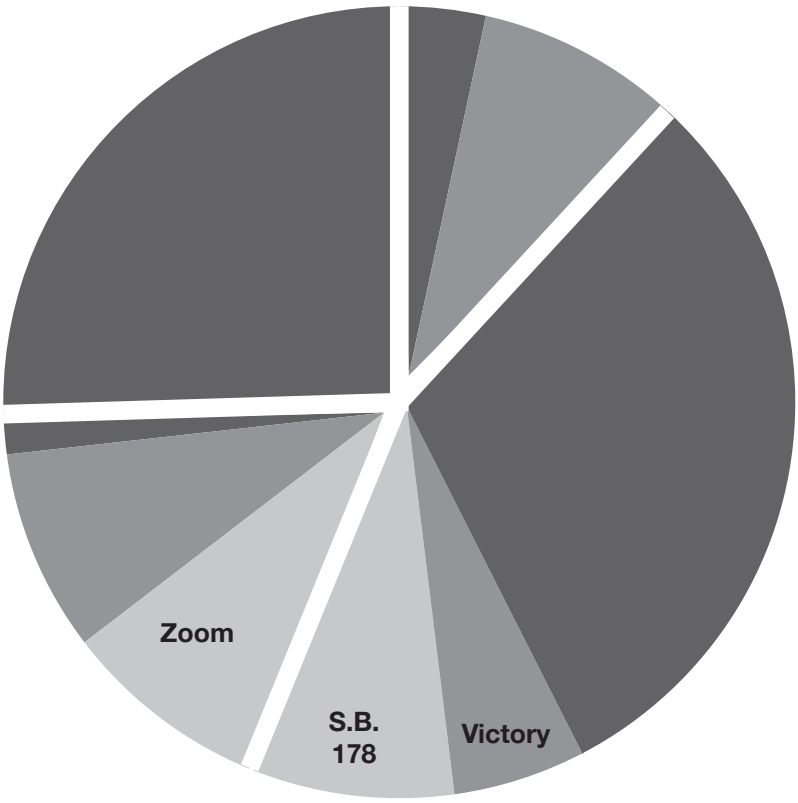
21 This analysis was conducted by CCEA for this report based upon publicly available information from the Nevada Department of Education.

22 Enrollment in Zoom Schools was 29,957; enrollment in Victory Schools was 17,553. These grants provide services that affect all students at school. S.B. 178 funds are distributed per pupil – not per school. NDE has released a list that detailed eligible student counts for S.B. 178 funds. All told, 25,606 students in CCSD are eligible for these funds at 98 CCSD schools, meaning a total of 73,116 students were served by these programs in 2017/18. Total enrollment in CCSD was 321,648 according to "Fast Facts" information released by CCSD.

Breakdown of Special Programs:



New Funding Only Covers 22.7% of CCSD Kids:



When CCSD schools control money, they spend it on instruction

Data from strategic budgets shows what schools do when additional revenue streams are allocated to the local school level. Through the Zoom Schools program, the state granted CCSD more than $41M in 2017/18 to facilitate a suite of services at 37 schools.[23] Though prescriptive, the vast majority of the funding is spent on instructional programs at the school level, like Pre-K, extended school day, and literacy.[24] As mentioned in earlier sections of this report, these programs have been shown to be effective.

Through the Victory Schools program, the state granted CCSD $1,123.29 per eligible pupil[25] to offer a suite of services at 23 CCSD schools.[26] Schools have slightly more flexibility over the provision of these services, and they have also been shown to be effective.[27]

S.B. 178 funds were the most flexible of all funds directed toward schools – but they still had meaningful restrictions on their expenditure. S.B. 178 allocated $1,200 per pupil for very specific student populations described in the law.[28] At least 90% of funds had to be spent on evidence-based strategies to boost student achievement, while the balance could be spent on professional development and staff retention expenditures.[29] Out of the 98 schools that qualified for a share of S.B. 178 funds, CCEA picked five schools at random and investigated how funds were spent.

---

23 Nevada Department of Education. "Zoom Program Plans." http://www.doe.nv.gov/English_Language_Learners(ELL)/Zoom_Program_Plans/.

24 Clark County School District. "Zoom School Handout." October 5, 2016. https://www.leg.state.nv.us/Division/Research/LegInfo/Orientation/2016-17/Handouts/K12Ed5b.pdf

25 Nevada Department of Education. Guidance Document for Victory Schools AB 477: 2017-2019 Biennium. http://www.doe.nv.gov/uploadedFiles/nde.doe.nv.gov/content/VictorySchools/VictorySchoolsGuidanceDocument.pdf

26 Nevada Department of Education. "Victory Schools and allocations for SY 2018-2019." http://www.doe.nv.gov/uploadedFiles/nde.doe.nv.gov/content/VictorySchools/VictorySchoolsAllocations_SY2018-2019.pdf.

27 The Victory grant may be used to provide services as described in A.B. 447 (2015) § 2.8 a-h and § 2.9 a-e. 51% of funds must be used on services described in § 2.8 a-h, while 49% of funds may be used on services described in § 2.9 a-e.

28 Student populations eligible for S.B. 178 (2017) funds are described in § 8.1 (a-d) of the law.

29 Nevada Department of Education. Guidance Document for SB 178: for the 2017-2018 school year.

- At both Bailey Elementary School and Watson Elementary School, the SOT elected to use S.B. 178 funds to hire one full-time teacher with their funds and purchase Chromebooks to facilitate tailored academic interventions for struggling students.[30] [31]

- At Desert Pines High School, the SOT elected to use S.B. 178 funds to hire nine full-time teachers and invest in technology and professional development.[32]
- At Garside Middle School, the SOT elected to use S.B. 178 funds to hire four full-time teachers and provide an incentive to retain a TESL-endorsed teacher at the school.[33]
- At Mountain View Elementary School, the SOT elected to use S.B. 178 funds to hire two full-time learning strategists and purchase a new curriculum.[34]

The data also shows that S.B. 178 grants tend to be of similar size to Title I grants at local schools. Essentially, schools are using their S.B. 178 funds like a supplement to their Title I program: focusing services on the neediest kids first.

Hollingsworth Elementary School

Total 2018/19 Budget: $4.15M
Additions augment budget 27.6%

How the school spent additional resources

Base Budget
$3,256,062
$5,251 per pupil

6% on Administration
84% on Instruction
7% on Support Staff
3% on Supplies

Title I $251K
70% on Instruction
30% on Supplies

Victory $647K
95% on Instruction
5% on Wrap-Around

Garside Junior High School

Total 2018/19 Budget: $5.77M
Additions augment budget 16%

How the school spent additional resources

Base Budget
$4,845,969
$3,882 per pupil

10% on Administration
67% on Instruction
14% on Support Staff
9% on Supplies

Title I $424K
94% on Instruction
6% on Supplies

Hope $68K
100% on Instruction

S.B. 178 $436K
95% on Instruction
5% on Support Staff

Desert Pines High School

Total 2018/19 Budget: $13.76M
Additions augment budget 18%

How the school spent additional resources

Base Budget
$11,669,709
$3,964 per pupil

9% on Administration
70% on Instruction
14% on Support Staff
7% on Supplies

Title I $865K
85% on Instruction
10% on Supplies
5% on Support Staff

Hope $68K
100% on Support Staff

Magnet $206K
77% on Instruction
23% on Support Staff

S.B. 178 $948K
83% on Instruction
17% on Supplies

30 Strategic Budget for Sister Robert Joseph Bailey ES: March 29, 2018: http://sisterbailey.ccsd.net/wp-content/uploads/2018/04/359-Bailey-ES-Strategic-Budget-Plan-17-18.pdf

31 S.B. 178 Plan for Watson Elementary School: 2017-2018 school year. https://watsonwranglers.weebly.com/uploads/6/4/9/6/64968245/sb_178_summary.pdf

32 Strategic Budget for Desert Pines High School: March 28, 2018: http://www.desertpineshs.org/ourpages/auto/2017/4/21/55615272/Desert_Pines_HS_Strategic%20Budget%20Plan%202018_2019%20SY_3_28_18.pdf.

33 Strategic Budget for Garside Middle School: March 29, 2018: https://www.garside-ccsd.net/ourpages/auto/2017/7/11/55038621/CCSD%20Strategic%20Budget%20Plan%20Garside%202018-2019.pdf.

34 S.B. 178 Plan for Mountain View Elementary School: 2017-2018 school year. https://www.mountainviewes.org/ourpages/auto/2018/3/6/55882871/Mountain%20View%20ES%20SB%20178%20Summary_docx.pdf.

Conclusions About Recent Education Reforms

Evidence available from strategic budgets and other sources shows how recent education reforms have actually manifested themselves at CCSD schools:

- Schools are using the framework of the reorganization to direct more expenditures at the local school level.
- Schools have become more specialized as new programs have been added.
- When schools do receive additional resources, they tend to spend money on instruction.

One other conclusion becomes clear, after looking at this data: top-down policy and funding solutions will be difficult to implement going forward. Because so many schools have become so specialized in their offerings, a one-size-fits-all approach is no longer appropriate for policy and funding. Policy makers should leverage the framework of the reorganization and directly fund local schools if they wish to affect transformational change in local schools.

CCEA's Proposal for Local Funding

After looking at the effects of reform efforts over the past six years, CCEA has concluded the following:

- Policy leaders should look to expand funding programs aimed at helping schools educate ELL, FRL, and Special Education students.
- Informed by the success of S.B. 178 and other direct funding programs, policy leaders should look to leverage the power of the CCSD reorganization to provide direct funding to schools and ensure new funds are expended equitably.
- Policy leaders should look to the experiences of other states to find the right mechanism to fund local schools.
- Because different school districts have different student populations, funding solutions should be paid for with revenue generated both at the state and local level. More specifically, we are calling for funding solutions that not only come from the state, but from the local level as well.

Why Local Funding?

For years, when contemplating how to fund schools. Nevada's policy makers have struggled with the fact that our school districts are very different from one another. Nevada's largest school district, CCSD, is the 5th largest school district in the country, while its smallest, Esmeralda County School District, only has 70 students. Nearly 70% of students in Clark County qualify for free or reduced priced lunch, and about 19% are English language learners.[35]

The Nevada Plan for school finance was passed by the Legislature more than 50 years ago.[36] In that time, communities in Nevada have changed drastically. Clark County is now

35 Footnote 11 in a previous section of this report details how CCEA came to this conclusion.

36 Legislative Counsel Bureau Fiscal Analysis Division. The Nevada Plan for School Finance: An Overview. 2017 Legislative Session.

the 14th most populous county in the country – a far cry from 50 years ago when it was about 1/9th the size. Demographically, the county has also gone through a revolution. In 1970, Clark County was 89.5% white, while in 2017, only 42.7% of southern Nevadans identified as white (non-Latino). The poverty rate in Clark County has nearly doubled, and 22% of the county's population is foreign born. While Clark County has experienced massive population growth and demographic change, it also has experienced incredible growth in its regional economy. Gross Domestic Product (GDP) for the county was $111B in 2016, making it responsible for 75% of all economic activity in the state.

The simple fact is that schools in Clark County experience different realities than schools in other parts of the state – but they are still allocated funding that, largely, does not account for their unique characteristics. While it is transitioning to a new funding formula, the state still operates in a top-down paradigm that treats most students the same, regardless of characteristic. That won't work for CCSD's system of specialized schools. In moving toward a system that both state policy makers and local leaders can contribute to, CCEA feels that more local support can be built for public education; and by allocating new funding streams directly to schools, policy makers can ensure that resources are spent in the best possible way: at the local school level.

Experiences of Local Funding in Other States

Over the past ten years, several states have moved to change their funding formulas to ensure that school funding better aligns with local populations and local priorities. In researching different funding mechanisms, CCEA quickly recognized that Nevada is unique in the way that it administers its schools. Nevada, unlike many other states, is composed of 17 county-level school districts, while other states are composed of numerous community-level and municipal school districts. As mentioned in a previous section of this report, 90% of school districts in the country are authorized to raise their own taxes – but Nevada's constitution limits the authority of local and municipal governments to levy taxes.

CCSD itself is a unique entity; few other school districts are as large, and as diverse, as CCSD. That being said, there are several states and school districts that policy makers may look to when searching for ways to fund schools. The states included in this analysis, and the rationale for their inclusion, are included in the table below.

Districts with Local Funding

State	Peer School Districts	Local Circumstances
California	LA Unified, San Diego Unified	Local Control Funding Formula combined dozens of categorical programs into weights to local school districts
Texas	Houston Independent	Large, decentralized school district with in-district weighted funding formula and ability to seek local revenues
Florida	Miami-Dade, Broward, Hillsborough, Orange	Large, decentralized districts with local funding requirements and ability to raise property taxes in a very limited manner
Virginia	Fairfax County	Large school district dependent on county's ability/willingness to raise taxes to raise local revenue

California

In 2013, the California Legislature passed the Local Control Funding Formula (LCFF). The LCFF revolutionized the way that county offices of education and local school districts were funded in the state. In California, like Nevada, dozens of categorical grants funded different programs that had the effect of providing more funds for special education (SPED), class size reduction (CSR), English language learners (ELL), and children who qualified for free or reduced-price lunch (FRL). The LCFF, over time, sought to convert these categorical programs to a base state expenditure, inclusive of weights for SPED, CSR, ELL, and FRL. The California Legislature funded county offices of education to administer certain programs that could be more efficiently funded at that level, and they required school districts to submit performance plans on an annual basis. In return, school districts were given wide latitude to use state funding for purposes aligned with their performance plan. In this way, local school districts can tailor educational programs to their unique needs.[37]

In California, like many other states, local school districts often align with municipal boundaries. In Los Angeles and San Diego, school districts have the authority to raise property and "parcel" taxes for their own purposes.[38] In Nevada, this would be unconstitutional, but the State Legislature has, in the past, given local authorities the authorization to raise certain revenues or ask the voters for authorization to raise certain revenues. School districts in California have long operated in a decentralized system, where schools are allocated budget and parents, teachers, and support staff contribute to the plans of operation for local schools.[39] In this way, California school districts are similar to the Clark County School District, which now operates under the state reorganization law.

Nevada's policy makers can learn a few things from the experience of the LCFF. The gradual conversion of categorical funding streams to weights will increase flexibility at school districts and local schools in California. California lawmakers set a multi-year goal to convert categorical funding streams to weights, streamlining a "Rube Goldberg" machine of different funding interventions into a single weighted funding formula designed for all students. [40] The requirement that local school districts submit performance plans to the state ensures that the state has a lever with which to manage performance of poorly performing districts. Finally, while allocating permanent tax raising authority to school districts would require a constitutional amendment, the Nevada Legislature could authorize limited taxing authority to counites or school districts for specific purposes, as it has done multiple times in the past.[41]

---

37 WestEd. "Local Control Funding Formula Implementation Videos. California State Board of Education.

38 Legislative Analyst's Office. "A Look at Voter Approval Requirements for Local Taxes." March 20, 2014.

39 Ouchi, William G. "Power to the Principals: Decentralization in Three Large School Districts." Organization Science, vol. 17, no. 2, 2006, pp. 298–307.

40 WestEd. "What makes LCFF Different and Better than Where We've Been?" California State Board of Education.

41 Most recently, the Nevada Legislature gave the Washoe County Commission the limited authorization to raise sales and property taxes to pay for school construction (A.B. 43 [2013]); the Legislature also gave the Washoe County School District the ability to put a sales tax on the ballot for new school construction (S.B. 411 [2015]).

Texas

Texas funds its schools in a very different way than Nevada. Over the years, Texas has transformed its method of state funding, and today, the state only funds about 22% of total operating expenditures for education.[42] The balance is funded by localities, primarily through property taxes.

The experience of the Houston Independent School District (HISD), in particular, is instructive for Nevada policy makers. HISD has also long operated as a decentralized school district; indeed, it was one of the school districts that reorganization consultant Mike Strembitsky helped to reorganize in the 1990s.[43] In 1991, the HISD School Board affirmed its commitment to reducing inequity in its schools by passing an in-district weighted funding formula. With the in-district formula, Houston created a base amount of funding for all pupils. On top of this, HISD created weights that closely aligned with the state weights for special education, at risk students, gifted and talented students, vocational education, ELL, homeless, and refugee student populations.[44] This is instructive for Nevada policy makers given the fact that A.B. 469, the CCSD reorganization law, requires that the district move to an in-district weighted per-pupil funding formula. To date, this portion of the reorganization law has not been implemented, but the State has required that the District move to a weighted funding formula through the Reorganization Joint Implementation Plan. As CCSD continues to implement the reorganization, it should borrow from the experience of HISD in implementing its own weighted funding formula.

Florida

Of all the states, Florida is perhaps the most similar to Nevada in the way that it administers its schools. Florida's education system, like Nevada's, is composed of county-level districts, many of which are very large and diverse. Unlike Nevada, Florida has a rather straightforward method of funding schools: sales tax is the purview of the state, while property tax is the purview of the counties. The state's contribution to education is based almost entirely on the 6% state sales tax, while local property taxes make up the bulk of the local contribution. The state sets a "required local effort" amount, which would appear to be unconstitutional in Nevada (Article 4, Sec 20), but it authorizes counties to pursue additional taxes for certain purposes. Florida gives school districts limited authority to ask voters to raise property taxes in the event of insufficiency of the mandated property tax to assure "local effort" and for specific purposes authorized by the Legislature. Such authority is extremely limited, however; for operations funding, school districts must ask voters every four years to reauthorize the tax.[45]

Nevada policy makers can, again, draw on this experience of local funding to authorize counties or school districts, in a narrow manner, to ask voters for authorization to raise taxes for specific purposes related to education.

---

42 Texas Education Agency. School Finance 101: Funding of Texas Schools. Revised 2014.

43 Strembitsky was the author of the Plan to Reorganize the Clark County School District (2016)

44 Houston Independent School District. Resource Allocation Handbook. 2016-17, pgs. 6-15.

45 Florida Department of Education. Funding for Florida School Districts. 2017-18, pgs. 2-3.

Virginia
Similar to other states, Virginia sets a state basic support limit and requires localities to raise revenues to ensure local support. Like Texas, the state contribution to local schools is rather small compared to the local contribution. Like Nevada, Virginia distributes its state revenue based upon a wealth factor; poorer counties get more state money, while richer counties get less. Like Nevada, Virginia school districts themselves do not have the authorization to raise taxes – but the method in which local revenues are raised is rather unusual.[46]

Each school district in Virginia is dependent on the County in which it operates to raise revenue for it. In Fairfax County, one of the largest school districts in the country, the Superintendent submits a budget both to the School Board and to the Fairfax County Board of Supervisors. In this way, the Board of Supervisors serves as a check on the Fairfax County School Board. This method could be instructive to Nevada if it authorizes local county commissions to raise taxes for schools.[47]

Conclusions About Experiences of Local Funding in Other States

States with large, diverse school districts and decentralized school systems can teach Nevada a great deal about local school funding:

- Local funding mechanisms are common across the country. In states with districts like CCSD, policy makers usually provide a base funding amount from the state and allow, or require, localities to raise revenues sufficient for their own educational programs.
- Most states have moved to a weighted per-pupil funding formula to account for local student populations.
- The decentralization of school districts is fairly common across the country, and states have supported this by constructing simple and straightforward funding formulas.

Though the experience of other states is instructive, CCEA believes that Nevada is well positioned to develop its own funding mechanism for schools, one that blends contributions from state and local revenue to provide funding for students that need it the most.

How Nevada Can Create a Better System of School Funding

Policy makers have an opportunity in the 2019 Legislative Session to fundamentally change the way that schools are funded in Nevada. To do this, legislators can borrow from their own work in previous years to provide additional funding for schools. CCEA believes that schools should be funded using a mix of state and local revenues. To authorize this, CCEA recommends the following:

---

46 Senate of Virginia. Funding of Virginia's Schools in a Global Economy and a Digital World. November 18, 2011

47 Johnson, Christopher David. Superintendents and Fiscally Dependent School District Budget Approval. September 1, 2017: Virginia Polytechnic Institute and State University, .

Creating policies that could result in $408.2M per year in additional funding for CCSD to fully fund ELL, FRL, Class Size Reduction, and Special Education

CCEA would recommend that state and local policy makers enact measures that would result in revenue to augment programs already working within CCSD.

- S.B. 178 provides $1200 in funding to schools based upon student characteristics. This funding can be used only for evidence-based interventions. In the first year of implementation, the bulk of S.B. 178 funding was used for proven instruction interventions at our neediest schools.
- S.B. 178 was designed as a down payment on the weights proposed by S.B. 405. In previous studies, the State laid down a marker of a 1.5 weight for ELL and FRL students.
- CCEA would recommend that the state begin to transition from categorical grant programs to weights, as California has done with its LCFF. By converting all current categorical funds that schools receive to weights for ELL and FRL, the state could tie these programs to a student's baseline funding. Unlike categorical grants, weighted funds could now follow the student rather than a designated Zoom or Victory School. In this conversion these dollars are added to the local revenue stream to ensure that every student of need receives funding.
- If existing Zoom, Victory, and S.B. 178 funds were averaged and integrated into a new in-district funding formula, CCEA estimates that it would cost about $188.2M to provide these programs to all ELL and FRL students within CCSD.[48]
- CCEA would also advocate that funding for Class Size Reduction (CSR) be converted into a weight for elementary school pupils. While the State already provides significant resources for this program, CCSD does not have adequate resources to ensure that requirements laid out in NRS 388.700 are met. CCEA has estimated that about $55.1M in additional funding is needed at CCSD to ensure class size reduction goals are met.[49]
- The State has also put a down payment on funding special education through Nevada Plan reforms mandated by S.B. 508. Last year, the State provided $2,968 in additional per pupil funding for CCSD's Special Education students.[50] To reach the goal outlined in the 2013 funding formula study that has informed Nevada Plan reforms, CCEA estimates that an additional $103.7M will be needed to ensure special education students are funded adequately.[51]

---

48 CCEA conducted an analysis of existing programs. The average cost of Zoom, Victory, and S.B. 178 programs for ELL and FRL students is $1,250 per pupil. Currently, 150,557 students are not supported by these programs. If $1,250 were provided for each of these unsupported pupils, the total cost would be $188.2M.

49 CCEA conducted an analysis of the Class Size Reduction program at CCSD. To comply with NRS 388.700, CCSD schools would need to hire approximately 690 teachers in grades K-3. Using CCSD's average unit cost calculation ($79,833 in 2017/18), the total cost of the adequate funding of this program is $55.1M. Additional funding would add $546 per eligible pupil in CCSD's elementary schools.

50 Delaney, Meghin. "$30M more needed to adequately fund special education in Nevada, Legislature told." Las Vegas Review-Journal: March 1, 2017.

51 The 2012 study by the American Institute for Research (Chambers, Jay et al. Study of a New Method for Funding Public Schools in Nevada. September 12, 2012; pg. 88) suggested that the state should fund special education students at greater than a 2.0 weight. In 2017/18, the SBSG for CCSD was $5,700 – meaning that an additional $2,732 per pupil is needed to fund special education at the recommended weight. This translates to a total of $103.7M.

- A.B. 469, the CCSD reorganization law mandates that CCSD allocate 85% of its resources to the local school level; it also recognizes that 15% of education funding is needed for the administration of programs. In accordance with A.B. 469, CCEA recommends that $61.2M be allocated to administer funding streams as outlined above.[52]

The total cost of programs outlined in this section is $408.2M. The cost breakdown for these programs is included in the table below.

Categorical Funding Stream	Total Amount of Expenditure at CCSD	Number of Students Served at CCSD	Added Per Pupil Expenditure at CCSD
New Funds for ELL & FRL Students	$188.2M	150,556	$1,250
New Funds for Special Education	$103.7M	37,974	$2,732
New Funds for Class Size Reducation	$55.1M	100,721	$546
15% Administrative Cost (A.B. 469)	$61.2M	All Students	$191
TOTAL	**$408.2M**		**Average: $1,272**

Mandating a base amount and chaining state aid to inflation, salary growth, or some other measure

To complement new local expenditures, Legislature, at its biennial sessions, should mandate a state contribution to districts and chain it to some measure of inflation, salary growth, or some other measure that would ensure that expenditures are sufficient over the two-year period. CCEA also recommends that the State continue the critical work around S.B. 405, the legislation creating a weighted state funding formula. These policy changes would bring us more in line with California, Texas, Florida, and Virginia, states with similar district and student characteristics to Nevada.

In 2017, the Nevada State Basic Support Guarantee (SBSG) was made up of numerous revenue sources, including state general fund appropriations, slot tax, federal mineral lease revenues, local school support tax revenue, IP 1 room tax revenues, and 1/3 of the proceeds from the 75-cent local property tax for schools. This idea would change the paradigm from a SBSG that is derived by subtracting local support to a SBSG that is a state-mandated minimum chained to inflation or some other measure.

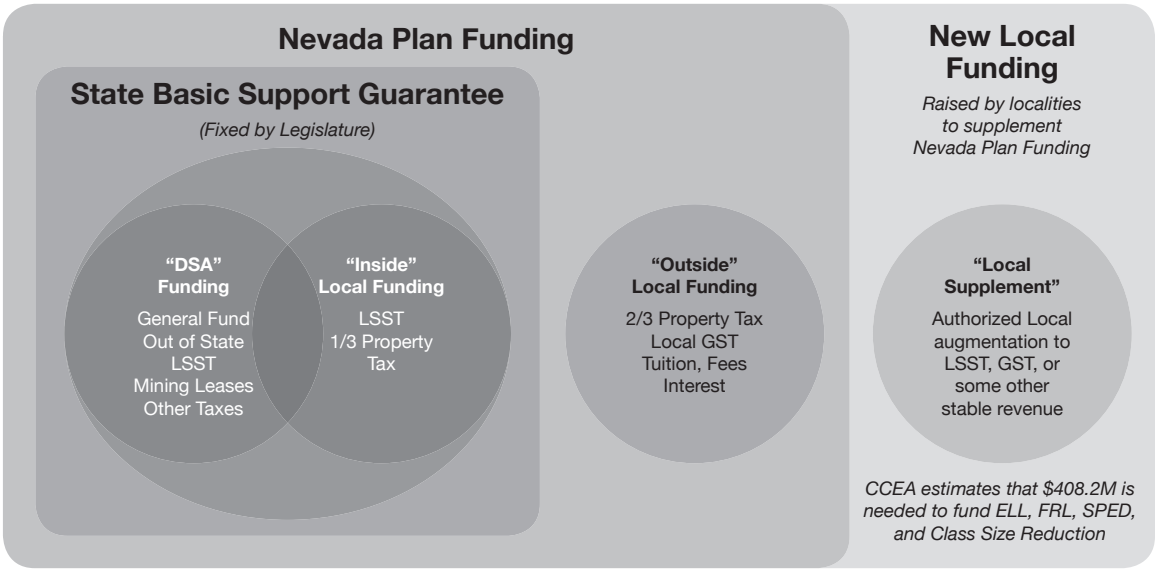
52 Total cost of programs outlined on the previous page was approximately $347M. If $347M represents 85% of funding, an additional $61.2M would be needed to cover a 15% administrative cost by the District.

Give counties the authorization to raise a certain amount of locally-generated funding and hold harmless counties that decide to raise that funding for local school districts.

The state could pass a law authorizing the county to raise a combination of revenue sources to a certain limit upon the authorization of the County Commission, voters, or both. The state has done this twice before in its recent history:

- A.B. 46 (2013) authorized the Washoe County Commission to impose sales and property taxes for the purpose of school construction by a supermajority vote of the commission.
    - These taxes would be collected by the state and distributed to the County through the Intergovernmental Account for deposit into the school district's building fund (authorized by NRS.387). For administration, the state would take a small collection fee. In this example, the State sunset the provision quickly. Washoe County only had six months to act on the authorization.
- S.B. 411 (2015) authorized the Washoe County School District to create a committee to recommend local taxes for school construction
    - The Legislature authorized the committee to recommend various revenue streams, like property taxes, sales taxes, room taxes, real property transfer taxes, and governmental services taxes, to the voters for approval.[53] With tremendous support from the education and business community, voters approved revenue for school construction in 2016.

Both of these pieces of legislation demonstrate that the Legislature can constitutionally authorize local revenue increases for school districts. Critically, the State would have to make one additional change if these policies were enacted. In the Nevada Plan, the state contribution decreases if the local contribution to schools increases. The State would have to unchain new local revenue from the SBSG so that a localized tax does not impact the state contribution. If the state chooses to do this, the method for providing funding for schools might resemble the diagram below.



53 In this example, Clark County was specifically exempted from the legislation at the time because IP 1 room taxes were already approved by the voters.

Leverage the power of the CCSD Reorganization to ensure new funding has the greatest possible impact on southern Nevada schools

The CCSD Reorganization provides a tremendous opportunity to policy makers to ensure funds are used in the most efficient and effective way possible. As mentioned previously, all CCSD schools now manage their own budgets. They also create their own plans for school operation in partnership with their School Organizational Teams (SOTs). The State could ask SOTs to develop prospective budgets that could inform the funding conversation.

- The State could ask CCSD schools to develop budgets and plans to substantially raise student achievement, as measured by the Nevada School Performance Framework
    - One and two-star schools could be asked to develop prospective budgets to get them to three-stars within a certain time frame, say five years.
    - Three and four-star schools could, likewise, be asked to develop prospective budgets to get them to five-stars within a certain time frame.

In this way, policy makers could connect the conversation about funding to student achievement in a way that it hasn't been connected before.

Comments on Other Funding Reform Ideas

Currently, a number of education stakeholders are advocating for changes to the Nevada Plan. CCEA supports a robust discussion about revising the Nevada Plan. In addition, we look forward to the release of the study commissioned by the Department of Education on this matter. We believe the 2019 Legislature will take this policy discussion up in earnest, and we expect progress to be made in addressing Nevada's structural education funding system.

Recently, some solutions have been discussed in the public that could be part of a funding solution. Though on the surface these seem like viable solutions a closer look reveals their complications. We would like to take this opportunity to address two ideas currently being discussed by education advocates:

- The recommendation that the Legislature refrain from proactively transferring IP 1 funds out of the Supplemental School Account and allow the initiative to function as written.
- The recommendation to transfer revenue from the 10% retail marijuana sales tax into the Distributive School Account for the purpose of increasing the State Basic Support Guarantee (SBSG) per-pupil amount, and the recommendation to transfer revenue from the 15% tax on wholesale marijuana sales be used to increase the State Basic Support Guarantee, rather than to supplant other funds that are used elsewhere in the budget.

CCEA's thoughts on these ideas are contained within the next few pages of this report.

IP 1 Funds

It is true that Clark County voters approved IP 1 in 2008 to provide additional funds to schools for the purpose of boosting student achievement and for the payment of salaries to attract and retain qualified teachers and other employees (NRS 387.183), but it is also true that, in five successive legislative sessions, policy makers have passed laws that redistributed IP 1 money to the Distributive School Account (DSA) for the general use of school districts. Now, this money is an integral part of the funding mix for schools statewide.

Some have advocated for the removal of IP 1 funds from the DSA and for the funds to be used as voters intended; but to date, they have not produced any policy recommendations around revenues to replace those funds in the DSA. If the legislature acted on this recommendation, a massive hole would be blown in the DSA – one that, if not addressed by other revenue streams, would mean devastating consequences for schools. CCEA believes that the removal of IP 1 funds from the DSA would create a large and unnecessary problem for state legislators, and based on the experience of previous years, it would not result in increased funding for the Clark County School District. Legislators have passed laws in five legislative sessions that re-appropriated IP 1 money for general educational purposes. If IP 1 money is removed from the DSA, legislators could opt not to replace funding in the DSA and supplant by proxy funding that is already allocated to local schools, resulting in little, if any, additional money for CCSD and a massive hole in the DSA for the rest of the state.

Furthermore, even if IP 1 funding is reallocated as intended and the DSA is supplemented with other funds, CCEA's experience with the Clark County School District shows that these additional funds will not be used effectively. The IP 1 statutory language requires that school districts receiving these funds use them to boost student achievement and for the payment of salaries to attract and retain qualified teachers and other employees; but, as we all know, revenue is fungible. If strict accountability measures are not put in place, IP 1 funds may ultimately be used to supplant other funds used for the same purpose. In other words, what happened at the State could easily happen at the District level.

As outlined in previous sections of this report, CCEA favors the approach that legislators have taken to fund schools in the last three legislative sessions. Each one of the new programs has directed funding to the local school level, and the legislature has instituted strict accountability measures to each funding stream. CCEA has found that the vast majority of new funding instituted through these programs has gone directly to schools and has been spent on the most effective intervention to boost student achievement: instruction. If the Legislature opts to redirect IP 1 funding to school districts, policy makers should ensure that these revenues, to the greatest extent possible, are used to fund schools directly based on two fundamental criteria:

1. The funds are prescriptive and used on proved intervention strategies to improve achievement; and,
2. That the funds follow the student into the buildings and are based on a weighted funding formula (as A.B. 469 requires).

The Marijuana Funds
Voters showed their strong support for additional funds for education when they approved the taxation of retail and wholesale marijuana through Question 2. We believe that these funds should go to provide supplemental funding for schools, but it is important to note that these funds are not the silver bullet for education funding in the state of Nevada. The retail marijuana taxes provided approximately $30M to the state in the first fiscal year of enactment, while wholesale marijuana taxes provided $18.5M in revenues to the state. Taken together, this $48.5M funding source is significant – but not significant enough to change the paradigm for kids.

If marijuana taxes were used to supplement education funding, we could double the size of the Zoom Schools program in the state of Nevada; however, as noted previously in this report, the Zoom Schools program only provides enough resources for a small percentage of kids that actually need augmented educational services. CCEA believes that we should go further and fully fund an in-district weighted funding formula for Clark County schools. We estimate that this would require about $408M in new revenue. Though marijuana funds could contribute to this need, we believe that additional local revenues will be necessary to meet this need.

Final Conclusions

In the past five years, Nevada has made significant strides to improve K-12 education. CCEA recognizes that progress and advances, incremental in nature but progress nonetheless, has been the result of Legislators and the Governor attempting to use available funding where the greatest return on a student's education is achieved. After reviewing the evidence and the experience from reforms enacted by the legislature, CCEA believes that the State is closer than ever to realizing its goal of being the fastest improving state in the country for K-12 education. By making a decision that adds a new revenue stream to its funding formula policies by allowing locals to raise additional funding for schools, we believe that the state can realize its strategic goals more quickly and efficiently. In part what drives our efforts to have us look at a solution at the local level is the nature of the Nevada Legislative process, which meets for only 120 days every two years. To the extent we can find additional funding solutions in real time, we can provide more students with resources to receive the type of education they deserve.

The policy ideas contained within this white paper are only a start of a long discussion. Ultimately, it will be the responsibility of legislators and the next Governor to decide what policy is right for Nevada, but we hope that by having an open and transparent discussion about these ideas we can land on the right outcome for kids.

The Systemic Problem of High Class Size

Clark County Education Association | September 2018

Introduction

Nevada's educators have long struggled with class sizes that are among the largest in the nation. For nearly 30 years, state government has endeavored to lower class sizes in elementary schools through the Nevada Class Size Reduction program. First passed in the 1989 Legislative Session, the Class Size Reduction (CSR) law sought to reduce class sizes in the early grades to 15:1, eventually landing on class sizes that would not exceed 25:1 in all grades.

Today, due to newer laws and regulatory guidance from the Nevada Department of Education (NDE), large school districts in Nevada are allowed to have larger class sizes in grades 1-3 than originally contemplated in the 1989 CSR law.

Despite decades of laws and regulations, actual class sizes remain at high levels. According to Clark County School District (CCSD) reports submitted to the state and analyzed by CCEA, class sizes in the earliest grades are 2-3 pupils higher than those allowed by the Nevada Department of Education.

Furthermore, budgeted class sizes in all other grades hover between 33 and 36 pupils per teacher. That's a higher than the 25:1 maximum class size ratio contemplated by legislators in 1989, and much higher than the national average of 15.96:1. Why do class sizes remain high, despite these laws?

It's a systemic and self-perpetuating problem that, at its root, is caused by inadequate resources and a tired way of thinking about class size reduction. It's a major concern for educators, students, and parents. We'd like to take this opportunity to propose a more holistic type of solution.

Class Size Ratios in Current Law

Grade Level	Ratio
1	17 : 1
2	17 : 1
3	20 : 1

Class Size Ratios in CCSD in 2017

Grade Level	Ratio
K	21 : 1 (budgeted)
1	19.57 : 1
2	19.97 : 1
3	22.28 : 1
All other grades	33-36 : 1 (budgeted)

A Systemic Problem

In Nevada, CSR is a grant funded by the Legislature. Each biennium, the legislature sets a number of teachers to be funded for class size reduction under certain constraints. For the 2017/2018 school yr, the legislature required the state to fund not less than 1,944 teachers for class size reduction purposes, and they allocated $147,445,963 to this purpose. Of that money, about 75% came to Clark County. Clark County allocated that money directly to schools through the school strategic budgeting process– but it turns out that this grant was insufficient to realize class size reduction goals.

After reviewing available data, CCEA has found that, for 2017, the State of Nevada only allocated CCSD enough money to hire about 1,394 additional teachers to meet CSR requirements in grades 1-3.[1] [2] CCEA estimates that the district would have needed to hire 507 additional teachers for CSR in grades 1-3.[3] Hiring these teachers would have

1 At an average unit cost of $79,833 with benefits, CCSD's $111,268,300 CSR grant was enough to fund 1,394 classroom teachers.

2 The Nevada Legislature appears to have calculated the cost of a full-time teacher based upon a state average salary of $75,847 (including benefits). The urban areas of the state have higher costs of living, and the average salary of teachers is slightly higher at CCSD ($79,833 with benefits). This had the effect of reducing the purchasing power of the CSR grant in Clark County. The Legislature may want to look at chaining the cost of Class Size Reduction to some measure of local wealth or local inflation.

3 For 2017, CCSD set the base class size for elementary schools at 33.5:1 (one can see this in the 4th and 5th grade strategic budget allocations). If CCSD funded grades 1-3 at a 33.5:1 student teacher ratio in 2017, they would have needed 2,135 teachers. CSR ratios required CCSD to hire a total of 3,994 teachers for grades 1-3, a difference of 1,859 teachers over the baseline.

cost the district more than $40.4M in 2017 over and above the state CSR grant.[4] If the state of Nevada wanted to reach the original CSR goal[5] of 15:1 in the lower grades, it would cost an additional $70M.

While CCSD did have enough money from the state to hire 1,394 teachers through Class Size Reduction, our analysis estimates that only about 1300 were hired.[6] As it has done for many years, CCSD applied for, and received, a waiver from class size reduction requirements, and class sizes remained higher than the statute allows.

Though the CSR program in Nevada is an important part of the state's educational program, because it only exists for pupils in grades 1-3, the vast majority of Nevada's students are still educated in crowded classrooms. Numerous studies have justified the targeting of class size reduction resources at lower grade levels,[7] but it should be noted that Nevada's class sizes at higher grade levels far exceed the national average.[8] At CCSD, class sizes in grades 4-12 all average above 33:1. That means a 4th grade classroom is often twice the size as a 1st grade classroom in the same school. In the secondary level, the effect of a class size of 36:1 is multiplied by the fact that secondary teachers can have five to seven sections of the same class. This means, in many cases, middle and high school teachers have the responsibility of educating well over 200 students per year.[9] As part of this policy brief, CCEA gathered available public data and estimated how much it would cost for classes in grades 4-12 to be reduced to a 25:1 ratio. Based on our estimates, reducing class size in the higher grades would require the hiring of 2,593 teachers and cost at least an additional $207M per year. If class sizes were reduced to originally conceived levels in all grades,[10] it would cost $309.9M.

---

4 By our calculations, to make up for the shortfall in the CSR grant, CCSD would have had to hire 465 more teachers in grades 1-3 at a total cost of $37,097,578.55.

5 Butterworth, Todd. Fact Sheet: Class Size Reduction. Research Division, Nevada Legislative Counsel Bureau: December 2015.

6 Based on Q1 2017 waiver data, CCEA estimates that CCSD employed approximately 3,426 teachers in grades 1-3 in Q1 2017. Subtracting this number from the baseline of 2,135 teachers at a 33.5:1 ratio, we estimate that CCSD used the CSR grant to fund approximately 1,291 teaching positions in grades 1-3 during this period.

7 Class Size & Student Achievement. Center for Public Education: 2018.

8 As previously noted, a report by NEA notes that Nevada's average class size of 25.86:1 far exceeds the national average class size of 15.96:1

9 Dr. William Ouchi, who consulted with the state on the CCSD Reorg and Empowerment schools, wrote an entire book on the subject of "total student load." In it, he asserts that the teachers should not have the responsibility of educating more than 80 students.

10 Originally conceived levels were 15:1 in grades K-3, 22:1 in grades 4-6, and 25:1 in grades 7-12 (Butterworth 2005)

Inadequate CSR Resources

Grade	2017 ADE	Current CCSD policy	Budgeted teachers under current policy	15/22/25:1 CSR Ratio	No. of teachers needed for 15/22/25:1 CSR	Difference
K	22,700	16	1419	15	1513	95
1	24,010	17	1412	15	1601	188
2	23,812	17	1401	15	1587	187
3	24,451	20	1223	15	1630	408
4	25,466	33.5	760	22	1158	397
5	25,775	33.5	769	22	1172	402
6	24,344	36	676	22	1107	430
7	24,207	36	672	25	968	296
8	23,929	36	665	25	957	292
9	25,212	35.5	710	25	1008	298
10	25,282	35.5	712	25	1011	299
11	26,624	35.5	750	25	1065	315
12	23,208	35.5	654	25	928	275
			11823		**15706**	**3882**
2017 Average Salary Unit Cost			$79,833.00		$79,833.00	Total Add'l Cost
Cost of Current Policy			$943,894,199.36	Cost of Enhancement	$1,253,832,761.03	**$309,938,561.67**

What CCEA has seen is that high class size is a problem that has a lot of downstream effects:

- The stress associated with higher class sizes causes many teachers to burn out and leave the profession. In 2017, more than 1,700 teachers left CCSD, and many reported leaving the district to pursue careers outside of education.
- Attrition due to teacher burnout causes CCSD to have a high number of classroom vacancies. When attempting to fill vacant positions with new recruits, CCSD has a harder time doing so because of its reputation for high class sizes.
- Because of high classroom vacancies, the District routinely concludes that it is unable to reduce class size to the statutory requirements – so it asks for waivers from the Department of Education- annually. The Department routinely grants these waivers and allows class size to exceed the statutory requirements.
- At the state level, budgets are built upon these historical precedents. Inadequate resources are provided to districts for class size reduction, knowing that districts are likely unable to reach statutory CSR targets anyway.
- Meanwhile, classroom teachers continue to deal with the increased stress of educating large classes of students, starting the cycle all over again.

CCEA believes that we need to break this cycle and rethink how we deliver low class sizes to our teachers and students. In the 2019 legislative session, we believe that lawmakers will have an opportunity to rethink class size reduction and make significant progress for our kids.

What should lawmakers do in 2019 about high class size?

- The State should allocate the necessary resources to ensure that CCSD can comply with current statutory requirements.
- As it sits today, the state does not allocate enough money to CCSD to meet statutory requirements. In 2017, CCEA estimates that CCSD needed about $40.4M in additional resources to comply with the current CSR law. That would have been enough to hire 507 additional teachers in the early grades.
- The State should consider changes to the method which it allocates CSR funds.
- Currently, the state funds CSR based upon an estimate of the minimum number of teachers required to meet the CSR statute. This estimate appears to be based off a measure of state average wage for teachers, and it shortchanges urban areas, which tend to have higher average wages for teachers.
- Instead of setting CSR budgets by placing a number of teachers in statute, CSR should be converted into a weight for eligible elementary school pupils. Based upon our analysis, adequately funding CSR would have meant adding a 0.36 – 0.4 weight to funding in 2017 for these pupils.[11]
- The State should consider ways to begin to reduce class sizes in grades 4-12
- At higher grade levels, Nevada's teachers are dealing with some of the largest class sizes in the country. These high class sizes contribute to attrition and have a long-term effect on teacher vacancies.
- CCEA estimates that it would have cost at least $309.9M to reduce class sizes in all grades in 2017. This is a large number, but we contend that the State should look at ways to begin reducing class sizes in the higher grades, perhaps starting with ways to incentivize middle and high schools to reduce the total student load of teachers and keep more teachers in the profession longer.
- The State should pass legislation authorizing local County government or school Districts to have a local funding option that would provide funds that would be outside the Distributive School Account (DSA) to supplement existing state revenue that specifically would address reducing class sizes.

11 CCEA estimates that adequately funding CCSD's CSR requirements in 2017 would have cost approximately $148,365,878.55. Given that CCSD had 71,519 students enrolled in grades 1-3 in 2017, and given that the state basic support allocation was $5,700, CSR funding could have been expressed as a 0.3637 weight. More research would need to be done to ensure that this is the right weight going forward.

Conclusion

This white paper has addressed the issue of class size reduction for Clark County School District because the problem is not only systemic but escalating. Addressing large class sizes has been an ongoing discussion in education policy and politics in Nevada for years especially in Clark County. However, to advance this discussion to find solutions, one cannot ignore the fiscal impact this would have. When one sees the size of the fiscal impact and understands the challenges in finding additional funds in Nevada politics, then one has to look for other sources of revenue outside of the State's Distributive School account to help alleviate this problem in Clark County.

CCEA believes that it is possible — and necessary — to reduce class sizes in CCSD to the statutory requirements in a cost-effective way. By taking these steps, and thinking out of the box on funding solutions, we believe that CCSD can attract more teachers, retain more teachers, and boost student achievement.

Nevada's Teacher Turnover: A Symptom of a Larger Problem

Clark County Education Association | January 2019

Introduction

Much effort, policy development, and media coverage has been devoted to the teacher shortage in Clark County School District over the past few years. Nationwide, teacher shortages have been on the rise since the mid-1980s.[1] Approximately 60% of teacher turnover nationally is a result of teachers moving between schools, while an estimated 40% is the result of teachers leaving the profession.[2] When teachers move between schools, even if they remain in the profession, vacancies endure in their wake. The result is essentially the same as if the teacher leaves the profession altogether; schools must cope with their departure. In times of shortage, teacher turnover-including teacher attrition and school transiency-exacerbates the ability to recruit teachers to the most challenging schools, those serving our diverse and low-performing students.

---

1 Ingersoll, R. M., & Merrill, L. (2012). Seven trends: The transformation of the teaching force. The Consortium for Policy Research in Education.

2 Alliance for Excellent Education. (2008). What keeps good teachers in the classroom? Understanding and reducing teacher turnover (pp. 1–9). Retrieved from https://all4ed.org/wp-content/uploads/TeachTurn.pdf.

Teacher turnover matters. Although modest turnover might positively impact schools if the departing teachers are ineffective, patterns of chronic turnover are instructionally, financially, and organizationally detrimental. This discontinuity destabilizes professional communities and negatively impacts student outcomes.[3] Commonly, schools who experience patterns of chronic turnover employ a disproportionately large amount of novice teachers and lack the social capital created within collegial relationships. [4]

Federal, state, and local policymakers have grappled with developing and implementing strategies to curb the teacher turnover. A multitude of policies have been commonly implemented across the nation, including monetary incentives and strengthening school leadership. Nevada has devoted substantial energy to the recruitment and retention of teachers, but the prevalence of teacher shortages remains problematic. A nationwide shortage of high-quality teachers exists and is projected to become more widespread.[5] From a state perspective, Nevada's school-age populations continues to grow and become more diverse, while simultaneously the number of enrollments in teacher preparation programs decrease. Not only are these trends troubling to Nevada, but specifically to the largest district in the state, Clark County School District. Without an examination into the root causes of Clark County School District's current teacher shortage the problem will remain, and our students will continue to bear the brunt of this crisis.

State of the Teaching Profession

The success of our nation's education system at large-hinges on teachers. For decades, educational research has asserted that a teacher's influence on student outcomes is more influential than any other component of the school community.[6] Given the primary importance of teachers, educational reformers have focused in varying capacities on improving teacher practice and student learning through strategies aimed at increasing recruitment, retention, and development. These efforts may result in an increase in the number of teachers employed but seldom positively influence teacher practice and student performance.

---

3 Ronfeldt, M., Loeb, S., & Wyckoff, J. (2013). How teacher turnover harms student achievement. American Educational Research Journal, 50(1), 4–36. doi:10.3102/0002831212463813

4 Grissom, J. A. (2011). Can good principals keep teachers in disadvantaged schools? Linking principal effectiveness to teacher satisfaction and turnover in hard-to-staff environments. Teachers College Record, 113(11), 2552–2585.

5 Sutcher, Darling-Hammond, & Carver-Thomas (2016). A Coming Crisis in Teaching? Teacher supply, demand, and shortages in the U.S. Retrieved from https://learningpolicyinstitute.org/product/coming-crisis-teaching

6 RAND Corporation (2012). Teachers Matter: Understanding teachers' impact on student achievement. Retrieved from https://www.rand.org/pubs/corporate_pubs/CP693z1-2012-09.html

National teacher shortages are growing and recommendations to curb the high rates of teacher attrition, or those leaving the profession, are ever present.[7] Across the nation, 90% of the annual demand for teachers is a result of those leaving the profession, with retirement explaining merely one-third of that population. Additionally, 60% of all teachers hired annually across the nation are replacing teachers who are retiring prematurely.[8] Model projections of future supply and demand trends in teaching have been examined, leading the Learning Policy Institute to project approximately 300,000 new teachers will be needed by 2020.[9]

Teacher turnover is a combined measure of attrition, or those teachers leaving the profession, and school transiency, or those who move between schools. National teacher turnover rates are currently at approximately 15%, which includes the average attrition rate of 7% and school transiency rate of 8%.[10]

A brief examination of the national school and student populations most commonly impacted by teacher turnover can guide our understanding of Nevada's plight.

National Perspective

Approximately 3.2 million public school elementary and secondary teachers were employed in the United States in 2016.[11] The number of teachers employed in the fall of 2016 was reported to be 1 percent lower than in the fall of 2006, demonstrating the stagnation of the overall teaching profession. Annually, a quarter of a million new teacher hires have been needed to maintain the projected 3.2 million employed teachers.[12] The dominant policy response to this persistent national shortage is the creation of multiple avenues designed to ease entry into the teaching profession (e.g., Teach for America, Troops to Teachers).

---

7 Carver-Thomas, D. & Darling-Hammond, L. (2017). Teacher turnover: Why it matters and what we can do about it. Palo Alto, CA: Learning Policy Institute.

8 Retrieved from https://learningpolicyinstitute.org/product/understanding-teacher-shortages-interactive

9 Sutcher, Darling-Hammond, & Carver-Thomas (2016). A Coming Crisis in Teaching? Teacher supply, demand, and shortages in the U.S. Retrieved from https://learningpolicyinstitute.org/product/coming-crisis-teaching

10 Carver-Thomas, D. & Darling-Hammond, L. (2017). Teacher turnover: Why it matters and what we can do about it. Palo Alto, CA: Learning Policy Institute.

11 Occupational Outlook Handbook, Bureau of Labor Statistics. Retrieved from https://bls.gov/ooh/

12 Sutcher, Darling-Hammond, & Carver-Thomas (2016). A Coming Crisis in Teaching? Teacher supply, demand, and shortages in the U.S. Retrieved from https://learningpolicyinstitute.org/product/coming-crisis-teaching

Exacerbating this issue, teacher turnover rates-including both attrition and transiency-have continued to increase. Nationally, teacher turnover rates vary by geographic location, type of school, teaching assignments, and experience.[13] Attrition rates for teachers within the first five years of the profession have been estimated to be as high as 41 percent.[14] Additionally, teachers who enter into the profession without sufficient preparation, often through alternative routes to licensure programs, are 2 to 3 times more likely to leave the profession, than those teachers who have completed a traditional program.[15]

Teacher shortages are not experienced equitably across school types (e.g., low-income, high-diversity). Since the needs of our education system change as the diversity of our student population increases,[16] [17] teachers serving in urban schools experience even higher rates of transiency and attrition.[18] Teacher turnover negatively impacts student outcomes, particularly within schools that serve diverse and low-performing students.[19] Further, data from the Teacher Attrition and Mobility Report indicate that school transiency in high-poverty schools occurs at a rate of two times that of our moderate or low poverty schools.[20]

Studies show there are three detrimental effects that occur as a result of high teacher turnover:

1. high levels of turnover undermine student achievement;
2. turnover negatively impacts teacher quality when an inadequate supply of teachers exists; and
3. turnover is accompanied by significant financial costs.[21]

---

13 Darling-Hammond, L., Sutcher, L., & Carver-Thomas, D. (Nov. 13, 2017) Why Addressing Teacher Turnover Matters. Retrieved from https://learningpolicyinstitute.org/blog/why-addressing-teacher-turnover-matters

14 Ingersoll, R., Merrill, L., & Stuckey, D. (2014). Seven trends: the transformation of the teaching force, updated April 2014. CPRE Report (#RR-80). Philadelphia: Consortium for Policy Research in Education, University of Pennsylvania.

15 Espinoza, D., Saunders, R., Kini, T., & Darling-Hammond, L. (2018). Taking the long view: State efforts to solve teacher shortages by strengthening the profession. Palo Alto, CA: Learning Policy Institute.

16 Banks, J. A., & Banks, C. A. M. (2009). Multicultural education: Issues and perspectives. John Wiley & Sons.

17 Sleeter, C.E., Neal, L.I, & Kumashiro, K.K. (2015). Diversifying the Teacher Workforce: Preparing and Retaining Highly Effective Teachers. New York, NY: Routledge.

18 Hanushek, E.A., Kain, J.F., & Rivkin, S.G. (2004). "Why Public Schools Lose Teachers," Journal of Human Resources, University of Wisconsin Press, vol. 39(2).

19 Ronfeldt, M., Loeb, S. & Wyckoff, J. (2013). How Teacher Turnover Harms Student Achievement. American Educational Research Journal, Vol. 50(1), pp. 4-36.

20 U.S. Department of Education. Schools and Staffing Survey (SASS), Teacher Follow-up Survey (TFS). "Current and Former Teacher Data Files," 2012-13. See Digest of Education Statistics 2014, table 210.30.

21 Darling-Hammond, L., Sutcher, L., & Carver-Thomas, D. (Nov. 13, 2017) Why Addressing Teacher Turnover Matters. Retrieved from https://learningpolicyinstitute.org/blog/why-addressing-teacher-turnover-matters

State and Local Perspectives

Nevada's teacher shortages are a function of the reduction of teachers entering the field and high rates of teacher attrition. There has been declining interest in the pursuit of teaching as a profession over the past four decades. Nevada has experienced a 25% decrease in the number of teachers enrolled in education programs between 2010 and 2016, with a completion rate decrease of 20% during this same period of time.[22] For more details surrounding Nevada's teacher workforce trends, please refer to Nevada Teacher Workforce Report, 2nd Edition. State and local policymakers are challenged with determining how to attract, recruit, and retain a teacher workforce that is responsive to the changing, diverse, and complex needs of our current and future student population.

Challenge: Annual Teacher Turnover

Nevada has made significant gains toward improving education outcomes in recent years. In 2017, Nevada increased education funding $152 million, with $20 million specifically dedicated to the recruitment and retention of teachers. Federal and state funding has been specifically appropriated to increase the number of teacher education students through TEACH grants, Teach Nevada scholarships, Nevada Institute on Teacher and Educator Preparation18 (NITEP).

Demonstrated through the various recruitment strategies described above, Nevada has long approached the problem of teacher shortages through increasing the supply of teachers without long term efforts to combat attrition. Research has demonstrated that teacher shortages are more likely due to "excess demand" in the labor market resulting from a "revolving door" of teachers leaving the profession for reasons other than retirement.[23] In other words, Nevada's recruitment strategies alone will not address the source of teacher turnover. Annual turnover rates in Nevada exceed the average national turnover rates, as well as the turnover rates of states where the five largest school districts are located (see table below).

Annual Turnover Rates by State:

U.S.	California	Florida	Illinois	Nevada	New York
16%	10.5%	14%	9%	19.5%	11%

Source: National Center for Education Statistics Schools and Staffing Survey, 2011-12 and Teacher Follow-up Survey, 2012-13

22 U.S. Department of Education (2017). Title II Education Provider, Program, Enrollment and Completer data by State Retrieved from https://title2.ed.gov/Public/Report/StateHome.aspx

23 Ingersoll, R. M. (2001). Teacher turnover and teacher shortages: An organizational analysis. American Educational Research Journal, 38(3), 499–534.

Additionally, teacher turnover is costly and negatively impacts student outcomes.[24] Annually, an estimated 9% of the teaching population leaves the Clark County School District with an additional annual school transiency rate of 19.4%. In August 2017, CCSD reported that 1,736 teachers chose to leave the Clark County School District during the 2016-17 academic year. High teacher attrition rates result in school systems expending resources on recruitment and induction services. In a recent report, Linda Darling-Hammond estimated the cost of recruiting and inducting a teacher in an urban school district at $21,000.[25] This estimate would result in a projected annual cost to the Clark County School District of $35.7 million.

Challenge: Inequitable Teacher Turnover Rates

The cost of teacher turnover, including attrition and transiency, is disproportionately borne by students in our most challenging schools. Research suggests that urban schools who serve large concentrations of low-achieving and high poverty students experience higher teacher turnover than their non-urban counterparts.[26] To exacerbate this issue, those teachers who leave these low-performing schools tend to have better qualifications and more experience and are replaced with less qualified and experienced teachers.[27] According to this research, it is logical to deduce that Nevada's low performing schools employ many of the least experienced and qualified teachers to meet the needs of our most challenging population. An annual report was recently published quantifying the percentage of inexperienced teachers, or those in their first or second year of teaching, serving in high minority schools (see table below). This report further supports the inequitable staffing of CCSD schools.

Percentage of Inexperienced Teachers in High Minority Schools:

U.S.	California	Florida	Illinois	Nevada	New York
17.31%	14.52%	14.18%	14.84%	16.57%	17.81%

Source: Understanding Teacher Shortages, 2018 Update; Learning Policy Institute

Furthermore, schools categorized as Title I, Tier I or Tier II, or those primarily serving

24 Podolsky, A., Kini, T., Bishop, J., & Darling-Hammond, L. (2016). Solving the Teacher Shortage: How to attract and retain excellent educators. Palo Alto, CA: Learning Policy Institute.

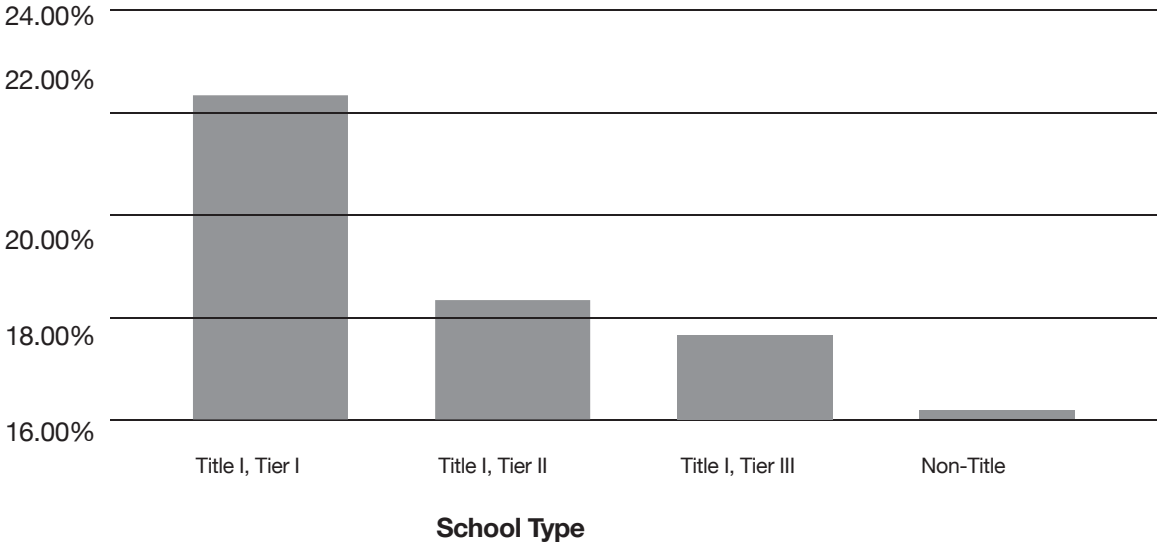
25 Carver-Thomas, D. & Darling-Hammond, L. (2017). Teacher turnover: Why it matters and what we can do about it. Palo Alto, CA: Learning Policy Institute.

26 Hanushek, E.A., Kain, J.F., & Rivkin, S.G. (2004). "Why Public Schools Lose Teachers," Journal of Human Resources, University of Wisconsin Press, vol. 39(2).

27 Rice, J. K. & Malen, B (2017). Performance-Based Pay for Educators. New York, NY: Teacher College Press.

students of color and those living in poverty, suffer from teacher vacancies at a higher rate than other schools. The resulting teacher vacancies are filled with substitutes or uncertified teachers who often serve as a last resort. Similar data has been found by the University of Chicago's Urban Education Institute where under served schools lose, on average, 20% of their teachers annually.[28] Annual school transiency within CCSD's most challenging schools (i.e., Title I, Tier I) has been found to be 22.39%, which is disproportionately different than the reported transiency rate of 16.15% found in CCSD's non-title schools (see chart below).[29] Demographically, Las Vegas mirrors the projected racial and ethnic diversity of the United States 40 years in the future.[30] This is an important context for all education policy discussions, since Las Vegas is home to a student population that has both social and educational needs that the current teaching profession is not yet designed to serve at scale.

Licensed Personnel Transiency Rates 2016-17:



28 Consortium on Chicago School Research, June 2009. The Schools Teachers Leave: Teacher Mobility in CPS. University of Chicago, Urban Education Institute.

29 Clark County School District (2017). Clark County School District Human Resources Unit: Licensed Personnel Transiency Rates Over 5 Years as of 11/9/17.

30 Kolko, Jed. (2017). 40 Years from Now, The U.S. Could Look Like Las Vegas Demographically, at least. Retrieved from: https://fivethirtyeight.com/features/40-years-from-now-the-u-s-could-look-like-las-vegas/

Common Policy Strategies

The notion of attracting, recruiting, and retaining a high-quality teaching force has been examined by many educational researchers. Additionally, national, state, and local policymakers have implemented policies in an effort to reduce annual teacher turnover rates. Two such policy strategies will be discussed, economic incentives and school leadership, which will be followed by a discussion proposing a holistic and systematic strategy for reducing turnover while simultaneously increasing student achievement.

Policy Strategy: Economic Incentives

The main goal of economic incentives is to attract, recruit, and retain a talented pool of individuals who are prepared to serve in all schools, including our most challenging schools. Through these incentives, individuals will be motivated to engage in meaningful professional development, work more efficiently, and invest considerable effort in these settings.[31] Conceivably, these changes will improve student outcomes and transform the structure of the teaching force by supplanting a more effective and committed population of teachers.

Financial incentives are appealing to teachers, but money alone is not sufficient to alter a teacher's instructional or professional performance.[32] These incentives have produced short-term impacts on teacher attraction, recruitment, and retention; but there is relatively little evidence of long-term impact. The State of Nevada appropriated funds during the 2015 78th Legislative Session and 2017 79th Legislative Session to support the recruitment and attraction of new teachers to the most challenging schools. Among these are the New Teacher Incentive Fund (Senate Bill 511), Pay Performance and Enhanced Compensation (Assembly Bill 434) and Title I Incentive Pay (Assembly Bill 434). The overall impact of these policies is yet to be determined but will be presented through the Nevada Department of Education External Outcomes Evaluation after May 31, 2019.

31 Rice, J. K. & Malen, B (2017). Performance-Based Pay for Educators. New York, NY: Teacher College Press.

32 Rice, J. K. & Malen, B (2017). Performance-Based Pay for Educators. New York, NY: Teacher College Press.

Policy Strategy: Strengthening School Leadership

Multiple studies have identified the large effect that quality of school leadership has on teacher turnover.[33] One recent study identified a correlation between improvements in school leadership and reductions in teacher turnover.[34] When teachers view their school's leader negatively, turnover rates are two times higher as compared to those teachers who view their school's leader positively.[35] Nationally, research has demonstrated that teachers in high-poverty and low-achieving schools tend to rate their administrator as less effective.[36] Teacher perceptions of school leaders strongly impact their decisions to remain in a school, and this relationship is even larger in high-poverty and low-achieving schools.

Ultimately, the school leader has one of the highest leverage points shaping the organizational context, including school practices and school culture and climate.[37] In fact, effective school leaders who remain in schools have been associated with the retention of high-quality teachers, regardless of school type or Title status. The State of Nevada appropriated funds during the 2015 2017 79th Legislative Session to strengthening the support of school administrators through various means. Among these are the establishment of a Model Code of Ethics for administrators, educators (Assembly Bill 124), the formation of an endorsement in culturally responsive educational leadership (Assembly Bill 196), the appropriation of fund for educational leadership training programs (Senate Bill 155), and the creation of an Advisory Task Force on School Leader Management (Senate Bill 497).

---

33 Learning Policy Institute (February 2017). Research Brief: The role of principals in addressing teacher shortages. Palo Alto, CA. Retrieved from: https://learningpolicyinstitute.org/product/role-leadership-solve-teacher-shortages

34 Kraft, M.A., Marinell, W.H., & Shen-Wei Yee, D. (2016). School organizational contexts, teacher turnover, and student achievement: Evidence from panel data. American Educational Research Journal, 53(5), 1411-1449.

35 Sutcher, L., Darling-Hammond, L., and Carver-Thomas, D. (2016). A Coming Crisis in Teaching? Teacher Supply, Demand, and Shortages in the U.S. Palo Alto, CA: Learning Policy Institute.

36 Grissom, J. A. (2011). Can good principals keep teachers in disadvantaged schools? Linking principal effectiveness to teacher satisfaction and turnover in hard-to-staff environments. Teachers College Record, 113(11), 2552-2585.

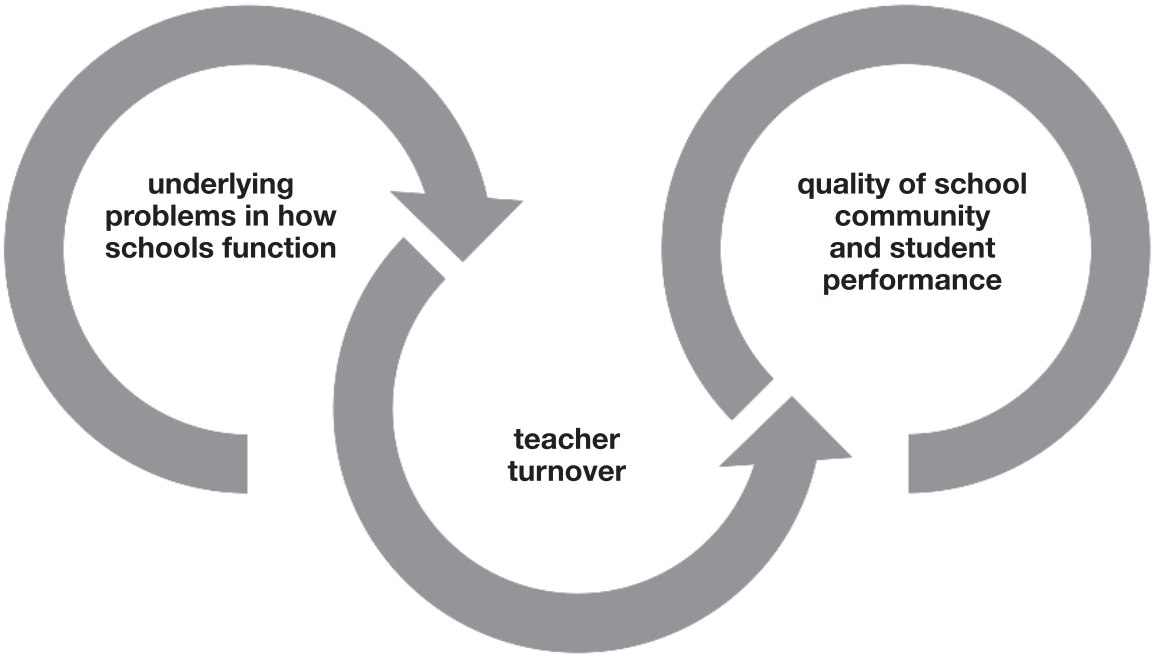
37 Kraft, M.A., Marinell, W.H., & Shen-Wei Yee, D. (2016). School organizational contexts, teacher turnover, and student achievement: Evidence from panel data. American Educational Research Journal, 53(5), 1411-1449.

Moving Nevada Forward

There is no question that teacher turnover is a significant issue plaguing Nevada and Clark County. With the local Clark County community experiencing disproportionate levels of teacher turnover in underserved schools, the negative influence of turnover on student achievement, and a significant annual fiscal impact resulting from the revolving door of teachers entering and leaving our schools, it is imperative that state and local policy makers understand the magnitude and totality of this instability on our schools.

Solutions are not simple. Education researchers and lawmakers have long sought to implement policy-based solutions to curb teacher turnover and the consequences thereof. These policy-based solutions have not been felt long-term or consistently. The benefit of economic incentives has been in the attraction and recruitment of teachers to schools, but retention has been a continued problem. Strengthening school leadership efforts has positively impacted pockets of schools, with little to no continuity across all schools. Strengthening school leadership should be part of the solution, not the whole solution.

Moving Nevada forward means that we need to look at our school system from a "30,000 foot view." Teacher turnover is a symptom of the problem, not the problem itself. Creating a systemic and holistic solution aimed at improving the comprehensive school system will lead Nevada forward.



A Holistic Solution

The solution to Nevada's crisis cannot consist of siloed efforts, such as one time offers of monetary incentives or focused on impacting the skills of a handful of teachers or administrators. What is currently warranted is a holistic solution that braids together systemic strategies and structures aimed at impacting the symptoms of teacher turnover. Nevada needs to refocus our policy efforts away from the individual teacher, and instead examine the conditions and characteristics of the schools in which teachers serve. Turnover, from this perspective, is not only an indicator of teacher stability and staffing issues, but it also serves as an indicator of the quality of the school-community relationship and student performance (see model).

This holistic solution introduces the notion that schools are organizations responsible for the effective performance of teachers and measured by student achievement and the quality of school-community relationships.

Redefining Schools

Schools have long been thought of as an organizational microcosm.[38] Teacher turnover is not a product of teacher and student characteristics, but the result of a dynamic organization influenced by relationships, interactions, collective values, and commitment. The dynamics operating at the organizational level emphasize the social nature of schools. Strong organizations foster the exchange of resources and support, and weak organizations foster isolation. The organizational conditions formed in schools influence teachers' decisions to remain in schools and the teaching profession.

Supporting Research
One groundbreaking study utilized a nationally representative dataset of schools and staff to gain an understanding of the interdependencies of teacher and student characteristics and organizational conditions on teacher turnover.[39] The researcher found that factors such as working conditions and school leadership are associated with teacher turnover, regardless of school type (e.g., Title I, Non-Title), geographic location, or student demographics. A multitude of studies have replicated these findings, concluding that a school's organizational conditions are strong predictors of teacher turnover.[40] Evidence from these studies can help contextualize the potential root causes of teacher turnover in Nevada and inform policy-based strategic efforts.

38 Bidwell, C. (1965). The school as a formal organization. In J. March (Ed.), Handbook of Organizations (p. 973-1002). Chicago, IL: Rand McNally.

39 Ingersoll, R. M. (2001). Teacher turnover and teacher shortages: An organizational analysis. American Educational Research Journal, 38(3), 499–534.

40 Loeb, S., Darling-Hammond, L., & Luczak, J. (2005). How teaching conditions predict teacher turnover in California schools. Peabody Journal of Education, 80(3), 44–70. doi:10.1207/s15327930pje8003_4

School Organizations

One of the general premises of school organizations is that to understand teacher turnover, we must examine the conditions and characteristics of the school in which teachers serve. A brief examination into three components of a school's context, including school cohesion, working conditions, and school leadership, will follow.

1. **School Cohesion**
   A school organization's cohesion refers to the conditions that are present in a school's environment that assist in shaping the values and beliefs of teachers.[41] Education researchers recently examined the motivational impact of school cohesion on teacher turnover in thirteen urban schools within Los Angeles.[42] The targeted schools historically experienced high rates of turnover and served high-minority and low-income students. One method of reducing turnover is to ensure that school leadership is supported, collaboration and trust are nurtured between colleagues, and that collective beliefs and values inform a school's day-to-day work. This study suggests that teachers are more loyal to their school, thus reducing teacher turnover, when they are meaningfully engaged with each other.

2. **Working Conditions**
   Another layer of a school's context that needs to be addressed is the physical working conditions in which a teacher serves. Working conditions (e.g., class sizes, facilities, availability of resources) play an integral role in teachers' decisions to remain in schools and the teaching profession.[43] There is no doubt great variability in the working conditions between schools across the nation. Empirical research has found that high rates of teacher turnover in low-income or low-achieving schools are influenced by poorer working conditions.[44] Given the confluence of poorer working conditions and low-income, high-minority students, policymakers need to prioritize the disentanglement of student demographics from teacher turnover.

   One such study has attempted to understand the co-morbidity of these factors. Research was conducted of California teachers serving in low-income and high-minority schools indicating a strong relationship between teacher turnover problems and working conditions. Teachers serving in these schools experienced less availability of resources and fewer administrative supports. When teachers were surveyed, they reported that concerns about working conditions and dissatisfaction with salaries far outweighed student demographic characteristics in predicting teacher turnover. In other words, the predictive relationship between student demographics and teacher turnover is minimized when working conditions are taken into account, suggesting that working conditions explain some of the relationship between high teacher turnover in low-income and high-minority schools.[45]

---

41 Fuller, B & Izu, J.A. (1986). Explaining school cohesion: What shapes the organizational beliefs of teachers? American Journal of Education, 94(4), 501-535.

42 Fuller, B., Waite, A., Miller, P., & Irribarra, D. (2013). Explaining teacher turnover-School cohesion and intrinsic motivation in Los Angeles. Retrieved from https://gse.berkeley.edu/sites/default/files/general/lausd-berkeley_reedschoolclimate_teacherengagementassessment_technicalreport_dec2013.pdf

43 Loeb, S., Darling-Hammond, L., & Luczak, J. (2005). How teaching conditions predict teacher turnover in California schools. Peabody Journal of Education, 80(3), 44–70. doi:10.1207/s15327930pje8003_4

44 Loeb, S., Darling-Hammond, L., & Luczak, J. (2005). How teaching conditions predict teacher turnover in California schools. Peabody Journal of Education, 80(3), 44–70. doi:10.1207/s15327930pje8003_4

45 Carver-Thomas, D. & Darling-Hammond, L. (2017). Teacher turnover: Why it matters and what we can do about it. Palo Alto, CA: Learning Policy Institute.

3. School Leadership

The last component of a school's context to be briefly examined is the role and influence of school leadership. Multiple studies have identified the large effect that quality of school leadership has on teacher turnover.[46] One recent study identified a correlation between improvements in school leadership and reductions in teacher turnover.[47] When teachers view their school's leader negatively, turnover rates are two times higher as compared to those teachers who view their school's leader positively.[48] Nationally, research has demonstrated that teachers in low-income and low-achieving schools tend to rate their administrator as less effective.[49] Teacher perceptions of school leaders strongly impact their decisions to remain in a school, and this relationship is even larger in low-income and low-achieving schools. Ultimately, the school leader has one of the highest leverage points shaping the organizational context, including school practices and school culture and climate.[50] In fact, effective school leaders who remain in schools have been associated with the retention of high-quality teachers, regardless of school type or Title status.

---

46 Learning Policy Institute (February 2017). Research Brief: The role of principals in addressing teacher shortages. Palo Alto, CA. Retrieved from: https://learningpolicyinstitute.org/product/role-leadership-solve-teacher-shortages

47 Kraft, M.A., Marinell, W.H., & Shen-Wei Yee, D. (2016). School organizational contexts, teacher turnover, and student achievement: Evidence from panel data. American Educational Research Journal, 53(5), 1411-1449.

48 Sutcher, L., Darling-Hammond, L., and Carver-Thomas, D. (2016). A Coming Crisis in Teaching? Teacher Supply, Demand, and Shortages in the U.S. Palo Alto, CA: Learning Policy Institute.

49 Grissom, J. A. (2011). Can good principals keep teachers in disadvantaged schools? Linking principal effectiveness to teacher satisfaction and turnover in hard-to-staff environments. Teachers College Record, 113(11), 2552-2585.

50 Kraft, M.A., Marinell, W.H., & Shen-Wei Yee, D. (2016). School organizational contexts, teacher turnover, and student achievement: Evidence from panel data. American Educational Research Journal, 53(5), 1411-1449.

Linking School Organizations to Student Achievement

Overwhelming evidence suggests that the problem of teacher turnover, primarily in our most challenging schools, does not rest in the students-but in the school system.[51] Organizational conditions are malleable, and the quality of these conditions impacts a school's organizational effectiveness and, therefore, student achievement. Reframing our view of teacher turnover as a product of the school organization is imperative. Researchers across multiple fields support the premise that staff or employee turnover is vital due to its link to both organizational effectiveness and performance.[52] How schools are organized and operated directly effects instructional exchanges that occur within a classroom.[53] In other words, classroom learning depends largely on how a school context supports teaching and learning.

Supporting Research

Research has drawn a direct connection between school organizational effectiveness and student achievement. Researcher Anthony Bryk has identified five essential indicators of a school organization that lead to greater student achievement and include such measures as the strength of parent-community-school ties and leadership that drives change. Bryk's research suggests that schools with strong organizational indicators are ten times more likely to improve than schools with weak organizational indicators. Additionally, a supporting study conducted by the Consortium on Chicago School Research found that how schools are organized and how they interact with the community can help determine progress toward school improvement goals.[54]

Research in school organization has been informed by investigations into effective schools, as well as studies on school culture and climate.[55] James Griffith proposed a dual impact model aligning staff job satisfaction and school achievement progress. Griffith's model is built upon the premise that schools value teachers and believe that satisfied and committed teachers perform better. In other words, satisfied teachers teach more effectively and, in turn, have students who learn effectively and achieve more academically. Districts and schools that share in this belief devote considerable effort to ensuring that teachers are supervised and coached, have professional autonomy, are involved in decision-making, and can pursue opportunities for advancement.

---

51 Johnson, S. M., Kardos, S. M., Kauffman, D., Liu, E., & Donaldson, M. L. (2004). The support gap: New teachers experiences in high-income and low-income schools. Education Policy Analysis Archives, 12, 25.

52 Ingersoll, R. M. (2001). Teacher turnover and teacher shortages: An organizational analysis. American Educational Research Journal, 38(3), 499–534.

53 Bryk, A.S. (2010). Organizing Schools for Improvement. Phi Delta Kappa International, 91(7), 23-30.

54 Bryk, A.S. (2010). Organizing Schools for Improvement: Lessons from Chicago. University of Chicago Press; Chicago, IL.

55 Griffith, J. (2003). Schools as Organizational Models: Implications for Examining School Effectiveness. The Elementary School Journal, 104(1), 29-47.

Moving Nevada Forward

The teacher turnover crisis is well-documented across our nation and state of Nevada. Clark County School District feels the implications of this crisis on a daily basis. The Clark County Education Association offers that Nevada's policy solutions have long been focused on impacting the individual teacher instead of the larger school system. Solutions such as economic incentives and targeted support efforts have short term benefits but fail to make the systematic impact that Nevada sorely needs. Solutions reside in the school organization-the hub of our community.

Teacher turnover is but a symptom of a larger problem-one that is demonstrated by the lack of strong and consistent culture and climate, the distrust in our school system by teachers and parents, and the gap between graduation and college and career ready students. Nevada is ready to move forward.

A State and Local Model

Teacher turnover is a symptom of the quality of the school organization and contributes to student achievement outcomes. Nevada's initial stage of implementation of a state and local model begins with an assessment of the current state of our schools, leaders, and performance. The next stage of implementation brings the needs of students to the forefront through the alignment of talent and expertise. The following stage focuses on fostering growth within schools through systems of collaboration. The final stage of this model concentrates on developing and strengthening a pipeline of school and classroom leaders through systematic and comprehensive leadership development.

The Clark County Education Association believes that the four components described below will not only combat teacher turnover but will influence student achievement and the school-community relationship.

1. **Assessing School Needs**
   Teachers need supportive school conditions where they feel valued and empowered to collaborate, in order to improve instruction. Valid and reliable measures of school effectiveness and performance exist and are currently being used in states and districts across the country (e.g., Oregon, Maryland, Kentucky). Both the New Teacher Center's Teaching, Empowering, Leading, and Learning Survey (TELLS) and the University of Chicago Consortium on School Research's 5 Essential Supports survey enable state and local education agencies to gather robust data. This robust data can guide Nevada policymakers and educational leaders to strategically developing and implementing teacher supports leading to improved outcomes for students. At the local level, districts can produce individualized school reports using data from school organization surveys (e.g., TELLS, 5 Essential Supports) to gain an understanding of the average levels and trends in teachers' perceptions of the school organization, leadership support, and school effectiveness. A comparison across similar schools can be conducted to further understand the strengths and weaknesses of schools by geographic location and type. These reports and comparisons can then be used to develop targeted and strategic goals for school improvement and a reduction of teacher turnover.

2. **Aligning Talent and Expertise**
   Educators and administrators should serve in schools whose needs are aligned with their professional expertise and competencies. For example, schools with a highly diverse population should be staffed with teachers who are competent in culturally responsive teaching. This alignment of human capital will ensure that schools are structured to meet the needs of their specific student population.

This component will also enable districts to leverage administrator expertise to properly support the student population. For example, low-achieving schools should actively recruit teachers with expertise and skills in the areas in which they are deemed academically deficient. Aligning the talent and expertise of teachers and administrators to the needs of our students ensures that the education system is responsive and adaptive to the changing needs of our community.

3. **Fostering Growth**
   School reforms are deemed less effective when they merely focus on the system's structure instead of considering human and social elements, such as collaboration.[56] Collaboration impacts not only teachers and students, but also the school as a whole. Teachers who engage in professional collaboration exchange ideas and resources, strengthen their knowledge and skills, and learn strategies that enable them to better meet the needs of their students and community. The mere addition of the element of collaboration in schools increases effectiveness and efficiency, as well as influences teacher retention.[57] During Nevada's 79th Legislative Session, Assembly Bill 469 solidified the reorganization of the Clark County School District into school-based precincts managed by School Organizational Teams. These School Organizational Teams advice and assist school leadership through collaborative decision-making, which is key to the success of our students and schools.

4. **Developing a Pipeline of School and Classroom Leaders**
   National Center on Education and the Economy reviewed principal leadership in high-performing countries and concluded that these systems rely on a systematic and comprehensive leadership development program, whereby educators enter into leadership programs that are formed on a continuum.[58] This continuum offers opportunities for teacher leadership experiences and development throughout a teacher's career. For example, teachers may be involved in sharing the responsibility for school improvement through the development of professional learning opportunities. This structure of scaffolded leadership experiences forms a career ladder system that offers schools an avenue for advancement, whereby school organizational effectiveness is positively impacted.

Projected Outcomes

The Clark County Education Association asserts that the alignment of policy initiatives focused on improving the effectiveness of the school organization should be a meaningful part of a larger district and state-wide effort aimed at reducing teacher turnover and increasing student achievement.

Reducing Teacher Turnover
A school's context has been historically viewed as components (e.g., teacher characteristics, student characteristics, leadership) of a whole, rather than as the whole itself. Reframing our view of teacher turnover as a result of the school organization is well supported by educational research. Teachers have a great impact on student

---

56 Newmann, F. M., & Wehlage, G. G. (1995). Successful school restructuring: A report to the public and educators. Madison, W. I.: Center on Organization and Restructuring of Schools.

57 Cook, L., & Friend, M. (1993). Educational leadership for teacher collaboration.

58 Jensen, B., Downing, P., & Clark, A. (2017). Preparing to Lead: Lessons in Principal Development from High-Performing Education Systems. Washington, DC: National Center on Education and the Economy.

outcomes. Reducing teacher turnover in the Clark County School District is imperative to the development of a well-prepared and committed teaching force. Our students, families, and community deserve a stabilized teacher workforce prepared to serve all Clark County and Nevada students.

Increasing Student Achievement
Although evidence of increased teacher turnover in challenging schools is problematic on the surface, the likelihood that greater turnover rates contributes to the lower student outcomes experienced by these schools is an even greater concern. The negative impact of teacher turnover is felt at all levels of the education system: the state, the district, the school, and ultimately, students. Teacher turnover disrupts continuity and impedes the development of community within schools, exacerbating the disparity in performance between school types (i.e., Title I, Tier I; Title I, Tier II; Title I, Tier III; Non-Title). High rates of turnover complicate school efforts to implement new programs, facilitate ongoing professional learning, and employ supports for new or struggling teachers. These efforts are directly associated with the quality of teacher instructional and professional practices, therefore impacting the academic outcomes of our students

Final Conclusions

The nation as a whole is grappling with a changing teacher workforce. The consequence of a reduction in those entering the teacher pipeline and the compounding issue of teacher turnover has brought this crisis to the forefront. Nevada is not uniquely plagued by this crisis, but the pressure of discovering a solution falls squarely in the laps of our education leaders and state and local policymakers.

Each and every day students across Nevada sacrifice learning because departing teachers leave empty classrooms in their wake. Schools staff these classes with long-term substitutes or pile students into already full classes in hope that some learning will continue. According to a recent article in the Wall Street Journal, teachers are leaving their positions at the highest rate on record.[59]

This turnover crisis does not only severely affect our students, but it also can be felt by taxpayers across out state. An annual estimated fiscal impact of $35.7 million is absorbed by the Clark County School District to attract, recruit, and on-board teachers.[60] This fiscal hit influences the number of teachers serving in our schools and the resources schools are able to purchase to meet the diverse needs of our students. The end result of this crisis-student learning suffers.

The era of short-term policy solutions has passed. Economic incentives may bring teachers to our state or to our most challenging schools, but what has Nevada done to retain these teachers? The Clark County Education Association proposes a solution aimed at assessing current organizational conditions, aligning expertise, fostering growth, and developing a pipeline of leaders. This systemic solution begins by understanding the organizational conditions in which teachers serve and learning occurs. Teacher turnover is only a symptom of a larger problem.

---

59 Wall Street Journal, December 28, 2018. Teachers Quit Jobs at Highest Rate on Record https://www.wsj.com/articles/teachers-quit-jobs-at-highest-rate-on-record-11545993052?shareToken=st9cda2e11efd84a188ff0eb7a1fe8f34e&ref=article_email_share

60 Carver-Thomas, D. & Darling-Hammond, L. (2017). Teacher turnover: Why it matters and what we can do about it. Palo Alto, CA: Learning Policy Institute.

Attracting and Retaining NBCTs to Title I Schools

Clark County Education Association | December 2019

Introduction

In Clark County, as in the rest of the state of Nevada, there is a desperate need to attract the best teachers to the highest needs schools and to retain them in their teaching positions at those schools. Teaching positions in high needs schools are often staffed by the newest teachers or those who have gone through abridged teacher preparation programs (some getting only three weeks' training). Attrition is rampant with teachers young in the profession who do not have strong professional support systems within their schools. Many positions at our highest needs schools go unfilled and are staffed with substitute teachers.

Research from across the US demonstrates that students of National Board Certified Teachers (NBCTs) show more growth than those of non-NBCTs, and that this effect is more pronounced with the highest needs students. In addition, research in Clark County shows increased teacher self-efficacy and cultural competency in NBCTs and National Board Certification candidates, key attributes for educating our diverse student population. Research from San Francisco and preliminary research in Clark County, NV also shows a significant effect for teacher retention for NBCTs and National Board Certification candidates. National Board Certified Teachers and candidates stay in education and stay in their schools. In Clark County, the creation of CCEA National Board Professional Development Schools allows administrators to support and grow site-based cadres of teacher leaders, committed to their schools, who improve school climate and the educational experience of students.

The state of Nevada has long recognized that National Board Certification is a reliable indicator of teacher quality and honors the value that quality brings to students. Nevada rewards NBCTs' effort, dedication and commitment to their students with a 5% salary incentive, good for the life of the teacher's certification. Twenty-four other US states have legislated similar salary incentives for NBCTs.

In order to attract and retain the highest quality teachers to our highest needs schools, we propose that an additional 5% salary incentive be paid to National Board Certified Teachers while they serve in Title 1 schools.* Eleven other US state legislatures have already enacted additional salary incentives for NBCTs in high needs schools in their states. National Board compilation of state Title 1 incentives> Recent research from other states shows that an additional salary incentive has the desired effect of increasing the proportion of National Board Certified Teachers in high needs schools. (Cowan & Goldhaber, Do Bonuses Affect Teacher Staffing and Student Achievement in High-Poverty Schools? Evidence from an Incentive for National Board Certified Teachers in Washington State. Center for Education Data and Research, University of Washington Bothell. March 2015). An additional incentive in Nevada will both attract NBCTs to high needs schools and encourage teachers already on staff to improve their practice through pursuing National Board Certification.

The multiple educational issues facing our state deserve creative solutions. It is critical that Nevada's state equity plan increase access to National Board Certified Teachers for high-need schools and students. We believe this additional salary incentive for NBCTs at Title 1 schools offer a low-cost, high-yield solution to some of the pervasive educational issues we face in Clark County and the state of Nevada.

The Proven Impact of Board Certified Teachers on Student Achievement

Through National Board Certification, teachers demonstrate that their teaching meets the profession's standards for accomplished practice through a rigorous, peer-reviewed and performance-based process, similar to professional certification in fields such as medicine. In achieving Board certification, teachers prove their ability to advance student learning and achievement.

Students taught by Board-certified teachers learn more than students taught by other teachers

Estimates of the increase in learning are on the order of an additional one to two months of instruction. The positive impact of having a Board-certified teacher (NBCT) is even greater for minority and lowincome students.[1] This improvement in student outcomes is mirrored by NBCTs achieving stronger results on leading measures of teacher effectiveness, including robust classroom observations and value-added scores. The compelling research on the effectiveness of Board-certified teachers is particularly noteworthy when compared to the lack of consistent research on the effectiveness of teachers with master's degrees.[2]

1 Goldhaber, D., & Anthony, E. (2007). Can teacher quality be effectively assessed? The Review of Economics and Statistics 89(1), 134-150; Cavalluzzo, L.C. (2004). Is National Board Certification an effective signal of teacher quality? The CNA Corporation.

2 Clotfelter, C., Ladd, H., & Vigdor, J. (2007). How and why do teacher credentials matter for student achievement? (NBER Working Paper 12828). Cambridge, MA: National Bureau of Economic Research; Betts, J.R., Zau, A.C., & Rice, L.A. (2003). Determinants of Student Achievement: New evidence from San Diego. San Francisco: Public Policy Institute of California.

Leading Research From States and Districts Across the Country

- **Washington State (2015):** "[Board-] certified teachers are more effective than non-certified teachers with similar experience." Their findings suggest NBCTs produce gains of up to "nearly 1.5 months of additional learning."[3]

- **Chicago, IL and Kentucky (2014):** "We found evidence that Board certification is an effective signal of teacher quality [based on student test scores] ... across locales, test types, and subject areas."[4]

- **Los Angeles, CA (2012):** "National Board Certified teachers outperform other teachers with the same levels of experience by 0.07 and 0.03 standard deviations in elementary math and English/language arts (ELA) respectively ... roughly equivalent to two months of additional math instruction and one month of additional ELA instruction."[5]

- **Gwinnett County, GA (2012):** "National Board Certified teachers outperform other teachers with the same levels of experience."[6]

- **Hillsborough County, FL (2012):** "The district found that NBCTs rank higher than non-NBCTs on written evaluations and value-added measures. Fifty-eight percent of NBCTs received the Merit Award Program (MAP) bonus, indicating they were among the top 25 percent of teachers in their subject area."[7]

- **Florida (2011):** "Certification by the National Board is correlated with achievement in math and reading in both elementary and middle school."[8]

---

3 Cowan, J., & Goldhaber, D. (2015). National Board Certification and Teacher Effectiveness: Evidence from Washington. The Center for Data & Research, University of Washington Bothell.

4 Cavalluzzo, L., Barrow, L., Henderson, S. et al. (2014). From Large Urban to Small Rural Schools: An Empirical Study of National Board Certification and Teaching Effectiveness. CNA Analysis and Solutions.

5 trategic Data Project (2012). SDP Human Capital Diagnostic: Los Angeles Unified School District. Center for Education Policy Research, Harvard University.

6 Strategic Data Project (2012a). Learning about Teacher Effectiveness: SOP Human Capital Diagnostic: Gwinnett County Public Schools, Ga. Center for Education Policy Research, Harvard University.

7 National Board for Professional Teaching Standards. (2012). Hillsborough County Public Schools: New data prove the value of National Board Certification. Retrieved from http://www.nbpts.org/about_us/success_storieslhillsborough_success_sto.

8 Chingos, M. M., & Peterson, P. E. (2011). It's Easier to Pick a Good Teacher than to Train One: Familiar and New Results on the Correlates of Teacher Effectiveness. Economics Of Education Review, 30(3), 449-465.

- **Charlotte, NC (2010):** "We found that NBCTs were significantly more effective ... than their non-NBCT counterparts in several EOC tested courses: Algebra II, Biology, Civics and Economics, Chemistry, and Geometry."[9]

- **Los Angeles, CA (2008):** "The difference in impacts [on student achievement] between [Board-certified teachers] and unsuccessful applicants was statistically significant."[10]

- **North Carolina, Ohio, and the Washington, D.C. area (2008):** "Seventy-four percent of student work samples in the classes of NBCTs were judged to reflect a level of deeper understanding ... [compared] with 29% of the work samples of [students] of non-NBCTs."[11]

- **North Carolina (2007):** "We find consistent evidence that [Board certification] is identifying the more effective teacher applicants and that National Board Certified Teachers are generally more effective than teachers who never applied to the program."[12]

- **North Carolina (2007):** "The positive and statistically significant coefficients... indicate that the Board does indeed confer certification on the more effective teachers, as would be appropriate to the extent that the policy goal is to reward effective teachers."[13]

- **Arizona (2004):** "Effect size ... informs us that the gains made by students of Board-certified teachers were over one month greater than the gains made by the students of non-Board certified peer teachers."[14]

- **Miami-Dade, FL (2004):** "We find robust evidence that [National Board Certification] is an effective indicator of teacher quality."[15]

---

9 Salvador, Samantha K., & Baxter, Andy (2010). National Board Certification. Impact on Teacher Effectiveness. Charlotte-Mecklenburg Schools, Center for Research and Evaluation, Office of Accountability.

10 Cantrell, S., Fullerton, J., Kane, T., & Staiger, D. (2008). National Board Certification and Teacher Effectiveness: Evidence From a Random Research Assignment Experiment. Working Paper 14608. National Bureau of Economic Research.

11 Smith, T ., Baker, W., Hattie, J., & Bond, L. (2008). ''A Validity Study of the Certification System of the National Board for Professional Teaching Standards'' in Assessing Teachers for Professional Certification: The First Decade of the National Board for Professional Teaching Standards. Advances in Program Evaluation,

12 Goldhaber, D., & Anthony, E. (2007). Can teacher quality be effectively assessed? The Review of Economics and Statistics 89(1), 134-150.

13 Clotfelter, C., Ladd, H.F., and Vigdor, J.L. (2007). How and why do teacher credentials matter for student achievement? Working paper 2. National Center for Analysis of Longitudinal Data in Education Research.

14 Vandervoort, L.G., Amrein-Beardsley, A. , and Berliner, D.C. (2004). National Board Certified Teachers and their students' achievement. Education Policy Analysis Archives, 12 (46).

15 avalluzzo, L.C. (2004). Is National Board Certification an effective signal of teacher quality? The CNA Corporation.

Information on incentives for National Board Certified Teachers to work in high-need schools, including rural schools:

Incentives for National Board Certified Teachers to Work in High-Need Schools			
State Name	**Base stipend (all NBCTs)**	**High-need incentive**	**How is "high-need" defined**
Arkansas	$2500 annually	Annual $5000 stipend for five years to NBCTs who are in high-poverty schools that are not in high-poverty districts; Annual $10,000 stipend for ten years to NBCTs who are in high-poverty schools in high-poverty districts (replaces the base stipend)	School poverty; district poverty
Colorado	$1600 annually	An additional stipend of up to $3,200 may be awarded to NBPTS-certified educators employed in schools designated by the Colorado State Board of Education in December 2017 as Priority Improvement Plan or Turnaround Plan schools.	School performance
Hawaii	$5000 annually	An additional $5,000 bonus per year for each public school teacher who maintains current national board certification and who teaches at: (A) A school in a focus, priority, or superintendent's zone, or other similar designation, as determined by the department; (B) A school with a high turnover rate, as determined by the department; or (C) A hard-to- fill school, as determined by the department.	School performance; school staffing
Maryland	State matches district up to $1000 annually	State matches up to $2,000 annually for NBCTs who teach in a school identified as having comprehensive needs. (replaces the base stipend)	School performance
Mississippi	$6,000 annually	An additional $4000 salary supplement is available to NBCTs in: Claiborne, Adams, Jefferson, Wilkinson, Amite, Bolivar, Coahoma, Leflore, Quitman, Sharkey, Issaquena, Sunflower and Washington	School districts named in statute
Montana	State and district share cost of $1500 annual stipend	State and district share the cost of the up to $2500 annual stipend to each teacher who meets the criteria for the stipend and is in a school in a high poverty area or a school impacted by a critical quality educator shortage. (replaces the base stipend)	School poverty; school staffing

Utah	$750 annually	$1500 annually for NBCTs in Title I schools (replaces the base stipend)	School poverty (Title I designation)
Washington	$5090 annually	NBCTs are eligible for an additional $5,000 stipend if they teach in a school in which at least seventy percent of the students qualify for the free and reduced-price lunch program.	School poverty
Wisconsin	$2500 for 9 years after achieving National Board Certification	There is an additional $2,500 grant for NBCTs in high-need schools (60% free or reduced lunch) as funds are provided.	School poverty
West Virginia	$3500 annually	An additional $2,000 shall be paid annually to each classroom teacher who: (1) Holds a valid certificate issued by NBPTS (2) Is employed to teach at a school designated as a persistently low performing school by the West Virginia DOE; and (3) Is also assigned as part of their regular employment, to serve in a mentoring capacity for other teachers at the school.	School performance

Research finds that Washington's policy is effective in increasing the number of Board-certified teachers in high-needs schools

- In Washington, the Challenging Schools Bonus seeks to increase the number of National Board Certified Teachers in high need schools. Washington is one of ten states that has such a policy in place. This policy works by awarding a $5,000 annual stipend to National Board Certified Teachers in high-need schools (as measured by free and reduced lunch) on top of the $5,000 annual stipend that all National Board Certified Teachers in Washington State receive, regardless of where they teach.

- Research has shown that Washington's Challenging Schools Bonus has been effective in achieving its goal. After the policy was in place for three years, the total number of Board-certified teachers working as classroom teachers in challenging schools increased from 79 [before the high-needs bonus was in place] to 746 in Year Three of the incentive program (Plecki et al., Study of the Incentive Program for Washington's National Board Certified Teachers Prepared for Washington State Board of Education. June 2010).

- In a 2015 research study,Cowan and Goldhaberfind that the Challenging Schools Bonus increased the proportion of National Board Certified Teachers in high-needs schools (Cowan & Goldhaber). Do Bonuses Affect Teacher Staffing and Student Achievement in High-Poverty Schools? Evidence from an Incentive for National Board Certified Teachers in Washington State. Center for Education Data & Research, University of Washington Bothell. March, 2015).

Scholarships for rural teachers to pursue National Board Certification

C.R.S. 23-76-106
The department of higher education shall annually provide up to twenty financial stipends, not to exceed six thousand dollars each, to any teacher in a rural school or school district who is seeking certification as a national board certified teacher, seeking certification as a concurrent enrollment teacher, or is a teacher furthering his or her professional development plan through continuing education. The stipends may be used to offset application fees, evaluation costs, tuition costs, and any costs associated with continuing education that are in support of a teacher's professional development plan. The financial stipends awarded should, to the extent practicable, include persons with disabilities and take into consideration the geographic, racial, and ethnic diversity of the state. A teacher who receives a stipend pursuant to this section must commit to teach for a total of three years in his or her rural school or school district.

"Rural school or school district" means a school or school district that the department of education has determined to be rural. "Rural school or school district" includes a charter school or institute charter school that falls within the geographic range of a rural school district, as determined by the department of education. C.R.S. 23-76-102

Note—this law went into effect in 2016 and there has already been legislation introduced to expand the program.

CCEA
Clark County Education Association

the union of teaching professionals

/cceanv @cceanv changenv.org

Now!

PDQ PRINTING, LAS VEGAS

Clark County Education Association 4230 McLeod, Las Vegas, NV 89121 702-733-3063