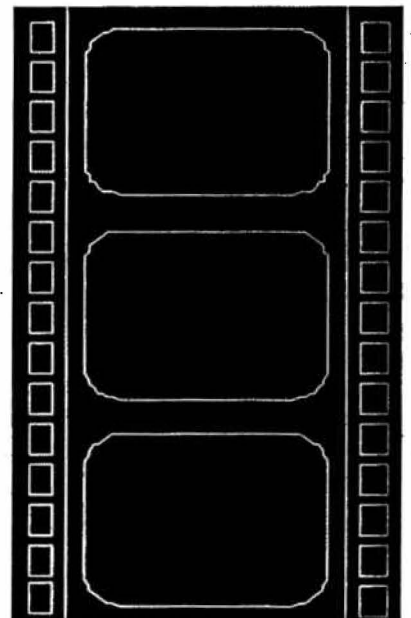
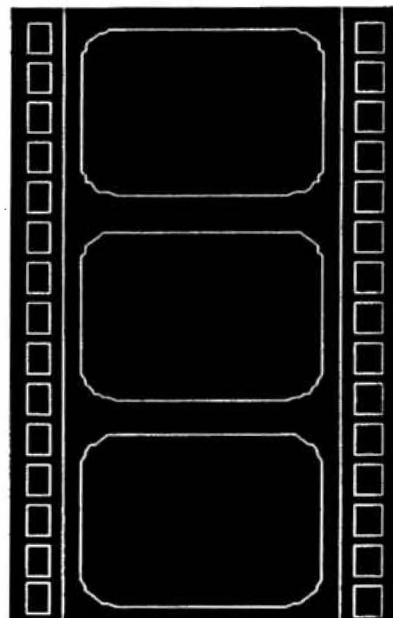
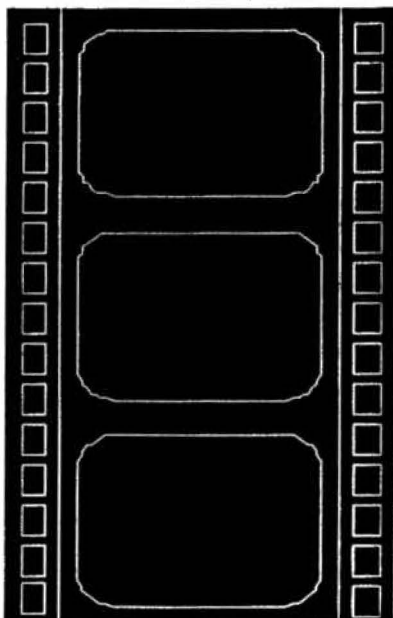


MISCELLANEOUS
SUPPLEMENTAL MATERIAL



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Nevada Legislature

FIFTY-NINTH SESSION

January 31, 1977

MEMORANDUM

TO: Education Committee Members
FROM: James W. Schofield
SUBJECT: Research of Clark County School District

The attached memo explains what action I have requested, and as I am supplied this data, I will see that you receive it.

JWS:src

STATE OF NEVADA
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January 27, 1977

M E M O R A N D U M

TO: Assemblyman James W. Schofield
FROM: Donald A. Rhodes, *Chief Deputy Research Director*
SUBJECT: Clark County School District

This is in response to your request for various background information relating to the Clark County school district.

As with many other issues, there appears to be a "pendulum effect" with attitudes concerning the proper size of school districts. Our current law relating to school district composition (NRS 386.020) is based, in part, on studies which were conducted in the mid-1950's and resulted in the enactment of chapter 32, statutes of 1956. In the mid-50's, there was a strong consensus of opinion that school districts should be consolidated into larger units to obtain operating efficiency, economies of scale, larger tax bases and improved school administration. The county was chosen, by most, as the appropriate size for the school districts. Enclosed are copies of selected portions of certain reports, published in 1954, that discuss school district size.

The major study of the time was the so-called Peabody Report or Public Education in Nevada. The study, which was conducted in 1954 by the Division of Survey and Field Services of the George Peabody College for Teachers, reflected the staff's (1) observations in the schools, (2) conferences with parents, teachers, administrators and state leaders, (3) analyses of school records, and (4) questionnaire surveys. The report contains an interesting observation concerning school district size. It says:

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The question will naturally arise as to whether the Reno and Las Vegas school systems should be exempt from the proposed organization. The survey staff believes that once school systems are large enough there is no point in making them larger, but it observes that there are not enough school children in the entire State to constitute a school system that reaches the point of diminishing returns in terms of the size of enrollment. Furthermore, there must be as much concern for the children in the rural areas of Clark and Washoe counties, as for those in the urban centers, and the children in rural areas would be cut off from the educational leadership extending from Las Vegas and Reno if the two cities were constituted as separate independent school units. An unsatisfactory size of school unit would be common in the outlying areas of each county. The survey staff has the strong conviction that Nevada's city school systems should not be allowed to remain aloof from the state-wide program but should constitute the nucleus of the program in their respective counties.

In 1971, a study was conducted at the request of the governor to determine "Whether or not the state of Nevada is receiving the best possible return on tax moneys allocated to education, and whether these moneys are reaching the classroom level." The study, Governor Mike O'Callaghan's State School Study, goes one step beyond the Peabody Report recommendations concerning consolidation of school districts. It says:

It is recommended that serious consideration be given by state and local jurisdictions to the further reorganization of some school districts into even larger units to further reduce the disparities in the ability of school districts to support quality programs of education without creating insecurities

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in local school tax rates. For example, there are five possibilities for further reorganization of school districts. They are given in order of reality (both politically and geographically):

1. Esmeralda - Nye
2. Lincoln - Clark
3. Mineral - Lyon
4. Carson City - Douglas - Storey
5. Lander - Eureka

This would reduce the number of administrative units to eleven (11) from the seventeen (17) which now exist.

Many now believe, however, that the time has come to decentralize or "break up" some of the larger school districts in order to obtain a better quality education for children in these districts. It is believed that the quality of education will improve through the creation of smaller size school districts because of more community involvement and control and because of the creation of easier to manage, from a sheer size standpoint, school districts.

I have sent for articles discussing this point of view and will send them to you as soon as they arrive. In 1970, the California Legislature's Joint Committee on Reorganization of Large Urban School Districts studied the possible decentralization of certain California school districts. I have sent for a copy of the committee's final report and will review it to see if any of its observations or conclusions might be applicable to Nevada school districts.

I have communicated with the Clark County school district and the state department of education and asked for both historical

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and current data relating to the Clark County school district. I will contact you when this information arrives so that you may decide which material you would like to review in depth. I have also called the National Center for Educational Statistics and asked for various data related to school district size and will let you know when it arrives.

You may wish to advise the chairman of the Assembly Committee on Education of the material I will be getting so that the whole committee can benefit from it.

DAR/jd

Encl.

Use of "shall" and "may"

The basic difference is that "shall" gives a command and "may" gives permission. Thus (NRS 669.220):

Every trust company:

(a) Shall keep all trust funds separate * * * from the assets of the company.

(b) * * * may deposit * * * funds with a state or national bank.

[Excerpted and emphasis added.]

The negative is similar. If it is only necessary to show that a private right does not exist, we use "may," as in the hypothetical example:

No owner of real property may require his neighbor to build half of a line fence until the first owner has built his own half.

If a duty to refrain is imposed, we use "shall not," as in this hypothetical:

The driver of a motor vehicle shall not pass another vehicle while crossing a railroad track.

The expression found in the penal statutes of some other states and older statutes of this state, "no person shall" is illogical because it literally says "no person is required to" when it is meant to prohibit or perhaps deny permission. We therefore change it to one of the two preceding, according to the sense. Sometimes "shall" is used archaically to denote the future: "This section shall not apply * * *". Since a statute should speak in the present tense, at the time it is read, we change these to: "This section does not apply * * *".