

SENATE FINANCE COMMITTEE
MINUTES OF MEETING
FEBRUARY 15, 1977

The meeting was called to order at 8:00 a.m.

Senator Floyd R. Lamb was in the chair.

PRESENT: Senator Floyd R. Lamb, Chairman
Senator James I. Gibson, Vice-Chairman
Senator Eugene V. Echols
Senator Norman Ty Hilbrecht
Senator Thomas R. C. Wilson
Senator C. Clifton Young

EXCUSED ABSENCE: Senator Norman D. Glaser

OTHERS: Ronald W. Sparks, Chief Deputy, Fiscal Analyst
Howard Barrett, Budget Director
Cy Ryan, UPI
John Gamble, Superintendent, Department of Education
James Costa, Deputy Superintendent, Dept. of Education
Lincoln Liston, Assoc. Superintendent, Dept. of Education
Kenny C. Guinn, Superintendent, Clark County School District
Marvin Picollo, Superintendent, Washoe County School District
Charles H. Knight, Superintendent, Elko County School District
Joseph Newlin, Nevada State Education Association
Jim Sale, President, Nevada Parent Teachers Association
Gary Sheerin, Senator from Carson County

DISTRIBUTIVE SCHOOL FUND BUDGET: Mr. Gamble explained the formula by which the department arrived at the requested funds for this budget. He cited operational costs, such as utilities and fuel which are increasing at a very rapid rate, as an area over which they have no control. He explained that the districts developed their own projections and had done these on a very conservative basis. He felt that any reduction coupled with inflation over the next two years could cause some severe problems.

Mr. Liston spoke to explain the Nevada Plan. This plan was adopted by the Legislature in 1967, which declared, "that the proper objective of state financial aid to public education is to insure each Nevada child a reasonably equal educational opportunity." The Nevada Plan, as amended, provides this equal educational opportunity and can be expressed in a formula partially on a per pupil basis and partially on a per program basis as: "State financial aid equals school district basic support guarantee minus local available funds produced by mandatory taxes."

Each school district is assigned a basic support guarantee per pupil and the total amount of dollars needed to provide this guarantee is a joint responsibility of the local school districts and the state. Additionally, a plan to provide state aid for special education program units was incorporated into the Nevada Plan in 1973. In calculating basic support guarantees, "pupils" refers to the count of pupils enrolled in grades one to twelve and in upgraded special education classes on the last day of the first school month of the school year, plus 6/10 of the count of pupils enrolled in kindergarten on the last day of the first school month of the school year, plus 1/4 of the A.D.A. (Average Daily Attendance) of classes within the high school diploma program.

Mr. Liston referred to pages 140 and 141 in the Governor's budget which gives historical enrollment counts, support rates per pupil, amounts of dollars set aside for special education etc. On page 142 he referred to the text explaining what is observed in arriving at the amounts of money in the tables previously referred to. He outlined the different problems in different areas of the state; in general the ratio they try to maintain would make 26 pupils per teacher the largest number used.

Senator Hilbrecht asked for more information on the units in special education. This question was addressed by a later speaker.

Dr. Guinn, Superintendent of the Clark County School District, explained that all the school superintendents in the state had formed an association and they had decided to use the same type of system for predicting the expenses each superintendent would have in his own district for the upcoming fiscal year. By this method they would have more support for their

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programs and have greater input in the budget planning. He detailed the means by which they arrived at a figure with both small and large districts using the same format.

Charles Knight, from the Elko County School District spoke of the problems the smaller counties had because of the small number of students in some areas. With an average enrollment of about 100, a student drop or a student increase of 10 students has a tremendous effect on their funding. All of the rural counties are now experiencing a negative growth factor, dropping 2, 3, 4 or even larger percentages at the present time. He referred to efforts that had been made to compensate. But he stated that when a small school had to cut back it was immediately reflected in the programs offered. He also spoke of the advantage of the larger system in buying in quantity. In addition, the smaller county had the increased cost of delivery added to the initial cost of products.

Dr. Marvin Picollo, Superintendent of the Washoe County Schools, spoke in answer to Senator Hilbrecht's request for information on special education. He stated that a special unit this year financially represents \$16,000.00; hopefully next year it will represent \$17,600.00. From the educational standpoint a unit can represent, as an example, a teacher of the deaf and hard of hearing who might have 4 or 5 children; five is the maximum that you can handle with deaf children because they are the most difficult group to handle. They and the blind are the most difficult. This class would operate for about 180 days a year and with maybe a shorter day than typical, but usually it is the same. Another example might be a class for mildly retarded children with 12 to 14 in a class with some portion of their day being integrated in the regular class room and some portion of the day being instructed as a group of 14 or 15. These units could range all the way up to speech handicapped children, where they may handle as many as 80 different children in a case load during the year. But if they are handling a cleft palate it will drop way down so they have as few as 10 or 12 a year. It is a variable thing, but the state's standards say that they will try to meet national standards for minimum care for these children.

Handicapped children, according to national standards, represent approximately 14 to 16% of the total population, if the gifted child is included as handicapped. Handicapped children, per se, represent somewhere between 12 and 14% of the total population. He explained the work which had been done during the past year, particularly with regard to finding children who were not being served by the educational system.

He stated that the problem now facing educators was that in the Governor's budget, the Governor had recommended approval of the department's request in the category of special education. However he had recommended a general cut over other areas. Generally, in cases of this kind, the State Department of Education makes the cut right across the board and reduces all areas, in the area of the typical child and also in Special Education.

Senator Lamb asked him for a dollar figure and he said it would take about \$510,000 to maintain the number of units recommended by the Governor and not penalize regular education.

He continued that there was discussion at a meeting of the State Board of Education on this cut and they recommended that the figure the Governor recommended for Special Education be maintained. In order to bring Special Education back up to the original amount there had to be a \$4 loss across the board in the apportionment to every child in the State of Nevada. He stated that they desperately needed the funds for Special Education, but they also needed that \$4 per child in the counties in the state. He said this was a problem the money committees in the Legislature must face and it was hoped that they would be able to keep the Special Education Fund and also not be forced to take the money from the counties where there was equal need for it.

This concluded the representation from the State Department of Education.

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Senator Lamb recognized Mr. Newlin from the Nevada State Education Association. Mr. Newlin read from a prepared speech, copy attached.

Senator Lamb cited the money they were requesting and asked why he had not commented on improving the quality of teachers. Mr. Newlin said that part of their legislative program was geared to improving professional standards and the legislation submitted this year had an effect on basic skills and competency and the teachers are interested in doing just that.

Senator Lamb commented that in rural schools you see nothing but teachers' aides teaching, and he felt this was a concern.

Senator Young cited the \$7.5 million more that Mr. Newlin had listed for education and asked him if he had any idea where the money should come from.

Mr. Newlin suggested they were hopeful some of it would come from reversion money; he stated that his Association would be happy to meet with the Committee and work with them on the subject. Senator Young asked if they would recommend an income tax. Mr. Newlin referred the suggestion to Dr. James Shields of the Association.

Dr. Shields spoke of discrepancies in the revenue projections and spoke of the state's \$22. million surplus.

Senator Young asked if he felt they should not maintain this surplus. He pointed out that if the amount requested was built into the budget it would be there every year. He cited other needs for monies in state government.

Dr. Shields stated that he felt, historically, their surplus was far greater than the budgeted surplus so it should be regarded as a source of revenue.

Senator Lamb said he thought this honeymoon was going to end one of these days and when these monies are built in, it is pretty hard to take them out. He said he thought there was money that could be better spent than the way it was being spent.

Senator Gibson asked about the enrollment for the year. Mr. Liston gave him details on the projected enrollment and cited areas in the state where the problems were the greatest.

Senator Lamb introduced Gary Sheerin, Senator from Carson City. Senator Sheerin spoke of the formula used and stated that he was interested in a change in that formula that would bring more dollars into the Carson system. He felt that the system of education in Carson from grade school to junior high to high school followed the same pattern as that in Washoe or Clark Counties and he was requesting that they consider changing this formula so that Carson's divisor was also either 25 or possibly 24. He saw no distinction in educating someone in Carson and someone in the larger counties.

Mr. Liston explained the means of arriving at this formula. He stated that the expenses in the larger systems were higher due to administration and other factors. Senator Gibson stated that this formula was adopted because of special problems of vandalism, discipline and bussing. There were several years when they appropriated one shot allocations, and they got away from that by modifying the formula. There are differences in the bigger counties; they have very real problems that do not exist in Carson. This change was made by this Committee because they felt it necessary.

Senator Wilson asked if it would be possible to get a breakdown on how administrative money was spent. He thought it would be helpful if the Committee could analyze the expenditure of administrative dollars. Dr. Guinn explained how they handled this in Clark County and their breakdowns. He stated they had all that data and would be happy to give it to Senator Wilson.

Senator Lamb acknowledged Mr. Jim Sale, President of the Nevada Parent Teacher Association. He stated that the number one priority of the

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Association was the Distributive School Formula and support for that. He continued by saying: "The Parent Teachers Association will support in its 1977 legislative program a financial plan which will continue to improve the present educational program and make possible the provision of needed further training which the times and the future may demand for all the children and youth attending the public schools in the State of Nevada.

"In addition to the present program, sufficient money should be appropriated to insure that local school districts be able to provide the highest level educational opportunity for all children and youth. The Parent Teachers Association endorses the Executive Budget as prepared for the Distributive School Fund."

Senator Lamb declared a five minute recess.

The Committee reconvened at 9:25 a.m.

A. B. 134: A bill to make supplemental appropriation to state department of education for care of visually and aurally handicapped.

Mr. Liston referred to the supporting document presenting the figures justifying their requested supplemental. Senator Young moved to approve the bill and Senator Wilson seconded; the motion passed.

S. B. 164: A bill to provide for community education programs.

Mr. Costa detailed the purposes of the bill as designed to involve people of a community in the identity, development and the use of human and physical resources to meet the educational, recreational and cultural needs of the community. He gave details on how the concept could be translated into action.

Senator Gibson said he had reservations about the program. It started with \$45,000 and he wondered where it would go from there. He stated that he didn't see where it would fit in and he was worried about the future.

Mr. Costa said he was not sure where it was going either. They had asked for this money primarily as a pilot program. He said there was a project of this sort in Henderson at the present time that was pretty active and they had received an application from Las Vegas. The concept is total involvement in the community; of the classrooms, teachers and interested citizens as well as people in recreational areas. He said the program had been successful in other states such as Utah and Oregon. He said they wanted to develop a parent and child going back to school together in the evening, where they could build a better relationship with each other. He felt it would teach them more respect for the school and perhaps cut down on some of the vandalism many schools are experiencing now. Senator Gibson said he felt that if communities wanted to do this on their own, it was fine. But he felt that the Committee had priorities bumping into each other already and he could not feel this was essential.

Senator Echols asked where the bill originated. Mr. Costa explained that it was an idea of the State Board of Education. It has been introduced two years ago and was killed in Assembly Ways and Means.

Further discussion followed on the special education monies and in-state and out-of-state travel. Senator Lamb thanked everyone for appearing.

Senator Lamb asked the Committee to review the Economic Development Budget. Senator Gibson asked if they could have more time on this budget.

FOUR CORNERS REGIONAL COMMISSION GRANT BUDGET: Discussion followed on the administration of this grant and the fiscal responsibility. Mr. Barrett explained the processes a contract or expenditure against this fund would go through before it could be spent.

Senator Wilson asked if there was some way they could condition this money. Mr. Barrett explained that any federal money could not even be accepted or

deposited without going through the budget office. They would review the agency's request and apply the same criteria as they would to any other.

It was suggested that perhaps all federal grants expenditures should be reviewed by the Interim Finance Committee or some other legislative body. Senator Young was asked to look into this legislation.

Senator Gibson moved that this budget be accepted as recommended by the Governor; Senator Hilbrecht seconded and the motion passed, with Senator Young dissenting.

S. B. 164: Senator Young moved that this bill be held indefinitely; Senator Gibson seconded and the motion passed.

INDIAN COMMISSION BUDGET: Senator Wilson moved the Committee go with the Governor; Senator Echols seconded and the motion passed.

DISTRICT JUDGES TRAVEL BUDGET: Senator Hilbrecht moved that the out-of-state travel be reduced to \$6,000; Senator Echols seconded and the amendment passed. Senator Hilbrecht moved that the budget be passed as amended; Senator Echols seconded and the motion passed.

ADVISORY COUNCIL FOR VOC-TECH EDUCATION BUDGET: Senator Hilbrecht moved that the budget be passed; Senator Echols seconded and the motion passed.

LIBRARY SERVICE IMPROVEMENT PROGRAM BUDGET: Senator Young moved the Committee go with the Governor. Senator Hilbrecht seconded and the motion passed.

LIBRARY COOPERATION BUDGET: Senator Young moved the budget be approved; Senator Wilson seconded and the motion passed.

MUSEUM BUDGET: Senator Young moved that holiday overtime and one technician be included in this budget; Senator Hilbrecht seconded and the motion passed. Senator Hilbrecht moved the Committee go with the amended budget; Senator Echols seconded and the motion passed.

ARCHAEOLOGICAL SURVEY BUDGET: Discussion ensued on this budget as to whether the Survey had accomplished what the Legislature had intended when it was created two years ago. Mr. Barrett stated it was the worst piece of legislation as far as it was drafted that came out of the last session. He said that it was so tied up that, if enforced, they could not do anything.

Senator Wilson stated that he had a bill in to amend the act. It would require that all activities be done in accordance with legislative approval. He did not feel the Survey should be abolished, as recommended by other Senators, as he thought they might do some good. The Museum could not fulfill this activity required by the federal government. He felt the Park Department might have a need for the services. Discussion followed as to work done by the Survey, the costs involved, the advisability of a move to the UNLV Museum and reduction of the budget. Consideration was given to means of accomplishing the survey work required by the federal government by contractual services.

Senator Lamb stated that the Museum originally had been instrumental in the establishment of the Survey, but now they felt it was a mistake and they had indicated they did not want the Survey group to continue working at the Museum. Senator Lamb felt the whole idea had been a mistake and the Committee should not send good money after bad.

Senator Young stated that he did not feel they were being responsible if they cut the budget down to a point where they had no operating funds, as some of this work had to be done and he would rather have it done by an agency over which they have some control. The federal government mandates some concern for archaeology matters.

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Senator Hilbrecht moved to postpone action on the budget indefinitely; Senator Echols seconded and the motion passed with Senators Wilson and Young dissenting.

NEVADA YOUTH TRAINING CENTER BUDGET: Senator Young moved approval; Senator Hilbrecht seconded and the motion passed.

YOUTH PAROLE - BOYS SCHOOL BUDGET: Senator Young moved to approve; Hilbrecht seconded and the motion passed.

YOUTH TRAINING CENTER - ESEA TITLE I: Senator Young moved the budget be approved; Senator Wilson seconded and the motion passed.

BOYS SCHOOL - GIRLS SCHOOL OUTSIDE AGENCY CARE BUDGET: Senator Wilson moved the budget be approved; Senator Hilbrecht seconded and the motion passed.

YOUTH PAROLEE FOSTER HOMES BUDGET: Senator Hilbrecht moved the budget be approved; Senator Echols seconded and the motion passed.

NEVADA GIRLS TRAINING CENTER BUDGET: Senator Hilbrecht moved the Committee go with the Governor; Senator Young seconded and the motion carried.

GIRLS TRAINING CENTER ESEA TITLE I: Senator Young voted the budget be approved; Senator Echols seconded and the motion passed.

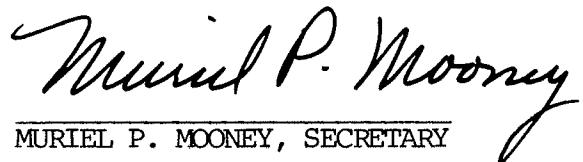
YOUTH PAROLE - GIRLS SCHOOL BUDGET: Senator Hilbrecht moved the Committee go with the Governor; Senator Wilson seconded and the motion passed.

WESTERN INTERSTATE NUCLEAR COMPACT BUDGET: Senator Gibson moved approval; Senator Wilson seconded and the motion passed with two dissenting votes by Senators Hilbrecht and Lamb.

Senator Lamb announced that they would reconvene at 3:30 P.M.

The meeting recessed at 10:35 a.m.

RESPECTFULLY SUBMITTED:


MURIEL P. MOONEY, SECRETARY

APPROVED:


FLOYD R. LAMB, CHAIRMAN

S. B. 164

**SENATE BILL NO. 164—COMMITTEE ON EDUCATION, HEALTH
AND WELFARE AND STATE INSTITUTIONS**

JANUARY 28, 1977

Referred to Committee on Education, Health and Welfare
and State Institutions

SUMMARY—Provides for community education programs. (BDR 34-122)

FISCAL NOTE: Local Government Impact: No.
State or Industrial Insurance Impact: Yes.

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

AN ACT relating to education; providing for the establishment of community education programs; making an appropriation; and providing other matters properly relating thereto.

*The People of the State of Nevada, represented in Senate and Assembly,
do enact as follows:*

1 SECTION 1. Chapter 388 of NRS is hereby amended by adding
2 thereto the provisions set forth as sections 2 and 3 of this act.

3 SEC. 2. *As used in this chapter, "community education" means a*
4 *program of services and activities designed to involve the people of a*
5 *community in the identification, development and use of human and*
6 *physical resources to meet the educational, recreational, social and cul-*
7 *tural needs of a community.*

8 SEC. 3. 1. *The state department of education may, within the limit*
9 *of appropriations made for the purpose, approve grants of financial assist-*
10 *ance to school districts, cities, counties and other political subdivisions*
11 *of this state for planning, establishing, maintaining or improving com-*
12 *munity education.*

13 2. *A school district, city, county or other political subdivision may*
14 *apply to the state department of education for a community education*
15 *grant. The application shall be supported by a proposed plan including*
16 *a statement or description of:*

17 (a) *The proposed involvement of the school district, city, county or*
18 *other political subdivision in the administration and operation of the*
19 *community education program and the facilities and personnel to be used;*

20 (b) *The geographical area to be served, the method to be used in deter-*
21 *mining the interests and needs of the community, and the services and*
22 *activities to be provided;*

23 (c) *Any cooperative agreements to be entered into among public and*

Original bill is 2 pages long.
Contact the Research Library for
a copy of the complete bill.

A. B. 134

ASSEMBLY BILL NO. 134—COMMITTEE ON
WAYS AND MEANS

JANUARY 24, 1977

Referred to Committee on Ways and Means

SUMMARY—Makes supplemental appropriation to state department of education for care of visually and aurally handicapped. (BDR S-722)

FISCAL NOTE: Local Government Impact: No.
State or Industrial Insurance Impact: Contains Appropriation.

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

AN ACT making an additional and supplemental appropriation to the state department of education for care of the visually and aurally handicapped; and providing other matters properly relating thereto.

The People of the State of Nevada, represented in Senate and Assembly, do enact as follows:

- 1 SECTION 1. There is hereby appropriated from the state general fund
2 to the state department of education the sum of \$20,108 for the care of
3 visually and aurally handicapped persons as an additional and supple-
4 mental appropriation to that allowed and made by section 23 of chapter
5 679, Statutes of Nevada 1975.
6 SEC. 2. After June 30, 1977, the unencumbered balance of the appro-
7 priation made in section 1 shall not be encumbered and shall revert to the
8 state general fund.
9 SEC. 3. This act shall become effective upon passage and approval.

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Original bill is on file at
the Research Library.

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SENATE FINANCE

NAME	ORGANIZATION	ADDRESS	PHONE
Meldon C. Matthews	Lenoir Co. Schools	Parace	728-4471
Manvin Killfoil	Pershing Co. Schools	Love lock	273-2819
C. R. Harvey	Esmeralda Co. Trustee	Silver Peak	937-2246
Ben Collins	Esmeralda Co. School	Goldfield	485-6366
Triston Price	Esmeralda Co. School	Goldfield	485-6382
J. B. Johnson	" "	Tonopah	482-6258
Arlo H. Funk	Mineral " "	Hawthorne	945-2403
Carl Shaff	Eureka Co. Schools.	Eureka	237-5330
John Orr	W.P. Schools	E. Ely	289-4851
Robert J. Zander	Elko County Schools	Box 1012	738-5196
Charles H. Knight	Elko County School Dist.	Box 1012, ELKO	738-5196-
Maurin Piccolo	Washoe Co. School Dist	425 E 9th Reno, Nev	322-7041
Henry C. Guinn	Orms County School Dist.	Las Vegas	736-5310
Shirlee Wedow	State Bd of Educ	Sparks	358-3206
Bob Scott	W Humboldt County Sch. Dist.	Winnemucca	623-2027
Jim Saff	Nev Parent Teacher Assoc.	Reno	358-6622
Bucky Carpenter	Esmeralda County Sch.	Goldfield	485-6365
William J. Culhane	NEA - NSEA	P.O. Box 4614 Tulane	831-2161
Joseph Newlin	Nevada State Ed. Assn	151 E. Park St. CC	892-3574
James Shields	NSEA	" "	" "
Pat Weninger	NSEA	5921 Highway 50 E, C.C.	883-4420
Tod Carlini	Lyon Co. Sch. Dist	Yerington	463-2205
Elmo Derico	Churchill Co. Sch. Dist.	Fallon	423-5184
Jim Carter	Churchill Co. School Dist.	Fallon	423-3087
E. S. Dodson	Nev. Assn of Sch. Admin	RENO	784-6518
Craig Blackham	Lyon Co. School District	Yerington	463-2205

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