SENATE FINANCE COMMITTEE MINUTES OF MEETING MARCH 10, 1977

The meeting was called to order at 5:00 P.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 Thomas R.C. Wilson Senator C. Clifton Young

EXCUSED ABSENCE: Senator Norman D. Glaser

Senator Norman Ty Hilbrecht

OTHERS: Ronald W. Sparks, Chief Deputy, Fiscal Analysis

Howard Barrett, Budget Director

Jean Ross, Budget Cy Ryan, UPI Senator Carl Dodge

Perry Means, Architect

John Gamble, Superintendent, Department of Education

James Costa, Deputy Superintendent, Department of Education

John Ghilarducci, Nevada State Education Association

Jim Shields, Nevada State Education Association

Neil Humphrey, Chancellor, UNS Roger Trounday, Director, Department of Human Resources

Myrl Nygren, Administrator Planning & Resources

Franklin Holzhauer, Planner

Senator Lamb introduced Senator Dodge.

Senator Dodge introduced Mr. Perry Means who is an architect in Carson City. He said that Mr. Means had been involved in the last three jobs that had been done on the Capitol Building and had a good knowledge of the construction of the building. Mr. Means had indicated an interest in what the Legislature intended to do in carrying out the work of the Public Works Board on the Capitol Building. He said that Mr. Means indicated that he did not feel that the amount of money presently being suggested for the building was necessary. Upon invitation he was willing to appear before the Senate Finance Committee and give his thinking relative to the building. Senator Dodge has asked him to come. Senator Lamb said they would be very interested in Mr. Means. comments.

Mr. Means said that he had had considerable experience with earthquake construction in earthquake areas. He had been an engineer with the federal government when they had the earthquakes at Helena, Montana in 1935 and 1936, which destroyed a great many buildings and every school building in the town. At that time he noted that none of the old stone buildings that were laid up in lime mortar, as the State Capitol, in Nevada is, were damaged. At the same time many of the newer structures went down. He detailed the construction of some of the buildings that went down and said that he believed the reason the stone buildings stood is because the old lime mortar is sort of elastic and it gives the stone a chance to move a little bit without doing damage, while in a new building of good construction, something has to give with the tremendous weights. He believed if there was an earthquake here, of any intensity, the old stone building would rock a little bit but it would still be there after the quake.

He said the same thing happened in other places where they have had the quakes; the old buildings stood and the new ones went down.

He suggested it might be of interest to look into these features in areas where this has occurred.

He said he was quite familiar with the Capitol Building, having handled the last three jobs of remodeling and reinforcing. He said the question with a quake is: "Are the walls going to fall out?" He stated that no one can say what will happen in an earthquake, but he felt, for the safety of the occupants of the Capital Building, it would be necessary to go inside all the exterior walls and put up a heavy stud wall around the perimeter of the building.

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Then if a section of the brick wall fell out, the study wall would support the structure and no serious damage would be done. He said he did not know of a case where a frame building had suffered very much damage in an earthquake and the Capitol Building is a frame building, except for the exterior walls, and some of the cross walls are stone.

He said in comparison to the \$5 or \$6 million that was presently being discussed, his suggestion would cost about \$100,000 or at the most \$600,000. He said this was just his opinion but he thought the reinforcing work would make it a much safer building.

Senator Wilson asked him if he had occasion to talk to Bill Hancock of the Public Works Board on the engineering report.

Mr. Means said he had not seen what was proposed.

Senator Wilson said the engineering report was the basis of their action and he suggested that Mr. Means discuss it with Mr. Hancock. Senator Wilson said then he would be interested to see whether his judgment remained the same.

Senator Gibson said he felt that engineering had advanced quite a bit since 1936 as far as earthquakes were concerned. Mr. Means said there was no such thing as an earthquake proof building.

Senator Gibson said that about half the money appropriated was for modification of the building to make it more functional. He said that the engineering report showed that the mortar was missing in alot of the areas.

Mr. Means said it might require some pointing up. He said the thing was that people look at the old lime mortar and it is soft and they think it is pretty bad; but it is the soft mortar that makes the stone stand. Mr. Means said that the Capitol Building was masonry with frame inside walls with the exception of two cross walls that are stone and brick.

Senator Lamb said the bill authorizing the work on the Capitol is on second reading. If it was the desire of the Committee, it would be held on the desk for a day or two. Senator Echols said he would like to have Mr. Means talk with Mr. Hancock and give the Committee his opinion then.

Senator Dodge said if the Committee would furnish him with a copy of the engineering report, he would get it to Mr. Means.

Senator Lamb said he had to talk it over with the Finance Committee, and if it was the desire of the Committee, they would pull the bill back off the board. He thanked them for coming.

Mr. John Gamble said that his purpose in appearing before the Committee was to discuss the Department of Education Work Programs, not the distributive school funds budget, and the reason for that is that previous information provided the Committee related to the last two or more years and the budget was predicated on that to a large extent and he wanted to provide the Committee with plans and activities that relate to the specific period that he has held his present position. He read from a prepared statement, copy attached.

Senator Young asked how the administrator of the environmental education was rated on the productivity and responsibility program.

Mr. Gamble said he was rated as satisfactory.

Senator Wilson said he would like a copy of the evaluation report.

Mr. Costa said that the last time they were before the Finance Committee, there was some question about the use of funds in the Department of Education for administrative purposes as opposed to Aid to Schools. He had a prepared memo on the subject and he gave one to each of the Committee, copy attached.

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Senator Wilson asked if the administrative costs to administer federally funded programs appeared in special budgets, rather than the general budget for the Department.

Mr. Costa said that was true. He said there was one part in the Education Administrative budget, called shared positions, that are half paid by federal funds. He explained that that money showed in the receipts category under salary reimbursements. They do not appear as individuals under the other budgets, but whereever the recovery is from there will be an item called other governmental services, and that sum of money is the one that will be transferred to the education administrative account.

Mr. Costa said they did provide to Senator Hilbrecht a binder of material.

Senator Lamb said that when they had some free time they were going to get into that.

Mr. Costa said with respect to environmental education he felt it was only fair to say that if the section of NRS where the environmental education consultant's job is detailed, were studied and where the Environmental Education Advisory Committee is talked about, the consultant was specifically charged with "promoting programs of environmental education in the schools of the State of Nevada". He felt in that language promoting could be carried on without actual development of curriculum models, curriculum materials, or things of that nature. A person can promote in the schools by talking to the teachers and getting them to adopt their own materials, getting them to read materials and adopt programs from other states. The promotional aspect of this position went on, the department of education believes. The person was working in that capacity and they believe that environmental education programs in the State of Nevada did change from the time the NRS statute was instituted. They believe it is different today from what it was two years ago and much to the credit of the Advisory Committee that was appointed and to the consultant who has worked in that area. He said there was always a problem when they have a law that does not talk about expectations very clearly. He said they tried to proceed with an interpretation of the words of the law to the extent that we are going to satisfy the Legislature's expectations and if they fall short of that it is because they do not understand all the words, or something of that nature.

Senator Young said that this man did not even meet the expectations of the environmental committee.

Mr. Costa said he had not heard the committee say that; Senator Wilson said that he had. Mr. Costa said if it was an advisory committee to the department of education, they should talk to the department as well.

Mr. Costa said they had a booklet on what had been done in environmental education and he offered it to Senator Young to look through.

Senator Lamb thanked them for appearing.

Mr. Chilarducci, President of NSEA, introduced Mr. Shields, research specialist form NSEA, who spoke from a prepared statement, copy attached.

Senator Lamb asked Mr. Sparks or Mr. Dolan about the increase in the amount of 11.4% in the property tax submitted by the county assessors. Mr. Sparks said that the increase was 11.4% on the secured roll that the Department of Taxation has now developed. They are currently in the process of their equalization hearings, and we used 11% as the projection for next years property tax. Senator Lamb asked if he thought they were safe in that and Mr. Sparks said they did.

Senator Lamb asked Mr. Dolan how he felt.

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Mr. Dolan said he felt the same way. He said the Department of Taxation developed this for them. They solicited their advice again a couple of weeks ago and they said they were getting material in from the assessors and last Friday they advised that when they added up all the totals after the exemptions from the Board of Equalization, that it had come to 11.4%. This determined the use of the 11% figure rather than the 9.5% originally projected. He explained the previous figures that had substantiated the present determination.

Mr. Humphrey spoke on A.B. 95 a bill which makes an appropriation to UNS for the purchase of equipment. He said the detailed information relating to this bill was transmitted to the Committee on January 19. He said they were delighted when the Governor provided in his Executive Budget a so-called one shot providing \$876,208 for special equipment purchases at the University. It is a technique that has been used in the past which is greatly appreciated because it takes a great deal of pressure off the University in its operating budget, at the same time does not have the disadvantage from the legislative standpoint of going into the UNS base upon which the next budget is reviewed. He said they had the additional problem this year of attempting to get into operation a solar energy research facility in Boulder City. They had not been able to salvage enough money from the original appropriation for the equipment that was desirable and the equipment is, unfortunately, quite expensive. That program is staffed, it is ready to go subject to getting some additional equipment. He listed the detail of the 22 separate items and the breakdown of the rest of the money contained in the bill.

Senator Lamb thanked him for appearing.

Senator Gibson said he had a question he wanted to ask about the Mackay School of Mines.

Senator Lamb said he had caught him off guard, but they were working on a program for the Mackay School of mines. Mr. Humphrey said that on a list submitted earlier, on the operating needs only, there was a list of eight positions at UNR that were desired for accreditation purposes, two of which were in Mackay School of Mines.

Senator Gibson said he was aware of that. He said he was told that they would not pass an inspection over there right now.

Mr. Humphrey said he suspected that was true on a number of their facilities.

Senator Gibson said that Dr. Milam has stated that the University was trying to get private support, he felt they ought to have information in order to evaluate it. If you know what you have to do then you can act.

Mr. Humphrey said that was the problem, they did not know. At the last meeting of the Board, the Board made \$15,000 of non-appropriated money available for an architectural study of the Mackay School of Mines Building and they assumed that the information would be developed and be available in the next program, not now.

Semator Lamb said he wanted the Committee to know that within the next three or four days there will be material available to show what has to be done for the accreditation of the school to get it back in good shape.

<u>S.B. 194</u>: Establishes state health coordinating council and authorizes establishment of office of health planning and resources in department of human resources.

Mr. Trounday said this was the legislation that ties in with the Health Planning & Resources Development Act that was passed. This replaces what was formerly known as the Comprehensive Health Planning and it formerly operated out of the Governor's office and has now been transferred to the Department of Human Resources.

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He introduced Myrl Nygren who is the administrator for the program and Frank Holzhauer who is the planner and branch manager from the Director's Office. The money is all in the budget.

Senator Gibson asked if they were contracting for services.

Mr. Trounday said they were contracting with the insurance division in the Department of Commerce. They were already into that business of gathering information so they contracted with them. They are doing it in-house.

Senator Young asked how big the council would be. Miss Nygren said it would consist of 26 members and 1 ex officio member of the Veterans Administration. She said they were mandated to have 8 members from each health systems agency and there are two in the state, Greater Nevada Health Systems Agency and Clark County Health Systems Agency. The Governor can appoint a certain number but no more than 40%. This would allow him to appoint 10 if he so desired.

Senator Lamb asked why they needed such a large council.

Miss Nygren said that only 16 were mandated by law. The Governor is allowed the flexibility in appointments in this statute as the federal law does.

Senator Lamb thanked them for appearing.

A.B. 96: Provides members of the Public Works Board with a salary.

Mr. Barrett said the Public Works Board has never, in the past, received a salary. About 98% of the other agencies do receive salaries of \$40 a day. He said the Public Works Board was one of the harder working agencies; they have agreed to have the bill intorduced and it is in their budget.

Senator Gibson moved the Committee do pass; Senator Young seconded and the motion passed.

A.B. 95: Makes appropriation to the University of Nevada System for purchasing of equipment; and providing other matters properly relating thereto. Senator Young moved that the Committee do pass; Senator Gibson seconded and the motion passed.

S.B. 194: Establishes state health coordination council and authorizes establishment of office of health planning and resources in department of human resources. Senator Gibson moved the Committee do pass; Senator Young seconded and the motion passed.

Senator Lamb referred to the remarks by Mr. Means at the beginning of the meeting. He said he had invited Mr. Means to speak in deference to Senator Dodge. However the bill is presently on second reading and he had to have five votes if he was going to take it off the board. He was interested in the Committee's feeling on it.

Senator Young said he would like to have Senators Wilson and Echols suggestion followed up.

Senator Lamb asked that he be given permission to take the bill off the board. It was generally agreed that the committee was inclined to go along with the engineering study but they felt there was no harm in holding it for a few days until Mr. Hancock could talk with Mr. Means.

Senator Young moved that the bill be removed from the board; Senator Wilson seconded and the motion passed.

Senator Lamb asked Mr. Barrett to speak about the problems with the Mackay School of Mines.

SENATE FINANCE COMMITTEE MINUTES OF MEETING MARCH 10, 1977 PAGE SIX

Mr. Barrett said that all during their descussions with UNS on budgets, they did not discuss individual needs nor individual schools. They budgeted on 19 1/2 to one, which was a better ratio than last time.

A general discussion followed on the ratios developed, particularly in the graduate classes. Mr. Barrett said they had always built the budgets on the same basis for both campuses.

He said if the Legislature wanted to do something for the Mackay School of Mines they could issue a letter of intent saying that was to be used for the Mackay School of Mines and write it into the budget. In the letter which Mr. Humphrey had referred to earlier, with reference to the two positions for the Mackay School of Mines.

These are new positions.

Further discussions followed on the problems with the accreditation of the Mackay School of Mines. The Committee desired some concrete evidence on whether there was really a problem in the accreditation. Questions revolved around the possibility of a document that would perhaps give some basis to the fact that there was a problem.

Senator Gibson said that perhaps if they could call in the Advisory Board of the Mackay School of Mines, they might be able to get specific information. He said that people in the industry are very alarmed at the situation, therefore he felt there was a serious problem.

It was agreed that they try to get the Board of Advisors in for a discussion with Dr. Milam and Neil Humphrey.

The Meeting Adjourned at 6:20 P.M.

RESPECTFULLY SUBMITTED:

MURIEL P. MOONEY, SECRETARY

APPROVED:

# Presentation for Senate Finance Committee re Department of Education Operations

I was appointed Superintendent on October 15, 1975, less than 18 months ago, and Mr. Costa assumed the deputy position about a month later. Since that time, there have been a number of accomplishments which this budget format does not reveal but which should be significant to your deliberations. Among these are:

- 1. The reduction of out-of-state travel in spite of such a requirement imposed by some of the federal agreements. A 25% reduction over the previous year is documented. Necessity, purpose and benefit continue to be the criteria for approval of out-of-state travel.
- 2. The careful scrutiny of requests for purchasing contracted services. The criteria here have become: best way to bring the best people in contact with Nevada teachers, administrators and trustees; special presentations for pupils in the various curriculum areas; lack of internal expertise; tight time lines on things such as surveys, studies, pupil diagnosis; availability of material without need to re-produce it ourselves; and cost-benefit.
- 3. The beginning of a not so easy restructure of the department with the following objectives:
  - a. Redesigning the management function and increasing the supervisory load in order to provide more consultant services—the area where most can be accomplished for districts. This requires some reassignment of individuals which is not easily done under rules of the classified service.
  - b. Improving methods for assuring efficiency and accountability for staff. Specific task and activity assignments are made and expected outcomes are stated. Time and money resources are agreed upon. These are stated in the form of process objectives for the year and when used with the performance standards submitted to the Personnel Division make up a reasonably tight and manageable program of work. A new performance evaluation procedure was instituted for the professional members of the staff with the approval of the Personnel Division. I feel this will prove effective, and can already see some instances of increased productivity and better management practices. It may result in some grievances, but I feel the benefits will outweigh the difficulties.

- 4. The discussion with the Personnel Division, shortly after I was appointed, of a productivity study of the department. We are now officially included in its list of agencies for this program. It is my understanding it has been effective in those agencies that have completed such a study.
- 5. Preliminary contact to involve the Controller's Office, the Budget Office, and the Legislative Counsel Bureau in a revised accounting program for the department. The revision will improve our ability to budget for programs, monitor expenditures and report our financial status, particularly as it relates to federal programs. We intend to have the first phase functional by July 1, 1977.
- 6. The presentation to the State Board of Education, early in 1976, of a set of long-term operational goals which were adopted by the board in May. These provide a basis for setting out specific activities and programs for the department staff each fiscal year in line with available resources. Such a list of activities and programs for 1977-78 was presented to the board last week in Las Vegas and it will be acted upon on March 25. To my knowledge this is the first time that a tangible set of activities has been provided as a basis of operation.

To supplement this, we have a system of "process objectives" that we have developed over several years that provides for specific objectives, activities and programs that are set out each year for each staff member. This system can be modified to be as sophisticated or as simple as is required. We are continuing with that system on a limited basis because of cost, so we can monitor the progress of each activity by each staff member in terms of days and dollars expended and accomplishments. Even though the system has had only limited application, it has the potential for total accountability. I know of no other agency which deals in human needs that has such a system.

- 7. Requests from school districts for specific services not already included in our programs have increased so that we have had to place them on a "serve as time permits basis." We have not refused or failed to respond to any request. In all cases, the districts have appreciated what we have done even though some of the reports of our studies have not been in agreement with their ideas.
- 8. By utilizing appropriate Federal funds, a great number of hours have been devoted to the competency-based high school diploma program which was

initiated in January, 1976. The program has progressed from a study stage and has been accelerated into the developmental process so that some instruments may be ready by next school year.

Our program was begun at a time when only a few states had considered such action and before "competency" had become a national byword. Our approach will permit us to benefit from the mistakes as well as developments of those states that have initiated crash programs. We believe we can provide a program that will help schools turn out a better product—the high school graduate who can perform the necessary basic skills.

- 9. Providing leadership for the school districts by applying for special competitive grants in current issue areas. We have been successful in securing almost a half-million dollars for local level staff training and instruction in metric education, career education, community education, and the Right-to-Read effort. Applications in bilingual education, environmental education and training of teachers for the handicapped were not successful. The specific educational needs of the schools and districts, and the ability of our staff to perform the work in a creditable manner were the criteria used to determine the selection of applications to be made.
- 10. The conversion to a completely new and very different Federal program of education for the handicapped. As a result of federal legislation (P.L.94-142), all handicapped persons between ages 0 and 21 not receiving any education had to be found, evaluated and provided instruction. The task estimated to take two years has been completed in 15 months. The new state plan will require for all handicapped persons an individual evaluation, an individualized educational program in the least restrictive environment, and procedural safeguards with all due process protections assured through the department.
- 11. Preparing for development of the vocational education state plan under new federal legislation. The Congress has added a statewide planning committee to develop a five-year plan, updated annually by an annual plan. The law greatly expands the employment areas requiring consideration and emphasizes public involvement through hearings. It will increase paperwork and administrative detail for state and local groups.
- 12. Although we many times question the effort required to receive funds from federal assistance programs, there can be no question they have served to expand opportunities for children in local districts. Sometimes Federal funds

are the only means to provide supplemental and remedial instruction for slow learners. We know for sure that Federal funds are the only means for trying new approaches in the classrooms. The Congress wants to provide state level oversight for its formula grant programs and therefore, prescribes administrative responsibilities. It also makes available the dollars to carry out its mandates. As a result, almost half of our staff is employed and paid for Federal administrative purposes. To date, we have been able to carry out these and our own programs with a professional staff that is one of the smallest of any state education department in the country, even though Nevada has a pupil population larger than at least three or four other states. I anticipate that we can continue to do this unless additional responsibilities are required.

Using almost any basis for comparison, I believe we have a dedicated, hardworking staff of educators who are interested in providing only the best educational opportunities for the children of this state. At the same time, I will readily admit that sometimes our efforts, individually and collectively, are not totally satisfactory. I am striving, along with Jim, to correct that problem as fast as bureaucratic red tape will allow. Your understanding and support in this effort will be appreciated.

In the next biennium we will have continuing and increased responsibility for administration of Federal assistance programs; continuing obligation to fulfill school district requests for assistance; continuing work to be done on courses of study and graduation requirements; and additional work to be done on the competency-based high school diploma program. It is important that the current staffing level be maintained if we are to meet the expectations of the public, the State Board and the Legislature.

I appreciate your allowing us to make this presentation and I hope it gives you a better picture of our operation and also of our purpose.

I would be happy to answer questions - - -



# OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

Capitol Complex
Carson City, Nevada 89710

JOHN R. GAMBLE Superintendent

February 24, 1977

**MEMORANDUM** 

TO: Members of the Nevada State Board of Education

FROM: John R. Gamble, Superintendent

SUBJ: Activities and Programs 1977-78

The attached program of activities is provided for your review and approval. Please note that they all conform to the Operational Goals as adopted by the Board May 20, 1976. I have attached the paper that was presented at that meeting which includes those goals, as adopted.

JRG:ms Enc.

2-23-77

### Department Emphases

# as developed from Operational Goals approved 5/20/76

Activities and/or Programs

1. Competency Testing Program

(Goal I & V) -Instructional Services Div.

2. Continuing ESEA Programs

Title I - IV - VI Civil Rights IV

(Goal II) -Instructional Services

- Continue and/or initiate grant programs
  - A. Nevada Metric Project
  - B. Career Education
  - C. Right to Read
  - D. Arts for the Handicapped
  - E. Demonstration Centers
    Learning Disabilities

(Goal II & V) -Instructional Services

- 4. Vocational Courses of Study & Curriculum Guides
  - A. Health Occupations, Business Ed., Home Ec. - Disseminate & Review
  - B. Trade & Ind., Voc. Agric., Distrib. Ed. Prepare (Goal I) -Instructional Services
- 5. School Lunch Activities
  - A. Federal-State-Local

Cooperative program reviews

B. On-going program activities

(Goal II) -Technical Assistance Division

- 6. Departmental Accounting Program
  - A. Controller-Counsel Bureau

Department Accounting Program Development
(Goal III & V)-Technical Assistance Div.

- 7. State Board Statutory Policy Development
  - A. Regulations as mandated by statute
  - B. State Board Policy as indicated by statute(Goal VI) -Office of Superintendent

DRAFT
1-28-7
2-9-76
Presented to Board
3-31-76
Adopted
5-20-76

#### OPERATIONAL GOALS

#### DEPARTMENT OF EDUCATION

The Superintendent's Cabinet and the Deputy and Superintendent have spent a number of hours reviewing our current programs and attempting to set goals and programs for 1976-77. There have been a number of conclusions reached and I believe it is important to point out the background and basis for reaching those conclusions.

A large percentage of our resources comes to us in the form of Federal grants and Federal contracts. The larger portion of these funds are considered categorical -- that is, the funds are allocated to the Department of Education to administer a particular type of program for the school districts of Nevada, and can be used for no other purpose. We, of course, have some flexibility in the application of such funds within the purpose stated, but in many cases that is limited. The remaining funds that can be used as a resource to the Department are for the broad purpose of "Strengthening the State Education Agency" and can be used for such purposes that enable us to do an improved job in education in Nevada. A large portion of these funds have been applied to this purpose and are utilized for salaries and such other annually recurring expenses. It is important to note that some of these annual costs are devoted to state statutory functions of the department that are not state funded. It is anticipated that requests made to the 1977 Legislature to resolve this problem may be favorably acted upon.

Operational Goals

Our remaining resources come to us from state appropriation to the Department for administering a state system of public education, and for a 50% match of funds allotted by the federal government to administer a system of vocational education within the state.

2.

The state funds appropriated are designed to carry out the statutory functions of the department and such other administrative functions not specifically assigned by statute to any other agency.

A large portion of our efforts and resources in the department must be directed by law (both Federal and State) to particular activities.

The ability of the department to respond to current issues and problems is quite limited; however, we should consider possible alternatives in our approach, in order to increase our capability to consider such issues and problems.

Included as mandated functions are those related to courses of study, standards of instruction, and related activities. If the efforts of the department can be channeled in such a manner that we can develop courses of study and such other standards as are required for school districts in a way that provides school administrators, trustees, and teachers with a basic outline and general objectives in each area of study, the local school districts can then develop a structure of education for elementary and secondary schools that can more nearly meet the needs of their individual schools and pupils. This, in turn, will allow state department staff to respond (once the above has been developed and

adopted) to both perceived and actual needs for specific assistance in local school districts. In addition, department staff can increase its efforts in the development of needs assessment practices that can be implemented in all school districts. This plan will also allow department staff to better respond to current issues and problems as they surface. These may come from a number of sources, including the State Board, other state agencies, and from the general public.

I believe our current feasibility study regarding competency-based examinations for high school graduation is a good case in point. In order to provide for this study, we must assign staff members who can do the work. As a result, that staff must reduce or discontinue other programs under way (with no expression of judgment here as to how important the other program efforts are). This has also been the case in other situations as well, although maybe not as pronounced.

If a program plan as outlined above is developed and implemented, I feel the department staff will have a better sense of direction, the overall goals of the department will be more visible, and the functions of the department will be understood by all.

I think it is important for all of us to realize that such a plan cannot be implemented unless there is a commitment by the department and State Board alike to the concept for a length of time (in years) for the structure and concepts to be enunciated

4.

Operational Goals

and the various steps for implementation to be calendared and accomplished.

I would further envision that the outline of this plan be the basis for our request to the 1977 Legislature for the appropriation to the department as well as any other legislative enactments that may be needed.

I feel strongly that the Department of Education and the State Board of Education must consolidate their efforts so that the activities conducted are not moving in every direction at once (and really in no direction) and that we commit ourselves to some very specific long-term goals that we do not waver from, and that we can weigh all of the short-term and continuing activities against.

As a starter, and in conformance with the ideas expressed here, a number of such long-term goals are listed below:

The Department of Education, in accordance with policies adopted by the State Board, shall:

- I. Develop in concert with local school districts and other interested parties
  - A. Courses of study and standards of instruction for the school districts of Nevada as may be mandated by the statutes of Nevada;
  - B. Information and needs assessment plans and models for local use in determining and verifying specific needs of pupils so that all school districts may

improve the quality and quantity of educational services to pupils.

- II. Administer, in accordance with federal and state laws and regulations, those federal grant and contract educational and service programs that are determined to be necessary and that will support and supplement educational programs carried on in our schools.
- III. Carry on a continuing study of finance and the state support program for local school districts, in accordance with statutes.
- IV. Provide service to school districts in the development and implementation of improved practices and programs, and in such other areas as may be needed and requested.
- V. Initiate and develop studies of current issues and problems and make recommendations for improved programs with such resources that are available without diminishing efforts toward other long-term goals.
- VI. Such other administrative and supervisory activities as prescribed or permitted by statute.

# NEVADA DEPARTMENT OF EDUCATION REQUEST

# AID TO SCHOOLS 1977 - 1978

	State	Other Source Recovery	Federal
Automobile Driver Education	\$ 200,000		
Distributive School Fund	92,919,600		
School Lunch Program	264,000		\$3,300,000
Adult Basic Education	33,000		237,000
ESEA Title IV-C			362,961
ESEA Combined			
Title I			3,250,000
Title IV-B			290,117
ESEA Title VI			260,368
Fleischmann Scholarships		\$280,825	
CETA			333,343
Teacher Training-Handicapped			42,332
Vocational Education	849,403		1,349,403
Care of Deaf and Blind	259,000		
Student Loan	20,000	120,000	
Total Distributive School Fund	\$92,919,600		-
Total Categorical Aid	\$ 1,625,403		\$9,695,524
Total Scholarship Aid		\$400,825	
GRAND TOTAL	•	\$104,641,352	

NEVADA DEPARTMENT OF EDUCATION REQUEST

## Salaries, Salary Costs, Travel and Operating Costs 1977-1978

	State	Other Source Recovery	Federal
Education Administration	\$1,114,143	\$147,649	\$(147,649)*
School Lunch Program			63,480
Adult Basic Education			59,169
Civil Rights, Title IV		18,050	41,341 (18,050)
ESEA Title IV-C		213,100	584,233
ESEA Combined			(213,100)
$Title\ I$			150,000
Title IV-B			128,600
ESEA Title VI			200,000
Fleischmann Scholarships		21,760	·
CETA			51,732
Environmental Advisory Committee	2,000		
Teacher Training-Handicapped	•		21,668
Discretionary Grants			102,673
Regional Interstate			71,000
Vocational Education	250,597		250,597
Total State	\$1,366,740		
Total Federal		\$(378,799)	\$1,724,493
Total Private		21,760	
GRAND TOTAL		\$3,112,993	

<sup>\*()</sup> Signifies area of recovery. Not used for computation.

With the exception of ESEA Title VI, Federal regulations specify the limitations on use of funds for administrative and supervisory use. In Title VI the law stipulates 5% or \$200,000, whichever is greater. The greater is presently set aside until P.L. 94-142 is implemented fully.

#### SENATE FINANCE COMMITTEE

March 10, 1977

Nevada State Education Association

Testimony on

Distributive School Fund

1977-1979

We want first to acknowledge Chairman Lamb's assistance to our efforts. The Chairman has shared generously of his time and guidance.

Being invited to appear again before this committee, we take as another expression of the deep concern you all have for the future of education in Nevada, a concern for which we are most grateful.

You have before you a memorandum from NSEA dated March 7, and an undated memorandum from Ron Sparks. Both memoranda relate to the Distributive School Fund.

You will recall that when we first testified before this committee, we requested \$7.7 million in additional general funds for the biennium. Members of this committee quite legitimately expressed concerns about the source of these funds. In attempting to be responsive to these concerns, we have modified, quite drastically, our request (see NSEA memorandum). And between the reductions in our own request and the revised revenue estimates provided by the Legislative Fiscal Analyst, we believe that we can propose today a funding package which, not only will meet our concerns for quality education and for the welfare of our members, but also will meet your obligations as responsible decision makers for the community.

First with respect to 1977-78, the Legislative Fiscal Analyst's data (table, last page of memorandum) demonstrates that you can increase the basic support rate by \$7 per student while at the same time reducing general fund appropriations by \$35,500. To do this, you merely have to increase the basic support rate from \$1,028 to \$1,035. This would permit the available local revenues and nongeneral fund revenues to be used to benefit children, while appropriating less than the Governor requested. This is an act which we heartily endorse.

Turning now to 1978-79, we would first remind you that in our March 7 memorandum we expressed concern for the age old pattern of the fat and the lean years. Nevada school funding, unlike the Biblical pattern of seven fat followed by seven lean years, follows a pattern of one good year followed by one lean, followed by another good year and so on ad infinitum. The present executive budget by providing a 12% followed by a 9% increase in basic support would perpetuate this cycle another two years and we ask your assistance in breaking the pattern. The assistance we ask is that you increase basic support in 1978-79 to \$1,156.00. This would be a 12% increase over 1977-78 rather than the 9% recommended by the Governor. To do so would require, not the \$5.6 million we initially requested, but only \$3,562,500 in additional general fund appropriations.

We believe that the logic and data supporting this request are both valid and conservative. You heard school superintendents from around the state explain how the Department's request was generated. Utilizing a conservative hold-the-line philosophy, the Superintendent's justified a basic support of \$1,159. In that same testimony, you also heard the same officials state that subsequent to development of the Department budget, a number of costs had risen at unanticipated rates, e.g., water and utilities. It is, therefore, evident that Nevada's schools will be strapped even under the Department's proposal, to say nothing of the Governor's. Should the schools be required to operate with less would mean, inevitably, cutbacks in educational programs and/or that superintendents would continue to fund unanticipated costs of utilities, books, etc., at the expense of needed and deserved salary increases for Nevada's teachers.

We, therefore, maintain our position that the Department's basic support rate for 1978-79 must be approximated. To reiterate, this would cost the general fund \$3.5 million, or a 4.4% increase in general fund appropriations. This is \$5.6 million less than the Department requested and \$2.1 million less than NSEA's initial request.

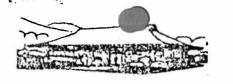
To provide a perspective, we must observe that our request for additional general fund appropriations has been slashed from our initial \$7.7 million (1977-79) to \$3.5 million. Our current request for additional funding is but 46% of our initial request. Yet with this \$3.5 million in general funds, you will be making a total of 6.1 million additional state and local dollars available for Nevada's schools.

Turning now to the question of special education units, we note that you may be faced with A.B. 107 and A.B. 108, which would increase the number of units by 6 and 5 units respectively, at a total cost of about \$195,000 annually. We would suggest that the committee consider including these 11 as among the 600 units recommended by the Governor and the Department. To do so would ensure that these units are considered to be part of the regular distributive school fund and would not require additional funding for this biennium.

Finally, in the infelicitous phase of a previous administration, we wish to label section D of our March 7 recommendation "inoperative". We had, therein, proposed certain modifications of the legislative funding formula for the distributive school fund. Our objective here, obviously, was to address ourselves to the problem of the large biennial reversions from the distributive school fund. Following discussions of this issue with both Ron Sparks and John Dolan, we are persuaded that future reversions are likely to be relatively minor.

To summarize, we are requesting that you set the basic support rate at \$1,035 and \$1,156. To do so would require 3.5 million additional general fund dollars over the biennium.

Thank you for your attention to our concerns.



# JOSEPH G. NEWLIN, Executive Director WENDELL K. NEWMAN, Assistant Director

# NEVADA STATE EDUCATION ASSOCIATION

161 EAST PARK STREET . CARSON CITY, NEVADA 89701 . PHONE 882-5574

February 24, 1977

#### MEMORANDUM

TO:

The Honorable Floyd Lamb, Chairman

Senate Finance Committee

FROM:

Joyce Woodhouse Paul Ghilarducci Jim Shields

RE:

NSEA proposals - Distributive School

Fund 1977-79 Biennium

In past years, you have responded generously to our requests for additional state aid for public education. You have done so by authorizing additional general fund appropriations and by authorizing a trigger mechanism.

We are indeed grateful for your personal support to our past efforts.

In hopes that our argument will again be persuasive, we offer the following recommendations for what we believe to be the minimally acceptable increases in the DSF.

As you recall, the Department recommended that the Basic Support rate increase to \$1,043 per student in 1977-78 and to \$1,159 in 1978-79. The Department premised this "bare bones" request on the maintenance-of-existing-programs recommendations of local school superintendents. In testimony before your committee, we stood alone in supporting these basic support rates, with the Department administration and the school superintendents expressing appreciaation for the "Governor's generosity". (The Governor's recommendations are \$1,028 and \$1,120, respectively.) The NSEA recommendations for basic support would have cost \$2.1 million in 1977-78 and \$5.6 million in 1978-79.

As the Department's and the school superintendents' enthusiasm for their own position was, to say the most, lukewarm, we recognize the necessity to reduce drastically our request. The proposal we now offer cu ts our request from \$7.7 million over the biennium to \$4,171,592. This represents a 46% cut (\$3,528,408) in our initial request before your committee.

#### A. Recommendations for 1977-78

Specifically (See Table 1) we recommend that the basic support rate in 1977-78 be increased by \$4.00 per student. Up to this point, we have sought to have the full \$15.00 per student restored. We must have the \$4.00 per student because current contract negotiations between Clark Teachers' Association and the Clark County School District are premised on a basic support rate for Clark County of \$1,017. To provide this support rate for Clark County School District will require the legislature to appropriate the additional \$510,000 requested by Marvin Picollo for Special Education Units. If these funds are not provided by the legislature, the Department will divert basic support dollars in order to support the 600 special education units. Adding \$4.00 per student will adequately fund these special education units and, therefore, permit contract negotiations in Clark County to reach a speedy and amicable resolution. Given that Clark teachers are currently working without a contract following seven months of bargaining and five more months of bad faith on the part of negotiators for the school board, our members are very frustrated and angry. It is in everyone's interest that current negotiations not be similarly frustrated by the loss of \$4.00 per student.

Although we are recommending an increase of \$4.00 in the 1977-78 basic support rate, this should increase state responsibility by only \$38,500. The attached table incorporates the latest projections of local funds, (70 cents property tax and local school support tax), as provided by the Legislative Fiscal Analyst. As local funds are increasing at a much greater rate than projected in the Executive Budget, local funds may be expected to provide \$523,500 toward the required \$4.00 per student, therefore, the state's responsibility would increase by only \$38,500.

## B. Recommendations for 1978-79

An examination of recent legislative funding of the DSF reveals a pattern of generous funding the first year of the biennium and frugal increases the second year. The alternation of fat and lean years has worked to the detriment of Nevada's teachers because school boards tend to finance the increased costs of school programs in the lean years by holding teacher's salary increases well below increases in the cost of living. We recognize that the cost to schools for utilities, supplies, etc., inevitably increase, because we also have to pay similar increases to run our homes and feed our families. However, we resent very much the practice of paying for these increased costs by reducing the real income of teachers.

Therefore, we strongly urge that state funding be more evenly distributed over the biennium so that school boards will not be faced with the lean years.

Then, given this philosophy of funding, we recommend that the basic support rate for 1978-79 be increased by 12% to 1,156 per student. The Governor recommends only a 9% increase, or \$1,120. Under our recommendation, the state's responsibility would increase from \$98,427,000 to \$102,560,000. This increase of \$4,171,592 would constitute only a 4.2% increase in state responsibility. As you recall, our initial recommendation for 1978-79 required an additional \$5,600,000 in state funds; our revised request is only 74% of our initial request. The Department's recommendation of \$105,722,400 is \$3,160,000 more than our own. Because we recognize that the demands on the budget are many and the pressures on you are great, we have cut our request to accommodate the situation you face as a politician and as a decision maker.

One other important point should be made here: It is reasonable to assume that the general fund appropriations needed to fund the increased state responsibility which we propose will be significantly less than \$4,171,592. The Governor's projections for slot tax credit, revenue sharing, investment income, mineral land leasing and out of state sales tax revenues - all of which are credited against the state's responsibility to the Distributive School Fund - are conservative. For example, the latest figures from the legislative fiscal analyst project an increase over the Governor's projections in the slot tax credit of \$300,00 for the biennium. Comparable increases may be expected in the other sources. These increases will be credited to the state responsibility and will either generate a reversion at the end of the biennium or permit you to hold general fund appropriation increases somewhat below the \$4.2 million we are requesting.

#### C. Trigger

We request that you continue to provide a trigger mechanism for the second year of the biennium. The 1978-70 Trigger should be adjusted to reflect current sales tax revenues. Specific language will be provided shortly should you indicate receptively to this proposal.

#### D. Higher Education Funding

By March 10, we will present to you a similar memorandum costing out our specific proposals for higher education funding.

In that memorandum, we will be concerned primarily with faculty cutbacks, differential staffing in the community college division, full funding of part time positions in the CCD, equal salary increases for all faculty and the salary recommendations of the Regents.

## F. Recommendation for Modification of Legislative Funding Formula

We believe that legislative and executive efforts to support public education in Nevada have been stymied by provisions in the Nevada Plan: provisions which generally result in less state money being delivered to local school systems than the legislature appropriated. For example, the legislature appropriated a total of \$153 million to the Distributive School Fund (75-77 Biennium) of which \$120 million was from the state general fund. However, \$6.3 million of these dollars are projected to revert to the general fund because these dollars were not made available to local school districts. In 1975, \$8.8 million of the approximately \$121 million DSF 1973-75 appropriation reverted to the general fund.

If the dollars which reverted to the state general fund for the current biennium were available to schools, the basic support would be increased by at least \$23.00 per Nevada student each year of the biennium. These dollars could have been used to lower class size (Nevada has more pupils per teacher than any other state except Utah.) or to provide teachers instead of teacher aides for your grandchildren.

These 24 dollars would have increased basic support over the 1975-77 biennium by about 2!1/2% per student.

On a per student basis, this does not appear to be a great improvement. However, we know the money is badly needed and are confident that it could be well used for the improvement of education in Nevada.

We have a proposal which would make these dollars available to local school districts without requiring any increase in the general fund appropriation to the Distributive School Fund.

We recommend that the definition of local funds (NRS 387.124 (2) (b) be changed from a variable figure, i.e., a figure which is projected by the Department of Taxation, represented in the Executive Budget and which changes to match actual ad valorem taxes and local school support revenues, to a constant figure. The constant figure would be the revenue from local sources as projected by the Department of Taxation at the time the executive budget is presented to the legislature. The use of this concept for calculation of local funds availability (a) would permit school districts to benefit from growth in local revenues (b) would not require the legislature to appropriate additional moneys from the general fund (c) would not strain state revenues as the general fund appropriation would be that amount which the legislature adjudges the state can afford, and (d) would permit the state to more generously fund public schools in a fiscally responsible manner, i.e., at no increase in general fund appropriation totals.

The following hypothetical data will illustrate our proposal:

Table 1 May, 1977

Legislative Appropriation to DSF for 1977-78 Hypothetical Data

Total State Needs	\$160,000,000
Projected 70 cents Property Tax	[27,000,000]
Projected Local School Support Tax	[33,000,000]

\$100,000,000 State Responsibility

General Fund Appropriation \$ 75,000,000

In Table 1, the legislature has appropriated \$75,000,000 from the general fund to the distributive school fund. Most Nevada legislators probably believe that the full \$75,000,000 will actually be spent from the general fund. Obviously, the legislature as a body has decided that the state can afford and should expend \$75,000,000 for public schools.

However, the local funds are generally greater than the projected amount.

#### Table 2

Actual General Fund Expenditures for 1977-78 from Distributive School Fund Hypothetical Data

Total State Needs	\$160,000,000
Actual receipts 70 cents Property Tax	[30,000,000]
Actual Receipts Local School Support	
Tax	[36,000,000]
•	

Actual State Responsibility \$ 94,000,000 Actual General Fund Expenditures \$ 69,000,000 Reversion to General Fund \$ 6,000,000

In Table 2, we see that the increased local resources are actually used, not to benefit local schools, but to reduce the state's support.

If the legislature would agree to basing the state general fund expenditure on the projected local sources, rather than the actual receipts from these sources, the local revenues could be used to significantly benefit Nevada schools without the legislature having to appropriate an additional penny.

Additionally as important revenue sources are generally underestimated in the Executive budget, e.g., slot tax credit, revenue sharing, etc., increases in actual over projected revenues from these sources could continue to reduce actual general fund expenditures as compared with authorized general fund expenditures. Therefore the state would continue to have a revision from the Distributive School Fund.

Should you be receptive to this proposal for amending the funding formula we would be pleased to work with you or your staff on specific language for the appropriations bill.

We would willingly discuss modifications in the specifics of this proposal, we are interested in securing approval for the basic concept.

TABLE 1
Comparison of Nevada State Education
Association and Executive Recommendations for Distributive
School Fund: 1977-1979 Biennium

	1976-77	Governor Recommends 1977-78	NSEA Recommends 1977-78	Governor Recommends 1978-79	NSEA Recommends 1978-79
Enrollment	137,744	140,500 <sup>2</sup>	140,500 <sup>2</sup>	142,4502	142,450 <sup>2</sup>
Basic Support	\$ 903	\$ 1,028	\$ 1,032	\$ 1,120	\$ 1,156
Total Basic Support	\$124,382,832	\$144,434,000	\$144,996,000	\$159,544,000	\$164,672,200
Special Education	8,800,000	10,560,000	10,560,000	11,088,000	11,088,000
Adult Diploma	637,000				
Paragraphs "E" and "F"	700,000				
"Trigger"	2,025,000			·	
Total Need	\$136,544,832	\$154,994,000	\$155,556,000	\$170,632,000	\$175,160,200
70 Cents Property Tax	( 24,803,465)	( 27,160,000)	$(27,532,000)_3$	( 29,736,000)	$(30,560,520)_3^3$
l Cent School Support Tax	(33,856,172)	( 37,919,000)	$(38,070,500)^3$	( 42,469,000)	( 42,639,088)
State Responsibility	\$ 77,885,195	\$ 89,915,000	\$ 89,953,500	\$ 98,427,000	\$102,560,592

- 1 Trigger adds \$14,70 per enrollee.
- 2 Includes an allowance for 800 full time equivalent adult diploma enrollees.
- 3 Updated revenue projections of 70 cents property tax and local school support tax provided by Legislative Piscal Analyst. Increases in these anticipated local sources have the effect of reducing the amounts needed to fund state responsibility to distributive school fund.

# ASSEMBLY BILL NO. 96—COMMITTEE ON WAYS AND MEANS

JANUARY 20, 1977

Referred to Committee on Ways and Means

SUMMARY—Authorizes salaries for members of state public works board. (BDR 28-113)

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



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

AN ACT relating to the state public works board; authorizing salaries for the members while they are engaged in the business of the board; and providing other matters properly relating thereto.

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

SECTION 1. NRS 341.050 is hereby amended to read as follows:
341.050 1. [All members of the board shall serve without compensation.] Each member of the board is entitled to receive a salary of not more than \$40 per day while engaged in the business of the board.

2. Each member shall be entitled to and shall receive is entitled to payment of his actual and necessary expenses incurred in the performance of his official duties and in attending meetings of the board. Such expenses shall be paid from moneys appropriated for the use of the board.

30

Original bill is on file at the Research Library.

## ASSEMBLY BILL NO. 95—COMMITTEE ON WAYS AND MEANS

JANUARY 20, 1977

### Referred to Committee on Ways and Means

SUMMARY—Makes appropriation to University of Nevada System for purchase of equipment. (BDR S-698) 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 appropriation to the University of Nevada System for purchase of equipment; and providing other matters properly relating thereto.

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

- SECTION 1. There is hereby appropriated from the state general fund to the University of Nevada System the sum of \$876,208 for the purchase 3 of equipment.
- SEC. 2. After June 30, 1979, the unencumbered balance of the appropriation made in section 1 shall not be encumbered and shall revert to the state general fund.

  SEC. 3. This act shall become effective upon passage and approval.

Original bill is on file at the Research Library.

#### (REPRINTED WITH ADOPTED AMENDMENTS) S. B. 194 SECOND REPRINT

### SENATE BILL NO. 194—COMMITTEE ON EDUCATION, HEALTH AND WELFARE AND STATE INSTITUTIONS

## **FEBRUARY 4, 1977**

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

SUMMARY-Establishes state health coordinating council and authorizes establishment of office of health planning and resources in department of human (BDR 40-114) resources.

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



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

AN ACT relating to health planning and facilities; establishing a state health coordinating council and authorizing establishment of an office of health planning and resources in the department of human resources; prescribing certain powers and duties of these agencies; abolishing the state comprehensive health planning advisory council; and providing other matters properly relating

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

- SECTION 1. NRS 439A.010 is hereby amended to read as follows: 1 439A.010 As used in this chapter: [, "council" means the state comprehensive health planning advisory council.] 3
  - "Council" means the state health coordinating council.
- "Department" means the department of human resources. 5
  - 3. "Federal Act" means 42 U.S.C. §§ 300k to 300t, inclusive.
- 6 "Health systems agency" means an organization in this state which 7.4 has been designated as a health systems agency by the Federal Govern-8 9
- SEC. 2. NRS 439A.020 is hereby amended to read as follows: 10
- 439A.020 [In order to provide state comprehensive health planning 11 in response to the enactment of 42 U.S.C. § 246, as from time to time 12 amended, there is hereby created a state comprehensive health planning 13 14 advisory council. The state health coordinating council is hereby cre-
- 15 ated to:

4

- 16 Promote equal access to quality health care at a reasonable cost;
- Promote an adequate supply and distribution of health resources; 17 2.
- 18 Promote uniform, effective methods of delivering health care;

3/10/77 (Please Print) Name Samelle 2 Jim Costa Organization

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