Assembly Committee on COMMERCE

Date: 5/6/81

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MEMBERS PRESENT:

Mr. Bennett

Mr. Chaney

Mr. Dini

Mr. DuBois

Mr. Jeffrey

Mr. Kovacs

Mr. Prengaman

Mr. Rusk

Dr. Robinson

MEMBERS ABSENT:

Mr. Brady (excused)

Mr. Bremner (excused)

GUESTS PRESENT:

Please see attached Guest List

Chairman Robinson called the meeting to order at 2:09 p.m. in Room 200.

BDR 41-1970 (AB 631)

Mr. Dini made a motion for BILL INTRODUCTION, seconded by Mr. Jeffrey, motion carried unanimously of those present.

AMTRAK Resolution (AJR 46)

A motion was made to REQUEST AN AJR by Mr. Jeffrey, seconded by Mr. Dini. The motion carried with Mr. Rusk voting no.

AB 223 INCREASES MINIMUM AMOUNT OF INSURANCE COVERAGE REQUIRED FOR MOTOR VEHICLES.

A motion was made by Mr. Kovacs, seconded by Mr. DuBois, to RECONSIDER ACTION TO INDEFINITELY POSTPONE AB 223. The motion carried with Mr. Dini voting no.

Mr. Kovacs then made a motion to AMEND AND DO PASS; the amendment being changing property damage from \$5,000 to \$10,000; seconded by Mr. DuBois.

Virgil Anderson spoke from the audience that his company does not write anything under \$10,000 at the current time.

The motion carried unanimously of those present.

AB 474 REMOVES PROHIBITION AGAINST INVESTMENTS IN AGRICULTURAL OR RANCH PROPERTY BY INSURERS.

A motion was made by Mr. Dini, seconded by Mr. Jeffrey, to AMEND AND DO PASS PER AMENDMENT #670. Motion carried unanimously by those present. Mr. Prengaman to do the floor work.

AB 496 AUTHORIZES PARTIES TO AN AUTOMOBILE INSURANCE POLICY TO EXCLUDE NAMED PERSONS FROM COVERAGE.

Chairman Robinson opened the public hearing on this bill.

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Dr. Robinson explained that this bill was trying to put back into the law a portion that was inadvertently dropped when the no fault insurance law was repealed. This bill would allow a family to name a person or person(s) who have higher insurance rates to be excluded from the insurance policy so as not to raise the rates for the entire family.

Virgil Anderson, AAA, distributed a proposed redraft of this bill. He said AB 496 as drafted now is not acceptable. He said his redraft is exactly as it was in the former law. The former law somehow was put into the no fault section and that section was repealed in total. (His redraft is attached as EXHIBIT A.)

AB 578 REGULATES EXTENSION OF CREDIT BY INSURERS

Since there was no one to testify, the bill was tabled.

- AB 579 MAKES VARIOUS ADMINISTRATIVE CHANGES IN LAW GOVERNING REAL ESTATE BROKERS AND SALESMEN.
- SB 479 PROVIDES FOR LICENSING OF CERTAIN CORPORATIONS AS REAL ESTATE BROKER-SALESMEN OR SALESMEN.

Chairman Robinson declared the public hearing open on both of the above bills at the same time.

Senator McCorkle said that he had had a call from a broker, after <u>SB 479</u> passed from the Senate, who said that brokers as well as broker-salesmen and salesmen wish to have dual licenses. He said they wanted the bill to permit issuance of dual licenses to two or more individuals where the licenses are held in corporate form.

Bill Cozart, representing the Nevada Association of Realtors, said <u>SB 479</u> does one very simple thing, it allows broker-salesmen and salesmen to incorporate to take advantage of the tax laws. Mr. Cozart said the Commission and the Division have reviewed this bill and they are not receptive to allowing for the broker to have more than one corporate license. He said he did not want to see this bill held up for this different issue.

Mr. Cozart then addressed AB 579 stating that the Association had no objection to this bill.

Lynn Luman, Administrator of the Real Estate Division, discussed AB 579. He said Page 1, line 10, simply excludes the phrase, "including used mobile homes," primarily as a redundancy. Page 2, section 2, is a redistribution of the Division into the north and south parts of the states. He said it would put them in a better position to monitor brokers. In section 3, subsection 2, he would like to see deleted the provision for exemptions to this chapter including persons acting as attorney. Page 4 would enable the advisory commission to make a motion which they presently cannot do. Page 3, line 34, Mr. Luman said will enable them to issue a license to an individual at the time he pays his license fee. Currently they issue a receipt which is a temporary license.

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Chairman Robinson declared the hearing closed on the previous two bills and opened the hearing on AB 580.

AB 580 REQUIRES PUBLIC UTILITIES TO OFFER SEASONAL RATES FOR INTERRUPTIBLE ELECTRICITY FOR IRRIGATION PUMPS.

Senator Glaser said his district, northern Nevada, is in competition with Idaho in the area of agriculture. He said Idaho has an abundance of almost free water. Nevada has the climate and the soil, but has a shortage of water. He said the cost of pumping the water from underground is rising, whether from diesel or electricity costs. This bill, he said, would allow farmers to take electricity on off-hours, other than peak periods. He said the farmers can adapt to an interrupted schedule.

Assemblyman Rhoads said he was testifying for Assemblyman Marvel who had to be in Las Vegas. He said the key to this bill was on line 11 and 12. He said this would produce about a 29% decrease in the farmer's rates, from about \$15,000 for a six month period to a little over \$10,000.

Senator Glaser said that several outfits have gone broke in Winnemucca over the last year or two because of these high rates.

Sam Hohmann, Senior Research Analyst, responded to a question of Mr. Jeffrey whether other groups would now come forward to try to reduce their rates as well. He said this was a load management proposal which would reduce peak usage and cost of service as well. This lower cost of service would be returned to the agricultural customer.

It was determined through much discussion that a farmer will have the option of using electricity even during peak periods and thereby paying the higher rate during that time.

Leroy Horn, a rancher from Lander County, read from and discussed a schedule of power usage and payment covering 1974 to 1980, attached as EXHIBIT B. He said power to them is a must, not a luxury. He said over the same period, power costs raised 300% where cattle prices only went up 160%.

Marian Filippini said she has been a cattle rancher in Lander County for 31 years. She said that the bill only applies to irrigation, not to domestic use or stock water. She said it is still important as they raise their own feed and would not survive as a rancher unless costs begin to go down. An accounting of power costs from her ranch is attached as EXHIBIT C.

Ralph Cromer from Utility Consulting Associates said he was appearing on behalf of Mr. A. C. Evans, of Winnemucca Farms. Mr. Cromer read a statement into the record for Mr. Evans. The statement is attached as EXHIBIT D.

Mr. Cromer suggested that on line ll it be changed to read "interruptible rate."

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Tom Foote, Northern Nevada Irrigation Commission and the Nevada Farm Bureau Federation, said he was in favor of the bill. He said agriculture is Nevada's third largest industry, but spiraling electric costs are threatening the very existence of a goodly portion of this industry. He said electric rates have tripled since 1974.

Mr. Foote said the Northern Nevada Irrigation Well Users Committee has solicited irrigation users to voluntarily contribute 40¢ per horsepower towards hiring consultants. The consultants have addressed many areas and now say the only realistic approach is interruptible rates.

Mr. Foote said he has concerns about the mechanics of the process but at this point they will accept interruptible rates as their only hope for reduced costs.

He said personally he does not see how he can shut his pumps off for 4-6 hours per day; he said 2 maybe 3 is feasible.

John Clark, Deputy Commissioner with the PSC, said he is in opposition to the bill, not necessarily in opposition to interruptible rates. He said beginning on September 2nd, the Commission will be holding public hearings on interruptible rates.

He said that if users have the ability to go to the higher rate at any time without a penalty, the benefits to the utility are lost. He said the higher rate is just the cost during that period, not additional revenue to the utility. Many committee questions followed

Robert Silva, Rate and Tariff Specialist, said he did not have specifics except on irrigation before him, but could go back and get it for the committee.

Mr. Cromer said that the committee was discussing an interruptible gas rate for Reno a few years back. He said the irrigation rate started out as an interruptible rate and was changed around 1978. Then, he said, they were charging a "fully allocated cost of service." He said the power companies costs did not change, just their method of charging customers. He said it is for this reason that his client is asking they go back to an interruptible rate schedule, so that the pricing schedule is changed.

Mr. Clark discussed with the committee the interruptible rate program that Nevada Power Company has been using.

Mr. Rusk was concerned that one group was singled out for cost relief when all users have suffered from the cost increases.

Mr. Clark said it was erroneous to determine that this lower pricing structure would not have an effect on other groups of users. In answer to a question, he said using the lowest rate available does not mean that any profit at all is left to the utility. Some rates are below cost, he said, and this is why the Commission would like to hold hearings on this matter in September.

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Andrew Barbano, Coalition for Affordable Energy, distributed a five-page study plus the credentials of the author of that study, both attached as EXHIBIT E AND F.

Chairman Robinson closed the hearing on AB 580 and opened it on AB 581.

AB 581 CLARIFIES PROVISIONS RELATING TO THE TERM OF CREDIT LIFE AND CREDIT HEALTH INSURANCE.

Patsy Redmond, Acting Insurance Commissioner, said this bill was produced by the Insurance Division due to a problem arising in the Consumer Services Section of the Division. They would like the bill to indicate that the insurer is obligated through the time of the indebtedness. She suggests that on line 18 of page 1 to delete the full subsection 4 and insert "The term of the insurance must remain in effect until the indebtedness has been paid in full if payments have been made on time. If the indebtedness is discharged by renewal or refinancing before the date on which it would be repaid if payment had been made on time, the insurance in force must be terminated before any new insurance may be issued in connection with renewed or refinanced indebtedness. cases of termination before schedule maturity, a refund must be paid or credited as provided in NRS 698.090." Ms. Redmond said this amendment may not be clear enough yet, and asked permission to return later with a better redrafted amendment.

Dr. Robinson said that was fine as long as they did it quickly so that this bill could be processed. With that the hearing was closed and opened on SB 493.

SB 493 REQUIRES NOTICE OF NONGUARANTY OF CLAIMS AGAINST INSOLVENT INSURERS UNDER SURPLUS LINES COVERAGE.

Patsy Redmond said this is a clean-up bill, simply adding on the face of an insurance contract that if the insurer is found insolvent, a claim under this contract is not covered by the Nevada Insurance Guaranty Association Act. This is on surplus lines only.

Chairman Robinson adjourned the meeting.

Respectfully submitted,

Evelyn Edwards

Committee Secretary

ASSEMBLY MERCE COMMITTEE

GUEST LIST

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

Section 1. Chapter 690B of NRS is hereby amended by adding thereto a new section which shall read as follows:

- 1. Except as provided in subsection 2, an insurer and a named insured may agree to provide, in a contract of insurance or in a separate writing made a part of the contract, that while an insured vehicle is actually operated by any natural person designated by name coverage under the insurance contract does not apply to the person so designated or to any other person who would otherwise be entitled to claim the benefits of coverage for:
 - (a) Damage to a motor vehicle or liability for damage to property;
 - (b) Medical payments; or
 - (c) Payment of tort liability.
- 2. This section does not apply if the contract of insurance cannot be terminated by the insurer.

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A. C. Evans EXHIBIT D

As the largest user of irrigation power in northern Nevada we would urge your support of AB 580. You are surely aware of the ever escalating costs of energy and the tremendous squeeze on agriculture which already faces extremely thin margins of profit.

We feel confident of being able to meet competition in our industry on an equal footing; however, two areas of major benefits our competition enjoys is generally more favorable freight rates and substantially improved power rates.

We expect to have to bear increasing fuel costs as we realize the necessity of passing on such burdens to remain solvent even though agriculture finds it often cannot "pass on" our increasing costs. We must, however, take all measures possible to protect our fragile agriculture economy in northern Nevada from being costed out of business.

AB 580 is a measure providing a protective element badly needed by agriculture without imposing any burden on other utility customers. In fact, it does not even appear to alter what we now have in utility rates, except to provide for an interruptible service, but does provide: (1) lower rates if and when we can arrange for some mutually beneficial interruptible rates, and (2) protection against imposition of capacity costs over that of an interruptible rate schedule. It also permits the utility to meet the growing demands of the fully organized and most fundamental American industry -- irrigated agriculture -- without building expensive new base load facilities.

Your full support of AB 580 is most earnestly encouraged as a protective measure which should have no detrimental affect on the balance of your Nevada constituency.

RATE AND TARIFF ANALYSIS

Exhibit E

Ъу

Leigh A. Riddick

In an effort to judge the consequences of all the pressures on regulation in Nevada, a preliminary review was made of the tariffs on file in Nevada for two major electric utilities, Sierra Pacific Power Company and Nevada Power Company. The results clearly show that these pressures have resulted in deficient regulation in Nevada.

An example of effective regulation is designing rates based on concepts of cost of service. Such rates take various forms based on the characteristics of the company being examined, but certain general principles apply to almost all utilities. Some of these more basic results are absent from the tariffs examined. For example, the following are common characteristics of cost-based rates:

- seasonal differentials in which energy charges vary by season, as the utility's costs vary.
- fixed customer charges unrelated to consumption.
- time-of-use rates in which charges vary by period of the day as the utility's costs vary.
- load management rates which offer the customer a discount for allowing the utility to control the amount of power he consumes during high cost operation periods of the utility.
- congeneration rates to encourage the use of alternate energy sources.
- class divisions based on cost characteristics of customer usage patterns.

All of these characteristics are incorporated into tariffs to encourage efficiency and conservation in energy use. The rates are intended to inform the consumer of the cost associated with his energy use. However, it should be noted that rates are not based entirely on cost, but tempered somewhat by other considerations such as customer impact. However, the characteristics listed above are basic to cost-based rates.

Seasonal differentials are absent in <u>all</u> of the rates examined, yet certain areas of Nevada have extreme seasonal differentials usually associated with extreme cost differences. Such differentials are one of the first basic cost characteristics usually recognized in rate design.

On the other hand, optional time-of-use electric rates are on file for large customers of both Sierra Pacific Power Company and

Nevada Power Company. Such rates are a much more sophisticated cousin of seasonal rate differentials. Seasonal rate differentials are used to show customers that many of the costs of the utility are geared to its need to expand plant to meet peak demands.

Much of the plant of a company with a sharp peak in demand will be idle in off-peak months, but still must be financed and maintained in good working order. In addition, peak plants usually require more expensive fuel. Peak users create the need for this plant: having higher rates in peak periods informs customers of their responsibility for these costs.

Similarly, many costs of the utility---mostly fuel and maintenance costs---vary during the hours of any given day as demand fluctuates and different running costs are incurred. However, the time-of-use rates on file at the Public Service Commission of Nevada are unusual in two respects which considerably lessen their effectiveness. First, the rate differentials are very, very narrow:

Sierra Pacific Power Company

Period Rate Differential

On-Peak 5.068¢ 0.605¢

Mid-Peak 4.463¢ 0.209¢

4.254¢ 0.209¢

¹Source: Sierra Pacific Electric Tariff, No. 1, 8th Revised P.S.C.N Sheet No. 68.

Nevada Power Company²

| Period | Rate | Differential |
|---------------------|--------------------|--------------|
| On-Peak Off-Peak | 3.920¢7 3.267¢} | 0.653¢ . |

It is generally accepted that the differential between such charges must be at least 2c-3c to be meaningful in reflecting cost differences. Clearly, the 0.6c and 0.2c differentials in the existing rates suggest inadequacies. Additionally, the time periods to which the Nevada Power rates apply are too long (11:00 a.m. - 9:00 p.m.: 10 hours) to allow much flexibility in customer use. Also, the sharp edges of cost differences associated with time of electricity use are blurred as those differences are averaged over longer and longer time periods.

These rates are clearly inadequate, but an even greater problem exists in the dual facts that the time-of-use rate for Sierra Pacific customers is an optional rate and the alternative rate for the customers is a declining block rate. Declining block rates encourage use at all times because the average price per kilowatt hour declines as usage increases. No customer who desires to lower costs would be likely to choose the optional rate unless the kilowatt hour charges under the declining block rate greatly exceed the optional charges. However, this is not the case as the following comparison shows:

Sierra Pacific Power Company

| Time-of-Use | Charges | Declining Block C | harges |
|---------------------------------|----------------------------|------------------------------------------------------------------|--------------------------------------|
| On-Peak Mid-Peak Off-Peak | 5.068¢ 4.463¢ 4.254¢ | lst 150 Kwh Next 150 Kwh Next 150 Kwh All Remaining Kwh | 4.515¢ 4.358¢ 4.212¢ 4.014¢ |

Source: Nevada Power Tariff No. 1-B, Third Revised P.S.C.N. Sheet No. 15.

Source: Sierra Pacific Electric Tariff No. 1, 8th Revised P.S.C.N. Sheet No. 67.

Clearly, the declining block charges will be less than <u>any</u> time-of-use scenario because the minimum cut off for entry into this class of service is 1000 Kwh. This means that <u>any</u> customer in this class will hit the 4.014¢/Kwh billing range under the declining block rate, which is less than the lowest time-of-use charge of 4.254¢. In addition, the average rate for a customer using only 1000 Kwh--a highly unlikely event--will only be 4.170¢/Kwh. Again, this average rate is <u>less</u> than the lowest time-of-use rate. To reiterate, there is <u>no way</u> a large user can save money on energy charges by being on the time-of-use rate. Demand charges on the tariffs are so similar that there is no need to discuss them. In summary, the time-of-use rates on file in Nevada are of form only and no meaningful substance.

The only load management rates are irrigation or water pumping rates.

Load management rates are offered to allow customers an alternative way to receive their energy that will lower both their own costs and those of the utility. Usually, the customer allows the utility to directly control his load during peak hours or it is indirectly controlled by him. For this control he receives either a credit or a lower rate.

Nevada Power Company offers a water pumping customer a lower kilowatt charge for the privilege of being able to interrupt service to him when his demand exceeds 299 kilowatts in any one month. However, the timing of interruption is not directly tied to the timing of the utility's system peak. This is unusual since the utility's interest in curtailing demand is related to the potential for decreasing costs during its peak. The rate does tie demand charges to time of electricity use, but customers are only directly charged for demand levels during curtailment. This denies any cost principle associated with load management or interruptible rates. In essence, the

⁴ Source: Nevada Power Company, Tariff 1-B, Third Revised P.S.C.N. Sheet No. 18.

customer pays for the demand level after curtailment but receives no credit since his demand charges are at levels equivalent with other customers' demand charges. Additionally, these customers are not currently eligible for the time-of-use rates on file.

Sierra Pacific Power Company's irrigation customers have no control options, and again are not eligible for time-of-use rates. The implication of these facts is that these customers have no meaningful load control (and thus no cost control) option.

In summary, these Nevada utilities offer no load management incentives for their customers and they are thus promoting costly inefficiencies in energy use. Great potential exists for savings to both the utilities and their customers through controlling many loads, such as water heating, air conditioning, space heating and even some manufacturing loads. Such rates have been well-received and quite effective in other states.

No co-generation rates are offered by either utility, which again discourages wise energy use.

Due to time limitations and the complexity of analyzing usage patterns, this analysis does not include a discussion of the classification of customers into tariff groups based on cost characteristics.

RESUME

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EDUCATION

College (Undergraduate): Bachelor of Arts in Business and Economics, Hendrix College, Conway, Arkansas, May 1975; Major: Economics.

College (Graduate): Master of Arts, University of Arkansas, Fayetteville, Arkansas, May 1977; Major: Economics.

College (Graduate): Currently enrolled in Ph.D. program in Economics, University of Wisconsin, Madison, Wisconsin.

CONSULTING EXPERIENCE

Office of the Attorney General, State of Arkansas, Division of Energy Conservation and Rate Advocacy--Rate design witness; time of use rates for major electric utility.

Office of the Attorney General, State of Utah, Committee of Consumer Services—Cost of service witness; marginal cost of service study for major gas utility.

City of Denton, Texas -- Subcontract with Management and Research Consultants, Inc. (MARC) to provide PURPA compliance manual, cost of service, and design rates for the municipal electric company.

Wisconsin Environmental Decade--Rate design witness; seasonal differential for large private electric utility case.

Wisconsin Environmental Decade--Rate design witness; load management tariffs and credits.

Office of the Attorney General, State of Arkansas, Division of Energy Conservation and Rate Advocacy--Electric rates; administrative review of three pending cases for major private electric utilities.

Office of the Attorney General, State of Arkansas, Division of Energy Conservation and Rate Advocacy--Technical review of marginal cost pricing literature and the application of the theories for staff use in various proceedings.

PRIOR MEMBERSHIPS AND HONORS

National Merit Scholar
Omicron Delta Epsilon (Honorary Economics Society)
NARUC Staff Subcommittee on Economics
NARUC Staff Subcommittee on Cost Allocation
NARUC Staff Subcommittee on Computers

PAPERS AND PUBLICATIONS

"Identification of the Seasonal Period of Energy Sales with Box-Jenkins Models", proceedings of NRRI/NARUC Biennial Regulatory Information Conference, October, 1978. Joint author, John C. Pickett.

"An Alternative Regression Technique for Analyzing Load Management: An Introduction to Switching Regressions", proceedings of NRRI/NARUC Bi-ennial Regulatory Information Conference, September, 1980. Joint author, John C. Pickett.

PRIOR EMPLOYMENT

January 1979 to January 1980 Rate Analyst IV, Wisconsin Public Service Commission, Hill Farms State Office Building, 4802 Sheboygan Avenue, Madison, Wisconsin, 53702. Immediate supervisor: Terrance B. Niccolai.

Responsibilities: Full performance level professional public utility rate analysis work. Required the performance of highly complex and advanced cost of service studies and economic analysis in the design of rates for the largest formal public utility rate proceedings. Responded to complex rate design inquiries and complaints. Independently provided specialized cost studies, economic studies, engineering studies and cost related rate studies. Assisted in direction of work and training of less experienced staff members.

March 1978 to January 1979

Chief Rate Analyst, Arkansas Public Service Commission, Justice Building, State Capitol, Little Rock, Arkansas, 72201. Immediate supervisor: John S. Choate, Administrative Director.

Responsibilities: Initiated and supervised activities of Rates Section personnel in investigative, research, and rate case work. Coordinated Rates Section activity with other Commission sections and agencies. Administered federal and state programs. Interviewed job applicants and trained new employees. Provided technical assistance to the Commission and represented them at public meetings. Reviewed PURPA. Primary

responsibility within Commission for implementation of alternative methodologies in costing and pricing. Testified in major rate cases. Worked closely with Finance and Research Section of Commission Staff on independent research projects. Reviewed all tariffs. Major contact with Commission Staff for utility personnel.

July 1977 to March 1978

Rate Analyst III, Arkansas Public Service Commission, Justice Building, State Capitol, Little Rock, Arkansas, 72201. Immediate supervisor: Gary L. Goble, Chief Rate Analyst.

Responsibilities: Assisted Section Chief with administration of section and supervision of Rate Analysts Is and IIs. Special projects coordinator. Primary responsibility for electric utilities. Reviewed all submitted tariffs. Assessed and testified to the appropriateness of cost of service studies and rates submitted by utilities. Conducted alternative studies and designed rates when necessary. Drafted subsequent orders and briefs. Assisted Finance and Research Section of Commission staff with various projects.

September 1976 to July 1977

Rate Analyst II, Arkansas Public Service Commission, Justice Building, State Capitol, Little Rock, Arkansas, 72201. Immediate supervisor: Gary L. Goble, Chief Rate Analyst.

Assessed and testified to the appropriateness of cost of service studies and rates submitted by utilities. Conducted alternative studies and designed rates when necessary. Primary responsibility for computer operations.

May 1976 to July 1976 Research Analyst, Economic Analysis Associates, Fayetteville, Arkansas, 72701. Immediate supervisor: Donald Market, partner.

Responsibilities: Acquired and analyzed data on banking industry in northwestern Arkansas. Aided in preparation of testimony for presentation before State Banking Committee.

August 1975 to May 1976 Graduate Research Assistant, Department of Economics, University of Arkansas, Fayetteville, Arkansas. Immediate supervisors: Donald Market, Department Chairman; Charles R. Britton, Associate Professor.

Responsibilities: Analyzed U.S. Census data for migration study of labor market. Assisted in computer analysis of data acquired. Graded papers.