

MINUTES OF THE
MEETING OF THE SENATE COMMITTEE
ON HUMAN RESOURCES AND FACILITIES

SIXTY-FIRST SESSION
NEVADA STATE LEGISLATURE
April 3, 1981

The Senate Committee on Human Resources and Facilities was called to order by Chairman Joe Neal, at 8:05 a.m., Friday, April 3, 1981, in Room 323 of the Legislative Building, Carson City, Nevada. Exhibit A is the Meeting Agenda. Exhibit B is the Attendance Roster.

COMMITTEE MEMBERS PRESENT:

Senator Joe Neal, Chairman
Senator James N. Kosinski, Vice Chairman
Senator Richard E. Blakemore
Senator James Bilbray
Senator Wilbur Faiss
Senator Virgil Getto

GUEST LEGISLATORS:

Senator Lawrence E. Jacobsen

STAFF MEMBER PRESENT:

Joy-el McBride, Secretary

ASSEMBLY BILL NO. 151

Senator Neal asked if anyone was present to testify on ASSEMBLY BILL NO. 151. No one was present so the hearing was closed on that bill.

SENATE BILL NO. 433

Mr. William Wright of the Nevada Department of Museums and History testified in support of SENATE BILL NO. 433. His testimony is Exhibit C.

Mr. Jack Porter, administrator of the Department of Museums and History testified in support of SENATE BILL NO. 433.

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES
April 3, 1981

Senator Blakemore asked Mr. Porter if the move of the division would help resolve some of the problems within the Department of Museums and History. Mr. Porter said he believed it would as the state museum is the central repository for all records. Also as of the 1959 Antiquities Act, the American Museum of Natural History would have to come to the state museum to secure their antiquities permit in order to dig. The state museum, along with the university systems are repositories for collected materials. They take, store, and curate materials recovered by the highway department and state parks. It is a logical grouping of cultural agencies.

Senator Neal asked Mr. Porter what the functions are of the Division of Historic Preservation and Archeology. Mr. Porter replied the functions are planning and surveying of state archeological and historic resources and it is also the review agency for environmental impact stations on archeological sites that are likely to be affected by federally funded construction in the state. He said the function of the state museum is the curation of artifacts after they have been discovered. It is required by federal law, when a site is investigated and artifacts are recovered, they have to be placed in an approved repository; the state museum is such a repository and serves that function for the highway department and state parks at present. They assess the value of the site being investigated, which is then sent to the office of the Division of Historic Preservation and Archeology, who in turn review the quality of the work and make an assessment of the sites themselves. Once they are able to prove the value, the work can proceed.

Senator Jacobsen testified in support of SENATE BILL NO. 433 stating he was the sponsor of this legislation. The problem came to light as they reviewed the budgets of the Division of Historic Preservation and Archeology and of the Department of Museums and History. He said this is an area which could be transferred with a minimal amount of confusion. He had research done which showed the Division of Historic Preservation and Archeology in other states. Six states had placed the division in State Parks, 33 were in historic commissions or history departments, 1 was in recreation, and 16 were vacillated from

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES
April 3, 1981

planning to conservation and some in housing. He said he understands the mining interests are somewhat opposed to the bill because they think by moving the division to the Department of Museums and History, it would be a threat. There is no more of a threat where it is now or where it would be in the future, if it were moved. Senator Jacobsen found himself in a conflict with the Department of Conservation and Natural Resources as far as Marlette Lake is concerned and with a new development at Spooner's Lake, where he felt some of the requirements were absurd and has cost the state money to determine whether there are any archeological artifacts in the area. He left a statement in support of SENATE BILL NO. 433 from Donald Hardesty, member of the Nevada State Board of Historic Preservation and Archeology. (Exhibit D)

Senator Kosinski asked Senator Jacobsen if he felt the "absurd regulations" imposed on the Marlette Lake and Spooner Lake projects were specifically mandated by law and whether the division had not gone beyond the mandate of law. Senator Jacobsen said they had not gone beyond the mandate of the federal office. They had tried in every manner possible to alleviate some of those requirements or at least temper them.

Mr. Jim Hulse from the history department of the University of Nevada in Reno spoke in support of SENATE BILL NO. 433. He said they logically fit together. He helped work on the legislation in which the historical society and the state museum board were put under the same umbrella, and it was thought at that time it would be logical to put the division of Historic Preservation and Archeology in there at that time. The division is responsible not merely for archeology, but historic preservation, which involves the identification of historic sites, buildings, preservation of them, and the encouragement of that, both by government and private sources. In that respect, the function goes beyond anything that is required to do by virtue of highway activity. It is far more logical to carry on that kind of historical research and archeological research in conjunction with the museum and historic society.

Senator Neal asked if there were archeologists on staff at the museum. Mr. Hulse said there is a staff individual

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES
April 3, 1981

and part of the work is contracted.

Mr. Christopher Brown, Vice Chairman of the Comstock Historic District Commission, testified in support of SENATE BILL NO. 433. He stated the board felt it is important for them to stay in contact with the division of Historic Preservation and Archeology on a working basis and for them to have a member of that office on their commission. Largely, the members of the commission are on a voluntary basis, but are appointed by the Governor. They are not all professional historians or archeologists. The administrator from the division of Historic Preservation and Archeology is the only professional historian. They rely on that office for expertise, administrative assistance, governmental relations, etc.

Senator Neal asked how the Comstock Historic District Commission is funded. Mr. Brown said their budget comes through Historic Preservation and Archeology, but he was not sure which department.

Mr. Roland Westergard, director of the Department of Conservation and Natural Resources, was asked by Senator Neal what the function is of the division of Historic Preservation and Archeology. Mr. Westergard stated the primary function is to insure protection of the historical and archeological resources within the State of Nevada. This is accomplished primarily through the administration of federal funding which essentially provides the resources for planning and development, and preservation of those resources.

Senator Neal asked Mr. Westergard how the federal funds were administered. Mr. Westergard said they were administered by the division and the administrator of the division. The proposed budget is approximately \$700,00 for the next fiscal year. About \$85,00 to \$90,00 of that is general fund appropriation for the actual administration of the division. There is a match by the federal government for administrative purposes and there is a total of about \$550,000 in federal funding that would be made available. The future is somewhat uncertain with the proposed budget cuts at the national level.

Senator Neal said if the administrator is a grant officer, he would be signing off on a grant for an agency that he sits on

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES
April 3, 1981

and helps make the decision. Mr. Westergard said that was correct and it was the department's position that it was not appropriate to have a member of the staff of the division of Historic Preservation and Archeology serve on the historical society.

Senator Neal asked how many people were on the staff of the division of Historic Preservation and Archeology. Mr. Westergard said currently there are 7, but the proposed budget would reduce the staff to 6. Senator Neal asked if there were archeologists on the staff. Mr. Westergard said yes.

Senator Kosinski asked Mr. Westergard if he was in support of the transfer. Mr. Westergard said he has mixed feelings. He can see merits in having it in both agencies and does not feel the resource itself would be hurt if it were transferred and he feels it has been properly administered within the department it is in now. It can function in either place.

Ms. Pamela Crowell testified in opposition to SENATE BILL NO. 433. She stated she is a former administrator of the division of Historic Preservation and Archeology, former state historic preservation officer, and prior to that she was an employee of the Nevada State Museum. In 1975, the legislature passed SENATE CONCURRENT RESOLUTION NO. 8, the purpose of which was to explore the possibility of reorganizing the Department of Conservation. In 1977 the legislature took action and did an internal reorganization of the Department of Conservation and Natural Resources, creating the Division of Mineral Resources, the Division of Water Planning and the Division of Historic Preservation & Archeology. On July 6, 1977, Governor O'Callaghan issued a memorandum dealing with a Nevada Department of Cultural Affairs, directing that a study be undertaken for the purpose of determining the feasibility of creating a Nevada Department of Cultural Affairs. Included in this study were all cultural affairs related agencies; the Nevada State Museum, Nevada Historical Society, the Lost City Museum, the State Council on the Arts, the V & T Railroad, the state library, the state archives, the Division of Historic Preservation and Archeology, the state historic preservation officer and several similar agencies. The findings of the report indicated that the Nevada State Museum, the Nevada Historical Society and the Lost City Museum should be combined

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES
April 3, 1981

under one umbrella agency, the Department of Museums and History. Ms. Crowell submitted the "Feasibility Study to Create a Department of Cultural Affairs and Alternative Proposals" dated July 1, 1978. (Exhibit E) The Division of Historic Preservation and Archeology functions are not related directly to the functions of the museums. They are a regranting agency and if they were moved to the Department of Museums & History, there would be a conflict of interest. Archeological work done at the museum is contracted under the Department of Anthropology. The contracting agency which does the field work makes the report and is submitted to the division of Historic Preservation and Archeology to be signed off on, thereby giving approval of a project, a federally permitted, a federally licensed, or a federally funded project. In essence, the division would be commenting on its own work. As a former administrator of the division of Historic Preservation and Archeology, Ms. Crowell stated that is not in compliance with federal regulations.

Senator Kosinski asked Ms. Crowell if she thought the administrator of the division of Historic Preservation and Archeology should be on the historic commission. Ms. Crowell said no. She said when she was the administrator of the division, the Comstock Historic Commission was loosely associated with the Department of Conservation and Natural Resources. The only purpose was to give assistance in accountability of funding. She felt then, as she does now, the administrator should not be on the commission because of conflict of interest. The administrator is the state historic preservation officer, who is the individual charged with the responsibility of signing off on all projects, awards or grants, grant proposals, nominations to the national register, compliance with federally licensed, funded or permitted projects. If the administrator was on the commission, that individual would be acting in one place and voting upon accepting a grant application. When the 1979 legislative session made the proposal to place the administrator on the Comstock Historic Commission, she contacted the President's Advisory Council and the Heritage Conservation and Recreation Services. She has on file a statement from the solicitor stating to not do it. They recommended that a local district not be enacted by state

SENATE COMMITTEE ON HUMAN RESOURCES AND FACILITIES
April 3, 1981

legislation because of the complexities and time delay in making any necessary changes. The key to the response was not to seat the administrator of the division of Historic Preservation and Archeology on the historic commission because of a potential conflict. Ms. Crowell stated she is in support of SENATE BILL NO. 273 which removes the administrator from that agency.


Mr. Bob Warren, of the Nevada Mining Association testified in opposition to SENATE BILL NO. 433, stating the move would be a step backwards to move the division of Historic Preservation and Archeology out of the Department of Natural Resources.

Mr. Guy Rocha, former curator of manuscripts and interim director at the Nevada Historical Society, currently the state archivist, testified in support of SENATE BILL NO. 433. He said the historical society has all the information the division of Historic Preservation and Archeology needs.

Mr. Scott Miller, Director of the State Museum, testified in support of SENATE BILL NO. 433. The museum provides a considerable amount of information that the division of Historic Preservation and Archeology needs.

Being no further business, the meeting was adjourned at 9:35 a.m.

Respectfully submitted,


Joy-el McBride, Secretary

APPROVED BY:


Senator Joe Neal, Chairman

DATED: 4-15-81

1006

SENATE AGENDA

EXHIBIT A

COMMITTEE MEETINGS

Committee on Human Resources and Facilities, Room 323:

Day Friday, Date April 3, Time 8:00 a.m.

A. B. 151--Removes provision that authorizes general obligation bonds to be issued for county hospitals without election.

S. B. No. 433--Transfers division of historic preservation and archeology and Comstock historic district commission to department of museums and history.

EXHIBIT C

SENATE STANDING COMMITTEES
HUMAN RESOURCES AND FACILITIES

MEMBERS

NEAL, KOSINSKI, BILBRAY, BLAKEMORE, FAISS, GETTO

SENATE BILL 433

PLACING HISTORIC PRESERVATION & ARCHEOLOGY AND THE
COMSTOCK HISTORIC COMMISSION IN THE DEPARTMENT OF
MUSEUMS & HISTORY.

BILL:

I WILL ATTEMPT TO PROVIDE A SCRIPT GIVING DATA ON THE GENESIS OF CONSOLIDATION. CONSOLIDATION IS THE KEY WORD, BECAUSE SOME LEGISLATORS HAVE BEEN ATTEMPTING TO CONSOLIDATE STATE CULTURAL AGENCIES SINCE ABOUT 1968.

1968 - THE FIRST REPORT RECOMMENDING CONSOLIDATION APPEARED IN THIS YEAR. IT WAS TITLED ARCHIVAL, LIBRARY AND MUSEUM SERVICES IN THE STATE OF NEVADA, AND WAS PREPARED BY A CONSULTING FIRM, PUBLIC ADMINISTRATIVE SERVICE, OF CHICAGO, FOR THE NEVADA COUNCIL ON LIBRARIES. IT WAS FUNDED WITH A FLEISCHMANN GRANT.

THE REPORT RECOMMENDED THAT THE

STATE LIBRARY

STATE MUSEUM

HISTORICAL SOCIETY

LOST CITY MUSEUM

BE GROUPED INTO A SINGLE DEPARTMENT.

THE DIVISION OF HISTORIC PRESERVATION AND ARCHEOLOGY WAS NOT CONSIDERED BECAUSE IT DID NOT EXIST AT THE TIME.

1971 - THE NEVADA LEGISLATURE ADDRESSED THE CONSOLIDATION QUESTION. THIS RESULTED IN A 1972 REPORT, TO CONDUCT THE PUBLIC BUSINESS (POPULARLY KNOWN AS THE SWACKHAMMER REPORT).

THIS REPORT RECOMMENDED THAT THE

STATE MUSEUM
HISTORICAL SOCIETY
STATE ARCHIVES
LOST CITY MUSEUM

BE CONSOLIDATED INTO A SINGLE DEPARTMENT

THE STATE HISTORIC PRESERVATION PROGRAM WAS AGAIN OMITTED FROM THE STUDY BECAUSE IT WAS A SMALL, SUB-DIVISION OF STATE PARKS.

1973-1975 - DURING THESE YEARS, SEVERAL LEGISLATORS AGAIN ADDRESSED THEMSELVES TO THE QUESTION OF CONSOLIDATING CULTURAL AGENCIES. LEGISLATION WAS INTRODUCED, BUT NOT PASSED.

1977 - THE LEGISLATURE AGAIN ADDRESSED ITSELF TO MEASURES WHICH WOULD PARTIALLY ACCOMPLISH CONSOLIDATION OF EXISTING PROGRAMS. AT THIS TIME, THE DIVISION OF HISTORICAL PRESERVATION AND ARCHEOLOGY WAS CREATED, USING FUNDING FROM THE DEFUNCT NEVADA ARCHEOLOGICAL SURVEY, AND TRANSFERRING STAFF FROM STATE PARKS. IT FUNCTIONED AS A NEW DIVISION OF THE DEPARTMENT OF CONSERVATION.

THEN GOVERNOR, MIKE O'CALLAGHAN WAS ALSO CONCERNED WITH CONSOLIDATION OF CULTURAL AGENCIES, AND ON JULY 6, 1977, DIRECTED THE DIRECTOR OF THE NEVADA STATE MUSEUM TO UNDERTAKE A FEASIBILITY STUDY TO DETERMINE IF A DEPARTMENT OF CULTURAL AFFAIRS SHOULD BE ESTABLISHED - OR IF THAT WERE NOT FEASIBLE - TO SUGGEST ALTERNATIVES.

THE AGENCIES - OR DIVISIONS - THAT GOVERNOR O'CALLAGHAN WAS CONCERNED WITH WERE:

- | | |
|---------------------------------------|---|
| 1. STATE MUSEUM | 7. HISTORICAL SOCIETY |
| 2. LOST CITY MUSEUM | 8. STATE LIBRARY |
| 3. COUNCIL ON ARTS | 9. STATE ARCHIVES |
| 4. HISTORIC PRESERVATION & ARCHEOLOGY | 10. COMSTOCK HISTORIC DISTRICT COMMISSION |
| 5. HISTORIC PRESERVATION OFFICER | 11. VIRGINIA & TRUCKEE RAILROAD PROGRAM |
| 6. HISTORIC MARKER PROGRAM | 12. OTHER PROGRAMS |

THE FEASIBILITY STUDY TOOK ALMOST A YEAR, BEING COMPLETED ON JULY 1, 1978.

IT WAS BELIEVED THAT A COMPLETE CONSOLIDATION WAS NOT FEASIBLE AT THAT TIME, AND LIMITED CONSOLIDATIONS WERE PROPOSED.

THE CONSOLIDATION OF THE STATE LIBRARY AND THE STATE ARCHIVES WAS PROPOSED ALONG WITH THE CONSOLIDATION OF THE HISTORICAL SOCIETY AND THE STATE MUSEUM.

TO ADVANCE THE CONSOLIDATION CONCEPT, GOVERNOR O'CALLAGHAN DIRECTED THE BOARDS OF THE HISTORICAL SOCIETY AND STATE MUSEUM TO FORM A JOINT COMMITTEE WHICH, ALONG WITH THE GOVERNOR'S OFFICE OF PLANNING, WOULD PREPARE LEGISLATION TO CONSOLIDATE THE TWO AGENCIES AT THE 1979 LEGISLATIVE SESSION.

1979 - AT THIS SESSION, THE CONSOLIDATION OF THE STATE MUSEUM AND HISTORICAL SOCIETY WAS APPROVED. ALSO - AT THIS SESSION - AND WITHOUT SOLICITATION BY THE STATE MUSEUM

OR HISTORICAL SOCIETY - THE LEGISLATURE INCLUDED THE LOST CITY MUSEUM AND THE VIRGINIA AND TRUCKEE RAILROAD COLLECTION AS COMPONENTS OF THE NEW DEPARTMENT.

CONSOLIDATION - THEN - OF CULTURAL AGENCIES - OR AGENCIES PROVIDING SIMILAR SERVICES, OR PERFORMING LIKE FUNCTIONS HAS, APPARENTLY, BEEN A CONTINUING GOAL OF THE STATE LEGISLATURE AND THE EXECUTIVE.

THE CONSOLIDATION OF THE DIVISION OF HISTORIC PRESERVATION AND ARCHEOLOGY INTO THE DEPARTMENT OF MUSEUMS AND HISTORY IS ANOTHER STEP TOWARD THAT GOAL.

EXHIBIT D

STATEMENT OF DONALD HARDESTY....4/2/81

"As a professional archeologist and member of the Nevada State Board of Historic Preservation and Archeology, I would like to speak in favor of Senate Bill No. 433.

The transfer of the Division of Historic Preservation and Archeology to the Department of Museums and History is consistent with historic preservation programs in most other states. Perhaps more important, the Director of the Department of Museums and History is likely to be more familiar with the goals and responsibilities of the Division of Historic Preservation and Archeology and is, therefore, better able to provide leadership and direction.

Finally, the policies of a Department which does not include such diverse units as Mineral Resources, Water Resources and Historic Preservation are less likely to conflict with the goals and responsibilities of one of its Divisions.

Thank you."

Exhibit E

FEASIBILITY STUDY
TO CREATE A
DEPARTMENT OF CULTURAL AFFAIRS
AND
ALTERNATIVE PROPOSALS

(Revised)

Jack E. Porter

NEVADA STATE MUSEUM
July 1, 1978

1015

JUL 5 1978

CONTENTS

Introduction.....	1
I. Consolidation of Cultural Agencies in Other States.....	2
II. Background and Goals of Consolidation of Culturally Related Agencies in Nevada.....	6
III. Nevada's Culturally Related Agencies and "Other Programs".....	13
IV. Background, Statutory Responsibilities, and Budget of the Agencies Being Studied.....	18
V. Study of Functions, Programs and Services Presently Being Undertaken or Performed by State Agencies.....	56
VI. A Department of Cultural Affairs.....	58
VII. Alternatives.....	62
VIII. Agencies Which Should Probably Retain Independent Status.....	78
IX. Conclusions and Recommendations.....	80
Bibliography.....	82
Appendices.....	86
Appendix "A", <u>Type Transfers</u>	87
Appendix "B", <u>Boards</u>	89
Appendix "C", Staff Comparisons, Selected Agencies.....	91

INTRODUCTION

This final version of the study proposes concepts and alternatives which differ to some extent from those of the original study submitted on February 1, 1978. These changes are due to the responses and comments which were received from the various agencies, departments, divisions, sub-divisions, programs and individuals after their review of the initial work.

Agency responses, or rebuttals to the feasibility study were, for the most part, objective and reasonable. While the agencies were obviously reluctant to disturb the status quo, and to exchange known administrative set-ups for ones which were unknown and untried, they displayed a willingness to keep an open mind toward possibilities which could improve their programs, or the administration and function of those programs.

The task of attempting to develop feasible proposals for a Department of Cultural Affairs, or alternatives, is not one which lends itself to simple solutions. The State has been addressing itself to certain aspects of the problem for a period of over ten years. During that period, it has received recommendations from legislative committees and even from a professional consulting firm. With the exception of some limited inter-, and intra-departmental consolidations in 1977, however, none of these recommendations in regard to the agencies labelled "cultural" have ever been implemented. Quite possibly, the technique of limited consolidations would be the best route to follow. While the course of attempting limited, functional consolidations would not result in the creation of a major department combining the agencies designated as cultural, it could resolve most of the problems to which the study was directed.

Practical politics has been referred to as "the art of the possible." Using that statement as a guide, the writer has suggested alternatives to the establishment of a Department of Cultural Affairs. Some of these alternatives represent consolidations of functionally related agencies and programs which would be reasonably palatable to the concerned agencies, and which could be accomplished with a minimum of departmental disruption, or legislation.

This version, like the first, remains a feasibility study only. The planning phase will follow, should the Governor decide to implement any of the recommendations proposed in the study.

I. CONSOLIDATION OF CULTURAL AGENCIES IN OTHER STATES

The course of the Nevada Cultural Agency Study was directed toward an attempt to determine a discernible pattern of consolidation of similar agencies in other states throughout the nation. At present there are 23 states which have effected some sort of consolidation between 1965 and 1977, and by the time this study is completed there will probably be more.

When examining legislation which has effected reorganization and consolidation in other states during the past several years, it is relatively easy to determine what the various states hoped to accomplish, but difficult to determine whether or not reorganization and consolidation has achieved these goals.

Although no two states reorganized in exactly the same manner, their goals were generally the same. The following eight points represent some apparent constants of reorganization and consolidation which appear to be common to all states which have followed the reorganization route.

1. Major reasons for reorganization:
 - A. Make state agencies more responsive to the needs of the people by developing a more direct line of responsibility.
 - B. To bring to a more manageable figure, the number of state agencies reporting to the governor.
 - C. To save money.
2. Reorganization tends to move toward a more moderately centralized structure:
 - A. Those with a low degree of centralization tended to become more centralized.
 - B. Those which were highly centralized tended to become less so.
3. The most popular structure for consolidation of state cultural agencies seemed to be as added components to existing departments.
4. Simplification, rather than complexity of structure seems to be the goal of reorganization.

5. Reorganization efforts tended to be directed toward the executive and administrative aspects of agencies rather than toward changes in an agency's programs and policies.
6. Planning, coordination and implementation of reorganization was generally preceded by one or more "studies".
7. The period of time between study and implementation ranged from a period of months to a period of years.
8. However, once reorganization and consolidation are touched upon, and receive legislative interest, some sort of reorganization is usually effected. All states which instituted studies and plans eventually effected reorganization.

In attempting to develop a feasible consolidation study, on the basis of legislation drawn and passed in other states, it has been extremely difficult to determine a rationale behind agency groupings in most of the states studied. Even more difficult has been the task of determining why the agencies were ultimately placed in the department in which they were. While the current trend is to consider consolidating cultural agencies under a department which has the word "cultural" somewhere in its descriptive title, this does not always hold true, and states have grouped cultural agencies under existing, or created, departments which range through a broad spectrum including Departments of Education, Departments of Conservation, Departments of State, and Departments of Natural Resources.

Of the 23 states which have undergone some form of reorganization/consolidation

(Alaska	Indiana	North Carolina
Arizona	Kentucky	Ohio
Arkansas	Louisiana	Pennsylvania
Colorado	Maine	South Carolina
Florida	Maryland	South Dakota
Georgia	Missouri	Vermont
Idaho	Montana	Virginia)
Illinois	New Mexico	

fourteen states (61%) have placed the cultural programs and institutions under a state educational agency. Four states (17%) placed cultural programs and institutions under existing departments. Five states (21%) created new departments for cultural agencies. Of these five states, two of them grouped only the cultural agencies, and the remaining three established departments which consolidated cultural and natural resource programs.

In an effort to determine why so many states placed cultural agencies and programs under educational departments, it was found that

during the planning stages which had preceded reorganization/consolidation many of the agencies, programs and institutions had been given the option to choose where they wished to be placed. With some logic, then, the museums, historical societies, libraries and culturally related programs apparently determined that being placed under an educational department would be more compatible with their programs, policies and goals.

While 21% of the states created new departments which consolidated cultural agencies, programs and institutions, only two of them limited themselves to agencies of this type. The other three established departments which combined programs dealing with the state's natural and cultural resources. This indicates a philosophical trend of recent years, which views prehistoric and historic sites, fine, or historically significant examples of architecture, forests, streams and natural areas as non-renewable resources.

The remaining four states (17%) grouped cultural agencies under existing departments with, apparently, no other rationale but administrative convenience.

Mr. Joseph Anderson of the State Library, and Dr. John Townley of the Historical Society, both of whom have followed consolidation efforts in other states very closely, were generous enough to supply the writer with copies of correspondence received from fellow professionals who had experienced reorganization/consolidation in their respective states. This correspondence, together with that developed by the writer, provided some insight to attitudes in other states.

One point which emerged was that requests for the evaluation of consolidation which were directed to the top administrator of the department consistently elicited a favorable response. This was to be expected, however, since it is unlikely that an administrator can be objective about a program which he has been appointed to direct successfully.

In those instances where querying letters were directed to subordinate heads of consolidated agencies who were unknown to the writers, the responses and evaluations of consolidation were favorable, but restrained. Where letters were directed to friends, or close associates, whose agencies had come under some form of consolidation, the majority of the responses showed varying degrees of dis-satisfaction with consolidation. There were, however, some respondents who had only operated under a consolidation for a short period of time, and elected to defer judgement until they had more experience with the situation. Obviously, the only conclusion that can be drawn from this is that consolidation is satisfactory to the administrator of a consolidated department, but generally less satisfactory to agency heads who have become subordinate.

It was found that in many states agencies which would appear to be logical components of a cultural department had not been included, but had

retained independent status. In some instances, it was possible to determine why an agency was excluded, and in these instances, the excluded agency was often one which had its origins in the private sector, and which still derived a large percentage of its funding from private sources. In other cases there was no apparent reason why the agency was not included in the cultural agency grouping. Since there was no apparent reason for the exclusion, the inference may be drawn that the agencies which were not consolidated were able to exert enough political pressure on legislators to prevent their being included in a consolidation of cultural agencies. This hypothesis is reinforced by the fact that agencies which were able to remain independent were usually those which had a membership composed of citizens of the state.

The hope that a study of consolidation in other states would provide a pattern which could be applied to a consolidation feasibility study for the State of Nevada was not realized. Unfortunately, it appears that there is no applicable, logical national plan of cultural agency consolidation which could be applied to Nevada. Other than the predominant tendency to place cultural agencies, programs and institutions under state educational agencies or departments, cultural consolidation seems to be determined by such factors as administrative convenience, politics and, possibly, economics. These factors, then, as they uniquely apply to Nevada, will ultimately determine whether or not a comprehensive consolidation will be implemented, or if alternatives are adopted.

II. BACKGROUND AND GOALS OF CONSOLIDATION OF CULTURALLY RELATED AGENCIES IN NEVADA

The idea of effecting some sort of combination, or consolidation, of State agencies which are culturally oriented, has been raised, and proposals made, for a period of ten years. In 1968, a Department of Libraries and Museums was proposed in a study prepared for the Nevada Council on Libraries by a professional consulting firm. In this study, it was recommended that the State Library, State Museum, Historical Society and the Lost City Museum, become parts of the new department. This study considered the State Archives, but their recommendation was that the function of Archives be transferred to the Department of Administration with Records Management.

In 1972, a report prepared by the Governor's Committee on Efficiency and Economy, To Conduct the Public Business (Swackhamer report) recommended that the State Museum, Historical Society, State Archives, and the Lost City Museum, be combined into a single operating unit under the Board of Trustees of the Nevada State Museum. The study recommended that the functions of the State Library be transferred to other educational agencies. Many of the recommendations contained in this document were subsequently adopted in effecting reorganization of major state departments.

In 1973 and 1975, several Legislators concerned themselves with the concept of consolidating museum and historical programs. The possibility was discussed, and in 1975 agencies were asked to state their views. Legislation was drafted, (AB243) but failed to pass. SCR 8, however, was passed in 1975 for the purpose of exploring the possibility of reorganizing the Department of Conservation, thus continuing the trend toward reorganization and consolidation recommended in the "Swackhamer Report."

In 1977, the Legislature again addressed itself to measures which would partially accomplish consolidation of existing programs. Bills were introduced, and passed, which created a Division of Historic Preservation and Archeology (under the Department of Conservation), and effected a reorganization of the Council on the Arts. AB 723, which would have transferred certain administrative responsibilities of the Lost City Museum to the Nevada State Museum was considered by the Legislature, but failed to pass. Efforts toward a consolidation of cultural agencies, with similar functions, have been increasing with the years and will probably continue to do so. For this reason, an examination of the studies previously conducted is important.

ARCHIVAL, LIBRARY, AND MUSEUM SERVICES in the STATE OF NEVADA, A Survey Report 1968

In 1968, the Nevada Council on Libraries obtained a grant from the Fleischmann Foundation to conduct a survey on "Library Services in Nevada State Institutions." The Council retained the services of the Public Administrative Service, Chicago, Illinois, a private consulting

firm, to do the survey. The Governor's Commission on Nevada History found that there was an \$8,000.00 balance remaining after the Library Service study was contracted for, and obtained the permission of the Fleischmann Foundation and the Nevada Council on the Libraries to utilize these funds to undertake a survey of State historical, museum and library services.

The subsequent report recommended that the State of Nevada create a Department of Libraries and Museums, consisting of three major components, or divisions. These were to be: LIBRARIES, MUSEUMS, and the HERITAGE COLLECTION.

The goals of such a consolidation were to:

1. Bring together several functionally allied efforts of state government.
2. Realize economies associated with the best use of facilities, personnel and other resources.
3. To achieve desirable coordination between museums, libraries, and other cultural development programs.
4. To enable the Governor and Legislature to make more informed judgments concerning these matters.

The 1968 Public Administration Service report also pointed up what they felt to be the flaws in the then (1968) existing operation of Nevada's cultural and/or informational agencies. These were:

1. Several programs are closely related to basic purpose, but are not clearly demarked; with the result that needless duplication, overlap, and service omissions occur.
2. Responsibility for the conduct of the programs is widely diffused among many state departments, boards and commissions, and private or semi-private agencies. Minimal essential cooperation under these circumstances is not possible.
3. Competition or rivalries have developed among entities, even though many dedicated officials and private persons are exerting great effort to provide a quality service to the public.
4. Public and private funds are not being utilized as effectively as desired.
5. All programs need additional financial support.

6. Individual programs and activities can be improved and strengthened under the existing organizational structure, but only to a limited extent. A major re-organization and reassignment of program responsibilities is needed.

The agencies earmarked for inclusion in the proposed Department of Libraries and Museums were (as previously noted) the State Library, State Museum, Historical Society, and the Lost City Museum. These agencies were to be re-established under a Library and Museum Division. There was to be an additional component which would bear the title of Heritage Collection.

The Heritage Collection component was apparently intended to serve as a division which would collect, preserve, evaluate, process, treat and maintain, all books, files, manuscripts, records, documents, artifacts and buildings which were considered to be part of the State's cultural heritage.

It appears that the Library was to concern itself with providing library services only, and that the museums were to be limited to interpretation and display. The collections of all the institutions were apparently to pass under the control and supervision of the Heritage Collection component.

At the time of the 1968 study, there were some objections made by the agencies being studied which would probably be raised today. These are:

1. Libraries and Museums are illogical groupings.
2. It would be difficult to find an executive who had the necessary knowledge and experience to effectively administer both fields.
3. Competition and duplication of effort is not confined to the agencies being studied.
4. Consolidation would not reduce the number of personnel required, but would, in all probability, require additional administrative personnel.
5. Central control of agencies at diverse locations would be difficult to effect.

TO CONDUCT THE PUBLIC BUSINESS
July 1, 1972

This report was prepared by the Governor's Committee on Efficiency and Economy. The study was initiated on July 1, 1971, and submitted to Governor O'Callaghan on July 1, 1972. The purpose of the

study was to develop a structural improvement of the Executive Branch of Nevada's State Government, so as to permit more efficient and economic conduct of the public business.

While the objectives of this committee were concerned with improving the entire structure of the Executive Branch of Nevada State Government, rather than with the problem of consolidating cultural agencies, the objectives should be studied because they establish the principles which advocate the consolidation of smaller state agencies as divisions or sub-divisions of major departments. It should be also noted, that many of the objectives have been achieved through legislation introduced and approved by the 1975 and 1977 Legislatures. The objectives were:

1. Integrate authority and responsibility under the Governor by giving him administrative authority over those agencies for whose performance he is ultimately held accountable. This objective is accomplished by:
 - A. Heading major administrative units by a single individual, appointed by and responsible to the Governor.
 - B. Limiting the number of major department heads reporting directly to the Governor, to twelve or less individuals in order to reduce the Governor's supervisory burden.
 - C. Utilizing boards and commissions only as advisory, quasi-judicial bodies. Place all administrative functions with a single individual to establish direct accountability. Where boards or commissions are utilized, there should be either five or seven members, with the majority having terms coterminus with the Governor's.
2. Organize departments along functional lines, with minimum overlap between agencies. Agencies that are administering highly inter-related programs should be structurally related or integrated to insure that coordination is achieved and duplication of effort reduced.
3. Budgeting, planning, personnel administration, and financial administration are tools of both policy formulation and management and should be structurally related to the chief executive.

4. Establish accountability in government by making the Governor the focus of responsibility for executive branch performance. Once the Governor is made the chief executive in fact--rather than just in theory--the citizens of the state, and the Legislature can rightly hold him responsible for executive branch leadership and performance.

It is interesting to note that the committee recognized the fact that reorganization (consolidation) would not result in immediate dollar savings. They felt that there would ultimately be "long run" dollar savings in some categories, but even if these savings were not realized there would be a "better comprehensive response to the needs of Nevada's citizens."

In regard to the consolidation of the so-called cultural agencies, the committee limited their recommendations to a single page of the report and stated that the State Museum, the Nevada Historical Society, the State Archives, and the Lost City Museum should be combined into a single operating unit under the Board of Trustees of the Nevada State Museum. The committee stated that these four agencies had essentially the same mission, "preservation of the valuable artifacts, private documents, and public papers of Nevada's past." The functions of the Nevada State Library were to be transferred to other educational agencies, namely, the Carson City Community College, the Supreme Court, and the Department of Education.

Recorded objections to the 1971-1972 Swackhamer Report were:

1. The consolidation recommendations were made without contact or input from the agencies concerned.
2. Under the consolidation terms of the report, the membership of the Historical Society would have to be disbanded.
3. The Historical Society felt that appointed boards should have professional museologists, historians and archivists represented.
4. The State Museum felt that appointed boards should consist of lay people proportioned by geographic or demographic considerations.
5. Museum accreditation by the American Association of Museums, of the State Museum and the Historical Society, might be lost if the agencies were to be consolidated.
6. Grants and endowment sources might dry up if the State Museum and the Historical Society were to be consolidated.

7. Gifts of documents or artifacts might be discontinued if the Historical Society and the State Museum were to be consolidated.
8. Private funds of the agencies would be endangered.
9. Consolidation of so few agencies is not necessary.
10. Combined boards would be remote from their institutions.

MEMO: NEVADA DEPARTMENT OF CULTURAL AFFAIRS
Governor O'Callaghan, July 6, 1977

On July 6, 1977, Governor Mike O'Callaghan issued a memorandum directing that a study be undertaken for the purpose of determining the feasibility of creating a Nevada Department of Cultural Affairs, which would consolidate the State's culturally related agencies. The primary goal was to determine whether or not it was practical to combine these agencies under a single administrative unit. In the event that a combination under a single unit should prove to be impractical, alternate proposals were to be provided.

The Governor's goals in effecting such a consolidation were:

1. Provide economies
2. Avoid duplication of effort
3. Eliminate the necessity of dealing with several small agencies.

These goals parallel those of other state governments throughout the United States which have effected some form of reorganization or consolidation. Utilizing the synthesis of general state reorganization and consolidation goals provided by recent studies in New Mexico, the major reasons for consolidation in other state governments are:

1. To make state agencies more responsive to the needs of the people.
2. To bring the number of state agencies to a more manageable figure.
3. To try and save money.

At this point, it might be advisable to synthesize the consolidation goals of the 1968 Archival, Library and Museum Services Survey Report, the 1971 Swackhamer Report, the stated goals of the Governor's memo of July 6, 1977, as well as the reorganization and consolidation goals of other states which have effected some sort of reorganization and consolidation. They would be:

1. To make state agencies more responsive to the needs of the people.
2. Combine functionally allied efforts.
3. Avoid duplication of effort.
4. Achieve coordination.
5. Limit the number of departments reporting directly to the Governor.
6. Realize economies.

The above are, then, the basic goals which are to be achieved by a total, or partial, consolidation. They will be addressed in detail in the conclusion.

III. NEVADA'S CULTURALLY RELATED AGENCIES AND "OTHER PROGRAMS"

The Governor's Memo of July 6, 1977 listed 11 specific agencies or programs which were to be included in the study, with a 12th listing, "Other Programs," included to insure that the opportunity was provided for assessing other state agencies, divisions or programs, which might be functionally related. The specific agencies with which the Governor was concerned were:

- | | |
|--|--|
| 1. State Museum | 7. Historical Society |
| 2. Lost City Museum | 8. State Library |
| 3. Council on the Arts | 9. State Archives |
| 4. Historic Preservation
and Archeology | 10. Comstock Historic
District Commission |
| 5. Historic Preservation
Officer | 11. Virginia and Truckee
Railroad Program |
| 6. Historic Marker Program | 12. Other Programs |

A study of recent (1977) legislation revealed that some of the agencies and programs under study had already been placed under other departments and divisions. Senate Bill 359 placed the Historic Preservation Officer and the Historic Marker Program under the Department of Conservation's newly created Division of Historic Preservation and Archeology. This new Division was also charged with many of the responsibilities of the Nevada Archeological Survey which had ceased to function under the Nevada State Museum as of June 30, 1977. Additionally, the Virginia and Truckee Railroad program had become a responsibility of the State Park System and the Comstock Historic District Commission had also been placed under State Parks for administrative purposes. Five out of eleven programs, having to do with some aspect of Nevada's History, had already been incorporated into divisions of the Department of Conservation.

This meant that only six of the agencies listed in the Governor's Memo of July 6, 1978 were operating independently at the time the study was conducted, and it appeared to be the simplest, and most feasible, course to consider the possibility of transferring some of those independent agencies to the already established Department of Conservation, rather than transferring divisions or programs from the Department of Conservation to a new and untried administrative unit. A revised listing of State cultural agencies, divisions or programs would appear as follows:

INDEPENDENT

1. State Museum
2. Historical Society
3. Lost City Museum
4. State Library

CONSOLIDATED UNDER THE DEPARTMENT OF CONSERVATION

1. Division of State Parks
 - A. Virginia & Truckee
Railroad Program
 - B. Comstock Historic
District Commission

5. Archives
6. Council on the Arts

2. Division of Historic Preservation & Archeology
 - A. Historic Preservation Officer
 - B. Historic Marker Program

Actually, the job of consolidation was slightly over 45% accomplished with the transfer of several of the programs to the Department of Conservation.

It seemed advisable, however, to undertake further study to determine if "other" State programs were now, or would in the future, duplicate functions and services which the agencies under study for possible consolidation are now performing. Agencies, departments, divisions and sub-divisions which appeared to warrant inclusion in the study were:

1. University System
2. State Parks
3. Records Management
4. Nevada Highway Department

UNIVERSITY SYSTEM

The University System must certainly be considered in any study which concerns culturally oriented agencies in the State of Nevada. With its component universities and colleges, it is the primary educational/cultural conglomerate in the State. The University System not only deals with the Humanities, it has within itself, all of the institutions, programs and functions which are the objects of this study. In addition, and in conjunction with its responsibility for advancing higher education in Nevada, the University System maintains libraries, museums, art galleries, special collections of historical documents, undertakes research in the natural sciences, anthropology and archeology, and has active programs in all of the fine arts. The University System is an outstanding example of a consolidation of cultural institutions, departments and programs. However, although the University System may overlap various functional aspects of several of the State agencies, its foremost task and function is educational, and at a more specific level than that of other state cultural and public service agencies. Generally, University System emphasis is upon providing facilities for students, rather than the general public.

In consequence, therefore, it would probably be best if the University of Nevada System were to remain separate from other State agencies with the expectation that there would continue to be cooperation, or a complimentary exchange of ideas in areas where the University System's programs or functions overlap those of State agencies.

STATE PARKS

In 1968, the Public Administration Service, in compiling their survey report on Archival, Library and Museum Services in the State of Nevada, noted that the Division of State Parks was duplicating the function of the State Museum. The survey report noted:

" This division is an organizational unit of the Department of Conservation and Natural Resources. It has some responsibilities relating to historical preservation, particularly with regard to the designation, marking, and maintenance of historical sites and landmarks, and extending to the administration of state monuments, landmarks, and historical buildings. Thus, the park system performs some functions that increasingly may overlap those of the State Museum."

This survey was conducted in 1968, and during the ten years that have elapsed, the Division of State Parks has increased its interpretive facilities. While the Division of State Parks does have a museum, or interpretive center system of its own, knowledge gained during the course of the feasibility study tends to reinforce the belief that it would work a hardship on this division, if its museum, or interpretive facilities were to be transferred to another agency.

Communication with John Meder, Administrator, and consultation with John B. Richardson, Chief of Planning and Development of the State Park System, have led to a better understanding of the present interpretive role of the State Park System.

The State Park System, apparently, does not contemplate the establishment of interpretive exhibits fabrication facilities, or the development of collections beyond those installed at interpretive facilities. The present philosophy of the Planning and Development section of the State Park System is to undertake theme park development through a practice of awarding a contract to an individual consulting firm which, in turn, sub-contracts for all phases of the park development. This "package" approach includes recommendations for development, interpretation, protection, preservation, restoration, landscaping, etc. The State Parks Planning and Development section feels that this is the most practical procedure since the Planning and Development staff is too small to effectively supervise sub-contractors. The consulting firm approach insures the completion of interpretive facilities at State Parks, and that the facility can be subsequently turned over to State Parks' interpretive personnel for operation.

Mr. Meder pointed out that while some parks personnel are classified as Park Interpreters, their duties include other activities that are necessary for the operation of Parks and district offices. Under those circumstances, Mr. Meder felt that transferring interpretive activities from State Parks to another division or department would not

result in any monetary savings.

Quite possibly, some procedure for incorporating the professional staffs of the State Museum and the Historical Society into the team of the consulting firms would permit the expertise of these two agencies (whose basic concern is with the accurate interpretation of the earth history, prehistory and history of Nevada) to be utilized in the planning and interpretive phases of theme park development. Since most documents, and three-dimensional artifacts and/or specimens will probably be on loan to State Parks from the collections of the State Museum or Historical Society. These agencies will have an interest in their accurate interpretation. In practice, the consulting firms normally attempt to secure the services of Nevada experts for their consulting team so the concept is not too illogical.

State Parks personnel have remained open-minded on virtually all concepts advanced in the feasibility study. However, the February 1, 1978 version of that study did not propose the transfer of State Parks museums and interpretive facilities to the State Museum, but instead proposed the transfer of the State Museum to the Department of Conservation where it would be a unit in a Division of Museums Historic Preservation and Archeology. As a part of this proposed division, the State Museum's scientific staff, collections and exhibits design and fabrication facilities would have been available to State Parks as a division of the Department of Conservation. Actual operation of State Parks museum and interpretive facilities would have remained undisturbed.

The author concurs with Mr. Meder that a transfer of State Parks museums to a Department of Cultural Affairs, or to any division or subdivision outside the Department of Conservation would probably be both "inefficient and ineffective."

RECORDS MANAGEMENT SERVICES

Records Management is a central service to all state agencies. The sole interest and responsibility of Records Management is to preserve those files deemed necessary to conduct the business of state government. Processing state records is a task of business management.

Expressing judgement regarding the possible historical or social value of records is not a Records Management responsibility. At some point, decisions must be made as to what original records are to be preserved and to become part of the State Archives. This is a question that calls for scholarship, experience and the professional expertise of the archivist. The 1968 Archival, Library and Museum Services study noted that State Archives was also involved in Records Management since it had custody of inactive and semi-active records. Their recommendation was that the State Archives be abolished and that its function be transferred to Records Management, and its inactive records placed under the control of a Department of Libraries and Museums.

It should be noted, however, that many states have, during the last decade, chosen to follow an opposite course. Departments of Archives and Records Management have been established, and they seem to function efficiently. Under this system, the records of state government, both active and inactive, are housed at one location, for public convenience, and the scholarship and business management of records expertise is housed in one agency. Today, Archivists are usually trained in records management.

While the concept of consolidating Archives and Records Management is a good one, it is quite possible that it would not be appropriate at this time. As stated, processing of State records is presently a management task, whereas the Archives serves as a repository and informational facility for historic public documents of the State, counties, cities and towns of Nevada.

It would be logical to transfer the State Archives to Records Management, but it would be illogical to transfer Records Management to a Department of Cultural Affairs, or to any other cultural department.

NEVADA HIGHWAY DEPARTMENT

Although the Nevada Highway Department was a concern as regards possible duplication of archeological services in the February 1, 1978 version of the feasibility study, subsequent investigation and consultation have tended to minimize this as a possibility. The Nevada State Department of Highways conducts their archeological program at a minimal level, and the "in house" capability was only established to facilitate highway projects and to insure Highway Department familiarity and compliance with Federal Laws. Most major projects are sub-contracted to one or the other of the archeological survey groups within the University System or the Nevada State Museum. It is the opinion of State survey archeologists that the Highway Department's archeological program is not duplicating existing programs and services.

IV. BACKGROUND, STATUTORY RESPONSIBILITIES AND BUDGET OF THE AGENCIES BEING STUDIED

In order to better understand each agency, and its functions, it was necessary to examine their background, the objects and powers; conferred by statute, and their budgets at the time the study was conducted.

NEVADA STATE MUSEUM

In 1862, the U.S. House Ways and Means Committee recommended the passage of a bill authorizing construction of a branch mint in the territory of Nevada. A bill was introduced in the House of Representatives and passed, without debate, on March 3, 1863. The bill was introduced, and passed, by the Senate on the same day.

Authorization for the purchase of property for a Carson City branch mint site was granted in February 1865. The land was purchased from Margaret and Moses Job, and James L. Riddle. \$150,000 was appropriated for the start of construction and the purchase of machinery. Plans, and specifications were received in Carson City on July 17, 1866, and groundbreaking ceremonies were held the next day. Abraham Curry was awarded the contract for the construction of the mint facility. On April 15, 1869, Abraham Curry was appointed as the first superintendant of the branch mint.

The branch mint at Carson City officially commenced operations on January 6, 1870, when it received its first shipment of bullion. On February 11, 1870, the mint made its first delivery of coins - 2,303 silver dollars.

The mint operated for a period of twenty-four years, during which it was plagued by scandals, bullion shortages and national politics. Its last year of coining was 1893. It lost its mint status on July 1, 1899, and thereafter, until 1933, was known as the U.S. Assay Office at Carson City. In 1933, the building ceased to function as an Assay Office and it was shut down.

The Honorable Clark J. Guild, District Judge began a one-man campaign to acquire the former mint building and to establish a State Museum. Senator Patrick McCarran introduced a bill in the United States Senate which permitted the State to purchase the building at one-half its appraised value. The old mint building thus became the property of the State of Nevada in 1939. On March 25, 1939, Assemblyman Peter Amodei, of Carson City, introduced legislation which created the Nevada Museum and Arts Institute.

The development of the Nevada State Museum then became a project of the people of Nevada. With the support of the State's newspapers, and service clubs an appeal was made for public subscriptions. Individuals, companies and corporations made cash donations. Women's organizations

sponsored teas, band concerts and other affairs with the proceeds being donated to the museum. The Stewart Indian School donated receipts from a boxing match, elementary school children in Fallon collected donations, and the school children of Virginia City sold donor buttons. The State Museum truly got its start through the people of Nevada.

By January 1, 1941, Major Max C. Fleischmann had made his first cash donation to the State Museum. He was to support the museum during his lifetime, and the Fleischmann Foundation was to continue to provide assistance after his death.

The Museum was opened to the public on Admission Day, October 31, 1941. From that date on, the State Museum has continued to progress. Over the years the collections and exhibits of the museum grew with incredible speed. Major Fleischmann underwrote the cost of the first miniature dioramas. The Bliss family presented the museum with the locomotive, the Glenbrook, which has, over the years, almost become the trademark of the museum. Between 1941 and 1950 museum collections and exhibits grew with the addition of the Dr. S.L. Lee collection, a fluorescent mineral room, the Dat So La Lee basket collection, and the basement mine exhibit which was opened to the public on October 31, 1950. This growth required that the museum physical facilities be expanded in 1959 and again in 1972.

The Nevada State Museum has grown steadily since its creation by the legislature in 1939. Programs, services and staff have grown slowly but steadily. Today the museum is an excellent institution, acknowledged to be one of the ten best regional museums in the United States. Its tradition of growth, however, does not permit it to rest on its laurels. Planning for the future includes the establishment of a State Museum at Las Vegas and expansion of the Carson City facilities to a new site, south of Carson City, in Douglas County. The museum does this under an obligation to our posterity.

NEVADA STATE MUSEUM NRS 381.010

Is an institution of the State of Nevada, and is to receive, collect, exchange, preserve, house, care for, display and exhibit, particularly, but not exclusively respecting the State of Nevada.

1. Samples of the useful and fine arts, sciences and industries, relics, products, works, records, rare and valuable articles and objects, including drawings, etchings, lithographs, paintings, statuary, sculpture, fabrics, furniture, implements, machines, geological and mineral specimens, precious, semi-precious and commercial minerals, metals, earths, gems and stones.
2. Books, papers, records and documents of historic, artistic, literary or industrial value or interest by reason of rarity, representative character, or otherwise.

3. Collect, gather and prepare the natural history of Nevada and the Great Basin.
4. Establish such departments in archeology, anthropology, mineralogy, ethnology, ornithology, and other scientific departments as may be proper and necessary to carry out the objects and purposes appropriate to a museum.
5. Establish a shop for the sale of museum publications, books, postcards, color slides and such other museum or related material as may be appropriately related and connected with the operation of the museum.
6. Property may be received and collected from any and all appropriate property of the State of Nevada, or from accessions, gifts, exchanges, loans or purchases from any other agencies, persons or sources.
7. Property shall be housed, preserved, cared for and displayed or exhibited in the Nevada State Museum. Nothing shall prevent the retention, placing, housing or exhibition of a portion of the property temporarily in other places within or without the State of Nevada.
8. All moneys and property received by the museum through any grant, bequest or devise, and the proceeds from memberships, sales, interest or dividends from any sources other than appropriation by the legislature, shall be under the direct control of the director. The director shall place such moneys in savings institutions to draw interest, or be expended, invested and reinvested pursuant to the specific instructions of the donor, or, where no such specific instructions exist, in the sound discretion of the director. Such moneys shall be budgeted and expended, within any limitations which may have been specified by particular donors, at the discretion of the director.
9. Museum membership, with categories of membership and fees to be established under museum by-laws.
10. To acquire, manage, and operate the Nevada State Museum, and any other buildings or properties in Carson City, Nevada, and any other buildings or properties in this state which might be acquired by any means whatever.
11. To receive and accept and obtain by exchange in the name of the State of Nevada, or the Nevada State Museum, property donated, given in exchange, or loaned to the State or the museum, or to reject same.

12. To govern, manage and control the exhibit and display of all property of the Nevada State Museum at other exhibits, expositions, world's fairs and places of public or private exhibition. To negotiate with other institutions regarding the storage, preservation, transportation, custody, display and exhibit of things controlled by the museum. Make rules respecting the charging of fees for special exhibits. Prohibited by statute from charging fees in excess of exhibit costs, or fees to view museum permanent exhibits.

13. Property of the State of Nevada which may be placed on display or exhibition at any world's fair or exposition shall be taken into custody at the conclusion of such world's fair or exposition and placed or kept in the Nevada State Museum.

Exclusion: Provisions of this section shall not apply to collections belonging to the Nevada Historical Society, the Lost City Museum, or the University of Nevada System.

14. Any Indian baskets received by the State Museum from the Dat-So-La-Lee basket collection shall be placed on display by the museum.

15. Has the power to trade, exchange and transfer exhibits and duplicates thereof when deemed proper, and such transactions shall not be deemed sales.

16. State Museum to issue permits to investigate, explore, excavate, historic and prehistoric sites.

17. Permitholder to give 50 percent (or lesser percentage at discretion of museum) of all articles, implements and materials found to the state to be deposited with the State Museum.

Budget Account #2940

NEVADA STATE MUSEUM

Position Description	Number of Positions	Salaries	Costs	Total
Director	1	\$19,750	\$2,585	\$22,335
Curator, Natural History	1	18,763	2,477	21,240
Museum Registrar	1	12,646	1,814	14,460
Administrative Secretary	1	13,229	1,877	15,106
Principal Account Clerk	1	11,409	1,679	13,088
Bldg. Mtnc Foreman	1	14,847	2,052	16,899
Building Custodian	1	12,095	1,754	13,849
Custodial Worker	1	9,941	1,520	11,461
Custodial Worker	1	8,499	1,364	9,863
Museum Attendant	40%	4,049	881	4,930
Museum Attendant	40%	3,245	794	4,039
Custodial Worker	1	10,637	1,596	12,233
Curator, Anthropology	1	18,763	2,477	21,240
Director, Exhibits	1	18,763	2,477	21,240
Security Officer	1	12,803	1,831	14,634
Assistant Zoologist	1	12,197	1,765	13,962
Carpenter	1	14,899	2,058	16,957
Archaeologist	1	17,092	2,296	19,388
Research Ass't. Anthropology	1	13,842	1,943	15,785
Botanist	1	16,610	2,244	18,854
Exhibit Technician	1	15,160	2,086	17,246
Exhibit Technician	1	12,475	1,795	14,270
Exhibit Technician	1	11,564	1,696	13,260
TOTALS:	24.80	\$303,278	\$43,061	\$346,339
Holiday Pay				\$ 2,529
Board Salary (10 members, 6 meetings per year @\$40.00/meeting each member)				\$ 2,160
Special NIC				\$ 118
TOTAL THIS PAGE:				\$351,146

NEVADA STATE MUSEUM, BUDGET ACCOUNT #2940

Out of State Travel \$500

In State Travel \$3,079

TOTAL TRAVEL: \$3,579

Operating Expense

Office Supplies \$1,683

Operating supplies 2,110

Communications expense 4,115

Printing/Duplicating/Copying 660

Insurance Expense 4,537

Other Contract Service 2,000

Equipment Repair 200

Utilities 17,000

Mtnce.Bldgs & Grounds 4,100

Vehicle Operation 500

Bldgs & Grounds Services 14,184

Dues & Registrations 250

Improvement/Structures,Attached Fix. 2,600

Total Operating \$53,939

Office Furniture & Equipment \$1,500

Specialized Equipment \$ 500

Exhibit Program \$5,000

TOTAL THIS PAGE: \$64,518

TOTALS PAGE 1 AND PAGE 2: \$ 415,664

NEVADA STATE MUSEUM

Private Funds (1/31/78)----- \$555,286.00

Archaeological Services:

Public Archaeology Contracts worked (7/1/77-1/31/78) 119,241.00

Current Working Grants and Contracts:

Archaeological Services----- 23,295.00

CETA Inventory Nevada State Museum Collections----- 41,469.92

Public Service

People Served:

Museum Visitors	500,000
Museum Workshop & Seminar-Las Vegas	54
School Loan Study Kits(student use)	2,300
Visitor queries	1,675
Staff Lectures(attendees)	<u>1,100</u>

Total People Served 505,129

Museum Consultation Services: 5

NEVADA HISTORICAL SOCIETY

The Nevada Historical Society was founded in 1904 to collect, preserve, and interpret the State's historical heritage. Chapter 96, Statutes of Nevada, 1907, recognized the Nevada Historical Society as a State institution. Chapter 544, Statutes of Nevada, 1967, declared the Nevada Historical Society to be an agency of the State:

The Society publishes books, maps, scholarly journals, such as the Nevada Historical Society Quarterly, and maintains a repository for Nevada publications and related printed materials that is the largest single collection of Nevada related books, pamphlets and ephemera.

The Quarterly publishes articles on the social, cultural, economic and political history of Nevada.

The Historical Society provides professional assistance to other historical societies and museums, conducts workshops in various aspects of research and preservation, and fosters the study and understanding of Nevada among students, scholars and the general public. The Society has the basic responsibility for maintaining high quality courses in Nevada history taught in the public schools.

The Society is managed by a seven member board of trustees appointed by the Governor. The Director is appointed by the Governor, and employs the other staff necessary to conduct the daily operations of the Society. The Society is supported primarily from General Fund Appropriations augmented by receipts from the sales of the Quarterly, other publications and photographs.

NEVADA HISTORICAL SOCIETY NRS 382.010

To receive, collect, exchange, preserve, house, care for, display and exhibit material, particularly but not exclusively respecting the State of Nevada, such as books, papers, records and documents of historic, artistic, literary or industrial value or interest by reason of rarity, representative character or otherwise.

1. Govern, manage and control the exhibit and display of all property and things.
2. Trade, exchange and transfer exhibits and duplicates thereof, and such transactions shall not be deemed sales.
3. Negotiate with other agencies regarding quarters for preservation, care, transportation, storing, custody, display and exhibit of articles and things.
4. Collect all moneys and properties received by the Nevada Historical Society through any grant, bequest or devise,

- and the proceeds from memberships, sales, interest or dividends from any sources other than appropriated by the legislature.
5. Set qualifications for membership in the Nevada Historical Society.
 6. Print copies of historical papers.
 7. Sell pamphlets or books, with the proceeds to accrue to the Historical Society.
 8. Funds received from donations, grants, or any other source, become Society funds. Expenditures limited to purpose of the donation or grant.
 9. Preservation of old, obsolete property and public records.
 10. Preservation of specimens, books and curios.
 11. Custodian of World War I records and relics.
 12. Display of Dat-So-La-Lee basket collection.
 13. A state antiquities permitholder who does any archeological work within the state under the authority and direction of the Nevada Historical Society shall give 50 percent of all articles and implements to the Society.

NEVADA HISTORICAL SOCIETY: BUDGET ACCOUNT #2870

Position Description	Number of Positions	Salaries	Costs	Total
Director	1	\$16,725	\$2,174	\$18,899
Principal Clerk	1	12,038	1,565	12,603
Curator, Exhibits	1	16,515	2,147	18,662
Custodian	1	10,091	1,312	11,403
Librarian II	1	13,165	1,711	14,876
Assistant Director	1	12,414	1,614	14,028
Curator, Manuscripts	1	12,591	1,637	14,228
Curator, Education	1	12,038	1,565	13,603
Management Assistant I	1	8,869	1,153	10,022
TOTALS:	9	\$114,446	\$14,878	\$129,324
Board Salary				\$ 1,000
Special NIC				\$ 50
Out-of-State Travel		\$ 550		\$ 550
In-State Travel		\$ 4,165		\$ 4,165
Operating Expense:				
Office Supplies & Expense		\$ 3,165		
Communications Expense		2,500		
Printing, Duplicating, Copying		6,500		
Insurance Expense		1,000		
Contractual Services		3,000		
Other Contractual Service		1,250		
Equipment Repair		800		
Other Building Rent		1,500		
Utilities		10,000		
Mtnce, Bldgs & Grounds		3,000		
Dues & Registrations		200		
Instructional Supplies		1,100		
TOTAL OPERATING:		\$34,015		\$ 34,015
Office Furniture & Equipment		\$ 1,420		\$ 1,420
TOTAL AGENCY EXPENDITURES:				\$170,524

NEVADA HISTORICAL SOCIETY

Private Funds (1/1/78)----- \$107,325.08

Current Working Grants and Contracts:

NEH	"A Catalog for the Nevada State Archives"	\$ 41,230.00
CETA	"Washoe County Historic Sites Inventory"	22,500.00
CETA	"Finding Washoe County's Past"	22,500.00
CETA	"An Index to the Las Vegas Age"	25,000.00
CETA	"Carson City Historic Sites Inventory"	22,500.00
DRI	"Origins of the Orr Ditch Case"	8,750.00
NHRPC	"A Guide to the Territorial Papers of Nevada"	61,080.00
CLR	"Book Budget in Local History"	<u>4,000.00</u>

Public Service

People Served:

Museum, Reno-----	97,000
Las Vegas Office-----	6,000
Research Facilities, Reno-----	10,000
Slide Show Viewers-----	150,000
Staff Lectures(attendees)-----	<u>15,000</u>

Total People Served: 278,000

THE LOST CITY MUSEUM

The Lost City Museum of Archeology, located at Overton, Nevada, Clark County, is designed to receive, collect, preserve and interpret objects of history, science and art; to make collections available for research and display; to display at the museum exhibits of such nature for the pleasure of the general public as well as for Nevada's tourists and educational purposes.

The Lost City Museum had its beginning in 1924 with the discovery of the remains of a large, highly developed Pueblo civilization in the vicinity of Overton, Nevada. Prior to this, it was thought that all of the Anasazi Culture had been located east of the Colorado River at the Pueblo Center at the four corners area of Colorado, New Mexico, Arizona and Southeastern Utah. After the reporting of these ruins by Fay and John Perkins to, then, Governor J.G. Scrugham, the first archeological excavations began.

In 1935, a museum building was erected at Overton by the National Park Service, and recovered artifacts put on display. With the coming of World War II, the National Park Service used the building as a headquarters for the Park Ranger assigned to the district. The museum was kept open on a part time basis. In 1951, the National Park Service pulled out of the building. At this time Governor Vail Pittman appointed John Perkins as Curator of the museum. No staff funds were appropriated.

In 1953 the Lost City Museum came under the management of the Building and Grounds Division of the State. At that time, the statutes were silent concerning the authority of any State agency to operate a museum.

In 1955 the Governor was authorized to accept the deed to the property (recorded April 1, 1953) and did so by filing notice of acceptance with the Clark County Recorder's Office. The Lost City Museum was placed under the State Museum statutes pursuant to Chapter 332, Statutes of Nevada. (NRS 381.260).

In 1954, the National Park Service claimed ownership of the artifacts exhibited at the museum and removed them. Mr. R.F. Perkins and Dr. W.S. Park, however, had over the years, excavated a large collection of Lost City Artifacts from the central area of the Lost City site. When the National Park Service collection was withdrawn, the Park-Perkins Collection was made available to the State on a loan basis and placed on display at the museum.

In 1969 the State created a sub-committee to study the feasibility of establishing a museum, or system of museums, in Southern Nevada to include the Lost City Museum, to explore methods of museum financing, and to acquire the private archeological collections then on display at the Lost City Museum.

The Lost City Museum Commission was created in 1971, and in 1972, the Legislature appropriated funds to purchase the private collections. The State now has ownership of the buildings, grounds and collections. In 1973, a new wing was added to the museum which doubled the previous space.

The Lost City Museum has a seven member advisory commission to help adopt policies to guide the operation of the museum. The Commission is appointed by the Governor. Funds appropriated for the Museum are administered by the Building and Grounds Division, Department of General Services.

LOST CITY MUSEUM NRS 381.260

The Lost City Museum conveyed to the State of Nevada as a State Museum and a State Park. The objects and powers of the Lost City Museum are not specifically stated in the Nevada Revised Statutes.

1. Policies to guide the curator and employees in the management, display and acquisition of artifacts are to be adopted by the Lost City Museum Advisory Commission. The Advisory Commission is also directed to study the feasibility of establishing a system of museums in Southern Nevada and to make recommendations to the Legislature.
2. Chief of Building and Grounds Division of the Department of General Services, for and on behalf of the Lost City Museum, may accept gifts, devises, or bequests of real or personal property from any source and may use the same in any manner consistent with the purposes of the museum. However, no gift, devise or bequest can be accepted for the museum by the Chief of the Buildings and Grounds Division unless prior legislative approval in the form of a concurrent resolution is obtained.

BUDGET ACCOUNT #101-1350 LOST CITY MUSEUM

Position Description	No. of Positions	Salaries	Costs	Total
Curator	1	\$13,501	\$2,216	\$15,717
Attendant	1	8,734	1,433	10,167
Custodial Worker	1	9,596	1,759	11,171
Museum Attendant II	1	10,721	1,759	12,480
TOTALS:	4	\$42,552	\$6,983	\$49,535
Out-of-State Travel		\$ 000		\$ 000
In-State Travel		\$ 700		\$ 700
Operating Expenses;				
Office Supplies		\$ 350		
Operating Supplies		700		
Communications Expense		450		
Printing, Duplicating, Copying		650		
Insurance Expense		650		
Equipment Repair		600		
Utilities		3,500		
Mtnce. Bldgs & Grounds		1,800		
Other Government Services		973		
Improvement/Struc/Attached Fix.		800		
TOTAL OPERATING:		\$10,473		\$10,473
TOTAL AGENCY EXPENDITURES:				\$60,708

NEVADA COUNCIL ON THE ARTS

The Council on the Arts was established in 1967 to:

1. Stimulate the presentation of the performing and fine (visual) arts;
2. Encourage the well-being of the arts through artistic expression; and
3. Serve as the official arts agency in Nevada to receive funds from the National Endowment for the Arts.

Since its establishment, the Council has received more than \$1,700,000 through the Basic State Grant and other programs of the National Endowment For the Arts. More than 97% of these federal funds have been distributed around the State of Nevada in the form of matching grants to sponsors of arts presentations, contracts to artists, film-makers, dancers and writers who have participated in the Artists-in-Schools program, and more recently to support regional and local agencies for community arts development.

NEVADA STATE COUNCIL ON THE ARTS NRS 233c.010

To stimulate, throughout the state, the presentation of the performing and fine arts, and encourage artistic expression essential for the well-being of the arts.

1. Hold public and private hearings.
2. Enter into contracts within the limits of the funds available.
3. Accept gifts, contributions and bequests of unrestricted funds.
4. Sole official agency of the State of Nevada to receive and disburse funds made available to the State by the National Foundation on the Arts.

NEVADA COUNCIL ON THE ARTS
AGENCY NO. (R) 101-2979

Position Description	No. of Positions	Salary	Costs	Total
Executive Director	1	\$16,099	\$2,180	\$18,279
Principal Clerk Typist	1	10,579	1,584	12,163
Program Director	1	16,087	2,179	18,266
Totals:	3	\$42,765	\$5,943	\$48,708
Arts Grant 45.007				\$215,000
Fed. Grant Development				5,000
Fed. Flow Thru Funds				50,000
Spec. Arts Grants				100,000
Board NIC				270
Board Salary				2,600
Totals:				\$372,870
Out-of-State Travel				\$ 500
In-State Travel				\$ 8,500
Operating Expenses:				
Office Supplies		\$ 500		
Communications Expense		3,000		
Print, Duplicate, Copy		600		
Insurance Expense		50		
Grant Development		10,000		
Other Contract Service		750		
Equipment Repair		100		
Other Building Rent		3,742		
Maint. of Bldgs & Grnds		1,894		
Dues & Registrations		600		
Totals:		\$21,236		\$21,236
Federal Sub-Grants				\$200,000
Artists in Schools				\$70,000
Program Development				\$15,000
Museum Projects				\$15,000
Totals:				\$100,000
Flow Thru Grants				\$50,000
Grants to Locals				\$30,000
GRAND TOTALS:				\$831,814

NEVADA COUNCIL ON THE ARTS

Private Funds.....None

Current Working Grants and Contracts

1977-78 Matching Funds Provided by this Program.....\$617,310.00

PUBLIC SERVICE

People Served:

1977-78 Sub-Grants..... 99
People Served by Funded Programs..... 614,515.00

DIVISION OF HISTORIC PRESERVATION AND ARCHEOLOGY

This division of the Department of Conservation was created by Senate Bill 359 during the 1977 session of the Nevada Legislature. The Division was assigned the direction of programs which had previously been carried out by the State Parks Division and the Nevada State Museum. The State Parks Division had been responsible for the State Historic Preservation Program and the State Historic Marker Program, and the State Museum had administered the Nevada Archeological Survey Program.

The Division of Historic Preservation and Archeology is federally charged to administer, or conduct, a grants-in-aid program, a State-wide inventory of cultural resources and a review of all federally assisted projects within Nevada. While the grants and inventory aspects of the Division's functions are both state and federally legislated, the Division's review responsibilities are solely provided by federal law. The National Historic Preservation Act of 1966 requires that the State Historic Preservation Officer review for compliance all federally assisted, funded or licensed projects within the state. This review procedure does not extend to state funded projects. Failure to provide State Historic Preservation Officer review, necessitates an out-of-state review by the National Advisory Council for Historic Preservation. Generally, Advisory Council review means a considerable delay in expediting projects.

The Historic Preservation and Archeology staff archeologist's primary responsibility is project review and assessment. Unlike the archeologists affiliated with the State Museum, University System, or the Highway Department, the archeologist for the Division of Historic Preservation and Archeology does not undertake field work. Such activity would conflict with his review duties and objectivity.

The Division of Historic Preservation and Archeology, then, is essentially a regrant agency which makes grants-in-aid of federal funds to support Historic Preservation Projects in Nevada. Additionally, this division has the obligation to conduct an inventory of the archeological, historic, architectural and cultural resources of the state, and to review federally funded projects to insure that they are in compliance with federal regulations.

DIVISION OF HISTORIC PRESERVATION AND ARCHEOLOGY NRS 383.011

The Division is responsible for encouraging, planning and coordinating historic preservation and archeological activities within the state including programs to survey, record, study and preserve or salvage objects, localities and information of historic, prehistoric, and paleo-environmental significance.

1. Responsible for State Historic Preservation Plan.
2. Archeological and research proposals.

3. Apply for and accept grants, gifts and donations from public and private sources including the federal government.
4. Receive funds from public and private sources in payment for services rendered.
5. Negotiate contracts.
6. Establish qualifications for an historical marker program.
7. Inventory qualified sites on both public and private land.
8. Maintain historical markers.
9. Establish a state historical marker registry system.
10. Consult with the Nevada Historical Society to determine content of legend on all historical markers (Historical Society to have the final authority as to content of the legend).
11. Contract or cooperate with public or private agencies for suitable markers and directional signs on highways or roads, at the site or approaches, to registered historical markers.

DIVISION OF HISTORIC PRESERVATION & ARCHAEOLOGY: 101-4205 ACCOUNT

Position Description	Number of Positions	Salaries	Costs	Total
Administrator	1	\$20,000	\$2,612	\$22,612
Administrative Secretary	1	9,285	1,449	10,734
Historic Preservation	1	18,224	2,419	20,643
Archaeologist	1	13,093	1,862	14,955
Architectural Historian	1	13,093	1,862	14,955
TOTALS:	5	\$73,695	\$10,204	\$83,899
Salary Adj. needed				\$ 3,100
Longevity				40
TOTAL SALARIES:				\$81,199
Out-of-State Travel				\$ 800
In-State Travel				\$10,000
Review Committee Travel				\$ 500
OPERATING EXPENSE:				
Office Supplies		\$ 1,500		
Operating Supplies		1,000		
Communications Expense		4,000		
Printing, Duplicating, Copying		5,000		
Insurance Expense		750		
Equipment Repair		250		
Other Building Rent		8,160		
TOTAL OPERATING		\$20,660		\$20,660
Office Furniture & Equipment		\$ 3,541		\$ 3,542
Historic Markers		\$13,700		\$13,700
AGENCY EXPENDITURES:				\$130,400

DIVISION OF STATE PARKS

State Parks is a Division of the Department of Conservation. Its objectives are to acquire, protect, develop and interpret a well-balanced system of the areas of outstanding, scenic, recreational, scientific and historical importance, for the inspiration and enjoyment of the people of the State of Nevada.

The Division maintains sixteen recreation areas, but less than a third of these are presently equipped with interpretive facilities. While the Parks Division has eight persons listed as Park Interpreters, only two of these serve on a year round basis, with the other six serving on a part-time seasonal basis. In addition to their interpretive duties, these Park Interpreters perform other duties which are necessary for the operation of the parks and/or district offices to which they are assigned. Other expenses associated with interpretive programs are not separated from the operating budgets of the individual park facilities, so it is difficult to provide specific cost figures for State Parks interpretive facilities. While it would, of course, be possible to develop these figures, such an effort would constitute a study in itself.

The responsibility for the State Historic Preservation Program and the Historic Marker Program, which was formerly under the Division of State Parks, has been transferred to the Division of Historic Preservation and Archeology, also a Division of the Department of Conservation. Administrative responsibility for the Comstock Historic District Commission has been assigned to State Parks, and the development of an interpretive facility to house and display the Virginia and Truckee Railroad rolling stock and equipment remains a State Parks project.

The State Parks Division provides recreation and interpretive facilities for over 2,000,000 persons annually.

STATE PARKS DIVISION NRS 407.011

The Nevada State Park System shall acquire, protect, develop and interpret a well-balanced system of areas of outstanding, scenic, recreational, scientific and historical importance for the use and enjoyment of the people of the State of Nevada, and that such areas shall be held in trust as irreplaceable portions of Nevada's natural and historical heritage.

1. The system may acquire, with the concurrence of the Interim Finance Committee, and within the limitations of legislative appropriation where funds are required, real or personal property by lease, purchase, gift, grant or devise, or in any other manner.
2. Designate, establish, name, plan, operate, control, protect, develop and maintain state parks, monuments, and recreation areas for the use of the general public.

3. The system is hereby authorized to exhibit and display property, objects, articles, things and commodities at exhibits, fairs, expositions and places of public or private exhibition.
4. The system shall have sole responsibility for and jurisdiction of any museum or exhibit maintained on state park property.

VIRGINIA & TRUCKEE RAILROAD

In 1973, the Virginia and Truckee Railroad Project was transferred from the State Museum to the State Parks system. Since that time State Parks has provided security services to protect the historic rolling stock of the former Virginia and Truckee Railroad at both the Mound House storage area and the South Carson storage area. In 1975, the Legislature appropriated monies to the contingency fund for the purpose of providing suitable housing for the equipment. The Interim Finance Committee allocated funds from the contingency fund to the State Public Works Board to construct the facility.

The facility was completed in 1977, and the rolling stock at the South Carson storage area moved to the new storage building. Some items of equipment were restored and/or refurbished at this time. Two of the locomotives, which are part of the collection are still located at Promontory Point, Utah and will need to be brought to Carson City.

At present State Parks is providing maintenance of the buildings and grounds at the new facility, as well as protection and security of the equipment which has been restored, or which is being stored while awaiting restoration.

Plans for the future include an interpretive display of this equipment. The rolling stock is of great interest to railroad enthusiasts in both Nevada and the rest of the nation. The potential exists here for an excellent railroad museum.

VIRGINIA & TRUCKEE RAILROAD

BUDGET ACCOUNT #101-4216

<u>Description</u>	<u>Amount</u>
Out-of-State Travel	\$200
In-State Travel	\$160
<u>Operating Expenses:</u>	
Operating Supplies	\$1,040
Print,Duplicating,Copy	50
Insurance Expense	1,000
Utilities	3,000
Maint.Bldg & Grnds	3,000
TOTAL AGENCY EXPENDITURES:	\$9,950

COMSTOCK HISTORIC DISTRICT COMMISSION NRS 384.010

To promote the educational, cultural, economic and general welfare, and the safety of the public, through the preservation and protection of structures, sites and areas of historic interest and scenic beauty, through the maintenance of such landmarks in the history of architecture, and the history of the district, state, and nation, and through the development of appropriate settings for such structures, sites and district.

1. May establish and maintain an office in Virginia City.
2. Shall maintain a library in the office.
3. To the extent permitted by monies appropriated, or otherwise received, may employ such technical and clerical personnel, including a building inspector, as may be necessary.
4. Establish an historic district in portions of Storey, Lyon counties, and Carson City, within which historic structures, sites and railroads relating to the Comstock Lode and its history are, or were, located.
5. May establish zoning regulations.
6. Issue or deny Certificates of Appropriateness.
7. May accept gifts, devises, or bequests of real or personal property for the purpose of enabling it to carry out a program of historic preservation and restoration within the district, and may expend same for such purposes.
8. May sell or lease, for periods not to exceed 20 years, real or personal property, for use within the district, which it may acquire.
9. It shall have no power of eminent domain.
10. It may recommend to State and political subdivisions:
 - A. Measures to implement, foster and promote purposes of this legislation.
 - B. Zoning regulations, traffic, modes of transportation, restriction of vehicular traffic, etc.
11. Commission building inspector may investigate, inspect, and examine any structure, place, or area in the district.

COMSTOCK HISTORIC DISTRICT COMMISSION
BUDGET ACCOUNT #101-530

Description	Amount
Operating Expenses	\$6,000
Contract Services	
TOTAL AGENCY EXPENDITURES:	\$6,000

NEVADA STATE LIBRARY

An evaluation of the people served by the Nevada State Library required a more detailed study than is needed for agencies which can measure their services precisely by means of visitor counts and visitors served. Some aspects of the State Library's public service role can be measured by use of books and materials used in or at the library, but other library services can only be measured as basic, or initial acts.

COOPERATIVE SERVICES DIVISION

This division provides services to 58 participating libraries, institutions and agencies in the State of Nevada. These services entail the processing of books and audio-visual kits, transforming them from merely books and kits into usable working tools which can be used to promote education and culture. As a vehicle must be serviced before it can be used, so also must books and audio-visual kits be prepared in order to serve the many people who utilize the resources of the library.

Each book, or audio-visual kit must be provided with basic identification and reference documents which will enable the books or kits to be carried on the library inventory, located by means of the card catalog, placed on the library shelves and controlled as to use and ultimate return.

The Cooperative Services Division provides this one stop service for Nevada libraries, institutions and agencies. After processing, books and kits can be returned to cooperating libraries, immediately shelved; with proper distribution of appropriate location and control cards insuring that the materials are immediately available for patron use.

While the preparation of books and kits with appropriate card sets could be undertaken "in house" by the various libraries, institutions and agencies currently utilizing Cooperative Services, the fact that such service is available works to the advantage of the many cooperating entities. Dealing with processing in mass enables the job to be done more efficiently and at less cost than the participating libraries would be able to do it with their staff, thus permitting library personnel to devote more time to serving their patrons. Having books and kits centrally processed also insures that the necessary accuracy and uniformity of records is achieved.

Additionally, the Cooperative Services Division arranges for the loan of books and materials from other libraries, both within the state and throughout the nation. This service enables the libraries and the people of Nevada to have access to the rare and unusual holdings of other libraries in the nation.

LIBRARY DEVELOPMENT DIVISION

It is impossible to adequately measure the effect of the Library Development Division, which provides consultant services to public, special and school libraries. On the basis of "bare bones" figures, the Library Development Division spent 98 days in the field and provided consultant services to 76 public, special and school libraries. This indicates that this division assisted 1.46 libraries per week, spending an average of one and one-third days at each library. As you can see, the basic figure of 76 visits is relatively small, but the results as to people ultimately served by this division would probably be better measured by multiplying the number of users of library facilities in the area in which the library is located. While the purpose of the Library Development Division is initially to help the library and staff, the services and recommendations provided eventually serve the total of the Nevada citizens who use the services provided by their community libraries.

Activities carried out by this division, and the subject areas covered include:

Monitoring of grant projects participating in oral interview boards of library trustees and county commissions on library-related matters including construction projects; holding meetings concerning regional and statewide library development; providing liaison and resource staff to Nevada State Advisory Council on libraries and the Citizen's Advisory Committee to the Governor's Conference on Nevada's library and information needs; and responding to calls for general support and advice related to the development and enhancement of library and information service.

PUBLIC SERVICES DIVISION

The function of this division of the State Library is a little easier to measure. Volumes circulated, reference materials used, inter-library loans, and reference questions answered, are all transactions which can be logged and recorded. However, what a simple listing of transactions does not show is the amount of time expended in answering reference questions. Answers to small questions can take but a few minutes, whereas in depth research for state agencies can take a period ranging through hours, days, weeks or months. Approximately 69% of this division's reference work is done for agencies of the State of Nevada.

The Public Services Division handles about 30,329 public service transactions during the course of the year. It does this during the regular state work week from Monday through Friday, 8:00 A.M. to 5:00 P.M. if the State Library were to remain open on Saturday, and four additional hours, Monday through Friday, the number of public service transactions recorded could probably be doubled, or tripled, since persons who work during the day would be enabled to take advantage of the library's informational resources.

SPECIAL SERVICES DIVISION

The purpose of this division is basically to provide equipment and materials designed to serve the needs of the unsighted persons in Nevada. The division supplies talking books, and the equipment to utilize them. In addition to lending talking book records and phonographs, the division also supplies more modern audio equipment devices utilizing open reel tapes and cassette tapes. The older, and more traditional books in Braille are available to those persons educated in the use of the Braille system. Large print books are also available for those persons whose sight is only partially impaired.

Over 26,225 individual transactions a year are performed by this division. This is particularly impressive since the number of unsighted persons in Nevada is relatively small.

STATE LIBRARY NRS 378.010

The State Librarian is responsible for the Nevada State Library and the statewide program of development and coordination of library and information services.

1. To administer the State Library in accordance with law and good library practice.
2. To withdraw from the library collection and dispose of any items no longer needed.
3. To maintain the State Library including the selecting, acquiring, circulating and holding custody of books, periodicals, pamphlets, films, recordings, papers and other materials and equipment.
4. To maintain a comprehensive collection and reference service to meet reference needs of public officers, departments or agencies of the state, and other libraries and related agencies.
5. To make and enforce rules and regulations necessary for the administration, government and protection of the State Library and all property belonging thereto.
6. To issue official lists of publications of the state and other bibliographical and informational publications as appropriate.
7. To borrow from, lend to, and exchange books and other library and information materials with other libraries and related agencies.

8. To collect, compile and publish statistics and information concerning the operation of libraries in the state.
9. To carry out continuing analyses of library problems.
10. To maintain a clearinghouse of information, data, and other materials in the field of library and information services.
11. To provide advice and technical assistance to public libraries, agencies of the state, political subdivisions, planning groups and other agencies and organizations.
12. To assist and cooperate with other state agencies and officials, local governments, federal agencies and organizations in carrying out programs involving library and information services.
13. To encourage and assist the efforts of libraries and local governments to develop mutual and cooperative solutions to library and information service problems.
14. To contract with agencies, organizations, libraries, library schools, boards of education and universities, public or private, within or outside the state for library services, facilities, research or any other related purpose.
15. To accept, administer and distribute, in accordance with the terms thereof, any moneys, materials or other aid granted, appropriated or made available to the State Library for library purposes, by the United States or any of its agencies or by any other source, public or private.
16. To administer such funds as may be made available by the legislature for improvement of public library services, inter-library cooperation or for other library and information-transfer services.
17. To develop adequate standards for services, resources, personnel and programs that will serve as a source of information and inspiration to persons of all ages, including handicapped persons and disadvantaged persons, and that will encourage continuing education beyond the years of formal education.
18. Subject to the approval of local governing bodies, to designate certain libraries as resource center libraries and develop and encourage cooperative steps to link these centers with other libraries in a reference and

information network.

19. Nevada State Library Division for Cooperative Services may provide coordinated library services, which may relate to acquisition, cataloging, processing and delivery of library materials to libraries, public agencies and institutions.
20. The State Librarian shall have the power to accept and administer any gift or bequest to the State Library.
21. The State Librarian is authorized to accept and direct the disbursement of funds appropriated by any act of Congress and apportioned to the State for library purposes.

NEVADA STATE LIBRARY; BUDGET ACCOUNT #2891

Position Description	Number of Positions	Salaries	Costs	Total
State Librarian	1	\$23,965	\$3,116	\$27,081
Assistant to State Librarian	1	20,808	2,705	23,513
Principal Account Clerk	1	12,540	1,630	14,170
Administrative Secretary I	1	10,905	1,418	12,323
Mail Clerk	1	8,574	1,115	9,689
Library Assistant II	1	8,786	1,142	9,928
<u>Public Services Div:</u>				
Librarian IV	1	18,959	2,465	21,424
Librarian III	1	15,416	2,004	17,420
Library Assistant	.50	5,993	779	6,772
Library Assistant	2	18,654	2,425	21,079
Student	.50	2,597	338	2,935
<u>Documents Section:</u>				
Librarian III	1	17,274	2,245	19,519
Library Assistant	2	23,430	3,046	26,476
Senior Clerk Typist	1	8,574	1,115	9,689
Student	.50	2,641	343	2,984
<u>Library Development Division:</u>				
Librarian IV	1	18,959	2,464	21,428
Librarian III	1	13,704	1,782	15,486
Principal Clerk Typist	1	10,961	1,424	12,385
<u>Public Services Div:</u>				
Librarian I	1	10,031	1,304	11,335
TOTALS:	19.50	\$252,771	\$32,860	\$285,631
Total Salary per Governor recommends:				\$294,432
			Difference of:	8,801*
*This is salary adjustment, part-time, and seasonal help.				
<u>TOTAL THIS PAGE:</u>				<u>\$285,631</u>

Total Out-of-State Travel:	\$.00
Total In-State Travel:	\$7,750
OPERATING EXPENSES:	
Office Supplies & Expense	\$1,000
Operating Supplies	8,750
Communications Expense	12,615
Printing, Duplicating & Copying	7,795
Annual Report	00
Agency Publications	2,040
Insurance Expense	5,174
Contractual Services	400
Other Contract Service	1,200
Equipment Repair	150
State Owned Bldg Rent	102,173
Adv. Public Rel. Expense	50
Maintenance of Bldgs & Grounds	150
Dues & Registrations	500
Instructional Supplies	59,025
Spec. Project/Report	200
TOTAL OPERATING EXPENSE:	\$201,222
Office Furniture & Equipment	\$8,400
Other Furniture & Equipment	000
TOTAL CAPITAL OUTLAY, EQUIPMENT:	\$8,400
Training	\$3,200
Library Development	135,000
Documents Project	000
TOTAL AGENCY EXPENDITURES:	\$650,004

Position Description	Number of Positions	Salaries	Costs	Total
Coord Coop Svcs Div.	1	\$18,097	\$2,353	\$20,450
Library Assistant III	2	21,604	2,809	24,413
Senior Clerk Typist	2	16,814	2,186	19,000
Stock Clerk	1	8,979	1,167	10,146
Student	1	5,252	683	5,935
Librarian I	1	10,996	1,429	12,425
Librarian II	1	11,987	1,558	13,545
Library Assistant II	1	8,758	1,139	9,897
Student	.50	2,641	343	2,984
TOTALS:	10.50	\$105,128	\$13,667	\$118,795

Out of State Travel \$ 200

In State Travel 750

TOTAL TRAVEL: \$ 950

Operating Expense

Office Supplies & Expense	325
Operating Supplies	4,000
Communications Expense	6,225
Printing/Duplicating/Copying	3,800
Insurance Expense	285
Other Contract Service	835
Equipment Repair	150
Other Building Rent	1
Utilities	3,020
Mtnce. Bldgs. & Grounds	1,400
Instructional Supplies	9,850

TOTAL OPERATING \$29,891

Capital Improvements 3,000

Training 500

TOTALS \$153,136

LIBRARY SERVICE IMPROVEMENT PROGRAM: BUDGET #285-2899

Fed. Title I 13,464	\$299,924
Fed. Title III	41,227
Fed Title II	000

TOTAL FUNDS AVAILABLE: \$341,151

Admin. Pickup to Library	\$ 83,030
Grants-Title I	216,894
Grants-Title II	000
Grants-Title III	41,227

TOTAL AGENCY EXPENDITURES: \$341,151

ARCHIVES DIVISION - SECRETARY OF STATE

The Archives Division of the Secretary of State's office was created in 1965 to maintain and preserve historic public documents of the State, counties, cities and towns.

DIVISION OF STATE COUNTY AND MUNICIPAL ARCHIVES NRS 239.005

To maintain and preserve historic public documents of the State, counties, cities and towns.

1. The Division of Archives shall provide microfilming service to any local government entity. The charge for the service shall not exceed the actual cost.
2. If any papers, books, pamphlets and documents of the Department of Highways have any historical value they may be presented to the Secretary of State for preservation in the archives.
3. The Division of Archives may return submissions of obsolete and noncurrent public records to state officials, if the submission has no historical value.
4. A submission of obsolete and noncurrent public records, to the Division of Archives, by a local government entity, may be reclaimed by that entity, in whole or in part, by serving written notice upon the Division of Archives and paying the cost of transportation for the return.
5. District courts must notify the Division of Archives before destroying any obsolete records. A representative of the Division of Archives shall have the privilege of selecting and retaining any of the papers and records.
6. As an alternative to the destruction of old records by local governments, as provided by NRS 239.122, such records with the consent of the governing body may be submitted to the Division of Archives.
7. The Division of Archives shall adopt regulations providing for categories of old records and minimum retention periods for local government records.

Note: Virtually all of the provisions of NRS 239.005 through 239.330 are applicable to the operation of the Division of Archives. The above, however, is an attempt to extract the specific objects and powers of the agency from the statutes.

SECRETARY OF STATE - ARCHIVES: BUDGET ACCOUNT # 741-1332

Position Description	Number of Positions	Salaries	Costs	Total
Assistant Archivist	1	\$17,274	\$2,586	\$19,860
Principle Clerk Typist	1	10,961	1,640	12,601
Archives Assistant II	1	8,801	1,318	10,119
TOTALS	3	\$37,035	\$5,544	\$42,580
Out-of-State Travel				500
In-State-Travel				500
Operating Expenses				
Office Supplies & Expense	\$ 600			
Operating Supplies	250			
Communications Expense	1,000			
Printing Duplicating Copying	1,200			
Insurance Expense	243			
Contractual Services	1,500			
Other Contract Service	750			
Equipment Repair	500			
State Owned Building Rent	3,846			
Other Building Rent	13,260			
Utilities	720			
Improvements Struc./Fixtures	---			
Bldg. & Grounds Services	---			
Dues & Registrations	100			
TOTAL OPERATING	\$ 23,969			\$23,969
Office Furniture & Equipment	2,500			
Total Capitol Outlay Equipment				2,500
TOTAL AGENCY EXPENDITURES				\$70,049

RECORDS MANAGEMENT SERVICES

Records Management Services was originally established by administrative action as a unit of the Budget Division, Department of Administration, in July 1967. Records Management was created as a unit of the State Printing and Records Division by Chapter 727, Statutes of Nevada, 1973.

With the cooperation of State agencies, and in accordance with NRS 239.080, Records Management Services develops controls for the maintenance and protection of active records, and for the required retention, storage, and disposal of inactive records. The unit also provides services for State agencies involving microfilming, copy centers, and technical surveillance and advice concerning filing, reproduction, and microfilm equipment.

All microfilming and copy center services are charged to agencies on an actual job cost basis, making these functions self-supporting. An appropriation from the General Fund is made to support the administration, records management, and equipment surveillance functions of Records Management Services.

RECORDS MANAGEMENT SERVICES: BUDGET ACCOUNT #: 741-1332

Position Description	Number of Positions	Salaries	Costs	Total
Chief Records Management	1	\$19,859	\$4,284	\$24,143
Management Analyst I	1	15,744	3,396	19,140
Microfilm Technician	1	13,730	2,962	16,692
Microfilm Operator II	2	22,136	4,775	26,911
Microfilm Operator I	2	21,922	4,730	26,652
Microfilm Operator Trainee	1	9,928	2,142	12,070
Dry Print Machine Operator	2	19,955	4,305	24,260
Student	2	10,311	2,225	12,536
TOTALS:	12	\$133,585	\$28,819	\$162,404
Salary Adj. Reserve				\$ 9,000
Salary Adj. Need				8,140
Longevity				500
TOTAL SALARIES:				\$163,824
In-State Travel				\$ 500
OPERATING EXPENSES:				
Office Supplies & Expense		\$ 300		
Operating Supplies		800		
Communications Expense		1,300		
Printing, Duplicating, Copying		4,500		
Insurance Expense		200		
Other Contract Service		50,000		
Equipment Repair		1,500		
State Owned Building Rent		6,048		
Other Building Rent		2,340		
Buildings & Grounds Services		2,500		
Other Government Services		2,000		
Dues & Registrations		50		
Raw Materials		19,000		
TOTAL OPERATING:		\$90,538		\$90,538
TOTAL AGENCY EXPENDITURES:				\$254,864

V. STUDY OF FUNCTIONS, PROGRAMS AND SERVICES PRESENTLY BEING UNDERTAKEN OR PERFORMED BY STATE AGENCIES.

Examining functions, programs and services, which the several agencies, departments, divisions or sub-divisions are presently performing, and without regard to the purpose, objects and powers conferred upon the agency, department, division or sub-division by the Nevada Revised Statutes, it appears that an "overlap" does exist.

The following list of functions, and the agencies, departments, divisions or sub-divisions performing them is submitted:

- I. Collect, preserve, house, care for and exhibit, three-dimensional objects respecting the State of Nevada.
 1. Nevada State Museum
 2. Lost City Museum
 3. Nevada Historical Society
 4. State Park System
 5. University System

- II. Collect and prepare the natural history of Nevada and the Great Basin.
 1. Nevada State Museum
 2. University System

- III. Research in Scientific fields respecting the State of Nevada.
 1. Nevada State Museum
 2. University System

- IV. Preservation of Prehistoric and Historic Sites and Artifacts.
 1. Nevada State Museum
 2. Lost City Museum
 3. State Park System
 4. Historical Society
 5. Department of Historic Preservation and Archeology
 6. University System

- V. Collect, preserve, house, care for and display, books, papers, records and documents respecting the State of Nevada.
 1. Nevada State Museum

2. Nevada Historical Society
3. Nevada State Library
4. Nevada State Archives
5. Records Management Services
6. University System

VI. Archeological Activities

1. Nevada State Museum
2. Lost City Museum
3. Highway Department
4. University System

VII. Stimulate, throughout the State, the presentation of the performing and fine arts, and encourage the artistic expression essential for the well-being of the arts and humanities.

1. Council on the Arts
2. University System

VIII. Historical Marker Program

1. Division of Historic Preservation and Archeology

IX. Historic Preservation Officer

1. Division of Historic Preservation and Archeology

X. Establish categories of membership and to collect membership fees.

1. Nevada State Museum
2. Nevada Historical Society

XI. Acquire and circulate books, pamphlets, films, recordings and other audio-visual and three-dimensional educational materials.

1. State Library
2. Historical Society
3. State Museum
4. University System

VI A DEPARTMENT OF CULTURAL AFFAIRS
AFFAIRS

Governor O'Callaghan's memo of July 6, 1977, directed that this study concern itself with the feasibility of creating a Nevada Department of Cultural Affairs. Although the Governor made provisions for possible alternative proposals, the focus was intended to be on a Department of Cultural Affairs.

In order to conduct a study of State agencies, deemed to be cultural in nature, it was necessary to arrive at a definition for the word "culture." One of the keys for defining culture is an understanding of the "humanities". Simply stated, the collective term "humanities" means those branches of learning which are related to the study of man, and are thus regarded as conducive to the development of man's culture.

Culture itself, is the act of developing intellectual and moral facilities by education and enlightenment in the humanities, as well as an excellence of taste acquired by intellectual and aesthetic training. A person who is cultured, is conversant with and displays taste, in the humanities, fine arts, and the broad aspects of science.

By this definition, virtually all educational institutions, museums, art galleries, and fine arts programs would be considered to be cultural agencies. Historical societies and libraries would also be cultural agencies, depending upon the use to which their reference sources and collections are put by scholars and laymen. On this basis, then, the agencies listed for study in the Governor's July 6, 1977, memo, could be consolidated into a Department of Cultural Affairs.

However, as the study progressed, it became increasingly evident that a grouping on the basis of culture would be rather tenuous, and that a grouping of agencies by function would probably be more productive in terms of achieving consolidation goals.

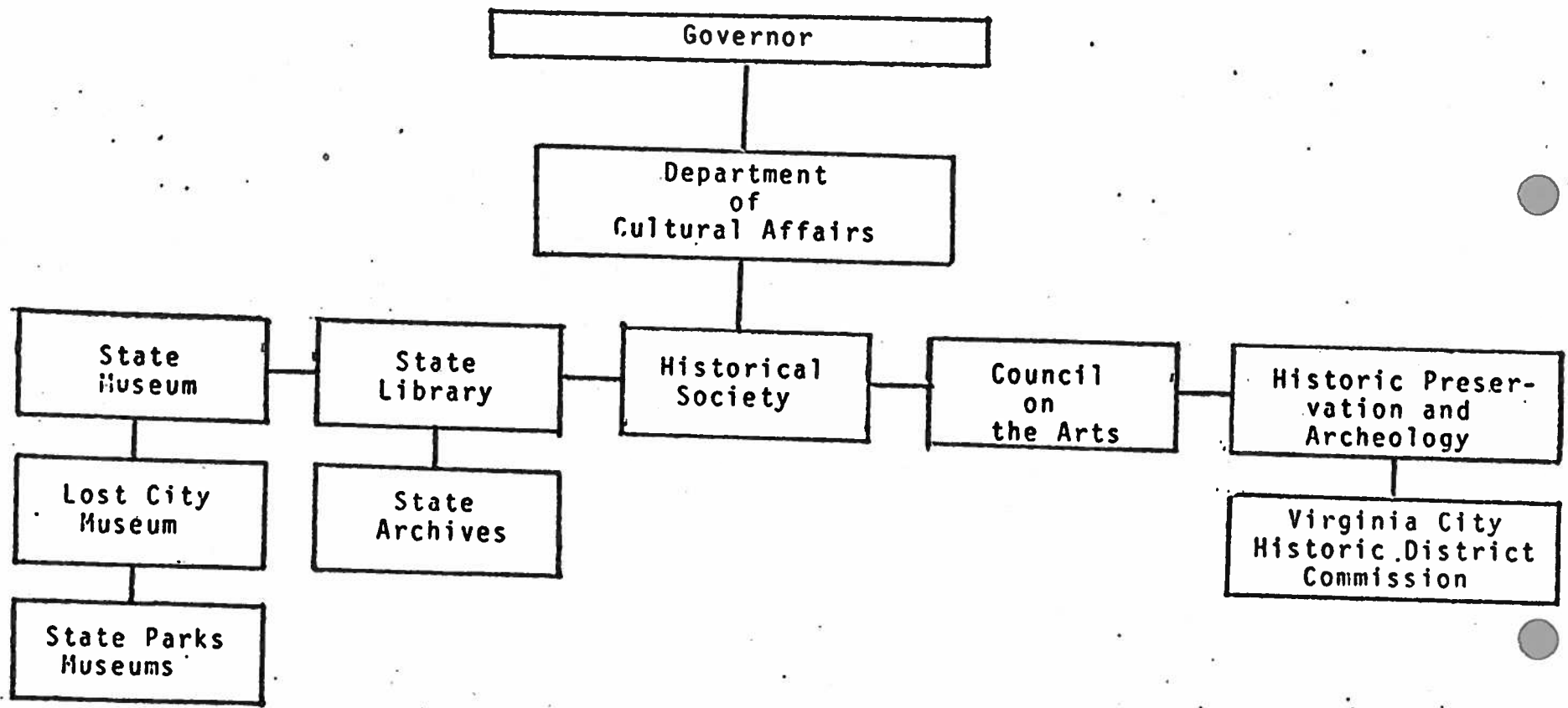
While the writer willingly concedes that it would be possible to create a Department of Cultural Affairs, he continues to question whether such an approach is necessary or even desirable for Nevada. Dr. John Townley, in his report, Nevada's Cultural Institutions, (p.3) when referring to consolidation in other states, makes the following point:

"In most cases, the consolidation of cultural agencies was done in a Lemming-like copy of reorganization in other functional areas."

This point bears some examination since it raises the question of whether we are creating a Department of Cultural Affairs because there is a need for such a department, or merely because such a department could serve as a "catch-all" for several independent agencies or

Possible Organization
Department of Cultural Affairs

59



programs which would be nominally related by the term culture - despite a difference in function.

The majority of the agency responses to the initial feasibility study did not address themselves to the Department of Cultural Affairs concept, but rather to the alternatives. The exceptions, however, were Mr. Norman Hall of the Department of Conservation and Dr. John Townley of the Historical Society.

Mr. Hall believes that the creation of a Department of Cultural Affairs would offer the best alternative to making cultural agencies responsive to the general public. He makes the valid comment that there is diversity of programs in the Departments of Human Resources, Commerce, and Conservation and Natural Resources and that the administrators are able to operate these complex departments and their programs with reasonable efficiency.

Mr Hall proposes that the Library, Archives, Historical Society, State Museum, Lost City Museum and the Council on the Arts should be grouped under a single department head appointed by the Governor. However, Mr. Hall feels that the interpretive programs of State Parks, and the Division of Historic Preservation and Archeology should remain within the Department of Conservation and Natural Resources.

Dr. Townley (p.23) Nevada's Cultural Institutions also advocates the creation of a single cultural organization. He states:

"It is the potential for improvement and expansion of Nevada's cultural community that causes this reviewer to support a single cultural organization."

Dr. Townley is quite emphatic that consolidation must be comprehensive (p.22)

"To exempt any single agency receiving state support negates the concept of consolidation and does not provide the centralization that remains the primary reason for consolidation."

The balance of the agencies and programs, however, appeared to favor alternatives which would combine agencies on the basis of function rather than that of a cultural relationship. While this is, admittedly, a subjective opinion on the part of the writer, it is believed that this attitude stems from a desire on the part of the agencies to attempt to consolidate different but functionally related programs, within a familiar and existing administrative framework, rather than to attempt the experiment of establishing a new department, with the problems involved in multi-agency transfers.

In support of this belief the writer must point out that legislation passed during the last legislative session added a new division, and the administrative responsibility for a State commission to the Department of Conservation. The inclusion of some State Parks interpretive facilities as cultural entities meant that five of the programs or agencies listed in the Governor's July 6, 1977 memo have been consolidated under the Department of Conservation during the last 5 years. If these programs are operating efficiently under the Department of Conservation, is there any necessity to create a Department of Cultural Affairs to administer them?

Of the remaining 6 agencies or programs: Historical Society, State Museum, Lost City Museum, Library, Archives, and The Council on the Arts; the State Museum and Lost City Museum have already discussed a possible voluntary consolidation, and the State Library and Archives are seriously considering a similar move. This, then, means that 9 of the 11 agencies which were specified in the Governor's memo would be combined under existing agencies with a minimum of legislative and administrative problems. Only the Historical Society and the Council on the Arts remain as independent agencies.

While this would not accomplish the purpose of having all of the 11 agencies combined into a single department it would combine 9 agencies into 3 departments with no additional administrative personnel, or expenditures required.

It was the writer's option to propose alternatives to the concept of a Department of Cultural Affairs, and during the 11 months that he has been engaged in the study, the alternatives continue to appear to have more merit than the establishment of a cultural department.

VII ALTERNATIVES

One of the objectives of the feasibility study was to incorporate the thinking and counter-proposals of the concerned agencies into the final version of the study. The original work presented some alternatives which, in the writer's opinion, appeared to be valid at that time. Responses by some of the agencies and individuals, however, have required that many of the original alternative proposals be discarded or modified.

Dr. John Townley, of the Historical Society, Mr. Norman Hall, Department of Conservation, Mr. John Meder, Division of State Parks, and Mr. Chick Perkins of the Lost City Museum, all made pertinent and thought-provoking observations in their responses. Conversations with Mr. Joseph Anderson, State Library, Mr. Fred Gale, Archives, Mr. Jim Deere, Council on the Arts, Mr. Laurnal Gubler, Highway Department, and Mr. John Richardson and Marshall Humphreys of the State Parks Planning Section, provided the writer with a better appreciation of agency programs and problems. A revision and modification of previously proposed alternatives is not an inconsistency, but rather a logical development toward the objectives of the study.

1. To Place Subject Cultural Agencies Under The University of Nevada System.

Although this alternative was explored in detail in the February 1, 1978 version of this study, it was never considered to be the best alternative. While the University System has the expertise and experience at administering to diverse areas of knowledge and culture at locations remote from its central headquarters, its foremost task and function is educational, and at a more specific level than that of other state cultural and public service agencies. Generally, University System emphasis is upon providing facilities for undergraduate and graduate students, rather than for the general public.

Despite the fact that 61% of the other states have consolidated their cultural programs under educational agencies, it does not appear feasible to follow that course in Nevada. It would probably be best if the University of Nevada System were to remain separate from other state agencies, but with the expectation that there would continue to be cooperation, and a complimentary exchange of ideas in areas where the University System's programs or functions overlap those of State agencies.

2. To Create a New Department of Informational Resources, Archives and History, and a Division of Museums, Historic Preservation and Archeology Under the Department of Conservation.

This was proposed as an alternative to the creation of a Department of Cultural Affairs, or a mass transfer of cultural agencies to the University System. It was an attempt to group agencies on the basis of function; grouping those agencies which were considered to be informational

resource agencies into one unit, and those which were primarily concerned with the museum interpretive function, or historic preservation and archeology into another.

The creation of a Department of Informational Resources, Archives and History, did not generate much support from the concerned agencies. Dr. John Townley and the Historical Society apparently took the position that the Society's collection and interpretive programs were such that it was at least as much museum as an informational resource. Dr. Townley's report Nevada's Cultural Institutions primarily concerned itself with drawing parallels between the State Museum and the Historical Society's collection and interpretive program.

Mr. Joseph Anderson, State Library and Mr. Fred Gale, Archives, seemed to subscribe to the same opinion, for while they were receptive to a combination of their two agencies (State Library and Archives) they did not wish to be grouped with Dr. Townley and the Historical Society.

The alternative of creating a Division of Museums, Historic Preservation and Archeology under the Department of Conservation received a more mixed response. Generally, the Boards of the State Museum and the Lost City Museum favored the creation of a Department of Museums, Historic Preservation and Archeology. They saw it as containing the State Museum, Lost City Museum, State Parks Museums and Interpretive Centers, and Historic Preservation and Archeology and the Comstock Historic District Commission, but as an independent department rather than a division of the Department of Conservation.

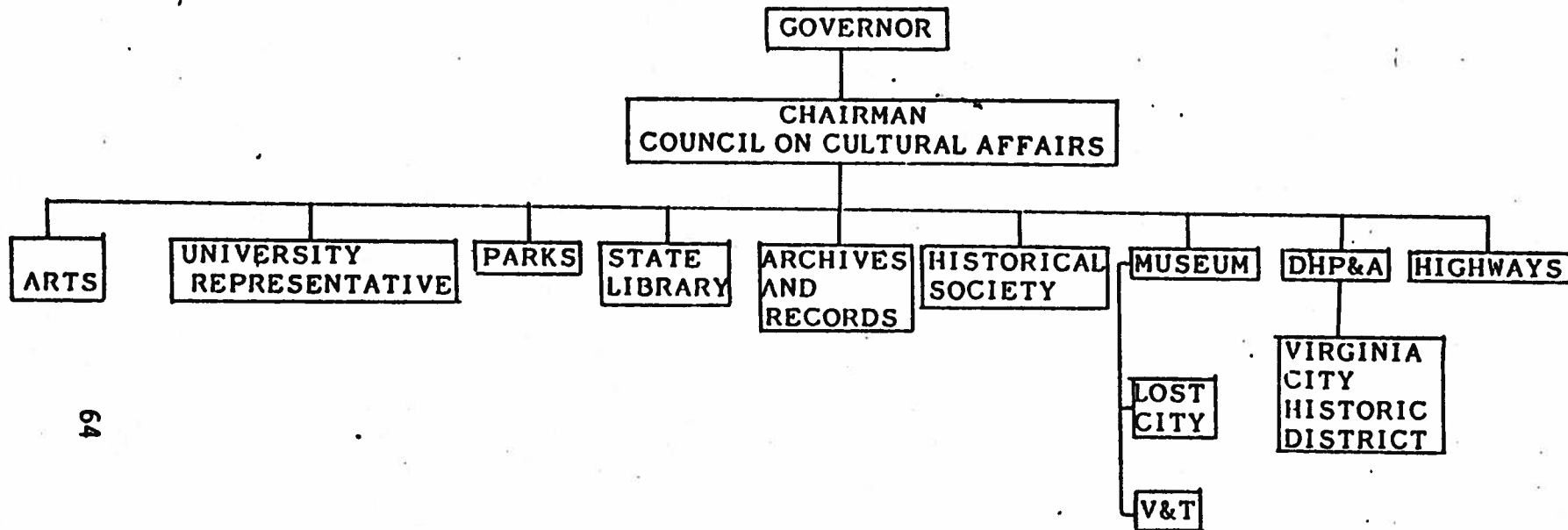
Mr. Norman Hall, Department of Conservation, did not evince any interest in adding the State Museum and Lost City Museum to his department. He favored the creation of a Department of Cultural Affairs which would consolidate the State Museum, Historical Society, Lost City Museum, Library, Archives, and Council on the Arts. Also, Mr. Hall felt that those divisions and programs which are currently part of the Department of Conservation should remain in that department and not be consolidated into a Department of Cultural Affairs. Obviously, other alternatives would have to be explored.

3. Establish a Nevada Council on Cultural Affairs.

Dr. Townley, and the Board of the Historical Society advanced this proposal as an alternative to a formal reorganization and the creation of a Department of Cultural Affairs.

Dr. Townley, (pp.36-37) Nevada's Cultural Institutions states:

"The most cost-effective alternative offered for increased coordination of state cultural institutions would be the statutory establishment of a committee to control state appropriations and functions in the cultural area. The committee would be formed of the administrative heads of each of the organi-



64

- 1. A single individual reports to the Governor in cultural matters.
- 2. No additional costs to the state.

(Historical Society Alternative, See:#3)

zations listed in the governor's July, 1977 letter and be responsible for:

- a. drafting biennial, combined, budgets for all member agencies.
- b. authorizing new museum construction and operation in the state.
 - (1) any state agency would be required to gain the Council's approval before planning or budgeting museum construction (includes University System).
 - (2) Council would coordinate the design and fabrication of exhibits.
 - (3) Council would divide functions and responsibilities in museum work.
 - (4) finding operational economies between member institutions.
 - (5) arrange for proper storage and use of cultural collections.

"The Council would meet monthly, and its chairmanship would pass on a biennial basis from institution to institution on an alphabetical arrangement, i.e., Lost City Museum to Nevada Council on the Arts to Nevada Highway Department, etc. No new staff would be required, since the Council would be a deliberative body alone without permanent employees. Its purpose would be functional and budgetary. However, its chairman would provide the focal point for information regarding cultural affairs to any other branch of state government."

It is believed that Dr. Townley must envision some sort of statutory authority for this "deliberative body" which would enable it to concern itself with budgets, museum construction and operation, design and fabrication of exhibits, etc., since the key to the effectiveness of such a council would be the powers conferred upon it by the legislature. Without such statutory authority, compliance with the council's recommendations would be on a voluntary basis, and the council would have the potential for degenerating into a debating society. With statutory authority, such a council would appear to be a rather loosely structured version of a Cultural Affairs Department.

4. A Nevada Office of Cultural Resources

This is another alternative suggested by Dr. Townley and the Board of the Historical Society.

"This is an added topic to Section VIII, ALTERNATIVES, of the feasibility study. It is a recommended option to the alternative reorganization offered by Mr. Porter, and satisfies conclusions made by this writer after several months of reflection on the initial problem, the feasibility study, and the relative positions on consolidation held by various state institutions. While outlining the Society's reactions to the feasibility study, it appeared that certain conditions had to be met within any proposed reorganization if it was to be positively received by the agencies affected. The origins of this most recent move toward cultural consolidation was a request for a formal, statutory division of functions and responsibilities. More important than any organization chart, a division of these responsibilities would thereby simplify any redrafting of the present organizational structure of the various agencies concerned. Therefore, the path toward reorganization is to define functions and responsibilities and thereafter draw the organization chart. For this reason, the approach to be taken by the Society in its rebuttal of the feasibility study will be functional.

There are certain other givens:

- a. Each of the institutions named within the Governor's July, 1977 letter will be included in the reorganization.
- b. The University System and State Highway's powers and functions must be a part of the recommendation.
- c. It is impossible politically and emotionally to consolidate the cultural institutions under any one of the named agencies.
- d. Dissatisfaction must be shared equally.

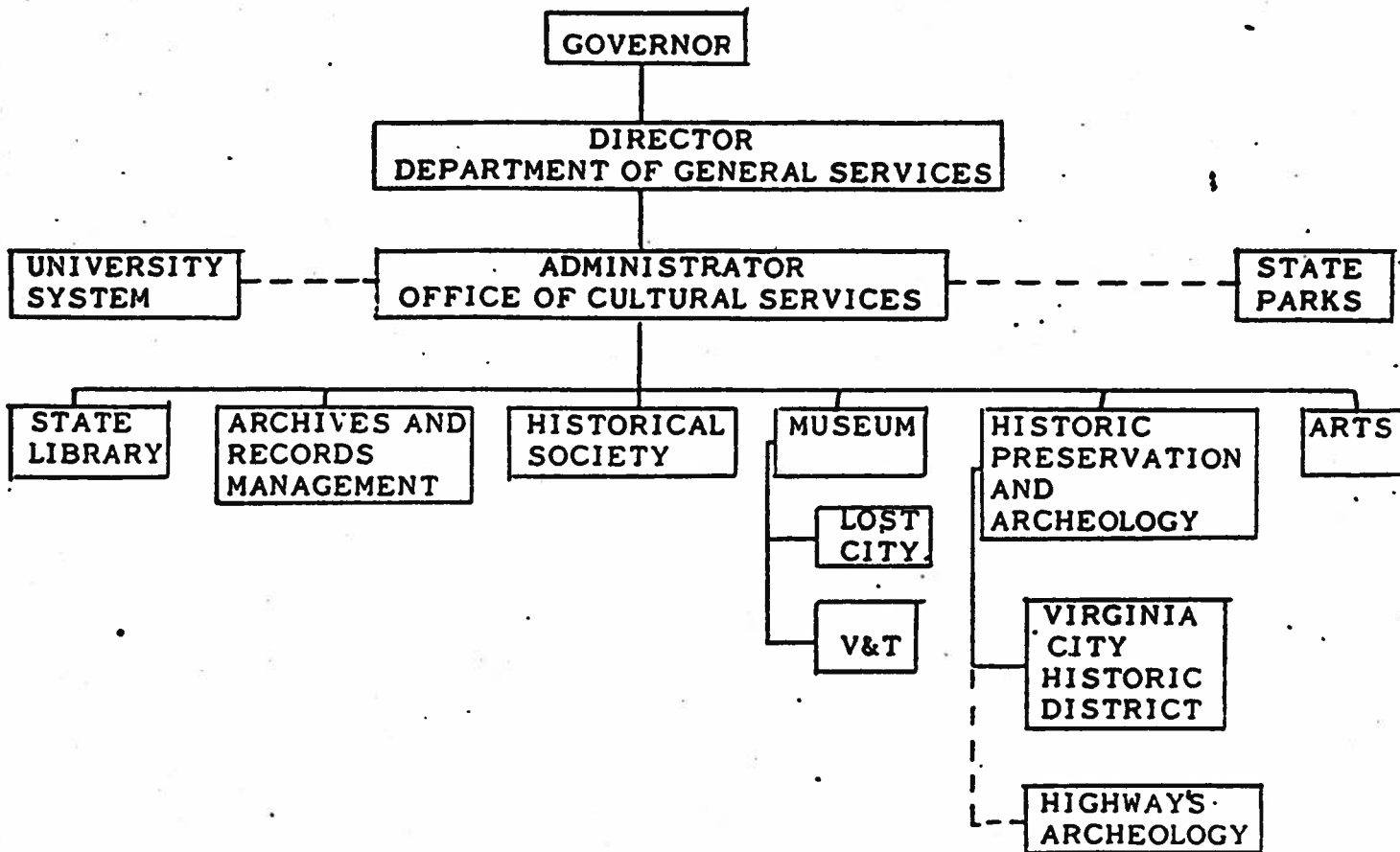
So, after determining that all institutions should be treated as a unit, the next step was to consider the broad nature of state departments and decide if (1) a department existed in which the proposed Office might naturally fit, or (2) determine if an additional department was necessary. If one dismisses the affected agencies, there were two possibilities:

- a. Department of General Services
- b. Department of Conservation

Department of General Services

The establishment of the Nevada Office of Cultural Resources, (see Fig.5) whose administrator would report directly to the Director of General Services, is a copy of the organizational structure within the federal General Services Administration which controls the National Archives. Also, the Department of General Services has long experience with the Lost City Museum and Records Management. The administrator of the Office of Cultural Resources would be responsible for all agencies within his office and advise the Director of General Services in all things cultural. The budgets for agencies within the Office would be unified and reported by line item, as they are now, within the sections occupied by the Department of General Services. This would completely remove all direct reportorial connections between the governor's office and individual cultural agencies. Other reasons for avoiding creation of a separate department are that this approach is less expensive and by making an existing department head responsible for cultural matters, the administrator of the Office of Cultural Resources could become an unclassified state employee, which is a positive factor when recruiting for the administrator's position. The present unclassified positions heading most subordinate agencies within the proposed Office could also become classified, and subsequent recruitment done within the competitive state personnel system to assure selection of qualified personnel.

The analogy drawn between the federal and state General Services agencies needs expansion. The Nevada Department of General Services was our first choice in finding a suitable instrument for consolidation because of the presence of two cultural agencies within the department, Lost City Museum and Records Management. This insured that the department's head was familiar with two of the major functions of the proposed Office, museums and records repositories. Additionally, the creation of an audio visual shop was an extension of an already-existing microfilm capacity in the department. The second reason was the experience of the National Archives within the federal General Services Administration. The National Archives is primarily an archival institution, but also has sizeable libraries and exhibit centers. A system of regional archives has been developed nationally, beyond the central facility in Washington, D.C. Although the relationship between the National Archives and its parent organization has been somewhat less than perfect, a considerable amount of growth and development has occurred. It is thought that the same conditions would prevail in Nevada under a similar reorganization. Also, the



1. One person reports to Governor for cultural affairs:
2. One office created.
3. Each state agency involved in cultural affairs must coordinate planning and operations through the proposed Office.

PROPOSED OFFICE OF CULTURAL SERVICES

(Historical Society Alternative, See:#4)

present organization of the federal General Services Administration was a recommendation of the Hoover Commission, a post-World War II effort to streamline national government.

Department of Conservation

The primary strengths of this second priority choice for an umbrella department are the presence of the Division of State Parks and the Division of Historic Preservation and Archeology. The department has not been active in developing museum facilities, and the historic preservation functions have been present only since July, 1977. Still, its organization could be used to house the proposed Office of Cultural Resources under the same conditions as suggested within the Department of General Services, with the proposed administrator reporting to the head of the Department of Conservation." (pp. 33-36) Nevada's Cultural Institutions

This alternative appears to be a modified version of a Department of Cultural Affairs, designated as a division (Office) of an existing department. While this would serve the purpose of further reducing the number of departments, it does not appear that it would reduce the number of administrative personnel, since the position of administrator would still be needed to direct the activities of the Office (division) under the Director of the Department of General Services.

While Dr. Townley may have information which was not available to the writer at the time of the feasibility study, it was the writer's understanding that the Department of General Services would prefer to re-assign the present responsibility for the Lost City Museum to a more functionally compatible department, or agency. By the same token, the Department of Conservation, while indicating that it wishes to retain the administrative responsibility for those cultural programs presently under its jurisdiction, has shown no enthusiasm for having additional cultural programs placed within the department.

This does, however, represent another alternative to be added to those presented in the original study, and as such, may find merit with the Governor during his review, or with one or the other of the two departments suggested as possible umbrella departments for this Office of Cultural Resources.

5. To Combine the State Library and Archives.

Mr. Joseph Anderson, State Library, and Mr. Fred Gale, Archives,

have voluntarily explored the feasibility of combining their two agencies. They apparently feel that their two agencies are functionally compatible and that by combining, it might be possible to improve their public service capability.

From personal conversations with Mr. Fred Gale, Archivist, the writer feels that Mr. Gale has no qualms about operating the Archives as a Division under the State Library. This would enable these two agencies to combine with a minimum of administrative expense.

The original version of this study tentatively explored the possibility of incorporating the Records Management Services into this group, since the public records functions of Records Management and the State Archives are only separated by a chronological distinction which determines the "active" or "inactive" status of public records. Records Management would also bring the equipment and expertise of microfilming to such a consolidation.

State Library planning for the future contemplates the construction of a new building specifically designed as a library. During the planning stage for the building, provisions for the care of archives, records management and microfilming could be made which would enable these three agencies to be consolidated physically as well as administratively.

Dr. John Townley, in discussing this in Nevada's Cultural Institutions, says:

"...new energy and professional direction might result from the placement of both Archives and Records Management within the umbrella of the State Library, where several professional positions supervising government documents exist." (p.19)

The concept of combining the State Library, Archives, and Records Management has, then, some basis of support. Both the State Library and the Archives would probably support such consolidation. Records Management, however, exists as a sub-division of the State Printing Office of the Department of General Services and it might be non-productive to transfer the administrative function of this program, unless it could be physically transferred to a new facility, where its personnel and equipment could be utilized to provide additional beneficial services to all three agencies and the public.

6. To Create a Department of Museums, Historic Preservation and Archeology.

To be a new department, consisting of the State Museum, Lost City Museum, State Parks Museums and Interpretive Centers, Historic Preservation and Archeology, and the Comstock Historic District Commission.

This alternative is an outgrowth of the original alternative of establishing the same grouping under a division within the Department of Conservation. The concept of creating a Department of Museums, Historic

Preservation and Archeology found favor with some (but not all) members of the Boards of the Nevada State Museum and the Lost City Museum, while the concept of a division operating under the Department of Conservation was rejected.

Combining of the State Museum and the Lost City Museum would probably create no problems. It is a reasonable development and has already been considered by the legislature in past sessions. Placing the State Parks museums and interpretive centers under such a department could not be accomplished so readily. John Meder, State Parks, does not support the idea, nor does Norman Hall, Department of Conservation.

7. Not to Disturb Those Divisions or Programs Which Presently Operate Under the Department of Conservation.

With the exception of the Division of State Parks, the Department of Conservation programs with which this study has been concerned have only been placed under that department within the last five years. If the cultural programs within the department are operating efficiently and effectively, and are administratively combined under a major department, they apparently do not present the same problems for the administration as the independent agencies. As previously noted, with the exception of State Parks, the other programs with which we are concerned have been transferred to the Department of Conservation from other agencies - by the legislature. Apparently, at the time the transfers were made, the legislature felt that these programs could best be administered by the Department of Conservation. To remove these programs from the Department of Conservation, merely for the purpose of creating a Department of Cultural Affairs, and adding them to it, or to some other cultural, or functional, grouping might tend to be counter-productive.

Mr. John Meder, Administrator, State Park System, registered concern that a transfer of State Park's museum and interpretive facilities would result in increased costs since it might require double staffing for museum and park functions. This was not, however, the intent of the original proposal. Museum division involvement would have been at the planning, development and exhibits maintenance levels. Park's interpretive personnel assignments would have remained undisturbed. John Richardson, Chief of Planning and Development of the State Park System, expressed doubts about the involvement of a museums division at the planning and development stage. As noted in Chapter III, the present philosophy of the Planning and Development section of the State Park System is to undertake theme park development through a practice of awarding a contract to an individual consulting firm which, in turn sub-contracts for all phases of the park development. This "package" approach includes recommendations for development, interpretation, protection, preservation, restoration, landscaping, etc. The State Parks Planning and Development section feels that this is the most practical procedure since the Planning and Development staff is too small to effectively supervise sub-contractors, and prefers to deal directly with the consulting firm on all matters relating

to the sub-contracts. Mr. Richardson also expressed himself frankly by stating that it was easier to insure compliance with schedules and completion dates with a consulting firm than it was with state agencies. Both Mr. Meder and Mr. Richardson, however, were receptive to the concept of incorporating both the State Museum and the Historical Society into the planning and interpretive phases of theme park development.

Mr. Norman Hall, Director, Department of Conservation, displayed no interest in having a Division of Museums, Historic Preservation and Archeology established within his department. As noted previously, he supported the concept of a Department of Cultural Affairs, but did not support the transfer of any of the divisions or programs within his department to such a department.

While the proposal to combine the Comstock Historic District Commission under The Division of Historic Preservation and Archeology, of the Department of Conservation was considered feasible, it would only result in an intra-departmental administrative transfer, since the Comstock Historic District Commission is already attached, administratively, to State Parks, a division of the Department of Conservation. The advantage to be secured would be that of having two programs which were functionally compatible, as to interest and purpose, combined within the same division.

The question remains as to whether it is worthwhile to transfer these programs from the Department of Conservation merely for the purpose of creating a Department of Cultural Affairs or some other cultural, or functional grouping.

8. Department of Museums and History

A Department of Museums and History which would combine, the State Museum, Historical Society, Lost City Museum, and any new museums in the state which were built with state funds and/or supported by a state appropriation.

This alternative was not presented in the original study because at that time the function of the Historical Society was believed to be primarily that of an informational resource agency, with the collection and interpretation of three-dimensional objects as a secondary function. Dr. John Townley, however, in Nevada's Cultural Institutions makes a strong case for the museum function of the Historical Society. While he does not undertake a percentage breakdown, it appears that at least 50% of the Society's emphasis is on the collection and interpretation of three-dimensional artifacts.

Although Dr. Townley's basic proposals concern themselves with either the establishment of a Department of Cultural Affairs, or a Nevada Council on Cultural Affairs, his recommendations could apply to a consolidation of Nevada Museums. Dr. Townley addresses himself to

several positive benefits which could be achieved by consolidation. Since he presents these in a reference frame which compares the functions of the State Museum and the Historical Society, these benefits would apply equally as well to a concept of a consolidation limited to museums.

Dr. Townley states:

"This is the time to plan a state-wide repository (ies) for museum items." (p.10)

"Through lack of a policy that applies to all agencies, collections are acquired inconsistently and access to patrons is limited." (p.12)

"At the present time, none of the major cultural institutions which hold large collections of artifactual or library/archival materials have adequate storage facilities." (p.37)

"... A state preservation center would become the major repository for cultural items. Its holdings could be inventoried and used in exhibits or library/archival institutions among the members of the consolidated cultural agency, or on a temporary loan to county or out-of-state institutions. Research patrons would be aware of the extent of collections relating to major state historical activities... Inventories of the materials would clarify the extent of the individual holdings and identify where they were located. A part of any such facility would be the capacity to preserve deteriorating paper and artifactual/relic items, deacidification, lamination and suitable environmental controls to preserve collections." (p.38)

The writer concurs in the concept of a state-wide repository for museum items, and with the statement that "at the present time none of the major cultural institutions... have adequate storage facilities." Both the State Museum and the Historical Society have submitted requests to the Public Works Board for new, individual storage facilities. Mr. William Hancock, Secretary of the Public Works Board has explored the possibility of the State Museum and the Historical Society sharing a new facility should one be approved. The administrative heads of the Museum and Historical Society have both tentatively conceded that sharing a storage facility would be both feasible and practical.

Mr. Hancock (Public Works) also raised the question of the Historical Society sharing any new museum facilities which might be developed for the State Museum at Las Vegas. This idea had already been considered by the State Museum during planning for the proposed facility,

since it was felt that an historian in residence at a Las Vegas facility would be essential to proper museum services and area artifact interpretation. Dr. Townley apparently concurs since he states:

"We would even appreciate the opportunity to have our Las Vegas office included within any Southern Nevada museum constructed by the state." (p.27)

Dr. Townley raises some other questions which it would be well to examine at some length. These are:

"How can expertise be provided each state cultural agency from the staff of other institutions for exhibit design etc?" (p.10)

"Could not a single museum accept the responsibility for construction of exhibit sequences for all?" (p.10)

"...In light of the 1977 legislation revamping the powers of many of those boards, would it not be possible to reconstitute a single board for the single consolidated organization?" (pp.20-21)

Whether Dr. Townley realized it or not, he was presenting questions which could apply with equal logic to a functional grouping of the three major state institutions with collecting and interpretive museum programs - the State Museum, Historical Society, and the Lost City Museum.

Dr. Townley makes the point in his work, that the State Museum does not have an historian on its staff. While this is not an accurate statement, he is correct in that there are no such staff positions allocated to the State Museum by the Legislature. Combining the three agencies into one Department of Museums and History would, then, make the services of historians, anthropologists, archeologists, naturalists, educational curators, exhibit designers and exhibits technicians organic to the department.

The Nevada State Museum has the capability to undertake the responsibility for construction of "exhibit sequences for all" museums within the proposed department. The possible need for other agencies to develop parallel exhibit construction facilities, equipment and staff was a concern of the original study, since the state already has an investment in shop, silk screen, photographic, and sign and label-making equipment at the State Museum. As Dr. Townley suggests, it would be more practical to undertake exhibit construction at one institution rather than for each institution to attempt to duplicate the facilities, equipment, and staff necessary for exhibit design and construction.

Dr. Townley's question as to the feasibility of creating "a single board for the single consolidated organization," is also logical. While he raised the question, initially, in reference to a consolidation

of all cultural agencies, it would be equally applicable to a limited consolidation of Nevada museums. The problem which would arise would be in the ultimate size of the board. Under a major consolidation, the size of the board (if all members were retained) would be large and unwieldy. Under a limited consolidation of museums, the size of the board would still be large, but functional. Another factor is that due to "cross appointments" some board members, of the agencies being considered, already serve on boards of at least two of the agencies. This would make the size of the single board less than the combined total of the original three boards. However, since the 1977 legislation affecting many state boards seemed to limit board size to between 7 and 9 members, it is possible that a single board would be held to those limits.

Dr. Townley has undertaken an extremely detailed evaluation of, and rebuttal to, the original version of this feasibility study. His primary concern, and the subject to which the body of work was directed was toward the problems of jurisdiction (or territorialism) of the State Museum and the Historical Society. Dr. Townley contends that the legislation creating the Historical Society in 1907, and the State Museum in 1939 assigned certain collecting and interpretive areas to each institution. These territorial distinctions are not apparent to the writer. The writer's interpretation is that both agencies have essentially the same prerogatives as regards collection and exhibition. This question, though, could be resolved fairly easily by submitting it to the Attorney General's office. Mr. William Isaef, Deputy Attorney General serves as legal counsel for both the State Museum and Historical Society. He is familiar with the statutes concerning both agencies and could resolve the question for all time. However, wouldn't consolidating the State Museum, Historical Society, and the Lost City Museum be equally effective in resolving the jurisdictional problem?

If the destinies of all three institutions were united under a single department, none of the jurisdictional problems would exist! Museum interpretive programs could be designed for all institutions so that they would best serve the needs of the museum visitor. I cannot believe that the writer is alone in thinking that the concept of grouping the interpretations of the state's history at one institution and the prehistory and natural history at another is not in the best interests of the public. This approach would mean that a visitor to the state, or a citizen, would have to travel approximately 35 miles in order to obtain a comprehensive picture of the natural history, prehistory and history of the state. Wouldn't a better course be to combine the institutions and to create comprehensive, informative exhibits at both Reno and Carson City?

Combining the three institutions would enable a department to exploit the strengths and eliminate the weaknesses of the separate agencies. Collections would be combined, collective staff expertise made available to all institutions, and physical facilities and equipment for exhibits construction and photographic and audio-visual projects could

be handled within the department. There appears to be more advantages to museum consolidation than disadvantages, particularly if both the Historical Society and State Museum plan to expand their activities in the Las Vegas area.

The proposal to combine the State Museum, Historical Society, and the Lost City Museum does not envision a "takeover", or "position advantage" by any single institution. All three institutions would be components of a single department. One administrator would be appointed by the Governor, or selected by the "single board", and would administer to the several institutions within the department. While the position of Administrator, or Department Director, would be a new position, the administrative staffs of the State Museum and the Historical Society could be utilized to provide administrative support for the new position, thus keeping salary expenses at the same level as those required for a Department of Cultural Affairs, or Office of Cultural Resources.

Selection of the Administrator, or Director, of the new department would be in keeping with the selective criteria proposed by the Historical Society for the selection of the head of the proposed Department of Cultural Affairs, or any alternative criteria proposals made by the combined boards of the State Museum, Historical Society, and Lost City Museum.

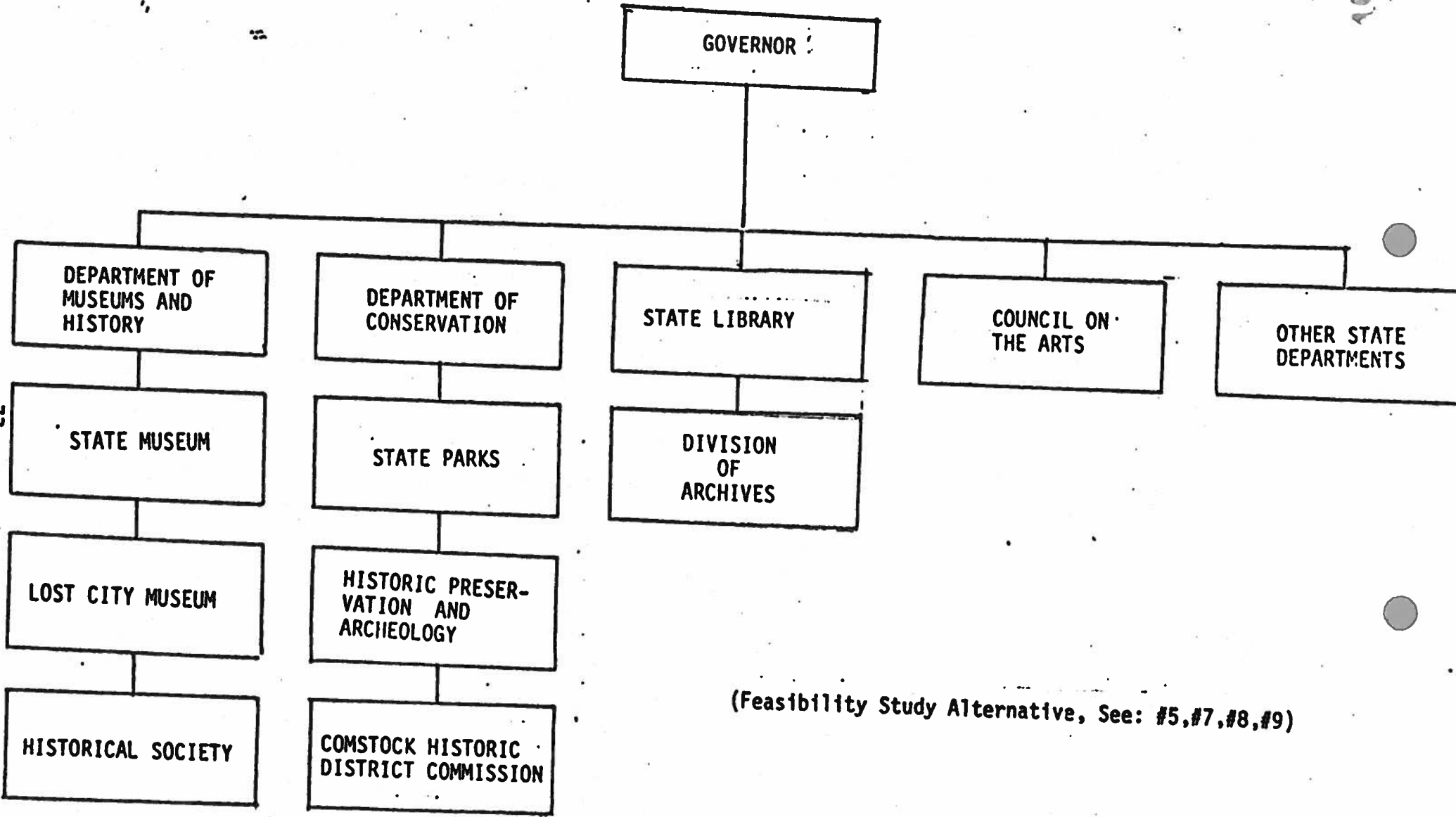
In developing this concept, it is further suggested that the membership of the State Museum and Historical Society could be merged, and that the private, or dedicated funds of these two institutions also be combined. A merger of the memberships of the Museum and Historical Society could provide the members of both institutions with greater benefits, and make it practical for the two institutions to combine services, programs and events, such as workshops, seminars, and annual meetings.

Combining the three institutions would enable the Legislative Auditor to perform one audit for the department, rather than the separate audits now required for the Historical Society, State Museum, and the Lost City Museum (as a part of the Department of General Services). Combining the private funds of the State Museum and the Historical Society would make these funds available to be applied to any needed programs within the department.

The principle that needs to be understood is that a new department would be created, rather than an attempt to consolidate these cultural institutions under any one of the named agencies.

9. Council on the Arts to Retain Independent Status.

See Chapter VIII.



(Feasibility Study Alternative, See: #5,#7,#8,#9)

77

VIII AGENCIES WHICH SHOULD PROBABLY RETAIN INDEPENDENT STATUS

The Nevada Council on the Arts has consistently posed the greatest problem when attempting to group agencies by function. The question of it being a "cultural" agency is not an issue, since it is probably the most supportive agency of cultural activities in the conglomerate.

The Nevada Council on the Arts is a state agency, and as such, receives an administrative appropriation from the state. The bulk of its grant funds, however, are derived from the federal government, and it serves, essentially, as an agency which regrants federal funds to non-profit Nevada cultural institutions. It does not, as a state agency, develop any programs or state services, other than the service of making funds available to develop and support the cultural programs of other state agencies and private, or community cultural groups.

It is this function as a "regrant" agency which mitigates against its inclusion in a Department of Cultural Affairs. Due to the very nature of its regrant program, the integrity of the Council on the Arts should be preserved by permitting it to remain as an independent agency rather than becoming a subordinate to any state department.

Dr. Townley in Nevada's Cultural Institutions, in referring to the Council on the Arts, says:

"To exempt any single agency receiving state support negates the concept of consolidation and does not provide the centralization that remains the primary reason for streamlining cultural functions. Also, as the Arts Council continues to develop its programs, there is more interaction between museums and libraries, where many showings of artwork are held. Other state cultural institutions are making proposals to the Arts Council for financial support and conducting programs in that area. This interaction is expected to become more prevalent with time..." (p.22)

However, should the Council on the Arts be included in a consolidation which would place it within a Department of Cultural Affairs, the potential would exist for destroying the integrity of its grant award system. Hypothetically, should the Director, or Administrator of a Department of Cultural Affairs wish to supplement the budgets of state cultural divisions under his, or her, control, with federal grant funds, pressures could be brought to bear upon a subordinate to insure compliance.

A similar situation exists in the Nevada Humanities Committee, which is not a state agency. The Nevada Humanities Committee serves as

the representative of the federal National Endowment for the Humanities program. It does not receive a state appropriation, but supports itself and its programs with federal grants and private gifts. It operates at the University of Nevada at Reno, and avails itself of some University facilities on a fee basis. It is not, however, a component of the University System. Such autonomy permits the Nevada Humanities Committee to operate, and to grant funds, with no questions raised as to its integrity.

A similar question as to the possibility of conflict of interest and program integrity was raised during the course of this study in connection with the Division of Historic Preservation and Archeology. A Board member, who serves on both the State Museum Board, and the Advisory Board for Historic Preservation and Archeology, questioned the propriety of having the latter program a part of any department, or agency, in which other state agencies, which solicited grant funds, or performed services, for Historic Preservation and Archeology were components.

It would appear that conflict of interest questions could be raised should regrant agencies such as the Council on the Arts and Historic Preservation and Archeology be included in a consolidation of other cultural agencies which were applicants and recipients of grant funds. Since the question has been raised, the writer feels under obligation to bring it to the attention of readers of this study.

IX CONCLUSIONS AND RECOMMENDATIONS

The writer was instructed not only to undertake a feasibility study, but to state his conclusions and recommendations. The conclusions and recommendations submitted, therefore, represent the opinions of the writer, rather than those of his Board of Trustees, or his agency. It should be pointed out that the conclusions reached, and the recommendations made, by the writer are not in agreement with those of the Board of Trustees for his agency. If, therefore, any criticism is levelled, it should be directed at the writer rather than at his agency or his Board.

After reviewing the initial version of the feasibility study, one agency head inferred that the writer was subject to an agency bias, and that, therefore, his scholarship, objectivity and integrity was suspect. The writer believes that he has made an honest attempt to remain objective in his viewpoint throughout the study. Although statutes, letters, and other documents can be studied with reasonable objectivity, conclusions must, necessarily reflect a certain degree of subjectivity. This is a fault common to all researchers, scholars, and historians, because, despite the best of intentions, facts are interpreted on the basis of the reader's education and experience.

Conclusions

1. State cultural agencies could be made more responsive to the needs of the people by combining those agencies which have similar programs, and which could be functionally allied.
2. Combining those agencies which have similar programs would avoid duplication of effort and insure program coordination.
3. The number of departments reporting directly to the Governor could be limited by grouping the several independent agencies into a Department of Cultural Affairs.
4. However, with the exception of Dr. Townley, Historical Society, and Mr. Norman Hall, Department of Conservation, no agencies or individuals displayed enthusiasm for the concept of establishing a Department of Cultural Affairs.
5. Most agencies would prefer to maintain the status quo.
6. Consolidation of cultural agencies into a Department of Cultural Affairs would not immediately reduce the number of personnel required, but would, in all probability, require additional administrative personnel. Economies, therefore, could not be achieved under a Department of Cultural Affairs, or even under limited, functional consolidations, until operational experience indicated that administrative support staff could be reduced.

7. Limited consolidations, on the basis of agency function, appear to offer the best opportunities to combine agencies with functionally related programs.
8. Some agencies are willing to voluntarily attempt limited consolidations of functionally related programs.
9. That the interest of past administrations and legislators has been directed toward attempts to understand the program differences of the State Museum, Historical Society, Lost City Museum, and the State Library and Archives.
10. That should a Department of Cultural Affairs be imposed upon the agencies by the administration, and/or the Legislature, it could be made to work.

Recommendations

1. That the Department of Cultural Affairs concept be discarded.
2. That those divisions and programs currently operating under the Department of Conservation be allowed to remain there, with the Comstock Historic District Commission being transferred from State Parks to Historic Preservation and Archeology for administration.
3. That the State Library and State Archives be combined administratively, with the Archives becoming a division of the Library. The option of including Records Management Services into this grouping should be deferred until such time as facilities permit the three programs to be physically joined.
4. That the Council on the Arts retain its present independent status, with the provision that exploratory discussions be held with the Nevada Humanities Committee to determine if it would benefit their individual programs, and the State, if they were to combine the administration of their programs.
5. That the State Museum, Historical Society, and the Lost City Museum be combined into a Department of Museums and History.

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APPENDICES

APPENDIX "A"

TYPE TRANSFERS

References are made, in the study, to a "Type Transfer" which is used as a tool to effect reorganization and consolidation of state departments, institutions and agencies. Probably, most persons reading this are familiar with the practice. For the benefit of those persons who are not, however, the following information is provided.

States which have effected some sort of reorganization have usually also developed the legislative machinery which will enable departments, institutions, agencies, or parts thereof, to be transferred to a principal department. Generally, this is accomplished by designating and establishing certain categories of transfers. These are designated by type. Types of transfers utilized by the State of Colorado, in its 1968 reorganization are given below to serve as examples.

Type 1 Transfer means the transferring, intact, of an existing department, institution, or other agency, or part thereof, to a principal department. When any department, institution, or other agency, or part thereof, is transferred to a principal department under a Type 1 transfer, that department, institution, or other agency, or part thereof, shall be administered under the direction and supervision of that principal department, but shall exercise its prescribed statutory powers, duties and functions, independently of the head of the principal department. Under a Type 1 transfer, any powers, duties, and functions not specifically vested by statute in the agency being transferred, including, but not limited to, all budgeting, purchasing, planning, and related management functions of any transferred department, institution, or other agency, or part thereof, shall, be performed under the direction and supervision of the head of the principal department.

Type 2 Transfer means the transferring of all or part of an existing department, institution, or other agency to a principal department. When all or part of any department, institution, or other agency is transferred to a principal department under a Type 2 transfer, its statutory authority, powers, duties, and functions, records, personnel, property, and unexpended balances of appropriations, allocations, or other funds, including the functions of budgeting, purchasing and planning, are transferred to the principal department.

Type 3 Transfer means the abolishing of an existing department, institution, or other agency, and the transferring of all or part of its powers, duties, functions, records, personnel, property, and unexpended balances of appropriations, allocations, or other funds to a principal department.

When any department, institution, or other agency, or part thereof, is transferred by a Type 2 or Type 3 transfer to a principal department, its prescribed powers, duties, and functions, are transferred to the head of the principal department into which the department, institution, or other agency, or part thereof, has been transferred.

APPENDIX "B"

BOARDS

Any consolidation which would create a Department of Cultural Affairs, or even limited consolidations of functionally compatible agencies, will result in a multiplicity of boards, and board members, within a department or departments.

If a Department of Cultural Affairs were created, 7 boards, with a total of 54 members would have to be transferred to the new department. It was probably this concern with the number of boards and board members, which led Dr. John Townley to suggest reconstituting a single board for a Department of Cultural Affairs. Obviously, a single board, with over 50 members, would be too unwieldy to operate with any efficiency. In a like sense, even if the Type 1 Transfer system were used, coordinating the activities of seven separate boards would be a serious task for any administrator. Also, the possibility that boards and agency staffs would be working at cross purposes, even within a single department, would still remain.

Any major consolidation of cultural agencies, then, would probably necessitate a drastic reduction in board membership. While the consolidation and reduction of 7 boards, and 54 board members to a single board of from 7 to 9 members would result in considerable dollar savings for the State, it might also result in the loss of valuable services and input from citizens who are interested in the welfare and advancement of State cultural agencies and programs.

Permitting those divisions and programs which are presently under the Department of Conservation to remain there will keep three boards, consisting of 22 persons, within that department. At the present time, the three boards of the State Park System, Comstock Historic District Commission, and Historic Preservation and Archeology operate independently within the Department of Conservation. The possibility might be explored of combining the advisory board of the Division of Historic Preservation and Archeology, and the Comstock Historic District Commission into one board since their area of interest is pretty generally the same. This would result in a board of 15 members which would not be too unwieldy. However, it could also be reduced to the current 7 to 9 member board figure. The State Parks Advisory Board consists of 7 members. Since the State Park System is increasingly concerned with the development of theme parks and interpretive centers dealing with Nevada history, the potential exists for this board to also be consolidated into a combined board dealing with State Parks, Historic Preservation and Archeology, and Historic Districts.

If the Council on the Arts retains its independent agency status, it will also retain its 9 member board.

The State Library and the State Archives do not have boards. Therefore, these two agencies could be easily combined with no concern for combining, or consolidating boards.

Combining the Historical Society, State Museum, and the Lost City Museum into a Department of Museums and History would, however, raise the problem of consolidating boards. The Historical Society has an advisory board, as does the Lost City Museum. Both boards are appointed by the Governor. The State Museum has a policy-making board to which the Governor makes appointments from a list of persons nominated by the membership of the Nevada State Museum.

The Historical Society and the Lost City Museum both have 7 member boards. The State Museum has a 9 member board. Combining these three agencies would result in a 23 member board. However, 3 members of the Lost City Museum Advisory Board are also members of the State Museum Board, so the combined board strength for a Department of Museums and History would stand at 20 members.

A combined board should be able to operate more efficiently than the previously separate boards of independent agencies. A consolidated board would be able to evaluate all of the programs which are under the department, and to effectively reduce duplication of effort which may exist between the several institutions. With multiple boards, operating independently, it is possible to continue to maintain an agency bias which could perpetuate an intra-departmental concern with previous agency prerogatives. A combined board would view the programs of the three institutions within the department as parts of the whole, and effectively achieve singleness of purpose and uniformity of policy.

Combining both agencies and boards should provide better operating efficiency, and coordination of programs, which would better serve the people of Nevada.

