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MEMORANDUM

TO: Amy Stephenson, Director, Governor's Finance Office
Wayne Thorley, Fiscal Analyst, Legislative Counsel Bureau

FROM: Megan Peterson, Deputy Superintendent, Student Investment Division

DATE: November 15, 2024

SUBJECT: Fiscal Year 2024 Annual Class Size Reduction Report pursuant to NRS 388.700(7)

Introduction

Nevada Revised Statute (NRS) 388.700 outlines requirements intended for the reduction of student-to-teacher ratios for kindergarten through third grade through the development of an annual Class Size Reduction (CSR) plan developed at the district level, and various quarterly, annual, and biennial reporting requirements; charter schools are excluded from these requirements. NRS 388.700(7) requires that an annual report be submitted by November 15 to the Budget Division of the Office of Finance and the Fiscal Analysis Division of the Legislative Counsel Bureau regarding the following data related to district class size reduction efforts:

- the number of teachers employed full-time
- the number of teachers employed to attain the class size ratios required by NRS 388.700(1)
- the number of substitute teachers filling vacancies or long-term positions
- the number of pupils enrolled
- the number of teachers assigned to teach in the same classroom with another teacher or in any other arrangement other than one teacher assigned to one classroom of pupils

There are two types of CSR plans and ratios in use for the 2023-2025 biennium: regular and alternative. School districts are required to report on a quarterly basis the average daily enrollment of pupils and the number of licensed teachers designated to teach on a full-time basis in classes where core curriculum is taught, broken down by school, grade level, and classroom configuration. Per NRS 388.700, only licensed personnel teaching core curriculum classes may be counted for the class size ratio calculation; teachers of art, music, physical education, special education, librarians, and specialists may not be included for calculation purposes.

Each school that exceeds their target pupil-teacher ratio must request a variance for the next quarter of the school year, which the Nevada State Board of Education may approve for good cause. Good cause may include, but is not limited to, facility limitations, difficulty hiring, or funding limitations. Each variance must include the justification for the variance and a plan of action specific to that school to reduce the class size ratio per NRS 387.700.

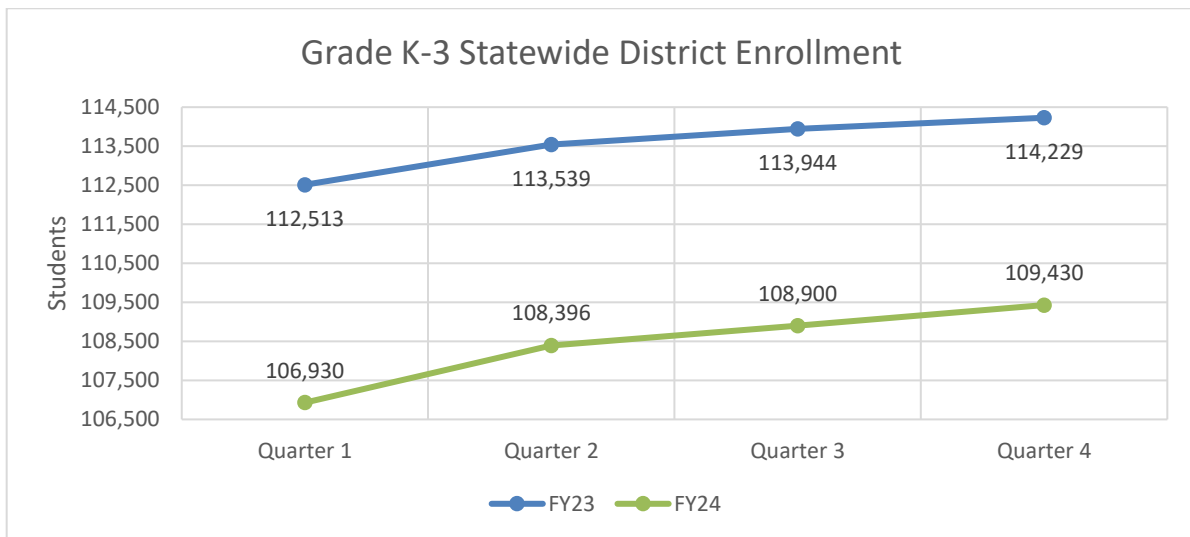
Class size ratios under the regular and alternative plan are as follows:

Regular Plan			
As prescribed in NRS 388.700(1)			
Kindergarten	First Grade	Second Grade	Third Grade
16:1	16:1	16:1	18:1
Alternative Plan			
As prescribed in NRS 388.720(2) – available for counties with populations less than 100,000 Fifth-sixth grades within elementary schools only			
Kindergarten	First-Third Grades	Fourth Grade	Fifth-Sixth Grades
16:1	22:1	25:1	25:1

The Pupil-Centered Funding Plan was implemented effective fiscal year 2022 (FY22), pursuant to Senate Bill (SB) 543 (2019) at which time funds previously identified for CSR funding were rolled into the statewide base per-pupil funding amount, providing districts flexibility for the allocation of funds to meet the needs of their students and school communities. While districts have continued to direct funding to class size reduction efforts, this has occurred with great variation across districts and braided state and federal funding sources. Because funding operations have changed, *it is no longer possible to identify the number of teachers employed specifically to attain class size ratios.*

Statewide Trends

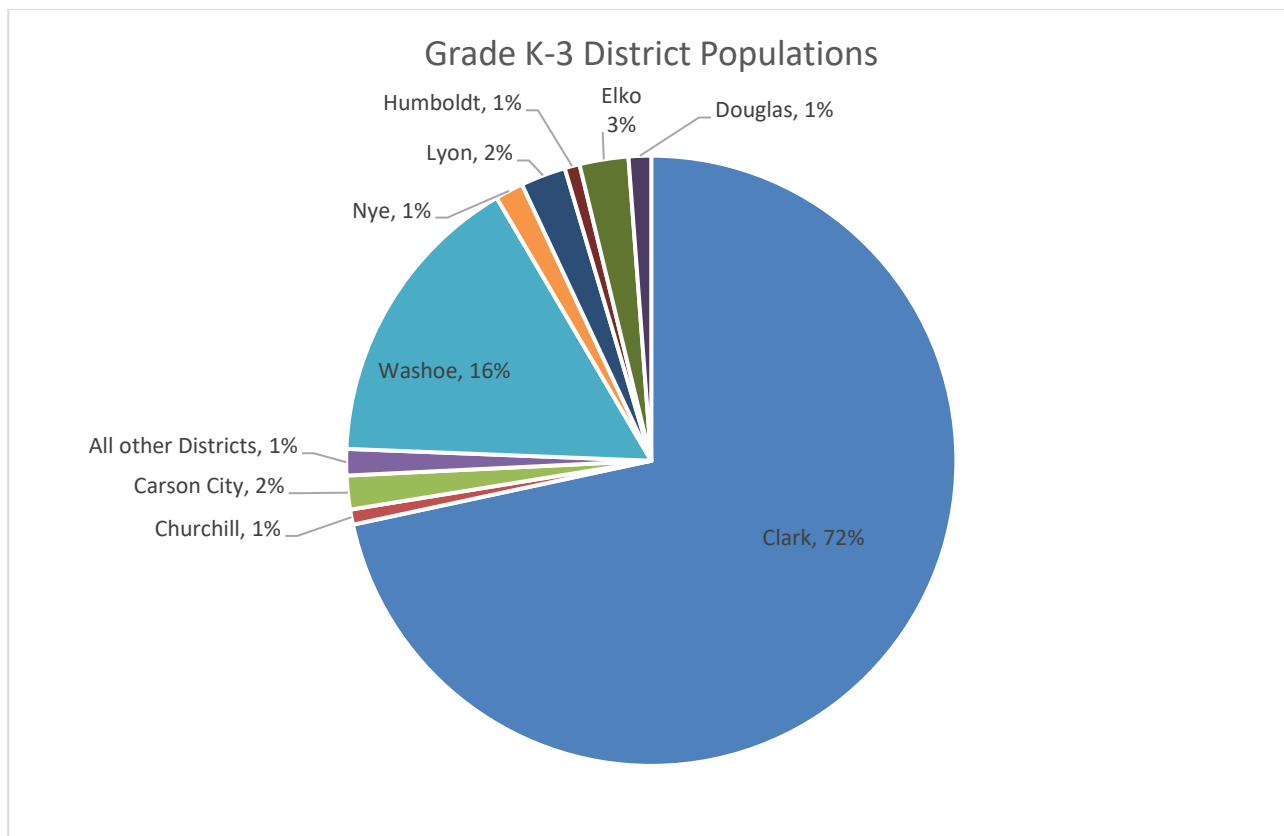
According to the FY24 average daily enrollment (ADE) reports, enrollment across all grades statewide increased from 465,652 students in quarter 1 (Q1) to 468,212 students in Q4. Approximately 28% of this enrollment is for grades kindergarten through third (K-3). Of the K-3 enrollment across the state, 83% of that enrollment is in district schools, with 17% in charter schools. However, enrollment has declined year over year in districts, declining by approximately 5,142 students from FY23 to FY24.



Districts on alternative plans also submit enrollment and educator counts for grades 4-6, however, only if those grades are within an elementary school. Because this data is not statewide, nor inclusive of all grades 4-6 within a given district, the averages are **not** meaningful reflections of ratios or the barriers to target ratios across the state. For context, 23% of statewide enrollment is for grades 4-6, approximately 107,573 students. Of the 4-6 grade enrollment across the state, district enrollment again makes up 83%, with 17% in charter schools. Of the 89,579 grade 4-6 students enrolled in districts, only 7,259 were reported for class size reduction purposes, approximately 8% of district enrollment.

It is important to note that kindergarten is the only grade that all districts share the same target ratio for at 16:1.

Approximately 88% of students in grades 1-3 are on the regular CSR plan, with targets of 16:1 and 18:1. The remaining 12% of students in grades 1-3, across 13 rural districts, are on the alternative CSR plan with targets of 22:1. The following chart illustrates the breakdown of K-3 populations across districts to contextualize the populations experiencing a given ratio:



It is further relevant to note that reporting a kindergarten ratio of 21:1 in a school does not contextualize the circumstance for the grade, school, or district. A ratio of 21:1 indicates five students over the ratio; however, it matters whether there are two kindergarten classrooms in the school (a total of ten students exceeding the ratio) or ten classrooms, leaving 50 students over the recommended ratio.

To provide additional context regarding the status of educators in relation to class size reduction, the Department developed a formula to assess the total number of students that would be without a classroom if Nevada were to limit each of its existing district classrooms to the regular plan target ratios:

$$(School\text{-}Level\ Grade\ Enrollment / Target\ Ratio = Educator\ Equivalent) (Educator\ Equivalent - Count\ of\ all\ Teachers = Quotient\ of\ Educators\ Needed) (Quotient\ of\ Educators\ Needed \times Target\ Ratio = Students\ without\ a\ Classroom)$$

The final number is calculated after removing classrooms with capacity to accept further students, as including these numbers presupposes that a student in one school over the target ratio could be moved to another school with greater capacity; however, this would mean potentially moving students into districts across the state to do so, lacking feasibility.

This analysis found that there would be approximately 20,120 students in grades K-3 – 18.5% of all district students – would be without a classroom. This does not account for K-3 students enrolled in charter schools with unknown ratios that make up an additional 17% of the Nevadan K-3 population.

While educators are not the only need represented by the count of classrooms, as many districts additionally cite facility limitations, these estimates – not accounting for the number of substitutes filling vacancies or in long-term positions – cite the need for an additional 1,219 educators at minimum to begin to address target class size ratios. 91% of all variance requests for class size reduction cite funding limitations, with 93% further citing difficulty hiring.

Teacher and enrollment counts are based on four-quarter averages of the information reported to the Department, broken out by district, grade, enrollment reported, teachers reported under CSR quarterly reporting, substitute teachers reported under CSR quarterly reporting, number of teachers in single-teacher classrooms, number of teachers in combined grade or team-teaching classrooms, and the approximate class size ratio:

Grade	K	1	2	3
Enrollment Reported	23,269	26,857	29,538	28,477
CSR Teachers Reported	1,257	1,424	1,480	1,313
Substitute Teachers Filling Vacancies	53	64	62	86
Single Teacher Classrooms	1,244	1,400	1,459	1,295
Combined Grade / Team Classrooms	7	9	11	12
Class Size Ratio	19:1	19:1	20:1	22:1

Please note that substitute teachers filling vacancies or long-term positions are highly variable and frequently moved in and out of quarterly reports. To account for the variability of substitute teachers and the three-quarter average, substitute teachers filling vacancies have been coded in quarter measures (0.25) to represent the approximate amount of time they served as the primary educator for a classroom. CSR Teachers Reported reflects the total number of teachers, inclusive of substitute teachers, for the purposes of calculating the class size ratio.

District Data

Averaged data is available for each of the seventeen districts below:

Carson City School District – Alternative Plan

Grade	K	1	2	3	4	5
Enrollment Reported	413	486	499	517	508	490
CSR Teachers Reported	24	25	26	23	24	22
Substitute Teachers Filling Vacancies	0	0	0	0	0	0
Single Teacher Classrooms	24	25	26	23	24	22
Combined Grade / Team Classrooms	0	0	0	0.30	0.33	0.38
Class Size Ratio	17:1	20:1	19:1	22:1	21:1	22:1

Churchill County School District – Alternative Plan

Grade	K	1	2	3	4	5
Enrollment Reported	221	219	246	220	220	231
CSR Teachers Reported	12	12	11	10	10	10
Substitute Teachers Filling Vacancies	0	0	0	0.25	0.75	1
Single Teacher Classrooms	12	12	11	10	10	10
Combined Grade / Team Classrooms	0	0	0	0	0	0
Class Size Ratio	18:1	18:1	22:1	22:1	22:1	23:1

Clark County School District – Regular Plan

Grade	K	1	2	3
Enrollment Reported	16,528	19,498	21,451	20,497
CSR Teachers Reported	906	1,015	1,042	933

Substitute Teachers Filling Vacancies	41	46	52	70
Single Teacher Classrooms	903	1,013	1,039	929
Combined Grade / Team Classrooms	2.65	2.33	2.91	4.04
Class Size Ratio	19:1	20:1	21:1	23:1

Douglas County School District – Alternative Plan

Grade	K	1	2	3	4	5
Enrollment Reported	277	304	350	349	383	368
CSR Teachers Reported	13	16	18	16	17	16
Substitute Teachers Filling Vacancies	0	0	0	0	0	0
Single Teacher Classrooms	13	16	18	16	17	16
Combined Grade / Team Classrooms	0	0	0	0	0	0
Class Size Ratio	22:1	20:1	19:1	22:1	23:1	22:1

Elko County School District – Alternative Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	628	676	716	716	737	782	406
CSR Teachers Reported	35	37	35	35	34	34	18
Substitute Teachers Filling Vacancies	6	10	5	6	0	3	1
Single Teacher Classrooms	35	37	35	34	33	33	17
Combined Grade / Team Classrooms	0.12	0.60	0.63	1	0.51	1	1
Class Size Ratio	18:1	18:1	19:1	20:1	22:1	22:1	19:1

Esmeralda County School District – Regular Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	4	7	10	9	5	8	6
CSR Teachers Reported	0.30	0.44	0.67	0.80	0.56	0.90	2.19
Substitute Teachers Filling Vacancies	0	0	0	0	0	0	0
Single Teacher Classrooms	0	0	0	0	0	0	0.50
Combined Grade / Team Classrooms	0.30	0.44	0.67	0.80	0.56	0.90	1.70
Class Size Ratio	11:1	13:1	13:1	10:1	10:1	11:1	4:1

Eureka County School District – Alternative Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	12	11	15	21	25	27	15
CSR Teachers Reported	1.46	1.62	2.38	1.53	2.48	2.77	1.24
Substitute Teachers Filling Vacancies	0.25	0	0	0	0	0	1
Single Teacher Classrooms	0.25	1	2	1	2	2	1
Combined Grade / Team Classrooms	1.2	0.62	0.38	0.53	0.48	0.77	0.24
Class Size Ratio	7:1	6:1	5:1	12:1	9:1	9:1	10:1

Humboldt County School District – Alternative Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	210	232	237	242	218	253	243
CSR Teachers Reported	13	13	14	12	11	11	11
Substitute Teachers Filling Vacancies	1	0	0	1	0	1	2
Single Teacher Classrooms	12	11	12	11	10	10	9
Combined Grade / Team Classrooms	0.91	2.34	1.94	1.35	0.91	1.49	2.19
Class Size Ratio	12:1	17:1	16:1	16:1	16:1	14:1	12:1

Lander County School District – Alternative Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	59	63	79	81	74	2	0.83
CSR Teachers Reported	4	4	4	4	3	0.38	0.10
Substitute Teachers Filling Vacancies	1	1	0	2	1	0	0
Single Teacher Classrooms	4	4	4	4	3	0	0
Combined Grade / Team Classrooms	0.21	0.31	0	0	0	0.38	0.10
Class Size Ratio	11:1	11:1	20:1	20:1	25:1	7:1	8:1

Lincoln County School District – Regular Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	60	56	68	67	61	53	38
CSR Teachers Reported	4	4	3	3	4	4	3
Substitute Teachers Filling Vacancies	0	0.25	0	0	0	0	0
Single Teacher Classrooms	4	4	2	2	4	3	2
Combined Grade / Team Classrooms	0	0	0.91	1.09	0	0.55	0.46
Class Size Ratio	15:1	14:1	21:1	20:1	15:1	14:1	14:1

Lyon County School District – Alternative Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	570	624	681	701	684	702	651
CSR Teachers Reported	33	32	31	32	30	31	28
Substitute Teachers Filling Vacancies	2	4	1	1	2	3	0
Single Teacher Classrooms	33	32	31	32	30	31	28
Combined Grade / Team Classrooms	0	0	0	0	0	0	0
Class Size Ratio	16:1	19:1	22:1	21:1	22:1	21:1	22:1

Mineral County School District – Alternative Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	53	50	48	35	43	41	59
CSR Teachers Reported	3	2	3	3	2	3	4
Substitute Teachers Filling Vacancies	0	0	0	0	0	0	0
Single Teacher Classrooms	3	2	2	2	2	2	3
Combined Grade / Team Classrooms	0	0.32	0.68	0.62	0.38	0.50	0.5
Class Size Ratio	17:1	21:1	18:1	15:1	18:1	16:1	17:1

Nye County School District – Alternative Plan

Grade	K	1	2	3	4	5
Enrollment Reported	358	390	424	402	395	388
CSR Teachers Reported	20	19	19	20	18	18
Substitute Teachers Filling Vacancies	0.46	1.54	1.75	2.25	1	1.25
Single Teacher Classrooms	19	18	19	19	15	17
Combined Grade / Team Classrooms	0.92	0.69	0.39	0.87	2.55	0.83
Class Size Ratio	16:1	19:1	19:1	18:1	20:1	19:1

Pershing County School District – Regular Plan

Grade	K	1	2	3	4	5
Enrollment Reported	44	40	56	54	50	55
CSR Teachers Reported	2	3	3	3	2	2
Substitute Teachers Filling Vacancies	0	0	0	0	0	0

Single Teacher Classrooms	2	3	3	3	2	2
Combined Grade / Team Classrooms	0.19	0.06	0.19	0.19	0.19	0.19
Class Size Ratio	16:1	15:1	18:1	17:1	20:1	21:1

Storey County School District – Alternative Plan

Grade	K	1	2	3	4	5
Enrollment Reported	26	26	27	24	31	34
CSR Teachers Reported	1	2	2	1	1	2
Substitute Teachers Filling Vacancies	0	0	0	0	0	0
Single Teacher Classrooms	1	1	1	1	1	1
Combined Grade / Team Classrooms	0.45	0.55	0.56	0.44	0.50	0.50
Class Size Ratio	17:1	17:1	16:1	16:1	19:1	20:1

Washoe County School District – Regular Plan

Grade	K	1	2	3
Enrollment Reported	3,719	4,073	4,553	4,466
CSR Teachers Reported	181	233	261	210
Substitute Teachers Filling Vacancies	1.5	1.5	1.5	3.75
Single Teacher Classrooms	175	218	250	204
Combined Grade / Team Classrooms	0	0	0	0
Class Size Ratio	20:1	17:1	17:1	21:1

White Pine County School District – Alternative Plan

Grade	K	1	2	3	4	5	6
Enrollment Reported	95	99	78	78	100	78	7
CSR Teachers Reported	5	5	5	5	5	5	0.5
Substitute Teachers Filling Vacancies	0.5	0	0	0	0	1	0
Single Teacher Classrooms	5	4	4	4	4	4	0.11
Combined Grade / Team Classrooms	0	0.44	0.36	0.72	0.74	0.49	0.38
Class Size Ratio	16:1	20:1	18:1	16:1	19:1	17:1	16:1

Conclusion

If you have any questions regarding this report, please contact Amelia Thibault via email at acthibault@doe.nv.gov or by phone at 775-687-2451.