

STUDY OF PUBLIC ELEMENTARY AND  
SECONDARY EDUCATION  
IN NEVADA



*Bulletin No. 89-3*

LEGISLATIVE COMMISSION  
OF THE  
LEGISLATIVE COUNSEL BUREAU  
STATE OF NEVADA

SEPTEMBER 1988



STUDY OF PUBLIC ELEMENTARY AND SECONDARY  
EDUCATION IN NEVADA

BULLETIN NO. 89-3

LEGISLATIVE COMMISSION  
OF THE  
LEGISLATIVE COUNSEL BUREAU  
STATE OF NEVADA

SEPTEMBER 1988



# TABLE OF CONTENTS

	<u>Page</u>
Senate Concurrent Resolution No. 40 (File No. 138, <u>Statutes of Nevada, 1987</u> ) .....	iii
Report Of The Legislative Commission To The Members Of The 65th Session Of The Nevada Legislature .....	v
Summary Of Recommendations .....	vii
Report To The 65th Session Of The Nevada Legislature By The Legislative Commission's Subcommittee To Study Public Elementary And Secondary Education In Nevada .....	1
I. Introduction And Overview Of Study .....	1
II. Discussion Of Issues .....	4
A. Class Size .....	5
B. Incentives For Principals And Teachers .....	8
C. Educational Accountability .....	10
III. Findings And Recommendations .....	14
A. Class Size Reduction .....	14
B. Kindergarten .....	20
C. Incentive Programs .....	20
D. School Accountability .....	24
IV. Bibliography And Footnotes .....	27
V. Credits .....	45
VI. Appendices .....	51
Appendix A "Pilot Project: C.O.S.T., Consider Optimum Student Time," by O. Gragson, 1988-1989 .....	53

Appendix B	
Flex-Scheduling At Target Schools, Two Key Elements Proposed by the Gragson Pilot Project, Clark County School District (State Department of Education's Cost Model for Pilot Project in 40 Elementary Schools).....	63
Appendix C	
Memorandum, dated June 29, 1988, to Donald O. Williams, principal research analyst, legislative counsel bureau, from Richard H. White, deputy superintendent - administrative and fiscal services, Nevada's state department of education, entitled "Estimates of Cost of Mandatory Kindergarten" .....	69
Appendix D	
"The Nevada School Improvement Project: An Overview," a report presented to the Senate Concurrent Resolution No. 40 Legislative Subcommittee on Public Elementary and Secondary Education by Nevada's Department of Education dated May 12, 1988 (Condensed from May 1987 Far West Laboratory Evaluation Report)....	73
Appendix E	
Suggested Legislation .....	85

Senate Concurrent Resolution No. 40--Senator O'Connell  
FILE NUMBER. 138..

SENATE CONCURRENT RESOLUTION--Directing the Legislative Commission to conduct  
an interim study on public elementary and secondary education in this state.

WHEREAS, Public education is a fundamental responsibility of state government; and

WHEREAS, Public education plays a crucial role in producing well-informed, educated and productive members of society; and

WHEREAS, Public education is an important factor in maintaining the excellent quality of life enjoyed by the people of this state; and

WHEREAS, Public education is critically important in the state's plan for economic diversification; now, therefore, be it

RESOLVED BY THE SENATE OF THE STATE OF NEVADA, THE ASSEMBLY CONCURRING, That the legislative commission is hereby directed to conduct an interim study on public elementary and secondary education in this state; and be it further

RESOLVED, That the study include an evaluation of:

1. The organizational structure of the system of public instruction;
  2. The duties of the county school districts;
  3. The duties and rights of the parents, pupils and teachers of those districts; and
  4. The financial effect of any changes recommended by the subcommittee appointed for this study;
- and be it further

RESOLVED, That the results of the study and any recommended legislation be reported to the 65th session of the legislature.





REPORT OF THE LEGISLATIVE COMMISSION TO THE  
MEMBERS OF THE 65TH SESSION OF THE NEVADA LEGISLATURE:

This report is submitted in compliance with Senate Concurrent Resolution No. 40 of the 64th session of the Nevada legislature which directs the legislative commission to conduct an interim study on public elementary and secondary education in Nevada. As specified in the resolution, the study was to include an evaluation of:

1. The organizational structure of the system of public instruction;
2. The duties of the county school districts;
3. The duties and rights of the parents, pupils and teachers of those districts; and
4. The financial effect of any changes recommended by the subcommittee appointed for this study.

The legislative commission appointed a subcommittee to conduct the study and make recommendations to the 65th session of the Nevada legislature.

The following legislators were members of the subcommittee:

Senator Ann O'Connell, Chairman  
Assemblyman Matthew Q. Callister, Vice Chairman  
Senator Thomas J. Hickey  
Senator Raymond D. Rawson  
Assemblyman Ernest E. Adler  
Assemblyman John B. DuBois  
Assemblyman Virgil M. Getto  
Assemblyman Kenneth L. Haller  
Assemblyman Marvin M. Sedway  
Assemblyman Terry Tebbs

Legislative counsel bureau staff services for the subcommittee were provided by Donald O. Williams of the research division (principal staff), Jan K. Needham of the legal division (legal counsel) and Lauren Arends of the research division (subcommittee secretary).

In this report, the subcommittee has attempted to present its findings and recommendations in a concise form. The report is intended as a useful guide to legislators. A great amount of data was gathered in the course of the study, and much of it was provided in exhibits that became part of the minutes of the subcommittee. The data which relate directly to the subcommittee's recommendations are

included in the report. All supporting documents and minutes are on file with the research library of the legislative counsel bureau and are readily available to any member of the legislature and the public.

This report is transmitted to the members of the 65th session of the Nevada legislature for their consideration and appropriate action.

Respectfully submitted,

Legislative Commission  
Legislative Counsel Bureau  
State of Nevada

Carson City, Nevada  
September 1988

\* \* \* \* \*

LEGISLATIVE COMMISSION

Senator Lawrence E. Jacobsen, Chairman  
Senator Sue Wagner, Vice Chairman

Senator James I. Gibson  
Senator Nicholas J. Horn  
Senator Ann O'Connell  
Senator John M. Vergiels

Assemblyman Louis W. Bergevin  
Assemblyman Joseph E. Dini, Jr.  
Assemblyman John B. DuBois  
Assemblyman Robert M. Sader  
Assemblyman James W. Schofield  
Assemblyman Danny L. Thompson

## SUMMARY OF RECOMMENDATIONS

This summary represents the subcommittee's recommendations in response to its findings. These recommendations are based upon suggestions which were presented in public hearings and written communications to the subcommittee. They reflect the experience and research of the members of the subcommittee, staff research, and the testimony of concerned citizens, parents of pupils, school administrators, teachers and representatives of various national, state and local educational agencies.

The subcommittee recommends:

### CLASS SIZE REDUCTION

1. The legislature make an appropriation for a pilot project to be implemented at the Oran Gragson Elementary School, Clark County School District, Las Vegas, Nevada, for the 1989-1990 school year. The pilot project shall be designed to reduce the pupil-teacher ratio to an average of 15:1 in mathematics and reading by staggering pupil schedules in this year-round school. The subcommittee further recommends that the state department of education be empowered to act for the state in collecting any pertinent information on the success of the program to be forwarded to the 1991 legislature for consideration of expanding the program. In addition, the department is to be required to perform the ongoing oversight of the pilot project and to report back to the next legislature.

The estimated cost of this recommendation is approximately \$300,000, based on cost factors for the 1988-1989 school year.

2. The legislature approve and fund a 40-school pilot project that would be developed in close association with the state board of education. The pilot project shall make use of flexible scheduling to reduce the pupil-teacher ratio to an average of 15:1 in mathematics and reading classes in grades 1 through 6.

The estimated cost of this recommendation is approximately \$6.2 million in the next biennium, 1989-1991. Depending on the length of the project, there may be similar costs in the 1991-1993 biennium.

3. The legislature approve and fund a statewide class size reduction program in language arts and mathematics, with an average pupil-teacher ratio in each school of 15:1 in kindergarten through 8th grade and 25:1 in 9th through 12th grade. The subcommittee further recommends that the program be phased in over an 11-year period with full implementation in the 2000-2001 school year.

The estimated cost of this recommendation in the next biennium is approximately \$5.2 million if the class size reduction in 9th through 12th grade is fully and immediately implemented while the reduction in kindergarten through 8th grade is incrementally phased in. The cost would increase progressively in each successive fiscal year through full implementation.

#### KINDERGARTEN

4. The statutes be amended to mandate that kindergarten be made available in every elementary school statewide.

The estimated cost of this recommendation for the state is approximately \$1.7 million in the next biennium. If the minimum local cost of providing classroom space is included, the approximate total cost is \$2.4 million in the biennium.

#### INCENTIVE PROGRAMS

5. The legislature establish and fund an ongoing program to provide annual awards in recognition of outstanding principals and teachers in Nevada's public elementary and secondary schools. Principals and teachers selected for the program shall be invited to attend an annual awards ceremony where they shall each receive a certificate of commendation and a \$2,000 cash award. The program shall be administered by the state department of education which shall develop and adopt the selection procedures under the provision that each school in the state shall have the opportunity to nominate at least one teacher, and each school district shall have the opportunity to nominate at least one principal for the award.

In addition, the subcommittee recommends that the schools and school districts shall receive their nominations from selection panels with at least one member from each of the following groups: administrators,

community members, parents and teachers. The nominations shall be based on exemplary evaluations and exceptional contributions to pupil learning. The award recipients are not eligible for renomination for 2 years following their selection. The awards shall not be used to offset the salaries of the selected personnel. The department may select as many as two principals and 50 teachers for the program each year. Whenever possible, elementary and secondary schools shall be represented in proportion to their numbers statewide. In designing this program, the department may incorporate provisions of the current National Teacher of the Year Program and the New Jersey Governor's Teacher Recognition Program.

The estimated cost of this recommendation is approximately \$110,000 in each of the next fiscal years.

6. The legislature establish and fund a School Improvement Grant Fund that would provide funding for each eligible public elementary and secondary school to create a school improvement council made up of the principal, teachers and parents. The state department of education shall determine a school's eligibility for the program based on an annual application for funding that includes the school's specific goals and objectives for improving school performance in such areas as pupil achievement, pupil attendance and dropout rate, and teacher attendance. The amount of the annual grant award shall be \$10 per pupil per school with a minimum of \$5,000 up to a maximum of \$25,000 per school. The department may award school improvement grants to as many as 55 schools each year with a fair and equitable distribution of grants among the various school districts and geographic regions of the state. Neither the school nor the school district may offset the current school budget with the grant funds. The expenditure of such funds at each school shall be determined exclusively by the school improvement council.

The subcommittee further recommends that the grant funds shall be used at the school building site for innovative academic programs, expanded services to students, purchase of instructional equipment, alternative education programs, community and parental involvement programs, business and education partnership programs, staff training or for any other purposes consistent with the local school improvement council's goals and objectives as stated in its application to the department.

In developing and implementing this grant program, the state department of education may incorporate its existing school improvement program and shall consider related provisions of the Massachusetts Public School Improvement Act of 1985 and the South Carolina Education Improvement Act of 1984. The subcommittee also recommends that the department shall require that each school receiving funding under this program submit a report on school performance improvements for each year it received such a grant.

The estimated cost of this recommendation is approximately \$825,000 in each of the next fiscal years.

7. The legislature provide the state department of education with the necessary funds to employ staff to carry out its responsibilities under the legislature's incentive programs for principals, teachers and school improvement.

The estimated cost of this recommendation is approximately \$76,000 in each of the next fiscal years.

#### SCHOOL ACCOUNTABILITY

8. The legislature enact legislation establishing general guidelines for state accreditation of each public school and school district in the state. The legislation shall provide that specific accreditation regulations be developed by the state board of education and that the state department of education shall implement the regulations through on-site visits to each school to ensure that the specific accreditation criteria are met. The subcommittee also recommends that the state department of education report back periodically to a permanent statutory legislative committee on education regarding the specific actions and findings on school accreditation. In addition, the subcommittee advises the legislature of the need to provide funding for adequate staff for the state department of education to perform these accreditation functions.
9. The legislature create a permanent statutory legislative committee on education with broad powers to review all matters relating to education in the state, including subpoena and investigative powers, the ability to accept gifts, grants or awards, and the ability to travel to conferences and meetings. The subcommittee further recommends that the majority and minority floor leaders

from each house of the legislature should each select two members, for a total of eight committee members, and that the chairmanship of the committee shall rotate each year with the vice chairman being a member of the opposite house.





REPORT TO THE 65TH SESSION OF THE NEVADA LEGISLATURE  
BY THE LEGISLATIVE COMMISSION'S SUBCOMMITTEE  
TO STUDY PUBLIC ELEMENTARY AND SECONDARY  
EDUCATION IN NEVADA

I. INTRODUCTION AND OVERVIEW OF STUDY

The 1987 Nevada legislature adopted Senate Concurrent Resolution No. 40 (File No. 138, Statutes of Nevada, 1987) which directs the legislative commission to conduct an interim study on public elementary and secondary education. The resolution provides that the study include an evaluation of:

1. The organizational structure of the system of public instruction;
2. The duties of the county school districts;
3. The duties and rights of the parents, pupils and teachers of those districts; and
4. The financial effect of any recommended changes.

In accordance with the provisions of S.C.R. 40, the legislative commission appointed a subcommittee composed of 10 legislators to conduct the study and make recommendations to the 65th session of the Nevada legislature which convenes in 1989.

Before beginning the public hearing segment of the study, the subcommittee requested each school district in the state to submit detailed information on the district's organizational structure and its goals, missions, objectives and philosophy. The districts were provided a copy of S.C.R. 40 and were asked to respond to questions regarding, among other things, the budget and staff of each district administrative department and an explanation of how the department functions in relation to direct classroom instruction. References to the responses from the school districts are included in this report's "Bibliography and Footnotes" (4 through 19, and 167).\*

---

\*The numbers in parentheses at the end of sentences refer to items in the "Bibliography and Footnotes" section of this report. The number refers to the publication or footnote entry. Any number(s) after a colon refers to the page number(s) of the publication. For example, the first number in the above citation (4) refers to a memorandum dated July 30, 1987, from Jim Bullock, superintendent, Esmeralda County School District, to the legislative counsel bureau.

The subcommittee held five meetings in carrying out the study. Three meetings were in Las Vegas, one in Carson City and one in Reno, Nevada.

The subcommittee convened in Las Vegas on September 17, 1987, for its first meeting. After receiving a staff presentation on recent education reports and studies at both the national and state levels, the subcommittee received testimony from various citizens and educators.

At the initial meeting, the superintendent of public instruction, state department of education, testified on the major issues confronting schools in Nevada, and his deputies reviewed federal and state education laws and the state's school finance program. (21 and 125) In addition, administrators and other representatives of the Clark County School District presented information on the district's planning activities and its educational policies.

The subcommittee's first meeting also included testimony from concerned citizens, parents of pupils in the Clark County [Nevada] School District and representatives of various organizations. Several parents told of concerns and complaints regarding their dealings with the school district. Business managers/owners and other residents of Clark County presented their opinions and recommendations for improving state and local educational policies. Some of the organizations which submitted remarks were the Nevada Association of School Boards, Nevada Association of School Librarians, Nevada Business Services (representing Youth 2000), State of Nevada Retired Teachers Association and Western Regional Resource Centers.

The second public hearing was held in Las Vegas on December 17, 1987. After viewing two video taped programs regarding major public school issues in the United States, the subcommittee heard a staff presentation concerning school district organization and size in other states. The superintendent of the Clark County School District testified regarding the critical issues and problems affecting his district. In addition, he and other representatives of the local school system discussed their district's objectives and policies. One of their concerns was the need for additional resources to address issues such as alternative ways to educate children and class size reduction in the first 3 years of school.

At the second meeting, the executive director of the Nevada Association of School Administrators discussed the functions and roles of public school administrators. (143) A political science professor from a private university in Las Vegas

described his research on Clark County School District's budget and his findings in regard to funding for noninstructional budget items versus direct instruction. (137) Additional testimony was received from two parents of pupils in the Clark County School District who told of their concerns regarding fundraising activities and revenue accountability in their children's schools.

The subcommittee decided on its major study objectives during the second meeting in Las Vegas. The members of the subcommittee unanimously agreed on the following three topics for the S.C.R. 40 study:

1. Class size reduction with additional consideration of school size and school district size;
2. School finance; and
3. Administrator and teacher incentives and roles.\*

On February 11, 1988, the subcommittee convened in Reno for its third meeting. The subcommittee's legal staff presented a legislative counsel opinion regarding the constitutionality of a voucher system for financing schools in Nevada. (25 and 27) The superintendent of schools of the Washoe County School District testified concerning class size, school size, school finance and teacher incentives. Staff from the state department of education reported on school size and the status of both the 1987 estate tax and class size legislation. (26, 28 and 155)

Also appearing at the Reno meeting was the president of the Washoe County Teachers Association who discussed the problems of class size. Additional witnesses at this meeting addressed such issues as school district size and administrator and teacher incentives. (139 and 159) They included faculty from the department of educational administration and higher education at the University of Nevada-Reno, other staff of the state department of education and the superintendents of the school districts in Elko and Lyon counties, Nevada.

The subcommittee returned to Las Vegas on March 22, 1988, for its fourth public hearing. It received recommendations

---

\*At subsequent meetings, the subcommittee decided to delete its consideration of school district size, to combine school finance with class size reduction and to add school accountability as a topic.

for school improvements which were submitted by a parents group from Boulder City, Nevada. (141) Staff representatives of the National Conference of State Legislatures (NCSL) and the National Governors' Association (NGA) presented testimony concerning class size, educational accountability, restructured schools and school finance. (146, 147, 148 and 163)

At the fourth meeting, parents and staff from the Oran K. Gragson Elementary School in Las Vegas submitted a proposed pilot project to reduce the size of mathematics and reading classes. (152) The Nevada Association of School Boards presented its position statement on class size. (144) Further testimony concerning class size was given by the president and executive director of the Nevada State Education Association (NSEA) who also discussed teacher incentives. Additional testimony on teacher incentive programs was heard from staff representatives of the Far West Laboratory for Educational Research and Development. (138, 142 and 158)

On May 12 and May 13, 1988, the subcommittee convened in Carson City for its final meeting, a 2-day work session to consider recommendations to be included in its report to the legislative commission. In addition to legislative counsel bureau staff, resource witnesses testifying at the meeting included representatives of the state department of education and the school districts in Clark and Washoe counties.

The subcommittee considered various alternative proposals and their cost estimates in the areas of (1) class size reduction and school size; (2) incentives for principals, teachers and school improvement; and (3) school accountability. It also considered possible revenue sources to fund the costs of any recommendations. The subcommittee adopted recommendations for class size reduction, mandatory availability of kindergarten, school accountability and incentive programs to encourage school improvements and reward outstanding principals and teachers.

## II. DISCUSSION OF ISSUES

The Senate Concurrent Resolution No. 40 study focused on three major issues: (1) class size; (2) incentives for principals and teachers; and (3) educational accountability. Each of these issues is discussed in the sections which follow.

## A. CLASS SIZE

The Nevada legislature has identified the reduction of class size in the public schools as an educational priority for the state. Nevada consistently ranks among the 10 states with the largest average class size or highest pupil-teacher ratio. As a matter of fact, the United States Department of Education reports that Idaho and Nevada tied for the fifth highest pupil-teacher ratio among the states in 1987--20.4:1 pupil-teacher ratio compared to the national average of 17.8:1. (129)

According to the Educational Research Service (ERS), most teachers perceive large classes as negatively influencing pupil performance as well as the job satisfaction and morale of teachers. Similarly, public opinion tends to support the perception that small classes benefit pupil achievement. (63:204)

Research findings indicate that the most promising effects of small classes on pupil learning are found in the early primary grades, kindergarten through grade 3. (63:198) In 1986, the legislative commission's subcommittee to study the methods used to finance public elementary and secondary education in Nevada recommended legislation to require that actual class sizes for grades 1 through 3 be reduced to a target size of 22 students per teacher over a 5-year period. (120:11 and 12)

Two of the measures regarding class size reduction in the 1987 Nevada legislature were Senate Bill 237 and Assembly Bill 684. The original version of Senate Bill 237 would have limited the number of pupils assigned to a teacher in public school grades one, two and three to a number not to exceed 22 pupils per teacher in a class. Because of the large estimated costs of implementing this proposal (\$81 million for new school facilities in 1987-1988 and \$15.9 million for school staffing and operations in 1989-1991 and continuing), Senate Bill 237 was amended to require that the state department of education establish a class size reduction pilot program in grades 1 through 3. (49)

In lieu of Senate Bill 237, the 1987 legislature passed Assembly Bill 684 (chapter 670, Statutes of Nevada, 1987) which declares the legislature's intent to reduce the size of each class from kindergarten through third grade to a maximum ratio of one teacher for every 22 pupils in a classroom. This measure also directs school districts to prepare and submit a report to the state department of education of a plan to achieve the desired ratio before the beginning of the school year in the year 2000. (53)

The Educational Research Service reviewed and summarized 100 class size research studies which were conducted from 1950 to 1985. Some of the major conclusions from the ERS study include:

- Existing research findings do not support the contention that smaller classes will of themselves result in greater academic achievement gains for pupils.
- There is research evidence that small classes are important to increased pupil achievement in mathematics and reading in the early primary grades.
- There is some evidence that pupils of lesser academic ability tend to achieve more in smaller classes. The evidence is mixed concerning students of average or higher academic abilities.
- Research indicates that smaller classes can positively affect the academic achievement of economically disadvantaged and ethnic minority students.
- Research indicates that few if any pupil benefits can be expected from reducing class size if teachers continue to use the same instructional methods and procedures in the smaller classes that they use in larger classes.  
(63:203 and 204)

A 1988 report by the United States Department of Education contains the observation that, "Unless the number of pupils per class is reduced substantially below 20--at least to 15 according to one celebrated research review--little improvement in student achievement may be expected." (115:1) The same report concludes that reducing average class size by even a few students is very costly and, of itself, is not likely to increase school performance. (115:37)

Researchers from Tennessee State University conducted a class size reduction experiment of first graders in the Metro Nashville School System, Nashville, Tennessee, during the 1984 to 1985 school year. The study's conclusions are as follows:

- Initial year results favor the 15:1 (pupil-teacher ratio) over the 25:1 class size for the sample of students studied--that is, first-grade, urban students, approximately half of whom were economically disadvantaged.

- The results favor 15:1 first-grade classes in pupil achievement in reading and mathematics, pupil behavior, and teacher perceptions regarding instruction and classroom activity.
- Small classes of size 15:1, as compared to classes of 25:1, can have a positive effect on the teaching/learning process in first grade for pupils similar to those in this study. (89:39)

In February of 1988, California's Senate Office of Research published a report on the issue of class size. The report includes a survey of class size reduction efforts in states which have recently considered such action. California's survey found that:

- Most of the states surveyed focused their class size reductions on the early primary grades. In general, states have favored targeting educational enrichment in the early years in order to provide a good foundation in learning skills. Except for New York, most reductions were made for all students in a specific grade rather than for selected groups of students, e.g. educationally disadvantaged students, handicapped students, limited English proficient students, and so on.
- Several states surveyed have implemented or are considering class size reductions for specific class subjects in junior high schools and high schools (grades 7 through 12). Most class size reductions focused on junior high and high school English or writing classes. However, one state targeted junior high and high school English and mathematics classes for reduction. Several of these states made reductions in teaching load either instead of or in addition to targeted class size reductions in grades 7 through 12.
- None of the states surveyed provided additional funds for new facilities in implementing class size reductions. Funding for this purpose was left to the local districts. As a result, many states were willing to utilize additional classroom aides in lieu of additional teachers and new classroom facilities. However, utilization of additional aides rather than additional teachers was never considered an optimal choice by these states.

(116:46)

## B. INCENTIVES FOR PRINCIPALS AND TEACHERS

"The problem of recruiting and retaining high-quality professionals for our schools has drawn increasing attention in the last few years." (74:9)

In designing systems to reward good teachers and school administrators, much attention has been given to the relationship between motivation and the school environment. Incentives are used to motivate educational professionals and bring about positive change in the schools. Although higher wages and special monetary rewards appear to be the most common incentives, there is a growing recognition of the importance of other incentives that improve job satisfaction.

Incentives have become a basic part of the educational reform movement in the United States during the 1980's. Many states and local school systems have implemented incentive programs for their principals and teachers, and most other jurisdictions are either adopting pilot projects or are now considering such incentives to enhance school performance.

The most popular incentive programs are those that recognize outstanding principals and teachers with monetary rewards. Some programs increase both an educator's salary and his/her professional status.

The traditional teaching career structure is flat and does not allow for advancement without moving out of the classroom. Conversely, a career ladder provides several steps in teaching careers with each step bringing a substantial pay increase beyond the traditional salary schedule. In addition, each increase on the career ladder is accompanied by increased professional responsibility and status. Teachers at the top of the ladder may also be given the opportunity to extend 10-month contracts by 1 or 2 months for extra pay. Career ladder promotion is based on evaluations of classroom performance by school administrators and/or peers.

In 1984, Tennessee, Texas and Utah created and funded state-wide career ladders. Missouri created a voluntary career ladder program in 1985. By the end of 1987, several other states had either approved pilot programs for career ladders or were considering developing state programs. Some local school districts in various states have developed career ladders through local initiatives.



Merit pay plans usually reward teachers for superior classroom performance, but some plans provide extra pay for extra duties such as bus duty, coaching or department head responsibility. Several states and localities have implemented merit pay plans for teachers.

Some examples of merit pay programs in recent years include:

- Houston, Texas' Second Mile Plan which pays bonuses to teachers in schools where students meet or exceed predicted test scores.
- Los Angeles, California, where school administrators identify 200 outstanding teachers each year and give them each a \$500 bonus.
- New Jersey's Governor's Teacher Recognition Program which recognizes outstanding teachers in an annual award ceremony with a \$1,000 award to the teacher's district to be used for an educational purpose designated by the teacher.

(124:3)

The Governor's Teacher Recognition Program in New Jersey allows each school district in the state to nominate one teacher from each school in the district for the annual award. Teachers selected for nomination must have made "exceptional contributions" in the areas of effective instruction; productive classroom climate and student rapport; and, development of students' self-worth and love of learning. New Jersey Governor Thomas H. Kean has proposed increasing the annual award from \$1,000 to \$3,000. (145)

California's "Mentor Teacher Program" was created in 1983 to encourage the retention of exemplary teachers while upgrading the skills of other teachers. Mentor teachers spend part of their time working with new and experienced teachers. State law authorizes districts to designate up to 5 percent of their certified teachers as mentors. Each mentor teacher receives a \$4,000 stipend and the local district receives an additional \$2,000 per mentor for support costs, such as training and release time. (67:11)

Funding and evaluation are the two biggest obstacles to any teacher incentive program. Incentive programs are expensive, and a long-term commitment of money is necessary. Implementing any evaluation system which is designed to determine excellence is often perceived as unfair by a large number of teachers.

During the past two decades, several studies on educational innovation and change found that the school principal was the single most important factor in implementing and maintaining educational improvement efforts. The principal's instructional leadership was credited as the major factor in increased pupil achievement levels, higher teacher morale and better overall school climate. (124:8)

In its 1986 report entitled Time For Results, the National Governors' Association recommends, among other things, rewarding principals and schools for performance and effectiveness. (76:60)

Virginia's Governor's Commission on Excellence recommended that the state, by 1990, develop plans for local school divisions to compensate principals based on leadership skills and training. The commission also recommended awarding funds to exemplary schools, to be used by the principal and faculty to improve instruction. (74:16)

Recent state initiatives to improve local school performance have included changing roles for both principals and teachers. Certain initiatives have promoted school site management and increased the authority of the principal. Others have encouraged principals to share decisions with teachers, parents and students. The common approach in these initiatives is to shift power from the state and school district levels to the school site. In return for increased control over their school, principals and teachers are being held more accountable for pupil achievement and school performance. (124:10)

### C. EDUCATIONAL ACCOUNTABILITY

Legislators throughout the country are increasingly interested in holding educators, pupils and schools accountable for educational performance. A few of the states' accountability measures include student achievement, teacher standards and school effectiveness.

The term "academic bankruptcy" is often used in discussing state intervention in local school districts. Academic bankruptcy has been used or considered in several states as an accountability tool and as a state sanction. According to the Education Commission of the States (ECS), the states of Arkansas, Georgia, Kentucky, New Jersey, South Carolina and Texas have enacted statutory academic bankruptcy provisions as of January 1988. (79)

Arkansas uses its state basic skills competency test to identify underachieving students and school districts needing state attention. The test assists the state in assessing overall performance of all schools and school districts. Districts that fail all stages of the process would lose accreditation and could be forced to consolidate. (79)

Georgia's Department of Education is developing a student evaluation system to serve as the comprehensive evaluation instrument of each public school and school system at least once every 5 years. It covers curriculum, evaluation, student count, fiscal procedures and public awareness of education programs. The Georgia program consists of several stages beginning with a first warning designating a school district as nonstandard and requiring a corrective plan to be submitted to the state agency. The state provides technical assistance if requested. The state board is authorized to file civil action in superior court to determine if any administrator or board member has delayed the implementation process. The court can appoint a trustee to carry out the court order, and school officials can be removed from office and replaced by the courts, if necessary. (79)

Kentucky makes use of its state testing program to measure student progress. Kentucky's law establishes program and service standards for school districts and minimum performance levels for students in basic skills. The state agency identifies educationally deficient school districts and provides technical assistance and other aid to help correct deficiencies. Failure to implement the educational improvement plan shall constitute grounds for removing administrators or school board members from office. (79)

New Jersey is implementing a comprehensive monitoring process for certification of each school district in the state. The state department of education's compliance unit will systematically review 10 indicators in each district: planning, school/community relations, comprehensive curriculum/instruction, student attendance, facilities, professional staff, mandated programs, achievement in state-mandated basic skills, equal educational opportunity/affirmative action and finances. A district that fails to meet state standards during regular Level I monitoring is moved into Level II. A Level II district is directed to complete a self-study of the problems preventing it from achieving state certification, and correct those problems. If a district fails to identify and correct deficiencies during Level II, it is then moved into Level III monitoring. There are several phases of Level III, and state involvement

is increased at each phase. The final step allows state officials to take complete control of a district for up to 5 years. School board members and top administrators can be dismissed. (56)

South Carolina has directed its state board of education to develop an evaluation plan for local districts using the California Test of Basic Skills to measure student progress. Other factors include the district dropout rate and the failure rate on the state high school exit examination. Program stages range from advisements and warnings to the appointment of a review committee to make recommendations for corrective action. If state recommendations are not satisfactorily implemented by the school district within 6 months after receiving them, one of the state superintendent of education's options is to recommend that the governor declare the district superintendent's office vacant with a replacement named by the superintendent until the local board can fill the vacancy. (42:39 and 40)

Texas' school reform legislation (House Bill 72, second called session, 1984) established a set of standards for school district accreditation and state monitoring. The state accreditation process mandates that districts have a plan for establishing goals and objectives for the district and a process to ensure that all statutory requirements imposed by the state are met. Other accreditation standards include, among others, achievement test scores for each school, administrator and teacher performance, fulfillment of curriculum requirements, correlation between student grades and performance on standardized tests, the effectiveness of the district's efforts to improve attendance, paperwork reduction efforts and training received by school board members. The state education agency notifies districts of deficiencies and provides them with plans for improvement and technical assistance. The program ranges from public notification of the deficiency and appointment of a monitor to help evaluate district progress in correcting deficiencies to appointment of a master to oversee district operations. If a district then fails to meet or maintain accreditation standards, the state board of education shall revoke the district's accreditation and may withhold state funds from the district. (39:353 through 356)

Some states have developed pilot projects to waive regulations for the purpose of encouraging autonomy at the school site. These pilot efforts are intended to identify and waive regulations that impede site management, give schools their fair share of funding, and promote new cooperative working relationships.

Three states--Colorado, Minnesota and Washington--have linked deregulation to opportunities for increased local autonomy as an incentive for schools willing to assume greater accountability for performance. (74:14 through 16)

Washington's Schools for the 21st Century program exempts schools from certain state regulations in return for more accountability. The pilot project also includes accountability and performance measures of administrators and teachers in exchange for greater discretion at the building level.

In some instances, states are providing discretionary funds for schools to implement improvement programs.

Indiana's A+ Program for Educational Excellence establishes a performance-based school accreditation system. Schools will be financially rewarded for improving attendance and achievement.

Massachusetts created School Improvement Councils made up of principals, teachers, parents, and students at the school building level to provide a structure for increased student achievement, teacher empowerment and parental involvement. School Improvement Funds are targeted to establish new programs, expand new services, purchase needed equipment and pay for other school initiated projects. Massachusetts also established its Rewarding Educational Achievement (REACH) program to provide financial awards to schools and school districts that demonstrate measurable improvement in meeting state educational goals. (128)

Missouri has an Incentives for School Excellence grant program, up to \$50,000 per school, that encourages exemplary and innovative programs designed to improve schools and programs.

South Carolina's Incentive Reward Program provides several million dollars to schools using criteria that include student achievement gain, improved student attendance and teacher attendance. The 1985 to 1986 rewards were based on a per pupil amount and ranged from \$3,740 to \$81,180. The rewards must be used to further student achievement gains and to improve school performance. (135:55 and 56)

Wyoming's "super schools" program provides state grants of up to \$10,000 for schools submitting plans to improve student performance and school effectiveness.

### III. FINDINGS AND RECOMMENDATIONS

The following sections of this report represent the subcommittee's recommendations pertaining to public elementary and secondary education in Nevada. The legislative proposals cover the topics of class size reduction, kindergarten, incentive programs and school accountability. Although the subcommittee received information and proposals on many different educational concerns, it decided to focus on these four subjects.

#### A. CLASS SIZE REDUCTION

As stated previously in this report, Nevada consistently has one of the highest average class sizes among the 50 states. The Nevada legislature has recognized the serious need to reduce class size in the public schools, particularly in the early elementary grades.

The 1987 legislature enacted Assembly Bill 684 and thereby declared its intent to reduce the size of each class from kindergarten through third grade to a maximum ratio of one teacher for every 22 pupils in a classroom. (53:1) During the course of the S.C.R. 40 study, the state department of education presented data which indicate that Nevada's average pupil-teacher ratio for kindergarten through grade 3 was approximately 26:1 in 1987-1988. (155)

At the subcommittee's first meeting, Nevada's superintendent of public instruction identified class size reduction in the early elementary grades as a primary concern for the state's educational system. (21:4 and 5) Clark County School District's superintendent, testifying at the second public hearing, stated that class size reduction in the first 3 years of school is essential for developing competent educational skills, and he declared that additional resources are necessary to address the class size issue.

There was considerable testimony on class size at the subcommittee's third meeting in Reno, Nevada. The superintendent of the Washoe County School District said the most effective time to limit class size is in the primary grades. He mentioned that his district staffs at a ratio of 26:1 in the early elementary grades (K-3) and 28:1 at the intermediate level (grades 4-6). In addition, he indicated that 16 is the ideal number for an elementary class but that between 18 and 20 students in a classroom would be beneficial.

The Washoe County School District's superintendent revealed that his school system's middle schools and high schools are staffed on the average of one teacher for every 25 students,

but many of the required courses such as English and basic mathematics contain 30 to 35 students. Because some secondary school teachers instruct over 150 students per day, the superintendent also emphasized the importance of class size reduction at the upper grade levels.

In further remarks, the school superintendent in Washoe County calculated his district's current year's (1987-1988) cost of reducing the pupil-teacher ratio to 22:1 in the early primary grades as \$4.2 million (125 new teachers) for the state and an additional \$9.7 million for local facility costs (117 modular classrooms). If the class size was further reduced to 19 to 1, the estimated cost would be \$6.6 million (198 new teachers) for the state and \$16 million for the local building costs (192 classrooms).

Additional testimony on class size was presented in Reno by the state department of education's deputy superintendent of instructional, research and evaluative services. She spoke of the cost of reducing class size to a maximum ratio of 22:1 for grades kindergarten through third by the 2000-2001 school year, as called for in the plans to be submitted under A.B. 684 of 1987. According to her preliminary estimates, the cost factor of teachers' salaries alone over the 11-year period would be approximately \$40 million. She indicated a full report on the state and local costs of implementing the class size reduction plans would be prepared by November 1, 1988.

In further testimony at the Reno meeting, the president of the Washoe County Teachers Association advised the subcommittee of the results of a January 1988 survey of his association's members. According to the survey, teachers listed class size and total classload during the day as their main concerns. The responding teachers also expressed an interest in trading a portion of any pending salary raise if the money would be used for class size reduction in their schools.

The issue of class size was addressed by several witnesses at the subcommittee's fourth public hearing on March 22, 1988, in Las Vegas. The leading resource witnesses were staff representatives from the National Conference of State Legislatures and the National Governors' Association.

The research associate from NGA lead the presentations with her discussion of recent class size reduction efforts in other states. She testified that the desired end result of class size reduction is improved student performance, but

she revealed that any marked increase in student achievement through reduction of class size would require a pupil-teacher ratio of 15:1.

In further remarks, the NGA researcher presented the following alternatives to reduced class size:

1. Adding instructional aides in the classroom to assist the teacher by working with small groups of students;
2. Targeting class size reductions at the primary grades in the lowest achieving schools in the state and the schools with the highest proportions of disadvantaged children;
3. Staggering schedules for basic skills, such as reading in the elementary grades;
4. Clustering students to keep the same teacher with a specific group of children in primary grades for all of their instructional time;
5. Using peer tutoring/cooperative learning where more advanced children teach children who are having difficulty in school; and
6. Training volunteers to provide teaching assistance. (147:2)

The senior education director for NCSL presented the subcommittee with information on recent research findings and state actions regarding class size. His list of research results included the following:

1. Small classes will not by themselves increase learning;
2. Small classes do increase learning in early primary grades in mathematics and reading;
3. Small classes can positively affect learning by disadvantaged and minority students; and
4. Reduced class size produces few benefits if teachers use the same teaching methods. (148)

According to the NCSL representative, Indiana's "Prime Time" program is a good example of state action to reduce class size. The State of Indiana pays the school districts to cut class size to a pupil-teacher ratio of 18:1 in kindergarten and 1st grade, and to 20:1 in 2nd and 3rd grades. For every new teacher hired to achieve the reduced ratio, the state



provides \$22,500 to the district. The total cost to the state in the 1987-1988 fiscal year was \$66.5 million of the total education appropriation of \$1.65 billion. (148)

Also testifying at the fourth meeting were representatives of the Nevada Association of School Boards (NASB) and the Nevada State Education Association.

The executive director of NASB told the subcommittee that his association supports class size reduction efforts instituted by a fully funded program which will provide staff and facilities necessary over a short period of time, such as an implementation schedule of 5 years for grades 1 through 3. (144:2 and 3) The president and executive director of NSEA expressed their support for reducing class size to 22:1 but acknowledged that a further reduction to 18:1 would be even more beneficial.

Additional testimony on class size was obtained from the principal and certain staff and parents of Oran K. Gragson Elementary School in Las Vegas, Nevada, who also appeared at the subcommittee's fourth hearing. They presented a proposed pilot project to decrease class size to approximately 15 students per teacher for mathematics and reading instruction by increasing the teacher's instructional day. The proposal would stagger pupil schedules in their year-round school. (152:1)

In commenting on the advantages of this approach to class size reduction, one of the teachers at the Gragson school stressed the importance of tutoring students in mathematics and reading. She said that special attention is needed in these essential areas because each student learns at a different rate. The district president of the Parent Teachers Association testified in support of the specific proposal and year-round schools in general.

The principal of Oran K. Gragson Elementary School outlined the proposed pilot program for the subcommittee, and he emphasized that his proposal is much more economical than the traditional method of reducing class size. He stated that while six additional teachers would be required for his school in the pilot project, 10 additional teachers would be necessary to reduce class size from 30:1 to 22:1 under the usual method. In addition, the pilot project could be implemented with almost no additional costs for classroom space, but the traditional method of reducing class size would require several additional classrooms.

Appendix A of this report contains a detailed description of the Oran K. Gragson Elementary School's proposed pilot project.

The Oran Gragson proposal was discussed further at the subcommittee's work session in Carson City. After receiving more detailed information from the Clark County School District, the subcommittee decided to recommend state funding to implement the pilot project.

The subcommittee, therefore, recommends:

The legislature make an appropriation for a pilot project to be implemented at the Oran Gragson Elementary School, Clark County School District, Las Vegas, Nevada, for the 1989-1990 school year. The pilot project shall be designed to reduce the pupil-teacher ratio to an average of 15:1 in mathematics and reading by staggering pupil schedules in this year-round school. The subcommittee further recommends that the state department of education be empowered to act for the state in collecting any pertinent information on the success of the program to be forwarded to the 1991 legislature for consideration of expanding the program. In addition, the department is to be required to perform the ongoing oversight of the pilot project and to report back to the next legislature.

The estimated cost of this recommendation is approximately \$300,000, based on cost factors for the 1988-1989 school year.

During the subcommittee's investigation of the class size issue, there was frequent mention of the need to develop statewide pilot projects to assist in determining the direction of future state policy on class size in Nevada. At the request of the subcommittee, the state department of education studied pilot projects under various class size reduction plans. It considered plans affecting, among other things, different grades (kindergarten through grade 6), class sizes (22:1, 19:1 and 15:1 pupil-teacher ratios), pupil schedules (flexible versus normal), school years (year-round versus regular), teacher contracts (extended day versus regular day) and class subjects (reading and mathematics). The department's staff reviewed the costs and designs of these projects in a presentation at the subcommittee's work session. (Appendix B is the state department of education's cost model for implementing a class size reduction project using flex-scheduling in 40 targeted elementary schools.)

After considering the state department of education's pilot project proposals, the subcommittee agreed to support a 40-school class size reduction project involving schools in

Clark and Washoe counties and at least some of the rural counties. In commenting on the proposal, the members emphasized that the state department of education should have the flexibility to develop the project to fit the individual plans at each school. There were also remarks indicating that the project should include disadvantaged students and both 9-month and year-round schools.

The subcommittee, therefore, recommends:

The legislature approve and fund a 40-school pilot project that would be developed in close association with the state board of education. The pilot project shall make use of flexible scheduling to reduce the pupil-teacher ratio to an average of 15:1 in mathematics and reading classes in grades 1 through 6.

The estimated cost of this recommendation is approximately \$6.2 million in the next biennium, 1989-1991. Depending on the length of the project, there may be similar costs in the 1991-1993 biennium.

Based on the testimony received during its public hearings, the subcommittee recognizes the serious need for Nevada to implement a statewide plan for reducing class size. It finds that the most cost-effective means to achieve such a reduction is through targeting the critical subject areas of mathematics and reading. Furthermore, the subcommittee's review of the current research and expert testimony establishes the conclusion that only a class size reduction down to an average 15:1 pupil-teacher ratio will make a significant difference in pupil achievement in the elementary school grades. In addition, the subcommittee supports extending class size reduction efforts throughout all grades, including high school English and mathematics. The subcommittee does not, however, recommend any change in the current state policy which requires the local school districts to fund all capital construction and facility costs.

The subcommittee, therefore, recommends:

The legislature approve and fund a statewide class size reduction program in language arts and mathematics, with an average pupil-teacher ratio in each school of 15:1 in kindergarten through 8th grade and 25:1 in 9th through 12th grade. The subcommittee further recommends that the program be phased in over an 11-year period with full implementation in the 2000-2001 school year.

The estimated cost of this recommendation in the next biennium is approximately \$5.2 million if the class size reduction in 9th through 12th grade is fully and immediately implemented while the reduction in kindergarten through 8th grade is incrementally phased in. The cost would increase progressively in each successive fiscal year through full implementation.

#### B. KINDERGARTEN

Although kindergartens are included in regular school district budgets in Nevada, the state does not mandate kindergarten in its compulsory attendance law. In addition, kindergarten is not available in every elementary school in the state.

The legislative commission's 1984 study of education recommended the statutes be amended to require kindergarten instruction be available to every age-eligible child. (119:19) Proposed legislation to that effect was introduced in the 1985 legislature, but it failed to pass. A similar measure died in the 1987 legislature.

During the course of the S.C.R. 40 study, concerns arose relating to schools in various areas of the state where kindergarten classes are not presently offered. The staff of the state department of education testified that 14 such schools now exist in the state.

The subcommittee recognizes the need to make kindergarten available to all eligible children, and therefore, recommends:

The statutes be amended to mandate that kindergarten be made available in every elementary school statewide.

The estimated cost of this recommendation for the state is approximately \$1.7 million in the next biennium. If the minimum local cost of providing classroom space is included, the approximate total cost is \$2.4 million in the biennium.

(See Appendix C for the state department of education's estimated costs of providing both mandatory kindergarten and kindergarten at each available site.)

#### C. INCENTIVE PROGRAMS

Early in its investigation, the subcommittee determined that one of its major concerns should be incentives for public school administrators and teachers. As the interim study

progressed, it became obvious that such incentives are directly related to school improvement at the individual school site.

Every meeting of the subcommittee included significant testimony in support of providing incentives that motivate good principals and teachers to remain in public schools and achieve better results. Research and testimony emphasized the important role of the principal in leading the school and promoting increased pupil and teacher performance. In addition, the subcommittee received information from several sources pointing out the need to enhance the professional status of teachers by providing increased pay and more decisionmaking authority over curriculum, pupils, staffing, and other matters in their schools. During the public hearings, several witnesses proposed that the subcommittee endorse the concept of rewarding outstanding principals and teachers with merit pay or performance bonuses. At the fourth meeting (Las Vegas), researchers from the Far West Laboratory for Educational Research and Development presented details of the various types of administrator and teacher incentive programs which have been implemented in states and school districts throughout the United States--merit pay, performance bonuses, career ladders, and teacher mentors.

At its work session, the subcommittee considered various types of incentive programs under its possible legislative proposals. The preferred option is modeled in part after New Jersey's "Governor's Teacher Recognition Program" which rewards exceptional teachers in an annual awards ceremony. (145) Nevada's superintendent of public instruction testified in support of a state program that would provide cash awards to outstanding principals and teachers in an annual ceremony.

The subcommittee concurs and, therefore, recommends:

The legislature establish and fund an ongoing program to provide annual awards in recognition of outstanding principals and teachers in Nevada's public elementary and secondary schools. Principals and teachers selected for the program shall be invited to attend an annual awards ceremony where they shall each receive a certificate of commendation and a \$2,000 cash award. The program shall be administered by the state department of education which shall develop and adopt the selection procedures under the provision that each school in the state shall have the opportunity to nominate at least one teacher, and each school district shall have the opportunity to nominate at least one principal for the award.

In addition, the subcommittee recommends that the schools and school districts shall receive their nominations from selection panels with at least one member from each of the following groups: administrators, community members, parents and teachers. The nominations shall be based on exemplary evaluations and exceptional contributions to pupil learning. The award recipients are not eligible for renomination for 2 years following their selection. The awards shall not be used to offset the salaries of the selected personnel. The department may select as many as two principals and 50 teachers for the program each year. Whenever possible, elementary and secondary schools shall be represented in proportion to their numbers statewide. In designing this program, the department may incorporate provisions of the current National Teacher of the Year Program and the New Jersey Governor's Teacher Recognition Program.

The estimated cost of this recommendation is approximately \$110,000 in each of the next fiscal years.

Discussing the changes necessary to improve Nevada's school system, the state superintendent of public instruction told the subcommittee that the focus of educational reform must be on the individual school building, principal, teacher and student. (21:3) He asked the legislators to evaluate the school improvement project initiated by the state board of education at the building level in 35 of Nevada's 300 schools as of 1987. The personnel at these schools have made the commitment to improve student academic performance, communications with parents and instructional methods. (See Appendix D for a description of the Nevada School Improvement Project.)

Much of the testimony from parents at the subcommittee's hearings suggested improving communication between parents and school officials and increasing parental involvement in school operations. Throughout the study, there was frequent reference made of the need to encourage local schools to initiate school improvements from the building level up. Educators, researchers, parents and concerned citizens presented recommendations for improving public education, and many of these proposals are consistent with other states' programs that provide financial incentives for school improvement efforts.

At its work session, the subcommittee considered Nevada's current school improvement project and similar school improvement incentives enacted by the state legislatures in Massachusetts and South Carolina. The subcommittee endorses

a state policy of providing financial incentives to encourage local school improvement efforts at the building level.

The subcommittee, therefore, recommends:

The legislature establish and fund a School Improvement Grant Fund that would provide funding for each eligible public elementary and secondary school to create a school improvement council made up of the principal, teachers and parents. The state department of education shall determine a school's eligibility for the program based on an annual application for funding that includes the school's specific goals and objectives for improving school performance in such areas as pupil achievement, pupil attendance and dropout rate, and teacher attendance. The amount of the annual grant award shall be \$10 per pupil per school with a minimum of \$5,000 up to a maximum of \$25,000 per school. The department may award school improvement grants to as many as 55 schools each year with a fair and equitable distribution of grants among the various school districts and geographic regions of the state. Neither the school nor the school district may offset the current school budget with the grant funds. The expenditure of such funds at each school shall be determined exclusively by the school improvement council.

The subcommittee further recommends that the grant funds shall be used at the school building site for innovative academic programs, expanded services to students, purchase of instructional equipment, alternative education programs, community and parental involvement programs, business and education partnership programs, staff training or for any other purposes consistent with the local school improvement council's goals and objectives as stated in its application to the department.

In developing and implementing this grant program, the state department of education may incorporate its existing school improvement program and shall consider related provisions of the Massachusetts Public School Improvement Act of 1985 and the South Carolina Education Improvement Act of 1984. The subcommittee also recommends that the department shall require that each school receiving funding under this program submit a report on school performance improvements for each year it received such a grant.

The estimated cost of this recommendation is approximately \$825,000 in each of the next fiscal years.

Furthermore, the subcommittee recognizes that the state department of education will need additional staff persons to implement the proposed incentive programs.

The subcommittee, therefore, recommends:

The legislature provide the state department of education with the necessary funds to employ staff to carry out its responsibilities under the legislature's incentive programs for principals, teachers and school improvement.

The estimated cost of this recommendation is approximately \$76,000 in each of the next fiscal years.

#### D. SCHOOL ACCOUNTABILITY

From the S.C.R. 40 study's inception, certain members of the subcommittee maintained the position that increased state funding for the public schools should be conditioned on the schools being held accountable for their results. By the end of the study, a majority of the subcommittee had adopted this point of view.

The staff representative from the NGA advised the subcommittee that assessing performance, creating consequences and establishing goals is the manner in which the state can ensure that the children in the public schools are provided an adequate education. She explained that the role of the state can be to create consequences both for schools showing gains in student performance, as well as those that are academically deficient. In her presentation, she mentioned that several states have developed severe sanctions for academically deficient schools. The most extreme sanctions she identified were state takeover of deficient schools, school consolidation and removal of the local school board and/or superintendent. (147) Various state sanctions are discussed in detail in the "Discussion of Issues" section of this report.

Further testimony on school accountability was presented by the NCSL education director who remarked that most legislatures have determined it is necessary to hold school districts accountable for student improvement. In relating accountability to class size reduction, he commented that setting an objective of lowering class size will help if schools are also required to be held accountable for improvement in areas such as lowering dropout rates and increasing parental involvement. (148)



The subcommittee's work session included consideration of achieving a greater degree of accountability by establishing state accreditation standards for each public school and school district in Nevada. There was discussion of the accreditation standards adopted by Texas, among several other states, as part of its school reform legislation. (39:353 through 356)

In additional testimony on school accreditation, the staff of the state department of education advised there are 51 schools in Nevada that are currently participating in a voluntary program with the Northwest Association of Schools and Colleges, the regional education accrediting agency. It was explained that teams review the schools and perform an accreditation visit against a series of standards that are both qualitative and quantitative. The standards are regional and Nevada's schools are judged in comparison to the other states in the region. Accreditation may be withdrawn if standards are not consistently met.

Recognizing the need to establish mandatory accountability standards to ensure adequate school performance, the subcommittee recommends:

The legislature enact legislation establishing general guidelines for state accreditation of each public school and school district in the state. The legislation shall provide that specific accreditation regulations be developed by the state board of education and that the state department of education shall implement the regulations through on-site visits to each school to ensure that the specific accreditation criteria are met. The subcommittee also recommends that the state department of education report back periodically to a permanent statutory legislative committee on education regarding the specific actions and findings on school accreditation. In addition, the subcommittee advises the legislature of the need to provide funding for adequate staff for the state department of education to perform these accreditation functions.

During its final deliberations, the subcommittee discussed the need for a permanent standing legislative committee on education to ensure accountability of public schools and to oversee all education matters in Nevada. Most of the members expressed strong support for establishing such a committee, and some commented that it is long overdue.

The subcommittee, therefore, recommends:

The legislature create a permanent statutory legislative committee on education with broad powers to review all matters relating to education in the state, including subpoena and investigative powers, the ability to accept gifts, grants or awards, and the ability to travel to conferences and meetings. The subcommittee further recommends that the majority and minority floor leaders from each house of the legislature should each select two members, for a total of eight committee members, and that the chairmanship of the committee shall rotate each year with the vice chairman being a member of the opposite house.

#### IV. BIBLIOGRAPHY AND FOOTNOTES

##### CORRESPONDENCE

1. Memorandum dated September 23, 1986, titled "Alternative Schools in Columbus, Ohio," from Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada.
2. Letter dated May 11, 1987, from Eugene T. Paslov, Superintendent of Public Instruction, Department of Education, to The Honorable William R. O'Donnell, Member, Senate Human Resources and Facilities Committee, relating to "Alternative Class Size Project."
3. Memorandum with enclosures, to Interested Parties, dated July 23, 1987, titled "Commission on the Conditions of Teaching Report, Commission on REACH and School Improvement Councils Report," by Representative Nicholas A. Paleologos and Senator Richard A. Kraus, Massachusetts Joint Committee on Education, Boston, Massachusetts.
4. Memorandum dated July 30, 1987, from Jim Bullock, Superintendent, Esmeralda County School District, Goldfield, Nevada, to Legislative Counsel Bureau, Carson City, Nevada, regarding administration of school district.
5. Letter dated July 30, 1987, from Neldon L. Mathews, Superintendent, Lincoln County School District, Panaca, Nevada, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
6. Letter dated August 10, 1987, from Vera Metler, Administrative Assistant, Nye County School District, Tonopah, Nevada, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
7. Letter dated August 21, 1987, from Elmo L. Dericco, Superintendent, Churchill County School District, Fallon, Nevada, to Mr. Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.

8. Letter dated August 24, 1987, from Kenneth H. Lords, Superintendent, Humboldt County School District, Winnemucca, Nevada, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
9. Letter dated August 24, 1987, from Al Ramirez, Ed.D., Superintendent, Storey County School District, Virginia City, Nevada, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
10. Letter dated August 25, 1987, from Charles H. Knight, Superintendent, Elko County School District, Elko, Nevada, to Mr. Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
11. Letter dated August 25, 1987, from Leon Hensley, Superintendent, Lander County School District, Battle Mountain, Nevada, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
12. Letter dated August 25, 1987, from Barton W. Welsh, Superintendent, Lyon County School District, Yerington, Nevada, to Mr. Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
13. Letter dated August 27, 1987, from Robert Scott, Superintendent, Carson City School District, Carson City, Nevada, to Mr. Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
14. Letter dated August 27, 1987, from Robert E. Wentz, Superintendent, Clark County School District, Las Vegas, Nevada, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.

15. Letter dated August 31, 1987, from John F. Havertape, Ed.D., Superintendent, White Pine County School District, Ely, Nevada, to Mr. Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
16. Letter dated September 1, 1987, from F. Gregory Betts, Superintendent, Douglas County School District, Minden, Nevada, to Mr. Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
17. Letter dated September 1, 1987, from Selway Mulkey, Superintendent, Eureka County School District, Eureka, Nevada, to Senator O'Connell and S.C.R. 40 Legislative Subcommittee, Carson City, Nevada, regarding school district administration and organizational structure.
18. Letter dated September 2, 1987, from Arlo K. Funk, Superintendent, Mineral County School District, Hawthorne, Nevada, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
19. Letter dated September 11, 1987, from James P. Kiley, Superintendent, Pershing County School District, Lovelock, Nevada, to Mr. Donald O. Williams, Legislative Counsel Bureau, Carson City, Nevada, regarding school district administration and organizational structure.
20. Letter, with enclosures, dated September 23, 1987, from Carolyn Edwards, Administrative Assistant to Robert E. Wentz, Superintendent, Clark County School District, Las Vegas, Nevada, pertaining to the school district's policies regarding parent/public concerns and student fundraising activities.
21. Letter dated September 30, 1987, from Eugene T. Paslov, Superintendent of Public Instruction, Department of Education, to The Honorable Ann O'Connell, Las Vegas, Nevada, enclosing a copy of his remarks from the September 17, 1987, meeting of the S.C.R. 40 subcommittee in Las Vegas, Nevada.

22. Memorandum dated October 4, 1987, from Marcia R. Reardon, Deputy Superintendent for Instructional, Research and Evaluative Services, Department of Education, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, enclosing information on the "Northern Nevada Writing Project."
23. Letter, with enclosures, dated October 26, 1987, from Carolyn Edwards, Administrative Assistant to Robert E. Wentz, Superintendent, Clark County School District, pertaining to the school district's policies concerning child abuse/neglect and school attendance zone exemptions.
24. Memorandum dated November 16, 1987, from Educational Subcommittee, to Executive Board of Youth 2000, regarding proposals of the Executive Committee of Youth 2000 related to establishment of goals to foster direction of needed educational programs in Las Vegas, Nevada.
25. Letter dated February 2, 1988, from Royle Melton, Deputy Legislative Counsel, Legislative Counsel Bureau, to Assemblyman Marvin M. Sedway, relating to whether a voucher system may be used for elementary and secondary school education in Nevada, and if a policy of open enrollment may be permitted under the laws of the State of Nevada.
26. Memorandum dated February 8, 1988, from Mary Peterson, Office of the Superintendent, Nevada's State Department of Education, to Eugene T. Paslov, Superintendent of Public Instruction, Department of Education, regarding the "Relationship Between School Size and Student Performance."
27. Letter dated February 9, 1988, from Jan K. Needham, Principal Deputy Legislative Counsel, Legislative Counsel Bureau, to Assemblyman Marvin M. Sedway, regarding whether legislation is required to adopt a voucher system for elementary and secondary education in Nevada.
28. Memorandum dated February 11, 1988, from Eugene T. Paslov, Superintendent of Public Instruction, State Department of Education, to Members, S.C.R. 40 Subcommittee, explaining the "Fund For The Education Of Pupils" (S.B. 23).

29. Letter dated February 23, 1988, from Marcia R. Reardon, Deputy Superintendent for Instructional, Research and Evaluative Services, Nevada's State Department of Education, to Donald O. Williams, Principal Research Analyst, Legislative Counsel Bureau, Carson City, Nevada, enclosing The Forgotten Half: Non-College Youth In America, by The William T. Grant Foundation Commission on Work, Family and Citizenship, January 1988.
30. Memorandum dated May 6, 1988, from Barbara Belak, President, Clark County Classroom Teachers Association, to Legislators Serving on the Interim Committee for Education, relating to "Project C.O.S.T."
31. Letter dated May 11, 1988, from Barbara Belak, President, Clark County Classroom Teachers Association, to Ms. Jan Biggerstaff, Board of School Trustees, Clark County School District, Las Vegas, Nevada, regarding Project C.O.S.T.

#### LEGISLATION AND RECORDS OF LEGISLATIVE PROCEEDINGS

32. Acts, 1985--Chapter 188, State of Massachusetts, relating to the improvement of public schools of the commonwealth.
33. Article 11 of the Nevada Constitution, "Education."
34. Chapter 332 of Nevada Revised Statutes, "Purchasing: Local Governments."
35. Chapter 354 of Nevada Revised Statutes, "Local Financial Administration."
36. Chapter 385 of Nevada Revised Statutes, "State Administrative Organization."
37. Chapter 389 of Nevada Revised Statutes, "Courses of Study."
38. Chapter 394 of Nevada Revised Statutes, "Private Educational Institutions And Establishments."
39. House Bill 72 And Subsequent Educational Legislation: Comprehensive References And Explanations, Texas Education Agency, Austin, Texas, 1985.

40. Minnesota Statutes 123.3515, enacted in 1987, regarding the state's "School District Enrollment Options Program."
41. Nevada Administrative Code, Chapter 389, "Courses Of Study."
42. The Education Improvement Act of 1984, State of South Carolina, The School Council Assistance Project, College of Education, University of South Carolina, Columbia, South Carolina, February 1985.
43. Title 34 of Nevada Revised Statutes, "Education."
44. Senate Bill 5 (Chapter 21, Statutes of Nevada, 1987), which imposes a tax on the transfer of estates of decedents.
45. Senate Bill 23 (Chapter 786, Statutes of Nevada, 1987), revising provisions governing collection and distribution of tax on transfer of estates of decedents.
46. Senate Bill 89 (Chapter 516, Statutes of Nevada, 1987), relating to eligibility criteria for teachers to participate in writing improvement programs.
47. Senate Bill 165 (Chapter 743, Statutes of Nevada, 1987), which is a study on occupational education.
48. Senate Bill 166 (Chapter 284, Statutes of Nevada, 1987), relating to grades at which proficiency examinations are given in Nevada.
49. Senate Bill 237 (Nevada legislature, 64th session, 1987), which required the state department of education to establish a program to study the ratio of pupils to teachers for certain grades in public schools.
50. Senate Bill No. 5479 (Chapter 525, Laws of Washington, 1987), relating to improvement of the educational system.
51. Senate Concurrent Resolution No. 3 (File No. 136, Statutes of Nevada, 1987), a study of the provisions and funding of special education for handicapped minors and payment of costs of education of children in certain medical facilities.
52. Assembly Bill 1 (Chapter 32, Statutes of Nevada, 1956), relating to changes in the structure of the Nevada school system.



53. Assembly Bill 684 (Chapter 670, Statutes of Nevada, 1987) declaring the intent of the legislature to reduce the class size for all classes in public schools for grades kindergarten through third to no more than 22 students.
54. Assembly Bill 849 (Chapter 581, Statutes of Nevada, 1987), authorizing appropriation from estate tax account to Nevada's state department of education.
55. Assembly Bill 892 (Chapter 780, Statutes of Nevada, 1987) which provides state support for elementary and secondary education, including special education.
56. Assembly Bill 4643 (Chapter 398, Laws of New Jersey 1987, approved on January 13, 1988)--New Jersey's "School Intervention Law."
57. Assembly Bill 4644 (Chapter 399, Laws of New Jersey 1987), approved on January 13, 1988), concerning the governance of state-operated school districts.

#### OTHER SOURCES

58. A Nation Prepared: Teachers for the 21st Century, The Report of the Task Force on Teaching as a Profession, Carnegie Forum on Education and the Economy, May, 1986.
59. "A Proposal to Evaluate Progress Toward Achieving the Goals of Section 99 of the Tennessee 1984 Comprehensive Education Reform Act," Final Report, 1987 (submitted to NCSL 1986 Cost Sharing Awards by Bert C. Bach, Vice-Chancellor for Academic Affairs, the Tennessee State Board of Regents).
60. "Accountability And Governance In Education: Principles For State Legislatures," draft report of the NCSL Task Force on Education, Senator Curtis Peterson, Chairman, and Carl Frantz, Staff Chair, Denver, Colorado, 1988.
61. All One System: Demographics of Education--Kindergarten Through Graduate School, by Harold L. Hodgkinson, Institute for Educational Leadership, 1985.
62. An Imperiled Generation--Saving Urban Schools, The Carnegie Foundation For The Advancement Of Teaching, Princeton, New Jersey, 1988.

63. Class Size Research--A Related Cluster Analysis for Decision Making, by Glen E. Robinson and James H. Wittebols, Research Brief, Educational Research Service, Inc., 1986.
64. "Educational Reforms' Success Depends on Accountability," address by Dr. M. Donald Thomas to legislators attending Southern Regional Education Board's (SREB) 1987 Legislative Work Conference, SREB, Atlanta, Georgia, 1987..
65. Firing Line, "A Firing Line Debate 'Resolved: We Should Move Toward Privatization, Including The Schools'," Transcript of the Firing Line Program Taped at the University of California at Davis on April 10, 1986, and Telecast Later by PBS, Southern Educational Communications Association, 1986.
66. "Governing The New York City Schools: Roles and Relationships in the Decentralized System--A Report Of The Board Of Trustees Of The Public Education Association," by Nancy M. Lederman, Jeanne S. Frankl and Judith Baum, Public Education Association, New York City, New York, February 25, 1987.
67. "More Pay for Teachers and Administrators Who Do More: Incentive Pay Programs, 1987," Southern Regional Education Board--Career Ladder Clearinghouse, Southern Regional Education Board, Atlanta, Georgia, December 1987.
68. "Nationally Normed Elementary Achievement Testing in America's Schools: How All 50 States Are Above the National Average," by Friends for Education, Daniels, West Virginia, December 1987.
69. Profiling American Education, The Nation's Report Card, National Assessment of Educational Progress (NAEP) at Educational Testing Service, 1987.
70. Realities: Educational Reform in a Learning Society, A Statement by the American Library Association Task Force on Excellence in Education.
71. Redesigning America's Schools: The Public Speaks, Report of a Survey by Louis Harris and Associates for the Carnegie Forum on Education and the Economy, Carnegie Forum, Hyattsville, Maryland, 1986.

72. Speaking of Leadership, by Bill Clinton, Governor of Arkansas, 1986-1987 Chairman, Education Commission of the States, Denver, Colorado, July, 1987.
73. "Summary of Cost of Education: An Investment in America's Future," Glen E. Robinson and Nancy J. Protheroe, Educational Research Service, Arlington, Virginia, 1987.
74. The Governors' 1991 Report On Education - Results In Education: 1987, National Governors' Association, Washington, D.C., 1987.
75. "The Principal and Secondary School Improvement," by Bruce Barnett, Reviews in Leadership, Far West Laboratory For Educational Research And Development, San Francisco, California, Summer 1987.
76. Time for Results: The Governors' 1991 Report on Education, National Governors' Association, Center for Policy Research and Analysis, Washington, D.C., August, 1986.

#### PERIODICALS

77. "A Fresh Option for the Non-College-Bound," by Chester E. Finn, Jr., Phi Delta Kappan, November 1986, pages 234 to 238.
78. "Academic Bankruptcy--November 1985," Clearinghouse Notes, Education Commission of the States.
79. "Academic Bankruptcy--An Accountability Tool?" by Chris Pipho, Director, Education Commission of the States, Information Clearinghouse, in "Forum," Education Week, February 17, 1988.
80. "America's Test Mania," by Edward B. Fiske in the "Education Life" section of The New York Times, April 10, 1988, pages 16 to 20.
81. "Angry Chicagoans Push for Changes in Schools," by Neil R. Peirce, National Journal, February 13, 1988, page 410.
82. "Barriers in the Path of the Non-College-Bound," by Anne C. Lewis, Phi Delta Kappan, February 1988, pages 396 to 397.

83. "Blowing away the blob--The facts debunk a persistent myth about school management," by Anne Bridgman, The Executive Educator, September 1987.
84. "Choice in Public Education," Capital Ideas, National Governors' Association, August 1, 1987.
85. "Critical Thinking & Educational Reform," a conference announcement for a conference at Sonoma State University, Rohnert Park, California, on August 7 to August 10, 1988, as advertised in The Chronicle of Higher Education, February 24, 1988.
86. "Designing State Assessment Systems," by Michael Cohen in Phi Delta Kappan, April 1988, pages 583 to 588.
87. "E.D. Will Prepare 'Consumer Guide' on Standardized Tests," Education Week, February 17, 1988.
88. "Education vouchers program makes sense," by William Raspberry, Reno Gazette-Journal, August 14, 1987.
89. "Effects of Class Size on First-Grade Students," by Edward H. Whittington, Helen Pate Bain and Charles M. Achilles, ERS Spectrum, Volume III, Number 4 (Fall 1985), pages 33 to 39.
90. "Effects of Time-of-Day of Instruction on Beginning Reading Achievement," by Zephaniah T. Davis, Journal of Educational Research, January/February 1987.
91. "Excellence and the Transition from School to Work," by Stephen F. Hamilton, Phi Delta Kappan, pages 239 to 242.
92. "Expanding The Teacher's Role: Hammond's School Improvement Process," by Jill Casner-Lotto, Phi Delta Kappan, January 1988, pages 349 to 353.
93. "Expenditure and Size Efficiencies of Public School Districts," by Herbert J. Walberg and William J. Fowler, Jr., Educational Researcher, October 1987, pages 5 to 13.
94. "Governors to school boards: 'We'll regulate less if you'll do more'," by Ellen Ficklen, The American School Board Journal, November 1986, pages 31 to 32.
95. "Nevada Student Assessment," by Myrna Matranga and Daniel Zalles, Nevada Briefs, Far West Laboratory for Educational Research and Development, San Francisco, California, Spring 1987.

96. "Normed Tests Skewed To Find Most Pupils 'Above Average,' a Disputed Study Finds," Education Week, December 9, 1987.
97. "Organizational Scale and School Success," Educational Evaluation and Policy Analysis, Vol. I No. 1, 1979, James W. Guthrie, University of California, Berkeley.
98. "Proposal Offers More Choices For Parents," Intercom, A Publication for Employees of the Columbus Public Schools, Columbus, Ohio, September 1986, Special Edition.
99. "Questions About Normed Tests Spur Meeting," Education Week, February 10, 1988.
100. "Review & Outlook--A Six-Syllable Word," The Wall Street Journal, September 17, 1987.
101. "Review & Outlook--Alternative Education," The Wall Street Journal, September 4, 1987.
102. "School Boards: The Forgotten Players on The Education Team," by Jacqueline P. Danzberger and others, Phi Delta Kappan, September 1987, pages 53 to 59.
103. "Serious about keeping good teachers?--Help them reclaim lost teaching time," by Jean Bettis Graham, The American School Board Journal.
104. "State Boards in an Era of Reform," by Michael Cohen, Phi Delta Kappan, September 1987, pages 60 to 64.
105. "State Legislative Report--State Education Reforms And Emerging Issues: What Legislatures Did in 1986 and Where They Are Going in 1987," by Peggy M. Siegel, Former Education Program Manager, National Conference of State Legislatures, State Issues Series, Vol. 12, No. 6, June 1987.
106. "Teachers In Charge: Empowering the Professionals," by Joan L. Sickler, Phi Delta Kappan, January 1988, pages 354 to 356, 375 to 376.
107. "Teaching Critical Thinking: Eight Easy Ways to Fail Before You Begin," by Robert J. Sternberg, in Phi Delta Kappan, February 1987, pages 456 to 459.

108. "Teaching for Thinking: Louis E. Rath's Revisited," by Selma Wassermann, in Phi Delta Kappan, February 1987, pages 460 to 466.
109. "The Forgotten Half: Non-College-Bound Youth In America," by The William T. Grant Foundation Commission on Work, Family and Citizenship, Phi Delta Kappan, February 1988, pages 409 to 414.
110. "The Search for Instructional Leadership: Routines and Subtleties in the Principal's Role," by David C. Dwyer, Educational Leadership, February 1984, pages 32 to 37.
111. "The Sky's the Limit--Dade Ventures Self-Governance," Education Week, December 2, 1987.
112. "Wis. Governor Seeks Pilot Voucher-Style Plan", Education Week, February 3, 1988.
113. "Xerox executive pushes education reforms," by William Raspberry, Reno Gazette-Journal, November 27, 1987.

PUBLICATIONS OF THE GOVERNMENT  
AND STATE UNIVERSITIES

114. 1982 Census of Governments--Volume I--Government Organization, United States Department of Commerce, Bureau of the Census, August 1983.
115. Class Size and Public Policy: Politics and Panaceas, by Tommy M. Tomlinson, Programs for the Improvement of Practice, United States Department of Education, March 1988.
116. "Class Size: When Less Can Be More," Issue Brief, Senate Office of Research, California Legislature, February 1988.
117. Digest of Education Statistics 1987, United States Department of Education's National Center for Education Statistics, Washington, D.C., May 1987.
118. Handbook, Department of Educational Administration and Higher Education, College of Education, University of Nevada-Reno, November 1986.
119. Legislative Commission, Study of Education in Nevada, Legislative Counsel Bureau Bulletin No. 85-9, August 1984.

120. Legislative Commission, Study of Financing of Public Schools, Legislative Counsel Bureau Bulletin No. 87-7, August 1986.
121. "Media Standards For Nevada Schools 1986," by the Nevada Department of Education, 1986 (selected pages).
122. Nevada Education in 1987--A Status Report, State Department of Education, October 1987.
123. Nevada Employers And Vocational Education--Final Report, by Dr. Margaret Franklin, Senior Research Consultant, Research and Educational Planning Center, College of Education, University of Nevada-Reno, 1986.
124. Nevada Legislative Counsel Bureau. "Incentive Programs And Changing Roles For Administrators And Teachers In Public Elementary and Secondary Schools," by Donald O. Williams, Principal Research Analyst. Background Paper No. 88-1. Carson City, Nevada: Research Division, Legislative Counsel Bureau, 1988.
125. "Nevada Plan--Overview Of State Aid To Public Schools In Nevada," Nevada Department of Education, September 17, 1987.
126. "Project TACL: A Team Approach To Community Literacy--Literacy Needs Assessment," June 1987 report prepared for the Nevada Literacy Coalition by Donald R. Bear, Ph.D., and his associates at the Center for Learning and Literacy, College of Education, University of Nevada-Reno.
127. "Paperwork: Texas Teachers' Views," by Frank W. Lutz and James S. Maddirala, Center for Policy Studies and Research in Elementary and Secondary Education, East Texas State University, Commerce, Texas, 1987.
128. "Report Of The Special Commission On REACH--Rewarding Educational Achievement--And School Improvement Councils," Representative Nicholas A. Paleologos, House Chairman, and Senator Richard A. Kraus, Senate Chairman, State House, Boston, Massachusetts, August 24, 1987.
129. "State Education Statistics--Student Performance, Resource Inputs, State Reforms And Population Characteristics, 1982 and 1987," Office of Planning, Budget and Evaluation, U.S. Department of Education, February 1988.

130. "State of Nevada Department of Education Annual Report of The Deputy Superintendent," State Department of Education, June 30, 1956.
131. Study Manual For Nevada School Law, "Course of Study" Section, pages 24 to 26, Nevada State Department of Education, August 1987.
132. The Condition of Education--1985 Edition, Statistical Report, National Center for Education Statistics, United States Department of Education, Edited by Valena White Plisko and Joyce D. Stern, pages 253 to 262.
133. "The Nevada Proficiency Examination Program--Results Of The 1986/1987 Examinations," by George Barnes, Ph.D., Planning, Research and Evaluation Branch, State Department of Education, October 1987.
134. "The Relationship Of School District Size And Cost Factors To Achievement Of Fourth And Eighth Grade Students," by Neil G. Amos and Lamar Moody, Bureau of Educational Research, Mississippi State University, 1981.
135. "What is the Penny Buying for South Carolina?", South Carolina Department of Education, Division of Public Accountability, Columbia, South Carolina, December 1, 1986.

#### UNPUBLISHED MATERIALS

136. "A Cost Analysis Of Year-Round Education In The Oxnard School District," Norman R. Brekke, District Superintendent, Oxnard [California] School District, January 1985.
137. "Abstract--Resource Allocation In Public Education: A Thirty Five Year Historical Study of Public School Budgets In Clark County Nevada," by William A. Fisher, Ed.D., University of Nevada-Las Vegas, Las Vegas, Nevada, 1986.
138. Amsler, Mary. "Testimony of Mary Amsler, Senior Research Analyst and Project Director of the Education Policy Unit, Far West Laboratory for Educational Research and Development, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," March 22, 1988.



139. "An Analysis of Documents Reporting on the Relationship Between School District Size and Student Achievement", by Mary Ann Kidder, Graduate Student, Department of Educational Administration, University of Nevada-Reno, November 16, 1987.
140. "At-Risk School Indicators," presented by the Nevada Department of Education, May 12, 1988.
141. Boulder City Parent Advisory Resource Committee (PARC). "Testimony of Charlene Bemford, Elizabeth Pohe and Wanda Rosenbaum, representing PARC, Las Vegas, Nevada, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," March 22, 1988.
142. Chow, Stanley H.L. "Testimony of Stanley H.L. Chow, Program Director, Far West Laboratory for Educational Research and Development, San Francisco, California, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," March 22, 1988.
143. Connor, Gerald. "Testimony of Gerald Connor, Executive Director, Nevada Association of School Administrators, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," December 17, 1987.
144. Etchemendy, Henry. "Testimony of Henry Etchemendy, Executive Director, Nevada Association of School Boards, Reno, Nevada, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," March 22, 1988.
145. "Governor's Teacher Recognition Program," New Jersey State Department of Education, 1987-1988.
146. "How Has School Revenue Changed During the Recent Reform Period?", by Steven D. Gold, Director of Fiscal Studies, National Conference of State Legislatures, Denver, Colorado, March 1988.

147. McDonald, Jean. "Testimony of Jean McDonald, Research Associate for Human Resources, Restructured School Project, National Governors' Association, Washington, D.C., before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," March 22, 1988.
148. Myers, John. "Testimony of John Myers, Senior Program Director, Education, National Conference of State Legislatures, Denver, Colorado, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," March 22, 1988.
149. "News," Illinois State Board of Education, Walter W. Naumer, Jr., Chairman and Ted Sanders, State Superintendent of Education, 1986.
150. "Non-Traditional Fund Raising for Public Schools," by Patricia A. Haller, Ed.D., Principal, Carson City High School, Carson City, Nevada, 1986.
151. "Nurturing Nevada's Gifted Children," by John Barker, Ed.D., AT Coordinator/Teacher, Lyon County [Nevada] School District, and Janice Florey, Ed.D., AT Teacher, Douglas County [Nevada] School District, March 1988.
152. "Pilot Project: C.O.S.T.--Consider Optimum Student Time," Fenton L. Tobler, Principal, Oran Gragson Elementary School, Las Vegas, Nevada, March 1, 1988.
153. "Proposed Budget--Fiscal Year 1989," Illinois State Board of Education, February 1988.
154. "Project C.O.S.T.--Initial Analysis by Business Division," presented by Michael R. Alastuey, Associate Superintendent of Business, Clark County School District, Las Vegas, Nevada, 1988.
155. Reardon, Marcia R. "Testimony of Marcia R. Reardon, Deputy Superintendent of Instructional, Research and Evaluative Services, State Department of Education, Carson City, Nevada, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," February 11, 1988.

156. "Reduction Of Class Size In Secondary English And Math Classes To 25:1," by the Nevada Department of Education, May 12, 1988.
157. "Reduction Of School Size," presented by the Nevada State Department of Education, May 12, 1988.
158. Shulman, Judith. "Testimony of Judith Shulman, Project Director of the Teacher Education Unit, Far West Laboratory for Educational Research and Development, San Francisco, California, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987), March 22, 1988.
159. Simpson, Carolyn. "Testimony of Carolyn Simpson, Consultant for School Accreditation and School Improvement, Nevada Department of Education, Carson City, Nevada, before the Legislative Commission's Subcommittee to Study Public Elementary and Secondary Education in Nevada (Senate Concurrent Resolution No. 40, File No. 138, Statutes of Nevada, 1987)," February 11, 1988.
160. "Student Testing: A Nevada Perspective--An Overview," by State Department of Education, May 12, 1988.
161. "Success Is Spelled ESP" (Extended School Program), Videotape explaining system in the Murphysborough City School District (Tennessee).
162. "The Cost Of Class Size Reduction In The First, Second And Third Grades Of Nevada Public Schools," State Department of Education, March 1987.
163. The Legislature's Role in Restructuring Schools," by John L. Myers, Senior Program Director, and Mark Weston, Senior Project Manager, National Conference of State Legislatures, Denver, Colorado, March 1988.
164. "The Needs Of Gifted Children," by Janice Florey, Ed.D., AT Teacher, Douglas County [Nevada] School District, March 1988.
165. "The Nevada Proficiency Examination Program--Results Of The 1986/1987 Examinations," by George Barnes, Ph.D., State Department of Education, October 1987.

166. "The Nevada School Improvement Project: An Overview,"  
by the State Department of Education, May 12, 1988.
167. "Washoe County School District Report to S.C.R. 40  
Subcommittee," September 1987.

## V. CREDITS

The following is a listing of the names of persons who appeared before the subcommittee:

Michael R. Alastuey  
Associate Superintendent of Business and Finance  
Clark County School District  
Las Vegas, Nevada

Mary Amsler  
Senior Research Analyst and Project Director  
Education Policy Unit  
Far West Laboratory For Educational Research And Development  
San Francisco, California

Joanne Arnold  
Parent  
Las Vegas, Nevada

Dr. Roger A. Arnold  
Associate Professor of Economics  
University of Nevada, Las Vegas  
Las Vegas, Nevada

Charlene Bemford  
Boulder City Parent Advisory Resource Committee  
Boulder City, Nevada

Jan Biggerstaff  
Member  
Board of School Trustees  
Clark County School District  
Las Vegas, Nevada

Roger M. Bryan  
Principal  
Marion B. Earl Elementary School  
Las Vegas, Nevada

Donald D. Burger  
School Planner  
Facilities Transportation Division  
Clark County School District  
Las Vegas, Nevada

Stanley H. L. Chow  
Program Director  
Far West Laboratory For Educational Research and Development  
San Francisco, California

Jessica Coates  
Teacher  
Oran Gragson Elementary School  
Las Vegas, Nevada

Gerald Connor  
Executive Director  
Nevada Association of School Administrators  
Las Vegas, Nevada

Dr. Kevin Crowe  
Director  
Planning, Research and Evaluation Branch  
State Department of Education  
Carson City, Nevada

Sue DeSart  
Principal Auditor  
State Department of Education  
Carson City, Nevada

Robert Dickinson  
Citizen  
Las Vegas, Nevada

Carolyn Edwards  
Administrative Assistant, Superintendent's Office  
Clark County School District  
Las Vegas, Nevada

Linda Ekins  
Parent  
Las Vegas, Nevada

Henry Etchemendy  
Executive Director  
Nevada Association of School Boards  
Reno, Nevada

Dr. William A. Fisher  
Librarian, Professor of Political Science  
National University  
Las Vegas, Nevada

Dr. George Foldesy  
Executive Board Member of Project LEAD  
and  
Chairman  
Department of Educational Administration and Higher Education  
University of Nevada, Reno  
Reno, Nevada

Christine Gilbert  
Parent  
Las Vegas, Nevada

Chris Giunchigliani  
President  
Nevada State Education Association (NSEA)  
Carson City, Nevada

Lee D. Gordon  
Chairman  
Nevada Association of School Librarians  
Las Vegas, Nevada

David Hicks  
Executive Director  
Nevada Business Services  
Las Vegas, Nevada

Pam Kaiser  
Parent  
Las Vegas, Nevada

Mary Ann Kidder  
Graduate Assistant  
Department of Educational Administration  
and Higher Education  
University of Nevada, Reno  
Reno, Nevada

Lynn Kiehlbaugh  
Teacher  
Oran Gragson Elementary School  
Las Vegas, Nevada

Charles H. Knight  
Superintendent  
Elko County School District  
Elko, Nevada

Mark Lang  
Director of Research and Development  
Clark County School District  
Las Vegas, Nevada

Lucille Lusk  
Member  
Board of School Trustees  
Clark County School District  
Las Vegas, Nevada

Dr. Robert S. McCord  
Director  
Grants Administration and Government Relations  
Clark County School District  
Las Vegas, Nevada

Charles H. McCrea  
Citizen  
Las Vegas, Nevada

Jean G. McDonald, Ph.D.  
Research Associate  
National Governors' Association (NGA)  
Washington, D.C.

Myrna Matranga  
Associate Professor  
Educational Administration and Higher Education  
University of Nevada, Reno  
Reno, Nevada

Daniel Miles  
Senate Fiscal Analyst  
Legislative Counsel Bureau  
Carson City, Nevada

Rick Millsap  
President  
Washoe County Teachers Association  
Reno, Nevada

Dr. Marvin Moss  
Superintendent  
Washoe County School District  
Reno, Nevada

John Myers  
Senior Program Director  
Education Program  
National Conference of State Legislatures (NCSL)  
Denver, Colorado

Dr. and Mrs. Michael O'Hanlan  
Parents  
Las Vegas, Nevada

Eugene T. Paslov  
Superintendent of Public Instruction  
State Department of Education  
Carson City, Nevada



Elizabeth Pohe  
Boulder City Parent Advisory Resource Committee  
Boulder City, Nevada

Dr. James Pughsley  
Associate Superintendent of Elementary Education  
Clark County School District  
Las Vegas, Nevada

Marcia R. Reardon  
Deputy Superintendent of Instructional,  
Research and Evaluative Services  
State Department of Education  
Carson City, Nevada

Melinda Rogers  
Parent  
Las Vegas, Nevada

Billy Rogerson  
Western Regional Resource Centers  
Las Vegas, Nevada

Wanda Rosenbaum  
Boulder City Parent Advisory Resource Committee  
Boulder City, Nevada

Laura Rouw  
Parent  
Las Vegas, Nevada

Gerald Sandstrom  
Parent  
Las Vegas, Nevada

Judith Shulman  
Project Director  
Teacher Education Unit  
Far West Laboratory For Educational Research And Development  
San Francisco, California

Carolyn Simpson  
Consultant  
School Accreditation and School Improvement  
State Department of Education  
Carson City, Nevada

Toni Smith  
District PTA President  
Las Vegas, Nevada

Woodrow Smith, Jr.  
McDonald's Franchise  
Las Vegas, Nevada

Mark Stevens  
Assembly Fiscal Analyst  
Legislative Counsel Bureau  
Carson City, Nevada

Mr. and Mrs. Howard Strauss  
Citizens  
Las Vegas, Nevada

Jackie Taylor  
Parent  
Las Vegas, Nevada

Fenton L. Tobler  
Principal  
Oran Gragson Elementary School  
Las Vegas, Nevada

R. Dick Vander Woude  
Executive Director  
Nevada State Education Association (NSEA)  
Carson City, Nevada

Gayle Wells  
Nevada Business Services  
Las Vegas, Nevada

Dr. Barton Welsh  
Superintendent  
Lyon County School District  
Yerington, Nevada

Dr. Robert E. Wentz  
Superintendent  
Clark County School District  
Las Vegas, Nevada

Richard White  
Deputy Superintendent  
Administrative and Fiscal Services  
State Department of Education  
Carson City, Nevada

## VI. APPENDICES

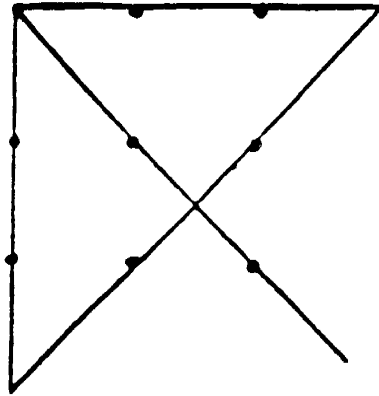
	<u>Page</u>
Appendix A - "Pilot Project: C.O.S.T., Consider Optimum Student Time," by O. Gragson, 1988-1989 .....	53
Appendix B - Flex-Scheduling At Target Schools, Two Key Elements Proposed by the Gragson Pilot Project, Clark County School District (State Department of Education's Cost Model for Pilot Project in 40 Elementary Schools).....	63
Appendix C - Memorandum, dated June 29, 1988, to Donald O. Williams, principal research analyst, legislative counsel bureau, from Richard H. White, deputy superintendent - administrative and fiscal services, Nevada's state department of education, entitled "Estimates of Cost of Mandatory Kindergarten" .....	69
Appendix D - "The Nevada School Improvement Project: An Overview," a Report Presented to the Senate Concurrent Resolution No. 40 Legislative Subcommittee on Public Elementary and Secondary Education by Nevada's Department of Education dated May 12, 1988 (Condensed from May 1987 Far West Laboratory Evaluation Report) ...	73
Appendix E - Suggested Legislation.....	85



APPENDIX A

"Pilot Project: C.O.S.T., Consider Optimum  
Student Time," by O. Gragson, 1988-1989





PILOT PROJECT:

**C.O.S.T.**

CONSIDER  
OPTIMUM  
STUDENT  
TIME

O.GRAGSON  
1988-89





PILOT PROJECT: C.O.S.T.

Consider Optimum Student Time

PURPOSE: A REALISTIC PLAN to ECONOMICALLY  
DECREASE CLASS SIZE and  
INCREASE QUALITY INSTRUCTIONAL OPPORTUNITIES for teachers  
and students by  
INCREASING the teacher's INSTRUCTIONAL DAY.

LOCATION: Oran Gragson Elementary School  
Proposed date: 1988-1989

I am firmly confident that year-round scheduling provides the most economical vehicle to facilitate a significantly higher quality of instruction. Utilizing the year-round schedule classroom teacher-pupil ratio for the skill subject areas can be cut in half. In schools now operating year-round there would need to be implemented extended contracts for all homeroom teachers. These teachers would work an eight hour day rather than the present seven. All subsequent schools placed on a year-round schedule would place all teachers on extended contracts and eight hour days. This arrangement will work utilizing either the 45/15 or the 60/15 schedule.

Each school would schedule their students as illustrated by page 3.

Each teacher's day begins at 7:30 a.m. and ends at 3:30 p.m. This provides an opportunity to schedule one-half of a teacher's students from 8:00 a.m. to 9:00 a.m. for reading instruction. The remaining half of the class would enter the classroom at 9:00 a.m. Total class instruction continues throughout the day except when specialists are scheduled to take the students and provide the classroom teacher with preparation time. Instead of sending all the students to the specialist the teacher sends one-half of the class retaining the other half who will receive math instruction, see page 4. The preparation time is deferred until the fifteen day break. The specialists work with the students for forty minutes. An exchange is made at the end of the forty minute period. The group that stayed with the classroom teacher now goes to the specialist and the group taught by the specialist returns to the classroom to receive math instruction. This has provided all of the children in the classroom with a small group session for math each day. At 2:00 p.m. the students who started their day at 8:00 a.m. have completed their school day. This leaves the group who started at 9:00 a.m. to spend the last hour of the day in small group reading instruction. They will end their day at 3:00 p.m.

The teacher has now increased her instructional day by one hour and forty minutes, all of which is devoted to small group involvement, see page 5.

Please note that when the students go on vacation at the end of the forty-five day period the teacher remains at the school for nine and one-half days. During this time he/she will utilize the deferred preparation time. This provides, I feel, a much more valuable opportunity to implement preparation time. See page 6. This page illustrates the nine-and-one-half days teachers remain at school. You will also note that the teachers would receive five and one-half days earned leave. This leave is earned for teaching an additional hour each day for forty-five days.

The opportunity to utilize the larger blocks of time for preparation time and have the flexibility to schedule intersession and/or cooperative assistance activities is truly exciting.

The most exciting thing of all is the fact that children are the beneficiaries of a school program that more adequately addresses their needs and provides them with a much smaller group wherein skill subject instruction can take place.

Fenton L. Tobler, Principal  
Oran K. Gragson Year-Round Elementary School  
March 1, 1988

799-7330

PROPOSED STUDENT HOURS:

First group would begin class at 8:00 A.M.

This group would consist of half the total class students.  
Reading class would be conducted from 8 to 9.

Students in this group would be DISMISSED at 2:00 P.M.

The second group of students would begin class at 9:00 A.M.

This half of the class would have reading from 2 to 3.

Students in this group would be DISMISSED at 3:00 P.M.

SMALLER CLASS SIZES would again be accomplished for MATH INSTRUCTION using instructional time provided by the specialists. Half the class would be sent to the specialist while the remaining students studied MATH. At the end of the appointed time the groups would switch.

This would fit into the specialist's schedule because two teachers in the same grade level would share two specialist periods each day.

# Primary Grade

## COMPARING EXISTING SCHEDULE WITH PROPOSED CLASSTIME SCHEDULE

### OLD SCHEDULE

<u>Time</u>	<u>Subject</u>	<u>Minutes</u>	
8:50-9:00	Opening		
9:00-10:30	Reading	90	60
10:30-10:45	Storytime		
10:45-11:25	Specialist	40	40
11:25-12:00	Language Arts	50	70
12:00-12:30	Lunch		
12:30- 1:45	Math/Computer	75	80
1:45- 2:00	Recess	15	10
2:00- 2:20	Social Studies	35	40
2:20- 2:45	Science	25	30
2:45- 2:50	Clean-up & Dismissal		

### NEW SCHEDULE

<u>Subject</u>	<u>Time</u>
Reading	8:00-9:00
Opening	9:00-9:10
Language	9:10-10:20
Recess	10:20-10:30
Specialist	10:30-11:10
Math blue group	
Math	11:15-11:55
Specialist blue group	
Lunch	12:00-12:30
Math	12:30- 1:00
Social Studies	1:00- 1:30
Science	1:30- 2:00
Reading	2:00- 3:00

The students no longer need to spend 30 minutes occupied with seatwork waiting for the teacher to finish working with the other reading groups. This time can be allocated to the other subject areas, in this case, mainly Language Arts. This allows more time for composition skills.

PROPOSED TEACHER HOURS:

In each 9 week (or 45 day) session, the teacher will put in  
75 EXTRA HOURS OF INSTRUCTIONAL TIME.

Begin work at 7:30 A.M.

Class begins at 8:00. Class DISMISSED at 3:00 P.M.

Teacher's 8 hour work day ends at 3:30 P.M.

EXTRA HOURS WORKED

$$\begin{array}{r} 1 \text{ hour per day} \\ \times 5 \text{ days per week} \\ \hline 5 \\ \times 9 \text{ weeks per session} \\ \hline 45 \text{ hours} \end{array}$$

This would give the teacher five and one-half days of earned leave or time out.

DEFERRED PREP TIME

Math class taught during normal prep time.

$$\begin{array}{r} 40 \text{ minutes per day} \\ \times 5 \text{ days per week} \\ \hline 200 \text{ min. per week} \\ - 60 \text{ min./hr.} \\ \hline 3 \text{ hrs. } 20 \text{ min. per week} \\ \times 9 \text{ weeks per session} \\ \hline 30 \text{ hours} \end{array}$$

This accumulated prep time would be reclaimed during normal school hours while that teacher's quad is out.

SEE NEXT PAGE FOR TEACHER ACTIVITIES DURING THESE SCHOOL HOURS.

## EDUCATIONAL BONUSES OF DEFERRED PREP TIME

1. To assist other teachers in session with children who need extra help.
  - A. Small group work in specific areas of study
  - B. Small group enrichment studies
2. Parent Conferences
  - A. Save four half days of instruction lost to District set aside time for conferences in November
  - B. More flexibility to accommodate parent schedules
3. Have Quad-Out children with special needs return to school for individual tutoring and/or small group instruction
4. Special Projects
  - A. Computer Club
  - B. Drill Team
  - C. Recorder Club
5. Pull children in for testing and assessment
6. Prepare for next 45 days
  - A. Research new materials and methods
  - B. Planning and organization
  - C. Gather and prepare materials
7. Visit computer center to examine and develop programs to integrate into curriculum
8. Develop computer camp for quad out
9. Inservice training
10. Attend conventions and conferences - local and out of district
  - A. NO SUBSTITUTE PAY necessary
  - B. Less substitute time in the classroom
11. Teacher peer training with in sample class lessons
12. PTA project work
  - A. Academic Fair/Science Olympics
  - B. Special Days
  - C. Year Book
  - D. Pictures
13. Develop and coordinate curriculum, resources and ideas with others in other grade levels
14. Visit curriculum center and review latest programs and materials for use in classroom
15. Participate in district program promoting observation of exemplary schools and master teachers in the area
  - A. NO SUBSTITUTE PAY necessary
  - B. Less substitute time in the classroom

## APPENDIX B

Flex-Scheduling At Target Schools,  
Two Key Elements Proposed by the  
Gragson Pilot Project,  
Clark County School District  
(State Department of Education's  
Cost Model for Pilot Project  
in 40 Elementary Schools)





## FLEX-SCHEDULING AT TARGET SCHOOLS

Suggested by Gragson Pilot Project  
Clark County School District

The proposed Gragson pilot program contains two key elements:

1. FLEX-SCHEDULING - half of each class attends school from 8am to 12pm; the others from 9am to 3pm. This creates a half-size class during the first and last hour, when READING is taught. In addition, by deferring time allocated for preparation, two periods daily are used to work with half-size classes on MATH. Each teacher currently has a preparation period of 50 minutes per day, made possible by sending the class to a teaching specialist (e.g., music, art, physical education). In this model, the teacher defers this prep period four days each week. Instead of the specialist working with one full class each period, half of two classes are pulled out in each of two periods.

2. YEAR ROUND SCHOOL WITH EXTENDED TEACHING CONTRACTS - at Gragson, the students attend school on a year-round schedule, with 45 days in session, then 15 days off (in addition to regular holidays) for four quarters. In other year-round schools in Nevada, the teachers work a regular contract (182-186 days), and have generally the same 45-15 schedule as their students. At Gragson, however, teachers work an extended year contract (about 217 days), and substitutes fill in for about 20 more for a total of 237 days.

### THE COST MODEL:

To estimate costs of a pilot project with flex-scheduling, a sample was drawn of the 40 elementary schools with the highest student:teacher ratios in grades 1-3 for the 1987-88 school year. (See Attachment E.) The costs for flex scheduling would include:

1. 300 extra teaching hours per classroom per year - one hour extra per day for 180 days, plus 200 minutes each week of deferred preparation time. (See estimates on Attachment A.)
2. Transportation costs - depending on the percentage of students who are bussed, some additional costs would be incurred in adjusting the bus schedules to accommodate two starting and ending times. (Transportation cost estimates are not included in Attachment A.)
3. Indirect costs - The attached cost estimates do not include costs attributable to support services which would be required in direct proportion to increases in direct personnel costs, transportation costs, and facility usage. These services would include administrative and clerical support, building maintenance and repair, etc.

If, in addition to the flex-scheduling, the school implemented extended contracts for a year-round calendar, approximately one-third more students could be served in the same school facilities. However, this would also require an increase in personnel costs of the same amount.

## ESTIMATED COSTS OF FLEX-SCHEDULING IN 40 ELEMENTARY SCHOOLS

CLARK CO.	FIRST	SECOND	THIRD	FOURTH	FIFTH	SIXTH	TOTAL
RATIO	29.0	29.3	30.1	28.9	28.4	30.9	29.2
STUDENTS	2959	2902	2649	2545	2527	741	14323
TEACHERS	102	99	88	88	89	24	490
300 HRS.	36600	29700	26400	26400	26700	7200	147000
HOURLY COST							
\$21.40	\$634,840	\$635,300	\$564,960	\$564,960	\$571,300	\$134,080	\$3,145,000
BENEFITS (27.5%)	\$180,001	\$174,785	\$155,364	\$155,364	\$157,130	\$42,372	\$865,095
TOTAL/YR	\$834,921	\$810,365	\$720,324	\$720,324	\$728,510	\$196,452	\$4,010,095

(sample=25 schools with highest ratios)

AVG. COST PER CLASSROOM:

\$8,184

RURAL AREAS	FIRST	SECOND	THIRD	FOURTH	FIFTH	SIXTH	TOTAL
RATIO	26.8	29.6	30.2	30.3	30.2	28.5	29.1
STUDENTS	455	415	392	363	332	285	2242
TEACHERS	17	14	13	12	11	10	77
300 HRS.	5100	4200	3900	3600	3300	3000	23100
HOURLY COST							
\$18.73	\$95,523	\$78,666	\$73,047	\$67,428	\$61,809	\$56,190	\$432,663
BENEFITS (27.5%)	\$26,269	\$21,633	\$20,008	\$18,543	\$16,997	\$15,452	\$118,902
TOTAL/YR	\$121,792	\$100,299	\$93,135	\$85,971	\$78,806	\$71,642	\$551,645

(sample=6 schools with highest ratios)

AVG. COST PER CLASSROOM:

\$7,164

WASHOE CO.	FIRST	SECOND	THIRD	FOURTH	FIFTH	SIXTH	TOTAL
RATIO	29.9	27.0	29.6	27.2	27.7	28.8	28.5
STUDENTS	837	674	563	571	554	388	3507
TEACHERS	28	25	19	21	20	13	126
300 HRS.	8400	7500	5700	6300	6000	3900	37600
HOURLY COST							
\$19.06	\$160,104	\$142,950	\$100,642	\$120,078	\$114,360	\$74,334	\$720,468
BENEFITS (27.5%)	\$44,029	\$39,311	\$29,077	\$33,021	\$31,449	\$20,442	\$198,129
TOTAL/YR	\$204,133	\$182,261	\$130,519	\$153,099	\$145,809	\$94,776	\$918,597

(sample=9 schools with highest ratios)

AVG. COST PER CLASSROOM:

\$7,290

STATEWIDE	FIRST	SECOND	THIRD	FOURTH	FIFTH	SIXTH	TOTAL
RATIO	28.9	28.9	30.0	28.8	28.4	30.1	29.1
STUDENTS	4251	3991	3604	3479	3413	1414	20152
TEACHERS	147	130	120	121	120	47	693
300 HRS.	44100	41000	36000	36300	36000	14100	207900
HOURLY COST							
\$20.69	\$892,429	\$856,566	\$744,840	\$751,047	\$744,840	\$291,729	\$4,301,451
BENEFITS (27.5%)	\$250,918	\$235,556	\$204,831	\$206,538	\$204,831	\$80,225	\$1,182,899
TOTAL/YR	\$1,163,347	\$1,092,122	\$949,671	\$957,585	\$949,671	\$371,954	\$5,484,350

(sample=40 schools with highest ratios)

AVG. COST PER CLASSROOM:

\$7,914

COSTS ARE CALCULATED IN 1987-88 DOLLARS; IF 4% ANNUAL INFLATION FACTOR IS APPLIED, COSTS WOULD BE:

	1987-88	1990-91	1991-92	1992-93
SALARIES	\$4,301,451	\$4,630,547	\$5,032,089	\$5,233,373
BENEFITS	\$1,182,899	\$1,330,600	\$1,383,824	\$1,439,170
TOTALS	\$5,484,350	\$6,169,147	\$6,415,913	\$6,672,551

AVERAGE COST PER SCHOOL -	CLARK	WASHOE	RURAL	STATE AVERAGE
IN 1987-88 DOLLARS:	\$160,434	\$102,066	\$91,941	\$137,109
IN 1990-91, WITH 4% ANNUAL INFLATION	\$180,468	\$114,811	\$103,421	\$154,229

NOTE: COSTS AT LEFT AND ABOVE ARE FOR FLEX-SCHEDULING WITH REGULAR TEACHING CONTRACTS (about 184 days). IN ADDITION, COSTS FOR REGULAR SALARIES AND FOR THE FLEX-SCHEDULING MUST BE INCREASED BY ABOUT 30% TO CHANGE A SCHOOL TO YEAR-ROUND WITH EXTENDED TEACHER CONTRACTS FOR 217 DAYS PLUS 20 DAYS USING SUBSTITUTES. FOR EXAMPLE (IN 1987-88 DOLLARS USING 40 SCHOOL SAMPLE):

	CLARK	WASHOE	RURAL	STATEWIDE	AVG. 60 SCHOOL
ESTIMATED CURRENT SALARY/BENEFIT COSTS	\$17,219,984	\$4,179,470	\$2,607,042	\$24,006,497	\$600,162
PLUS ESTIMATED FLEX SCHEDULE COSTS	\$4,010,895	\$918,397	\$551,645	\$5,484,350	\$137,109
TOTAL SALARY/BENEFIT COSTS	\$21,230,879	\$5,098,067	\$3,158,687	\$29,490,847	\$737,271
PLUS ESTIMATED EXTENDED YR. COSTS	\$4,115,416	\$1,460,465	\$909,839	\$6,494,446	\$212,366
GRAND TOTAL	\$27,346,295	\$6,566,532	\$4,068,526	\$37,985,493	\$949,637

NOTE: SUM OF AREA TOTALS DOES NOT MATCH STATEWIDE TOTAL DUE TO ROUNDING

## ATTACHMENT B

DISTRICT SCHOOL		FIRST GRADE:			SECOND GRADE:			THIRD GRADE:			GRADES 1-3
		STUDENTS	TEACHERS	RATIO	STUDENTS	TEACHERS	RATIO	STUDENTS	TEACHERS	RATIO	RATIO
Clark	Wengert	199	7	28.4	210	9	26.3	161	6	26.8	27.1
Clark	R. Guild Gray	122	5	24.4	139	5	27.8	119	4	29.8	27.1
Clark	Lois Craig	139	5	27.8	111	4	27.8	103	4	25.8	27.2
Clark	Clyde Cox	99	4	24.8	103	4	25.8	97	3	32.3	27.2
Clark	Ruby Thomas	102	4	25.5	112	4	28.0	96	3	28.7	27.3
Clark	Squires	111	4	27.8	106	4	26.5	87	3	29.0	27.6
Clark	Ferron	127	5	25.4	113	4	28.3	124	4	31.0	28.0
Clark	Ruth Fyfe	140	5	28.0	134	5	26.8	119	4	29.8	28.1
Clark	Harmon	105	4	26.3	118	4	29.5	114	4	28.5	28.1
Clark	Mitchell	138	5	27.6	142	5	28.4	142	5	28.4	28.1
Clark	Laura Dearing	141	5	28.2	135	5	27.0	120	4	30.0	28.2
Clark	Crestwood	94	3	31.3	78	3	26.0	94	3	28.0	28.4
Clark	Walter Gracken	101	4	25.3	107	4	26.8	77	2	38.5	28.5
Clark	Sunrise Acres	172	6	28.7	136	5	27.2	127	4	31.8	29.0
Clark	Lincoln	94	3	31.3	95	3	31.7	101	4	25.3	29.0
Clark	Stanford	114	4	28.5	100	4	25.0	109	3	36.3	29.4
Clark	Gene Ward	141	5	28.2	127	4	31.8	116	4	29.0	29.5
Clark	Griffith	95	3	31.7	93	3	31.0	82	3	27.3	30.0
Clark	Robert Lake	121	4	30.3	131	4	32.8	111	4	27.8	30.3
Clark	Howard Wasden	99	4	24.8	107	3	35.7	97	3	32.3	30.3
Clark	Hinman	107	3	35.7	111	4	27.8	90	3	30.0	30.8
Clark	Indian Springs	38	1	38.0	35	1	35.0	29	1	29.0	34.0
Clark	Laughlin	35	1	35.0	37	1	37.0	31	1	31.0	34.3
Clark	Herron	194	5	38.8	171	5	34.2	196	5	39.2	37.4
Clark	Tomiyasu	131	3	43.7	151	3	50.3	127	4	31.8	40.9
Elko	Carlin	35	2	17.5	37	1	37.0	37	1	37.0	27.3
Elko	Northside	112	4	28.0	90	3	30.0	88	3	29.3	29.0
Elko	Grammar #2	90	3	30.0	85	3	28.3	89	3	29.7	29.3
Lyon	Dayton	74	3	24.7	61	2	30.5	61	2	30.5	28.0
Carson	Corbett	54	2	27.0	53	2	26.5	32	1	32.0	27.8
Carson	Freemont	90	3	30.0	89	3	29.7	85	3	28.3	29.3
Washoe	Glenn Duncan	156	5	31.2	80	3	26.7	62	3	20.7	27.1
Washoe	Mount Rose	90	4	22.5	88	3	29.3	68	2	34.0	27.3
Washoe	Echo Loder	51	2	25.5	46	2	23.0	40	1	40.0	27.4
Washoe	Virginia Palmer	63	3	21.0	51	2	25.5	51	1	51.0	27.5
Washoe	Jerry Whitehead	57	2	28.5	71	2	35.5	38	2	19.0	27.7
Washoe	Sun Valley	135	5	27.0	117	4	29.3	96	3	32.0	29.0
Washoe	Veterans Memorial	77	1	77.0	54	3	18.0	53	2	26.5	30.7
Washoe	Diedrichsen	98	3	32.7	80	3	26.7	71	2	35.5	31.1
Washoe	Grace Warner	110	3	36.7	87	3	29.0	84	3	28.0	31.2
		4251	147	28.9	3991	178	29.9	3604	120	30.0	29.2



APPENDIX C

Memorandum, dated June 29, 1988, to  
Donald O. Williams, Principal Research Analyst,  
Legislative Counsel Bureau, from  
Richard H. White, Deputy Superintendent -  
Administrative and Fiscal Services,  
Nevada's State Department of Education,  
entitled  
"Estimates of Cost of Mandatory Kindergarden"





DEPARTMENT OF EDUCATION

June 29, 1988

MEMORANDUM

TO: Don Williams, Principal Research Analyst  
Legislative Counsel Bureau

FROM: Richard H. White, Deputy Superintendent  
Administrative and Fiscal Services *RH White*

SUBJECT: Estimates of cost of mandatory kindergarten.

In response to your recent request, the amounts for increased costs for FY 90-91 are estimated as follows:

I. Additional Pupils to Operations;

STUDENTS	GROUP IN KINDERGRTN	GROUP IN GRADE 1	GROUP INCREASE	PERCENT INCREASE
K, 82/83	10,552			
GRD 1, 83/84		11,883		
INCREASE			1,331	12.61%
K, 83/84	10,836			
GRD 1, 84/85		12,347		
INCREASE			1,511	13.94%
K, 84/85	11,588			
GRD 1, 85/86		13,278		
INCREASE			1,690	14.58%
K, 85/86	12,464			
GRD 1, 86/87		14,511		
INCREASE			2,047	16.42%
K, 86/87	13,202			
GRD 1, 87/88		15,550		
INCREASE			2,348	17.79%

K, 87/88	13,859		
GRD 1, 88/89 (est.)	16,482		
INCREASE		2,623	18.93%
Six Year Augmentation Average		1,703	
x .6 wtd. = Expected impact on Kindergarten, weighted enrollment		1,022	
Rounded to Estimated Cost per Pupil			1,100
		x	\$3,200
			-----
Estimated annual operating costs for mandatory kindergarten			\$3,520,000
			-----

The SCR 40 Committee agreed to fund the site and not the number of students. This approach of site support over student numbers produces the following estimates:

Items to be considered in the cost of Kindergarten at every building	Unit Costs
-----	-----
Teacher salary and benefits (average)	\$32,950
Cost of classroom space (portable classroom as a basic unit--includes siting, hookup, etc.)	\$35,000
Estimate of materials, equipment, and start up costs related to new kindergarten site	\$2,000
Indirect costs (administration, services, etc.)	\$500
Unit costs for new kindergarten site	\$70,450
Estimated units needed to have kindergarten at each available site	\$20
ESTIMATED COSTS FIRST YEAR	\$1,409,000
ESTIMATED COSTS SECOND YEAR (Building costs removed, maintenance retained)	\$1,009,000
SUBSEQUENT YEARS' COSTS DEPENDENT ON STUDENT ENROLLMENT INCREASES	

I hope this information is helpful. Should you have questions, please call.

RHW/ljs



APPENDIX D

"The Nevada School Improvement Project: An Overview,"  
a Report as Presented to the  
Senate Concurrent Resolution No. 40  
Legislative Subcommittee on Public  
Elementary and Secondary Education  
by Nevada's Department of Education  
dated May 12, 1988  
(Condensed from May 1987 Far West  
Laboratory Evaluation Report)



MAY 12, 1988  
THE NEVADA SCHOOL IMPROVEMENT PROJECT:  
AN OVERVIEW  
PRESENTED TO THE SCR 40 LEGISLATIVE SUBCOMMITTEE  
ON PUBLIC ELEMENTARY AND SECONDARY EDUCATION  
BY  
THE NEVADA DEPARTMENT OF EDUCATION  
(Condensed from May, 1987 Far West Laboratory Evaluation Report)

BACKGROUND

The Nevada School Improvement Project is a product of the combined efforts of the Governor, the Legislature, the State Board of Education and the Department of Education. In 1983, the Governor's Commission on Educational Excellence established school improvement as a priority in Nevada. In 1985, the Legislature funded several policy initiatives for school improvement including:

- an appropriation of \$7,000,000 to provide local district identified program improvements, and
- a new consultant at the Department of Education for the Effective Schools Project.

The basic School Improvement Project design, and various instruments and guides were developed in the winter of 1985. In the spring of 1985, ten schools had volunteered for participation and became first year pilot site schools.

By fall 1987, thirty-five schools were participating in the project, with ten additional schools attending orientation in May of 1988. Ten additional schools are scheduled for participation in 1988-89, and 1989-90.

In addition to the department staff member funded by the 1985 Legislature, a half-time staff member funded by Chapter 1 is assigned to the School Improvement Project.

## PROGRAM STRUCTURE

The School Improvement Project is designed to enhance the capacity of building level educators to initiate and sustain program improvement. Discussed in the following sections are the three components of the School Improvement Project:

**Correlates of effective schools:** a set of six research-based factors correlated with what makes schools effective;

**School improvement process:** a six-step school improvement process based on the principles of self-analysis and renewal which schools and their faculty can use to become more effective; and

**Role of the State Department of Education:** a facilitative role assumed by the State Department of Education to stimulate improvement efforts at the building level.

### CORRELATES OF EFFECTIVE SCHOOLS

A substantial body of effective schools research forms the basis of the School Improvement Project, particularly the work of the late Ron Edmonds through the Effective Schools Movement of the late 1970's. Edmonds identified five correlates of an effective school. Subsequent research added a sixth. The following six factors are present in effective schools.

**School learning climate:** a positive, safe and orderly environment conducive to teaching and learning.

**Instructional leadership:** a principal who is a strong instructional leader actively involved in all aspects of the schools operation, especially those involving curricular and classroom management decisions.

**Expectations of students and staff:** an environment in which the faculty sets high expectations for their own performance and communicates to each student the expectation that he or she is capable of academic success and expected to learn.

**Purposes and goals:** a faculty that has explicitly identified common goals and share a sense of common educational purpose.

**Monitoring progress:** a system in the school for monitoring student progress. Such a system should be locally generated to ensure students are tested on material taught in their classes and nationally validated so that definition of mastery in one school district is acceptable in other school districts. Improving student achievement outcomes is the critical component of effective schools.

**Home-school relations:** a commitment by faculty to communicate routinely and positively with parents and guardians and to view parents and guardians as partners in the education of students.

This research shows that school improvement begins with individual schools. Schools succeed in making improvements when the faculty is involved and supports the improvement effort: that is, the school staff identifies and defines its own problems, sets its own improvement goals, develops appropriate action plans and implements necessary changes. Successful improvement efforts occur over time, substantially aided by on-site leadership and external support, such as district and state assistance.

#### SCHOOL IMPROVEMENT PROCESS

The school improvement process adopted by the State Department of Education staff incorporated the following six steps:

1) **Obtaining faculty support.** SDE staff know that improvement efforts will fail if they do not have faculty support. As a requirement for

participating, SDE staff asks that at least 50 percent of a school faculty be supportive of the project. Each school also selects three to seven teachers to be on a school improvement team, chaired by a teacher. Teams are selected either by the principal or the faculty.

**2) Gathering of school data.** The school improvement team collects data about its school on each of the six correlates of effective schools. Two instruments--a teacher survey and a shorter student survey--are provided for this purpose. In addition to yielding information about the school, the surveys prompt discussion and examination by faculty.

**3) Setting school goals for improvement.** School improvement teams analyze information about school practices to identify school strengths and weaknesses. Based on that analysis, the team pinpoints specific areas for improvement and sets short and long range goals.

**4) Designing strategies to bring about improvements.** The school improvement team develops realistic strategies to bring about needed school changes, communicates the strategies to the faculty and forms school-wide committees to develop more specific improvement plans.

**5) Putting plans into effect.** School-wide committees work with the administration in developing timelines and identifying resources needed to put proposed improvements into effect.

**6) Monitoring progress.** Monitoring involves careful and ongoing assessment of how action plans are being carried out and whether deviations from planned actions are necessary.

#### ROLE OF STATE DEPARTMENT OF EDUCATION

The State Department of Education staff facilitate the school improvement process in several ways.

**1. Designing the components.** State Department of Education staff has developed a three-part program to prepare principals and teachers for ongoing self-analysis and program renewal. The three components are: presenting information about the six research-based factors that are correlated with effective schools; offering a six-step process that allows principals and faculty to apply this knowledge to strengthen the educational programs in their schools; and, providing training and support to stimulate and maintain the school's improvement efforts.

**2. Developing materials.** The state staff, with assistance from Far West Laboratory, developed a series of materials that enabled schools to work through the six-step process. The materials are:

- . **The Nevada School Improvement Handbook**, which gives schools an overview of the project and delineates the materials needed to undertake the program.
- . **The Self-Assessment Instrument and Student Survey**, which identify both faculty and student perceptions about the school's effectiveness in each of the six components of effective schools.
- . **The Disaggregated Analysis**, a tool for monitoring progress in student achievement.
- . **The Planning Worksheet**, a guide to help schools establish a planning and implementation timeline and monitor progress on short and long term improvement efforts.

**3. Recruiting Schools for SIP.** SDE staff recruit principals in one of three ways: asking superintendents to nominate potential schools; presenting information about the project at principals' meetings; and mailing a flyer describing the program to principals throughout the state.

4. **Training SIP teams.** SDE staff conduct two training sessions for schools. In the first, the school improvement team learns to administer the surveys and complete the disaggregated analysis. SDE staff meet with teams at the school site in sessions that last from one to four hours. In the second session, the SDE staff facilitate a two-day workshop for the school improvement team and principal. The workshop consists of two full-day sessions in which teams analyze school data to identify strengths and needs; write short and long term goals based on the analysis of needs; brainstorm strategies that might address the needs; and develop plans to communicate their work to the rest of the faculty.

5. **Providing technical assistance to SIP teams.** After the initial training sessions, SDE staff make themselves available to schools on an as-needed basis. They provide additional information or assistance to schools during the planning and implementation stages.

6. **Guarding school autonomy in the process.** SDE staff take care to avoid the role of evaluator for schools' improvement plans and encourage individual schools to monitor and evaluate the effectiveness of their efforts.

#### PROJECT EVALUATION

In the spring of 1987, the Far West Laboratory conducted an evaluation of the ten first-year pilot schools. These schools located in four counties included four elementary schools, five middle schools and one high school.

The evaluation design was developed jointly by the Far West Laboratory and the Department of Education. It was based on a review of action plans and survey results developed by the pilot school staffs and on-site interviews with nine building principals and fifty-three teachers--forty-one of the teachers were on individual school improvement teams and twelve were not.



Of the ten pilot schools, seven were able to fully carry forward their improvement plans. On a scale of one to five (with five being the highest value rating), the staff of the seven schools rated the project as 4.1 (of substantial value). All ten schools, even those unable to fully execute improvement plans, viewed the school improvement project as an effective mechanism for making improvements in their schools.

The particular strengths and important features of the School Improvement Project were identified:

- . **The materials developed by the SDE.** The survey information is essential to guide schools in making improvements. Principals and teachers received information about their school's program at a level of depth never before provided. The comprehensiveness of the information allowed schools to set specific, targeted short and long term goals. SIP committees were able to develop plans for school improvements with confidence that their work was responding directly to the school's most critical needs.

- . **SDE consultant training of SIP teams.** Training teams to administer the surveys and to organize and use the information effectively are very important to the subsequent success of SIP committees. The two-day workshop, in particular, prepared the SIP teams to implement committee planning and problem-solving groups. The fact that the majority of staff in schools are working on SIP committees is testimony to the effectiveness of the workshop training.

- . **Principal leadership and support for SIP.** Principals play a key role in SIP's success by setting a climate of support for faculty improvement in solving problems of the school. Principals must be willing to share decisionmaking with faculty committees. Most

important, they must be prepared to implement changes in the school's program as a result of faculty work.

. **Credits for professional advancement and release time for SIP team training.** The credit incentive and release time are important to the success of SIP for two reasons: they are signals to teachers that the district and the state department value the SIP process and teacher involvement in it; and, they act as rewards for teachers who are willing to devote both additional time and professional expertise to improve the school's educational program.

. **Local control over the SIP process.** An important factor in SIP is that participation is voluntary. Furthermore, school personnel can determine for themselves what actions are necessary to bring about school improvements. The absence of district or state department constraints on how to define school needs or plan for change empowers school leaders to take direct action on SIP committee recommendations.

. **Reinforcement for SIP schools from the State Department of Education.** SIP has created a larger pool of faculty who are developing skills in school-level problem solving and shared decisionmaking. The SDE can strengthen these skills by developing information networks that keep teams informed of what other committees are doing and encourage professional exchanges among SIP schools. Newsletters, conferences and periodic calls from SDE consultants are types of support that can help to sustain ongoing enthusiasm for school improvement.

## **Areas for Improvement**

**Disaggregated analysis.** The disaggregated analysis needed further refinements, particularly in clarifying directions for administering the instrument; explaining its purposes; and suggesting alternative variables for the analysis.

**Training.** The training required sustained teacher participation away from the day-to-day distractions of school. Approximately two days of intensive training is needed. In cases where teachers did not have this intensive training, they had to rely on the leadership of the principal. Without that strong leadership, teachers would have been less effective in carrying out the SIP activities.

**Release time.** Release time for teachers to analyze data and write goals is an essential element of SIP. Most districts provided it. When it was not provided, teachers had much more difficulty getting started with the school improvement project.

**Survey for elementary schools.** Elementary students had difficulty responding to the Student Survey items. Schools dealt with this problem in the following ways: 1) teachers chose to administer the instrument only to older students (grades three through five); 2) teachers read items to the students; 3) revising the Student Survey by simplifying the items and shortening the instrument.

**SDE follow up.** There was consensus among pilot project schools that additional SDE follow up during the first year would be helpful to SIP teams in a number of ways. It affirms the benefits and usefulness of the work of the SIP committees. It would allow SDE consultants to inform committees of resources and plans being developed at other SIP schools. And it could provide impetus to

continue SIP activities in schools that have run into problems.

Additional follow up studies will be conducted by the Far West Laboratory to evaluate long term benefits of school improvement for school staff, community and students.

## APPENDIX E

### Suggested Legislation

		<u>Page</u>
BDR 34-217	Requires establishment of kindergarten in each school district.....	87
BDR 34-218	Limits ratio of teachers to pupils in certain classes in public school..	89
BDR 34-219	Creates legislative committee on education.....	93
BDR 34-220	Establishes annual cash award for outstanding principals and teachers in Nevada's public elementary and secondary schools.....	99
BDR 34-221	Creates program to award money annually for improvement of public elementary and secondary schools in Nevada.....	101
BDR 34-1161	Requires state board of education to establish program for accreditation of public schools.....	105
BDR S-1159	Makes appropriation to department of education.....	107
BDR S-1160	Requires establishment of pilot program to reduce ratios of pupils to teachers in certain classes.....	109



SUMMARY--Requires establishment of kindergarten in each school district.

(BDR 34-217)

FISCAL NOTE: Effect on Local Government: Yes.

Effect on the State or on Industrial Insurance: Yes.

AN ACT relating to pupils; requiring the establishment of a kindergarten in each public elementary school or each school attendance area in a school district; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN  
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

**Section 1.** NRS 388.030 is hereby amended to read as follows:

388.030 The board of trustees of [a] *each* school district may divide the public schools within the school district into kindergarten, elementary, high school and other permissible departments, and shall employ competent and legally qualified teachers for the instruction of the different departments, if:

1. The division into departments is in accordance with the state courses of study and regulations of the state board of education; and

2. There is money for all [such] *of the* departments; if not, then the division must be in the order in which the departments are named in this

section . [, excepting the kindergarten department, which must not be considered as taking precedence over the elementary or high school departments.]

**Sec. 2.** NRS 388.060 is hereby amended to read as follows:

388.060 1. The board of trustees of [a] *each* school district [, with the approval of the superintendent of public instruction, may] *shall* establish, equip and maintain a kindergarten or kindergartens in [a] *each elementary school or each* school attendance area [.] *in the district.*

2. Any child who will arrive at the age of 5 years by September 30 may be admitted to kindergarten at the beginning of the school year and his enrollment [shall] *must* be counted for [apportionment purposes.] *the purposes of apportionment.*

3. If a child will not arrive at the age of 5 years by September 30, the child shall not be admitted to kindergarten until the beginning of the school year following his 5th birthday.

4. The board of trustees of a school district in which a kindergarten is to be established under the provisions of this Title of NRS shall budget for such purposes by including the costs in the next regular budget for the school district.

**Sec. 3.** The amendatory provisions of subsection 1 of NRS 388.060 first apply to the 1990-91 school year.



**SUMMARY--Limits ratio of teachers to pupils in certain classes in public school. (BDR 34-218)**

**FISCAL NOTE:**           **Effect on Local Government: Yes.**

**Effect on the State or on Industrial Insurance: No.**

**AN ACT relating to public schools; requiring each school district to achieve a certain ratio of teachers to pupils in certain classes by the year 2000; and providing other matters properly relating thereto.**

**THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN  
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:**

**Section 1. NRS 387.123 is hereby amended to read as follows:**

**387.123 1. The count of pupils for apportionment purposes includes all those who are enrolled in programs of instruction of the school district for:**

**(a) Pupils in the kindergarten department.**

**(b) Pupils in grades 1 to 12, inclusive.**

**(c) Handicapped minors receiving special education pursuant to the provisions of NRS 388.440 to 388.520, inclusive.**

(d) Children detained in detention homes and juvenile forestry camps receiving instruction pursuant to the provisions of NRS 388.550, 388.560 and 388.570.

(e) Part-time pupils enrolled in classes and taking courses necessary to receive a high school diploma.

2. The state board of education shall establish uniform regulations for counting enrollment and calculating the average daily attendance of pupils. In establishing such regulations for the public schools, the state board:

(a) Shall divide the school year into 10 school months, each containing 20 or fewer school days.

(b) May divide the pupils in grades 1 to 12, inclusive, into categories composed respectively of those enrolled in elementary schools and those enrolled in secondary schools.

(c) Shall calculate average daily attendance by selecting the average daily attendance--highest 3 months for each category of pupils, as established by subsection 1 or pursuant to paragraph (b) of this subsection, in each school.

(d) Shall prohibit counting of any pupil specified in paragraph (a), (b), (c) or (d) of subsection 1 more than once.

3. [The] *Except as otherwise provided in section 2 of this act, the* state board of education shall establish by regulation the maximum pupil-teacher ratio in each grade, and for each subject matter wherever different subjects are taught in separate classes, for each school district of the state which is consistent with:

(a) The maintenance of an acceptable standard of instruction;

(b) The conditions prevailing in such school district with respect to the number and distribution of pupils in each grade; and

(c) Methods of instruction used, which may include educational television, team teaching or new teaching systems or techniques.

If the superintendent of public instruction finds that any school district is maintaining one or more classes whose pupil-teacher ratio exceeds the applicable maximum, and unless he finds that the board of trustees of the school district has made every reasonable effort in good faith to comply with the applicable standard, he shall, with the approval of the state board, reduce the count of pupils for apportionment purposes by the percentage which the number of pupils attending such classes is of the total number of pupils in the district, and the state board may direct him to withhold the quarterly apportionment entirely.

**Sec. 2.** Chapter 388 of NRS is hereby amended by adding thereto a new section to read as follows:

*1. By the beginning of the school year in the year 2000, each school district shall maintain the following maximum ratios of teachers to pupils:*

*(a) For classes in mathematics or reading in every kindergarten and in grades 1 to 8, inclusive, one teacher for every 15 pupils in the classroom.*

*(b) For classes in mathematics or language arts in grades 9 to 12, inclusive, one teacher for every 25 pupils in the classroom.*

*2. The state board of education may grant a variance from the limits set forth in subsection 1 if good cause exists and there is no other reasonable alternative. The state board of education shall, before February 1 of each odd-*

*numbered year, report to the legislature each variance so granted and the specific justification therefor.*

**Sec. 3.** Each school district shall, by January 1 of each odd-numbered year until the year 2000, report to the department of education the progress made in complying with the required ratio of teachers to pupils set forth in section 2 of this act. The department of education shall, before February 1 of each odd-numbered year until the year 2000, transmit the reports to the Nevada legislature.

SUMMARY--Creates legislative committee on education. (BDR 34-219)

FISCAL NOTE: Effect on Local Government: No.

Effect on the State or on Industrial Insurance: Yes.

AN ACT relating to education; creating the legislative committee on education; defining its duties; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN  
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

**Section 1.** Chapter 385 of NRS is hereby amended by adding thereto the provisions set forth as sections 2 to 6, inclusive, of this act.

**Sec. 2. 1.** *There is hereby created the legislative committee on education consisting of four members of the senate and four members of the assembly. The members must be appointed as follows:*

- (a) Two members must be appointed by the majority leader of the senate;*
- (b) Two members must be appointed by the minority leader of the senate;*
- (c) Two members must be appointed by the speaker of the assembly; and*
- (d) Two members must be appointed by the minority leader of the assembly.*

2. The majority leader of the senate shall select the initial chairman of the committee and the speaker of the assembly shall select the initial vice chairman of the committee. Each such officer shall hold office for a term of 2 years commencing on July 1 of each odd-numbered year. If a vacancy occurs in the chairmanship or vice chairmanship, the majority leader of the senate or the speaker of the assembly, as appropriate, shall appoint a replacement for the remainder of the unexpired term. After the initial terms of the chairman and vice chairman expire, the chairmanship and vice chairmanship of the committee must alternate every 2 years between members of the assembly and senate. The chairman and vice chairman must not be members of the same house of the legislature.

3. Any member of the committee who does not return to the legislature continues to serve until the next session of the legislature convenes.

4. Vacancies on the committee must be filled in the same manner as original appointments.

Sec. 3. 1. The members of the legislative committee on education shall meet throughout each year at the times and places specified by a call of the chairman or a majority of the committee. The director of the legislative counsel bureau or a person he has designated shall act as the nonvoting recording secretary. The committee shall prescribe regulations for its own management and government. Five members of the committee constitute a quorum, and a quorum may exercise all the powers conferred on the committee.

2. Except during a regular or special session of the legislature, members of the committee are entitled to receive the compensation provided for a

*majority of the members of the legislature during the first 60 days of the preceding regular session for each day or portion of a day during which he attends a meeting of the committee or is otherwise engaged in the business of the committee plus the per diem allowance and travel expenses provided for state officers and employees generally.*

*3. The salaries and expenses of the committee must be paid from the legislative fund.*

*Sec. 4. The legislative committee on education may:*

*1. Review and evaluate the quality and effectiveness of programs for education in this state.*

*2. Analyze the system of education in this state in order to achieve the most efficient use of all available educational resources.*

*3. Analyze the ratio of pupils to teachers in the public schools in this state.*

*4. Apply for any available grants and accept any gifts, grants or donations to aid the committee in carrying out its duties.*

*5. Direct the legislative counsel bureau to assist in its research, investigations, review and analysis.*

*6. Recommend to the legislature as a result of its review any appropriate legislation.*

*Sec. 5. 1. In conducting the investigations and hearings of the legislative committee on education:*

*(a) The secretary of the committee, or in his absence any member of the committee, may administer oaths.*

*(b) The secretary or chairman of the committee may cause the deposition of witnesses, residing either within or outside of the state, to be taken in the manner prescribed by rule of court for taking depositions in civil actions in the district courts.*

*(c) The chairman of the committee may issue subpoenas to compel the attendance of witnesses and the production of books and papers.*

*2. If any witness refuses to attend or testify or produce any books and papers as required by the subpoena, the chairman of the committee may report to the district court by petition, setting forth that:*

*(a) Due notice has been given of the time and place of attendance of the witness or the production of the books and papers;*

*(b) The witness has been subpoenaed by the committee pursuant to this section; and*

*(c) The witness has failed or refused to attend or produce the books and papers required by the subpoena before the committee which is named in the subpoena, or has refused to answer questions propounded to him, and asking for an order of the court compelling the witness to attend and testify or produce the books and papers before the committee.*

*3. Upon such a petition, the court shall enter an order directing the witness to appear before the court at a time and place to be fixed by the court in its order, the time to be not more than 10 days from the date of the order, and to show cause why he has not attended or testified or produced the books or papers before the committee. A certified copy of the order must be served upon the witness.*



*4. If it appears to the court that the subpoena was regularly issued by the committee, the court shall enter an order that the witness appear before the committee at the time and place fixed in the order and testify or produce the required books or papers. Failure to obey the order constitutes contempt of court.*

*Sec. 6. Each witness who appears before the legislative committee on education by its order, except a state officer or employee, is entitled to receive for his attendance the fees and mileage provided for witnesses in civil cases in the courts of record of this state. The fees and mileage must be audited and paid upon the presentation of proper claims sworn to by the witness and approved by the secretary and chairman of the committee.*



SUMMARY--Establishes annual cash award for outstanding principals and teachers in Nevada's public elementary and secondary schools.  
(BDR 34-220)

FISCAL NOTE:           Effect on Local Government: No.  
                                  Effect on the State or on Industrial Insurance: Yes.

AN ACT relating to education; establishing an annual program to recognize outstanding principals and teachers in this state's public elementary and secondary schools; providing a cash award for recipients; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN  
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

**Section 1.** Chapter 385 of NRS is hereby amended by adding thereto a new section to read as follows:

*1. There is hereby established a program to provide annual awards in recognition of outstanding principals and teachers in Nevada's public elementary and secondary schools.*

*2. The state board shall design and administer the program and may adopt regulations for that purpose. Each elementary and secondary school in the state*

*must be given the opportunity to nominate annually at least one teacher and each school district must be given the opportunity to nominate annually at least one principal for the awards. Each school and each school district shall form a nominating panel composed respectively of at least one teacher, one school administrator, one parent and one member of the community. To be considered for nomination by such a panel, a teacher or principal must have received exemplary personnel evaluations and made exceptional contributions to the task of helping pupils learn.*

*3. The state board shall, within the limits of the money appropriated for this purpose, select from those persons nominated no more than two principals and no more than 50 teachers to receive the awards each year. Selections must be made so that elementary and secondary schools are represented, as nearly as practicable, in proportion to their numbers statewide.*

*4. Each recipient of the award must be invited by the state board to attend an annual awards ceremony where he must be given a certificate of commendation and a \$2,000 cash award. The receipt of such an award must not be used to justify a reduction in the salary of the recipient.*

*5. A person who receives such an award is not eligible for renomination during the 2 years next following his selection.*

SUMMARY--Creates program to award money annually for improvement of public elementary and secondary schools in Nevada.  
(BDR 34-221)

FISCAL NOTE: Effect on Local Government: No.  
Effect on the State or on Industrial Insurance: Yes.

AN ACT relating to education; creating a program to award money annually for the improvement of public elementary and secondary schools in this state; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN  
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

**Section 1.** Chapter 385 of NRS is hereby amended by adding thereto a new section to read as follows:

*1. There is hereby created a program to award money for the improvement of public elementary and secondary schools in this state. The state board shall develop and administer the program, and shall, within the limits of the money appropriated for this purpose, make the awards annually based on the applications received from the schools.*

2. *For the purposes of this program, the principal of each school shall appoint a council for the improvement of the school composed of himself, two of the school's teachers and two persons who are parents of pupils who attend the school. Each such council may apply to the state board annually for an award made pursuant to this program.*

3. *Each application for an award must contain:*

*(a) A statement of the goals and objectives of the council with respect to the improvement of the school; and*

*(b) A specific explanation of the manner in which the award, if made, would be used to improve the school.*

4. *The state board may make awards to no more than 55 schools each year. As nearly as practicable, the awards must be equitably distributed among all school districts and geographic regions of the state. The amount of each award must be \$10 per pupil enrolled at the school, but not less than \$5,000 nor more than \$25,000.*

5. *Awards made pursuant to this section may be used to:*

*(a) Purchase instructional equipment.*

*(b) Cover any costs incurred in providing programs which are designed to:*

*(1) Present academic material in an innovative manner;*

*(2) Reduce the number of pupils who drop out of school;*

*(3) Encourage better attendance by teachers and pupils;*

*(4) Provide alternative methods of education;*

*(5) Involve parents and other members of the community in the activities of the school; or*

*(6) Combine classroom instruction and actual experience working for a business in the community.*

*(c) Provide additional training for the school's licensed personnel.*

*(d) Expand the services offered to pupils.*

*6. Money awarded pursuant to this program must not be considered by the school or the school district in preparing or administering the school's budget.*

*7. At the end of each school year for which awards are made, each recipient shall submit to the state board a report on the improvements which resulted from or were made possible by the award.*





SUMMARY--Requires state board of education to establish program for accreditation of public schools. (BDR 34-1161)

FISCAL NOTE: Effect on Local Government: Yes.

Effect on the State or on Industrial Insurance: Yes.

AN ACT relating to education; requiring the state board of education to establish a program for the accreditation of public schools; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN  
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

**Section 1.** Chapter 385 of NRS is hereby amended by adding thereto the provisions set forth as sections 2, 3 and 4 of this act.

**Sec. 2. 1.** *The state board shall adopt by regulation a program for the accreditation of public schools in this state.*

**2.** *In establishing the requirements for accreditation, the state board may consider:*

- (a) The scores on achievement tests for pupils.*
- (b) The records of attendance for pupils and teachers.*
- (c) The amount of graded homework assigned to pupils.*

- (d) The dropout rate of pupils.*
- (e) The performance of teachers and administrators.*
- (f) The plans for instruction of pupils.*
- (g) The fulfillment of the requirements concerning the curriculum.*
- (h) The writing skills of the pupils.*
- (i) The correlation between the pupils' grades and their performance on standardized tests.*
- (j) Any other requirements adopted by the state board.*

*Sec. 3. 1. Each school district shall develop a plan each year for the establishment of educational goals and objectives for each school in that district and submit the plan to the state board for its approval.*

*2. The state board shall notify each school district of any school in that district which does not meet the requirements for accreditation and provide a plan for meeting those requirements. The state board shall provide any technical assistance necessary to carry out the plan.*

*Sec. 4. The state board shall report quarterly to the legislative commission, or another legislative body to which the commission refers the reports, its findings concerning the program for the accreditation of public schools.*

SUMMARY--Makes appropriation to department of education. (BDR S-1159)

FISCAL NOTE: Effect on Local Government: No.

Effect on the State or on Industrial Insurance: Contains  
Appropriation.

AN ACT making an appropriation to the department of education to fund a pilot program to reduce the ratio of pupils to teachers in certain classes at the Oran Gragson Elementary School; and providing other matters properly relating thereto.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN  
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

**Section 1.** 1. There is hereby appropriated from the state general fund to the department of education for distribution to the Clark County School District the sum of \$300,000 to fund a pilot program at the Oran Gragson Elementary School in Las Vegas, Nevada, to be conducted during the 1989-90 school year, to reduce the ratios of pupils to teachers in classes in mathematics and reading by staggering the schedules of pupils attending that school.

2. Any remaining balance of the appropriation made by subsection 1 must not be committed for expenditure after June 30, 1990, and reverts to the state general fund as soon as all payments of money committed have been made.

**Sec. 2.** The department of education shall:

1. Supervise the operation of the pilot program funded pursuant to section 1 of this act;

2. Collect any pertinent information concerning the success of the program; and

3. Submit to the 66th session of the Nevada legislature a report containing the information collected pursuant to subsection 2, an evaluation of the success of the program and any recommendations for the expansion of the program, including any suggested legislation.

**Sec. 3.** This act becomes effective upon passage and approval.

**SUMMARY--Requires establishment of pilot program to reduce ratios of pupils to teachers in certain classes. (BDR S-1160)**

**FISCAL NOTE: Effect on Local Government: No.**

**Effect on the State or on Industrial Insurance: Contains Appropriation.**

**AN ACT relating to education; requiring the state board of education to establish a pilot program to reduce the ratio of pupils to teachers in certain classes in elementary schools; making an appropriation; and providing other matters properly relating thereto.**

**THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:**

**Section 1. 1. The state board of education shall establish and conduct a pilot program in 40 public elementary schools in this state to reduce the ratios of pupils to teachers in classes in mathematics and reading in grades 1 to 6, inclusive. The program must be designed to reduce the ratios to 15 pupils to one teacher by any available method, including, but not limited to, staggering the schedules of pupils attending the schools chosen to participate in the**

program. The schools chosen to participate in the program must fairly represent the public elementary schools in this state.

2. The state board of education shall submit to the 66th session of the Nevada legislature an evaluation of the success of the pilot program, including any recommendations for the expansion or continuation of the program and any suggested legislation.

**Sec. 2.** 1. There is hereby appropriated from the state general fund to the state board of education for the establishment and operation of the pilot program required by section 1 of this act:

For the fiscal year 1989-90 .....\$3,100,000

For the fiscal year 1990-91 .....3,100,000

2. The sums appropriated by subsection 1 are available for either fiscal year. Any balance of those sums must not be committed for expenditure after June 30, 1991, and reverts to the state general fund as soon as all payments of money committed have been made.

**Sec. 3.** This act becomes effective upon passage and approval.