

BULLETIN 19-13

**Legislative Committee on Education
(NRS 218E.605)**



Legislative Counsel Bureau

DECEMBER 2018

LEGISLATIVE COMMITTEE ON EDUCATION

Nevada Revised Statutes 218E.605

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Nevada Revised Statutes

NRS 218E.605 Creation; membership; budget; officers; terms; vacancies.

1. The Legislative Committee on Education, consisting of eight legislative members, is hereby created. The membership of the Committee consists of:

(a) Four members appointed by the Majority Leader of the Senate, at least one of whom must be a member of the minority political party.

(b) Four members appointed by the Speaker of the Assembly, at least one of whom must be a member of the minority political party.

2. The Legislative Commission shall review and approve the budget and work program for the Committee and any changes to the budget or work program.

3. The Legislative Commission shall select the Chair and Vice Chair of the Committee from among the members of the Committee. Each Chair and Vice Chair holds office for a term of 2 years commencing on July 1 of each odd-numbered year. The office of Chair of the Committee must alternate each biennium between the Houses. If a vacancy occurs in the office of Chair or Vice Chair, the vacancy must be filled in the same manner as the original selection for the remainder of the unexpired term.

4. A member of the Committee who is not a candidate for reelection or who is defeated for reelection continues to serve after the general election until the next regular or special session convenes.

5. A vacancy on the Committee must be filled in the same manner as the original appointment for the remainder of the unexpired term.

(Added to NRS by [1997, 1775](#); A [2009, 1150, 1560](#); [2011, 3230](#)) — (Substituted in revision for NRS 218.5352)

EXECUTIVE SUMMARY

Nevada's Legislative Committee on Education (LCE) is a permanent committee of the Nevada Legislature whose authorization and duties are set forth in [Chapter 218E](#) of NRS. Created in 1997 with the enactment of [Senate Bill 482](#), known as the Nevada Education Reform Act, the LCE reviews and monitors the condition of public elementary and secondary education. It may recommend legislation in a number of areas, including statewide programs in accountability, student performance, teacher preparation, compliance with federal requirements, the statewide student information system, class-size reduction, and any other fiscal or policy concerns associated with public education. The creation of the LCE, its membership, and powers and duties are codified in [Nevada Revised Statutes \(NRS\) 218E.600 through 218E.615](#).

The LCE held seven meetings during the 2017–2018 Interim. The first six meetings were held at the Grant Sawyer State Office Building in Las Vegas, Nevada, and videoconferenced to the Legislative Building in Carson City, Nevada. The final interim LCE meeting was held at the Legislative Building in Carson City and videoconferenced to the Grant Sawyer State Office Building in Las Vegas.

Pursuant to the LCE's charge as provided in [NRS 218E.615](#), the LCE considered a number of topics relating to elementary and secondary education and received presentations regarding:

- Approaches to education systems in high-performing states and countries, especially in the areas of career and technical education (CTE);
- Early childhood education (ECE);
- The teaching profession;
- School discipline practices and data;
- ECE quality and access;
- Teacher recruitment, retention, preparation, licensure, compensation, and induction;
- Issues concerning students with disabilities;
- Issues related to charter schools;
- Updates related to the Clark County School District (CCSD) reorganization plan;
- Student assessments;
- Student safety and well-being;
- School district funding strategies;

- Several K–12 education programs created or expanded by the 2017 Legislature;
- Recommendations for policy action by the LCE; and
- Issues relating to postsecondary education, including CTE, teacher preparation, and scholarship programs.

At its work session on August 9, 2018, the LCE approved 13 proposals for legislation to be considered by the 80th Session of the Nevada Legislature and another 24 proposals for issuing correspondence or including position statements in its final report. Topics of bill draft requests (BDRs) include: Nevada’s education system; budgeting and funding of education; educational and other school-based personnel; student health and safety; and miscellaneous matters related to education including, but not limited to, charter schools and the English Mastery Council.

SUMMARY OF RECOMMENDATIONS

This summary presents the recommendations approved by the LCE at its meeting on August 9, 2018. The BDRs will be forwarded to the Legislative Commission for transmittal to the 80th Session of the Nevada Legislature.

Recommendations for Legislation

Study of Nevada’s Education System

1. **Study of Nevada’s Education System**—Propose legislation to create a long-term stakeholder group, whose makeup would be similar to Maryland’s Commission on Innovation and Excellence in Education, to develop a statewide vision and implementation plan to create a world-class education system, so that Nevada’s students can match the performance of the world’s best. The group would:
 - a. Oversee a benchmarking or gap analysis study comparing Nevada’s education policies to those of high-performing international and domestic education systems to enable Nevada to reach high student performance with equity. As part of the gap analysis, make recommendations on how to adapt international domestic education policies into a coherent system that works for Nevada’s context;
 - b. Review the findings of any previous or ongoing studies related to funding in order to meet identified objectives;
 - c. Develop cost analyses and an implementation plan for the recommendations; and
 - d. Consider hiring the National Center on Education and the Economy or an organization with similar expertise and qualifications to perform the technical work. **(BDR 34–386)**

Funding of Education

2. **Equity Allocation Model**—Propose legislation to require the superintendent of public instruction to review and present the revisions to the equity allocation model to the LCE by May 1 of each even-numbered year, and prohibit adoption of those revisions prior to July 1 of that year, in order to provide the LCE with the opportunity to provide recommendations. **(BDR 34–387)**

Educational Personnel

3. **Alternative Route to Licensure (ARL)**—Propose legislation to allow military personnel, veterans, and their spouses, who have completed another state’s ARL coursework and testing, to be issued a Nevada ARL license in order to complete two to three years of successful classroom teaching required for issuance of a renewable professional license. **(BDR 34–388)**
4. **Expedited Licensure of Military Spouses**—Propose legislation to require the expediting of all teaching licensure and school district employment applications for spouses of active duty personnel. **(BDR 34–388)**
5. **Veteran Employment in School Districts**—Propose legislation to allow a United States Department of Defense Joint Service transcript, when available, to be considered for training and experience credit for veterans who are seeking skilled trade licenses to qualify for jobs with school districts. **(BDR 34–388)**
6. **Tiered License Structure**—Propose legislation to create a task force comprised of current practicing teachers, persons with expertise in systems design, and a representative of Nevada’s Department of Education (NDE), the Nevada System of Higher Education (NSHE), the Office of Workforce Innovation (OWINN) within the Office of the Governor, and a collective bargaining unit to develop a tiered career pathway for educators. The task force would study professional designations and employment designations (including those of paraprofessionals and early childhood educators) within the state and make recommendations to the Commission on Professional Standards in Education, NDE, for the implementation of a tiered license structure connected to and informed by formalized and specified scopes of practice. In the course of the study, the task force would also consider:
 - a. The incorporation of research methods training and professional development requirements; and
 - b. The development of rigorous student teaching standards and a licensure endorsement for supervising teachers. **(BDR 34–389)**

Student Health and Safety

7. **Data Collection and Distribution Related to School Discipline**—Propose legislation to provide for the collection and reporting through Infinite Campus of all school discipline data

by student subgroups, including suspension and expulsion counts as separate incidents. Include a mandate to require NDE to:

- a. Develop and provide guidance to the districts on expanding data collection;
 - b. Standardize definitions of offense types and sanctions in order to ensure consistency across schools and districts; and
 - c. Provide training and professional development to build staff capacity to utilize Infinite Campus to create reports, interpret results, and develop responsive action plans. **(BDR 34–390)**
8. **School Climate and Discipline Data Reports**—Propose legislation to require NDE to provide an annual report to the Legislature on school discipline metrics and identified areas in which NDE is to provide support or attention to address school discipline data trends. Further, require NDE to include school discipline metrics in its regular report to the State Board of Education. **(BDR 34–390)**

Miscellaneous Matters in Education

9. **Charter School Contracts**—Propose legislation to provide charter school authorizers discretion with regard to the term of renewal contracts between three and ten years, retaining a six-year term for the initial license. **(BDR 34–391)**
10. **Charter School Regulation**—Propose legislation to develop a statutory framework specific to online charter schools. **(BDR 34–392)**
11. **English Mastery Council**—Propose legislation to extend the English Mastery Council for three years (spring 2022) to enable the Council to continue its work in a format that allows for legislative recommendations and provides a voice for English learners in this state. **(BDR 34–393)**
12. **English Mastery Council**—Propose legislation to expand the English Mastery Council to improve the quality of education for all students who are least proficient in English. This will help reduce the proficiency gap and support districts to serve the least proficient subgroups, as required by Nevada’s plan approved under the federal Every Student Succeeds Act. **(BDR 34–393)**
13. **Support for Homeless and Foster Students**—Propose legislation to increase school districts’ flexibility to award credits for diplomas, while in abidance of state standards, in order to increase high school graduation rates for students experiencing homelessness and those in foster care. **(BDR 34–394)**

Recommendations for Committee Action

Education Budget and Funding

14. **Budgeting**—Include a statement in the Committee’s final report expressing support for continued discussion between CCSD and Legislative Counsel Bureau staff concerning budgetary timelines.
15. **Equity Allocation Model**—Send a letter to NDE explaining that due to the lack of time to hear, review, and make recommendations related to the equity allocation model prior to its adoption, the LCE will not make a formal recommendation related to the equity allocation model changes presented on June 21, 2018.
16. **Increase Education Funding From Certain Revenue Sources**—Send a letter to the governor and members of the 80th Nevada Legislature expressing support for funding streams to increase the level of overall K–12 education funding, that includes:
 - a. Allowing [Initiative Petition 1](#) of the 2009 Session, otherwise known as the Room Tax Initiative, to go into effect as written and submitted by Nevada voters;
 - b. Dedicating funding from the 10 percent retail excise tax on recreational marijuana, gained from the enactment of [Senate Bill 487](#) in 2017, to increase, and not supplant, K–12 education funding; and
 - c. Ensuring, beginning in Fiscal Year 2020, revenue from the 15 percent excise tax on wholesale marijuana, established through the approval of [Ballot Question 2 of the 2016 General Election](#), increases K–12 education funding, rather than supplants the state’s contribution to the K–12 education budget.

Nevada’s System of Higher Education

17. **Education Preparation Programs**—Send a letter to the Board of Regents of the University of Nevada, with a copy to the superintendent of public instruction, requesting NSHE study and provide information to the members of the Senate and Assembly Standing Committees on Education and the LCE no later than the first day of the 80th Session of the Nevada Legislature on the following:
 - a. The potential creation of professional teaching schools, which may include:
 - i. A clinical master’s degree program that is guided by professional standards of practice and is research-based and oriented;
 - ii. Learning in practice with expert mentors and professional teaching school partnerships; and

- iii. State of the art clinical or residency-type education, with tightly linked coursework to allow for the development of new curriculum and conduct of research;
 - b. The addition of appropriate courses and capstone projects as graduation requirements that demonstrate how students know research methods; enable them to determine the effectiveness of their own work; and develop and implement improved curriculum, instruction, and assessment in their schools;
 - c. Requiring interviews and other highly selective criteria for all education program applicants, including an assessment of an applicant's aptitude for successful program completion;
 - d. Rigorous coursework requirements that include classroom management and culturally responsive teaching practices;
 - e. The cost to provide a stipend or salary to student teachers;
 - f. The potential cost to provide full scholarships for students who plan to attend NSHE institutions who:
 - i. Are in the top of their high school graduating class anywhere in the country or have otherwise demonstrated the potential to be a high-performing teacher;
 - ii. Choose education as a major; and
 - iii. Agree to a five-year service commitment that includes claw back provisions in a Nevada public school as repayment; and
 - g. The potential cost of a scholarship and outreach program targeted at paraprofessionals who already work directly with students and who have been recognized by school administrators as having an aptitude for teaching to incentivize them to become licensed teachers, with a specific focus on paraprofessionals who speak Spanish.
18. **School-Based Mental Health Pipeline**—Send a letter to the Board of Regents requesting NSHE study and provide information to the members of the Senate and Assembly Standing Committees on Education and the LCE no later than the first day of the 80th Session of the Nevada Legislature on the creation of a school-based mental health pipeline, that includes:
- a. Incentives for students to enter and stay in Nevada to practice in the fields of psychology and social work through loan forgiveness programs;
 - b. Expansion of higher education training programs for school psychology and social work;

- c. Creation of stacked degree programs for school psychologists and other school-based mental health professions; and
- d. Requirements for coursework in cultural competence.

Career and Technical Education

- 19. **Career and Technical Education Funding**—Send a letter to the governor and members of the Senate Committee on Finance and Assembly Committee on Ways and Means expressing support for additional funding to increase capacity in CTE programs, particularly those programs that focus on at-risk students living in areas where CTE programs are scarce or not currently offered.
- 20. **Career Pathways**—Send a letter to the State Board of Education and the superintendent of public instruction requesting NDE to examine recognizing additional pathways in the arts, audio/visual technology, and communications career cluster.
- 21. **Dual Credit Coursework**—Send a letter to the board of trustees and superintendent of each school district, the State Board of Education, the superintendent of public instruction, and the Board of Regents encouraging school districts to expand dual credit coursework opportunities, including coursework that provides a certificate, credential, certification, or other recognition of career or technical skills earned by the student, as well as credit for internships, apprenticeships, and cooperative employment.
- 22. **Jobs for America’s Graduates Funding**—Send a letter to the governor and members of the Senate Committee on Finance and Assembly Committee on Ways and Means expressing support for additional funding for the Jobs for America’s Graduates (JAG) Nevada program to implement the JAG program in more Nevada schools, including middle schools.

Early Childhood Education

- 23. **Early Childhood Education and Care Funding**—Send a letter to the governor, members of the Senate Committee on Finance and Assembly Committee on Ways and Means, State Board of Education, and superintendent of public instruction expressing support for an increase in funding to allow Nevada families to access high-quality early childhood education and care. The letter will include the following recommendations:
 - a. Increase the child care development fund contribution to allow more families access to early childhood education programs, include the use of current market rates to reimburse providers, and expand access to the program for parents attending school or training;
 - b. Develop and expand pre-kindergarten (pre-K) programs offered in both public and private sectors through inclusion in the state education funding formula and/or enhancement of the Nevada State Funded Pre-K Program;

- c. Increase access to early childhood programs in high poverty areas and increase funding for the child care subsidy program for seats in 4- and 5-star rated child care centers;
- d. Prioritize students for whom pre-K will close the opportunity gap the fastest (e.g., students enrolled in free and reduced-price lunch and English learners); and
- e. Provide funding for parental involvement and family engagement classes and other professional development opportunities for early childhood education and care workers.

Educational Personnel

24. **Peer Assistance and Review**—Send a letter to the governor and members of the Senate Committee on Finance and Assembly Committee on Ways and Means expressing support for additional funding to expand peer assistance and review (PAR) programs statewide, including:
- a. Funding for PAR programs and high-quality induction programs throughout the state;
 - b. Setting a goal, vision, and timeline for all new teachers and any teacher new to a district to have access to a robust induction program in the State of Nevada, regardless of the district in which they work;
 - c. Working with the Commission on Professional Standards in Education to develop a certification or credential standard and process for PAR, consulting teachers and/or equivalent supervising teachers to participate in induction programs in the state, and to incentivize districts to use the definition;
 - d. Setting out evaluation criteria for induction programs;
 - e. Once defined, financially incentivizing districts to require any consulting teacher or equivalent professional to maintain certification and obtain ongoing professional development specifically for being a consulting teacher; and
 - f. Integrating PAR into other professional frameworks, including formal career pathways.

Student Health and Safety

25. **School Police**—Send a letter to the governor expressing support for legislation to include school police in the statutory definition of “school resource officer” and allow expanded jurisdiction for school police to conduct investigations, engage in crime prevention programs, and participate in joint task forces.
26. **School Discipline Data Availability**—Send a letter requesting NDE to:
- a. Establish a clear pathway to school discipline data on its website, making it more intuitive and user-friendly;

- b. Consider including school discipline and climate data on the [Nevada Report Card](#) website; and
 - c. Explore opportunities to develop more customized reports for discipline data so schools and districts can drill down to their particular needs.
27. **Restorative Justice Programs Funding**—Send a letter to the governor and members of the Senate Committee on Finance and Assembly Committee on Ways and Means expressing support for funding for restorative justice programs, that includes the following:
- a. Implementation of programs on a statewide basis to address childhood trauma;
 - b. Evidence-based restorative justice options to improve school culture, climate, safety, and student outcomes (e.g., multi-tiered support systems, early warning systems, positive behavioral interventions and supports, social workers in schools, social emotional learning curriculum, and trauma informed practices) and implementing policy changes to create aligned statewide expectations to ensure return on investment and create funding streams through state grants;
 - c. State juvenile assessment center models that focus on assessment and assistance to youth and families such as The Harbor in Clark and Washoe Counties; and
 - d. School justice partnerships that incorporate restorative justice approaches to divert children from the juvenile justice system and school justice pilot programs with cross agency stakeholder commitment.
28. **School Police Funding**—Send a letter to the governor and members of the Senate Committee on Finance and Assembly Committee on Ways and Means expressing support for funding for mental health supports, school resource officers, and school police officers in middle schools.
29. **School Climate Surveys**—Send a letter requesting NDE to identify a subset of school climate survey questions to be asked across the state so the results can be compared across schools and districts and make the climate survey data publicly available. The Department should consider whether school climate surveys should include one or more additional categories for gender to address the rights and needs of persons with diverse gender identities or expressions.
30. **Sexual Harassment in Schools**—Send a letter requesting NDE to examine:
- a. Adopting policies that allow students to report incidents of sexual harassment anonymously, particularly for students who do not have access to a device to report incidents through SafeVoice; and
 - b. Providing group therapy for victims of sexual harassment.

31. **Social and Emotional Learning**—Send a letter to the board of trustees of each school district encouraging the use of social emotional learning and programming as part of a multi-tiered system of support.
32. **Student Behavioral Health**—Send a letter to the governor and members of the Senate Committee on Finance and Assembly Committee on Ways and Means expressing support for the legislative priorities of the Nevada Children’s Behavioral Health Consortium related to education, that includes the following:
 - a. Recommend the Nevada Office for Suicide Prevention, Division of Public and Behavioral Health, Department of Health and Human Services, in collaboration with the CCSD and the Nevada Institute for Children’s Research and Policy, conduct a comprehensive survey of Clark County public, charter, and private schools that will determine the degree to which mental health and/or suicide prevention screening has been implemented. Nevada’s Department of Education’s Social Workers in Schools Program should support the implementation of an effective model of school-based mental health and suicide prevention screening that is evidence-based, is cost-effective, utilizes active parental consent, and includes procedures and resources to link identified students with needed services;
 - b. Expand school-based services in rural counties for mental health programs, support the Social Workers in Schools Program, and allow expansion into more rural schools; and
 - c. Increase supportive services to address children’s mental health needs in the Washoe County School District (WCSD), such as the Safe School Professionals program and additional training from the Office for Suicide Prevention.

Miscellaneous Matters in Education

33. **Data Collection for Fund Recipients**—Send a letter requesting NDE to create a system to track teachers in receipt of state funds for financial assistance and incentive bonuses regarding where recipients teach, what subjects they teach, classroom performance, and reasons for exiting their original placement or the profession. The system should include the tracking of preservice teachers, completers, and graduates in state-approved NSHE and non-NSHE ARL and traditional preparation programs.
34. **Disproportionality in Access**—Send a letter requesting NDE to research and report to the members of the Senate and Assembly Standing Committees on Education and the LCE no later than the first day of the 80th Session of the Nevada Legislature on: (1) the availability of magnet and CTE schools and programs at the district level; and (2) NDE’s assessment of issues related to disproportionality of access.
35. **Disproportionality in Access**—Send a letter to the board of trustees of each school district encouraging the examination of a policy to require students who meet proficiency and aptitude requirements to be automatically opted in to honors or advanced coursework

placement in order to reduce disproportionality in the student population participating in those courses.

36. **Students With Disabilities Funding**—Include a statement in the Committee’s final report expressing support for additional inquiry concerning transition services provided to students with disabilities who are pursuing a standard diploma.
37. **Students With Disabilities Funding**—Send a letter to the governor and members of the Senate Committee on Finance and Assembly Committee on Ways and Means expressing support for additional funding to allow more students with disabilities to be placed in internships and other work opportunities and to provide for early intervention services.

I. INTRODUCTION

The LCE is an ongoing statutory committee of the Nevada Legislature whose authorization and duties are set forth in [NRS 218E.600 through NRS 218E.615](#). The LCE reviews and monitors the condition of public elementary, secondary, and postsecondary education, and it explores issues, including, but not limited to, accountability, compliance with federal requirements, early childhood education, student performance, and teacher preparation.

To better understand the effectiveness of programs in schools, members were offered four tours at various schools in northern and southern Nevada. They received a firsthand look at program implementation and outstanding challenges at the ground level.

The LCE held seven meetings with the following areas of review:

1. [January 18, 2018](#)—**International Education Landscape and Bill Updates**

Prior to the meeting, members were offered a tour of a CTE program at the Southeast Career and Technical Academy in southern Nevada.

Presentations at the first meeting were intended to give Committee members a comprehensive review of education in Nevada and the United States, compared to international programs outperforming the country in academic achievement, using the report prepared by the International Education Study Group of the National Conference of State Legislatures (NCSL) report titled, [No Time to Lose: How to Build a World-Class Education System State by State](#), as a model. This report was used to support the Committee's work on various topics throughout the interim. Additional presentations included updates on the implementation of significant education legislation from the 2017 Session.

2. [February 15, 2018](#)—**Career and Technical Education and School Discipline Practices**

Prior to the meeting, members were offered tours of CTE programs at Western Nevada College in northern Nevada and at the College of Southern Nevada in southern Nevada.

The second meeting largely focused on strategies for scaling-up Nevada's CTE system in order to enable students desiring an alternative to the traditional college pathway to have a rigorous career pathway linked to available economic opportunities. Presentations explained the success seen in public and private partnerships, district and higher education level partnerships, student engagement, and increased graduation rates achieved by existing CTE programs. Presentations also explained Nevada's status in the area of CTE compared to successful international programs and emerging national programs.

Towards the end of the meeting, the CSG Justice Center and NDE provided an overview of current school discipline policies in Nevada and opportunities for improvement.

3. [March 15, 2018](#)—**Early Childhood Education**

Prior to the meeting, members were offered tours of ECE programs at Bernice Mathews Elementary School, WCSD, and at Strong Start Academy in partnership with Variety Early Learning Center located in Las Vegas.

Presentations at the third meeting focused on ECE in Nevada and opportunities for strengthening and expanding such programs. Presentations included current efforts in improving overall quality and access to ECE programs—especially for English learners and at-risk student populations—school readiness, and staffing and licensure in ECE programs. Discussion also included comparisons of Nevada’s ECE programming with successful international and emerging national programs.

4. [April 20, 2018](#)—**Teaching Profession**

The fourth meeting largely focused on Nevada’s approach to the teaching profession, specifically in the areas of compensation, induction, licensure, preparation, and recruitment. This system was compared to effective international approaches and best practices seen in the United States. Discussion also included key takeaways related to the LCE’s study of the *No Time to Lose* report and opportunities to elevate the teaching profession.

Lastly, there was a discussion surrounding what local community members and education stakeholders envision as a safe and supportive school environment for students and teachers.

5. [May 17, 2018](#)—**Charter Schools, Students With Disabilities, and Evaluation and Status of Various Programs**

Prior to the meeting, members were offered a tour of Democracy Prep at the Agassi Campus, a school in the Nevada Achievement School District in southern Nevada.

The fifth meeting included presentations by charter school representatives regarding online charter schools, charter school and facilities funding, and the deeming of a charter school as a “local education agency.” The LCE also discussed students with disabilities and heard presentations concerning assistive technologies, individualized education programs, and transitional services.

The LCE continued its discussion on student health and well-being and took another look at school justice partnerships. The meeting included an update on the Nevada Achievement School District and a preliminary external evaluation of the following programs administered by NDE:

- Great Teaching and Leading Fund;
- Nevada Ready 21 Technology;
- Read by Grade 3;

- Social Worker or Other Licensed Mental Health Worker grant (commonly referred to as the Social Workers in Schools grant);
- New Nevada Education Funding Plan (also known as [Senate Bill 178](#) funding (2017));
- Underperforming Schools Turnaround;
- Victory schools; and
- Zoom schools.

6. [June 21, 2018](#)—**Status of Various Scholarship Programs, the CCSD Reorganization Plan, Student Assessments, School Finance, and School and Student Safety**

The sixth meeting incorporated a facilitated discussion regarding the LCE’s work related to the *No Time to Lose* report and a consideration of possible next steps the Committee may take as a result of this work. Presentations included status updates on the CCSD Reorganization Plan, the Nevada Educational Choice Scholarship Program (also known as the Opportunity Scholarship), and the Nevada Promise Scholarship Program.

The members continued their inquiry relating to student safety and well-being. Student assessments, including data privacy and the number of tests taken, and matters surrounding school funding, including the Equity Allocation Model and the Salary Incentive Program for Professional Growth for Educational Personnel, were examined. Discussion at the meeting involved challenges to be addressed in the African American community, including equitable access to various programs and services.

7. [August 9, 2018](#)—**Higher Education in Nevada, School and Student Safety, School Budget and Finance, and Final Work Session**

Towards the beginning of the LCE’s seventh and final meeting, members heard about discussions of Governor Brian Sandoval’s Statewide School Safety Task Force. A representative from each of the Task Force’s two working groups (Student Well-Being and Infrastructure) presented the group’s activities and final recommendations provided to the Governor for possible consideration during the 2019 Session. The Nevada System of Higher Education’s chancellor provided an overview of the state of higher education in Nevada, including the Board of Regents’ strategic plan and other recent developments. Various task forces and the Clark County Education Association (CCEA) made presentations concerning recommendations for school funding and budgeting.

During the final part of the meeting, members considered various recommendations during the work session. The LCE approved 13 proposals for drafting legislation to the 80th Session of the Nevada Legislature and 24 proposals for issuing correspondence or including position statements in this report. The topics covered include:

- Budgeting and funding of education;
- CTE;
- Early childhood education and care;
- Educational and other school-based personnel;
- Nevada’s education system;
- NSHE;
- Student health and safety; and
- Miscellaneous matters related to education, including, but not limited to, charter schools and the English Mastery Council.

More information about the LCE’s activities—including minutes, recordings of meetings, and copies of presentations and other exhibits—may be accessed on the Legislature’s website for the [2017–2018 Interim](#).

II. BACKGROUND

On January 18, 2018, Marc S. Tucker, President and Chief Executive Officer of the National Center on Education and the Economy, provided a presentation to the LCE titled, “[What it Will Take For Nevada To Compete With The Best Education Systems in the World](#),” in which he compared the American system of education to those of nations outperforming the U.S. in academic achievement. Mr. Tucker explained the history of education and the workforce in the U.S., including the expectation that students mastered a higher level of content in various subjects, like math and reading, at specific times in their academic progression. Students today, he argued, are no longer able to meet those requirements. Additionally, he compared the growth in per-pupil funding and student scores on the National Assessment of Educational Progress (NAEP) twelfth grade reading test over the last several decades, showing that while the U.S. has steadily increased spending, there has been little to no progress on the assessment during that time. Mr. Tucker also compared spending per student in the U.S. to that of other countries, including those outperforming the U.S. in academic achievement.

The presentation included a brief overview of how other nations became the top performers in quality education, comparing their adopted policies to the [9 Building Blocks for a World-Class Education System](#), including:

- Strong supports for children and their families, including access to ECE;
- The addition of resources for students who are harder to educate;

- An abundant supply of highly qualified teachers; and
- An effective system of CTE and training, including strong employer involvement.

Further, Mr. Tucker explained the urgent nature as to why Nevada’s education system must improve in order to compete with the best education systems in the world.

At the same meeting, Michelle Exstrom, Group Director, Education Program, NCSL, followed up with a presentation titled, “[No Time to Lose: How to Build a World-Class Education System State by State](#),” in which she explained the findings from NCSL’s International Education Study Group. The bipartisan group, consisting of legislators, legislative staff, and other experts, studied the ten top-performing countries in the world, according to the highest results on the Programme for International Student Assessment, to determine the commonalities in policies and practices within those education systems.

The Study Group found most education systems within the U.S. continue to fall behind the world in a number of international comparisons, and on our own NAEP, leaving the U.S. underprepared to succeed in the global economy of the twenty-first century. Discussion suggested that while this circumstance is unacceptable, the urgency to act is magnified for Nevada because the state places near the bottom of the list in academic achievement compared to other states within the already poor-performing U.S.

Ms. Exstrom introduced the following four Common Elements seen in top-performing countries:

1. Children come to school ready to learn, and extra support is given to struggling students so that all have the opportunity to achieve high standards;
2. A world-class teaching profession supports a world-class instructional system, where every student has access to highly effective teachers and is expected to succeed;
3. A highly effective, intellectually rigorous system of CTE is available to those preferring an applied education; and
4. Individual reforms are connected and aligned as part of a clearly planned and carefully designed comprehensive system.

Ms. Exstrom provided action steps that individual states can take in order to develop a higher performing education system.

The aforementioned presentations laid the foundation for the majority of the meetings held this interim. Among other matters, the committee largely studied topics that focused on the common elements in top-performing education systems around the world. These commonalities are credited with a rise in student academic achievement seen in top-performing countries.

III. DISCUSSION OF TESTIMONY AND RECOMMENDATIONS

At its final meeting and work session on August 9, 2018, the LCE considered a total of 40 proposed actions for legislation, letters, or statements to include in its final report. Additional information regarding all recommendations considered is available in the LCE's [Work Session Document](#).

A. Nevada's Education System

Recommendation 1

At the conclusion of the Committee's study of NCSL's *No Time to Lose* report, Senator Woodhouse, a member of the Study Group, submitted a written recommendation to move forward with a long-term study of Nevada's education system to compare it to high-performing national and international systems. The Committee voted to create a long-term stakeholder group, whose makeup would be similar to Maryland's Commission on Innovation and Excellence in Education, to develop a statewide vision and implementation plan to create a world-class education system, so that Nevada's students can match the performance of the world's best. The group would:

- a. Oversee a benchmarking or gap analysis study comparing Nevada's education policies to those of high-performing international and domestic education systems to enable Nevada to reach high student performance with equity. As part of the gap analysis, make recommendations on how to adapt international domestic education policies into a coherent system that works for Nevada's context;
- b. Review the findings of any previous or ongoing studies related to funding in order to meet identified objectives;
- c. Develop cost analyses and a plan to implement the recommendations; and
- d. Consider hiring the National Center on Education and the Economy or an organization with similar expertise and qualifications to perform the technical work. **(BDR 34–386)**

B. Funding of Education

Recommendation 1

During the Committee's meeting on June 21, 2018, the superintendent of public instruction presented the [Report of the Equity Allocation Model Working Group](#) and an outline of that group's recommended [changes](#) to the model, pursuant to [NRS 387.122](#). The superintendent informed the LCE he intended to adopt the following recommendations on August 1, 2018: (1) change the equity allocation model to accurately recognize charter school enrollment; (2) implement the charter school recognition change with a hybrid four-year phase-in; and (3) continue evaluating equitable methods of controlling excessive expense growth. Because the LCE was not meeting again until after adoption of the recommendations and would therefore be preempted from providing formal input, the LCE voted to require the superintendent of public instruction to review

and present the revisions to the equity allocation model to the LCE by May 1 of each even-numbered year and prohibit adoption of those revisions prior to July 1 of that year, in order to provide the LCE with the opportunity to provide recommendations. **(BDR 34–387)**

C. Educational Personnel

Recommendation 1

During the LCE’s meeting on April 20, 2018, George Ann Rice, M.B.A., Ed.D., J.D., Associate Superintendent (Ret.), Human Resources Division, CCSD, gave a [presentation](#) on her work with the Troops to Education program, designed to assist the spouses of active duty military members and veterans in securing jobs in the public school system. One of the challenges Dr. Rice identified is that a spouse participating in an ARL program may be relocated before the program can be completed. Frequent relocations could mean restarting a program in another state, only to be relocated again prior to finishing. To address this problem, the LCE voted to allow military personnel, veterans, and their spouses, who have completed another state’s ARL coursework and testing, to be issued a Nevada ARL license in order to complete two to three years of successful classroom teaching required for issuance of a renewable professional license. **(BDR 34–388)**

Recommendation 2

Dr. Rice discussed the difficulty faced by spouses of active duty military personnel in obtaining a teaching license in an expeditious manner. Frequent relocation to new states can cause a spouse to be out of work for some time awaiting an application for licensure to be approved. The LCE voted to require expediting all teaching licensure and school district employment applications for spouses of active duty personnel. **(BDR 34–388)**

Recommendation 3

Finally, Dr. Rice recommended that, in order to increase access to jobs within the public school system for veterans, their work experience in the military be recognized by school districts. The LCE voted to allow a U.S. Department of Defense Joint Service transcript, when available, to be considered for training and experience credit for veterans who are seeking skilled trade licenses to qualify for jobs with school districts. **(BDR 34–388)**

Recommendation 4

The members heard extensive testimony concerning the teaching profession during its meeting on April 20, 2018. Presentations by Linda Darling-Hammond, Ed.D., Charles E. Ducommun Professor of Education Emeritus, Stanford University, and President and Chief Executive Officer, [Learning Policy Institute](#); the [Center for American Progress](#); and [Nevada Succeeds](#) included several recommendations for elevating the status of teachers, including, but not limited to: (1) making pay competitive with other professions requiring the same amount of education; (2) creating career ladders that allow teachers to be compensated for professional mastery and leadership; (3) enhancing teacher recruitment, training, and induction processes; and (4) providing time for teachers to engage in professional learning and research outside the classroom. Following

the meeting, CCEA, Nevada Succeeds, and Teach Plus Nevada Policy Fellows submitted a [recommendation](#) related to the development of a career pathway for teachers and other education professionals.

The LCE voted to create a task force comprised of currently practicing teachers; persons with expertise in systems design; and a representative of NDE, NSHE, OWINN, and a collective bargaining unit to develop a tiered career pathway for educators. The task force would study professional designations and employment designations (including those of paraprofessionals and early childhood educators) within the state and make recommendations to the Commission on Professional Standards in Education for the implementation of a tiered license structure connected to and informed by formalized and specified scopes of practice. In the course of the study, the task force would also consider:

- a. The incorporation of research methods, training, and professional development requirements; and
- b. The development of rigorous student teaching standards and a licensure endorsement for supervising teachers. **(BDR 34–389)**

D. Student Health and Safety

Recommendation 1

At the Committee’s meeting on February 15, 2018, Emily Morgan, Director of Content Development, and Rebecca Cohen, Research Manager, both of the CSG Justice Center, gave a presentation titled, “[School Discipline in Nevada](#),” concerning school discipline practices and data in Nevada schools compared to practices across the country. They noted a growing number of states and local districts taking action to improve school discipline policies, and as a result, rates of exclusionary discipline have started to decline in recent years.

The CSG Justice Center partnered with NDE to examine current practices and identify opportunities for improvement. The analysis found the following three general areas the state may consider in order to improve its school discipline practices:

1. Collecting and analyzing school discipline data;
2. Sharing school discipline metrics regularly with key stakeholders; and
3. Using data to inform and shape system improvements.

At the Committee’s meeting on June 21, 2018, representatives of the Las Vegas My Brother’s Keeper Alliance provided recommendations concerning restorative practices in their presentation titled, “[MBK Legislative Priorities and Focus on Restorative Practices](#).” Additionally, in response to the chair’s solicitation of recommendations, the group provided a written response with similar recommendations.

In response to recommendations presented by the CSG Justice Center and Las Vegas My Brother's Keeper's Alliance, the Committee voted to provide for the collection and reporting, through Infinite Campus, of all school discipline data by student subgroups, including suspension and expulsion counts as separate incidents. The BDR would include a mandate requiring NDE to:

- a. Develop and provide guidance to the districts on expanding data collection;
- b. Standardize definitions of offense types and sanctions in order to ensure consistency across schools and districts; and
- c. Provide training and professional development to build staff capacity to utilize Infinite Campus to create reports, interpret results, and develop responsive action plans. **(BDR 34–390)**

Recommendation 2

In response to the [recommendations](#) presented by Ms. Morgan and Ms. Cohen at the meeting on February 15, 2018, concerning school climate and discipline data reports, the LCE voted to require NDE to provide an annual report to the Legislature on school discipline metrics and identified areas in which NDE is to provide support or attention to address school discipline data trends. Further, the Committee voted to require NDE to include school discipline metrics in its regular report to the State Board of Education. **(BDR 34–390)**

E. Charter Schools

Recommendation 1

In response to the chair's solicitation of recommendations, NDE provided a written [recommendation](#) concerning charter school renewal contracts. According to NDE, there is a wide range for charter school performance, and renewal terms should mirror performance rather than be a "one size fits all" approach. The closure requirement ensures strong schools are operating and clear legal language already exists in the event a school must be closed for performance. The Committee voted to provide charter school authorizers discretion with regard to the term of renewal contracts between three and ten years, retaining a six-year term for the initial license. **(BDR 34–391)**

Recommendation 2

At the Committee's meeting on May 17, 2018, Pat Hickey, Executive Director of the Charter School Association of Nevada, provided recommendations concerning online charter schools in his presentation titled, "[Full-Time Virtual Charter Schools](#)," during which he identified three studies that revealed low performance by most students enrolled in full-time virtual charter schools. He stated that studies have found, with academic achievement in full-time virtual charter schools, all subgroups performed worse and students, generally, have less academic progress in both math and reading. Mr. Hickey added that the findings from these studies showed that students in such schools have less live teacher contact time in a week than students in conventional schools have in a day. Findings also showed that such schools are a good option for

a small percentage of the student population due to the greater need for adult involvement at home and the higher level of student self-motivation required, as the instruction is mostly delivered asynchronously.

Additionally, in response to the chair's solicitation of recommendations, Mr. Hickey provided a similar written recommendation for the LCE to consider. The Committee voted to develop a statutory framework specific to online charter schools. **(BDR 34–392)**

F. English Mastery Council

Recommendation 1

According to NDE, the English Mastery Council is set to expire in the spring of 2019. It is composed of three subcommittees each working on specific initiatives and objectives pursuant to [Senate Bill 504](#) of the 2013 Session. Nevada's Department of Education provided a written recommendation for the LCE to consider regarding the Council. The Committee voted to extend the English Mastery Council for three years (spring 2022) to enable the Council to continue its work in a format that allows for legislative recommendations and provides a voice for English learners in this state. **(BDR 34–393)**

Recommendation 2

At the LCE's meeting on June 21, 2018, Yvette Williams of the Clark County Black Caucus presented an exhibit titled, [African American Education: Identifying Disparities, Achievement & Opportunity Gaps](#), during which several legislative BDRs were outlined to support a reasonably equal educational opportunity for each student and addressed existing proficiency gaps, including the expansion of the English Mastery Council's responsibilities; Senate Bill 504 from the 2013 Session established the Council. Ms. Williams submitted a follow-up, written recommendation. The Committee voted to expand the English Mastery Council to improve the quality of education for all students who are least proficient in English, help reduce the proficiency gap, and support districts to serve the least proficient subgroups, as required by Nevada's plan approved under the federal Every Student Succeeds Act. **(BDR 34–393)**

G. Homeless and Foster Students

Recommendation 1

As indicated by NDE, students experiencing homelessness and those in foster care face extreme challenges in completing high school and experience high levels of school mobility. According to NDE, more than one-third of youth in foster care change schools more than five times. The challenges of homelessness and foster care lead to disproportionately low rates of academic achievement and high school graduation rates. Nevada's Department of Education provided a [recommendation](#) for the LCE to consider regarding homeless and foster students. The Committee voted to increase school districts' flexibility to award credits for diplomas, while in abidance of state standards, in order to increase high school graduation rates for students experiencing homelessness and those in foster care. **(BDR 34–394)**

IV. SUGGESTED LEGISLATION

The following bill draft requests* will be available during the 2019 Legislative Session at the following website: <https://www.leg.state.nv.us/App/NELIS/REL/80th2019/BDRs/List>.

- BDR 34–386 Establishes a long-term stakeholder group to develop a statewide vision and implementation plan for Nevada’s educational system.
- BDR 34–387 Revises provisions relating to review of the equity allocation model used to calculate a basic support guarantee for each school district.
- BDR 34–388 Revises provisions relating to the licensure and employment of veterans, military personnel and their spouses in Nevada’s public schools.
- BDR 34–389 Creates a task force to study the creation of a tiered career pathway for educators.
- BDR 34–390 Revises provisions relating to school discipline.
- BDR 34–391 Authorizes variable-length renewal of charter contracts.
- BDR 34–392 Provides for the separate regulation of online charter schools.
- BDR 34–393 Extends the English Mastery Council and expands the duties of the Council.
- BDR 34–394 Provides flexibility to school districts to award credit for coursework completed by pupils experiencing homelessness or in foster care.

*The following explains the numbers or letter preceding the dash in the BDR number that is assigned by the Legal Division during the drafting process:

- BDR 40–368 A number denotes the NRS Title (i.e., Title 40), which encompasses the main subject of the bill draft.
- BDR R–369 The letter “R” denotes the bill draft is a resolution.
- BDR S–370 The letter “S” denotes the bill draft is a special act.