

**MINUTES OF THE MEETING  
OF THE  
ASSEMBLY COMMITTEE ON EDUCATION**

**Seventy-Ninth Session  
February 20, 2017**

The Committee on Education was called to order by Chairman Tyrone Thompson at 3:17 p.m. on Monday, February 20, 2017, in Room 3142 of the Legislative Building, 401 South Carson Street, Carson City, Nevada. The meeting was videoconferenced to Room 4404B of the Grant Sawyer State Office Building, 555 East Washington Avenue, Las Vegas, Nevada. Copies of the minutes, including the Agenda ([Exhibit A](#)), the Attendance Roster ([Exhibit B](#)), and other substantive exhibits, are available and on file in the Research Library of the Legislative Counsel Bureau and on the Nevada Legislature's website at [www.leg.state.nv.us/App/NELIS/REL/79th2017](http://www.leg.state.nv.us/App/NELIS/REL/79th2017).

**COMMITTEE MEMBERS PRESENT:**

Assemblyman Tyrone Thompson, Chairman  
Assemblywoman Amber Joiner, Vice Chairwoman  
Assemblyman Elliot T. Anderson  
Assemblyman Chris Edwards  
Assemblyman Edgar Flores  
Assemblyman Ozzie Fumo  
Assemblywoman Lisa Krasner  
Assemblyman William McCurdy  
Assemblywoman Brittney Miller  
Assemblyman Keith Pickard  
Assemblywoman Heidi Swank  
Assemblywoman Jill Tolles  
Assemblywoman Melissa Woodbury

**COMMITTEE MEMBERS ABSENT:**

Assemblywoman Olivia Diaz (excused)

**GUEST LEGISLATORS PRESENT:**

Assemblywoman Maggie Carlton, Assembly District No. 14  
Assemblyman Richard Carrillo, Assembly District No. 18



**STAFF MEMBERS PRESENT:**

Amelie Welden, Committee Policy Analyst  
Asher Killian, Committee Counsel  
Sharon McCallen, Committee Secretary  
Trinity Thom, Committee Assistant

**OTHERS PRESENT:**

Pat Hickey, Executive Director, Charter School Association of Nevada  
Estrella Gomez, Private Citizen, Las Vegas, Nevada  
Terri Gomez, Private Citizen, Las Vegas, Nevada  
Lindsay Anderson, Director, Government Affairs, Washoe County School District  
Craig M. Stevens, Director, Intergovernmental Relations, Government Affairs,  
Community and Government Relations, Clark County School District  
Mary Pierczynski, representing Nevada Association of School Administrators and  
Nevada Association of School Superintendents  
Jessica Ferrato, representing Nevada Association of School Boards  
Ed Gonzalez, representing Clark County Education Association  
David W. Carter, State Board of Education  
Jodi Tyson, representing Three Square and Food Bank of Northern Nevada  
Skyler Draw Bradley, Nevada Youth Legislator, Senate District No. 10  
Amanda Haboush-Deloye, Ph.D., Vice Chair, Clark County Children's Mental Health  
Consortium  
Jeanette Belz, representing Academy for Career Education (ACE) High School  
Bill Hanlon, Private Citizen, Las Vegas, Nevada

**Chairman Thompson:**

[Roll was called. Rules and protocol were explained.] I would like to remind the Committee of Rule No. 57 in the Assembly Standing Rules, which governs committee action. Specifically, section 13 of this rule states that, "Unless a committee member advises the chair otherwise, it will be presumed that the member will vote on an amendment or on a measure, during a floor session, consistent with his or her vote in the committee." If you think you will have a change, please let us know as a courtesy. We will go ahead and start with our work session on Assembly Bill 1.

**Assembly Bill 1: Requires the payment of certain undergraduate fees and expenses of the dependent child of a public employee who is killed in the performance of his or her duties. (BDR 34-69)**

**Amelie Welden, Committee Policy Analyst:**

Assembly Bill 1 requires the Board of Regents, to the extent money is available, to pay certain fees and expenses associated with undergraduate coursework at a Nevada System of Higher Education institution for a dependent child of a public employee who was

killed in the performance of his or her duties. There was one amendment offered by Assemblywoman Carlton, which proposes to require the provisions of the bill to apply to qualified students whose parent was killed in the performance of his or her duties on or after October 1, 2013 ([Exhibit C](#)).

**Chairman Thompson:**

I will accept a motion to amend and do pass A.B. 1 with the conceptual amendment proposed in the work session document.

ASSEMBLYMAN EDWARDS MOVED TO AMEND AND DO PASS  
ASSEMBLY BILL 1.

ASSEMBLYMAN PICKARD SECONDED THE MOTION.

THE MOTION PASSED. (ASSEMBLYWOMAN DIAZ WAS ABSENT  
FOR THE VOTE.)

Assemblywoman Carlton will handle this bill on the floor. Now we will move to Assembly Bill 24.

**Assembly Bill 24: Revises provisions governing the tuition charges assessed against certain students within the Nevada System of Higher Education. (BDR 34-165)**

**Amelie Welden, Committee Policy Analyst:**

Assembly Bill 24 prohibits the Board of Regents from charging out-of-state tuition for certain veterans, members of the military, and their families who attend Nevada System of Higher Education institutions. There were no amendments offered on this bill. At the bottom of the work session document, there are the specific populations to which this bill would apply ([Exhibit D](#)).

**Chairman Thompson:**

I will accept a motion to do pass A.B. 24.

ASSEMBLYMAN EDWARDS MOVED TO DO PASS  
ASSEMBLY BILL 24.

ASSEMBLYMAN FUMO SECONDED THE MOTION.

THE MOTION PASSED. (ASSEMBLYWOMAN DIAZ WAS ABSENT  
FOR THE VOTE.)

Assemblyman Fumo will handle this bill on the floor. This concludes today's work session. I would like to open the hearing on Assembly Bill 166.

**Assembly Bill 166: Revises provisions governing education. (BDR 34-778)**

**Assemblyman Chris Edwards, Assembly District No. 19:**

I am here to present Assembly Bill 166 for your consideration. I come to offer solutions to three education problems that negatively affect over 400,000 students in Nevada. I have heard about this problem from constituents from across my district. The bill is about giving our kids the best opportunity for them to be successful. It is about using school time efficiently and effectively. It is about giving students the opportunity to truly shine in the classroom.

Overall, this bill addresses three main topics: school start times, instruction times for schools that participate in Breakfast After the Bell, and recess times. Section 2 requires each school district to set times for commencement of the school day. Under the provisions of the bill, elementary schools would start between 7:30 a.m. and 8 a.m., junior high and middle schools would start between 8:15 a.m. and 8:45 a.m., and high schools would start between 9 a.m. and 9:30 a.m. In general, most public schools send high school students to school earlier than elementary or middle school students. Usually high schools start around 7 a.m. This is not optimal for our students. In fact, it is backwards. A few morning larks may be ready to learn trigonometry, calculus, or chemistry at 7 a.m., but most are not.

Recent studies have shown kids at different ages learn better at different times of the day. For example, teenagers are currently severely sleep-deprived. This makes it difficult for them to learn. They have what some studies call "delayed sleep-wake cycle," due to endocrine rhythms that make them naturally want to stay up later than younger children do. In short, it is harder for them to wake up early. Most parents would attest that this is their experience. Preadolescents are more alert and better focused earlier in the morning than teenage students are. Specifically, studies show that younger students have the same degree of focus at 7 a.m. that the adolescent students have at 8 a.m.

Having students start school at the wrong time also takes away from the effectiveness of other programs we have implemented, such as Read by Grade Three, English language learner programs, Breakfast After the Bell, GEAR UP, and others. A revised school start time would improve the chances of success for all such programs. I think it is safe to say we all want to give students the best opportunity to succeed. Adjusting school start times could help to make that happen. I think we owe it to our students, their parents, the teachers, and the taxpayers to do this. This issue is not new. Last session, a colleague in the Senate brought this issue up, and that resulted in a thoughtful and productive conversation.

Under section 3, we require the public schools that participate in the Breakfast After the Bell program to provide an additional 15 minutes of instruction time to the school day. I agree it is important that our students have access to a healthy morning meal so they are ready to learn. I also believe we should be using our time as effectively and efficiently as possible. Prior to the implementation of Breakfast After the Bell, the length of the school day was determined. I propose adding 15 minutes of instruction time in the school day to offset the time Breakfast After the Bell cuts into instruction.

This is also a matter of helping teachers. We should give them the time they need to fully instruct students. If we are going to evaluate their effectiveness and performance based on student success, we should ensure they have the time necessary to teach. It is important for students, teachers, parents, and taxpayers that we do this.

Section 4 directs school districts to adopt policies that require elementary schools to provide at least 30 minutes of recess every day for students in kindergarten through grade 5. Subsection 2, paragraph (b) requires the policies to include an exemption for students who are unable to participate in recess due to illness or disability, or who are otherwise physically unable to participate.

Study after study has shown the importance and benefits of recess. At the same time, we have seen a decrease in recess all across the country. This has been a complaint of many parents and teachers across my district, and I am sure the parents and teachers in your districts would say the same. Recess represents more than physical education and physical fitness. There are personal and academic performance benefits. Studies have shown that children are more attentive and have better cognitive performance after recess. Similarly, recess has been shown to develop and improve interactive social skills that one is less likely to improve in the classroom.

We want students to have access to a healthy breakfast. After giving them food after the bell, a child's metabolism generates an excess of energy that must be expended somewhere. We seek to give them the opportunity to burn that energy off at recess so they can better focus in the classroom. Not letting kids burn off that energy can create a situation just as distracting as an empty belly, which can take away from a teacher's time to instruct.

In closing, A.B. 166 seeks to use common sense to solve a few of the problems that plague our schools. It responds to multiple concerns my constituents, parents, teachers, administrators, and students have. This is not a solution for everything that ails our schools. That would take many bills. However, it does address some problems. It allows us to talk about important issues that negatively impact hundreds of thousands of students every day. Everyone here wants to give our kids the best possible opportunity to be successful. I believe this bill takes steps toward giving our kids that opportunity.

We can expect three friendly amendments to be added. One will limit the bill to counties with a population of 100,000 or more; another will be a simple word change from "to" to "may" in order to give schools leeway if they feel they already have an efficient operation for Breakfast After the Bell; and the third will be to exclude charter schools, magnet schools, and special schools like Academy for Career Education (ACE) High School ([Exhibit E](#)). They do not have bus transportation, and they have already set up their schedules to be as convenient for the student population as possible. I think it makes sense to let them be excluded.

**Assemblyman Pickard:**

Is the additional instruction time required for the Breakfast After the Bell program delivered to all students or only those who benefited from the breakfast?

**Assemblyman Edwards:**

The original intent was to do it for all students at schools that implement the Breakfast After the Bell program. However, in talking with some schools, I have realized they have taken special training in order to make that time efficient and effective. They multitask. One thing we will seek to do is extend the training to everyone else so we will not need the 15 minutes later on. That is one reason for using the word "may" rather than "to."

**Assemblywoman Woodbury:**

How are we going to define recess? There are alternative forms of movement that go on. I know a second-grade teacher who does some indoor activities. If you go to a website called "gonoodle.com," it has short videos of dancing, exercising, stretching, et cetera. There are longer videos, over ten minutes, for recess activities that can be done between academic endeavors to get the brain recharged. She also has activities to interact with peers. Movement is incorporated in the day as needed. What is the definition of recess? Would you leave it to the teacher's discretion?

**Assemblyman Edwards:**

I was going to leave it to the teachers or the schools, especially since we have the reorganization of the schools as well. I do not want to tell them they have to play basketball, football, et cetera. I trust the teachers will be proficient at figuring out what their class needs. I do not want to dictate that to them.

**Assemblywoman Woodbury:**

Sometimes we will go out to recess and kids are sitting there talking to their friends, standing around, et cetera. Teachers can do other things to ensure there is movement. Could we change the word "recess"?

**Assemblyman Edwards:**

If you have a recommendation, I am all ears.

**Assemblywoman Woodbury:**

I would probably say "movement" or "some type of activity."

**Assemblyman Edwards:**

Recess that includes bodily movement?

**Assemblywoman Woodbury:**

I think when we use the term "recess," there is a traditional assumption of what that means.

**Assemblywoman Tolles:**

As a mother of two teenage daughters, I can attest to their complaints about wanting to sleep in longer in the morning. They do function better later. There is no fiscal note on this. If we are adding 15 minutes of instruction for schools that participate in Breakfast After the Bell and 30 minutes of recess, that will lengthen the teachers' days. Or are those 30 minutes coming out of instruction time? Moreover, how may this impact the transportation schedule?

**Assemblyman Edwards:**

As far as the transportation schedule is concerned, it is not that hard to do. I can do a simple demonstration. I want to show you what this really entails. In general, we have three bus schedules: 7 a.m., 8 a.m., and 9 a.m. In order to make this happen, this is all we have to do: Take the 7 a.m. and move it to the 9 a.m., and take the 9 a.m. and move it to the 7 a.m. There should be no cost in that at all. It is just rearranging the bus routes.

I do not anticipate any real cost. Unless there is something crazy I am missing, it is simply rearranging the timetables. Regarding the additional 45 minutes of instruction, I have asked if the schools can get me the information on cost. There is a potential sizable cost to that. I do not know what that is yet.

**Assemblywoman Swank:**

I have questions about the end of the day. I do not have kids, so I do not know what time they are getting out. If you go into school at 9 a.m., what time will you be getting out of school to head home?

**Assemblyman Edwards:**

Right around 3 p.m. or 3:15 p.m.

**Assemblywoman Swank:**

In my district, we have a lot of people who work different shifts. Parents will be working in the evenings. They depend on their older kids getting home earlier so they can be home when the younger kids arrive. For urban Las Vegas, that will be a big issue for us. We have to have some kind of after-school program for younger kids until their older siblings can pick them up. Another issue is a lot of my high school kids work. If they are getting out later, that is less time to get to work. A lot of kids, as they get older, are in sports. It gets dark early on, so I am not sure how we can fit in sports. I understand the idea; I get the science behind the later start. I am just not sure how we fit all this in. If you are in a solidly middle- to upper-class district, it might be easier to have people to help you pick up little ones. However, there is not someone to do that in a lot of families in my district. They need the older kids at home earlier. The parents cannot be there because they are working. I know I threw a bunch of problems at you, but those are the first things that came to mind.

**Assemblyman Edwards:**

I have been asked similar questions. Frankly, I do not have kids either, so I do not know exactly how they do this. However, if the older children are already at school at 7 a.m., they cannot help to get the younger kids there. There will always be one part of the day when the older kids will not be available. I do not have the greatest solution. I do not have one solution that will fit every situation. We have to trust that the parents will understand what the time frames are and come up with a solution for their particular situation. I understand some kids work after school. However, my interest is ensuring the same children have the right mindset to learn and succeed. I want to ensure they graduate with a high school diploma so they can either go on to college or a career that will pay them much more than an after-school job. If they have to sacrifice an hour or two of their job hours, I think that is an

equitable trade-off for their future. I am putting education ahead of sports. The coaches will be smart enough to figure out how to adjust their schedules or the training. This is focused on getting kids to school at the right time, so they can perform in the classroom and learn what they need to do to graduate. There will be trade-offs, but that has to be our imperative. If they do not graduate, sports and everything else really do not matter as much.

**Assemblywoman Swank:**

There is an old saying, "Don't let the perfect be the enemy of the good." For me, I represent the district that has the Las Vegas Strip in it. We have a lot of people who work in the service industry. Those are the people whose needs I represent at the Legislature. If you are looking at people who work in the service industry, it will be much easier for them to be home in the mornings and get their kids off to school in the current order. If you work in a restaurant, you probably start around 4 p.m. You have to work, you cannot be home. The way the system is set up now is not perfect. But we have someone in the morning to get kids off to school, and we have older kids at home in the afternoon to receive the little ones. As far as reducing working, that sounds lovely. However, the practicalities are that these kids help support families. We are not talking about having money so you can buy a car that is cool to drive to school in. We are talking about making rent and buying groceries. While we may not think that is the optimal childhood from the Norman Rockwell days, it is the reality of people in my district.

**Assemblyman Edwards:**

I share those concerns because I have many people who work in the hospitality industry in my district as well. In Mesquite, the two casinos there are the biggest employers. My district runs on the east side of Las Vegas, so I have many of the same people you are talking about. They are telling me it does not make sense to have their kids go to school at these times. Their kids are too tired to learn in the morning, or they are eager to learn and they cannot because they are held back until 9 a.m. It is a trade-off and it is not necessarily perfect. However, I think it is much better to match the times when kids can learn with the opportunity to learn. If we match that up, I think we will have higher success across the board for the kids, the teachers, the parents, and the state.

**Assemblyman Flores:**

I agree the scenario now is not perfect. I am figuring out how my family did it. I do not think the ideal start time for school ever existed. Every scenario is so different. Assemblywoman Swank brought up concerns about students who are working and families for whom this would not work. Do we have data specific to Nevada on how many families would be affected? For instance, there was one year in high school where I was dropped off at 6 a.m. My dad worked at 6:30 a.m. and I would hang out for a few hours until school started. I think we all agree that the mind works better when it is rested. Would we want to start our committee meetings at 6 a.m. or 9 a.m.? Do we have that data on the logistics in Nevada?



**Assemblyman Edwards:**

I had a few studies put into the Nevada Electronic Legislative Information System (NELIS) that should be linked into the Committee hearing ([Exhibit F](#)), ([Exhibit G](#)). That is national data. We have not found anything specific to Nevada. That may be done in the future. The younger kids are more prepared to go to school in the morning. It is much tougher to get teenagers out of bed simply because they go through growth spurts. A lot of this is based on sensible approaches to when kids should be going to school. We can find data somewhere, but I do not think we will find anything as specific as what you are looking for.

If they started having us come in at 6 a.m., we would not have to have term limits, I think. A lot of people would be leaving on their own.

**Assemblyman Flores:**

If you do come across that data, I would appreciate that. I am sure it would be helpful for us.

**Assemblyman McCurdy:**

While I understand how children are more prepared to learn at a later time, we have to be cognizant that if we change the times, we change when parents are able to make it to work. They have been operating within their schedule for a long time. How will we consider that when we adjust the start and stop times in our school days?

For me, I wake up and get myself together, make my son breakfast, get him to school, et cetera, and I have to be at work at a certain time. I do not know if I can justify telling my employer, "They changed the school start time, sorry for being late." With some employers, if you are late too many times, you will be unemployed. How do we consider parents and their employers? By starting schools 15 minutes later, teachers will have to be paid for that. What does the school district think about this?

**Assemblyman Edwards:**

The school districts will be leery about what the cost might be. I do not deny there would be a fiscal note. Unfortunately, I do not know the magnitude of that. They have not been able to provide me the information we need. It is a legitimate concern. I do not want to throw away money. However, if it is a concern of \$5 million or \$10 million to protect the billions of dollars in investment we have in education, that is a worthwhile investment.

Regarding how to help the parents, I would say two things. With the reorganization of the school district, parents in the local area will have more input into when school times can start. Second, I put flexibility into the bill so they do not have to start exactly at a certain time. There is a half-hour of flexibility. If there had to be a waiver or two, that could be done as well. We have the reorganization of the school district and providing the flexibility that can help the parents do what they need to do to get to work without the fear of losing their jobs.

**Assemblyman McCurdy:**

Would we want to spend those millions of dollars on paying teachers instead? Would those dollars be best spent ensuring we provide equal access to technology for students or ensuring the teachers get their books on time and not two to three months into the quarter? If it will be a huge fiscal note, I believe we should invest in these things first, as opposed to changing the start and stop times of the school day. That will impact parents and change the structure of everything.

**Assemblyman Edwards:**

You are correct that there will be trade-offs. We have already invested \$4 billion a year in the education system of the state. To protect, enhance, and improve the success of that investment, I think we need to adjust the time so kids can perform and actually learn. Whatever the fiscal note may be, I think we need to pay more attention to the benefits to students across the board. Swapping out the timetables when people go to school should not cost us anything. That is simply changing bus times. There should be no fiscal note on that. The additional 45 minutes per school day may cost us a lot. It will cost millions, I am sure. Is that money best spent there? That is what we are here to decide. If the Legislature decides it is not, that part of the bill does not go through. However, I think we need to give children every opportunity to have enough instructional time in the best environment we can create for them so they can succeed to the maximum extent possible.

**Assemblyman McCurdy:**

If we are going to adjust start and stop times, I believe it is imperative we are in close conversation with the school districts to ensure we have a time that will best suit the entire population.

**Assemblyman Elliot T. Anderson:**

Why is this not a local thing? Especially considering the Legislature just passed the Clark County School District (CCSD) reorganization and the empowerment model? Is it our place to get into these decisions?

**Assemblyman Edwards:**

There is a part of me that is embarrassed by having to bring this kind of a bill forward because the school district has not done it. I think they are long overdue in adjusting the times based on science and common sense. I would love to have had them do it. My constituents have contacted me from every part of my district asking what I can do for them. This is what we can do for them. I am sure you have constituents in your district as well who are concerned about the times their kids go to school.

**Chairman Thompson:**

Are there any other questions from the Committee? [There were none.] Is there anyone wishing to testify in favor of the bill?

**Pat Hickey, Executive Director, Charter School Association of Nevada:**

We are in support of the bill as amended to exclude charter schools. Some charter schools are predicated on the notion that by starting early, students can go into the workforce. I am thinking specifically of ACE High School, a construction-based learning environment. The graduates of that program go into the field and onto job sites earlier in the day. While I think there have been good questions about the bill in general, we support it as amended because it allows charter schools to make those decisions for themselves.

**Assemblywoman Swank:**

Your support for this bill is predicated on charter schools' exemptions?

**Pat Hickey:**

Yes. We support it as amended, to a large degree, because it excludes charter schools.

**Assemblywoman Swank:**

So you do not have a horse in this race, and that is why you are supporting it? If charter schools were included, would there be support?

**Pat Hickey:**

I would say no. That is why we appreciated the amendment.

**Chairman Thompson:**

I will move to opposition.

**Estrella Gomez, Private Citizen, Las Vegas, Nevada:**

I am in opposition because I believe children should realize that once they get out of high school, there is college and the workforce. We need to teach our children to get up in the morning and be ready for these jobs. What are we telling teenagers? It is okay, take a break, and sleep in. But then we will shoot them into the real world and they will not be ready to get up in the morning.

**Terri Gomez, Private Citizen, Las Vegas, Nevada:**

I grew up in northern Nevada and currently live in southern Nevada. I think something the Committee should consider is the different dynamics of the state. This would affect the counties differently. In Nevada, we do not have the support staff for recess. Here, we have black pavements. Heat waves could burn the kids' feet. I agree that kids need movement. Considering behavioral problems in Title I schools, maybe they should have mindfulness activities instead of the gym. In northern Nevada, the weather is very cold. Please consider the environment.

I am here about school reorganization, but I will talk about that later on. The state should take action and break the decisions down. I agree with Assemblyman Edwards; the state needs to give us a time frame of when things will happen and put it in perspective for everyone. They can give the school district leeway.

**Lindsay Anderson, Director, Government Affairs, Washoe County School District:**

We are here in opposition to this bill for many of the reasons you have already heard. The primary reason is we believe this is the responsibility of the local elected school board. It violates our platform of local control that asserts that all decisions about school operation should be done at the local level. I understand Assemblyman Edwards' frustration for why it has not been done. In Washoe County in 2010, we considered changing both our school calendar and our school start times. It was a very exhaustive process that included the opinions of staff, parents, teachers, and students. We made a relatively large change to the way we organize our school calendar and the vacation breaks. We also considered changing our school start times. In Washoe County, we would need at least one more apple. We have a four-tiered school start time, with some variation among that. I do not know if you can juggle four apples; maybe three. It is not super simple.

Ultimately, the committee that considered this concluded we should not change school start times for the reasons you have already articulated: the necessity of having older siblings care for younger siblings, the impact of employment opportunities, the impact of extracurricular schedules like athletics and band, et cetera. We heard testimony that if you make school start times later, kids just stay up later. They just shift their whole sleep schedule as opposed to going to bed at the same time and waking up a bit later.

We also wanted to let you know that if you accept lunch subsidies from the federal government, you have to include 30 minutes of moderate to vigorous activity within the school day as a part of that initiative.

We can appreciate where Assemblyman Edwards is coming from. However, we believe these things are being addressed already. The fiscal note for the additional instructional time for Breakfast After the Bell is due tomorrow, so it has not been posted yet. We are still in the final stages of compiling our fiscal note. There will be a note, particularly around the added instructional time. That is obviously collectively bargained with our employee associations.

From *Nevada Revised Statutes* (NRS) 385.005, "The Legislature reaffirms its intent that public education in the State of Nevada is essentially a matter for local control by local school districts. The provisions of this title are intended to reserve to the boards of trustees of local school districts within this state such rights and powers as are necessary to maintain control of the education of the children within their respective districts." We ask that you consider that when discussing this legislation.

**Craig M. Stevens, Director, Intergovernmental Relations, Government Affairs, Community and Government Relations, Clark County School District:**

We are opposed to A.B. 166. We appreciate Assemblyman Edwards bringing this bill forward for robust discussion. We are opposed to this for several reasons. The three key reasons were the questions related to sports, jobs, and child care. Many of our parents depend on an older sibling to help with child care. This could be a huge disruption to our families. Our transportation at CCSD is based on efficiency. We have 300,000 kids to consider when creating our transportation plan. Our high schools are much bigger than our

middle schools, which are much bigger than our elementary schools. Buses end up at certain places in the morning in order to pick up kids for the next school. We also function under a collective bargaining agreement, which requires a certain number of hours of work. Many things go into our transportation plan. We believe A.B. 166 would create inefficiency in our program and require buying several school buses and hiring several bus drivers. I believe we are short 73 bus drivers as it is. It would create a large inefficiency within our program.

We have worked hard with the business community, especially over the last five to six years, to create more efficiency within our school district. We believe local control enables us to do that, especially with the reorganization of CCSD. We believe A.B. 166 contradicts what we are trying to do, which is get more local control.

**Mary Pierczynski, representing Nevada Association of School Administrators and Nevada Association of School Superintendents:**

You have heard our main reasons for objecting to the bill. Assemblywoman Swank, you brought up many of our concerns. I understand there is a friendly amendment that may exclude the rural districts, which is a very good idea. In the rural districts, K-12 kids all ride the same bus. A staggered start time is just impossible. If you live in Kings River Valley in Humboldt County, you are driving 38 miles just to get your child to the bus stop. Twenty of those miles are on dirt road. It would be very difficult in many of our rural areas to accommodate those staggered times.

**Chairman Thompson:**

Can you help us at all with the term "recess" and potential alternative terms? Maybe that can be some of your homework.

**Lindsay Anderson:**

I would be happy to get back to you. I think the phrase we have in our wellness policy is "physical activity." That is not necessarily language in statute.

**Assemblyman Pickard:**

What concerns me about the discussion right now is we seem to be focused on logistics and cost, and no one is talking about educational performance. One of the things I campaigned on was trying to get our schools away from being last place. Part of that has to consider how we are best setting our students up for success. Somewhere in the discussion, I would like to hear what the school districts are doing if we are not going to change the time to where the students are best suited to learn. What are we doing to mitigate the disconnect between when they should be learning and when we are forcing them to learn?

**Craig Stevens:**

There are things we are doing to enhance learning. We support Breakfast After the Bell so our kids are not hungry and are ready to learn. However, when it comes to the coordination of transportation for the district, we consider what the district wants. We did a parent survey several years ago about their ideal start time for school. The answer came out to be 8 a.m. We take that into consideration, but we have to ensure we have the ability to pick up kids and

drop them off efficiently. We have a myriad of school start times because of that. We have start times beginning at 6:50 a.m. for one magnet school. They would be exempt from this bill. We also have schools that start at 9:10 or 9:20 a.m. It may not seem like we always consider this because of how we have to manage our transportation, but we do consider these things.

**Assemblyman Pickard:**

Do you have empirical studies or data to support that the steps you are taking to mitigate it are effective?

**Craig Stevens:**

I would have to get back to you as to whether we have empirical data. However, we do have an Attendance Zone Advisory Commission, which determines a lot of these issues and considers them when we look at school zones and transportation.

**Assemblyman Pickard:**

To be clear, I am talking about empirical support for the consideration of the school start times and the effectiveness of learning, not just surveys from parents.

**Lindsay Anderson:**

The only thing I would add is that high schools take their master schedules very seriously. It is one of the most complex systems I have ever seen. They try to ensure classes are offered at the right time. I think they do consider when those classes are offered. Our opposition is simply that it should be done at the local level and the school board should consider these operational changes based on feedback from principals, for example. Within the school days we currently have, we do our best to maximize when the calculus class is given and when particularly intense instructional time is given.

**Jessica Ferrato, representing Nevada Association of School Boards:**

I think the previous testifiers articulated our concerns very well. Again, we are concerned about this being an issue of local control. The school boards like to deal with this on a district-by-district basis. A few of the Assembly members pointed out that every family, parent, school, and district is different. We have concerns in the rural districts that are different from those in the urban districts.

I think this is the balance between what the research is showing for how children learn and the reality of how our districts operate to get our kids to school in a safe manner. Our school districts and wards are doing the best they can within their framework. They need the support at the local level.

One concern that has not been mentioned in previous testimony is about kids going to bus stops that early in the morning. Depending on the distance a bus has to travel to school, some of these kids are little and waiting in the dark at a school bus stop. That is a big concern for many parents in the districts.

**Ed Gonzalez, representing Clark County Education Association:**

We also oppose A.B. 166. Many of the concerns have been highlighted. When Clark County had the legislative committees for the CCSD reorganization bill, the question of school start times and transportation services came up. They met for about a year and a half. They had the same concerns we have met here. We do believe we should not dictate into state law what time school starts. That should be held to the district and the school organizational teams.

Additionally, transportation costs could take money out of the classroom. One thing Assemblyman Edwards brought up was adding instructional time to schools that provide Breakfast After the Bell. I know many teachers and principals would appreciate that. I know about 70 percent of them are free or reduced-price lunch eligible. One thing we can do to help those students is transition to the weighted-funding formula. That was one thing mandated under the CCSD reorganization bill. That will give additional money to schools with high populations of students eligible for free or reduced-price lunch. That would be about 100 schools in Clark County that do not receive Victory school program or Zoom school program funds.

**Assemblyman Flores:**

Those who came up in opposition focused on the start time. I was curious to know if the rest of the bill is opposed. You can send a quick email and let me know if you are against the whole thing or if it is just the start time issue.

**Ed Gonzalez:**

I am more than happy to talk to you later about that.

**Chairman Thompson:**

Is there anyone wishing to testify as neutral to the bill?

**David W. Carter, State Board of Education:**

As the newest member of the State Board of Education, I will be asking if there are any studies regarding start times specific to our schools. I will find out if there is anything planned. As an aside, for the 2015-2016 school year, I was a nonpaid aide at the six elementary schools in Carson City. I mostly monitored at recess and lunch times. Many kids were quite active after recess during lunch. I do feel recess and activity are important.

**Jodi Tyson, representing Three Square and Food Bank of Northern Nevada:**

We are testifying as neutral on A.B. 166. We have spoken with Assemblyman Edwards regarding a friendly amendment to change section 3. It currently states, "Each school district shall require each public school in the district participating in the Breakfast After the Bell program pursuant to NRS 387.114 to 387.1175, inclusive, to provide 15 additional minutes of instruction each school day." We suggest that "to" should be changed to "may." We have not found the concern of loss of instructional time is universally experienced across Clark County. The food banks have been working closely with the school districts in the implementation of Breakfast After the Bell, as it is a primary strategy for the food banks to

address food insecurity by increasing participation in federal nutrition programs. We worked with a consulting company to survey 350 teachers and 43 principals. In those discussions, several of them identified loss of instruction time as a concern. However, many more were saying that was not an issue for them, or that they have taken proactive steps to address that. One thing we think, in Breakfast After the Bell implementation over the next biennium, is we will be able to work more deeply with the school districts and the Department of Education to provide peer-to-peer training opportunities for the teachers and principals who have been implementing Breakfast After the Bell. They are trying to hone in on the most effective use of the instruction time during breakfast and how to get that information and training to other teachers and schools who may be struggling with that or have identified that as a barrier. We think changing "to" to "may" will allow for more local control. We think it is possible to mitigate concerns in instructional time through training and other mechanisms.

**Assemblyman Edwards:**

I appreciate everyone's comments. I would like to address everything they have said. I became an adjunct professor at Nevada State College. I have seen the dismal outcome of many kids' educations. I have kids who do not know when the Declaration of Independence was signed. I have kids who cannot write a good sentence. I have kids who do not know the difference between a real sentence and a run-on sentence. I have had to spend more time remediating what I have seen than anyone should have to. Our school system is on the bottom. We cannot let it stay there. We have got to do everything we can in order to fix as much as we can. As much as I would love local control, the fact is they have not fixed this. How many more generations will we stand by? The parameters I have put in have the flexibility to let the schools handle a fair amount of when they can start and stop. I wish the state Legislature did not have to go into the local communities and make the decisions they should be making. We had to do it in the last session, and I was embarrassed to do it. I opposed having to do it, but it had to be done.

We have the futures of 460,000 students counting on us to do what the others have not done for them. It is time we step up and start adding some of the solutions rather than waiting for someone else to do it. The focus must be on educating our students, getting them a high school diploma, and helping them move on with their lives to achieve their American dream. We cannot focus on mere logistics. Frankly, CCSD has enough high-paid administrators to figure out those logistics. Two years ago, I asked them the exact same question: What would it cost to swap out the 7 a.m. and the 9 a.m. bus schedules? At that time, they told me \$320 million. They would hire 1,059 bus drivers, buy 1,059 buses, and build two maintenance facilities, just to swap out bus schedules. I am glad that this time they are saying the cost will only be \$157 million. That is not believable to me. All we are doing is switching around bus schedules. There will be costs involved, but we are spending \$4 billion a year to educate these students. If it costs us a bit more to do it better, then I think we need to consider it seriously and not let certain logistics get in the way of student success.

**Chairman Thompson:**

Thank you. At this time, I will close the hearing on A.B. 166 and open the hearing on Assembly Bill 225.



**Assembly Bill 225: Revises provisions governing the time for the commencement of a school day for public high schools. (BDR 34-537)**

**Assemblyman Richard Carrillo, Assembly District No. 18:**

During the interim, a constituent came to me with the idea for Assembly Bill 225. The constituent had heard a researcher speak at a conference by the National Institute of Mental Health about the correlation between rates of depression and suicidal thoughts among teens and early school start times. This was especially concerning since they currently have a child attending high school in Clark County School District (CCSD). This student starts school at 7 a.m., and he goes to school tired every day. His parents shared with me that he typically goes to bed between 10 p.m. and 11 p.m. and gets up around 5 a.m. to get to the bus stop by 6:20 a.m. This story instigated my research on this subject. I have provided some of this research to the Committee ([Exhibit H](#)), ([Exhibit I](#)), ([Exhibit J](#)). I would like to share some of the data that surprised me and made me feel this bill is important, not just for the health and welfare of Nevada's high school students, but also for educational outcomes.

The University of Minnesota's College of Education and Human Development conducted a 3-year study with over 9,000 students in 8 public high schools in 3 states ([Exhibit H](#)). They found that changing high school times to 8:30 a.m. or later allowed for more than 60 percent of students to get a full 8 hours of sleep per school night. When school times were 8:35 a.m. or later, performance outcomes, including grades earned in core subject areas of math, English, science, and social studies; state performance on state and national achievement tests; and attendance, all improved. Additionally, the number of car crashes for teen drivers was reduced by 70 percent when school start times shifted from 7:35 a.m. to 8:55 a.m.

Research has determined that people with depression tend to have more sleep problems. However, it has also been determined that people with sleep problems tend to develop depression more often. We also know that less sleep leads to higher inattentive behavior in high school students and that more sleep improves reaction time in teens. This data points to the reason teen crashes went down in the communities that shifted to later high school start times. Beyond that, our students learn more when they are able to focus on new information presented to them in the school environment.

In 2004, a joint study between the Department of Family and Human Development and Prevention Research Center at Arizona State University and Shandong University School of Public Health, Jinan, People's Republic of China, found an association between short sleep duration and nightmares and suicidal behavior ([Exhibit I](#)). This highlights the potential role of sleep intervention in the prevention of adolescent suicide. In 2014 the American Academy of Pediatrics recommended that middle and high schools delay the start of class to 8:30 a.m. or later in order to align school schedules to the biological sleep rhythms of adolescents, whose sleep-wake cycles begin to shift up to two hours later at the start of puberty ([Exhibit K](#)). The lead author of the policy statement, Judith Owens, Doctor of Medicine, Fellow of the American Academy of Pediatrics, said, "Chronic sleep loss in children and adolescents is one of the most common—and easily fixable—public health issues in the U.S. today" ([Exhibit K](#)).

The bill is fairly straightforward and is looking to delay start times for high schools. I would like to point out there is nothing in the bill that would prohibit school districts from adjusting the start times of elementary and middle schools to allow for this change. In my mind, this bill is an avenue to improve educational outcomes and quality of life for our students.

**Assemblywoman Woodbury:**

In section 2, the provisions of *Nevada Revised Statutes* (NRS) 354.599 do not apply to this bill. Is that a way of saying the school districts are on the hook for any expenses incurred due to this bill?

**Assemblyman Carrillo:**

This bill does not apply for additional funding. This bill is just giving the school districts the leeway to adjust the times. If the school districts find this would have a fiscal impact, each individual school district is responsible for those costs. The only change we are looking to do is in section 1 of the bill, "Each school district shall set the time for the commencement of the school day which must not be earlier than 9 a.m. for a high school." Anything that is already in statute would weigh on the individual school districts.

**Assemblywoman Woodbury:**

Is section 2 a way of encouraging school districts to make the changes without incurring expenses?

**Asher Killian, Committee Counsel:**

*Nevada Revised Statutes* 354.599 is the section that generally requires the Legislature to fund any program, service, et cetera, that would cost \$5,000 or more. It provides a source for that funding. What section 2 of A.B. 225 does is clarify that the requirement for funding does not apply to this bill.

There are a variety of potential reasons for that. One is that changing school start times is not clearly establishing a new program. It is not certain whether NRS 354.599 would or would not apply to it, but out of an abundance of caution, this provision provides that the bill would not require an identification of funding if this does incur an expense.

**Assemblywoman Woodbury:**

If it does not require an identification of funding and something comes up that needs funding, who would pay that?

**Asher Killian:**

The local government would be responsible for that expenditure.

**Assemblywoman Swank:**

Would this apply to charter schools also?

**Assemblyman Carrillo:**

I did find out through legal that this does not apply to charter schools. If there was an amendment necessary, it would be specifically to the governing bodies. I confirmed that with legal before I brought this forward because there was an amendment offered for charter schools. This bill leaves charter schools out of the equation altogether.

**Chairman Thompson:**

I do not know which legal counselor you talked to, but the bill does say, "Each school district" and "high school." How will we know that charter schools are exempt?

**Asher Killian:**

In NRS 388.020, we defined the different kinds of public schools. Charter schools do fall under the term of "public school." However, NRS 388.020 separates the term "public school" into several categories: elementary school, junior high or middle school, high school, special school, charter school, and university school.

Since this bill only refers to high schools, charter schools would not be affected by that section. If we were intending to include charter schools, we would probably use language to the effect of, "A charter school which offers a high school program."

**Assemblywoman Swank:**

We have heard a lot of challenges put on families because of a late high school start time. This bill seems to have a goal of reducing suicides among teens, which I think everybody in the room is on board with.

If it seems there are too many burdens for us to shift the start times quickly, would you be open to changing the bill in order to study or look at how we would get there? Because this goes into effect July 1, 2017, it may be difficult for schools to transition right away. That may be a good path from where we are now to where we want to be.

**Assemblyman Carrillo:**

I am not here to tell the school districts how to do it. We need to start high schools later for the health and welfare of our children. At the end of the day, this is for our kids and their educational needs. I agree with Assemblyman Pickard. No one is talking about the educational benefits. We are more worried about what it will cost. How do you put a price on a child's life? To me, you cannot. Nevertheless, I understand the logistics, and I would look to address those. I would be amenable to your suggestion.

**Assemblywoman Swank:**

I want to be clear that I am not putting a price on anything. It is very difficult for kids in my district who need to help support their families, go to work after school, et cetera. It is a very tangled issue, and I think we all want to get to the same place. However, there are a lot of issues between here and there for a lot of families.

**Assemblyman Carrillo:**

The dates are amenable. I think that is definitely something we can work on. The heart of it is trying to keep the cohesiveness of families. Whether they have to assist younger siblings or bring in additional income, I completely understand. Many people in my district fall into that category.

**Assemblyman Flores:**

Why did you exclude charter schools?

**Assemblyman Carrillo:**

It was not the intent to exclude charters. It was just the way it was written. Many people were concerned about charter schools being affected, so I checked with legal. They said charter schools would not be affected. Some charter high schools need students on a schedule that requires them to participate in construction programs after school.

**Assemblyman Flores:**

I know there are unique challenges with our charter schools. We continually make exceptions for charter schools. It is not just with your bill, but also with Assemblyman Edwards' bill. We mandate one side and not the other. We are trying to get the same results with different mandates.

**Assemblyman Carrillo:**

When I had the bill drafted, I did not leave it out intentionally. The charter schools would have to be amended in. Because charter schools are not included, I do not foresee them bringing an amendment forward. Assemblyman Edwards' bill may not need that amendment, either, but I did not look at his bill as closely as I have A.B. 225.

**Assemblyman Pickard:**

I put a pile of kids through high school. I have seen a lot of programs out there. Maybe this is not a question for you; maybe it is more appropriate for the school districts. However, I know some schools have a bunch of early-bird classes, zero-period classes. I wonder if a compromise might be that we begin the general start time at 8:30 or 9 a.m., but we allow the districts to meet the needs of those students who have other obligations to attend zero period classes, or negative period classes. We give a limited set of opportunities for those who are encumbered by other responsibilities. It would allow the bulk of students who are not in a position to attend earlier the opportunity to be educated during the sweet spot. Can you comment on that?

**Assemblyman Carrillo:**

My wife and I were talking about the bill this weekend. I explained the problems with child care and working, and she told me about the early-bird program. I cannot speak on behalf of the school districts, but to me, the benefit is to encourage all schools to start later for the benefit of the students. You have so many children to push through school and ensure they

are doing well. My neighbor leaves at 6 a.m. to take his daughter to Southeast Career Technical Academy. To me, it is a passion. Teachers understand the benefit of these later start times.

**Assemblywoman Tolles:**

I appreciate Assemblyman Pickard's suggestion of a possible alternative third option. I appreciate Assemblywoman Swank's request for a study. I think this can get complex. I would like to follow up on those options. I have buses on my mind, because I want to come back to the proposal for a 9 a.m. high school start. Would that swap out with the buses taking kids to elementary schools, or would this potentially increase the need for more transportation options? Would buses run to the elementary and high schools at 9 a.m.?

**Assemblyman Carrillo:**

This is something the school districts should start thinking about. Whether it is the school districts or the boards, this is a conversation we need to have instead of ignoring the obvious problems. To me, whether it is in statute or not, we have to do something. I do not want to put the bill away for next session. I want to start having the conversation in this session. If we have to bring the people to the table to determine the logistics of this, we should.

Parents can tell their little kids to go to bed, but you can tell high school students to go to bed all night and they will not do it. They will go to their room, pretend they are asleep, et cetera. We were all high school students; we know how to play the game. At the end of the day, if we do not have these conversations, the children we want to see go on to college and trade schools will not graduate. Part of the reason for that is because we are not giving kids every tool they need to be successful in their younger years. The people behind me want to kill this bill, but they need to have this conversation with us.

**Assemblyman Edwards:**

This is a good lead-in. I can tell by the passion in your voice that you are about as frustrated as I and many of my constituents. This should not be as hard as some people want to make it out to be. We should focus on getting these kids educated in a smart fashion. Everything else needs to be a logistical concern that someone else deals with. It seems we are being asked questions that, frankly, parents have to answer. It should not come to us to solve that problem. I would like to find out if you hear the same frustrations I do from constituents in your district.

**Assemblyman Carrillo:**

Every district is different. A lot of members in my district are concerned about whether they will get their next paycheck. They are not thinking about later school start times. A conversation needs to be had. My constituents are trying to survive. Sometimes we have to be the people who think for them. I do not mean they are not thinkers, but you give people the tools and they can build things. If I can give my constituents the tools for their kids, then I have done a good thing for my constituency.

**Assemblyman Edwards:**

You hit upon an interesting aspect regarding the way the school system is set up: the difference between traditional and charter schools. Because the charter schools have a charter and a contract, that distinguishes them from the rest. I think it makes sense that they would have to be excluded for that reason.

**Asher Killian:**

I believe the school could set up the terms for school start time in the charter contract. I am not aware of any law that requires that to be a term of the contract.

**Assemblyman Edwards:**

Right now, they probably are not, though?

**Asher Killian:**

I have no knowledge.

**Chairman Thompson:**

Are there any other questions from the Committee? [There were none.] Is there anyone wishing to testify in favor of the bill?

**Skyler Draw Bradley, Nevada Youth Legislator, Senate District No. 10:**

I am a current public high school student, and I am here to offer the youth perspective from Senate District 10 on the benefits of A.B. 225. First off, I cannot tell you how many times I have seen students fall asleep in class during the morning. I, myself, may or may not be guilty of this. Furthermore, I am one of the lucky ones who wakes up at 6 a.m. Some of my constituents wake up at 5 a.m. or even 4 a.m. in order to get ready and catch the bus to school. This issue brings us to the fiscal question. Yes, this bill will have a fiscal impact by changing the busing schedule. However, in the long run, I assert that this bill will save money for the State of Nevada because this bill also pertains to a public health issue.

I am holding in my hands a scholarly article that studied a county in Kentucky, which changed its school start time by an hour ([Exhibit L](#)). This study found an increase in sleeping hours for high school students during the week, and a reduction in "catch up" sleep on the weekends, which allows for more time to study, enjoy the weekend, et cetera. Furthermore, the study also found a statistically significant reduction in teenage car accidents, nearly 18 percent. At the same time, the rest of the state that kept their earlier school start time saw an increase in teenage car accidents of 7.8 percent.

This study has no conflicts of interest, and it serves as an illustration for thousands of other scholarly research papers on later school start times, all reaching the same conclusion. Late school start times are worth it in the long run when considering health and education factors. I want to address concerns raised by Assemblywoman Swank, who represents my Assembly district, and by some parents here in Las Vegas. At my school and many other schools, there is a late bus which comes at 4 p.m. Our school ends at 2 p.m., an hour later than all other schools. That late bus is designed to take students in extracurricular activities back to their

homes. Ideally, schools will be able to shift their late bus time in the same way they could shift their regular bus time if this bill were to pass. Furthermore, the question was raised by a parent in Las Vegas about what we are teaching children by having them wake up later for school. There have also been concerns about local autonomy. I assert this is not an issue of local autonomy, but an issue of individual autonomy. If schools start later, no one is telling parents they are obliged to wake up their kid. If parents believe it is important for discipline, they can wake up their child earlier. I ask my legislators to also support this bill.

**Chairman Thompson:**

Thank you for coming from school to make a statement.

**Amanda Haboush-Deloye, Ph.D., Vice Chair, Clark County Children's Mental Health Consortium:**

We would like to put forth our support of this bill. One of our primary concerns is the health and welfare of our children, and the decisions we make for education are for that. That is the priority when looking at this. Logistically, yes, there could be concerns. However, this is about more than logistics. Often, this is systemic. Many other committees need to be involved in this decision. We are talking about making decisions about education, so older children taking care of younger siblings is a problem. Older siblings should be worried about their education first. We should be worried about their education first. We cannot make these decisions in a silo. We need to have this conversation as a community. How can we wrap our families and youth in support, to ensure they get their best chance at their best development for their future? That is also our best chance for the future of our state and country.

**Chairman Thompson:**

Is there anyone wishing to testify in opposition to the bill?

[Assemblywoman Joiner assumed the Chair.]

**Craig M. Stevens, Director, Intergovernmental Relations, Government Affairs, Community and Government Relations, Clark County School District:**

We do oppose A.B. 225. We appreciate Assemblyman Carrillo bringing this forward so we can have this discussion. We believe this discussion is very important. As Assemblywoman Swank said, this is a very tangled issue. Logistics are just one reality CCSD must consider when it comes to issues like this. We have to think about the safety of the child, after school activities, and family accessibility. We do all of this right now at the Clark County School District. We also consider the academic success of the student. It all goes together when we create our transportation program. As this bill states, if the bill moves forward, the financial responsibility of these changes would lie at the school district level. We believe school times should be set locally. Health and wellness is a priority. It is why we have our Equity and Diversity Department, bullying prevention, and other programs to talk to students about these things. Because of the logistics in doing this, as well as the local control issues, we do oppose this bill.

**Mary Pierczynski, representing Nevada Association of School Administrators and Nevada Association of School Superintendents:**

I know you will hear from Washoe County School District about their concerns with this bill, and you have heard from Clark County as well. I want to represent the rural districts for a minute. We have talked about after-school activities. A high school that starts at 9 a.m. would be out by 3:30 p.m. or 4 p.m. I realize that after-school activities are not considered to be as important as the academics. I appreciate the fact that both the Assemblymen who presented bills today are concerned about the academics.

Let me give you an example of some of the logistics involved. If Lincoln County has any competitions, they get out at 4 p.m. Their nearest competitors are three hours away and their farthest competitors are seven hours away. It really cuts down on the extracurricular activities of kids in the rural areas. I am not just talking about football and basketball. They have rodeo, choir, and other things kids are involved in. I think we need to consider that high school is not just math and science. Obviously, those are important, but our kids learn a lot from being on teams, working, singing in choir, doing rodeo, et cetera. In sports, you have to keep your grades up or you are not out there on the playing field. Sports help encourage a lot of kids to participate and do their schoolwork. When some of these times change in 15 rural counties, it makes competitions prohibitive. I appreciate the rural districts being taken out of the first bill. In this instance, I see this bill is for all the districts. I would like you to keep kids in rural districts in mind, too.

[Assemblyman Thompson reassumed the Chair.]

**Assemblyman Flores:**

Did you say three and seven hours?

**Mary Pierczynski:**

I talked with the superintendent in Lincoln County just a few hours ago to find out the impact something like this would have on students in this county. She said the closest competitor, Las Vegas, is a three-hour drive. The farthest competitor is Needles, Calif., which is a seven-hour drive. If we continue to push the clock back, this is tough.

**Assemblyman Flores:**

I imagine even with the time we have now, a seven-hour drive must be done early in the morning. Does it push into their school time?

**Mary Pierczynski:**

Some of the rural districts have eliminated some of that by doing 4-day weeks. The kids are taking off at 8 a.m. or 9 a.m. for competitions. Not all the districts do that. It is not just athletics; there are other things the kids compete in. You do not participate in all those activities if your grades are not up. That is one good thing about extracurricular activities, and this bill does impact those activities.



**Jessica Ferrato, representing Nevada Association of School Boards:**

I am here also on behalf of Lindsay Anderson, representing Washoe County School District (WCSD). She had a meeting, so she wanted to echo her comments from the previous bill. School start times are a big issue for WCSD from a local control standpoint. They feel they are addressing the needs of their district and academic achievement is held as a priority. This bill impacts that.

On behalf of the Nevada Association of School Boards, we are here in opposition to the bill. Local control is an issue. Every family, school, and district is different. We have a big concern by many board members about the younger sibling issue. Older siblings are picking up younger siblings. That happens more in our district than you would think, I am sure. Those of you who have students in that district know it well. We also have concerns about the cost of this. This could change our transportation plan from two bus routes to three bus routes. It would increase buses and drivers, and our districts will be bearing that cost.

**Assemblyman Edwards:**

Mr. Stevens, can you tell us how many transportation experts there are in CCSD who oversee the bus transportation system?

**Craig Stevens:**

I do not have that number but I can get it to the Committee.

**Assemblyman Pickard:**

I want to follow up with this panel with the question I had before. Can we achieve some accommodation for those students who have a need to go earlier and leave earlier through early-morning programs? The high schools in my district are almost as full during the early-bird program as they are during the normal school day. I have a hard time thinking we cannot accommodate those students. I would love to get the perspective from CCSD and WCSD, but including the rural districts.

**Craig Stevens:**

You are correct. We do offer some early-bird courses. However, I do not believe we offer transportation for those courses. It would be up to the student and parent to get to them. I believe that is true for most of them. I know Burk Horizon Southwest Sunset High School, which is a credit retrieval school, offers some early-bird classes. Many of our early-bird programs are to get kids caught up to graduate.

**Mary Pierczynski:**

I can best speak for Carson City, since I was the superintendent there. We did have early-bird classes at 7 a.m. The students had to get themselves there. They still have that. You can offer a limited amount in limited subjects. You pay the teacher for the extra time. It is just one class. I would have to survey the other rural districts. I imagine Elko and some of the bigger counties have high schools that do offer that.

**Jessica Ferrato:**

I can talk to our director and survey to see what is happening statewide. I can talk to Lindsay about WCSD. Currently those students are not being accommodated by the busing system. I can get you a statewide perspective.

**Assemblyman Pickard:**

As many have said, I do believe it is best for our children to put their interests first, not our logistical interests. Maybe it is a compromise. We spend a little more money to get the right transportation in place to accommodate those who have to be there early to augment our early-bird program and offer credit-worthy classes for them. This is a compromise where all the students win. That should be our first priority.

**Chairman Thompson:**

Is there anyone wishing to testify as neutral to the bill?

**Ed Gonzalez, representing Clark County Education Association:**

I have not had an opportunity to talk to the sponsor of this bill. I just want to reiterate the same concerns that have been brought up and add one more thing. I know it was part of the reorganization process when they first started meeting. I had two principals at a high school football game who brought up the same issue about moving the time. By coincidence, it was a school in Assemblyman Edwards' district. I think it was a school zoned for Assemblyman Carrillo's district. This issue is being discussed at the local level. Principals are having the same conversation and trying to figure out if it is best for the community to change the times and how it would be possible. This was brought up at the meetings about the reorganization of CCSD. They could not figure it out with transportation, but these conversations are being held at the school level and by the school reorganization teams. I hope we can come up with a solution with the sponsor.

**Jeanette Belz, representing Academy for Career Education (ACE) High School:**

I appreciate the clarification that this bill does not apply to charter schools. The Academy for Career Education (ACE) High School is based on the construction trades. Kids go to class early so they can go to work in the afternoon. A lot of them have jobs in their trade to do that. The 7:30 a.m. start time they have affords them this opportunity. The second point I would like to make is parents choose to send their kids to charter schools. To address Assemblyman Flores' question, that is the decision the parents made and they accept that. The third is there is no transportation for charter schools, so the parents figure out how to get their kids to school. We have one staff person at ACE High School who gets to the school early to supervise kids who are dropped off early by parents going to work.

The last point I want to make is I really appreciate Assemblyman Carrillo's passion for this. You could definitely hear it. I think it is an important issue, absolutely. We appreciate the flexibility that charter high schools provide. They are alternatives to traditional schools, and that is accepted by the parents who send their kids there.

**Assemblyman Carrillo:**

Thank you for hearing this bill today and entertaining the discussion about what I feel is a health and welfare issue.

**Chairman Thompson:**

We will close the hearing on A.B. 225. Is there any public comment?

**Bill Hanlon, Private Citizen, Las Vegas, Nevada:**

I would like to address the student learning in the subjects of reading, writing, math, science, and social studies. My role as an educator has been to support teachers and administrators working with struggling students and students living in poverty, particularly in the area of mathematics. The program focuses on changing the beliefs of struggling students by building success on success. I refer to this philosophy as the "6 + 1 strategy." Using this philosophy, we would see success in schools in areas like New York, Illinois, Arizona, and Clark County.

Last year, I began working with a high school in Las Vegas that had nearly an 80 percent failure rate. After using these strategies, at the end of the first quarter, we had an 18 percent D and F grade rate. What that means is very simple. When students pass teacher tests, they pass courses. When they pass courses, they earn credits. When they earn credits, the graduation rate skyrockets. I tell you this because I hear people speaking about public education in Nevada, and it is very rarely positive. It is not positive because we are not supporting students correctly the first time.

There is always something else in Nevada going on. I do not have to list the litany that came up last session, between education savings accounts, Victory schools, and Zoom schools. God help you, whatever you have. I believe that CCSD's students have been set up to fail. The south has not received the funding to attract or retain teachers or the professional development that was rolled out for the Common Core in math and English language arts. Implementation for professional development in the science standards was delayed. We want accountability. This session, you are being asked to fund, continue funding, or expand funding for many programs. None of this addresses what Assemblyman Pickard was talking about. We need to ensure students have a good curriculum and well-qualified, experienced teachers with strategies and resources to support what they are doing.

Rather than invest in all of these résumés and obituaries that will be written someday about what we have all done—confusing activity with achievement—I would like us to concentrate on what we can do to help students learn today. Based on what the Governor has set forth in his budget, that is not going to happen. We have a teacher shortage. Last session, we were short 1,000 teachers. This session, it is 500. The Governor did not put any money in to attract or retain teachers last session, and he did not do it again this session.

I ask you not to talk about distractions, but to look at what we want to have happen, which is ensuring there is a reasonable and attainable curriculum in place. I am typically a supporter of Common Core, except when it comes to a "one-size-fits-all" approach. Students in an

algebra II class are expected to not just know the formula of a parabola, but to be able to derive it. It will not happen. Yet we say we are doing it. Look at what you are asking people to fund. I want you to redistribute that money to ensure we have qualified, experienced teachers in the classroom; that teachers have the knowledge, resources, and strategies to help our sons and daughters learn; and that we have a curriculum that best meets the needs of all of our students, not just a few.

We are not allowed to put questions from the Smarter Balanced Assessment Consortium out for teachers to see how questions are being asked. The people from Partnership for Assessment of Readiness for College and Careers, the other consortium, release their questions. Teachers have no clue what is on the end-of-course exams or how the standards will be measured. This is absolute lunacy. My suggestion is to look at the money you are spending. Concentrate on what you are doing to help students learn and succeed.

With the litany of résumés people have written up there, we have not helped our system. In fact, ten years ago CCSD was the fastest improving in the nation. In the last six years, we have dropped to last in the nation.

**Terri Gomez, Private Citizen, Las Vegas, Nevada:**

My hope is that the Assembly will act. As Assemblyman Edwards stated, we have a lot of administrators who receive high pay. Pat Skorkowsky, Superintendent, Clark County School District, makes \$380,000 a year. He makes \$17,000 less than the President of the United States does, yet he cannot get along with the Board of Trustees. I went to a committee meeting at one of the schools, and we did not get answers from the principal. They hold back information. I do not agree with the budget. I feel I need more information. I do not know the logistics of everything. The principal says, "We will need to reconvene."

I am a person of conscience, and I believe if we do not act, more evil will triumph. Our minimum wage is \$8.25. This is where it will be affected the most. I have worked in basically every position in the school district. I worked part-time for the juvenile justice system. I am a single mother with two kids. I cannot get out of the cycle of poverty because my support is not there. I have applied to 60 positions. I applied for a director set-up probably seven times in a year at one business.

I am asking for the Committee to step up and make decisions. Teachers in my school speak up and are bullied. We need the voice of many to say what the problems are. We can get evidence-based research from another state. I love this state; I grew up in a mining town. Native Americans live in northern Nevada. This affects everything in so many ways. Those evidence-based studies would not transfer from Kentucky to Nevada. The states are completely different. The racial demographics are completely different.

The questions in Common Core are biased. They ask questions about yachts; I do not know what it is like to be on a yacht! Ask a kid to describe a yacht! You ask students about snow. Students do not make it to Mount Charleston, especially those in Title I schools, where the majority of students are Hispanic-American and African-American. The student-to-teacher

ratio is 70 percent Caucasian. I heard the University of Nevada, Las Vegas was recruiting teachers of color. My biggest concern with white teachers is students of color would lose their culture or identity. Students would get whitewashed and teachers would not relate to the students and their needs. I have so many students in middle school who read at the third- and fourth-grade level. One curriculum does not meet the needs of all the students. In English, they are reading "myPerspectives," which is for grade levels six and seven. They could be reading the same story, but the grade level has to come up so they can catch up.

**Estrella Gomez, Private Citizen, Las Vegas, Nevada:**

My biggest concern is bullying in our schools. I have gone through the chain of command. I have four children, and my son is being bullied in school. I have spoken to the superintendent. I have even met with the superintendent. I felt I was being told what I wanted to hear and being brushed off. I know a lot of parents in my children's schools. One of my kids goes to middle school and my other three are in elementary school. Being brushed off is a big concern for me. I am doing the right thing and following the chain of command. I am doing what I am being told to do as a parent.

I went through the principal and had an issue with them. I have a whole list of issues with that principal, but that is for another day. I went to speak to the superintendent. When I told her I had several complaints about the principal, she told me to put it in a letter and she would get back to me. She had time to meet with me when I sent an email to the CCSD Board of Trustees, but she cannot take a simple meeting because I want to talk about our school principal and what is going wrong in our school? That makes no sense to me.

I have contacted Bully Busters 702 twice, and I never heard anything back. This is bothering me. Walking down the halls, I see bullying every day. I see teachers standing there talking to other teachers or scrolling through their phones. You can see kids being pushed, books being knocked out of their hands, and it is ridiculous. No one steps up to say anything. I feel like I am one of the only parents who says anything. I tell them to stop, to leave the other kids alone. But the administrators, staff, and teachers should be the ones saying something, and they are not. That is a big concern for me. What are we teaching our kids? It is okay to be bullied and accept it? This is probably what is leading to so many psychological problems as kids go into high school. No one is addressing it or doing anything about it.

People are concerned about starting school at 9 a.m., but we are teaching our kids to be lazy and coddled and think it is okay to get extra sleep because they are "going through things." We need to teach kids that sometimes in life you have to toughen up. Yes, this is how life is going to be. You will be dictated what time you have to get up, what time you have to be done with work, et cetera. If we are coddling kids now, what will happen in the future? I do not understand it. I know there is a lot going wrong in our school district, especially bullying, but I agree we have to discuss it with everyone, not just specific people.

**Chairman Thompson:**

That was a good segue. Our next meeting is February 22 at 3:15 p.m. We will have a presentation about Senate Bill 504 of the 78th Session, which approved the establishment of the Office for a Safe and Respectful Learning Environment in the Department of Education. I would like to invite you to come or watch it online. We will have presenters to talk about the progress and potential challenges regarding that office and local districts.

**Estrella Gomez:**

Will they also be discussing things they want to change or implement? Something like bullies getting anger management?

**Chairman Thompson:**

They will give a full report. I invite anyone here to join us. I will close out public comment at this time. The meeting is adjourned [at 5:34 p.m.].

RESPECTFULLY SUBMITTED:

RESPECTFULLY SUBMITTED:

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Sharon McCallen  
Recording Secretary

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Isabel Youngs  
Transcribing Secretary

APPROVED BY:

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Assemblyman Tyrone Thompson, Chairman

DATE: \_\_\_\_\_

## EXHIBITS

[Exhibit A](#) is the Agenda.

[Exhibit B](#) is the Attendance Roster.

[Exhibit C](#) is the Work Session Document for [Assembly Bill 1](#), dated February 20, 2017, presented by Amelie Welden, Committee Policy Analyst, Research Division, Legislative Counsel Bureau.

[Exhibit D](#) is the Work Session Document for [Assembly Bill 24](#), dated February 20, 2017, presented by Amelie Welden, Committee Policy Analyst, Research Division, Legislative Counsel Bureau.

[Exhibit E](#) is a proposed amendment to [Assembly Bill 166](#) presented by Jeanette Belz, representing Academy for Career Education (ACE) High School.

[Exhibit F](#) is a copy of an academic article in *Pediatrics*, Vol. 131, No. 1, titled "The Crucial Role of Recess in School," by the Council on School Health, dated January 2013, submitted by Assemblyman Chris Edwards, Assembly District No. 19, regarding [Assembly Bill 166](#).

[Exhibit G](#) is a report titled "Impact of School Start Time on Student Learning," by Hanover Research, dated February 2013, submitted by Assemblyman Chris Edwards, Assembly District No. 19, regarding [Assembly Bill 166](#).

[Exhibit H](#) is a copy of a report by the Center for Applied Research and Educational Improvement at the University of Minnesota titled "Examining the Impact of Later High School Start Times on the Health and Academic Performance of High School Students: A Multi-Site Study," by Kyla L. Wahlstrom, et. al., dated February 2014, submitted by Assemblyman Richard Carrillo, Assembly District No. 18, regarding [Assembly Bill 225](#).

[Exhibit I](#) is a copy of an academic article in *SLEEP*, Vol. 27, No. 7, titled "Sleep and Adolescent Suicidal Behavior," by Xianchen Liu, M.D., Ph.D., dated November 1, 2004, submitted by Assemblyman Richard Carrillo, Assembly District No. 18, regarding [Assembly Bill 225](#).

[Exhibit J](#) is a copy of a blog article from schoolstarttime.org titled "C. Suicidal Ideation and Completed Suicide," submitted by Assemblyman Richard Carrillo, Assembly District No. 18, regarding [Assembly Bill 225](#).

[Exhibit K](#) is a copy of a press release from the American Academy of Pediatrics titled "Let Them Sleep: AAP Recommends Delaying Start Times of Middle and High Schools to Combat Teen Sleep Deprivation," dated August 25, 2014, submitted by Assemblyman Richard Carrillo, Assembly District No. 18, regarding [Assembly Bill 225](#).

[Exhibit L](#) is a copy of an academic article in the *Journal of Clinical Sleep Medicine*, Vol. 4, No. 6, titled "Adolescent Sleep, School Start Times, and Teen Motor Vehicle Crashes," by Fred Danner, Ph.D., and Barbara Phillips, M.D., M.S.P.H., dated September 2008, submitted by Skyler Draw Bradley, Nevada Youth Legislator, Senate District No. 10, regarding Assembly Bill 225.