# MINUTES OF THE MEETING OF THE ASSEMBLY COMMITTEE ON WAYS AND MEANS AND SENATE COMMITTEE ON FINANCE

# SENATE COMMITTEE ON FINANCE SUBCOMMITTEES ON K-12/HIGHER EDUCATION/CIP

# Eighty-Second Session May 5, 2023

The joint meeting of the Assembly Committee on Ways and Means and Senate Committee on Finance Subcommittees on K-12/Higher Education/CIP was called to order by Chair Shea Backus at 8:21 a.m. on Friday, May 5, 2023, in Room 3137 of the Legislative Building, 401 South Carson Street, Carson City, Nevada. The meeting was videoconferenced to Room 4406 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/82nd2023.

# **ASSEMBLY SUBCOMMITTEE MEMBERS PRESENT:**

Assemblywoman Shea Backus, Chair Assemblywoman Sandra Jauregui, Vice Chair Assemblywoman Heidi Kasama Assemblyman Cameron (C.H.) Miller Assemblywoman Daniele Monroe-Moreno Assemblyman P.K. O'Neill Assemblywoman Sarah Peters Assemblyman Steve Yeager

# **SENATE SUBCOMMITTEE MEMBERS PRESENT:**

Senator Marilyn Dondero Loop, Chair Senator Dina Neal Senator Heidi Seevers Gansert Senator Robin L. Titus

# **SUBCOMMITTEE MEMBERS ABSENT:**

Senator Nicole J. Cannizzaro (excused)

# **GUEST LEGISLATORS PRESENT:**

None



# **STAFF MEMBERS PRESENT:**

Brody Leiser, Assembly Chief Principal Deputy Fiscal Analyst Cathy Crocket, Senate Chief Principal Deputy Fiscal Analyst Jaimarie Mangoba, Principal Program Analyst Anna Freeman, Committee Secretary Janet Osalvo, Committee Assistant

# **OTHERS PRESENT:**

Dale A. R. Erquiaga, Acting Chancellor, Nevada System of Higher Education

# **Chair Backus:**

[Roll was called. Rules and protocols were reviewed.] Today, we have budget closings for the Nevada System of Higher Education (NSHE). I will turn it over to Fiscal staff.

EDUCATION NEVADA SYSTEM OF HIGHER EDUCATION NSHE - WICHE LOANS & STIPENDS (101-2681) BUDGET PAGE NSHE-13

# Jaimarie Mangoba, Principal Program Analyst:

I am here to present the budget closing for the Nevada System of Higher Education starting with the Western Interstate Commission for Higher Education (WICHE) Loans and Stipends budget [page 3, Exhibit C]. This was heard by the Subcommittees on February 21, 2023. There is one Major Closing Issue for this budget—the continued funding for the professional student exchange program (PSEP) and the health professional education program (HPEP). The Governor recommends total funding of \$2.8 million over the 2023-2025 biennium, which includes \$2.6 million in State General Fund appropriations and \$205,890 in loan repayment revenues, to support participant slots through the WICHE Loans and Stipends budget. The Governor's budget, as originally submitted, includes additional General Fund appropriations of \$634,200 over the 2023-2025 biennium through decision unit enhancement (E) 350 and decision unit E-351 to fund 33 HPEP slots and 4 PSEP veterinary medicine slots, However, the Governor's recommended base budget includes sufficient funding to support 100 percent of all slots that are recommended to be funded over the 2023-2025 biennium, including those identified in decision unit E-350 and decision unit E-351. As such, budget amendment A230562681 was submitted by the Office of Finance, Office of the Governor to eliminate the duplicate funding in decision unit E-350 and decision unit E-351, reducing General Fund appropriations by \$634,200 over the biennium.

The Governor's recommended budget, as amended, includes total funding of \$2.2 million over the biennium to support 87 participant slots in fiscal year (FY) 2024 and 85 participant slots in FY 2025. Additionally, the slot matrix included in <u>The Executive Budget</u>, which

identifies the professional health areas, support fee amount, and number of funded slots, includes total expenditures of \$1.6 million over the biennium, which WICHE indicates includes formula errors and was based on initial review projections that did not include projected loan repayment revenues.

On February 9, 2023, the Governor's Finance Office and WICHE submitted a revised slot matrix which identifies a total funding need of \$2.2 million over 2023-2025 biennium, which includes \$2 million in General Fund appropriations and \$205,990 in loan repayment revenues, to fund 87 program slots in FY 2024 and 85 slots in FY 2025. The table on page 5 [Exhibit C] provides a comparison of the actual and the legislatively approved program slots funded in FY 2023 and the Governor recommended program slots, as revised, for the 2023-2025 biennium.

The 2021 Legislature approved funding to support a total of 91 program slots in each year of the 2021-2023 biennium as well as funding for three psychology internships passed through to the Division of Public and Behavioral Health (DPBH), Department of Health and Human Services. However, as shown on the previous table, only 60 and 68 slots were filled in FY 2022 and FY 2023, respectively, which, according to WICHE, is due to a decrease in revenue collections resulting from the elimination of the loan component of both the HPEP and the PSEP programs.

The 2021 Legislature approved <u>Assembly Bill 247 of the 81st Session</u>, which in part eliminated the 25 percent loan component of the PSEP unless the participant does not meet certain requirements after graduation. Additionally, the Commission, at its November 2019 meeting, voted to remove the 10 percent loan component for all future HPEP students and made the HPEP support fee a forgivable stipend upon completion of employment requirements.

The Governor recommends total expenditures of \$282,200 over the biennium to fund four new veterinary medicine slots in each year of the 2023-2025 biennium. The Executive Budget also continues to pass through funding of \$112,500 in each year to DPBH to support three psychology internships. During the budget hearing on February 21, 2023, WICHE testified it conducts outreach to universities, dean's offices, and students, and plans to conduct in-person, on-site visits to campuses to market programs including the available program slots and qualifications.

The 2021 money committees reissued a letter of intent which has been issued to WICHE each biennium since 2009 permitting WICHE to administratively adjust the allocation of slots between fields to meet student demand. The money committees previously directed WICHE to inform Legislative Counsel Bureau (LCB) Fiscal staff in writing of any changes to the mix of slots approved by the Legislature within 30 days from the approved change for reporting to the Interim Finance Committee (IFC). Additionally, the 2021 money

committees approved language in the Authorizations Act to allow WICHE to balance forward unexpended fee revenues received after May 15 of each year if the revenues balanced forward were expended on HPEP slots.

The decisions for the Subcommittees are on page 7 [Exhibit C]. Do the Subcommittees wish to recommend total funding of \$2.2 million over the 2023-2025 biennium, including General Fund appropriations of \$2 million and loan repayment revenues of \$205,990, which is reflective of budget amendment A230562681 to eliminate decision unit E-350 and decision unit E-351 for support of the professional student exchange program, the health professional education program, and the psychology internship program for the WICHE Loans and Stipends budget as reflected on the attached slot matrix?

Additionally, do the Subcommittees wish to issue a letter of intent allowing WICHE to reallocate student slots between fields to meet student demand, to instruct WICHE to report to the IFC within 30 days of any such reallocations, and to include language in the Authorizations Act to allow WICHE to balance forward any unexpended fee revenues received after May 15 of each year to support the HPEP?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND TOTAL FUNDING OF \$2.2 MILLION OVER THE 2023-2025 BIENNIUM, INCLUDING GENERAL FUND APPROPRIATIONS OF \$2 MILLION AND LOAN REPAYMENT REVENUES OF \$205,990, WHICH IS REFLECTIVE OF BUDGET AMENDMENT A230562681 TO ELIMINATE DECISION UNIT E-350 AND DECISION UNIT E-351 FOR SUPPORT OF THE PROFESSIONAL STUDENT EXCHANGE PROGRAM, THE HEALTH PROFESSIONAL EDUCATION PROGRAM, AND THE PSYCHOLOGY INTERNSHIP PROGRAM FOR THE WICHE LOANS AND STIPENDS BUDGET AS REFLECTED ON THE UPDATED SLOT MATRIX AND TO ISSUE A LETTER OF INTENT ALLOWING WICHE TO REALLOCATE STUDENT SLOTS BETWEEN FIELDS TO MEET STUDENT DEMAND, TO INSTRUCT WICHE TO REPORT TO THE INTERIM FINANCE COMMITTEE WITHIN 30 DAYS OF ANY SUCH REALLOCATIONS. AND TO INCLUDE LANGUAGE IN THE AUTHORIZATIONS ACT TO ALLOW WICHE TO BALANCE FORWARD ANY UNEXPENDED FEE REVENUES RECEIVED AFTER MAY 15 OF EACH YEAR TO SUPPORT THE HPEP.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN JAUREGUI WERE ABSENT FOR THE VOTE.)

# Jaimarie Mangoba:

There are no Other Closing Items for this budget. Staff has provided a copy of the slot matrix for the 2023-2025 biennium on page 9 [Exhibit C].

#### Chair Backus:

Are there any questions from the Subcommittees? [There were none.] We will move on to the next budget.

EDUCATION NEVADA SYSTEM OF HIGHER EDUCATION NSHE - WICHE ADMINISTRATION (101-2995) BUDGET PAGE NSHE-10

# Jaimarie Mangoba, Principal Program Analyst:

The next budget is the WICHE Administration budget [page 11, <u>Exhibit C</u>]. The Subcommittees have not previously reviewed this budget. There are no Major Closing Issues and no Other Closing Items for this budget. Fiscal staff recommends this budget be closed as recommended by the Governor, and requests authority for staff to make technical adjustments, as necessary.

#### **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND BUDGET ACCOUNT 101-2995 BE CLOSED AS RECOMMENDED BY THE GOVERNOR, WITH AUTHORITY FOR FISCAL ANALYSIS DIVISION STAFF TO MAKE TECHNICAL ADJUSTMENTS, AS NECESSARY.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN JAUREGUI WERE ABSENT FOR THE VOTE.)

Are there any questions from the Subcommittees? [There were none.] We will move on to the next budgets.

# **EDUCATION**

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# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - SPECIAL PROJECTS (101-2977) BUDGET PAGE NSHE-20

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - UNIVERSITY PRESS (101-2996) BUDGET PAGE NSHE-23

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - SYSTEM COMPUTING CENTER (101-2991) BUDGET PAGE NSHE-25

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - EDUCATION FOR DEPENDENT CHILDREN (101-2978) BUDGET PAGE NSHE-29

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - UNIVERSITY OF NEVADA, RENO (101-2980) BUDGET PAGE NSHE-31

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - INTERCOLLEGIATE ATHLETICS - UNR (101-2983) BUDGET PAGE NSHE-38

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - STATEWIDE PROGRAMS - UNR (101-2985) BUDGET PAGE NSHE-41

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - UNR SCHOOL OF MEDICINE (101-2982) BUDGET PAGE NSHE-45

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - HEALTH LABORATORY AND RESEARCH (101-3221) BUDGET PAGE NSHE-49

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - AGRICULTURAL EXPERIMENT STATION (101-2989) BUDGET PAGE NSHE-52

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - COOPERATIVE EXTENSION SERVICE (101-2990) BUDGET PAGE NSHE-55

# **EDUCATION**

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# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - UNIVERSITY OF NEVADA, LAS VEGAS (101-2987) BUDGET PAGE NSHE-61

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - UNLV SCHOOL OF MEDICINE (101-3014) BUDGET PAGE NSHE-68

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - INTERCOLLEGIATE ATHLETICS - UNLV (101-2988) BUDGET PAGE NSHE-72

# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - STATEWIDE PROGRAMS - UNLV (101-3001) BUDGET PAGE NSHE-75

# **EDUCATION**

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# **EDUCATION**

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# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - DESERT RESEARCH INSTITUTE (101-3010) BUDGET PAGE NSHE-89

# **EDUCATION**

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# **EDUCATION**

NEVADA SYSTEM OF HIGHER EDUCATION NSHE - WESTERN NEVADA COLLEGE (101-3012) BUDGET PAGE NSHE-101

# **EDUCATION**

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EDUCATION NEVADA SYSTEM OF HIGHER EDUCATION NSHE - NEVADA STATE COLLEGE (101-3005) BUDGET PAGE NSHE-120

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EDUCATION NEVADA SYSTEM OF HIGHER EDUCATION NSHE - SILVER STATE OPPORTUNITY GRANT PROGRAM (101-3016) BUDGET PAGE NSHE-130

EDUCATION NEVADA SYSTEM OF HIGHER EDUCATION NSHE - PRISON EDUCATION PROGRAM (101-3017) BUDGET PAGE NSHE-131

# Jaimarie Mangoba, Principal Program Analyst:

The budget closing for the Nevada System of Higher Education (NSHE) is different because it is presented systemwide, as opposed to by budget account [page 13, Exhibit C]. The NSHE budgets were previously heard by the Subcommittees on February 21, 2023.

There are seven Major Closing Issues and Fiscal staff plans to start discussing the structure and the components of the NSHE funding formula in Major Closing Issue 1, then the individual enhancement decision units recommended by the Governor, and a discussion of how these components or enhancements could be treated either as a carveout—or preformula allocation—or distributed through the formula, based on each institution's proportionate share of the weighted student credit hours (WSCH). The higher education formula is not in statute but is budget policy approved by the Legislature. The structure of the funding formula budget can be described under three parts. For visual purposes, staff has provided an attachment, which shows the Governor-recommended funding formula [pages 51 and 52, Exhibit C].

The first structure is the base, maintenance, and enhancement. The calculation of these base, maintenance, and enhancement decision units determines the total State General Fund appropriations for each of the seven instructional institutions. This is shown on the bottom of pages 51 and 52.

The next structure of the funding formula—at the top of pages 51 and 52—is the formula distribution. This is distribution of the available General Fund appropriation amongst each of the seven instructional institutions, based on their proportionate share of WSCH. Budget policy decisions determine which components of the funding will be carved out from the total General Fund appropriations to determine the amount of available funds for distribution through the formula, based upon the institutions proportionate share of the WSCH. Since certain maintenance and enhancement decision units are specific to an institution, these are typically treated as a preformula allocation, or a carveout, such as the small institution factor and the research operation and maintenance funding for the two universities.

The third component of the funding formula is the performance funding pool. Existing budget policy includes a performance funding component, which sets aside 20 percent of the total General Fund appropriations for each of the seven instructional formula budgets and is earned back by the institutions if certain performance metrics or goals are met. I will discuss the major components of the NSHE funding formula for the seven instructional formula budgets, starting with the WSCH [page 15, Exhibit C]. This is Column E on the top table [pages 51 and 52, Exhibit C].

The General Fund appropriations recommended for the 2023-2025 biennium instructional budgets for the University of Nevada, Reno (UNR), University of Nevada, Las Vegas (UNLV), College of Southern Nevada (CSN), Great Basin College (GBC), Truckee Meadows Community College (TMCC), Western Nevada College (WNC), and Nevada State College (NSC) are primarily based on the count of WSCH completed by Nevada resident students.

The value of each WSCH is uniform across all institutions and is calculated by dividing the available General Fund appropriations in each fiscal year, after the distribution of any preformula allocations, by the total number of fiscal year (FY) 2022 WSCH. The Governor-recommended calculated General Fund value of a WSCH is \$172.78 in FY 2024, and \$173.54 in FY 2025.

The next component is the WSCH caseload adjustment. The Governor recommends General Fund reductions of \$15.6 million in each year of the 2023-2025 biennium, based on a decrease of 93,340 WSCH in FY 2022 compared to WSCH in FY 2020. This is calculated by taking the difference in the WSCH between 2020 and 2022, multiplied by the legislatively approved WSCH value in the work program year, which is \$166.90. This is the first instance in which overall caseloads across the seven instructional institutions result in a reduction of funding for distribution through the formula since its implementation.

The table on page 16 [Exhibit C] provides the caseload adjustment by institution. However, while a dollar amount is calculated from the change in WSCH for each institution, as reflected in the table, the total amount from all seven institutions reduces the pool of available General Fund appropriations for distribution through the funding formula, based on each institution's proportionate share of the total WSCH.

The overall effect of distributing the caseload adjustment funding through the formula is shown in the table on page 17. As shown in this table, while UNLV, WNC, and NSC experienced a growth in WSCH and generated additional funding resulting from caseload growth, these institutions as well as the institutions that experienced a decline in WSCH caseload, experience a decrease in funding as a result of the total caseload funding amount from all seven institutions being distributed through the formula.

The decision for the Subcommittees is on page 17. Do the Subcommittees wish to recommend approval of the Governor's recommendation to reduce General Fund appropriations by \$15.6 million in each year of the 2023-2025 biennium resulting from a decrease in WSCH through the caseload adjustments, based on the FY 2023 calculated WSCH value of \$166.90?

#### **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVING THE GOVERNOR'S RECOMMENDATION TO REDUCE GENERAL FUND APPROPRIATIONS BY \$15.6 MILLION IN EACH YEAR OF THE 2023-2025 BIENNIUM RESULTING FROM A DECREASE IN WEIGHTED STUDENT CREDIT HOURS THROUGH THE CASELOAD ADJUSTMENTS, BASED ON THE FY 2023 CALCULATED WEIGHTED STUDENT CREDIT HOUR VALUE OF \$166.90.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN JAUREGUI WERE ABSENT FOR THE VOTE.)

# Jaimarie Mangoba:

The next component of the funding formula is the small institution funding. This is shown in Column B of the top tables on pages 51 and 52 [Exhibit C]. The Governor recommends that GBC and WNC collectively receive General Fund appropriations totaling \$865,560 in each

year of the 2023-2025 biennium as a result of the small institution factor calculation. This is additional funding for administrative costs provided to GBC and WNC due to their WSCH falling below 100,000.

This decision for the Subcommittees is on page 18 [Exhibit C]. Do the Subcommittees wish to recommend GBC and WNC receive General Fund appropriations totaling \$865,560 collectively in each fiscal year of the 2023-2025 biennium for small institution funding?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND GREAT BASIN COLLEGE AND WESTERN NEVADA COLLEGE RECEIVE GENERAL FUND APPROPRIATIONS TOTALING \$865,560 COLLECTIVELY IN EACH FISCAL YEAR OF THE 2023-2025 BIENNIUM FOR SMALL INSTITUTION FUNDING.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN JAUREGUI WERE ABSENT FOR THE VOTE.)

# Jaimarie Mangoba:

The next component of the funding formula is the research space operations and maintenance (O&M). This is Column C of the top table on pages 51 and 52 [Exhibit C]. The Governor recommends General Fund appropriations of \$10.1 million in each year of the 2023-2025 biennium and dedicated research space O&M funding for UNR and UNLV.

The table at the bottom of page 18 provides the Governor recommended O&M for each of the universities. Research O&M funding is determined by identifying dedicated research space square footage at each university and the associated expenditures. State funding in support of O&M costs has generally increased over time. However, the Governor recommended O&M expenditures decreased by 1.9 percent in each year when compared to the FY 2023 amount.

Excluding animal care space from the research space calculation and changing the methodology in calculating common space resulted in a decrease in dedicated research space for UNLV. While UNR experienced an increase in its dedicated research space, its total O&M expenditures in FY 2022 declined, resulting in an overall decrease of funding requested for research O&M at UNR.

The decision for the Subcommittees is on page 19 [Exhibit C]. Do the Subcommittees wish to recommend approval of General Fund appropriations totaling \$10.1 million in each fiscal year of the 2023-2025 biennium to fund research space operations and maintenance funding for UNLV and UNR?

#### **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVAL OF GENERAL FUND APPROPRIATIONS TOTALING \$10.1 MILLION IN EACH FISCAL YEAR OF THE 2023-2025 BIENNIUM TO FUND RESEARCH SPACE OPERATIONS AND MAINTENANCE FUNDING FOR THE UNIVERSITY OF NEVADA, LAS VEGAS AND THE UNIVERSITY OF NEVADA, RENO.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN JAUREGUI WERE ABSENT FOR THE VOTE.)

# Jaimarie Mangoba:

The next component of the funding formula is the performance funding pool set-aside. This is Column G—the total available General Fund appropriations multiplied by 20 percent [pages 51 and 52, Exhibit C]. The Governor recommends an approximate 20 percent set-aside of General Fund appropriations for the performance funding pool of \$106.9 million in FY 2024 and \$107.3 million in FY 2025, transferred from each institution's instructional budget to the performance funding pool budget. Based on the institution's performance, funds would then be transferred from the performance funding pool budget to the applicable institution's instructional budget, upon approval of the Interim Finance Committee (IFC). Most of the performance metrics are based on the number of certificates and degrees granted.

Since the adoption of the performance funding pool, the Legislature has given the Board of Regents authority to establish and periodically revise the metrics, weightings, and performance targets for each institution. Under the current budget policy, to allow for sufficient advance planning and budgeting of operational costs, the performance funding earned in a fiscal year is based on actual performance from two years prior, which allows performance funding to be available for, and transferred to, institutions at the beginning of the fiscal year.

According to NSHE, all institutions qualify for 100 percent of the available performance funding pool in FY 2024, based on outcomes achieved in FY 2022.

The existing budget policy established by the money committees calculates the 20 percent performance funding set-aside on the total General Fund appropriations after all decision units are considered. As recommended by the Governor, performance funding set-aside for each institution excludes the Governor's recommendation to increase funding for graduate assistant stipends and the number of graduate assistant positions, summer teaching education programs, and a two-grade pay increase for university police officers, which understates the 20 percent performance funding set-aside.

According to NSHE, this funding was inadvertently excluded from the performance funding calculation and should be included in the calculation of the total General Fund appropriations. Inclusive of all decision units in the Governor's recommended budget and the budget amendment submitted by the Governor's Finance Office related to the recommended two-grade increase for university police officers, the total performance funding pool set-aside totals \$108.8 million in FY 2024 and \$110 million in FY 2025, representing a \$2 million and \$2.7 million increase, respectively, when compared to the total performance funding pool set-aside in the Governor's recommended budget.

If the policy is continued, the 20 percent performance funding pool set-aside amounts for each instructional institution will be dependent upon decisions to be made under Major Closing Issue 5.

The decision for the Subcommittees is on page 21 [Exhibit C]. Do the Subcommittees wish to recommend continuing existing policy to set aside 20 percent of General Fund appropriations for the performance funding pool? If so, Fiscal staff requests authority to make technical adjustments to the performance pool set-aside amounts based on action to be taken by the Subcommittees under Major Closing Issue 5.

If the Subcommittees approve continuation of the performance funding pool policy, do the Subcommittees wish to include FY 2024 performance funding in each institution's General Fund appropriation, removing the need for the institutions to submit work programs for IFC consideration to facilitate a known transfer of performance funding for FY 2024?

#### **Chair Backus:**

Are there any questions from the Subcommittees?

# **Senator Neal:**

How will the pending bill on performance metrics and weights affect this?

# Dale A. R. Erquiaga, Acting Chancellor, Nevada System of Higher Education:

The Senate Committee on Education has amended <u>Senate Bill 347</u> to create a commission to study higher education funding during the interim. That bill has been referred to the Senate Committee on Finance and has not yet been heard there. In addition to that measure, Governor Lombardo recommended a study of both the funding formula and NSHE's accountability and transparency over self-supporting accounts. Yes, there is a bill moving and there has been much conversation about an interim study. However, nothing has been finalized.

# **Senator Neal:**

What is the effect of this decision on that bill and study?

# Dale A. R. Erquiaga:

The performance pool before you today would get us through this biennium. Any changes that the Legislature would make to the institution's funding formula would occur in the 2025 Legislature. This performance funding would roll through the 2023-2025 biennium without any impact on the study. Should the Legislature change the funding formula in the future, we would forecast metrics differently, or there would be new measures established, but this money would not be impacted.

# **Senator Neal:**

Please explain the second portion of the decision on page 21 [Exhibit C], regarding removing the need for the institutions to submit work programs for IFC consideration to facilitate a known transfer of performance funding for FY 2024.

# **Brody Leiser, Assembly Chief Principal Deputy Fiscal Analyst:**

I would agree with Mr. Erquiaga that the decision point on page 21 is related to the funding policy for the upcoming biennium. The bill in Senate Finance—and potentially the bill that has not yet been introduced for the Governor's recommendation to do a funding formula study—would potentially impact the 2025-2027 biennium and forward.

The second portion of the decision box on page 21 is if the Subcommittees wish to continue the 20 percent set-aside under the existing policy for the performance funding pool. We already have the final metrics from FY 2022, which drive the performance goals and funding for FY 2024. This decision point would allow for the 20 percent set aside, rather than being put in a separate performance funding pool budget, to be appropriated directly to the institutions, because we already know that they have hit their metrics to achieve this funding. That would prevent the institutions from having to go through the work program process for consideration by the IFC to have those funds transferred from the performance funding pool budget back to the institutions, given that we know the results that drive that funding for FY 2024.

# **Chair Backus:**

Are there any other questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND CONTINUING EXISTING POLICY TO SET ASIDE 20 PERCENT OF GENERAL FUND APPROPRIATIONS FOR THE PERFORMANCE FUNDING POOL, WITH AUTHORITY FOR FISCAL ANALYSIS DIVISION STAFF TO MAKE TECHNICAL ADJUSTMENTS TO THE PERFORMANCE POOL SET-ASIDE AMOUNTS BASED ON ACTION TO BE TAKEN BY THE SUBCOMMITTEES UNDER MAJOR CLOSING ISSUE 5, AND TO **INCLUDE** FY 2024 PERFORMANCE **FUNDING** IN **EACH** INSTITUTION'S GENERAL FUND APPROPRIATION, REMOVING THE NEED FOR THE INSTITUTIONS TO SUBMIT WORK PROGRAMS FOR INTERIM FINANCE COMMITTEE CONSIDERATION TO FACILITATE A KNOWN TRANSFER OF PERFORMANCE FUNDING FOR FY 2024.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN JAUREGUI WERE ABSENT FOR THE VOTE.)

# Jaimarie Mangoba:

Major Closing Issue 2 is the restoration of General Fund reductions approved by the 2021 Legislature [page 22, <u>Exhibit C</u>]. The Governor recommends General Fund appropriations of \$37.4 million in each year of the 2023-2025 biennium to restore the budget reductions approved by the 2021 Legislature for the 2021-2023 biennium. <u>The Executive Budget</u> recommendations would fully restore all General Fund reductions approved by the 2021 Legislature.

The table on page 23 summarizes the recommended budget restorations in each year of the 2023-2025 biennium.

The decision for the Subcommittees is on page 24. Do the Subcommittees wish to approve \$37.4 million in General Fund appropriations across all NSHE state-supported budgets in each year of the 2023-2025 biennium to restore budget reductions approved during the 2021 Legislative Session?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVAL OF \$37.4 MILLION IN GENERAL FUND APPROPRIATIONS ACROSS **NEVADA** OF **HIGHER EDUCATION** ALL **SYSTEM BUDGETS** STATE-SUPPORTED IN **EACH** YEAR OF THE 2023-2025 BIENNIUM TO RESTORE **BUDGET REDUCTIONS** APPROVED DURING THE 2021 LEGISLATIVE SESSION.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYMEN JAUREGUI AND YEAGER WERE ABSENT FOR THE VOTE.)

# Jaimarie Mangoba:

Major Closing Issue 3 is the increase in graduate assistant positions and stipends at UNR and UNLV. The Governor recommends General Fund appropriations of \$1.9 million for UNR and \$8.1 million for UNLV over the 2023-2025 biennium to increase the number of graduate assistant stipends. According to NSHE, Nevada's graduate assistant stipends are insufficient to recruit, retain, and support the graduate student community. Further, graduate assistants experience financial stress due to rapidly increasing housing market costs, high inflation, and the high cost of medical care, which negatively impacts their mental and physical well-being.

According to NSHE, the minimum stipends for master's students at UNR is currently \$16,000 per year. The Governor's recommendation, if approved, would increase UNR master's stipends from \$16,000 to \$17,000 per year and UNLV master's stipends from \$11,250 to \$17,000 per year. The recommendation, if approved, would increase doctoral stipends by \$2,000 per year for UNR and \$3,000 to \$5,750 per year for UNLV, depending on the current baseline rate in different UNLV colleges. Further, NSHE indicates the recommended funding for UNLV is higher than UNR due to UNLV having more state-funded graduate assistants than UNR.

During the budget hearing, the Subcommittees asked NSHE the factors considered in determining the amounts recommended for stipends between UNR and UNLV. The universities considered inflation, particularly housing costs, which pose an economic burden on graduate students across the state.

The decision for the Subcommittees is on page 25 [Exhibit C]. Do the Subcommittees wish to recommend approval of \$9.9 million in General Fund appropriations over the 2023-2025 biennium for UNR and UNLV to increase graduate assistant stipends?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVAL OF \$9.9 MILLION IN GENERAL FUND APPROPRIATIONS OVER THE 2023-2025 BIENNIUM FOR THE UNIVERSITY OF NEVADA, RENO AND THE UNIVERSITY OF NEVADA, LAS VEGAS TO INCREASE GRADUATE ASSISTANT STIPENDS.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN JAUREGUI WERE ABSENT FOR THE VOTE.)

We will move on to the next decision.

# Jaimarie Mangoba:

The Governor recommends General Fund appropriations of \$4 million for UNR and \$6 million for UNLV over the 2023-2025 biennium to increase the number of graduate assistant positions, which according to NSHE would help recruit and retain highly qualified students, grow and diversify the doctoral student population, confer additional doctoral degrees, and help maintain Carnegie Classification of Institutions of Higher Education R1 status.

The existing funding provided for UNLV and UNR is not sufficient to sustain the level of graduate assistant positions to meet the Carnegie R1 status ranking. Further, NSHE indicates this would allow UNR and UNLV to be more competitive with other R1 research universities in attracting the best students, nationally.

The decision for the Subcommittees is on page 26 [Exhibit C]. Do the Subcommittees wish to recommend approval of \$10.1 million in General Fund appropriations over the 2023-2025 biennium for UNR and UNLV to increase the number of graduate assistant positions?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVAL OF \$10.1 MILLION IN GENERAL FUND APPROPRIATIONS OVER THE 2023-2025 BIENNIUM FOR THE UNIVERSITY OF NEVADA, RENO AND THE UNIVERSITY OF NEVADA, LAS VEGAS TO INCREASE THE NUMBER OF GRADUATE ASSISTANT POSITIONS.

ASSEMBLYWOMAN MONROE-MORENO SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO WAS ABSENT FOR THE VOTE.)

We will move on to the next decision.

# Jaimarie Mangoba:

The fourth Major Closing Issue is the funding for summer teacher education programs at UNR, UNLV, CSN, GBC, and NSC. The Governor recommends General Fund appropriations of \$1 million in each year of the 2023-2025 biennium for summer teacher education courses to improve the teacher pipeline. The table provided in the middle of page 26 [Exhibit C] provides the summer school funding by institution. The Nevada System of Higher Education indicates UNR, UNLV, CSN, GBC, and NSC would use most of the funds for instructional faculty and other resources necessary to expand the classes offered, with remaining funds for student aid to lower the financial burden on students, as traditional sources of summer financial aid are limited.

The table at the bottom of page 26 provides the projected number of students each institution would serve and the WSCH that will be generated if the recommendation is approved.

The decision for the Subcommittees is on page 27. Do the Subcommittees wish to recommend approval of \$1 million in General Fund appropriations in each fiscal year of the 2023-2025 biennium for support of summer teacher education programs at UNR, UNLV, CSN, GBC, and NSC and establish a budget policy that these summer courses would be intended to be supported with General Fund appropriations and student-derived revenues in the state-supported budget on an ongoing basis?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVAL OF \$1 MILLION IN GENERAL FUND APPROPRIATIONS IN EACH FISCAL YEAR OF THE 2023-2025 BIENNIUM FOR SUPPORT OF SUMMER TEACHER EDUCATION PROGRAMS AT THE UNIVERSITY OF NEVADA, RENO; THE UNIVERSITY OF NEVADA, LAS VEGAS; COLLEGE OF SOUTHERN NEVADA; GREAT BASIN COLLEGE; AND NEVADA STATE COLLEGE, AND ESTABLISH A BUDGET POLICY THAT THESE SUMMER COURSES WOULD BE INTENDED TO BE SUPPORTED WITH STATE GENERAL FUND APPROPRIATIONS AND STUDENT-DERIVED REVENUES IN THE STATE-SUPPORTED BUDGET ON AN ONGOING BASIS.

ASSEMBLYWOMAN JAUREGUI SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN PETERS WERE ABSENT FOR THE VOTE.)

We will move on to the next decision.

# Jaimarie Mangoba:

Major Closing Issue 5, on page 27 [Exhibit C], is the funding formula distribution and General Fund allocation consideration for instructional formula budgets. The information on page 28 details the considerations for the Subcommittees with the Governor's recommended funding formula for the 2023-2025 biennium. Based on these considerations, as well as the potential for the funding of institutions to be studied during the 2023-2024 interim, which may or may not result in the continuation of, changes to, or replacement of the existing funding formula policy for the 2025-2027 biennium, Fiscal staff has presented options for consideration by the Subcommittees: whether to continue the distribution component of the funding formula or to suspend the distribution component for the 2023-2025 biennium.

The Governor recommends \$24 million in each year of the 2023-2025 biennium for the seven instructional formula budgets to restore the General Fund budget reductions approved by the 2021 Legislature. The Governor's recommended budget includes this restoration funding in the total available General Funds, which is distributed through the funding formula, rather than as a carveout.

Not treating the budget restoration as a carveout in the Governor's recommended budget is inconsistent with how the reductions were treated in the legislatively approved budget for the 2021-2023 biennium. The 2021 Legislature approved budget reductions totaling \$61.5 million in each year of the 2021-2023 biennium for all seven instructional formula budgets, which were approved as institutional carveouts in the funding formula. Including the budget reductions in the funding formula as a carveout ensured that the budget reductions identified for each institution were made to each institution's budget, rather than the total reduction being distributed across all seven institutions based upon the proportionate share of the WSCH.

With the recommendation to include this funding within the total available General Funds to be distributed through the funding formula, the individual institutions would not receive an amount equal to that identified as a budget restoration within the decision units.

The table at the bottom of page 28 [Exhibit C] provides the effect of decision unit enhancement (E) 275 and decision unit E-276 in each fiscal year, distributing the recommended budget restoration through the formula. Including the recommended budget restorations as part of the total available funds for distribution through the funding formula distribution was intentional by NSHE, and consistent with how General Fund restorations in the base budget are recommended. The base budget General Fund restorations are associated with the continuation of positions that are currently funded with federal ARPA [American Rescue Plan Act] Coronavirus State Fiscal Recovery Funds, rather than being included in the restoration decision units.

When all base budget and enhancement restoration General Fund appropriations are considered, UNLV, GBC, WNC, and NSC would receive more funding than their budget reductions while UNR, CSN, and TMCC would receive less.

The table on page 29 shows the overall effect of distributing all the budget restoration, inclusive of the base budget restoration, through the funding formula. The effect of the Governor's recommended approach to distribute the General Fund restoration through the formula is that the calculated WSCH value is higher than it would be if the budget restorations were treated consistently with how the reductions were approved as a carveout in the legislatively approved budget for the 2021-2023 biennium.

As indicated previously, the Governor's recommended WSCH value is \$172.78 and \$173.54 in FY 2024 and FY 2025, respectively. Based on Fiscal staff's calculation, if the budget restorations were treated as a preformula distribution or a carveout—and not distributed through the funding formula—this would result in a lower calculated WSCH value of \$152.47 in FY 2024 and \$153.24 in FY 2025.

The Governor recommends one-time General Fund appropriations of \$12.6 million in FY 2023, for use over the 2023-2025 biennium, for enrollment recovery for GBC, CSN, and TMCC to mitigate the loss of funding due to a decrease in enrollment, which NSHE attributes to the COVID-19 pandemic. The table on page 30 [Exhibit C] illustrates the calculation used to determine the recommended enrollment recovery funding for each of the three institutions. According to NSHE, the intent is to hold these institutions harmless and maintain their current FY 2023 funding levels, allowing these institutions to maintain current staffing levels.

While the recommendations on the one-time appropriations for enrollment recovery will be considered through legislation at a future date, this information is being provided because the options presented would impact the amounts calculated for this purpose. Fiscal staff wants to ensure that any impacts are identified as part of this closing, in advance of considering the one-time appropriation through the bill process at a future date.

As noted, options are being presented for consideration by the Subcommittees. There is no difference in the total General Fund appropriation across all seven institutions. However, each individual institution would receive different amounts under each of the options [page 31].

Option #1 is the Governor's recommended approach shown on pages 53 and 54 [Exhibit C]. This option would continue the policy to distribute available General Funds through the funding formula and would include the Governor's recommended budget restoration of General Fund reductions approved by the 2021 Legislature totaling \$61.5 million in each year to be distributed through the funding formula, based on each institution's proportionate share of the WSCH. Option #1 would treat items a through e—which staff has provided on page 31—as carveouts, or preformula allocations. Under Option #1, the calculated value of the WSCH is \$172.78 in FY 2024 and \$173.54 in FY 2025, as recommended by the Governor. Inclusive of the budget amendments for a two-grade salary increase for University Police lieutenant and sergeant positions, the impact to the one-time General Fund appropriations for enrollment recovery would be \$11.8 million, which represents a decrease of \$817,404. The table at the top of page 32 shows the 20 percent performance funding pool set-aside in FY 2024 and FY 2025 compared to the Governor's recommended performance funding pool under Option #1.

Option #2 is the old carveout approach, provided on pages 55 and 56 [Exhibit C]. This option would continue the policy to distribute available General Funds through the funding formula, and treat all decision unit enhancements, the small institution factor, the research O&M funding, and all budget restoration—inclusive of the base budget restoration—as preformula allocations, or carveouts. Under this approach, all budget restorations would go directly to the applicable institution and will not be distributed through the formula based on each institution's proportionate share of the WSCH. The table at the top of page 33 details the overall effect of including the restoration of General Funds as preformula distributions, or

carveouts, compared to the Governor's recommended budget as amended. Under Option #2, the calculated WSCH value would be \$152.47 in FY 2024 and \$153.24 in FY 2025, which represents a decrease of approximately \$20.30 per year when compared to the Governor recommended value, and approximately \$13 to \$14 lower than the legislatively approved WSCH value. Based on the methodology in the Governor's recommended budget to calculate the one-time funding enrollment for enrollment recovery, this approach would result in a calculated General Fund savings of \$2.5 million. The table at the top of page 34 [Exhibit C] provides the 20 percent performance funding pool set-aside under Option #2.

Option #3 is the base, maintenance, and enhancement approach provided on pages 57 and 58 [Exhibit C]. This option would discontinue or suspend the policy to distribute available General Funds through the funding formula, and appropriate General Funds under the traditional base, maintenance, and enhancement decision unit funding model. The table at the bottom of page 34 provides a comparison of the General Fund appropriations in the Governor's recommended budget compared to the traditional base, maintenance, and enhancement funding model for each of the seven instructional institutions. Under Option #3, WSCH value would not be required to be calculated. Regarding the impact to the one-time General Fund appropriations for enrollment recovery, this approach would result in additional calculated General Fund appropriations of \$470,342 over the 2023-2025 biennium [page 35]. The second table on page 35 provides a 20 percent performance funding pool set-aside under Option #3.

Page 36 provides the total General Fund appropriations for each of the seven instructional institutions under the three options as well as the differences between the three options. The decisions for the Subcommittees are on page 37.

# Do the Subcommittees wish to:

1. Continue the existing budget policy of distributing total available General Fund appropriations after all preformula allocations or carveouts are applied, based upon each institution's proportionate share of WSCH, and approve the funding formula carveout components, a calculated value of the WSCH of \$172.78 in FY 2024 and \$173.54 in FY 2025, and performance funding amounts, as reflected under Option #1 on the tables on pages 53 and 54?

or

2. Continue the existing budget policy of distributing total available General Fund appropriations after all preformula allocations or carveouts are applied, based upon each institution's proportionate share of WSCH, and approve the funding formula carveout components, a calculated value of the WSCH of \$152.47 in FY 2024 and \$153.24 in FY 2025, and performance funding amounts, as reflected under Option #2 on the tables on pages 55 and 56?

3. Suspend the funding formula distribution and allocate General Fund appropriations to each of the instructional institutions using the traditional base, maintenance, and enhancement decision unit model, and calculate the performance funding amounts, as reflected under Option #3 on the table on page 57? While this option would not result in the calculation of a WSCH value, the Subcommittees could consider directing NSHE to work with the Office of Finance, Office of the Governor and the Fiscal Analysis Division to apply a methodology consistent with the current formula policy to calculate such a value for use if a caseload decision unit based on WSCH is included in the budget requested by the Board of Regents in the 2025-2027 biennium.

Given the considerations with these options, and uncertainty surrounding the potential for a new funding methodology to be presented during the 2025 Legislative Session if a funding formula study is approved over the 2023-2024 interim, the Subcommittees may wish to recommend that NSHE present and submit a budget for the 2025-2027 biennium in a manner consistent with the approach that is approved by the Legislature for the 2023-2025 biennium in the event that a new funding formula or methodology has not been developed in preparing the 2025-2027 biennium budget and/or in order to compare the impacts of a recommendation to implement a new funding formula/methodology.

Fiscal staff would request authority to make technical adjustments, as necessary. If Option #1 or Option #2 is chosen, technical adjustments—including those related to any statewide rate changes—may impact the final calculated value of the WSCH, as compared to the amounts listed under these two options.

# **Chair Backus:**

We are all used to the WSCH. If we go with Option #3, what would the impact be if there is not a new funding formula agreed upon via legislation this session?

# **Brody Leiser:**

Under all three options, as Ms. Mangoba indicated, the total General Fund for all seven institutions would be the same. If Option #3 were selected—to use the base, maintenance, and enhancement decision methodology—as everyone is aware, and decision points have been made up to this point through the closing, the funding formula has several components and several budget policy considerations, including the small institution factor, the research O&M, the performance funding pool, and then the funding formula distribution itself. Option #3 would suspend that funding formula distribution component, but would still appropriate the same level of funding overall as included in the Governor's recommended budget, for which there was a calculated WSCH value of approximately \$173 per fiscal year.

The value of the WSCH is an output calculation with the distribution component. Under Option #3, with the suspension of the formula distribution, a calculated WSCH value would be unnecessary for the base, maintenance, and enhancement methodology. One of the

considerations before you, under Option #3, is the possibility that caseload consideration could come forward next biennium. Caseload consideration has been dependent on WSCH, so a new formula or methodology may be needed to calculate caseloads under Option #3.

While Option #3 would suspend the distribution funding formula component, Fiscal staff could still work with NSHE and the Governor's Finance Office to look at the overall funding recommended through base, maintenance, and enhancement units, and exclude items that otherwise would be carved out, such as the small institution factor and the research O&M space. Direct appropriations, such as the graduate assistance, could be removed to perform a calculation similar to what came forward in the Governor's recommended budget for the value of approximately \$173 per year per WSCH. Providing staff and/or the NSHE system office with that direction would be considered somewhat of a backstop, because there are some unknowns.

There are discussions about performing a study during the interim on how the higher education budget should be funded. We do not know what that study will look like, or what legislative direction may be provided if funding is approved to perform such a study. With these unknowns, this would provide some direction to NSHE in how to build its budget going forward, short of specific direction that may come out of a study that has yet to be approved.

# **Senator Seevers Gansert:**

Option #1 is unfair because it would not restore individual institutions. I am concerned about Option #3, because it completely throws out the formula. However, Option #2 or Option #3 would be fairer. We would have to figure out how to move toward the next biennium if we did not use the formula. I am leaning toward Option #2, because we have had this formula for a while, and it has been working. We will have some unusual circumstances, and we need to revise the formula, but I would like to rule out Option #1, because I do not think there is equity in that.

# **Senator Titus:**

Option #3 makes a lot of work for a lot of people with a lot of unknowns. Option #2 has defined numbers, and we could keep the current policy with the carveout while any potential future studies are performed. We do not know if that bill will pass, or how the formula would come out. It makes a lot more sense to stick with Option #2.

# Assemblywoman Jauregui:

I agree that Option #1 is not equitable. However, I understand that NSHE is comfortable with either Option #1 or Option #3. I would feel more comfortable with Option #3. Option #3 keeps the funding the same as Option #1, but with the restoration of budget cuts, Option #3 is more equitable.

# **Chair Backus:**

Option #2 would also reduce the WSCH value, which could have future impact.

Are there any other questions or comments from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND SUSPENDING THE FUNDING FORMULA DISTRIBUTION AND **ALLOCATE GENERAL FUND** APPROPRIATIONS TO **EACH** OF INSTRUCTIONAL INSTITUTIONS USING THE TRADITIONAL BASE, MAINTENANCE, AND ENHANCEMENT DECISION UNIT MODEL, AND CALCULATE THE PERFORMANCE FUNDING AMOUNTS, AS REFLECTED UNDER OPTION #3; DIRECTING THE NEVADA SYSTEM OF HIGHER EDUCATION TO WORK WITH THE GOVERNOR'S FINANCE OFFICE AND THE FISCAL ANALYSIS DIVISION TO APPLY A METHODOLOGY CONSISTENT WITH THE CURRENT FORMULA POLICY TO CALCULATE SUCH A VALUE FOR USE IF A CASELOAD DECISION UNIT BASED ON WEIGHTED STUDENT CREDIT HOURS IS INCLUDED IN THE BUDGET REQUESTED BY THE BOARD OF REGENTS IN THE 2025-2027 BIENNIUM; REQUIRING THE NEVADA SYSTEM OF HIGHER EDUCATION TO PRESENT AND SUBMIT A BUDGET FOR THE 2025-2027 BIENNIUM IN A MANNER CONSISTENT WITH THE APPROACH APPROVED BY THE LEGISLATURE FOR THE 2023-2025 BIENNIUM IN THE EVENT THAT A NEW FUNDING FORMULA OR METHODOLOGY HAS NOT BEEN DEVELOPED IN PREPARING THE 2025-2027 BIENNIUM BUDGET AND/OR TO **IMPACTS** COMPARE THE OF A RECOMMENDATION IMPLEMENT A NEW FUNDING FORMULA/METHODOLOGY; AND AUTHORIZING FISCAL ANALYSIS DIVISION STAFF TO MAKE TECHNICAL ADJUSTMENTS, AS NECESSARY.

ASSEMBLYWOMAN JAUREGUI SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR TITUS VOTED NO. SENATOR CANNIZZARO AND ASSEMBLYWOMAN PETERS WERE ABSENT FOR THE VOTE.)

# Jaimarie Mangoba:

Major Closing Issue 6 begins at the bottom of page 37 [Exhibit C]. For the 2023-2025 biennium, the Board of Regents approved an approximate 2.5 percent and 1.9 percent increase in FY 2024 and FY 2025, respectively, in undergraduate and graduate registration fees and non-resident tuition at the universities, state college, and community colleges annually through academic year 2024-2025.

The table at the top of page 38 displays the Board of Regents' approved fees. Systemwide, registration fees are projected to decrease by 2.8 percent from FY 2023 to FY 2024 and increase by 2 percent from FY 2024 to FY 2025. The amounts recommended for each of the seven instructional institutions, professional schools, and prison education program are shown on the bottom table on page 38.

Systemwide, non-resident tuition is projected to decrease 9.9 percent between FY 2023 and FY 2024 and increase 4.1 percent between FY 2024 and FY 2025, as shown in the table on page 39.

The 2013 Legislature initially adopted the recommendation of the 2011-2012 Interim Committee to Study the Funding of Higher Education that, for purposes of determining the level of General Fund appropriations to be budgeted in NSHE's state-supported operating budgets, recommended budgeted non-General Fund revenues should not offset the amount of General Fund otherwise appropriated. The 2015, 2017, 2019, and 2021 Legislatures approved the continuation of this policy through the 2021-2023 biennium, and the Governor's recommended budget continues this policy for the 2023-2025 biennium. The Nevada System of Higher Education requests that language previously approved in the Authorizations Act relating to this policy be continued in the 2023 Authorizations Act.

As part of the policy decision, language was included in the 2021 Authorizations Act allowing NSHE to balance forward any unexpended non-General Fund revenues to the next fiscal year for authorized purposes. The 2021 Legislature also approved language in the 2021 Authorizations Act to allow NSHE institutions to expend increases in non-resident tuition, registration fees, and miscellaneous student fee revenues without IFC approval, regardless of how the increased revenue is to be expended. The institutions are required to report to the IFC on a biannual basis on any additional registration fees and non-resident tuition, including how those funds were expended.

The decisions for the Subcommittees are on page 41 [Exhibit C]:

- Do the Subcommittees wish to approve the student-derived non-General Fund revenues for the seven formula instructional institutions, four professional schools, and the Prison Education budget, as recommended by the Governor?
- Do the Subcommittees wish to approve the Governor's recommendation to continue the current policy, initially adopted by the 2013 Legislature, that non-General Fund revenues should not be used to offset the amount of General Fund appropriations that would otherwise be budgeted?

If the Subcommittees approve the Governor's recommendation to continue this policy, do the Subcommittees wish to direct Fiscal staff to include back language in the 2023 Authorizations Act to:

- Authorize NSHE to balance forward any unexpended non-General Fund revenues to the next fiscal year for authorized purposes in the NSHE state-supported operating budgets?
- Authorize NSHE institutions to expend increases in non-resident tuition, registration fees, and miscellaneous student fee revenues without IFC approval, but with a requirement to report to the IFC regardless of how the increased revenue is to be expended?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVAL OF THE STUDENT-DERIVED NON-GENERAL FUND REVENUES FOR THE SEVEN FORMULA INSTRUCTIONAL INSTITUTIONS, FOUR PROFESSIONAL SCHOOLS, AND THE PRISON EDUCATION BUDGET, AS RECOMMENDED BY THE GOVERNOR; APPROVAL OF THE GOVERNOR'S RECOMMENDATION TO CONTINUE THE CURRENT POLICY, INITIALLY ADOPTED BY THE 2013 LEGISLATURE, THAT NON-GENERAL FUND REVENUES SHOULD NOT BE USED TO OFFSET THE AMOUNT OF GENERAL FUND APPROPRIATIONS THAT WOULD OTHERWISE BE BUDGETED; AND DIRECT FISCAL ANALYSIS STAFF TO INCLUDE BACK LANGUAGE IN THE 2023 AUTHORIZATIONS ACT TO AUTHORIZE THE NEVADA SYSTEM OF HIGHER EDUCATION TO BALANCE FORWARD ANY UNEXPENDED NON-GENERAL FUND REVENUES TO THE NEXT FISCAL YEAR FOR AUTHORIZED PURPOSES IN THE NEVADA SYSTEM OF HIGHER EDUCATION STATE-SUPPORTED OPERATING BUDGETS AND TO AUTHORIZE NEVADA SYSTEM OF HIGHER **INSTITUTIONS EDUCATION** TO **EXPEND INCREASES NON-RESIDENT** TUITION, REGISTRATION FEES, **AND** MISCELLANEOUS STUDENT FEE REVENUES WITHOUT INTERIM FINANCE COMMITTEE APPROVAL, WITH A REQUIREMENT TO REPORT TO THE INTERIM FINANCE COMMITTEE REGARDLESS OF HOW THE INCREASED REVENUE IS TO BE EXPENDED.

ASSEMBLYWOMAN JAUREGUI SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN PETERS WERE ABSENT FOR THE VOTE.)

We will move on to the next Major Closing Issue.

# Jaimarie Mangoba:

Major Closing Issue 7 is the Desert Research Institute (DRI) funding policy revision [page 41, Exhibit C].

Under current budget policy, General Fund appropriations for the DRI are based on a funding policy that utilizes three components:

- A research grant and contracts formula component, based on a sliding scale calculation.
- An O&M component, based on the traditional base, maintenance, and enhancement methodology.
- An inflationary adjustment intended to capture expenditures not otherwise budgeted.

Based on the research grant and contracts formula and increases in the DRI's grants and contracts, the Governor recommends General Fund appropriations of \$235,559 in each year of the 2023-2025 biennium. In total, the Governor recommends General Fund appropriations of \$3.7 million each year for the DRI funding formula component based on grant and contract revenue of \$35.6 million, as detailed in the table at the top of page 42.

The O&M funding addresses costs associated with space utilization. The Executive Budget recommends increases in General Fund appropriations of \$365,568 in FY 2024 and \$386,014 in FY 2025. The calculation used to determine the additional General Fund appropriations in this decision unit includes funding from the agency requested budget and inadvertently was not updated to reflect changes in the Governor's recommended budget, overstating the funding by \$50,169 in FY 2024 and \$50,199 in FY 2025. Fiscal staff recommends a technical adjustment to reduce General Fund appropriations by \$100,368 over the 2023-2025 biennium.

The Governor recommends General Fund appropriations of \$276,051 in FY 2024 and \$290,904 in FY 2025 to account for inflationary increases that are not otherwise specifically accounted for in the DRI formula.

The decision for the Subcommittees is on page 42. Do the Subcommittees wish to recommend approving General Fund appropriations of \$1.1 million over the 2023-2025 biennium in decision units maintenance (M) 101, M-102, M-207, and M-216 for institutional support and research administration functions for the DRI based upon the existing DRI funding formula policy and as recommended by the Governor, inclusive of the noted technical adjustment to reduce General Fund appropriations by \$100,368 in decision unit M-216 over the 2023-2025 biennium?

# **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVING GENERAL FUND APPROPRIATIONS OF \$1.1 MILLION OVER THE 2023-2025 BIENNIUM IN DECISION UNITS MAINTENANCE (M) 101, M-102, M-207, AND M-216 FOR INSTITUTIONAL SUPPORT AND RESEARCH ADMINISTRATION FUNCTIONS FOR THE DESERT RESEARCH INSTITUTE BASED UPON THE EXISTING DESERT RESEARCH INSTITUTE FUNDING FORMULA POLICY AND AS RECOMMENDED BY THE GOVERNOR, INCLUSIVE OF THE NOTED TECHNICAL **ADJUSTMENT** TO REDUCE **GENERAL FUND** APPROPRIATIONS BY \$100,368 IN DECISION UNIT M-216 OVER THE 2023-2025 BIENNIUM.

ASSEMBLYWOMAN JAUREGUI SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN PETERS WERE ABSENT FOR THE VOTE.)

We will move on to the next recommendations.

#### Jaimarie Mangoba:

The Governor recommends changing the funding policy for the DRI by eliminating the sliding scale formula calculation based on the level of grants and contracts and returning to the base, maintenance, and enhancement model for the DRI's budget, and increasing General Fund appropriations by \$2.1 million over the 2023-2025 biennium in conjunction with the methodology change.

During the budget hearing, the DRI indicated the decision to change the DRI funding formula from the base, maintenance, and enhancement model to the sliding scale calculation was made in 2013 with an anticipated increase in grant and contract revenue to be realized, which would have resulted in a growth in state funding based on the formula.

However, the DRI indicates the sliding scale formula did not materialize into additional funding as anticipated. The DRI indicates it loses approximately \$1 million each year in funding and although it has brought in additional grants in the last few years, state funds have not increased due to the funding formula. The DRI further indicates it had to use overhead costs to fill the gap created by the change in the funding formula.

Through decision units enhancement (E) 125 and E-126, the Governor recommends increasing General Fund appropriations by \$2.1 million over the 2023-2025 biennium in conjunction with the methodology change. The information starting on page 44 [Exhibit C] details the calculation used by the DRI to determine the recommended funding associated with projections which is based on an approach of calculating what funding would be for the 2023-2025 biennium had the base, maintenance, and enhancement model been in place since FY 2015.

Through decision unit E-125, the Governor recommends increasing General Fund appropriations by \$839,205 over the 2023-2025 biennium to increase personnel expenditures, which is based on the difference between the targeted personnel expenditures of \$7.3 million the DRI determined it should have in FY 2024 and FY 2025 if the formula had not been implemented in FY 2015 and the total personnel expenditures recommended in the Governor's recommended budget.

The decision unit includes \$50,199 in each year of the 2023-2025 biennium for cost-of-living increases, which the DRI indicates was inadvertently included and should be eliminated. If this decision unit is approved, Fiscal staff recommends a technical adjustment to eliminate cost-of-living increases, which would reduce General Fund appropriations by \$50,199 in each year of the 2023-2025 biennium. The Governor's Finance Office and NSHE concur with these adjustments.

Since the cost-of-living and compensation adjustments approved by the Legislature in a fiscal year are reflected in the base budget in each subsequent biennial budget, and the Governor's recommended budget includes inflationary adjustments for compensation benefits totaling \$566,955 over the 2023-2025 biennium in decision unit M-102, it appears decision unit E-125 may be, in part, duplicative of compensation benefit inflationary adjustments.

However, as previously noted, the DRI has indicated that the additional funding would allow for the funding of 2.15 full-time equivalent positions that are otherwise funded with indirect cost recovery funds.

The decisions for the Subcommittees are on page 45. Do the Subcommittees wish to recommend approving the Governor's recommendation to change the funding policy for the DRI by eliminating the existing DRI-specific formula, and therefore, direct the DRI to build future biennial budgets using the base, maintenance, and enhancement model?

If so, do the Subcommittees wish to recommend approving additional General Fund appropriations totaling \$738,807 over the 2023-2025 biennium to increase funding for personnel expenditures, which in part, would support 2.15 full-time equivalent positions, inclusive of the noted technical adjustment to remove cost-of-living increases of \$50,199 in each fiscal year of the 2023-2025 biennium?

#### **Chair Backus:**

Are there any questions from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVING THE GOVERNOR'S RECOMMENDATION TO CHANGE THE FUNDING POLICY FOR THE DESERT RESEARCH INSTITUTE BY ELIMINATING **EXISTING DESERT** RESEARCH **INSTITUTE-SPECIFIC** FORMULA, AND THEREFORE, DIRECT THE DESERT RESEARCH INSTITUTE TO BUILD FUTURE BIENNIAL BUDGETS USING THE BASE, MAINTENANCE, AND ENHANCEMENT MODEL AND TO APPROVING **GENERAL FUND** RECOMMEND ADDITIONAL **APPROPRIATIONS TOTALING** \$738,807 **OVER** THE 2023-2025 BIENNIUM TO INCREASE FUNDING FOR PERSONNEL EXPENDITURES, WHICH PART, WOULD IN **SUPPORT** 2.15 FULL-TIME EQUIVALENT POSITIONS, INCLUSIVE OF THE NOTED TECHNICAL ADJUSTMENT TO REMOVE COST-OF-LIVING INCREASES OF \$50,199 IN EACH FISCAL YEAR OF THE 2023-2025 BIENNIUM.

ASSEMBLYWOMAN JAUREGUI SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN PETERS WERE ABSENT FOR THE VOTE.)

We will move on to the next decision.

# Jaimarie Mangoba:

Through decision unit E-126, the Governor recommends increasing General Fund appropriations by \$1.3 million over the 2023-2025 biennium to increase O&M expenditures, which is based on the difference between the targeted O&M expenditures of \$2.2 million the DRI determined it should have in FY 2024 and FY 2025 if the formula had not been implemented in FY 2015 and the total O&M expenditures recommended in the Governor's recommended budget.

The decision unit includes a consumer price index (CPI) increase of \$172,370 for O&M expenditures, and an additional CPI adjustment of \$201,207 for O&M square footage in each year of the biennium, based on a CPI of 20.081 percent, which according to DRI, is based on an estimated average CPI for all urban consumers in June 2015 through October 2021.

The DRI indicates that the recommendation for this additional funding would primarily pay for expected increases in operating costs. Staff has provided additional information regarding the DRI's projected increase in utilities and operating and maintenance costs [page 45, Exhibit C].

Based on the Executive Branch budget manual, inflationary adjustments are agency-specific and approved by the Budget Division through an M-100 decision unit. Additionally, special inflationary adjustments must be substantiated by adequate justification or documentation that specifically supports the increase. As such, utilizing a blanket CPI appears to be inconsistent with the Executive Branch budget manual.

The Subcommittees may wish to choose one of the options on page 46:

A. Do the Subcommittees wish to recommend approving additional General Fund appropriations totaling \$1.3 million to increase funding for operations and maintenance expenditures, inclusive of the consumer price index adjustments for operating and maintenance expenditures, as recommended by the Governor?

or

B. Do the Subcommittees wish to recommend approving additional General Fund appropriations totaling \$511,294 over the 2023-2025 biennium for increased operating and maintenance expenditures, which would eliminate the recommended consumer price index adjustments totaling \$747,154 over the 2023-2025 biennium?

or

C. Do the Subcommittees wish to recommend not approving additional General Fund appropriations of \$1.3 million to increase funding for operations and maintenance expenditures?

# Assemblywoman Jauregui:

I am comfortable with option B for a couple reasons. The DRI indicated that this increase for the CPI was an estimate, and we usually need adequate justification or documentation to support this type of increase. What they presented appears to be inconsistent with the Executive Branch budget manual, so I am comfortable approving some increase, but not all the increase. I would be comfortable with option B.

#### **Chair Backus:**

Are there any other questions or comments from the Subcommittees? [There were none.] I would entertain a motion.

SENATOR DONDERO LOOP MOVED TO RECOMMEND APPROVING ADDITIONAL GENERAL FUND APPROPRIATIONS TOTALING \$511,294 OVER THE 2023-2025 BIENNIUM FOR INCREASED OPERATING AND MAINTENANCE EXPENDITURES, WHICH WOULD ELIMINATE THE RECOMMENDED CONSUMER PRICE INDEX ADJUSTMENTS TOTALING \$747,154 OVER THE 2023-2025 BIENNIUM.

ASSEMBLYWOMAN JAUREGUI SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN PETERS WERE ABSENT FOR THE VOTE.)

We will move on to the Other Closing Items.

# Jaimarie Mangoba:

There are four Other Closing Items, including funding for the non-formula and professional school budgets and recommendations to continue a letter of intent related to position reconciliation and existing language in the Appropriations Act. The decisions for the Subcommittees are on page 48 [Exhibit C].

Fiscal staff recommends that Other Closing Items 1 and 2 be closed as recommended by the Governor; Other Closing Item 3 be closed with the issuance of a letter of intent instructing NSHE to provide a report to the Interim Finance Committee specifically identifying new positions approved and eliminated by the Board of Regents compared to the positions approved in the budget by the 2023 Legislature for FY 2024 and FY 2025, and to instruct NSHE to clearly denote positions approved and eliminated by the Board of Regents as

compared to the positions approved in the budget by the 2023 Legislature when preparing the 2025-2027 budget; and Other Closing Item 4 be closed with the direction to Fiscal staff to include the referenced back language in the 2023 Appropriations Act. Fiscal staff requests authority to make other technical adjustments, as necessary.

#### **Chair Backus:**

Are there any questions from the Subcommittees?

# **Senator Titus:**

The state gives UNR and UNLV a substantial amount of money for athletics. Not all programs generate revenue, but revenue is generated from those two programs. General Fund dollars help support that, but there are other funds coming in. Does the Legislature get reports on what they do with the revenue from those athletic programs?

# **Brody Leiser:**

We get a budget for what is included in this state-supported budget for intercollegiate athletic programs. There are positions and operating costs included within these budgets, but it is not a full picture of the athletic budget. There are some self-supporting budgets, including some of the revenues to which Senator Titus may be referring. Those revenue-generating components are not part of the state-supported budget, but there are some position costs funded in the state-supported budget. Intercollegiate athletic scholarships and support for student athletes are funded through the state-supported budget. If you would like additional details beyond that, I would need to call someone to provide more information.

# **Senator Titus:**

We do not need to hold up this hearing with that question and that information. However, because we are using General Fund dollars to support these programs, it would be nice to see a more detailed report on what they are spending the taxpayers' money on. A more detailed report at some point would be great.

# **Chair Backus:**

Mr. Erquiaga, could you tell us more about this?

# Dale A. R. Erquiaga, Acting Chancellor, Nevada System of Higher Education:

The athletic programs prepare a more detailed annual report for the Board of Regents. I would be more than happy to have included in the closing instructions, a similar letter of intent for the Chancellor of NSHE to provide those athletic reports to this body.

# **Chair Backus:**

Are there any other questions or comments from the Subcommittees? [There were none.] I would entertain a motion that includes such a letter of intent.

SENATOR DONDERO LOOP MOVED TO RECOMMEND THAT OTHER CLOSING ITEMS 1 AND 2 BE CLOSED AS RECOMMENDED BY THE GOVERNOR; OTHER CLOSING ITEM 3 BE CLOSED WITH THE ISSUANCE OF A LETTER OF INTENT INSTRUCTING THE NEVADA SYSTEM OF HIGHER EDUCATION TO PROVIDE A REPORT TO THE INTERIM FINANCE COMMITTEE SPECIFICALLY IDENTIFYING NEW POSITIONS APPROVED AND ELIMINATED BY THE BOARD OF REGENTS COMPARED TO THE POSITIONS APPROVED IN THE BUDGET BY THE 2023 LEGISLATURE FOR FY 2024 AND FY 2025, AND TO INSTRUCT THE NEVADA SYSTEM OF HIGHER EDUCATION TO CLEARLY DENOTE POSITIONS APPROVED AND ELIMINATED BY THE BOARD OF REGENTS AS COMPARED TO THE POSITIONS APPROVED IN THE BUDGET BY THE 2023 LEGISLATURE WHEN PREPARING THE 2025-2027 BUDGET; OTHER CLOSING ITEM 4 BE CLOSED WITH THE DIRECTION TO FISCAL STAFF TO INCLUDE THE REFERENCED **BACK LANGUAGE** IN 2023 APPROPRIATIONS ACT; ISSUANCE OF A LETTER OF INTENT INSTRUCTING THE NEVADA SYSTEM OF HIGHER EDUCATION TO PROVIDE A REPORT TO THE INTERIM FINANCE COMMITTEE OF EXPENDITURES FUNDED BY GENERAL FUND APPROPRIATIONS APPROVED BY THE 2023 LEGISLATURE FOR THE UNR AND UNLV INTERCOLLEGIATE ATHLETICS BUDGETS IN FY 2024 AND FY 2025; WITH AUTHORITY FOR FISCAL ANALYSIS DIVISION STAFF TO MAKE OTHER TECHNICAL ADJUSTMENTS, AS NECESSARY.

ASSEMBLYWOMAN JAUREGUI SECONDED THE MOTION.

Is there any discussion on the motion? [There was none.]

# THE MOTION CARRIED. (SENATOR CANNIZZARO AND ASSEMBLYWOMAN PETERS WERE ABSENT FOR THE VOTE.)

| Is there anyone wishing to make public comment? [Public comment was heard.] |                                  |
|---|----------------------------------|
| This meeting is adjourned [at 9:53 a.m.].                                   |                                  |
|   | RESPECTFULLY SUBMITTED:          |
|   | Anna Freeman Committee Secretary |
| APPROVED BY:  |                                  |
|   |                                  |
| Assemblywoman Shea Backus, Chair  | _                                |
| DATE:   |                                  |
| Senator Marilyn Dondero Loop, Chair   | _                                |
| DATE:   |                                  |

# **EXHIBITS**

Exhibit A is the Agenda.

Exhibit B is the Attendance Roster.

Exhibit C is the closing document titled, "K-12/Higher Education/CIP Joint Subcommittee Closing List #7," dated May 5, 2023, presented by Jaimarie Mangoba, Principal Program Analyst, Fiscal Analysis Division, Legislative Counsel Bureau.