

THE INSTRUCTION GAP

A Ten Year Study of Education Spending in Nevada

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prepared by:

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News

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Discrepancies Fuel Concern: Nevada Policy Research Institute Calls For Education Budgeting Moratorium

On January 2, 1995, Nevada Policy Research Institute released a ten year statistical study on how education funds were spent. The study, two years in the making, revealed a major priority shift from instruction to administration, teacher's benefits, and loan interest payments creating an education gap of over \$80,000,000 since 1982. It also revealed that while total spending in the public school system had increased by 194%, the student body served had only increased 40% with no visible "bang for the buck." Statistics for this study were solely derived from the State Department of Education under the direction and guidance of Douglas Thunder, Fiscal Director of the same public agency. Three days after release of the study Mr. Thunder sent NPRI a fax stating that he *had "discovered a significant error"* in the FY92 statistics sent to NPRI which would account for the discrepancies discovered by the NPRI study. Mary Peterson, the new state Superintendent of Schools charged that NPRI had *"concocted a \$118 million blunder for that year causing the results to be invalid."* She demanded that *"all future studies done by NPRI Senior Research Fellows be passed before the department's scrutiny before publishing them."* Mr. Thunder, in the mean time, "apologized for not remembering to send the revised documents. NPRI contacted the National Center for Education Statistics to see if the State Department of Education had, in fact, submitted such a revision to them as they had claimed. The NCES said that a revision had been submitted three months after the original but the amount of the revision

only amounted to approximately \$7000 not \$118 million. NPRI has received a copy of the original documents submitted to the NCES by the State Department of Education. No revisions of the magnitude charged by Superintendent Peterson appear on the document. NPRI calls for a moratorium of additional education funds requested by the education bureaucracy as well as the teacher's union until these discrepancies can be resolved.

THE INSTRUCTION GAP

A Ten Year Study of Education Spending in Nevada

OVERVIEW

Few issues are as important to the future of Nevada as the education of our children. Consequently, Nevada taxpayers—while justifiably skeptical of other government programs—have traditionally been willing to increase funding for education.

A widespread assumption that quality education is inextricably linked to the amount spent within districts and among states, and has led to pressure for increased spending on schools. As a result, public education budgets have progressively increased from year to year. Unfortunately, increased spending has not resulted in improved student achievement as measured by literacy rates or academic achievement. A careful examination of the Nevada Department of Education's spending patterns indicates that Nevada's taxpayers may not be getting what they are paying for with their education designated dollars.

This study was designed to answer the question: *If the instructional share of overall education spending is found to have steadily declined over the last ten years, how has the funding been redistributed and what impact (or lack, thereof) has this had on student outcome as measured by SAT scores?* The results of this study will shed light on shifting spending priorities within the state's schools and aid in legislative budgeting decisions made during the 1995 session and beyond.

Tables 1 through 3 finish statewide data for the timeline of this study, 1983 through 1992.

	Expenditure		Enrollment						Member of Schools
	Total for Year	Change from 1983	Number of Pupils	Change from 1983	Cost/Pupil	Change from 1983	Number of Teachers	Change from 1983	
1983	\$ 366,889,301		151104		\$ 2,428		7,366		296
1984	\$ 381,916,213	4%	150422	-0.5%	\$ 2,539	5%	7,496	1.8%	297
1985	\$ 405,794,558	11%	151633	0.4%	\$ 2,676	10%	7,751	5.2%	299
1986	\$ 468,551,712	28%	154948	2.5%	\$ 3,024	25%	7,908	7.4%	300
1987	\$ 517,019,156	41%	161239	6.7%	\$ 3,207	32%	8,348	13.3%	304
1988	\$ 565,686,814	54%	168353	11.4%	\$ 3,360	38%	8,699	18.1%	310
1989	\$ 629,166,106	71%	176474	16.8%	\$ 3,565	47%	9,175	24.6%	322
1990	\$ 716,474,131	95%	186834	23.6%	\$ 3,835	58%	10,384	41.0%	345
1991	\$ 869,538,578	137%	201316	33.2%	\$ 4,319	78%	11,409	54.9%	365
1992	\$1,079,014,305	194%	211810	40.2%	\$ 5,094	110%	11,969	65.2%	377

Table 1

In addition to the increase in cost per student,¹ Table 1 reveals that enrollment has risen only 40% while number of teachers has increased by 65% from 1983 to 1992. Note also that the entire system has increased from 296 to 377 schools.

Table 2 is based on data extracted from Table 1. It summarizes the relationship between the number of pupils, number of teachers, and number of schools in the statewide system for the study period.

	Pupils per Teacher	Teachers per School	Pupils per School
1983	20.5	24.9	510
1984	20.1	25.2	506
1985	19.6	25.9	507
1986	19.6	26.4	516
1987	19.3	27.5	530
1988	19.4	28.1	543
1989	19.2	28.5	548
1990	18.0	30.1	542
1991	17.6	31.3	552
1992	17.7	31.7	562

Table 2

Instruction spending is that portion of total expenditures that is spent directly in the classroom on direct interaction between teacher and pupil. Table 3 and its associated Figure 3 present total instruction spending per year and compares this amount to the total expenditures per year.

	Expenditure	
	Total	Instruction
1983	\$ 366,889,301	\$ 223,825,852
1984	\$ 381,916,213	\$ 228,008,938
1985	\$ 405,794,558	\$ 238,341,844
1986	\$ 468,551,712	\$ 285,947,222
1987	\$ 517,019,156	\$ 309,493,996
1988	\$ 565,686,814	\$ 341,994,657
1989	\$ 629,166,106	\$ 376,571,468
1990	\$ 716,474,131	\$ 430,715,542
1991	\$ 869,538,578	\$ 512,043,116
1992	\$1,079,014,305	\$ 572,463,521

Table 3

¹ Cost per Student is calculated by dividing total expenditure by number of students enrolled for the school year.

Instruction vs. Total Expenditure

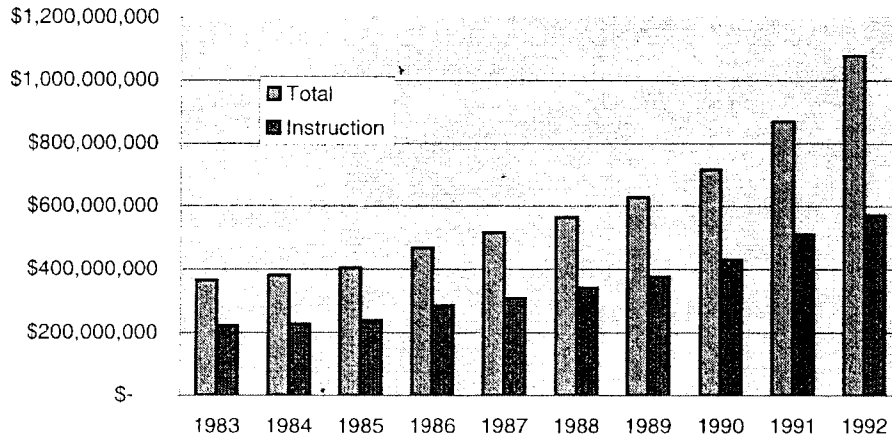


Figure 3

From these facts, we establish that the number of schools in the system has increased by approximately 30%, and that the ratios between the number of teachers, students, and schools has been consistent with established legislative goals. Overall expenditure, however, has increased at a much higher rate. The alarming finding is that the portion of total expenditure dedicated to direct instruction is increasing at a much slower rate than total expenditure—thus creating an Instruction Gap.

The **Instruction Gap** is defined as the year to year difference in dollars allocated to direct instruction expense relative to total expenditure.

What factors are at work to explain the dramatic increase in total expenditure and the increase in per student costs for education? The following questions will be examined as a result of these preliminary findings:

- 1) Since there appears to be a widening instruction gap compared to overall spending, where is the money being spent?
- 2) Have education priorities shifted over the last decade?
- 3) What categories of spending have increased relative to instruction?
- 4) How does Nevada compare to other states in percentage of instruction spending?
- 5) Does "education outcome" reflect the amount spent on instruction spending? Does it correlate with increased total spending?
- 6) Cumulatively, how much money would have been dedicated to instruction had the percentage dedication been maintained at the 1983 level?
- 7) What is the projected cost of public education by the year 2002 if current trends continue?

This study will demonstrate that the total spending per pupil says very little about how much money is really spent on direct education.

Rationale for Study

The determination to supply ever-increasing funding to Nevada's school system has been considerable. On the other hand, how money is spent within our school system is rarely disclosed or discussed in detail. It turns out that in the public school system there is a connection between dollars spent per pupil in instruction and the performance of those pupils as measured by the Scholastic Aptitude Test (SAT). Unfortunately, there is a declining percentage of funding dedicated to direct student instruction.

Since public education is funded by the taxpayer, the taxpayer has a right to know where the money is being spent. This study is, in a broad sense, an attempt to categorize spending trends in the Nevada's public school system over the ten-year period 1983 through 1992 so that the public will be informed.

Methodology

The State Board of Education receives annual reports from each school district (one district for each of the 17 counties) which are compiled to satisfy federal requirements for annual reporting. The compiled report is the Nevada Department of Education Fiscal Year CORE Report. In addition, the State Board of Education publishes the *Annual Status Report* which is distributed statewide to appropriate agencies and interested citizens throughout the community. The Budget Category Classifications Manual defines codes and sub-categories for the school budget and accounting process. These documents and reports provide the foundation for this analysis.

Data was gathered during several formal meetings with Douglas Thunder, Director of Fiscal Services, Nevada State Board of Education by permission of Eugene Paslov, Superintendent of Schools of the State of Nevada. Under the direction of Douglas Thunder, a computer program was developed to translate the data prior to 1987 when different category titles were required by the Federal Government for the *Annual Status Report*.

The data was tabulated according to categories and codes used by the Department of Education into a spreadsheet database designed to hold each year's information on a single page. The information matrix consisted of a column designator representing the expenditures category and a row designator representing each of the 17 school districts. The major column designators encompassed Department of Education account series 1000 (Instruction), 2000 (Support Services), and 2515 (Interest on Current Loans) as the inclusive expenditures series as required for CORE reporting purposes. Each major designator was tabulated by CORE Report subcategory "Salary," "Benefits," and "All Other" (which includes "Purchased Services," "Supplies," "Property," and "Other" Expenditures).

The basic spreadsheet format can be represented as follows:

School Year	1000 & 2000 Series: TOTAL	Salary	Benefits	"All Other"
School District 1				
School District 2				
School District 3				
Category Total:				

APPENDIX A provides definitions and details of the major accounting codes and categories. APPENDIX B provides similar information for Salary, Benefits, and "All Other" categories covered by this study.

The heading designation "All Other" requires some amplification. This designation is used solely for the purpose of lumping together all non-salary and non-benefit expenditures. When addressing the 1000 and 2000 Series accounting codes, the "All Other" category encompasses PURCHASED SERVICES, SUPPLIES, PROPERTY, and the ubiquitous category, "OTHER" USES OF FUNDS, (abbreviated to "Other" in the text) included under the major heading.

The thesis argument—*as the instruction share of education expenditures has steadily declined over the last ten years, how has funding been redistributed*—is tediously developed by presenting spreadsheet data summaries with associated graphs to visually demonstrate for the category and then graphed so that the relationships are emphasized.

Analysis: An Overview

Tables 1, 2 and 3 clearly demonstrate that total spending in the public school system has increased by 194% to serve a student body that has increased by only 40% over the ten year period from 1983 through 1992. The calculation based on total amount spent divided by the number of students (cost per student) has more than doubled from \$2400 to \$5100 (110%) in the same period. At the same time, the student teacher ratio has decreased from 21:1 to 18:1, indicating a degree of student accessibility to the teacher that appears commendable.

We would be mistaken to assume that this increased education funding was used for instructional and classroom programs that directly benefit students. In reality most additional education dollars are consumed by a growing education bureaucracy and increased employee benefits. In fact, out tabulation of spending statewide shows that barely half of all money spent by the public school system now goes to instruction services and programs. Furthermore, there has been a progressive shift in total instruction expenditure to find growing teacher benefits packages. The tendency to expand benefit packages, sometimes at the apparent expense of purchasing consumable goods and performing maintenance is the most important result of this study. The analysis will focus on accounting categories 1000 and 2000 as noted on page 6 in Table 4.

Indeed, instruction spending has increased less dramatically than spending on such items as staff services, general administration, school administration, the costs of borrowing money, and a federal reporting category entitled "Other Support" which is used when expenditures do not fit into any other accounting category. Table 4 tabulates total expenditures in the major federal accounting categories for Fiscal Years 1983 and 1992 while Figure 4 graphs the percentage increase over that period.

Expenditures by Federal Report Category			
	1983	1992	% Increase
1000... Instruction	\$ 223,825,852	\$ 572,463,521	156%
2100... Student Services	\$ 11,852,447	\$ 41,177,336	13%
2200... Instructional Staff	\$ 10,125,985	\$ 31,881,420	215%
2300... General Administration	\$ 5,542,181	\$ 17,348,718	213%
2400... School Administration	\$ 26,989,873	\$ 69,238,145	157%
2600... Transportation	\$ 16,421,448	\$ 37,896,967	131%
2700... Maintenance	\$ 51,675,037	\$ 104,400,920	102%
2900... Other Support	\$ 9,172,684	\$ 143,515,105	1465%
2515... Loan Interest	\$ 11,283,794	\$ 61,092,173	441%
Total Spending	\$ 366,889,301	\$ 1,079,014,305	194%

Table 4

**% Increase in Expenditures by Spending Category
From 1983 through 1992**

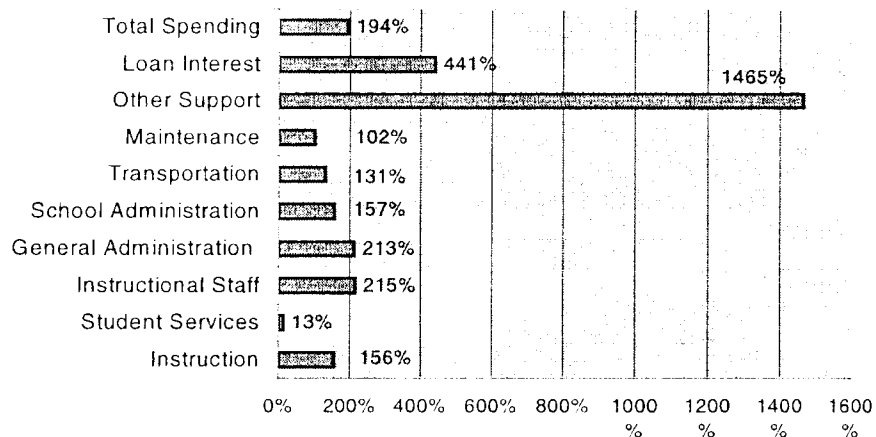


Figure 4

The most obvious large increases are in Loan Interest and Other Support. Notice that the categories that have increased the least are Student Services, Maintenance and Transportation. General Administration and Instruction Staff Support (this category does not include teachers) have had impressive increases.

The overview is complete. We will now examine each major reporting category in detail to determine shifting budget priorities.

Where is the Money Being Spent?

In recognition and appreciation of the reality that the public school system has grown by 81 schools since 1983, an attempt has been made to consider the problem as a function of the number of schools operating any given year. This approach has the advantage of factoring in the growth factor but does not address the dynamics of any particular school. Similarly, as we have already seen from Table 1, the number of teachers and the number of students has also increased. Undoubtedly the number of ancillary staff, administrators, bus drivers, and custodial personnel has also increased.

This study makes no attempt to speculate on the staffing response to growth. It does, however, recognize that growth of the system in response to growth in our population is a major component of increasing expenditure in any category. Likewise, the study does not attempt to differentiate between elementary, secondary, or special education considerations; nor does it attempt to consider the diverse geographical or population density conditions in our state.

The averages presented in this study are an attempt to frame the discussion in as comprehensive a unit as possible, usually as a function of the number of schools. Where appropriate, the number of teachers on staff each year is considered.

Despite these limitations, the analysis of each spending category gives us insight into where the money was spent.

1000 ... Instruction

Instruction consists of all interactions between teachers and students.

The chart below demonstrates the relationship between total spending and the percentage allocated to instruction over the study period. The trend is slightly negative until 1992 when it hits 52%. According to figures provided by the Nevada State Department of Education, the majority of Nevada School districts spent 60 percent or more of their total annual budget on instruction during the 1980s. In the early 1970s the figure was closer to 70 percent. But by 1992, there were no districts even closely approaching 60 percent on instructional services and programs.²

² The highest percentage of instructional budget dedication was Lincoln County at 56.40 percent.

Percent Spent on Instruction

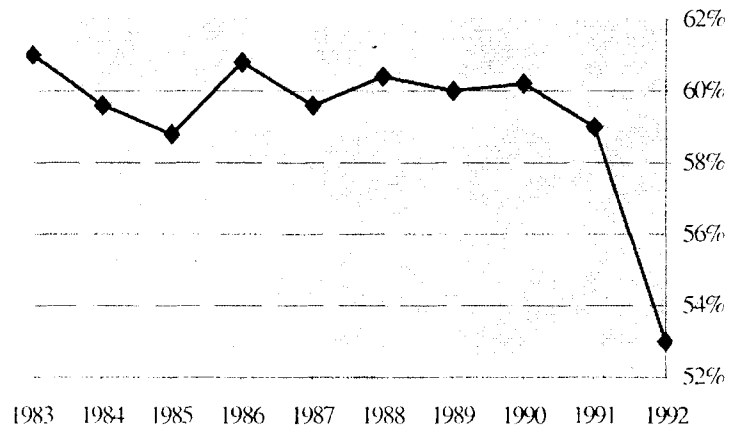


Table 5 breaks out the details of the Instruction category. AS expected, salary expenses comprise by far the largest share of the total. The last three columns, under the heading "Teachers" provide the "average" salary and benefits each year. This calculation is a simple average of the total, and makes no attempt to weight the result by any consideration of seniority, special qualification, or geographic location.

Category 1000: Instruction							
	Sub-Category			Total Spending	Teachers		
	Salary	Benefits	All Other	Category 1000	Number	Salary	Benefits
1983	\$ 179,066,193	\$ 33,730,896	\$11,028,763	\$ 223,825,852	7,366	\$24,361	\$4,579
1984	\$ 182,609,836	\$ 34,458,796	\$10,940,306	\$ 228,008,938	7,496	\$24,361	\$4,579
1985	\$ 189,525,389	\$ 36,774,797	\$12,041,658	\$ 238,341,844	7,751	\$24,452	\$4,745
1986	\$ 225,106,808	\$ 46,242,855	\$14,597,559	\$ 285,947,222	7,908	\$28,466	\$5,848
1987	\$ 242,787,864	\$ 52,235,904	\$14,470,228	\$ 309,493,996	8,348	\$29,083	\$6,257
1988	\$ 264,688,926	\$ 60,876,588	\$16,429,143	\$ 341,994,657	8,699	\$30,428	\$6,998
1989	\$ 289,225,632	\$ 68,611,876	\$18,733,960	\$ 376,571,468	9,175	\$31,523	\$7,478
1990	\$ 329,228,050	\$ 78,492,274	\$22,995,218	\$ 430,715,542	10,384	\$31,705	\$7,559
1991	\$ 385,618,271	\$101,069,797	\$25,355,048	\$ 512,043,116	11,409	\$33,799	\$8,859
1992	\$ 430,324,529	\$115,628,127	\$26,510,865	\$ 572,463,512	11,969	\$35,953	\$9,661

Table 5

A closer look at Table 5 reveals that benefits are increasing at a much more rapid rate than salaries. This finding verifies that, with each passing year, each individual's benefit package is more

enriched than their reported salary increase. At the present time, the benefit package consist of:

- Public Employee Retirement
- Industrial Accident Insurance
- Federal Insurance Contributions Act (FICA)
- Unemployment Compensation
- Group Health Insurance
- Other Employee Benefits (to account for benefits not already categorized).

This benefit package comes at an even increasing cost to taxpayers.

The results of the comparison are shown graphically in Figure 5. Note that in each successive year, percent increase for benefits (compared to the base year 1983), is much greater than the corresponding salary increase. By 1992, the percentage increase in benefits is nearly twice the increase in salary. APPENDIX B details the benefit package.

% Change from 1983

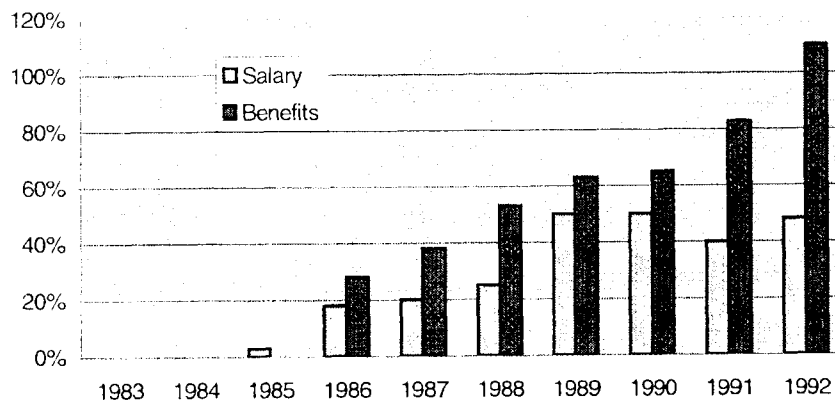


Figure 5

Table 6 shows the yearly percentage distribution of expenditures on Instruction. It demonstrates clearly that the percentage spent in the "All Other" category remained relatively stable at about 5% of the budget each year. It is worthy to note that the "All Other" category includes allowance for classroom supplies.

Instruction: % of Total			
	Salary	Benefits	All Other
1984	80%	15.07%	4.93%
1985	80.09%	15.11%	4.80%
1986	79.52%	15.43%	5.05%
1987	78.72%	16.17%	5.10%
1988	78.45%	16.88%	4.68%
1989	77.40%	17.80%	4.80%
1990	76.80%	18.22%	4.97%
1991	76.44%	18.22%	5.34%
1992	75.31%	19.74%	4.95%

Table 6

The major spending distribution in the "All Other" category is as follows:

	1983	1992
Purchased Services	13%	7%
Supplies	65%	48%
Property	23%	43%

This signifies that purchased services and classroom supplies for the instruction process are decreasing in importance when it comes to allocating resources in this category.

Figure 6, illustrates the percentage relationships of the three major categories through each year of the study.

Allocation: Instruction Spending

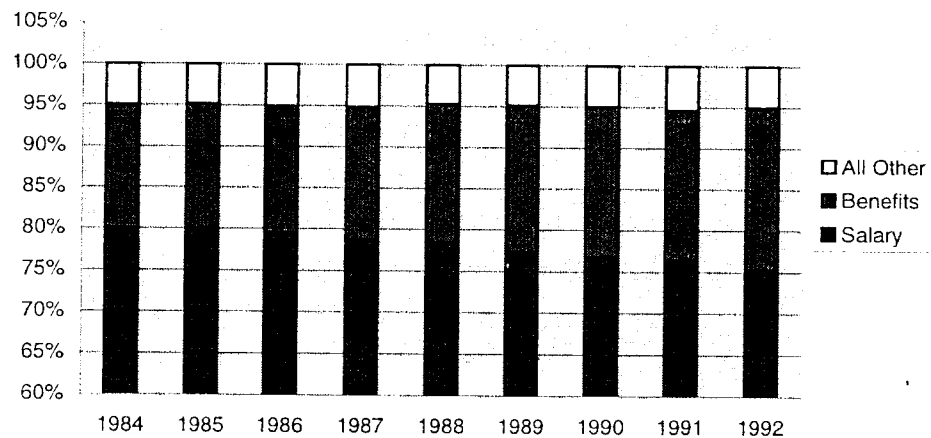


Figure 6

In summary, this data shows that as the school system grows and adds teachers each year, the absolute amount spent on Instruction does increase. However, the increase reflects a progressively

smaller percentage of total education expenditure. Moreover, the absolute increase is weighted heavily toward teacher's benefits.

School supplies and purchased services have been sacrificed. They remain at approximately 5% of the yearly instruction expenditure. If we further consider that the student population has increased by 40% over the ten-year period, this 5% per year allocation must serve an ever-increasing number of students per year. Finally, the percentage allocation of funds available for School Supplies has dropped from 65% to 48% over the ten-year period. This is why parents are asked to provide some of their children's necessary school supplies.

2000 ... Support Services

The general category Support Services provides administrative, technical and logistic support to facilitate and enhance instruction.

The category is diverse. It's subdivided into a specific numbered series—2100 through 2900—with a descriptive title for each sub-directory. Each of these descriptions is required for federal reporting purposes. We will consider each sub-directory.

2100 ... Student Support

Student support is designed to assess, improve, and supplement the teaching process. It concerns itself with school attendance, social work services, guidance service, counseling, student health, and student psychological services.

Table 7 represents statewide data in tabular form. In order to conceptualize a general notion of allocation, the last column expresses total spending as a function of the number of schools in the system each year. No attempt was made to weight any school district or special situation.

Category 2100: Student Support						
	Sub-Category			Total Spending	Number of Schools	Spending per school
	Salary	Benefits	All Other	Category 2100		
1983	\$ 9,563,257	\$ 1,841,471	\$ 447,719	\$ 11,852,447	296	\$ 40,042
1984	\$ 9,256,428	\$ 1,726,659	\$ 382,797	\$ 11,365,884	297	\$ 38,269
1985	\$ 10,130,281	\$ 1,960,615	\$ 476,170	\$ 12,567,066	299	\$ 42,030
1986	\$ 11,940,821	\$ 2,505,293	\$ 575,477	\$ 15,021,591	300	\$ 50,072
1987	\$ 13,857,517	\$ 3,004,270	\$ 721,889	\$ 17,583,676	304	\$ 57,841
1988 *	\$ 14,476,629	\$ 3,301,824	\$ 598,127	\$ 18,376,580	310	\$ 59,279
1989	\$ 16,041,960	\$ 3,852,503	\$ 723,167	\$ 20,617,630	322	\$ 64,030
1990	\$ 17,997,173	\$ 4,414,231	\$ 920,681	\$ 23,332,085	345	\$ 67,629
1991	\$ 26,823,098	\$ 6,958,197	\$ 1,470,874	\$ 35,252,169	365	\$ 96,581
1992	\$ 31,454,185	\$ 8,180,676	\$ 1,542,475	\$ 41,177,336	377	\$ 109,224

Table 7

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The Instruction Gap

Figure 7 graphs the yearly relationship of the sub-categories.

Student Support Expenditures

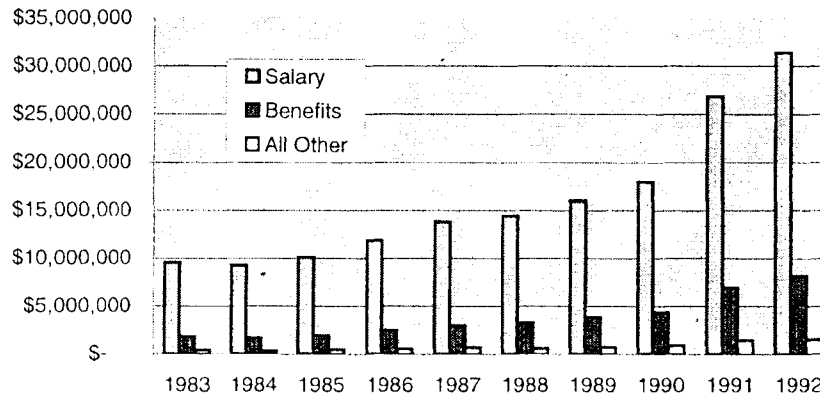


Figure 7

Total expenditure on Student Support has increased only 13% over the ten-year period while the amount spent per school has increased nearly 150%. It is a personnel intensive category as reflected by the predominance of salary expense. In this category, salary expenses have increased more dramatically than benefits, but the percentage allocated to benefits increases from 1983 to 1992.

Table 8 expresses the expenditures in each sub-category as a percent of the total expenditures for each year. Expenditures in the "All Other" category remain static as less than 4%. The percentage allocation to benefits increases more than percentage allocation to salary in each year. Figure 8 presents this data in graphic format.

Student Support: % of Total			
	Salary	Benefits	All Other
1983	80.7%	15.5%	3.8%
1984	81.4%	15.2%	3.4%
1985	80.6%	15.6%	3.8%
1986	79.5%	16.7%	3.8%
1987	78.8%	17.1%	4.1%
1988	78.8%	18.0%	3.3%
1989	77.8%	18.7%	3.5%
1990	77.1%	18.9%	3.9%
1991	76.1%	19.7%	4.2%
1992	76.4%	19.9%	3.7%

Table 8

Allocation of Student Support

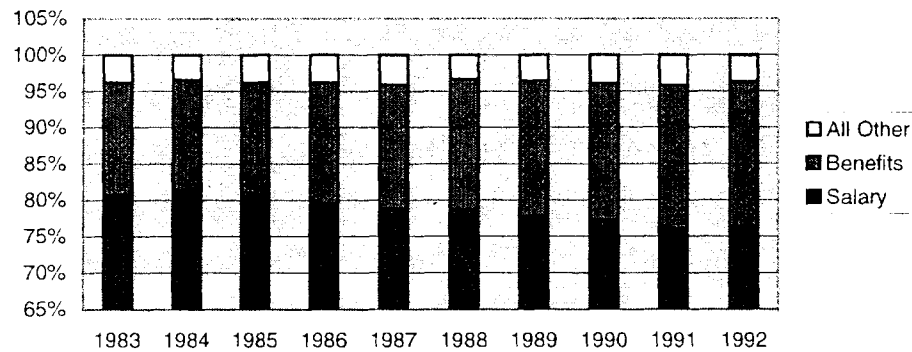


Figure 8

2200 ... Instructional Staff Support

Instructional staff support activities are associated with assisting the instructional staff in the areas of content and process in providing learning experiences for students. These activities include curriculum development, instructional techniques and staff training. School library, educational media, and visual and auditory media services are also covered in this category.

Table 9 presents statewide data in tabular form and includes a calculation to express total expenditure as a function of the number of schools. No attempt was made to weight any school district or special situation.

The amount spent at each school appears relatively stable except in 1986 when it makes a large dip; indicating the possibility of an accounting anomaly, or, perhaps, a reduction in priorities or programs. In 1991 and 1992 expenditures dramatically increase. This indicates significant expansion of instructional staff support, possibly due to the addition of new programs Figure 9 presents the statewide data in graphic form.

Category 2200: Instructional Staff Support						
	Sub-Category			Total Spending Category 2200	Number of Schools	Spending per school
	Salary	Benefits	All Other			
1983	\$ 7,250,205	\$ 1,307,134	\$ 1,568,646	\$ 10,125,985	296	\$ 34,209
1984	\$ 7,646,995	\$ 1,380,666	\$ 1,675,099	\$ 10,702,760	297	\$ 36,036
1985	\$ 8,240,522	\$ 1,550,579	\$ 2,056,819	\$ 11,847,920	299	\$ 39,625
1986	\$ 3,007,540	\$ 584,596	\$ 1,145,857	\$ 4,737,993	300	\$ 15,793
1987	\$ 7,789,984	\$ 1,631,574	\$ 2,615,083	\$ 12,036,641	304	\$ 39,594
1988	\$ 8,839,805	\$ 1,991,005	\$ 3,305,661	\$ 14,136,471	310	\$ 45,602
1989	\$ 9,201,400	\$ 2,076,004	\$ 2,980,556	\$ 14,257,960	322	\$ 44,279
1990	\$ 9,960,234	\$ 2,367,302	\$ 3,522,622	\$ 15,850,158	345	\$ 45,942
1991	\$ 18,987,712	\$ 4,815,715	\$ 4,815,715	\$ 28,619,142	365	\$ 78,409
1992	\$ 19,636,227	\$ 5,026,476	\$ 7,218,717	\$ 31,881,420	377	\$ 84,566

Table 9

Instructional Staff Support Expenditures

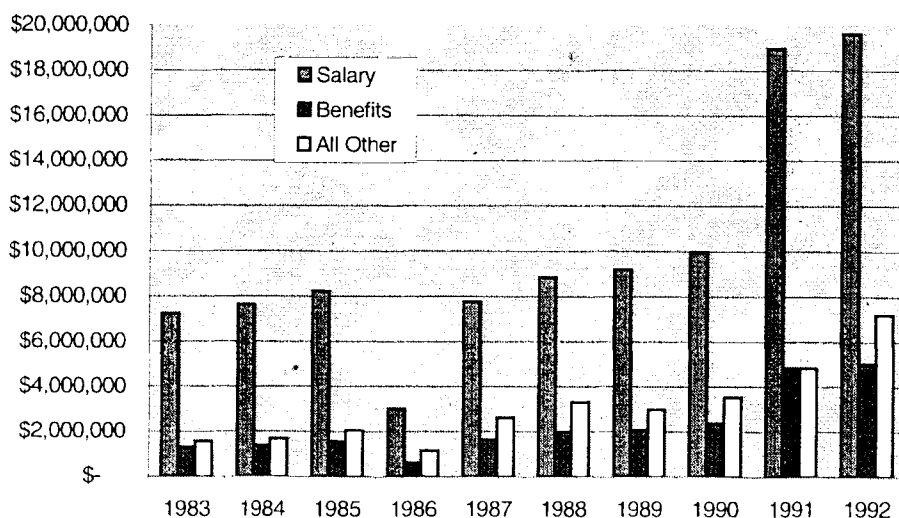


Figure 9

Table 10 documents the percentage of change in each category throughout the study period. Although the number of employees funded by this account is unknown, it is reasonable to assume that increased employment at least kept up with school expansion. More significantly, the percentage amount spent on employee benefits grew by only 3% while the percentage spent on purchased services, supplies, and property grew by 8% during the 10-year period. It is noteworthy that the "All Other" expenditures category (with the exception of 1991) received a greater share of the total from 1986 to 1992. Figure 10 presents the percentage data in graphic form.

Instructional Staff Support: % of Total			
	Salary	Benefits	All Other
1983	72%	13%	15%
1984	71%	13%	16%
1985	70%	13%	17%
1986	63%	12%	24%
1987	65%	14%	22%
1988	63%	14%	23%
1989	65%	15%	21%
1990	63%	15%	22%
1991	66%	17%	17%
1992	62%	16%	23%

Table 10

Allocation: Instructional Staff Support

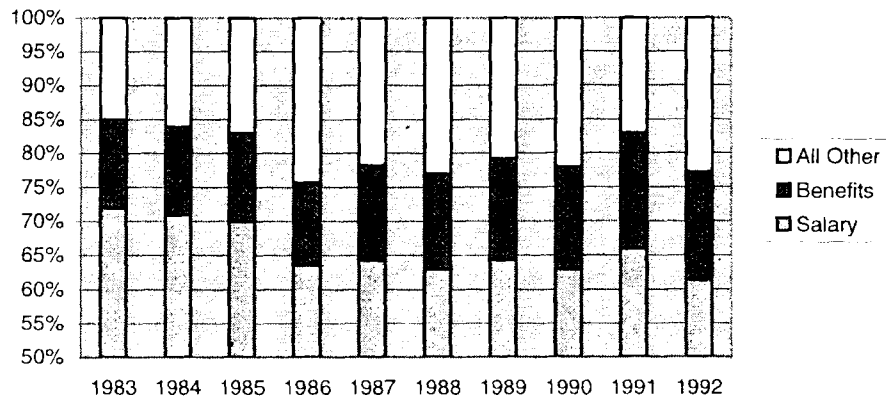


Figure 10

2300 ... General Administration

General administration is concerned with establishing and administering policy in connection with operating the local education agency. It includes all functions of the Office of Superintendent of each school district.

Each school district has general administration responsibility but the number of schools under each administration varies widely because of varying population and, thus, school density. Because of population concentration, General Administration is a dominant category in Washoe and Clark school districts. A range of supervisors and administrators are employed under this category. Table 11 presents the pooled statewide data for the study period. Figure 11 presents the raw data in graphic form.

Category 2300: General Administration				
	Sub-Category			Total Spending
	Salary	Benefits	All Other	Category 2300
1983	\$ 2,843,743	\$ 1,056,999	\$ 1,641,439	\$ 5,542,181
1984	\$ 2,723,363	\$ 1,445,128	\$ 2,077,136	\$ 6,245,627
1985	\$ 3,045,436	\$ 902,782	\$ 2,838,827	\$ 6,787,045
1986	\$ 5,201,863	\$ 1,179,275	\$ 3,986,667	\$ 10,367,805
1987	\$ 4,856,045	\$ 1,390,801	\$ 3,176,289	\$ 9,423,135
1988	\$ 3,948,352	\$ 1,294,960	\$ 5,960,191	\$ 11,203,503
1989	\$ 4,716,669	\$ 1,599,695	\$ 5,345,886	\$ 11,662,250
1990	\$ 5,400,506	\$ 1,883,969	\$ 5,889,966	\$ 13,174,441
1991	\$ 6,108,313	\$ 2,408,669	\$ 6,131,679	\$ 14,648,661
1992	\$ 8,151,965	\$ 2,570,181	\$ 6,626,572	\$ 17,348,718

Table 11

General Administration Expenditures

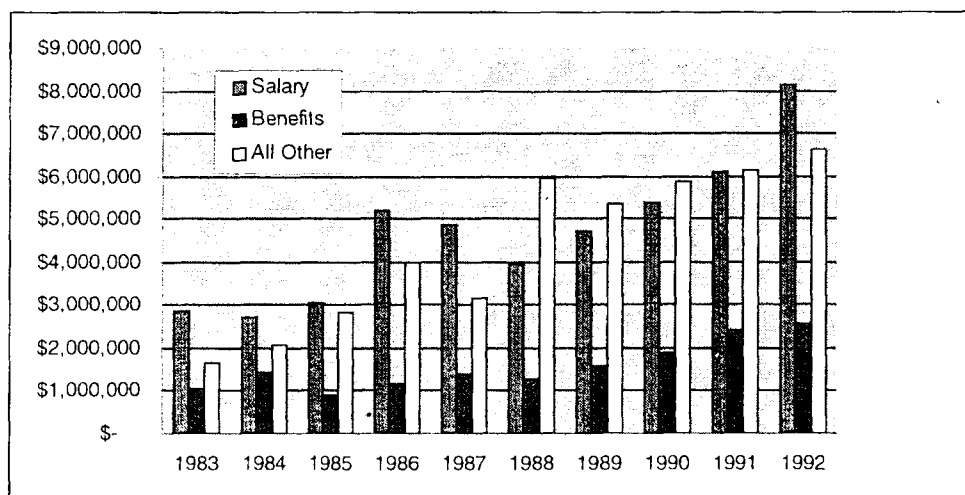


Figure 11

The data indicates an overall increase in the level of spending which is at least related to overall growth in the statewide system. Page 17 let's try now to save.

Table 12 documents the percentage allocation per sub-category per year. The percentage allocation to the "All Other" category decreases progressively from 1988 through 1992—from 53% to 38% over the five year period—while the percentages for salary and benefits again creep upward. Figure 12 shows the percentage allocation for each of the major sub-categories and clearly illustrates the uptake in salaries and benefits as a percentage of total expenditures.

General Administration: % of Total			
	Salary	Benefits	All Other
1983	51%	19%	30%
1984	44%	23%	33%
1985	45%	13%	42%
1986	50%	11%	38%
1987	52%	15%	34%
1988	35%	12%	53%
1989	40%	14%	46%
1990	41%	14%	45%
1991	42%	16%	42%
1992	47%	15%	38%

Table 12