

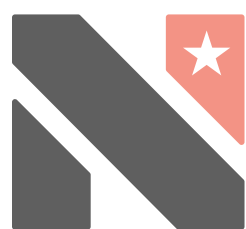
LEGISLATIVE SCORECARD

REVIEW AND SUMMARY OF THE 2025 LEGISLATIVE SESSION



Since its founding in 1991, Nevada Policy has worked to hold government accountable and empower citizens through education and transparency. The Legislative Scorecard fulfills this mission by giving Nevadans a clear, accessible tool to see how their elected officials vote on policies that affect freedom, opportunity, and prosperity. By tracking and grading legislative decisions, the scorecard bridges the gap between voters and lawmakers, ensuring Nevadans can hold representatives accountable and make informed choices. It is not just a record—it is a safeguard for liberty and a guide for building a more prosperous Nevada.





**Nevada
Policy**

Foreword

The most recent legislative session was marked by contention and partisanship. What should have been a process of open debate and honest deliberation was too often overshadowed by political tactics—good bills never getting heard, late introductions of bills and last minute votes, with no time for review of the language of the bills. These maneuvers create stress within the legislature and distance citizens from the democratic discourse they deserve.

The Nevada Policy Legislative Scorecard offers clarity in the midst of this noise. It shows the bottom line: how lawmakers actually voted when it mattered most. But while the scorecard is an accurate reflection of legislative outcomes, it is important to remember that every vote carries a more elaborate story. Behind each decision are pressures from party leadership, hidden negotiations, and strategies designed to obscure the truth from the public eye.

I want to thank Geoff Lawrence and Anahit Baghshetsyan for their diligent work—both during and after the legislative session—in bringing this scorecard to life. Their dedication to accuracy, clarity, and transparency has made this resource possible and ensures that every Nevadan has access to the truth about their representatives' decisions.

At Nevada Policy, our commitment is to ensure that Nevadans are never left in the dark. The Legislative Scorecard is one of the most important ways we keep that promise—providing not only a snapshot of legislative outcomes, but also an invitation to look deeper and ask tougher questions about the process that produced them


John Tsarpalas
President

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Introduction

In the grand theater of Carson City, the 83rd Session of the Nevada Legislature unfolded with all the drama of a high-stakes poker game—except the chips were taxpayer dollars, and the players seemed all too eager to raise the ante. As the dust settles, Nevada Policy offers an assessment of a session marked by a troubling penchant for expanding government’s reach while sidestepping the constitutional guardrails meant to protect Nevadans’ liberty and wallets.

The session unfolded against a backdrop of economic recovery, competing priorities, and a relentless push for the government to expand its reach, often at the expense of Nevada’s taxpayers and families. The Democratic majority, tempered by a Republican governor, navigated a \$12.4 billion revenue forecast that promised modest spending growth but, as always, fell short of the demands of some special interests. With 87 vetoes shaping the outcome, the 2025 session sets the stage for a broader reckoning on Nevada’s fiscal and educational future. The stakes—liberty, prosperity, and opportunity—could not be higher.

This marks the ninth edition of Nevada Policy’s Legislative Review and Report Card, which began after the 2009 legislative session. This review outlines the major policy debates and key legislative measures of the session, grading lawmakers on their performance as stewards of taxpayer dollars and their commitment to individual rights.

Background: Revenue Forecasts and the Executive Budget

The Economic Forum, a five-member panel of private-sector analysts appointed by the governor, delivered its binding projection of state revenues for the 2025–2027 biennium on December 3, 2024. It forecast \$12.4 billion in total general fund revenue after deducting \$70 million in tax credits, totaling a 3.4% increase (\$412 million) over the 2023–2025 biennium.¹ “This forecast gives us breathing room, but it’s not a license to spend recklessly,”* cautioned Economic Forum member Kristine Black, urging lawmakers to prioritize efficiency.²

The Executive Budget is legally constrained by the Economic Forum’s official revenue forecast and was delivered to lawmakers by Governor Joe Lombardo in January 2025. It recommended \$12.8 billion in general fund spending for the 2025–2027 biennium, with \$6.37 billion allocated for fiscal year 2026 (a 3.4% increase over 2025) and \$6.4 billion for 2027 (a 0.5% increase).³ This proposal aimed to increase taxpayer spending on public safety, education, and subsidized housing. “We’re building a budget that invests in Nevadans while keeping our fiscal house in order,” the governor declared in his State of the State address while outlining his budget priorities.⁴

¹ State of Nevada, [Economic Forum, “Forecast of Future State Revenues,” December 2, 2024, <https://www.leg.state.nv.us/division/fiscal/economic%20forum/2024FinalReport.pdf>.

² Nevada Current, “Nevada Economic Forum makes conservative state revenue estimates for next biennium,” December 3, 2024, <https://nevadacurrent.com/2024/12/03/nevada-economic-forum-makes-conservative-state-revenue-estimates-for-next-biennium/>.

³ National Association of State Budget Officers, “Proposed Budget – Fiscal Years 2026–2027,” accessed July 10, 2025, <https://www.nasbo.org/mainsite/resources/proposed-enacted-budgets/nevada-budget>.

⁴ Las Vegas Review–Journal, “2025 Legislature: New Nevada laws that could affect you,” June 17, 2025, <https://www.reviewjournal.com/news/politics-and-government/nevada/15-new-laws-in-nevada-that-could-affect-you-3386351/>.

However, the governor’s initial budget proposal contained a \$335 million structural deficit that sparked immediate controversy. Senate Majority Leader Nicole Cannizzaro (D–Las Vegas) called it “unprecedented,” noting, “I cannot recall a time when the governor sent a budget that simply didn’t add up.”⁵ The deficit resulted from simple oversight, including the improper inclusion of \$120 million in one–time funding approved by the 2023 session—such as tax credits authorized for the Athletics’ Las Vegas stadium—that could not be reallocated to the general fund.⁶ Additional missteps involved overestimating funds remaining in agency accounts at year–end that could be reverted to the general fund before being re–appropriated.

The governor’s office took responsibility for these mistakes, with Chief of Staff Ryan Cherry saying, “Errors occurred because this is my first time building a budget.”⁷ To close the \$335 million gap, the governor’s team submitted amendments before the Legislature formally convened on February 3. Over the course of the legislative session, Democratic lawmakers submitted requests for an additional \$900 million in new spending, including hundreds of millions for teacher pay raises and tens of millions to make school lunches free for all public school students, subsidize grocery stores for expanding health food offerings, refurbish a theater in Reno, and fund many other pet projects.⁸ This was despite an early warning from Governor Lombardo that he would not approve a tax increase and guidance from Senate Minority Leader Robin Titus, who said, “I think we [should] find ways to spend less.”⁹

Indeed, lawmakers faced a new constraint when the Economic Forum tightened its revenue forecast with its scheduled May 1 revision. Concerns over the potential fallout of higher tariffs led the Forum to believe slower growth could be on the horizon and that tax revenues would amount to \$191 million less than previously believed.¹⁰ Assembly Ways and Means committee chair Daniele Monroe–Moreno responded with legislation to transfer \$350 million from the state’s rainy day fund to the general fund to maintain higher spending levels.¹¹ That proposal was met with criticism because the rainy day fund is intended to stabilize critical programs during periods of actual revenue decline. The proposal did not advance to a vote. Ultimately, lawmakers approved a budget that maintained most existing programs and slightly increased funding for county school districts.

Tax Policy: A Tale of Ambition and Overreach

Although lawmakers did not seriously consider a statewide tax increase during the 2025 session, some debates emerged over controversial tax policies.

Punting two–thirds. Lawmakers made new efforts to gut the meaning of the Gibbons Tax Restraint Initiative, which amended the Nevada constitution in the 1990s to require either a two–thirds supermajority of the legislature or a majority of voters to approve any measure that “increases any public revenue in any form.” Assembly Bill 530 proposed to pass this two–thirds requirement down to the Clark County commission—allowing two–thirds of commissioners to approve a gas tax increase—despite being approved by only a simple majority of lawmakers.

⁵ April Corbin Girnus, “Democrats ‘at a loss’ to understand how Lombardo sent them a budget with a \$335M deficit,” Nevada Current, January 22, 2025, <https://nevadacurrent.com/2025/01/22/democrats-at-a-loss-to-understand-how-lombardo-sent-them-a-budget-with-a-335m-deficit/>.

⁶ Haajrah Gilani, “Nevada lawmakers looking for answers on budget deficit,” Las Vegas Sun, February 5, 2025, <https://lasvegassun.com/news/2025/feb/05/nevada-lawmakers-looking-for-answers-on-budget-def/>.

⁷ Ibid.

⁸ Eric Neugeboren, “With Nevada’s budget tight, more than \$900M in legislator spending requests in jeopardy,” The Nevada Independent, May 19, 2025, <https://thenevadaindependent.com/article/with-nevadas-budget-tight-more-than-900m-in-legislator-spending-requests-in-jeopardy>.

⁹ Haajrah Gilani, note 6.

¹⁰ State of Nevada, Economic Forum, “General Fund Revenues Forecast,” May 1, 2025, <https://www.leg.state.nv.us/division/fiscal/economic%20forum/2025ForecastReport.pdf>.

¹¹ Nevada Legislature, 83rd Session, Assembly Bill 587, <https://www.leg.state.nv.us/App/NELIS/REL/83rd2025/Bill/12943/Overview>.

The clear wording of the Nevada constitution is that “two-thirds of the members elected to each House” of the legislature must approve a tax increase for it to become law. Two key tax increases that lawmakers attempted to impose in 2019 were ultimately struck down by the Nevada Supreme Court for violating the two-thirds requirement after then-state Senator James Settlemeyer filed suit, claiming his colleagues had not adhered to the constitution. Those bills proposed extending existing taxes that had been authorized for only a fixed time period and were approved with only a simple majority vote.¹² The court concluded that levying a tax beyond its statutory expiration date is, indeed, a tax increase and requires a two-thirds vote in each chamber. On a handful of occasions, lawmakers have also incorrectly claimed, as with AB 530, an ability to pass the two-thirds requirement down to a subordinate level of government, although the Nevada Supreme Court has not yet adjudicated that issue.

Property tax. In 2005, the Nevada Legislature passed Assembly Bill 489, which limited the annual tax increase assessed against real property to 3% for residential property and 8% for other types of property. That popular law was implemented at a time of rapid escalation in property values, when cheap credit and subprime mortgages were at their peak. Since then, Nevada’s local governments have complained that the law limits their ability to collect tax revenue (which was the point), and the legislature has repeatedly considered broad changes.

In 2025, Assembly Joint Resolution 1 became the focal point for this debate. AJR 1 proposed resetting the assessed value of any property for tax purposes following a sale of that property. Essentially, this change would mean the tax caps that limit the annual growth of property tax bills would not carry over to a new owner, and the new owner could face a much larger property tax bill. A second change would reset the depreciation schedule of improvements following a sale. Nevada’s property tax system is peculiar because properties are assessed based on the market value of the land plus the “replacement cost” for any improvements, such as a house or building, which is calculated by depreciating the cost of that improvement by 1.5% per year for up to 50 years. AJR 1 would have wiped away the accumulated depreciation on improvements following a sale, so the new owner would face higher tax bills even though the improvement they purchased might be old or in disrepair.

AJR 1 was nearly identical to Senate Joint Resolution 14 from the 2017 legislative session. The latter was approved by lawmakers but not reconsidered during the 2019 session. (Both measures were proposed constitutional amendments and so would require approval by consecutive sessions of the legislature.) A fiscal analysis commissioned by the legislature in anticipation of consideration during the 2019 session showed this change would result in Nevada property owners paying an additional \$13.2 billion in taxes over the first 12 years.¹³ This higher tax burden would be concentrated among new homeowners. The higher costs facing new homeowners would dampen demand for housing in Nevada, such that existing homeowners should expect lower sales prices if this type of proposal became law. Thankfully for Nevada taxpayers, the Senate failed to advance the proposal in 2025 after it passed the Assembly on a near party-line vote of 26–16, with all Republicans and Democrat Brittney Miller opposing.

Film Tax Credit Programs

Perhaps the most closely followed policy debate of the 2025 session was the one that promised Hollywood’s move to Nevada. When Warner Bros. and Sony Pictures announced their intended expansion to Las Vegas, both companies made it clear the move would be conditional on receiving transferable film tax credits from the state.¹⁴

¹² Legislature of State of Nevada v. Honorable James A. Settlemeyer, 2021.

¹³ Applied Analysis, “Revenue Impacts of SJR 14,” Prepared for the Legislative Counsel Bureau, March 14, 2019, https://www.leg.state.nv.us/App/NELIS/REL/83rd2025/ExhibitDocument/OpenExhibitDocument?exhibitId=74181&fileDownloadName=AJR1_0327_SJR14ImpactStudy_Anderson.N.pdf.

¹⁴ April Corbin Girnus, “Film studios love Nevada – just so long as they get hundreds of millions in tax credits,” Nevada Current, August 23, 2024, <https://nevadacurrent.com/2024/08/23/film-studios-love-nevada-just-so-long-as-they-get-hundreds-of-millions-in-tax-credits/>.

At the outset of the session, two bills were introduced: AB 238, sponsored by Assemblymembers Sandra Jauregui and Daniele Monroe-Moreno, and SB 220, sponsored by Senator Roberta Lange. Each bill was associated with one of the entertainment giants. On February 27, however, AB 238 received its first hearing, with both Sony and Warner Bros. announcing their joint support of that measure. This strategic move was anticipated to consolidate support behind a single measure.

The initial proposal aimed to create Summerlin Studios and proposed \$80 million in annual transferable tax credits for noninfrastructure-related expenses, plus an additional \$15 million in annual infrastructure credits over a period of 10 years. It also outlined criteria for application and award of the tax credits. Moreover, the proposal required that 50% of below-the-line personnel (i.e., essential crew, assistants, designers, editors, etc.) be Nevada residents. However, if a recipient of film tax credits failed to meet these conditions, they would face only a minor penalty: a 5% reduction in the tax credit amount. On the other hand, if more than 50% of the workforce were Nevada residents, the companies could receive even more tax credits.

Many states award tax credits to subsidize local film production, but invariably, these states conclude that film tax credits cause a net loss for local taxpayers. California issues the largest amount of film tax credits, and its nonpartisan legislative staff recently concluded the state receives a \$0.20 to \$0.50 return on each dollar spent for this purpose.¹⁵ Similarly, Georgia's audit division concluded the state receives \$0.19 back for each dollar spent,¹⁶ while New York's finance department concluded the state receives \$0.15 to \$0.31 back for each dollar spent.¹⁷ In states where credits are transferable, as proposed in AB 238, most credits are transferred.¹⁸ The boosters of a Nevada film tax credit presented their own economic analysis, which concluded the additional economic activity spurred by film tax credits would generate \$0.20 for each dollar spent—meaning the state would experience a net investment loss of 80 percent.¹⁹

When legislators like P.K. O'Neil and Ken Gray asked the presenting studio officials whether there are any guarantees that the program would be more successful in Nevada than other states, David O'Reilly, CEO of Howard Hughes, replied, "If [you] ask any major movie star, producer, director where they want to film, and their options are all those states that I listed above, their first choice every day of the week and twice on Sunday is Nevada. The proximity of those folks to be able to get home to their families on the weekends, which they couldn't do if filming in Australia, gives us such a competitive advantage over all those other programs that we are highly confident we're going to keep these studios filled for the entirety of this bill."²⁰ Essentially, O'Reilly was arguing that Nevada taxpayers' generosity would be very convenient for movie stars and executives who live in California. Following a month of deliberation, the Assembly Committee on Revenue referred the measure to the Assembly Floor without a recommendation. Later, the bill was amended to increase the total amount of annual noninfrastructure tax credits to \$95 million so both Sony and Warner Bros. could receive the tax dollars they believed adequate for their private ventures. To head off the opposition of teacher unions, bill sponsors also inserted a new provision requiring the Clark County Commission to create a production studio entertainment district for the purpose of expanding early childhood education programs within the Clark County School District.

¹⁵ Owens, Mark F., and Adam D. Rennhoff. "Motion picture production incentives and filming location decisions: A discrete choice approach," *Journal of Economic Geography* 20.3 (2020): 679-709.

¹⁶ Fiscal Research Center, "Tax Incentive Evaluation: Georgia's Film Tax Credit," Georgia Department of Audits and Accounts, December 2023, <https://www.audits.ga.gov/ReportSearch/download/30438>.

¹⁷ New York State Department of Taxation and Finance, "Economic Impact of Tax Incentive Programs," December 30, 2023, <https://www.tax.ny.gov/pdf/research/economic-impact-of-tax-incentive-programs.pdf>.

¹⁸ Independent Fiscal Office, "Summary of Tax Credit Reviews 2019 to 2023 Evaluation Period," October 2023, http://www.ifo.state.pa.us/download.cfm?file=Resources/Documents/Summary_Tax_Credit_Reviews_Oct_2023.pdf.

¹⁹ PFM Group Consulting, "Summerlin Studios – Fiscal and Economic Impact Analysis," AB 238 Exhibits, February 2025, https://www.leg.state.nv.us/App/NELIS/REL/83rd2025/ExhibitDocument/OpenExhibitDocument?exhibitId=77668&fileDownloadName=AB238_EconomicImpact_PFMGroup.pdf.

²⁰ Nevada State Legislature, Assembly Committee on Revenue, Meeting on February 27, 2025, <https://www.youtube.com/watch?v=LVIYtJxVO4o&t=7300s>.

This way, teacher unions would get access to new tax dollars through the leverage they exert over school district finances via collective bargaining procedures. The final bill would require \$1.4 billion in tax credits, making it the largest state subsidy ever considered in Carson City. The Assembly Ways and Means Committee passed the revised language with all the amendments five days before the end of the session. On May 30, AB 238 was approved by the full Assembly, receiving 22 yes votes and 20 no votes. Engulfed in controversy, however, the bill never advanced to a committee hearing or a floor vote in the Senate.

The second film tax proposal, sponsored by Senator Roberta Lange, was not heard until April. As opposed to AB 238, SB 220 offered tax credits equal to 35% of qualified expenses paid to Nevada residents and 30% of other qualified expenses (like equipment or services). This proposal also included a Nevada Media and Technology Lab in collaboration with UNLV, seeking to create workforce development programs to train Nevadans for jobs in film and media. This provision allowed Senator Lange to rebrand the bill for the committee as “no longer just a film bill” because it gave away tax dollars in additional ways.²¹ After another four-hour-long hearing, the Senate Committee on Revenue passed the bill to the Senate floor without any recommendations. The full Senate never took up the proposal for a vote.

The 2013 legislative session saw the approval of Nevada’s first film tax credits, up to an annual maximum of \$10 million. In most sessions since then, Hollywood has assembled a new array of supplicants to petition for even more Nevada tax dollars. Yet, year after year, the legislature has concluded Nevada is ready to welcome Hollywood whenever Hollywood is ready to cover its own costs.

Education

The Silver State consistently ranks at or near the bottom of the nation in most metrics of student achievement. Hence, changes to the state’s monopolistic education system are always a topic of discussion at the legislature, even when the tenor of debate focuses simply on doubling down on existing approaches. This session saw strong proposals introduced for both expansion and debasement of schooling options in Nevada.

The most significant education policy bill of the session was SB 460, an omnibus measure representing a political compromise between Senate Majority Leader Cannizzaro and Governor Lombardo. The bill mixed elements of Governor Lombardo’s reform-minded proposal, AB 548, with Cannizzaro’s attempt to rein in prior reforms. Key provisions from Governor Lombardo that were amended into SB 460 included: an expansion of charter school options in districts with poor performance, a pilot program for innovation schools, and a requirement that teachers demonstrate competence in phonetics instruction. These reforms have proven successful in other states.^{22,23} On the other hand, SB 460 further limited the few school choice options available in Nevada. The bill requires every charter school educator to hold a teaching license, eliminating a unique advantage of charter schools, i.e., they could directly hire experienced professionals to teach children in specialized fields like engineering without requiring a teaching license. The bill also proliferates some new commissions that will create additional administrative burdens for schools, all while failing to increase consumer choice or competition among education providers. As Nevada Policy has noted, this bill is a step but not a solution to the Great Nevada Educational Crisis.²⁴

²¹ Nevada State Legislature, Senate Committee on Revenue and Economic Development, Meeting on April 10, 2025, <https://www.youtube.com/watch?v=j4lEagu6B5w&t=14135s>.

²² Geoffrey Lawrence, “Charter Schools,” Solutions, Nevada Policy Research Institute, 2024, <https://learn.nevadapolicy.org/courses/solutions-sourcebook-for-nevada-policymakers/lessons/charter-schools/>.

²³ Michael Hiltzik, “How Mississippi gamed its national reading test scores to produce ‘miracle’ gains,” Los Angeles Times, July 3, 2023, <https://www.latimes.com/business/story/2023-07-03/how-mississippi-gamed-national-reading-test-to-produce-miracle-gains>.

²⁴ Anahit Baghshetsyan, “SB 460: A step, not a solution,” Nevada Policy, June 11, 2025, <https://nevadapolicy.org/sb-460-a-step-not-a-solution/>.

Aside from this omnibus compromise, one of the most telling features of the session was not what was enacted but what was ignored. AB 214 would have significantly increased funding for the Nevada Educational Choice Scholarship Program by raising the cap on donations from \$6 million to \$30 million in 2026, with a 10% annual increase thereafter. SB 252 would have reestablished educational savings accounts for Nevada families after the legislature teamed with former-Governor Steve Sisolak to repeal this language in 2019. SB 253 proposed the creation of a Charter School Facility Account to fund charter school improvements and expansions, as charter schools, unlike district-run schools, do not receive funding for their buildings or facilities. None of these measures were granted committee hearings. Instead, both chambers approved AB 441, a measure that would burden the existing Opportunity Scholarship Program and empower the state tax department to seize funds held by a scholarship-granting organization. Fortunately for the low-income students who benefit from this program, Governor Lombardo vetoed the proposal.

A small but important win was the passage of AB 49, which allows teachers licensed in other states to be hired in Nevada public schools so long as they obtain Nevada licensure within one year. This bill is a win for workforce flexibility, allowing Nevada schools to more quickly hire qualified professionals from other states and reduce staffing delays.

On the whole, though, the message from the majority leadership was a clear preference for a monopolistic model of educational delivery run by regional school districts rather than a dynamic marketplace that offers more choices to families.

Election Integrity

Heading into the 2025 legislative session, it was clear that election integrity would be at the forefront of the policy agenda as the 2024 ballot included two election-related questions proposed by voter initiative. First, Ballot Question 3 proposed establishing open primaries and a ranked-choice voting system, which would apply to statewide, congressional, and state legislative elections.²⁵ This measure was defeated, signaling to legislators popular opposition to this voting format. At the same time, Ballot Question 7 proposed a constitutional amendment requiring voters to present photo identification in order to vote. It was approved by an overwhelming 73% majority.²⁶

However, the leadership in Carson City mostly ignored these popular mandates, sidelining strong voter ID proposals while advancing policies that did not align with the electorate's message.

Several photo identification requirements for voting were introduced to align with existing law in anticipation of Question 7's passage on the 2026 ballot. However, none of these received a hearing. Assemblywoman Jill Dickman introduced two bills—AB 228 and AB 372—to effectively implement voter identification requirements and clarify that only U.S. citizens have the right to vote.²⁷ Assembly Minority Leader Hafen also introduced AB 147 to implement voter ID requirements. Like Dickman's bill, it would direct the Nevada Department of Motor Vehicles to issue acceptable identification free of charge, eliminating any financial barrier to voting.

These proposals were sidelined, but leadership did advance several election-related bills. Speaker Yeager's clear priority was to set minimum thresholds on the availability of ballot drop boxes in Clark and Washoe Counties, as encapsulated in AB 306. The bill included no comparable thresholds for rural counties where Republicans outnumber Democrats in voter registration.

²⁵ Nevada Secretary of State, 2024 Silver State General Election Results, <https://silverstateelection.nv.gov/ballot-questions/>.

²⁶ Ibid.

²⁷ 83rd Legislative Session, Assembly Bill 372, <https://www.leg.state.nv.us/App/NELIS/REL/83rd2025/Bill/12500/Text>.

This measure was approved on a near-party-line vote in both chambers, with Assemblywoman Lisa Cole being the lone Republican to vote in favor. It then became Governor Lombardo's first veto of the session. This controversy set the stage for a compromise bill late in the session. AB 499 established Yeager's minimum thresholds for drop box availability in Clark and Washoe Counties, but also required voters to present photo identification while requiring the Secretary of State to issue identification cards free of charge, effectively eliminating existing signature verification processes. It would further enshrine and expand ballot harvesting practices that expose voters to potential harassment and erode the sanctity of secret balloting. This complicated bill was not a clear win, and Governor Lombardo vetoed it.

Among the very few election-related procedural reforms that passed was the bipartisan AB 148. It requires county clerks to distribute sample ballots at stricter timelines ahead of Election Day, to prevent public confusion. The sponsor of the bill, Minority Leader Hafen, cited the confusion that his constituents in Nye County experienced ahead of the 2024 elections as the reason for bringing forward this legislation.²⁸

In the end, vetoes from Governor Lombardo shaped the debate on Nevada election law, while changes, such as those in AB 148, offered a small but important step toward improving public confidence. However, the general manner in which legislative leadership responded to clear expressions of voter preferences revealed a loss of touch with public opinion.

Housing

Housing affordability has become a key issue in Nevada in recent years, as loose monetary policy during the pandemic gave rise to rapid inflation, while California tax refugees accelerated their flight into Nevada, where federal dominion highly constrains land availability. This scenario set the stage for a debate between competing visions: one focusing on expanding supply and availability, and another leaning heavily into price controls and contract restrictions.

Several notable bills sought to constrain landlords' power to remove tenants who violate lease terms. AB 283, introduced by Assemblymember Max Carter, would have repealed Nevada's existing summary eviction process. Currently, tenants must file an affidavit with the court to contest an eviction before a landlord is required to file anything. Under Carter's proposed process, landlords would need to file an affidavit of complaint and serve the tenant with a copy of the complaint and summons. Then, the tenant would have seven judicial days to file a response, after which a hearing would be held. This procedural change would increase the time and legal expenses required to remove a noncompliant tenant, augmenting the risks to landlords and dissuading greater investment in rental housing. One California landlord noted, "I will never invest in tenant-protective cities or states again. It's just not worth the headaches, red tape, and endless eviction process when the tenant breaks the rules, and you pay the price."²⁹ Ultimately, the bill was approved on a party-line vote in both chambers before being vetoed by Governor Lombardo.

AB 223 would have redefined habitability standards and given landlords just 48 hours to remedy any item a tenant claimed to run afoul of those standards. If the deficiency were not fully remedied within this time, renters would be able to break their lease without penalty or withhold rent without penalty. Landlords would likely respond to this change by raising rents across the board to account for the greater risk of unpaid rents. The bill passed both chambers on a party-line vote. In his subsequent veto message, Governor Lombardo lamented that the bill made no provision for a landlord who could not schedule a repairman for immediate service—if an issue was not fully and completely remedied within 48 hours, landlords could expect to forfeit anticipated income for a unit.

²⁸ Nevada State Legislature, Assembly Committee on Legislative Operations and Elections, Meeting on March 11, 2025, <https://www.youtube.com/watch?v=qif7JiEk5wk>.

²⁹ Steven Malanga, "The war on landlords," City Journal, Spring 2025, https://www.city-journal.org/article/covid-eviction-bans-landlords-tenants-laws-trump?utm_source=chatgpt.com.

On the other hand, several bills aimed to address the supply shortage by lifting existing restrictions. AB 241, introduced by Assembly Majority Leader Sandra Jauregui, required counties and cities to adopt ordinances allowing permits for multifamily or mixed-use developments on commercially zoned land. It mandated an expedited approval and appeal process for such permits. This streamlined process would allow developers to transform existing commercial-zoned real estate into housing units if they are not being used. The proposal was based on components of the so-called “Montana Miracle” that led to lower housing costs and was signed into law by Governor Lombardo.³⁰

Similarly, AB 396, sponsored by Assemblywoman Shea Backus, requires large counties and cities (like Clark, Washoe, Las Vegas, and Reno) to adopt ordinances allowing accessory dwelling units (ADUs) on residential lots. If local governments fail to pass such ordinances by July 1, 2026, ADUs will automatically be allowed without restriction on any residential parcel. In doing so, AB 396 will reduce barriers to ADU construction and increase housing availability, while also protecting homeowners’ rights to use their own property.

Fortunately for Nevadans, some even more direct interventions in the housing market failed to advance in the legislature. For example, Senator Fabian Doñate’s SB 193 proposed appropriating \$10 million from the general fund to subsidize interest rates for first-time homebuyers. To qualify, borrowers would need to have no more than 160% of the county’s median household income and satisfy certain underwriting criteria, though income waivers could be granted. Currently, the median household income in Clark County is \$75,103.³¹ This initiative would offer subsidized mortgage rates to households earning up to \$120,165, meaning more than 80% of county residents would qualify for subsidized housing.

Governor Lombardo also introduced a comprehensive bill enshrining his vision for expanding the housing supply. AB 540 created an “Attainable Housing Account” seeded with a \$133 million appropriation from the general fund (scaled down from an originally proposed \$250 million). These public dollars would be available to subsidize developers who built housing units deemed affordable for households earning up to 150% of an area’s median household income, with the goal of constructing an additional 5,000 units statewide. In Clark County, this means households earning up to \$112,655 annually—roughly four-fifths of all households—would qualify for some amount of housing subsidy.³² The bill was initially drafted to exempt all related construction from prevailing wage mandates, as the underlying projects are private housing and not any form of public work. However, after the majority showed strong opposition, amendments were adopted to subject this subsidized construction to prevailing wage mandates so unionized construction firms would gain an upper hand in contract bidding.³³ A bright side of this legislation, which Governor Lombardo eventually signed into law, is that it allows contractors licensed in other states to develop housing in the state’s rural areas, easing a state-imposed supply limitation.

Overall, the variety of housing-related proposals makes it clear that Nevada policymakers are serious about doing *something* to ease the pricing pressure brought about by a confluence of poor policies implemented by other levels of government. However, Nevada policymakers might have missed the lesson that too much central direction and government intervention tends to impede rather than facilitate the development of a steady housing market.

³⁰ Danny Tenenbaum, “[Montana’s Housing Miracle Strikes Twice](#),” Sightline Institute, April 25, 2025.

³¹ Federal Reserve Economic Data, Estimate of Median Household Income for Clark County, Nevada, <https://fred.stlouisfed.org/series/MHINV32003AO52NCEN>.

³² Neilsberg Research, “Clark County, NV Median Household Income: Trends, Analysis, and Key Findings,” March 3, 2025, <https://www.neilsberg.com/insights/clark-county-nv-median-household-income/>.

³³ Geoffrey Lawrence, “Who Really Prevails Under Prevailing Wage?” Nevada Policy study, April 20, 2011, <https://nevadapolicy.org/study/who-really-prevails-under-prevailing-wage/>.

Interstate Compacts

During the 83rd legislative session, Nevada lawmakers showed unusual enthusiasm for easing state-imposed barriers to earning an income. Multiple bills were proposed authorizing Nevada to join interstate compacts in which the member states would recognize the occupational licenses granted by other member states. Nevada has long been the state that, through its licensing regimes, erects the greatest number of barriers for individuals to practice a medium- or lower-income occupation.³⁴ For people who move to Nevada, including military families, these burdens have often meant that even knowledgeable tradesmen could not practice in their field of specialty in the Nevada market.

Nine interstate licensure compacts were introduced in 2025; three made it to the governor's desk and were signed into law. The three compacts—the Counseling Compact, the Audiology and Speech Language Pathology Compact, and the Physical Therapy Compact—are thoroughly discussed in a later section. For purposes of this section, we will discuss the remaining six compacts.

The most ambitious proposal in this policy area was SB 34. This omnibus bill, introduced by the Senate Committee on Commerce and Labor, would have subscribed Nevada to the Nurse Licensure Compact, Audiology and Speech Language Pathology Compact, Occupational Therapy Compact, Physician Assistant Compact, and Physical Therapy Compact. Although some of the components were ratified separately, this bill died without a committee hearing, leaving Nevada as one of seven states that are not members of the Nursing Licensure Compact.³⁵

Several mental health-related occupational compacts also did not make it through the chambers. SB 68 would have enacted the Social Work Licensure Compact, SB 227 would have enacted the School Psychologist Licensure Compact, and AB 106 would have enacted the Occupational Therapy Compact. All three measures died without receiving committee hearings.

Two compacts died after being heard in their respective committees. AB 143 would have enacted the Dentist and Dental Hygienist Compact, opening Nevada's borders to professionals from 13 states.³⁶ During the committee hearing, AB 143 drew no public opposition. However, the Speaker failed to call the bill to a vote on the Assembly floor. Similarly, AB 371 would have enacted the Cosmetology Licensure Compact. However, during the initial hearing, the Nevada State Board of Cosmetology testified in opposition. The Board stated that it is already following reciprocity provisions prescribed to it through the NRS, sometimes as quickly as two days. The board representatives expressed concerns about loss of autonomy and decision-making power, funding mechanisms, and increased workload.³⁷ Despite the Board's opposition, the committee passed AB 371, but the Speaker did not call a vote on the measure.

Regardless of the circumstances, the enactment of three interstate compacts and the consideration of six more is an immense step forward for workforce improvement and the deregulation of occupational licensure in the Silver State.

³⁴ Lisa Knepper et al., "License to Work: 3rd Edition," Institute for Justice, November 2022, <https://ij.org/report/license-to-work-3/>.

³⁵ Nurse Licensure Compact Participating Jurisdictions Map, 2025, <https://www.nursecompact.com/index.page#map>.

³⁶ Dentist and Dental Hygienist Compact Map, 2025, <https://ddhcompact.org/compact-map/>.

³⁷ Written Testimony in Opposition of AB 371, Nevada State Board of Cosmetology, March 13, 2025, https://www.leg.state.nv.us/App/NELIS/REL/83rd2025/ExhibitDocument/OpenExhibitDocument?exhibitId=73388&fileDownloadName=AB371_0317_Neutral_McDonald.S.pdf.

Top 5 Best Bills Passed

AB 533 – Open Enrollment Bill

Sponsor: Assembly Committee on Education

Assembly Votes: Yeas: 38, Nays: 1, Excused: 3

Senate Votes: Yeas: 21, Nays: 0

Summary: This bill allows students to attend a public school outside their assigned attendance zone if the school has space and the student is approved. School districts must adopt policies for this process, and the State Superintendent will review them and oversee an appeals process for denied applications. The bill prohibits schools from considering certain factors—such as academic performance or disability status—when evaluating applications and requires public reporting of school vacancies. It also permits school districts to opt out of providing transportation for out-of-zone students and establishes a state-run grant program, subject to available funding, to help families or organizations cover transportation costs.

Analysis: The biggest win for educational choice during this session was the establishment of a statewide open enrollment program. Open enrollment is a form of school choice within existing school districts and a first step toward a much broader array of educational choice. First established in Arizona in 1988, the policy has become successful nationwide, as it allows children from low-income neighborhoods to enroll in schools outside their assigned zones. It affirms that a child's academic potential is not related to his or her ZIP code. Open enrollment has already been embraced by most of Nevada's neighbors, including Arizona, Idaho, and Utah.³⁸ In a 2024, Nevada's open enrollment policy received an "F" grade based on Reason Foundation's 50-state evaluation, but passage of AB 533 corrects this major shortcoming.³⁹

AJR 8 – Establishing a Business Court

Sponsors: Assemblymember Joe Dalia, Assemblymember Shea Backus

Assembly Votes: Yeas: 40, Nays: 2

Senate Votes: Yeas: 17, Nays: 4

Summary: This resolution proposes amending the Nevada Constitution to allow the Legislature, if funding is available, to create a specialized business court.

³⁸ Jude Schwalbach, "Public Schools Without Boundaries 2024," Reason Foundation, October 2024, <https://reason.org/wp-content/uploads/public-schools-without-boundaries-2024.pdf>.

³⁹ Ibid.

This court would have exclusive authority to handle cases involving shareholder rights, mergers and acquisitions, fiduciary duties, and other commercial disputes between business entities seeking equitable or declaratory relief. If established, the Legislature must also create a Special Nominating Commission to select judicial nominees, outline how the Governor appoints judges, and define the judges' terms, powers, and responsibilities. The Supreme Court would have sole appellate jurisdiction over decisions made by the business court.

Analysis: Nevada has always offered some advantages for domiciling corporate entities, as it imposes no corporate income tax and offers competitive incorporation fees. However, Delaware has led in corporate domiciling for more than a century largely because its unique system of chancery courts enables speedy resolution of corporate disputes and has established a tradition of empowering corporate boards to enter contracts as they see fit. Nonetheless, in 2024 the chancery court voided Elon Musk's \$56 billion Tesla pay package, ruling that the board's process lacked independence and appropriate disclosure even though it was duly authorized to execute the contract.⁴⁰ The ruling has damaged the chancery court's reputation, as the precedent means that even shareholder-approved policies can now be challenged. Additionally, many companies have feared that this ruling would encourage more stockholder derivative suits and risk board autonomy. As a result, many have fled Delaware—a movement that the media quickly dubbed "DExit."⁴¹ A handful of billion-dollar companies, including Dropbox and TripAdvisor, have already relocated to Nevada.

AJR 8 aims to capitalize on this corporate exit from Delaware by proposing a constitutional amendment to establish a business court system comparable to Delaware's chancery court. This would move corporate litigation away from civil and criminal courts and to a specialty court, where matters could be resolved in weeks rather than months or years. The court is expected to be self-financed based on the fees that corporate litigants pay. The judges would be appointed by the Governor based on the recommendation of a Special Nominating Committee and would serve six-year terms.

Because AJR 8 proposes a constitutional amendment, it must be approved by lawmakers again in 2027. If passed, it will land on the election ballot of 2028.

SB 124 – Foreign-Trained Physician License

Sponsors: Senator Fabian Doñate, Assemblymember Cecelia González

Co-Sponsors: Senator Edgar Flores, Senator Jeff Stone, Senator Angela Taylor

Assembly Votes: Yeas: 41, Nays: 0, Excused: 1

Senate Votes: Yeas: 21, Nays: 0

Summary: *This bill allows the Nevada Board of Medical Examiners to issue a limited license to practice medicine to graduates of qualified foreign medical schools who have held an unrestricted medical license in a foreign country (excluding Canada) and meet certain recent practice or training requirements. Applicants may be required to take an exam if they have not practiced recently or to submit an offer of employment from a health-related entity. Holders of a limited license must practice under supervision and according to a written agreement with a fully licensed physician who meets specific qualifications. After two years of full-time supervised practice, a limited license holder in good standing may be eligible for an unrestricted license upon recommendation from their supervising physician(s). The Board must submit an annual report to the Legislature on the use of these limited licenses. The bill updates existing law to reflect changes in certification practices for foreign medical graduates.*

⁴⁰ Tom Hals, "[Judge voids Elon Musk's 'unfathomable' \\$56 billion Tesla pay package](#)," Reuters, January 31, 2024.

⁴¹ Benjamin Edwards, "[Why companies are opting for 'Dexit' and moving to Nevada](#)," Financial Times, March 17, 2025.

Analysis: Nevada has consistently ranked at the bottom of the nation in terms of physician availability and density.⁴² A common-sense solution to address this professional shortage is allowing licensed physicians from foreign jurisdictions to practice in the state. Under the provisions of this bill, licensed physicians from qualified foreign medical schools will be granted a limited license. The prerequisites include a foreign license in good standing, a full-time job offer in the state, and completion of qualifying medical exams. After completing a three-year residency, the professionals will be granted an unlimited license and be able to practice as local physicians. This reform will help both rural and urban areas of the Silver State that need more physicians to meet existing demand.

Bill sponsor Senator Doñate identified at least 60 foreign professionals in Clark County who were underemployed because of the current occupational licensure restrictions. The physicians testified during the hearing, emphasizing how dramatic of a change SB 124 could be for Nevada’s medical workforce. Importantly, Nevada is not the only state enacting this policy for physicians; states like California and New York have similar provisions in place, while around 15 other states have pending legislation with similar language.⁴³

AB 398 – Raises for Charter and Title-I Schoolteachers

Sponsors: Assemblymember Steve Yeager, Assemblymember Gregory Hafen

Assembly Votes: Yeas: 41, Nays: 1

Senate Votes: Yeas: 20, Nays: 0, Excused: 1

Summary: This bill requires the Nevada Department of Education to award additional compensation to educators in hard-to-fill positions—such as Title I teachers or those teaching subjects with critical shortages—if funding is available. School districts must submit biennial reports detailing the number of teachers receiving extra pay, the total compensation distributed, and the number of hard-to-fill positions. The Governor must, when possible, include recommendations for this funding in the proposed executive budget. The bill appropriates \$45 million for each of the next two fiscal years to fund this extra compensation. Additionally, the Interim Finance Committee’s Subcommittee on Educational Accountability is tasked with studying teacher compensation levels to assess competitiveness and effectiveness. Finally, the bill allocates over \$19 million annually to raise salaries for teachers and support staff in charter schools, requiring those schools to submit staffing data and salary plans to receive funds.

Analysis: In 2023, lawmakers extended \$150 million to public school districts to finance teacher pay raises within those districts. Charter schools were specifically excluded from eligibility, even though they are also public schools. Governor Lombardo made clear in 2025 that he would veto any education funding bill that did not include this component.⁴⁴ Eventually, lawmakers advanced this bipartisan measure to extend \$38 million throughout the next biennium for charter-school teacher raises.

Apart from establishing equity between charter and district schoolteachers, AB 398 establishes a program for additional compensation for “hard-to-fill” positions in Title I district schools. Aimed to attract more STEM and Special Education teachers to struggling schools, this is a targeted incentive, consistent with prior recommendations from Nevada Policy.⁴⁵ AB 398 introduces the potential of bringing highly skilled individuals to the classrooms that need them most.

⁴² Association of American Medical Colleges, [U.S. Physician Workforce Data Dashboard](#), 2022.

⁴³ Nevada 83rd Legislative Session, [Exhibit Submitted to the Senate Committee on Commerce and Labor](#).

⁴⁴ Office of the Governor, [Statement from Governor Lombardo](#) on Democrats Rejecting Charter School Teacher Pay Raises, May 8, 2025.

⁴⁵ Geoffrey Lawrence and Anahit Baghshetsyan, [“30 Ways to Improve Nevada Education Without Spending More: 10 Year Update,”](#) Nevada Policy, 2025.

AB 163, AB 230, and AB 248 – Interstate Compacts

The Silver State requires a license to practice 74% of lower-income occupations when the national average is only 53%, according to a survey by the state’s Office of Small Business Advocacy. Additionally, licenses are unusually costly in Nevada, with average licensure fees at \$747 compared to a national average of \$284.⁴⁶ To address the growing number of occupational regulations and workforce shortages, Nevada legislators focused on interstate compacts. We have grouped the three interstate compacts that became law as Top Bill #5.

AB163 – Counseling Compact

Sponsor: Assemblymember Gregory Hafen

Assembly Votes: Yeas: 42, Nays: 0

Senate Votes: Yeas: 21, Nays: 0

Summary: This bill ratifies Nevada’s participation in the Counseling Compact, an interstate agreement that allows licensed professional counselors in member states to practice in other member states, including via telehealth. To qualify, counselors must meet specific criteria, such as holding an active license in their home state, having a clean disciplinary record for the past two years, and complying with continuing education and state-specific law assessments. The bill authorizes the Counseling Compact Commission to administer and enforce the Compact and permits Nevada’s licensing board to share and receive confidential information related to Compact activities.

Analysis: In 2023, Nevada had 478 licensed clinical professional counselors (CPCs), of whom only 28 were in rural and frontier counties. Counties such as Esmeralda, Eureka, Mineral, and Lander still have no registered licensed CPCs. As a result, the state has an average of 14.6 licensed Clinical Professional Counselors per 100,000—an exceptionally low figure compared to the national average.⁴⁷ The licensure process for counselors starts with higher education, and applicants must show proof of completion of at least 3,000 hours of supervised experience in professional counseling. Of these 3,000 hours, at least 1,500 must consist of direct contact with clients and at least 300 must involve supervision by approved supervisors, with at least one hour per week completed for each week the applicant provided counseling.⁴⁸ These excessive licensure guidelines delay entry into the market, leaving the high demand for counseling services unmet.

AB 163 ensures that professionals who are licensed in the 37 member states of the Counseling Compact can relocate to Nevada without redoing the necessary steps. The provision permitting telehealth practice will be especially important for the aforementioned rural and frontier counties that struggle with availability.

AB 230 – Audiology and Speech–Language Pathology Interstate Compact

Sponsor: Assemblymember Elaine Marzola

Assembly Votes: Yeas: 41, Nays: 0, Excused: 1

Senate Votes: Yeas: 21, Nays: 0

⁴⁶ Lt. Governor’s Office of Small Business Advocacy, “2025 Biennial Report,” https://www.leg.state.nv.us/Division/Research/Documents/RTTL_NRS224.230_2025.pdf.

⁴⁷ “Nevada Rural and Frontier Health Data Book,” 11th edition, University of Nevada, Reno, School of Medicine, Office of Statewide Initiatives, January 2023. https://ppc.nv.gov/uploadedFiles/ppcnvgov/content/Meetings/2024/6.C_23%20Nevada%20Rural%20and%20Frontier%20Health%20Data%20Book%20-%202023.pdf.

⁴⁸ State of Nevada Board of Examiners for Marriage and Family Therapists & Clinical Professional Counselors, “Clinical Professional Counselors (CPC) Licensing,” <https://marriage.nv.gov/Services/CPC/>.

Summary: This bill enacts the Audiology and Speech–Language Pathology Interstate Compact, allowing licensed professionals in member states to practice in other Compact states, including via telehealth. To qualify, individuals must meet criteria such as holding an active license in their home state, having no recent disciplinary actions, and reporting any adverse actions to the Compact Commission. The bill also authorizes Nevada’s licensing board to share investigatory information with the Compact’s data system and grants Compact–licensed professionals the same rights and responsibilities as those licensed directly by the state.

Analysis: On average, there are 60.8 speech–language pathologists (SLPs) for every 100,000 residents in the nation. Nevada has 32.7 SLPs per 100,000 residents, making it the lowest ratio in the nation.⁴⁹ The services of SLPs and audiologists are especially necessary for aging populations and early intervention. Given the lack of domestic professionals, this compact presents a timely and flexible solution with regard to the demand for these services, similar to AB 163. Currently, 34 states, including Nevada, have enacted the compact, and three states have pending legislation.⁵⁰ Ratification of the compact will allow Nevada to open its doors to thousands of licensed professionals.

AB 248 – Physical Therapy Licensure Compact

Sponsor: Assemblymember Elaine Marzola

Assembly Votes: Yeas: 41, Nays: 1

Senate Votes: Yeas: 21, Nays: 0

Summary: This bill enacts the Physical Therapy Licensure Compact, allowing physical therapists and physical therapist assistants licensed in one member state to practice in other Compact states. To participate, individuals must meet specific eligibility requirements, report any disciplinary actions, and comply with rules set by the Physical Therapy Compact Commission, which oversees implementation and maintains a shared data system. The bill also authorizes Nevada’s Physical Therapy Board to share and receive information through the Compact, treats Compact participants as fully licensed under Nevada law, and updates existing statutes to reflect current terminology.

Analysis: The national average of licensed physical therapists (PTs) per 100,000 citizens is 70. Nevada’s ratio is 56, effectively ranking it 45th in the nation.⁵¹ Over a decade, the compact has accrued 39 member states, including Nevada, with five states currently considering legislation.⁵² With three major military installations, Nevada will also benefit from this compact’s special support for military families. Just like AB 163 and AB 230, this interstate compact offers a timely and cost–effective way to enhance Nevada’s workforce.

⁴⁹ American Speech–Language–Hearing Association, [Annual Workforce Data: 2023 ASHA–Certified Audiologist– and Speech–Language Pathologist–to–Population Ratios](#).

⁵⁰ Audiologist and Speech Therapist Interstate [Compact Map](#), 2025.

⁵¹ Legislative Counsel Bureau, Research Division, [“Health Care in Nevada: Statistics and Rankings,”](#) January 2020.

⁵² Physical Therapist Interstate [Compact Map](#), 2025.

Top 5 Worst Bills Passed

The governor signed 519 measures out of the 606 that made it to his desk. Among the 87 vetoes were many of the proposals that most threatened personal liberty in Nevada. However, some proposals signed into law represent, at best, a suboptimal approach to public policy. Below are our picks of the five worst bills that will become law in Nevada and their potential ramifications for Nevadans. These pieces of legislation will significantly imperil business operations, increase government spending, reduce accountability, and/or seek more taxpayer dollars.

AB 530 – Clark County Fuel Tax Bill

Sponsor: Assembly Committee on Growth and Infrastructure

Assembly Votes: Yeas: 39, Nays: 3

Senate Votes: Yeas: 14, Nays: 6, Excused: 1

Summary: This bill changes the process by which Clark County may continue increasing fuel taxes after 2026. Instead of requiring voter approval for future fuel tax increases, the bill claims to grant the Clark County Commission authority to enact higher taxes with a two-thirds majority vote of commissioners. After January 1, 2037, the bill would reinstate the requirement for voter approval for additional tax increases.

Analysis: Simply put, AB 530 is patently unconstitutional. The legislature has no authority to delegate the supermajority requirement for tax increases to a subordinate level of government. In both 1994 and 1996, Nevadans voted overwhelmingly to amend the constitution to require that two-thirds of each chamber of the legislature vote to approve any tax hike or that the tax hike be submitted to a vote of the people. The language the people enacted into the state constitution says, “[A]n affirmative vote of not fewer than two-thirds of the members elected to each House is necessary to pass a bill or joint resolution which creates, generates, or increases any public revenue *in any form*, including but not limited to taxes...” (emphasis added).⁵³ A two-thirds vote of the Clark County Commission (or any other subordinate level of government) is not the same as a two-thirds vote of the Legislature and does not satisfy this requirement.

Many proponents argued that a delay of sunset is not a direct tax increase: an opinion previously contested in Nevada Supreme Court, which concluded that levying a tax beyond its statutory expiration date is, indeed, a tax increase and requires a two-thirds vote in each chamber.⁵⁴ The legislature cannot strip the voters of Clark County of their right to vote on higher taxes if the legislature cannot muster a two-thirds majority within each chamber of its own body.

⁵³ Nev. Const. art. 4, § 18.2, <https://www.leg.state.nv.us/Const/NvConst.html#Art4Sec18>.

⁵⁴ See Note 12.

This proposal should not have been approved by lawmakers, should not have been signed into law, and would clearly be overturned if challenged in court because it violates the plain language of the Nevada Constitution.

SB 161 – Teachers Union Strike Bill

Sponsor: Senator Rochelle Nguyen (D–District 3)

Assembly Votes: Yeas: 33, Nays: 9

Senate Votes: Yeas: 14, Nays: 6, Excused: 1

Summary: This bill tightens the mandatory arbitration deadlines for collective bargaining between teacher unions and school districts. If the existing contract is set to expire within 75 days before the school year begins and no successor is in place, the parties may request arbitration between 75 and 30 days before instruction starts. The bill outlines procedures for selecting an arbitrator and requires a final, binding decision within 60 days or by the first day of school, depending on timing. More importantly, SB161 exempts teacher union members from the acts of strikes and related punishments, effectively granting a right to organize a strike and force a closure of public schools.

Analysis: Strikes by public employee unions imperil critical services upon which the public depends. In fact, Nevada’s public sector unions all voluntarily agreed to make striking illegal in exchange for mandatory arbitration rights that guarantee a union contract. These provisions were initially adopted for police and fire unions, but teacher unions joined this trade-off in 1991.⁵⁵

More recently, however, Nevada’s teacher unions have grown impatient with the legal process of arbitration. In the fall of 2023, they began organizing strikes that forced schools to close, even though these strikes were illegal.⁵⁶ Members of the Clark County Educators’ Association organized mass sick-day call-ins that forced eight Clark County School District (CCSD) schools to close for over seven instructional days with no notice to parents, who, in turn, had to miss work. Later ruled an illegal strike by District Judge Crystal Eller, the sickouts were an act of protest by the union, which had previously threatened to take action because union leadership had grown impatient with the arbitration process its predecessors had asked for decades earlier.⁵⁷

Teacher unions are prominent political players in the Nevada legislature, and their influence resulted in SB 161, which amended the existing definition of a “strike” to exclude coordinated sick-outs that do not occur “on a district-wide basis” and to remove any culpability from individual teachers who participate in a strike.⁵⁸ For a school district like Clark County, with over 370 schools, this change means that educators from hundreds of schools can strike simultaneously without repercussions, so long as teachers from at least one school do not participate.

SB 161 was presented as a measure to prevent CCEA from seeking a “Right to Strike” ballot measure, for which a petition was launched in early 2024.⁵⁹ If passed as a ballot measure, the legislative language would not have been subject to amendments for four years.

⁵⁵ Geoffrey Lawrence, James Sherk, Kevin Dayaratna, PhD, and Cameron Belt, “How Government Unions Affect State and Local Finances: An Empirical 50-State Review,” The Heritage Foundation, April 11, 2016, <https://www.heritage.org/jobs-and-labor/report/how-government-unions-affect-state-and-local-finances-empirical-50-state>.

⁵⁶ Geoffrey Lawrence, “Clark County Teachers Union Puts Duplicitous on Full Display,” Nevada Policy, January 10, 2024, <https://nevadapolicy.org/clark-county-teachers-union-puts-duplicity-on-full-display/>.

⁵⁷ April Corbin Girnus, “CCSD ‘sickouts’ ruled an illegal strike, teachers union to appeal decision,” Nevada Current, September 14, 2023.

⁵⁸ Nevada 83rd Legislative Session, Senate Bill 161, <https://www.leg.state.nv.us/App/NELIS/REL/83rd2025/Bill/12179/Overview>.

⁵⁹ Joe Vigil, “CCEA files petition to let voters decide whether teachers can strike in Nevada,” Fox 5, Las Vegas, January 11, 2024.

Across the nation, arbitration is commonly seen as a trade-off for striking power because it guarantees a union contract, whereas strikes do not. Prior to the enactment of SB 161, only Hawaii and Illinois granted teachers the right to strike alongside arbitration rights. This is despite the fact that 33 states have laws requiring public school districts to engage in collective bargaining.⁶⁰

AB 232 – Extension of PERS for Educational Support Personnel

Sponsor: *Assembly Committee on Government Affairs*

Assembly Votes: *Yeas: 37, Nays: 5*

Senate Votes: *Yeas: 15, Nays: 6*

Summary: *Previously, educational support personnel (ESP) employed at public schools did not receive a full year’s worth of PERS credit, as they were employed only eight months per year. This bill, effective July 1, 2025, extends the PERS compensation of ESPs to be credited on the basis of a full year if the employee worked for at least 900 hours over the course of eight months.*

Analysis: The Nevada Public Employees’ Retirement System (PERS) is already under significant financial pressure. At the close of FY 2024, PERS had \$62.4 billion in assets but \$82.5 billion in liabilities, creating an unfunded liability of \$20.1 billion and a funding ratio of 75.6%. However, this estimate is based on an actuarial accounting method that already incorporates all expected future returns on investment, meaning the true liability might be much greater. The true value of the system’s unfunded liability at the close of FY 2010, for example, was about \$41.0 billion, while PERS reported an unfunded liability of only \$10.4 billion.⁶¹

By granting a full year of pension credit for less than a full year of service, AB 232 places increased pressure on a system that cannot handle it.

The representatives of the ESP union voiced their frustrations over the perceived inequality in PERS compensation. Currently, teachers receive a full year of pension credit without actively teaching in the summer months. Perhaps, instead of passing further expansions of PERS for all the district employees, it would have been more proper for the legislature to reconsider the existing statute for teachers and grant them retirement compensation for the time they actually worked.

SB 443 – Prevailing Wage Mandate for “Natural Gas” Infrastructure

Sponsor: *Senate Committee on Growth and Infrastructure*

Assembly Votes: *Yeas: 27, Nays: 15*

Senate Votes: *Yeas: 13, Nays: 8*

Summary: *This bill requires, with certain exceptions, a contractor or subcontractor who is awarded a contract for construction work on a significant operational or capital requirement project by a public utility to comply with prevailing wage provisions applicable to public works when the construction work does not qualify as a public work.*

⁶⁰ Lawrence et al., note 53.

⁶¹ Nevada Policy, “PERS: Assessing the Liability,” Solutions Sourcebook, 2024, <https://learn.nevadapolicy.org/courses/solutions-sourcebook-for-nevada-policy-makers/>.

Analysis: This bill expands prevailing wage requirements into private construction projects for the first time. Effective October 1, 2025, the construction of a new electric generation facility, the replacement of a gas pipeline, and electric utility works will require contractors to pay the prevailing wage, despite the fact that these projects are being undertaken by completely private companies whose rates are regulated by the state.

Prevailing wage laws in Nevada have historically resulted in labor costs significantly exceeding market rates. A 2013 study by Nevada Policy indicated these mandated wages are, on average, 45% higher than those in the private sector and lead to inflated expenses on public projects. For instance, between 2009 and 2010, such mandates cost Nevada taxpayers nearly \$1 billion.⁶² Instead of passing these costs down to taxpayers, SB 443 will pass the burden of higher costs to utility ratepayers. Regulated utility companies are entitled to periodically adjust their rates in line with their costs of production; ultimately, Nevada's homes and businesses will bear these higher costs so unionized contractors can get a bidding preference on these construction projects.

SB 260 – Monitoring Air Quality

Sponsors: Senator Edgar Flores, Senator Melanie Scheible

Co-Sponsors: Senator Fabian Doñate, Assemblymember Cinthia Zermeño Moore, Assemblymember Cecelia González, Assemblymember Reuben D'Silva

Assembly Votes: Yeas: 32, Nays: 10

Senate Votes: Yeas: 15, Nays: 6

Summary: This bill requires the Division of Industrial Relations to adopt regulations that reduce employee exposure to wildfire smoke when the air quality index (AQI) reaches certain thresholds—specifically 150–200 and above 200. It also mandates that employers establish a communication system to alert workers about poor air quality and allow employees to report exposure symptoms. The Administrator must create regulations for implementing this communication system and set training standards for employers and employees. These rules do not apply to mine operators, commercial truck drivers, emergency service providers, or employers with 10 or fewer employees.

Analysis: As introduced, SB 260 presented a significant new liability to most Nevada businesses over which they hold almost no control. The bill proposed requiring all businesses with more than 10 employees to establish a system for monitoring air quality. They would need to advise each employee about air quality levels prior to the beginning of their shift and, in case of poor air quality, provide an approved device for respiratory protection, ensure access to an indoor space with ventilation, offer to relocate the employee's workspace, reduce their workload, increase the number of breaks, and authorize employees to work remotely. These provisions would have applied to all large employers in the state and were not related to whether the business was directly responsible for atmospheric emissions. Poor air quality resulting from very hot weather or remote fires in another state could be sufficient to trigger these provisions and severely disrupt Nevada businesses.

The bill was heavily amended after its initial hearing. Opponents voiced many obvious concerns. Associated Builders and Contractors noted that, as drafted, SB 260 would have required supervisors to make medical decisions on construction sites, even though "construction workers are not medical professionals."⁶³ Resorts World Association cited concerns over the lack of distinction between indoor and outdoor environments, noting that air quality is not directly in the realm of an employer's powers and therefore should not be the employer's

⁶² Geoffrey Lawrence, "Prevailing Wage," Solutions Sourcebook, Nevada Policy, 2024, <https://learn.nevadapolicy.org/courses/solutions-sourcebook-for-nevada-policy-makers/>.

⁶³ 83rd Nevada Legislature, Senate Committee on Commerce and Labor, March 26, 2025, <https://www.youtube.com/watch?v=OrKkX0EO75M&t=7980s>.

financial liability.⁶⁴

Fortunately, the version signed by the governor was amended significantly prior to passage. The language now requires the Administrator of the Division of Industrial Relations to promulgate rules for employers to monitor air quality and implement a communications system. While these requirements could impose a substantial cost, especially for medium-sized Nevada businesses that are unrelated to their own behavior, the law absolves businesses of direct financial liability related to occupational diseases or other adverse consequences that might result from poor air quality that the businesses did not cause.⁶⁵

⁶⁴ Ibid.

⁶⁵ Nevada 83rd Legislative Session, [Senate Bill 260](#).

Top 10 Best Vetoes

While state legislators decide which proposals to advance to the governor, the governor himself has sole discretion over which of those proposals will become law. He may choose to sign or veto whatever the legislature sends him. Following the 83rd legislative session, Governor Lombardo set a new record for gubernatorial vetoes, rejecting 87 bills and breaking his own record from just two years prior.

Many factors influence a governor's use of the veto pen. Although some media personalities have reflexively rushed to brandish Governor Lombardo as the "Veto Governor,"⁶⁶ his use of the veto pen might simply reflect a diminished level of collegiality, knowledge, or even competence by legislative leadership that has resulted in the passage of an increasingly large number of unworkable proposals.

In fact, many of the bills that arrived on Governor Lombardo's desk contained sponsors and language identical to those of measures he vetoed in 2023. This demonstrates a clear lack of thoughtfulness or compromise within the legislative branch.

AB 44 – Broad Price Controls

Sponsor: *Assembly Committee on Commerce and Labor (on behalf of the Attorney General)*

Assembly Votes: *Yeas: 24, Nays: 18*

Senate Votes: *Yeas: 14, Nays: 7*

Summary: *This bill would have expanded the Nevada Unfair Trade Practice Act to include price manipulation of essential goods or services as an unlawful restraint of trade. It defined "essential good or service" as regular consumption items falling within specified categories. A person would be considered to manipulate prices if, among other things, they engaged in behavior that was "intended to and [did] cause the price of an essential good or service in this State to increase..." beyond inflation or what a judge may have believed represented the forces of supply and demand. The Attorney General would have had the sole authority to investigate and prosecute these violations.*

Analysis: This bill introduced an overarching definition of essential goods that included food, beverages, clothing, housing, gasoline, pharmaceuticals, household utilities, ground transportation, telecommunication services, and Internet access—most of the items that consume a typical household budget. The legislation would have granted purchasers of these goods the right to initiate civil action to treble damages, attorneys' fees, and court costs if the prices of these items increased too quickly. The legislation gave minimal leeway for courts to consider the infinite number of legitimate reasons why the price of a particular good or service might increase quickly, such as supply chain disruptions, shifts in consumer demand, or government diktats that force entire economic sectors to shut down for an indefinite amount of time.

⁶⁶ ["The veto governor: Paid leave, IVF bills fall as Lombardo crushes his own record,"](#) Nevada Current, June 13, 2025.

Notably, the proposal specifically excluded taxes and government fees from the price control system it sought to implement.

The vague definitions of AB 44 would have allowed litigation against businesses that priced their goods in accordance with economic shocks such as oil price fluctuations, tariffs, the COVID-19 pandemic, and more. The law would have effectively imposed rent control. Fundamentally, it would have turned the people who provide essential goods into scapegoats for economic disruptions that are often caused by the government and discouraged them from providing these goods in the first place, leading to even greater scarcity. This was a lesson learned the hard way in the early Soviet Union.

As Governor Lombardo mentioned in his veto message, “AB 44 threatens to disrupt the free market by imposing poorly defined and subjective enforcement standards, concentrating excessive powers in a single government office.”⁶⁷

AB 388 – Mandatory Paid Family Leave Bill

Sponsor: Assemblymember Selena La Rue Hatch

Co-Sponsors: Assemblymember Cecelia González, Assemblymember Natha Anderson, Assemblymember Erica Roth, Assemblymember Brittney Miller, Senator Edgar Flores [Additional eight Co-Sponsors]

Assembly Votes: Yeas: 26, Nays: 16

Senate Votes: Yeas: 11, Nays: 9, Excused: 1

Summary: This bill would have expanded Nevada’s paid family leave laws for both public and private employees. It would have required employers to make these benefits available after 90 days of employment rather than 12 months, increased the required amount of paid time off from 8 to 12 weeks, and broadened the reasons for leave to include bonding with a foster child, recovering from pregnancy loss, and issues related to domestic violence or harassment. Employers would have been required to pay full wages to employees taking family leave if they normally earned up to 110% of the state average wage. Employees who normally earned more than this amount would have been entitled to receive 60% of their pay, capped at 150% of the average state wage. The bill would have applied these requirements to private firms with more than 50 employees and local governments. Employers who violated these provisions would have been liable for civil damages, regulatory penalties up to \$5,000, and criminal misdemeanor charges.

Analysis: From the early days of the legislative session, this bill was the center of public and media attention. Assemblymember La Rue Hatch brought forward this piece of legislation based on her experience of wanting an extended period of paid leave for personal medical reasons and receiving it because she works in a school district that allows teachers to donate their unused sick time to colleagues. Although La Rue Hatch was able to procure the paid time off she desired, she concluded there was a problem she needed to fix in her part-time role as a lawmaker.

After 12 months of consecutive employment, state employees in Nevada enjoy eight weeks of paid leave provisions. Decreasing the qualifying threshold to 90 days could have costly ramifications, including the possibility that applicants seek a job for a short-term benefit with little intent of staying in the position long-term.

⁶⁷ Office of the Governor, [Veto Message for AB 44](#), 83rd Legislative Session.

Furthermore, this new entitlement would constitute a clear governmental overreach into the market. Employers and employees negotiate pay and benefits privately every day with little evidence of market failure. If employees value higher wages more than paid time off, this change would represent a suboptimal outcome, as employers would surely limit wage growth to offset total labor cost. Exposing employers to potential criminal liability if they fail to correctly calculate employee entitlements would also surely be a disincentive for entrepreneurship in Nevada. Lawmakers should allow participants in private markets—including business owners, employees, and even those employees’ representatives—to negotiate freely toward the personal goals of each actor.

AB 597 – Open Primaries Bill

Sponsor: Assemblymember Steve Yeager

Assembly Votes: Yeas: 27, Nays: 15

Senate Votes: Yeas: 12, Nays: 9

Summary: This bill would have allowed nonpartisan voters in Nevada to participate in major party primary elections by requesting a partisan mail ballot or asking for one in person at the polls. It also would have removed existing restrictions that prevent votes from being counted if cast by nonpartisan voters for a party candidate and would have eliminated the requirement for automatic voter registration systems to warn voters about primary voting limitations. Additionally, it would have given county clerks flexibility in requiring nonpartisan voters who request partisan ballots to vote using the same methods designated for partisan voters in certain precincts.

Analysis: Introduced by Speaker Yeager only eight days before the session’s conclusion as an “emergency measure,” AB 597 aimed to implement an open primary system that would have allowed voters who were not affiliated with a major political party to nonetheless participate in choosing such a party’s candidates for office.

On the 2024 ballot, Question 3 proposed establishing an open primary system combined with ranked-choice voting. The measure was defeated by 52% of voters.⁶⁸ While AB 597 did not contain the complicated ranked-choice voting component, it rehashed what was arguably the more problematic component of Question 3. Political parties are private corporations and should be free to select their candidates according to whatever criteria they wish. They should also be free to exclude non-members from this selection process. Moreover, these private organizations should not be able to use taxpayer dollars to finance their internal voting procedures. Many private corporations host shareholder elections at their own expense, and political parties should function similarly. A publicly funded open-primary system not only infringes on these organizations’ freedoms of association but also expands existing public subsidies toward these organizations.

Proponents often claim that open primaries lead to the election of more moderate candidates for public office. However, this fails to consider that partisans could cast a vote in the opposing party’s primary with the intention of selecting more extreme candidates they believe to be unelectable. It is therefore not obvious that open primaries result in candidate moderation.

SB 182 – Nurse-to-Patient Ratio Mandate

Sponsor: Senator Rochelle Nguyen

Assembly Votes: Yeas: 27, Nays: 15

⁶⁸ Nevada Secretary of State, 2024 Silver State General Election Results, <https://silverstateelection.nv.gov/ballot-questions/>.

Senate Votes: Yeas: 13, Nays: 8

Summary: This bill would have enacted minimum staffing requirements for hospitals in Clark and Washoe Counties by requiring the creation of technical and service staffing committees in addition to existing nursing staffing committees. These three committees would have collaborated to develop a hospital's documented staffing plan, which would be required to include staffing provisions and compensation details, and which would reflect newly established nurse-to-patient and CNA-to-patient ratios based on hospital units. It would also have required hospitals to include members of all three staffing committees on workplace safety committees and submit annual reports on the committees' activities and effectiveness. Hospitals would have been required to maintain records to prove compliance with staffing ratios and could deviate from the ratios only during declared emergencies. The Division of Public and Behavioral Health would have been authorized to investigate, conduct random inspections, and discipline facilities that failed to comply.

Analysis: Mandating arbitrary staffing ratios does not help address the labor shortages in any profession. That is, skilled labor does not magically appear simply because a law was enacted. While proper staffing is undoubtedly a critical element of quality healthcare, medical professionals and administrators are better positioned than part-time legislators to make judgments about proper staffing levels. The Nevada Hospital Association testified in opposition to this top-down mandate, saying SB 182 "requires hospitals to hire nurses that do not exist. It defies reality."⁶⁹ In 2004, lawmakers in California implemented similar statewide ratios; thereafter, hospitals as a group began operating at a financial loss, while nurses were forced to work longer hours—and hospitals still struggled to meet the minimum staffing requirements.⁷⁰

Imposing nurse-to-patient ratios forces hospitals to focus on inputs rather than patient outcomes. Many medical professionals testified in opposition to the bill,⁷¹ warning that patients might not be able to access emergency care, labor and delivery services, or emergency surgeries if hospitals were unable to satisfy bureaucratic staffing ratios.⁷²

AB 155 – Pupil-to-Teacher Ratios Bill

Sponsor: Assemblymember Selena La Rue Hatch

Co-Sponsors: Assemblymember Natha Anderson, Assemblymember Max Carter, Assemblymember Brittney Miller, Assemblymember Linda Hunt

Assembly Votes: Yeas: 26, Nays: 16

Senate Votes: Yeas: 16, Nays: 4, Excused: 1

Summary: This bill would have added student-to-teacher and student-to-specialist ratios to the list of mandatory subjects for collective bargaining in public schools. If a collective bargaining agreement were to set these ratios, school districts would no longer be required to follow recommendations from the State Board of Education when setting them.

⁶⁹ 83rd Nevada Legislature, Senate Committee of Health and Human Services, March 6, 2025, https://www.youtube.com/watch?v=ROzO_wnDmtc&t=2306s.

⁷⁰ "Assessing the Impact of California's Nurse Staffing Ratios on Hospitals and Patient Care," California Healthcare Foundation, February 2009, <https://www.chcf.org/wp-content/uploads/2017/12/PDF-AssessingCANurseStaffingRatios.pdf>.

⁷¹ Senate Committee of Health and Human Services, see note 56.

⁷² Exhibit Submitted to Senate Committee on Health and Human Services by Nevada Hospital Association, https://www.leg.state.nv.us/App/NELIS/REL/83rd2025/ExhibitDocument/OpenExhibitDocument?exhibitId=72729&fileDownloadName=SB182_Presentation_5ReasonsToVoteNOonSB182_PatrickKelly_NevadaHospitalAssociation.pdf.

Analysis: AB 155 was another example of lawmakers attempting to insert arbitrary staffing ratios, this time in public schools. State law already requires the scope of collective bargaining agreements between teacher unions and Nevada’s school districts to include a broad range of 23 areas, from salary and sick leave to dispute resolution and safety protocols.⁷³ Adding a provision to discuss pupil-to-teacher or pupil-to-administrator ratios would further distort the incentives for educators to pursue personal interests that might not properly balance the needs of students with the cost-effective use of public resources.

Research is clear that the most important school-controlled factor influencing student achievement is the quality of the teacher. Schools should seek to identify outstanding teachers and expose as many students as possible to them, providing appropriate compensation. Staffing ratios, by contrast, make it less likely that students will be exposed to an exceptionally great teacher and more likely that they will be assigned a teacher of marginal quality. Moreover, school administrators—not lawmakers or the staff itself—should be responsible for determining proper staffing arrangements.

AB 280 – Rent Control for Senior Citizens

Sponsor: Assemblymember Sandra Jauregui

Assembly Votes: Yeas: 27, Nays: 15

Senate Votes: Yeas: 13, Nays: 8

Summary: This bill would have required rental agreements to include a separate appendix listing all fees, their purposes, and whether they are fixed, variable, or third-party charges, making it unlawful to charge any fee not listed. It would also have required a second appendix explaining tenants’ rights under federal, state, and local laws. Landlords would have had to refund application fees if they rented the unit and did not perform the service for which the fee was collected. Additionally, they would have been prohibited from charging application or screening fees for minors in the household. From July 1, 2025 to December 31, 2026, landlords would have been prohibited from raising rental prices by more than 5% for existing tenants who were 62 or older or received Social Security benefits.

Analysis: AB 280 would have impaired the freedom of contract between property owners and lessees. Most concerning, it would have imposed a price control. Rent control, in any shape or form, distorts pricing signals that allow housing markets to adjust. Jurisdictions with rent control have routinely witnessed a decline in housing supply investment, including the maintenance of existing units. As a result, the supply of housing units dwindles in both quantity and quality, causing a dramatic increase in the price of available non-controlled units.

A provision restricting rent control to senior citizens would simply encourage investment to flow into units that are not easily habitable for seniors so that property owners could reduce risk exposure and protect their future cash flows. The result would be housing becoming less available rather than more available.

SB 301 – Collective Bargaining for Peace Officers

Sponsors: Senator Marilyn Dondero-Loop, Senator Nicole Cannizzaro

Co-Sponsors: Senator Michele Cruz-Crawford, Senator Skip Daly, Senator Fabian Doñate, Senator Edgar Flores, Senator Rochelle Nguyen, Senator James Ohrenschall, Senator Julie Pazina

⁷³ Nevada Revised Statute 288.150, "[Negotiations by employer with recognized employee organization: Subjects of mandatory bargaining; matters reserved to employer without negotiation; reopening of collective bargaining agreement during period of fiscal emergency; termination or reassignment of employees of certain schools.](#)"

Assembly Votes: Yeas: 27, Nays: 15

Senate Votes: Yeas: 15, Nays: 6

Summary: This bill would have expanded the compulsory collective bargaining powers enjoyed by Nevada’s public-sector unions to new groups, including category I, II, and III peace officers in the unclassified service of the State. It would have required the state’s Executive Branch to bargain toward a collective bargaining agreement even if this arrangement was not the democratic preferences of the electorate, as expressed by their selection of the executive.

Analysis: Category I, II, and III officers include full-authority officers with broad, unrestricted duties, correctional officers, juvenile probation officers, DMV investigators, legislative police, and more. Currently, only peace officers in the classified service have compulsory collective bargaining powers. By expanding these powers to unclassified positions occupied by appointees, SB 301 would have blurred the lines between management and staff. Appointees would effectively have been able to self-deal.

SB 301 was an identical copy of SB 319 from the 82nd legislative session;⁷⁴ the latter was also vetoed by Governor Lombardo.

SB 422 – Out-of-State Voter ID Bill

Sponsor: Senate Committee on Legislative Operations and Elections

Assembly Votes: Yeas: 27, Nays: 15

Senate Votes: Yeas: 13, Nays: 7, Excused: 1

Summary: This bill would have changed Nevada’s voter registration deadlines and identification requirements, particularly around automatic voter registration and same-day registration. It would have set the deadline for automatic voter registration as the 18th day before an election and would have updated the timeframe for transmitting voter data collected by registration agencies. Most importantly, it would have revised identification requirements for voters registering in person during early voting or on Election Day, allowing the use of state or tribal ID cards and requiring additional documentation later if the ID lacked a current address. Electors without proper ID could still vote provisionally but would need to submit qualifying identification by 5 p.m. the Friday after the election. The bill also would have required DMV offices in Clark and Washoe Counties to offer extended hours, including weekends, around major election dates for people to obtain or renew their ID cards.

Analysis: While some of the provisions in the bill could have helped address technicalities of the election process, SB 422 would have failed to address Nevada’s current inability to produce timely election results. The verification of the provisional ballots could have taken up to six days following the election and could thereafter have required additional processing time. Additionally, it would have allowed proof of residency to be demonstrated through utility bills, bank statements, or paychecks, all of which could improperly result in permitting noncitizens to vote.

Perhaps the biggest drawback of this bill was that it would have allowed voters to use out-of-state identification for voter registration. This could have resulted in nonresidents voting in Nevada as well as in their true state of residency.

⁷⁴ Nevada 82nd Legislative Session, [Senate Bill 319](#).

AB 213 – Prevailing Wage for Custom Fabrication

Sponsor: Assemblymember Daniele Monroe–Moreno

Assembly Votes: Yeas: 26, Nays: 15, Excused: 1

Senate Votes: Yeas: 13, Nays: 8

Summary: This bill would have expanded prevailing wage requirements to include workers who perform custom fabrication for public works projects, regardless of where the fabrication took place. It defined “custom fabrication” and “nonstandard good or material” and updated the definition of “worker” to include those who perform this work. Contractors bidding on public works in Clark or Washoe Counties would need to certify that any nonstandard goods or materials would be custom-fabricated in Nevada and maintain records to prove it.

Analysis: Public works projects often require custom fabrications for metal sheets and nonstandard goods that are manufactured off-site. While these goods are essential to the completion of the public works, the vendors of these materials are third-party vendors and subject to competitive sourcing rather than prevailing wage mandates. This typically means the general contractor that receives a contract to oversee a public work can select the vendor that meets their specifications. The general contractor would already be subject to the prevailing wage, which indicates their labor force is likely unionized. Extending prevailing wage requirements to third-party fabricators would be an unprecedented expansion of this mandate.

Moreover, this change would not be technically workable because vendors might not commonly pay uniform wages to all employees or apportion the cost of benefits to employees on an hourly basis in their accounting systems, as unionized contractors who bid on prevailing wage projects must do. More fundamentally, vendors might not strictly segregate the duties of all employees. For instance, the same employee might spend time welding a part and then painting it; this would require segregated roles for prevailing wage purposes. In short, many vendors might not be able to comply with prevailing wage requirements, so they might simply stop supplying Nevada public works projects.

Additionally, the bill mandated that contractors ensure each nonstandard good or material is custom-fabricated in Nevada by maintaining records about each custom-fabricated good. As a result of a limited market with a lack of outside competition, costs would likely escalate even as options dwindled.

SB 410 – Collective Bargaining for Dependent’s Insurance

Sponsor: Senate Committee on Health and Human Services

Assembly Votes: Yeas: 35, Nays: 7

Senate Votes: Yeas: 15, Nays: 6

Summary: Existing law outlines the mandatory subjects of bargaining to which local governments must agree in their contracts with public-employee unions. These subjects include insurance benefits. This bill specified that insurance benefits include, without limitation, benefits for a covered dependent of a local government employee.

Analysis: The scope of mandatory collective bargaining in Nevada includes 23 subjects.⁷⁵ One of the provisions is insurance benefits; however, this bill would have added “including, without limitation, insurance benefits for a covered dependent of an employee” to the existing language. This new required benefit, which many local governments might already offer, would have further reduced the leverage of public employers when negotiating on behalf of area taxpayers.

Public employee unions in Nevada already enjoy expansive collective bargaining powers that effectively guarantee union contracts and contribute to Nevada having some of the highest-compensated public employees in the nation. On average, state and local government employees in Nevada are compensated at significantly higher levels than the taxpayers who fund their compensation. By vetoing SB 410, Governor Lombardo limited the continued growth of insider predation by special interests upon the broad public interest.

⁷⁵ See note 12, NRS 288.150.

Scorecard

Nevada Policy tracks all legislative proposals throughout the legislative session and provides recommendations and analysis on these bills on its website: <https://nevadapolicy.org/bill-tracker/>. In 2025, Nevada Policy launched a weekly email system to alert Nevadans about upcoming hearings for select bills so they can easily provide public comments to lawmakers. Our recommendations scrutinize legislative proposals through the lens of personal freedom, as we believe individuals are more than instruments for generating tax revenue that can be distributed among an array of special interest groups. We believe Nevadans should be able to enjoy the fruits of their own labor and make choices in their own lives, including how to live and which school is right for their children. We view these choices as the pursuit of happiness.

For 16 years, we have applied this lens toward our evaluation of legislative proposals and scored lawmakers according to how they vote relative to our recommendations. However, we recognize that many legislative proposals are highly nuanced or contain, simultaneously, provisions that advance individual freedom and provisions that constrain it. We recognize that legislation is often the result of compromise and that reasonable people can disagree over proposals with ambiguous likely results. Therefore, we exclude from our rankings votes on bills for which the implications for individual freedom are debatable or unclear. In 2025, this narrowing leaves a total of 66 bills for which we believe the implications are unambiguous and upon which we can score lawmakers' performance.

Methodology

Not all of these proposals would have the same magnitude of impact, so we weight the significance of bills using a methodology developed by the National Taxpayers Union in its scoring of Congress. This methodology assigns a weighting of 1 to 100 to all bills. A typical bill is weighted at 10 points, but an especially impactful measure—such as a record tax increase—would be weighted at 100. In 2025, all bills are weighted from 10 to 90; a potential \$2 billion cumulative tax expenditure to subsidize filmmaking receives the highest weighting due to the magnitude of its impact on Nevada taxpayers, who would be forced to cover this cost.

Details of the bills included in our rankings can be found in an online version of this scorecard at lookup.nevadapolicy.org. Users can also segment these results by policy area and view the results of lawmakers specifically on, for instance, education or fiscal policy.

In 2025, the highest score was earned by Senate Minority Leader Robin Titus, giving her the distinction of "Taxpayers' Best Friend." This marks the second consecutive session for which Titus has earned this distinction. Following the National Taxpayers Union's methodology, we view a lawmaker who scores above 50% as a general supporter of individual liberty, not necessarily implying that a score of, say, 70% indicates poor performance. Nonetheless, Titus's near-perfect score is exceptional in this grading.

NEVADA ASSEMBLY SCORES

Legislator	Score	Party
Jill Dickman	92.74%	Republican
Gregory T. Hafen II	90.67%	Republican
Ken Gray	87.63%	Republican
Alexis M. Hansen	85.46%	Republican
Danielle Gallant	84.94%	Republican
PK O'Neill	75.72%	Republican
Heidi Kasama	75.57%	Republican
Brian Hibbetts	75.18%	Republican
Melissa R. Hardy	74.95%	Republican
Bert K. Gurr	74.72%	Republican
Rich DeLong	73.99%	Republican
Rebecca Edgeworth	73.49%	Republican
Lisa K. Cole	72.26%	Republican
Toby Yurek	69.11%	Republican
Gregory S. Koenig	68.61%	Republican
David Orentlicher	44.80%	Democrat
Reuben D'Silva	44.65%	Democrat
Selena Torres-Fossett	44.12%	Democrat
Heather Goulding	43.80%	Democrat
Hanadi Nadeem	43.30%	Democrat
Howard Watts	43.30%	Democrat
Cinthia Zermeno Moore	42.80%	Democrat
Shea M. Backus	42.72%	Democrat
Duy Nguyen	42.34%	Democrat
Venise Karris	41.61%	Democrat
Venicia Considine	41.30%	Democrat
Cecelia Gonzalez	40.98%	Democrat
Joe Dalia	40.61%	Democrat
Elaine H. Marzola	40.23%	Democrat
Tracy Brown-May	40.15%	Democrat
Erica P. Roth	39.65%	Democrat
Selena La Rue Hatch	38.88%	Democrat
Brittney M. Miller	38.19%	Democrat
Linda F. Hunt	37.23%	Democrat
Erica Mosca	37.23%	Democrat
Steve Yeager	37.23%	Democrat
Tanya P. Flanagan	37.04%	Democrat
Jovan A. Jackson	36.73%	Democrat
Sandra Jauregui	36.23%	Democrat
Max E. Carter II	35.23%	Democrat
Natha C. Anderson	34.72%	Democrat
Daniele Monroe-Moreno	33.73%	Democrat

NEVADA SENATE SCORES

Legislator	Score	Party
Robin L. Titus	97.53%	Republican
John Ellison	93.69%	Republican
Lisa Krasner	90.78%	Republican
Jeff Stone	89.53%	Republican
Carrie Ann Buck	89.16%	Republican
Ira Hansen	77.70%	Republican
Lori Rogich	70.03%	Republican
John C. Steinbeck	61.59%	Republican
Roberta Lange	39.34%	Democrat
Julie Pazina	38.40%	Democrat
Dinal Neal	38.17%	Democrat
Melanie Scheible	37.20%	Democrat
Michelee Cruz-Crawford	37.01%	Democrat
Marilyn Dondero Loop	36.72%	Democrat
Fabian Donate	36.22%	Democrat
Edgar Flores	36.22%	Democrat
Angela D. Taylor	36.22%	Democrat
James Ohrenschall	35.51%	Democrat
Nicole J. Cannizzaro	34.22%	Democrat
Rochelle Nguyen	34.22%	Democrat
Skip Daly	32.43%	Democrat

From Nevada Policy

To Our Elected Officials

Nevada Policy is committed to equipping legislators with unbiased, rigorous research that helps shape the best policies for Nevadans. Our team provides data-driven insights and non-partisan analysis so you can make informed decisions that strengthen our state.

We invite you to:

- Use the Legislative Scorecard to better understand how policy decisions are measured and perceived by the public.
- Request a briefing or consultation with our policy experts to review issues affecting your district.
- Collaborate on model legislation or explore alternative solutions to challenges facing Nevada.

If you are a legislator seeking counsel, please connect with us.

- Email: info@nevadapolicy.org
- Phone: 702-222-0642

To Our Citizens

Nevada Policy works to ensure your voice is heard and your freedoms protected. The Legislative Scorecard is one tool we use to bring accountability, but our efforts also include research, education, and advocacy.

You can support us by:

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- Becoming a monthly supporter
- Inviting us to speak at community or civic events

Your engagement and contributions power our mission to protect and empower all Nevadans. To support our work this session, please scan the QR code below.





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