

SENATE EDUCATION COMMITTEE

February 7, 1979

The Senate Education Committee met Wednesday, February 7, 1979, in Room 402 of the Capitol Building. Senator Bob Brown, Chairman, called the meeting to order at 12:30 p.m. Committee members present were Senators Brown, Ed Smith, O'Hara, Richard Smith, Thomas, Anderson, Severson, McCallum and Blaylock with Senator Fasbender absent.

Senator Brown asked Vice Chairman Ed Smith to preside for ten minutes while he presented a resolution in the Agriculture Committee.

The committee heard Senate Bill 2.

SENATE BILL 2

Senator Blaylock, sponsor of the bill, stated the foundation program has been in effect since 1949. It is the primary financing mechanism of the state educational system. The foundation program provides a "floor" under the education of each child so that a child from an economically poor district has the chance for the same good basic education as a child from a rich district. Traditionally, in this country, a high priority has been placed on a good education. If that isn't provided, nothing else matters. A good education is basic to the continued progress of the human society.

Senator Blaylock went on to explain the bill represents a 9.2% increase in foundation program schedules. Because of declining enrollments the result of multiplying the schedules by the A & B amounts to a 7% increase in actual dollars. Senator Blaylock pointed out that this bill affects every legislator's home district. He stated the Governor's proposal for the foundation program went in at 5.5%, this bill at 9.2% (increase over the last biennium). A comparison between those two figures amounts to, in dollars and in round figures, \$145 million dollars - Governor's proposal vs \$150 million - Senate Bill 2 for the first year of the biennium and \$150 million vs \$161 million for the second year. Senate Bill 2 represents a \$16 million dollar increase over the Governor's recommendation. Senator Blaylock noted that Mr. LaFaver, Fiscal Analyst, recommended an 8% increase. He pointed out that he is often accused of having a special interest in the foundation program because as an educator, his salary is affected and he just wanted everyone to be aware of that.

PROPONENTS

Georgia Ruth Rice, Superintendent of Public Instruction, stated the 9.2% figure represents a 7% dollar increase to the districts because of the declining school enrollment. However, she pointed out, this does not cut the actual operating costs of the schools in most cases. If a school is to lose 50 pupils, the chances of one classroom being closed and one teacher being removed are not probable. Even two or three students from each class doesn't make a difference in salaries, heating costs, and general maintenance. Only if schools are closed or actual classrooms closed can there be any cost saving. This increase reflects only a maintenance level, she emphasized. With inflation in double digits no increases in programs can be projected - it is hoped to just maintain with the 9.2 figure. She stated the percentage of school dollars going for salaries is currently having some decline. She told the committee if they want to maintain the current level of educational services in their local districts and the 9.2% level isn't picked up by the legislature, the burden will fall back on the local taxpayers.

Ms. Rice told the committee a study had been done last year by a group made up of legislators and representatives of various organizations such as MEA, MSBA, etc. to recommend distribution of dollars from state to local areas. They determined the foundation program is a good method of funding schools but it does need some adjustment. Two-thirds of the group agreed the state share of the foundation program needs to be increased. She presented two booklets to the committee regarding these studies (attachements #1 and #2).

Bob Stockton, OPI, briefly outlined the foundation program for the committee according to the packet (attachement #3). He stated that approximately 24% on a statewide average of all general funds depend on the local district voted levies and that is where equality ends because if you look at the taxable wealth of the school districts divided by the A and B there is a great variance between rich and poor districts. It averages between \$5.50 per mill per child in the poorest districts up to \$1000 per child per mill in the richest districts. He reiterated that declining enrollment doesn't cut costs unless whole schools are closed or classrooms and teachers are cut.

Phil Campbell, representing the Montana Education Association, stated he felt this was a more than reasonable request by the educational community. He said the 9.2% figure would yield an

actual 7% amount which falls into President Carter's guidelines. With inflation running at 9% this will just allow the educational community to maintain - not even keep up with inflation. The negative effect on local communities will be that anything less than the 9.2% will have to be picked up by local mill levies. Teachers salaries are often said to be the biggest cause of increase in the foundation program and in order to determine if that is the case he went back to 1970 and found that the percentage of the general fund budget that went for teachers salaries was 60.5%. In 1977-78 it was 55.6% of the general fund budget. It has, in fact, decreased every year since 1970. He further stated that the amount of teachers salaries is less than one percent of the total foundation program.

Harriett Meloy, Chairman of the Board of Public Education, stated the Board had met the previous evening and unanimously voted to support the bill.

Representative Menahan stated he supported the bill as an educator. He said his district is declining and in a depressed state and already has a very high levy and he would not want to see the foundation program funded at any lower level than proposed.

Shauna Thomas, representing the Montana Federation of Teachers, AFT, AFL-CIO, stated her support of the bill. She said her organization perceives the role of the legislature as setting priorities for the state of Montana and what higher priority than the education of its children is there.

Leonard Sargent, representing the Montana School Boards Association, stated that organization had a unanimous backing of the foundation program through resolution of their membership. He warned that people on the local level have been willing to support the 24% up to now but if it gets any higher, levies are going to be endangered.

Jacob A. Block, representing the School Administrators of Montana, and the Great Falls Public Schools, presented his written testimony in support of the bill to the committee (attachment # 4).

John R. Fero, representing the Montana Association of Elementary School Principals, presented his written testimony in support of the bill to the committee (attachment #5).

Sharon Finney, Vice President of the Montana PTA, urged support of the bill. One of the goals of the PTA is to support high educational standards and therefore they support the foundation program at its proposed level.

JoAnn Mangold, representing the Great Falls PTA Council, presented a letter in support of the bill to the committee (attachment #6).


OPPONENTS

Ed Nelson, representing the Montana Taxpayers Association, stated he was appearing as an opponent because he wanted to play "Lone Ranger" today. He submitted his written testimony to the committee (attachment #7). He added that it has been shown that increases in the foundation program have had no effect in decreasing local voted levies. He asked with the trend line increasing for costs and the trend line for students declining, what will the cost eventually be for that last student.

There being no further opponents, Senator Blaylock closed.

Senator Blaylock thanked Mr. Nelson for his comments, stating with something this important and costly we should surely hear both sides. He stated costs are up everywhere - gas, food, paper, and education is no exception. No one here is at fault. He stated he agreed that the local people need to determine their own educational programs and stated the difficulties of trying to determine what programs should be cut. The legislature has the same problem trying to cut taxes. No one wants to make a decision as to what state programs to cut either.

After discusssion by the committee, the hearing was closed. The meeting adjourned to reconvene Friday, February 9, 1979, at 12:30 p.m.



Senator Bob Brown, Chairman

Date 2/2/79

ROLL CALL

EDUCATION COMMITTEE

46th LEGISLATIVE SESSION - 1979

NAME	PRESENT	ABSENT	EXCUSED
Sen. Bob Brown, Chairman	✓		
Sen. Ed Smith, Vice Chairman	✓		
Sen. Jesse O'Hara	✓		
Sen. George McCallum	✓		
Sen. Elmer Severson	x		
Sen. Mike Anderson	✓		
Sen. Chet Blaylock	✓		
Sen. Larry Fasbender		✓	
Sen. Richard Smith	x		
Sen. Bill Thomas	✓		

Each Day Attach to Minutes.

DATE File 7, 1979COMMITTEE ON EDUCATIONSENATE BILL NO. 2

VISITOR'S REGISTER

NAME	REPRESENTING	Check One	
		Support	Opp
John R Fero	Montana Association of Elementary School Principals	✓	
Jacob P. Block	School Admin of Mt & Great Falls Public Schools	✓	
SHARON S. FINNEY	STATE PTA CONFERENCE	✓	
John R Mangold	Great Falls PTA Council	✓	
Edward W. Nelson	Mont. Taxpayers Assoc		✓
Shauna Thomas	Mont. Fed. of Labor, AFT, AFL-CIO	✓	
Karen Mercer Tanberg	Montana School Boards Association	✓	
Bob Strick	OPA	✓	
Phil Campbell	MEA	✓	
Leonard Gageant	Montana School Boards Assoc.	✓	
Georgia Hise	Supt. of Public Inst	✓	
Wendy Manning	Sen. Ed Smith	✓	
Jawa Cybulski	Sen Ed Smith	✓	
Stephen R. Colberg	OPA		
Donna H. Alby	Chair, Board for Educ.	✓	

STATE OF MONTANA

Request No. 84-79

FISCAL NOTE

Form BD-15

In compliance with a written request received January 23, 1979, there is hereby submitted a Fiscal Note for Senate Bill 2 pursuant to Chapter 53, Laws of Montana, 1965 - Thirty-Ninth Legislative Assembly. Background information used in developing this Fiscal Note is available from the Office of Budget and Program Planning, to members of the Legislature upon request.

DESCRIPTION OF PROPOSED LEGISLATION:

Senate Bill 2 is an act which increases the schedules used by school districts in setting their maximum General Fund Budgets without a vote. This act increases the schedules 9.2% each year of the 1981 Biennium.

ASSUMPTIONS:

1. Funding for 7th and 8th grades will be changed back to the method used prior to FY 79. (FY 79 cost was \$1.1 million).
2. The state-wide changes affecting school finance will affect all school districts uniformly:

	FY 79	FY 80	FY 81
Taxable Valuation (Billions)	\$ 1.562	\$ 1.653	\$ 1.732
Average Number Belonging (ELEM)	110,307	107,669	106,856
Average Number Belonging (H.S)	57,357	55,396	53,272
General Fund Budget/ANB (ELEM)	\$ 1,299	\$ 1,416	\$ 1,543
General Fund Budget/ANB (H.S.)	\$ 1,685	\$ 1,837	\$ 2,002

3. Figures do not include special education.

FISCAL IMPACT

Based on simulation using actual school district budget data for 1978-79 (includes total Foundation Program plus state share of the permissive amount):

	1980	1981
Expenditures:		
Under proposed law: Local assistance	\$163,753,000	\$176,005,000
Under current law: Local assistance	<u>148,647,000</u>	<u>144,902,000</u>
Increased expenditures under proposed law	<u>\$ 15,111,000</u>	<u>\$ 31,103,000</u>

The increase would come from the State General Fund or State General Fund plus the statewide deficiency levy.

The above is an increase of \$2.8 million in 1980 and \$9.6 million in 1981 above the Executive Budget recommendation.

LOCAL IMPACT:

Local voted levies (stated in dollars) would increase about 9% under the proposed law.

Richard L. ...
 BUDGET DIRECTOR
 Office of Budget and Program Planning
 Date: 1/28/79

NAME:

Georgia Lee

DATE:

ADDRESS:

PHONE:

REPRESENTING WHOM?

APPEARING ON WHICH PROPOSAL:

DO YOU:

SUPPORT? _____

AMEND? _____

OPPOSE? _____

COMMENTS:

Witnessed at ...

PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

Montana
Foundation Study Committee

Final Recommendations

Office of Public Instruction
Georgia Rice, Superintendent
Capitol
Helena, Montana 59601

1978

Montana schools

Inside-Out

School finance study

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Special ed

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School finance

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Who's news

67

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Newsletters

9

County Supt. column

Smoke detectors
Ft. Benton career ed

10

11

plus

Superintendent's column

unclassifieds

calendar

NAME:

Robert A. Clark

DATE:

2/7/59

ADDRESS:

PHONE:

REPRESENTING WHOM?

OPT

APPEARING ON WHICH PROPOSAL:

DO YOU:

SUPPORT?

X

AMEND?

OPPOSE?

COMMENTS:

PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

TOTAL GENERAL FUND BUDGET*

If the total general fund budget exceeds 112% of the previous year's budget, except under certain conditions provided by law, the trustees are required to explain the specific reasons for exceeding 112% and to file this information with the budget submitted to the State Superintendent.

MAXIMUM GENERAL FUND BUDGET

This amount is set by statute based on an enrollment formula (ANB) plus approved Special Education costs.

FOUNDATION PROGRAM

80% of Maximum General Fund Budget

	DISTRICT	DISTRICT VOTED LEVY Amount Approved by the voters to meet Total Budget Requirements
	STATE	STATE PERMISSIVE LEVY
	DISTRICT	DISTRICT PERMISSIVE LEVY 9 mills Maximum - Elementary 6 mills Maximum - High School
	STATE	ADDITIONAL STATE LEVY FOR STATE DEFICIENCY In the event the mandatory county levy and state equalization aid amounts do not fully fund the foundation program
	STATE	STATE EQUALIZATION AID Earmarked Revenue, Legislative Appropriation, Interest & Income, and Surplus from Counties
	COUNTY	MANDATORY COUNTY LEVY 25 mills - Elementary 15 mills - High School

If the amount raised by this uniform levy exceeds the amount required to fund the total foundation program in the county, the surplus must be transferred to the State Equalization Aid account.

*The district's general fund budget provides for maintenance and operational costs. It accounts for approximately 75% of the total district costs. Not included in the General Fund are separate budgets for Retirement, Transportation, Debt Service, etc., as established by law.

School Finance in Montana¹

The first major attempt by the state of Montana to equalize state aid to schools dates back to 1949 when the legislature enacted the foundation program for schools.² Prior to that time, schools were financed primarily through local district taxes.

The total budgeting process is complex; therefore, only a brief overview is presented here. At the present time, public elementary and secondary schools in Montana are supported through various revenue sources established by state law. Although the entire school operation is supported through 18 different funds, the major tax-supported funds are the general, debt service, building and retirement funds. The general fund provides for general maintenance and operational costs of schools and it represents over two-thirds of the total of all school expenditures.

State statutes allow a local board of trustees to adopt a general fund budget of a certain amount without voter approval based on the ANB³ of the previous year. This amount is defined as the maximum general fund budget without a vote (See Figure 1); it is sometimes referred to as "maximum general fund budget." Since 1967, the foundation program has comprised 80 percent of this maximum general fund budget, and the state guarantees support which will match that level through county and state equalization funds.

The difference between the foundation program level and the maximum general fund budget is the permissive amount. State law "permits" the

¹ Excerpted and revised from Montana Board of Public Education's 1975 report on Basic Quality Education.

² Laws of Montana, Chapter 100 (1949).

³ For school finance purposes enrollment is measured by Average Number Belonging (ANB) which can be calculated from attendance and absence records of the preceding school year.

SOURCES OF REVENUE
FOR SCHOOL DISTRICT GENERAL FUND BUDGET SUPPORT

TOTAL GENERAL FUND BUDGET	DISTRICT	District Voted Levy
MAXIMUM GENERAL FUND BUDGET WITHOUT A VOTE	STATE	State Permissive Share
	DISTRICT	District Permissive Share 9 mills maximum-elementary 6 mills maximum-high school
FOUNDATION PROGRAM	STATE	Deficiency - Statewide levy on property
	STATE	State Equalization Aid (Earmarked revenue, legislative appropriation, interest and income, and surplus from counties)
	COUNTY	Mandatory County Levy 25 mills-elementary 15 mills-high school (Surplus deposited in state equalization aid account)

trustees to budget this amount above the foundation program. It is financed by a levy of up to 9 mills on the taxable valuation of an elementary district and 6 mills on the taxable valuation of a high school district; when such levies provide less than the total revenue needed for the permissive area of the budget, the state finances the remaining amount using federal revenue sharing and a statewide permissive levy.

Statutory schedules, which set the maximum general fund budget for varying sizes of elementary and high schools, have been reviewed and increased by the legislature over the intervening years since their enactment in 1949. There were large schedule increases in 1975⁴ and much smaller increases in 1977⁵, even so, most school districts use the entire permissive amount and they further need a voted levy to support their total general fund budgets. In fact, in 1977-78, 95.2 percent of all high school districts in the state have voted levies, while 71.6 percent of all elementary districts have voted levies (See Table 1.) Obviously, school districts have chosen to offer educational programs that require greater support than that provided by the statutory schedules.

Recent changes. A new Montana Constitution was adopted in 1972. It guarantees "equality of educational opportunity" to each person of the state; it also directs the legislature to "provide a basic system of free quality public elementary and secondary schools (and to) fund and distribute in an equitable manner to the school districts the state's share of the cost of the basic elementary and secondary schools system." The Montana

⁴Laws of Montana, Chapter 518, (1975).

⁵Laws of Montana, Chapter 505, (1977).

TABLE 1

SCHOOL DISTRICTS USING VOTED LEVIES

High School, 1974-75 thru 1977-78

Year	1974-75	1975-76	1976-77	1977-78
Number of Districts	167	167	166	165
Number with Voted Levy	161	157	156	157
Percent with Voted Levy	96.4	94.0	94.0	95.2

Elementary, 1974-75 thru 1977-78

Year	1974-75	1975-76	1976-77	1977-78
Number of Districts	432	421	413	405
Number with Voted Levy	307	296	286	290
Percent with Voted Levy	71.1	70.3	69.2	71.6

Elementary by Size, 1977-78

District Size	One Room	Small	Medium	Large	All
Average Number Belonging	1-17	18-50	51-200	200+	Element
Number of Districts	106	76	126	97	290
Number with Voted Levy	52	49	99	90	405
Percent Using Voted Levy	49.1	64.5	78.6	92.8	71.6

Legislature has moved closer to accomplishing these constitutional goals during each of its four sessions since 1972.

Four changes legislatively enacted in 1973 placed Montana among the national leaders in moving toward fiscal equity. First, the county levies of 25 mills for elementary equalization aid and 15 mills for high school equalization aid are now mandatory. Second, if these taxes bring in more money than is required for county equalization, the surplus is deposited in a revenue fund earmarked for state equalization aid. This process of "recapture", an important feature for fiscal equity, has been defended successfully before the Montana Supreme Court.⁶ Third, legislation enacted in 1973 limited the permissive levy rates to 6 mills for high school districts and 9 mills for elementary districts. This latter provision has provided some tax relief to those districts with low taxable valuations. Fourth, the state Department of Revenue now has authority to supervise all property assessment throughout the state. This is a most important provision, as all of the new legislation--intended to achieve equalization between property-rich districts and property-poor districts--depends on uniform and fair assessment procedures; however, court decisions and an executive order from the governor have delayed implementation until 1978.

Additional legislation enacted in 1974, 1975 and 1977 has continued to increase equity in school finance: Special education legislation mandates the establishment of programs for exceptional children and provides nearly 100% state funding for such programs; new programs and increased funding have been provided for seventh and eighth grade pupils who do not have access to junior high schools; the foundation program schedules were adjusted to more accurately reflect cost variations based on district size--population sparsity

⁶Woodahl v. Straub, 164 M 151, 520 P 2d 776.

is a very real problem in Montana; new transportation schedules have caused state transportation reimbursements to more than double; funding of the permissive amount (described above) has been changed to a power-equalizing formula⁷; and the revenue base for school finance has been expanded to include federal revenue sharing and a portion of the proceeds from Montana's new severance tax on coal.

While these changes have constituted significant steps in bringing equity to school finance, it is still possible to identify major areas of school finance that depend entirely or to a great extent on local wealth. The entire voted levy amount increased to 23 percent of all general fund budgets in 1974-75, remained at that level through 1976-77 and increased again to over 24% in 1977-78. In addition, school districts must bear all expenses for major school construction and for purchase of land since there is no state or county support.

Future. One would expect continued efforts on the part of the Legislature, the Superintendent of Public Instruction, the Board of Public Education, and interested citizens to fully accomplish the constitutional goals cited above and to provide increased equity both for taxpayers and students throughout Montana.

⁷"District power equalizing" is a method for equalizing the taxing power of school districts. It results when the state guarantees every district the same amount of revenue per student per mill.

Montana
Foundation Study Committee

Final Recommendations

Office of Public Instruction
Georgia Rice, Superintendent
Capitol
Helena, Montana 59601

1978

NAME: Phil Campbell DATE: 2-7-79

ADDRESS: 1232 E. 6th

PHONE: 442-4250

REPRESENTING WHOM? MEA

APPEARING ON WHICH PROPOSAL: SB-2

DO YOU: SUPPORT? AMEND? OPPOSE?

COMMENTS: _____

PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

NAME:

J. McLaughlin

DATE:

ADDRESS:

PHONE:

REPRESENTING WHOM?

BPE

APPEARING ON WHICH PROPOSAL:

SB 2

DO YOU:

SUPPORT?

AMEND?

OPPOSE?

COMMENTS:

PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

NAME: SARINA THOMAS DATE: 2-7-79

ADDRESS: PO Box 1346 WOODBRIDGE, VT

PHONE: 442-2123

REPRESENTING WHOM? MONT. FED. OF TEACHERS, AFT, AFL-CIO

APPEARING ON WHICH PROPOSAL: 5B2

DO YOU: SUPPORT? AMEND? OPPOSE?

COMMENTS: _____

PLEASE LEAVE ANY PREPARED STATEMENTS WITH THE COMMITTEE SECRETARY.

1 *Margaret* #44
BILLINGS SENIOR HIGH SCHOOL

425 GRAND AVENUE
BILLINGS, MONTANA 59101

A. B. COLLINS, JR., Principal

JAMES F. RICKARD, Ass't. Principal
(operation)

ROBERT L. ZUPAN, Ass't. Principal
(activities)

RONALD L. NISTLER, Ass't. Principal
(evaluation)

MRS. MARGARET MCINTOSH, Ass't. Principal
(Dean of Girls)

JOHN J. KOSICH, Ass't. Principal
(Dean of Boys)

January 2, 1979

Robert H. Wilson
District Judge
504 Courthouse
200 North 27th Street
Billings, Montana 59101

Exhibit 6

Dear Judge Wilson:

I welcomed the mandatory jail sentences for drug usage when you instituted the program last year. I still feel the same way. Having a set youth court policy makes it much easier for me to deal with those girls who are found to be in possession of drugs in school. I am able to call the juvenile detectives and they handle the situation fairly. School officials do not have to be subjected to parental pressure and one agency is handling the problem, i.e. possession of an illegal substance.

I wish there were a way to deal with the students who use drugs but who are not caught with them. Only on a "tip" am I able to investigate a situation here. Most students are afraid to give me the information to work with, however.

I am unable to determine what the real effect of the policy is. I would like to believe that because we catch a few students, others are deterred. I see fewer students this year who look like they might be using drugs during the lunch hour. However, general conversations indicate that marijuana usage, like that of alcohol, is generally accepted.

As stated, I rely on the police department to deal with drug users at school. I appreciate being able to call them and I appreciate knowing that each case will be similarly handled.

Sincerely,

Margaret F. McIntosh

Margaret F. McIntosh

officials indicated that the teaching concepts would be similar and that they planned to develop a similar guide for drug education.

12. Finally, virtually everyone we talked to expressed the belief that the NBC News Report - Reading, Writing, and Reefer was a partially accurate but overstated assessment of the problem. They agreed that there is an absence of knowledge about the effects of marijuana at most levels of society, but that extreme examples were used in the news report to illustrate the problem. Some characterized this as a "scare tactic," detracting from the real problem.

7. The current accreditation standards for primary and secondary schools require a specific time frame of health and physical education courses but do not describe what the specific content of these courses must be. That apparently is left up to the judgment of the local school officials and possibly even individual teachers and may or may not include courses on marijuana, drugs, and alcohol.
8. There is virtually no compiled information or data depicting or assessing the current level of marijuana or drug education in Montana. While some of those involved in specific educational programs at various locations can discuss specific situations, no one person or group is capable of speaking knowledgeably about the range, extent, and adequacy or inadequacy of marijuana or drug education in our school systems. However, most, if not all, agree that there is a need for such drug education and also agree that current education ranges from nothing in some school locations to unbalanced programs in others.
9. A state law enacted in 1971 (Section 20-25-602, MCA), requires Montana's colleges offering degrees in education to establish credit courses in health education including drug and alcohol education and abuse. The law also requires those receiving education degrees to take such courses.

Most of the authorities in the state expressed the view that such courses were too pharmaceutical in nature and were out of touch with what actually occurs on the streets. They said that the students know more about drugs than the teachers, either through personal experience or peer acquaintance. In this regard, some of the authorities expressed doubt that people could be found to teach meaningful courses on marijuana because of the absence of definitive research and information. They view this as a problem aspect of SB 178.

10. Montana's laws with respect to marijuana do not appear to be substantially different than most other states. While we could not find any definitive research in this area, insofar as we could determine, no state has a law similar to that proposed by SB 178. That is, requiring the school systems to establish a course on the hazards of marijuana.
11. We were advised that the Alcohol and Drug Abuse Division of the Department of Institutions has been working collectively with the Office of the Superintendent of Public Instruction and authorities in the drug and alcohol areas in preparing an alcohol course curriculum for Montana's school system. This curriculum, entitled "Montana Teachers Guide for Alcohol Education" is presently being finalized for printing and distribution. This curriculum guide will be distributed to all primary and secondary schools and is intended to become the basis for a uniform program of alcohol education. While the guide does not address marijuana or other drugs, division

SUMMARY OF OBSERVATIONS
MARIJUANA EDUCATION

1. Most, if not all, national and state authorities agree that marijuana is a dangerous drug--a hallucinogen--ranked in use after tobacco and alcohol.
2. Most, if not all, national and state authorities agree that marijuana has both physiological and psychological effects. They seem to agree that it does not result in physiological dependence like narcotic drugs, but may result in psychological dependence simply as a result of a different sensation. In this regard, some authorities believe its prolonged use can lead to other forms of drugs as a means of intensifying these sensations.
3. Most, if not all, authorities in Montana agree that marijuana is not as significant a problem as alcohol, other drugs--particularly "speed" or amphetamines. The belief is that alcohol abuse is a greater problem in rural areas and speed in urban areas with marijuana ranking behind both in either rural or urban areas.
4. The general public maintains a number of beliefs and attitudes about marijuana, many of which are no longer considered valid by most experts in the field. In the 1973 report of the National Commission on Marihuana and Drug Abuse, 58 percent of adults and 65 percent of youth expressed the belief that marijuana users commit crimes not otherwise committed. The crime statistics do not bear this out.
5. There is widespread and increasing use of marijuana. Current information from the National Institute of Drug Abuse indicates that more than one in every five adults and a similar number of youths (12-17) have used marijuana some time in their lives. In 1975-76, this equaled to 37 million individuals in the United States.

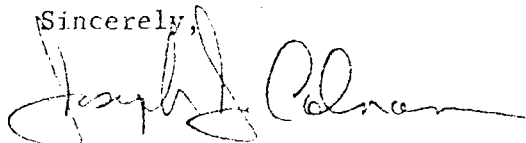
Similarly, the National Institute's statistics indicate increased use of marijuana from 14 percent of youths (12 to 17) in 1971 to 22 percent in 1975-76, and 15 percent of adults (18+) in 1971 to 21 percent in 1975-76.

6. Montana once had a law which mandated certain health and drug education courses but this was repealed along with other mandated courses in 1975. Some of the education officials present at that time said the pros and cons of drug education in general, and specifically marijuana, were debated with the end result being a repeal of all mandated courses in favor of general accreditation standards.

The impression we have is that many of these individuals would support legislation encompassing the requirement that the hazards and benefits of all drugs and alcohol be taught in Montana's schools.

I hope this information is useful to you. Please let me know if you want further assistance or detailed information about the sources we have researched.

Sincerely,

A handwritten signature in black ink, appearing to read "Joseph J. Calnan". The signature is fluid and cursive, with a large initial "J" and a long, sweeping underline.

Joseph J. Calnan
Principal Audit Manager

Attachment

JJC/dp

STATE OF MONTANA

Office of the Legislative Auditor

STATE CAPITOL
HELENA, MONTANA 59601
406/449-3122



MORRIS L. BRUSETT, C.P.A.
LEGISLATIVE AUDITOR

February 6, 1979

ELLEN FEAVER, C.P.A.
DEPUTY LEGISLATIVE AUDITOR
JOHN W. NORTHEY
STAFF LEGAL COUNSEL

Senator Jean Turnage
State Capitol
Helena, Montana 59601

Dear Senator Turnage:

Pursuant to your recent request, we have briefly researched the major issues surrounding the possible need for more intensive education about the health hazards of marijuana, as proposed by Senate Bill 178. Our research consisted of a review of the significant literature, discussions with representatives of the medical and educational sectors as well as discussions with cognizant state and federal representatives and a Helena lobbyist of a private association advocating changes in state marijuana laws.

It became obvious at the beginning that the issues surrounding marijuana are many and complex. In fact, there appears to be few areas of agreement and many areas of disagreement about marijuana. In most, if not nearly all instances, the disagreements and agreements, stem from seemingly valid research by experts on each side of the issues.

While some of the more distinct observations are presented on the attached pages, several aspects seemed to stand out irrespective of the pros and cons of marijuana. First of all, virtually no one could tell us the current "state-of-the-art" of marijuana, or for that matter, drug education in Montana's primary and secondary school systems.

Secondly, there appears to be widespread opposition to the requirement proposed by SB 178. Almost everyone we talked to in the medical, educational and government sectors expressed opposition. This opposition appeared to fall into two principal categories. Many expressed the view that marijuana should not be isolated from other drug and alcohol problems and that any curriculum requirements should focus on the entire problem of drug and alcohol misuse and abuse.

Others expressed concern that only the harmful effects or hazards of marijuana were singled out by SB 178. They expressed the view (and there is some research to that effect) that marijuana may also have beneficial applications in certain situations.

PREDICTION AND PREVENTION OF DRUG ABUSE*

R. A. J. WEBB, M.B.B.S., D.P.M., M.P.H.

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ABSTRACT

This paper uses the infectious disease model as an approach to the prevention of narcotic or poly drug abuse. More specifically, it follows up the previous paper in which the characteristics of the potential addict were described at an age where preventive intervention was possible. The paper advises on the safe use of information so gained about young individuals and warns of the dangers of labelling.

It lists and discusses the productive and counter-productive educational techniques on the basis of research findings and international reports on the outcomes of effective and counter-productive programs.

* This paper is the follow-up to Early Adolescent Antecedents of Narcotic Abuse.



Drug education: Is ignorance bliss?

by Joanne Zazzaro, features editor

"I remember this one ex-addict. She talked about how degraded her life had been. But you should have seen her — she was gorgeous."

"I got all excited about trying heroin from the movie we watched. It looked good to me, and everybody knows you can't get addicted the first time around."

Sound like something out of *True Confessions*? Unfortunately, the comments aren't fictionalized. They come straight from the mouths of two students taught in traditional drug education courses. And they hint that the traditional approach, however well-meaning, has flopped.

Indeed, convincing evidence shows that school drug education programs actually turn kids on to drugs by rousing their curiosity.

Item: Speculating that drug education in recent years has been "counterproductive by stimulating rebellion and raising interest in the forbidden," the National Commission on Marijuana and Drug Abuse

just called for a moratorium on all drug education programs in schools.¹

Item: Following completion of a 10-week lecture course intended to expose the dangers of drugs, selected junior high students in Ann Arbor, Mich., worried less about drugs and significantly increased their use and sale of marijuana and LSD.²

Item: In a recent evaluation of drug education programs done for the Department of Health, Education and Welfare, approximately 75 per cent of the surveyed youth and adults stated that current drug education programs don't prevent drug use. Schools and teachers were considered to be among the least effective presenters of drug education by youngsters of high school age.³

Item: Of 220 drug abuse films and audiovisuals evaluated by the National Coordinating Council on Drug Education, only 16 per cent were rated "scientifically and con-

HOW SELF-PERCEIVED KNOWLEDGE, ACTUAL KNOWLEDGE AND INTEREST IN DRUGS ARE RELATED

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ABSTRACT

The purpose of this study was to assess the relationship among student perception of knowledge, their levels of interest, and actual knowledge about drugs. Two-hundred and fifty-three college students responded to a knowledge and interest inventory as well as a knowledge test. Level of significance was set at .05 for both analysis of variance and correlation coefficients. No significant relationship was found to exist between perception of knowledge and actual level of knowledge. A significant relationship existed between interest and perception of knowledge. It is evident from these findings that instructors must be wary of setting classroom objectives based solely upon student expressed knowledge as it is not always accurately reflected.

Introduction

Drug educators, like educators in all fields, are concerned with meeting the needs and interests of their students. They thus try to insure relevance in their curricula. Nowhere is this more important than in drug education where the goal goes beyond cognitive learning in an attempt to positively influence behavior.

Before teachers can establish objectives toward which to direct classroom instruction, they must determine student interests as well as their current level of knowledge. Do students perceive their level of knowledge accurately? While level of interest is subjective, objective criteria exist to assess the accuracy of student perception of their level of knowledge. If there is no

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EDUCATIONAL IMPLICATIONS OF DRUG ABUSE

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ABSTRACT

Observing the steady decrease in SAT scores during the past decade, while noting the steady increase in licit and illicit drug use during the same time period, several conclusions emphasized the potentially deleterious effects of such drug use upon emerging adolescent cognitive processes, especially learning and memory.

Possible drug-behavior relationships were viewed from a developmental perspective (e.g., sex, age, and maturation rate), insofar as drug effects will be directly related to the level of physiological and psychological maturation achieved by the drug user. Consequently, proposals were made dealing with drug education in the schools, as well as the need for graduate and undergraduate programs in substance abuse.

Perhaps the most distressing educational trend of the past decade has been the steadily decreasing scores on Scholastic Aptitude Tests [1]: average verbal scores have declined from 466 in 1966/67 to 434 in 1974/75, while average mathematical scores have dropped from 492 to 472 during the same period, the largest decrement (nearly 10 points) occurring between the 1973/74 and 1974/75 scores. Since 1962/63, average verbal scores have dropped from 478 to 434, a loss of 44 points, with average mathematical scores falling from 502 to 472, a loss of 30 points. Should past trends continue, average verbal scores would drop to about 400 by the mid 1980's, representing a loss of nearly 75 points over a twenty year period.

Although SAT scores are at an all time low, high school academic performance

BOOBY TRAPS IN DRUGS EDUCATIONS

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ABSTRACT

Conditional thinking helps us avoid some pitfalls in drug abuse education programs. Some of the more common reactions and overreactions within drug education programs are discussed.

Having lost his car keys, a man was looking for them under a street light when a friend arrived and offered to help him in the search. "Are you sure this is where you lost them?" asked the friend. "No, I think they fell out further toward the building." "Then why," asked the friend, "are you looking for them here?" "Because the light is better here," was the reply.

Familiarity Breeds Implications

In drugs educations, we may see this tendency to look for solutions "where the light is better," i.e. where the territory has already been explored and seems more familiar. Certain beliefs about drugs educations have been adopted repeatedly without real evaluation. These beliefs become booby traps for the unwary.

For example, note the repeated use of drugs educations [1]. Use of drug education (singular) is a bobby trap. I saw a headline in a New York newspaper that read "High School Drug Education Proven Failure." This implies that all high school drug education programs are a failure. In fact, the article went on to describe a four-session panel discussion held before an assembly of the students. The panel members were a priest, a police officer, and a nurse. (No educators.) As Swanson has pointed out, drug education is *not* drug education [2]. Each



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Approaching Drug Education With Skepticism

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The 1960s witnessed an increasing concern over the non-medical use of psychoactive drugs. During this period, it became apparent that the use of certain non-sanctioned drugs was gaining in popularity among school- and college-age youth. The resulting visibility and outspoken advocacy of users was accompanied by public alarm demanding that something be done about the "drug problem." Initial reaction was directed to strengthening and enforcing laws as well as providing treatment and rehabilitation services. As the public became more concerned that these efforts were not having the desired impact, they began looking towards education for preventive influence. The tendency of society to refer unsolved social problems to the school is not a new phenomenon, nor is the tendency to blame the school when the problems persist.

The current movement in drug education had its origins in the latter half of the 1960s and over a relatively short period has gone through a lengthy and controversial history. At first a rather simplistic notion appeared to prevail, that all that was really needed was to warn young people against the use of drugs by presenting the facts. Confident that this would provide a solution to the drug problem, proponents tried various

forms of information-giving approaches. A scare tactic type of orientation, based primarily on vivid description of the mental and physical deterioration of addiction, became prominent both alone and in combination with other approaches.

A few years ago, concern grew regarding the existing programs and a careful re-examination found the majority wanting in educational integrity and informational accuracy. Fulton¹ reflected the concerns of others by observing, "We have become so convinced of the nobility of our objectives that we easily rationalize our deceit and dishonesty." Programs based primarily on information-giving and scare tactics were discredited.

Out of this reappraisal, a new generation of drug education thought has emerged. A new concern for educational integrity and honesty has appeared. However, the extent to which this has been carried into practice leaves room for concern.

There is somewhat of a contest occurring in the present drug education scene. In some ways the situation is reminiscent of the merchandizing of snake oil. Researchers

¹G. Fulton, "Drug Abuse Education - Tell It Like It Is," *School Health Review*, J No. 4 (July/August 1972), 33.

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Drug Education: Reducing or Increasing Drug Consumption?

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Abstract

A study was conducted to determine whether a college drug education course affected the students' consumption of drugs. It was found that the course had little effect on drug usage. The assumption that drug education programs should be initiated for the purpose of reducing the use of all drugs is challenged as being too simplistic, and a judicious use of drugs is advocated as a realistic goal for drug programs. The concern that drug education programs may stimulate drug usage is discussed, and some evidence is presented indicating that the college drug program may have caused a slight increase in the use of one substance. The suggestion is made that the students' drug usage be measured in conjunction with a drug education program to determine what effects, if any, the program has on usage.

Introduction

The underlying assumption, which frequently seems to be made when initiating drug education programs, is that drug consumption will be reduced or eliminated by virtue of those programs.¹ On the other hand, it has been claimed that drug education programs may stimulate curiosity and promote experimentation with forbidden and illicit drugs.² In order to test these two opposing points of view, a study was conducted on two class sections of the "Drugs, Alcohol, and Tobacco" course at Montana State University.

Results

During the first week of Winter Quarter, 1976, college students in both sections were asked to complete identical drug usage questionnaires. (See Table 1 for a copy of the questionnaire.) During the final week of the quarter — almost nine weeks later — students in Sections 1 and 2, who previously submitted questionnaires, were again asked to complete the drug usage survey. The question asked on both the pre- and the post-questionnaire was: "Do you use any of the following substances _____?" the purpose being to determine what substances were being used the time the questionnaires were completed.

At the time of the first sampling, in Section 1, 52 females and 41 males completed the questionnaire; at the second sampling, 44 females and 37 males. The teaching method used for Section 1 was the lecture-discussion method. Students were evaluated by means of objective examinations.

In Section 2, 27 females and 23 males completed the questionnaire at the time of the first sampling; at the second sampling, 20 females and 16 males. The teaching methods used for Section 2 were: some lectures, some values clarification exercises; some small group discussions (in which the class was divided into groups of 3-5 persons); some discussions with the entire class; and some peer group education (in which members of the class took turns being responsible for conducting class sessions). Evaluation was done on a contract basis, which included writing a paper on any topic of interest to the student and writing an "open book" essay final examination. The textbooks used in Sections 1 and 2 were not the same.

Table 2 presents the percentage of the people in Sections 1 and 2 who reported using each item at the time of the first sampling. It can be seen that beer heads the list in terms of the highest percentage of users, with over 80 per cent of the respondents reporting drinking beer at the time of the sampling. Better than 32 per cent of the respondents report using marijuana, and about 25 per cent report smoking cigarettes. In this sample, a small percentage of the respondents report using LSD, barbiturates, cocaine, or amphetamines, and no one reports using heroin.

For each substance, a *t* Test for the Difference Between Means was calculated comparing the mean amount consumed at the time of the first sampling with the mean at the second sampling. In this way, *t* Tests were calculated for each of the substances used by the respondents in Section 1, in Section 2, and in Sections 1 and 2 combined. (See Tables 5, 6, and 7.)

No statistically significant differences were found for any of the substances for Section 1, Section 2, or for Sections 1 and 2 combined, with two exceptions. There was a statistically significant increase (at the .05 level) in the use of amphetamines for Section 2, and there was a statistically significant increase (at the .01 level) in the use of amphetamines for Sections 1 and 2 combined.

The oftentimes unstated assumption — that drug education programs will reduce consumption — is not borne out in our study, at least not for the nine week period of instruction. (Perhaps, there might have been a decrease in consumption if measurements were taken over longer periods of time.)

Substantial use of beer, wine, distilled beverages, coffee, soft drinks with caffeine, cigarettes, marijuana, aspirin, and vitamins was reported. There was no statistically significant decrease in the consumption of any of these substances for either section, even though the teaching methods

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TEACHING FACTS ABOUT DRUGS: PUSHING OR PREVENTING?

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Nine hundred thirty-five seventh- and ninth-grade students in two suburban junior high schools were randomly assigned to experimental drug education or control groups. A 10-session fact-oriented drug education program was offered in two formats (student or teacher led) and with three sets of contents (lesser drugs only, major drugs only, or both sets combined). The program was evaluated through the use of a self-report measure of drug information, drug use, and attitudes relating to drug use. Results indicated that relative to controls, subjects receiving drug education significantly increased their knowledge about drugs, their use of alcohol, marijuana, and LSD, and their sale of the latter two drugs, while their worry about drugs decreased. Neither format nor content factors were shown to influence the results of the program. When the interaction among drug use, knowledge, and worry was examined, it was shown that use tends to rise as a function of the combination of increased knowledge and reduced worry. This combination of factors was not sufficient as a predictor of drug use, however, suggesting the influence of other, untested factors. Within the limitations posed by several qualifications, it is suggested that these findings support the notion that drug education may not necessarily be positive in its effect, indicating the need for precise measurement of program outcomes.

There is a growing belief that the use of some drugs such as alcohol and soft hallucinogens is increasing at all strata of society. In response to this, some jurisdictions have sought to control drug use through stricter law enforcement, while others have responded by decriminalizing

the possession and/or use of some drugs (Stachnik, 1972). Whatever the legal response to the presumed rise in drug use, there has been a widespread increase in reliance upon drug education as a preventive measure. At least 24 states now require drug education in the public schools (National Commission on Marijuana and Drug Abuse, 1972), with states such as Michigan requiring "education in health related topics with special reference to the nature of tobacco, alcohol and narcotics and their effect on the human system [*Michigan State School Code, 1955*]."

¹ This research was sponsored by grants from the Office of Drug Abuse and Alcoholism, State of Michigan, and the Board of Education, Ann Arbor, Michigan.

The author wishes to acknowledge the significant contributions to this research made by Sharon Schafer, who both served as a teacher and who coordinated much of the data collection; Ann Patton, who served as a teacher and significantly contributed to the development of the educational program; Patricia Ciriello, who coordinated the coding of the bulk of the data; Kenneth Guire, who planned much of the data analysis; and Lynn Nilles, who both administered the research and edited the final manuscript.

² Requests for reprints, copies of the curricular outline, and the measurement instrument used in this research should be sent to Richard B. Stuart, who is also at Behavior Change Laboratories, 3156 Dolph Drive, Ann Arbor, Michigan 48103.

Drug education has taken many forms involving varying permutations of settings, goals, targets, methods, educators, and contents. Settings have ranged from reliance upon mass media through formalized programs in school and work institutions to individualized counseling in drug crisis centers. The goals set typically call for either the elimination of all drug use or, failing this, the reduction of use to levels

Can the schools significantly moderate America's growing drug, alcohol, and tobacco use problem?
Here, in three articles, is some bad news and some good news.

The Failure of Our School Drug Abuse Programs

BY BERNARD BARD

A mobile Drug Abuse Education Van pulled into the yard of a junior high school in East Los Angeles. For hours, groups of seventh-, eighth-, and ninth-graders were escorted through the antinarcotics classroom on wheels.

They saw exhibits of needles, syringes, and spoons used by heroin addicts; picked up antidrug literature; listened to tapes of a doctor describing a near-fatal overdose; saw color slides of junkies injecting a narcotic into a vein.

Hours after the mobile van left the schoolyard, Dr. Forest S. Tennant, Jr., a physician with a UCLA research group studying the effectiveness of drug education programs in Los Angeles, was summoned to a nearby drug clinic to treat an eighth-grade boy who tried to inject Seconal, a barbiturate, into his forearm. He had missed the vein and hit soft tissue. The boy's forearm was badly swollen and inflamed.

Dr. Tennant recognized his patient and the four boys who accompanied him to the clinic as members of a class that had visited the van that afternoon. He asked what happened.

"The drugs in the van looked so good we wanted to try them," the boys said. After leaving the exhibit, they said, they bought and sniffed cleaning fluid, swallowed pills from their parents' medicine chests, and obtained a syringe from a parent who was a diabetic.

Dr. Tennant and his co-researchers, describing their findings later in a pediatrics journal, said there was no evi-

dence that any of the secondary school programs they observed curbed illegal drug use. Several of the programs, they said, actually encouraged drug use, or else "taught students to handle drugs in a safe manner." The eighth-grader who missed his vein apparently had not yet learned even that.

The observations of the UCLA research group — and the vivid example of failure it offers — are part of a gathering storm of criticism against the drug education programs in U.S. public schools.

Each day of the school year, youngsters file into classrooms to hear teachers describe the dangers of "getting hooked for life" if they ever experiment with drugs, or are herded into movies which warn, "LSD can kill," or that marijuana can produce a "killer instinct," to cite a few documented examples.

Now and then a former addict is brought in to inform students about what it feels like to be "busted" by the law, or to relate the agonies of withdrawal therapy.

What has been the result of all of this drug abuse education, which, by conservative estimate, costs at least \$100 million annually nationwide in programs and personnel?

At one California high school, cited in an extensive Ford Foundation study of school narcotics programs, an ex-addict was "the recipient of phone calls from girl students seeking after-school dates." He was perceived as a very adventurous figure.

A report to the governor by the

Pennsylvania Department of Health found the vast majority of programs unsuccessful. "Frequently," it said, "the students know more about drugs than the instructors."

In Ann Arbor, Michigan, selected junior high school students who took a 10-week course intended to "expose the dangers of drugs" were found later to be less worried about drugs and to have significantly increased their sale and use of marijuana and LSD.

A high school in a Boston suburb cancelled all classes for the day for a "crash program" on drug abuse. Two weeks later, two students picked up for smoking marijuana told the principal, "We figured if it was worth calling off classes to talk about drugs for a whole day, it was certainly worth trying."

The California State Department of Education surveyed drug information programs at 11 secondary schools. It found "a significantly higher degree of drug use" after the programs in four of the 11 schools.

Experts are saying that most drug programs are so bad that schools would be well advised to junk them. "In some cities the school drug education programs which have been brought to our attention have been the cause rather than the cure of additional drug abuse," says Congressman Claude Pepper of Florida, chairman of the Select Committee on Crime, which held hearings on the subject.

The criticisms fall into several categories:

— Teachers are poorly trained. A poll by the Education Commission of the States showed that a third of the 567 teachers colleges replying to question-

BERNARD BARD is an education writer for the New York Post and a frequent contributor to national magazines. © 1975 by Bernard Bard.

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DRUG USE, MISUSE, AND ABUSE INCIDENTS AMONG ELEMENTARY SCHOOL CHILDREN*

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ABSTRACT

The purpose of this research paper was to review recent drug use, misuse, and abuse incidents among elementary school children in order to emphasize the fact that the drug problem in society has spread rapidly in a downward fashion from adults to college and secondary school age students and to elementary school children. It also highlights the fact that elementary school children are constantly being exposed to the drug problem due to the use of drugs by people in their immediate environment and their subsequent carelessness. The research emphatically demonstrates that it is no longer feasible for responsible adults to deny the existence of drug problems on the elementary school level.

Drug Involvement of Young Children Substantiated

The problem of drug use, misuse, and abuse is not new to society. In fact, the use of psychoactive dependence-producing substances for recreational, social, religious, and medical purposes can be traced from the origins of recorded history. Man has used many different drugs for many different purposes for centuries and probably will continue to do so for centuries to come. Recent events, however, are generating worldwide distress.

A shocking aspect of the current drug problem in the United States is the painful reality that in the latter part of the 1960s [1-5] and in the early 1970s [6-33], evidence has indicated that much to the dismay of parents,

*Paper abstracted from doctoral dissertation "Behavioral Objectives for the Drug Education Preparation of K-3 Elementary School Teachers," Teachers College, Columbia University, New York, February, 1975.

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NBC NEWS REPORTS

READING WRITING AND REEFER

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