SENATE EDUCATION COMMITTEE

February 19, 1979

The Senate Education Committee met Monday, February 19, 1979, in Room 402 of the Capitol Building. Senator Bob Brown, Chairman, opened the meeting at 12:30 p.m. Committee members present were Senators Fasbender, Brown, Ed Smith, O'Hara, Anderson, McCallum, Severson, Richard Smith, Thomas and Blaylock.

The committee heard Senate Bill 166.

SENATE BILL 166

Senator Fasbender, sponsor of the bill, stated the issue has been before the Legislature before. He sees the only problem with the bill as being a conceptual one. The bill establishes that all vo-tech centers in Montana will come under total state control. Current local boards would become advisory boards and would work with the state in determining curriculum and other problems on the local level. All funds would be deposited in the state treasury so the state could use its accounting procedures for tracking. He further stated the bill answers the question of governance, and provides for state control which will improve the quality and level of the education which will be provided. He presented a sheet of proposed amendments to the committee.

William Ball, Executive Director of the Montana Advisory Council for Vocational Education, presented his written testimony in support of the bill to the committee (attachement #1).

Marjorie W. King, representing the Board of Public Education, presented her written testimony in support of the bill to the committee (attachment #2).

Jack Gunderson, representing the Montana Vocational Techinical Advisory Council, stated he supported the bill with the proposed amendments. He said he prefers the Board of Public Education as the sole governance body. He had sponsored vo-tech legislation in the past and told the committee the Constitutional Convention and the Blue Ribbon Study Commission had also dealt with it. As a result it finally ended up with the Legislature and they have fragmented it. He said the interim committee felt if local control and local boards are to retain control they should pick up part of the tab.

There being no further proponents, the Chairman called for opponents to the bill.

Page 2 Minutes February 19, 1979

OPPONENTS

Georgia Rice, Superintendent of Public Instruction, presented her written testimony to the committee in opposition to the bill (attachment #3).

George Zellick, Superintendent, Missoula County High School, stated the relationship between the high school and the vo-tech unit is good. They jointly use 17 acres of land and feel they should have some say over the land. Proximity of the building is helpful and they have exchanged services. He felt the state and the community would both lose if changes were made.

Penny Bullock, trustee of District #1, Helena, said local trustees question if they have nay local control but have fulfilled an important part in administration. She said the main thing is that services have been provided to students and that has ahppened because of local concerns. Local control should be continued mainly because of funding. Helena has twice tried to pass secondary vo-tech and has failed each time. She said she opposed the bill.

Paul Justice appeared on behalf of the staff members of the five vo-tech centers in opposition to the bill. He said quality will suffer as money available for services will be cut. He felt faculty interests are in jeopardy. He pointed out that secondary and post-secondary education should be under the same roof, OPI. Mr. Justice also felt local control should be maintained at all costs.

There being no further opponents, Senator Fasbender closed. He said many of the things that were aired had been heard by the Interim Committee on Education. That committee recommended the bill he has submitted without the amendments and a house bill which sets up vo-tech on a system parallel to community colleges. The commity agreed there was a governance problem but there was not a concensus on which way to solve it, therefore both bills were submitted. He rebutted each point of objection to the bill as follows.

Re Superintendent Rice's comments about 236 additional FTE's, he pointed out those people are already in the bureaucracy in that they are being paid out of state funds, but not under state control. If they are under state control, we have the say over salaries and what goes on in their positions.

Re local control being removed, he said unless we get into a funding process as we have in Kindegarten through 12th grade, where a substantial amount of money comes from the local level,

Page 3 Minutes February 19, 1979

the school boards are really not going to get involved in the funding problem and therefore the local control problem cannot really be considered valid. In fact, it simply makes a stronger argument for the bill.

Facilities problem. Senator Fasbender didn't think this was insurmountable. There are procedures for entering into contracts or lease arrangements for buying local interests in buildings, land and/or facilities. It certainly isn't as insurmountable a problem as the governance that now exists. Services could be continued as they are now - there is not need for disruption of those programs.

As to the quality of programs being hurt, Senator Fasbender said he doesn't feel it is a relevant question but will answer by saying that compared to the situation that now exists, programs would be improved by state control. The state would hold the centers accountable for their programs. Staff of post-secondary vo-tech programs in OPI would simply be allocated to the Board of Public Education with no increase in cost or FTE's.

He continued by saying he has no doubt faculty interests would be in jeopardy. There being no state control has added to the fragmentation of programs and staff have developed programs and ideas of their own which are bound to be readjusted in some cases. But as legislators, he pointed out, we are opposed to funding things over which we have no control.

He felt having secondary and post-secondary programs under two separate roofs is all right. He felt the state plan could be developed to serve both with no problems.

He felt legislators need to look at a law which addresses long term needs and problems of post-secondary education. He concluded by saying there is no doubt that SB 166 should pass. If it doesn't he can see great problems ahead for the legislature and vocational technical education.

There being no further discussion by the committee the hearing was closed on Senate Bill 166.

SENATE BILL 428.

Senator Richard Smith left his votes and was excused.

Senator Fashender moved to amend the bill on page 1, line 23 (see attached committee report). The motion carried with Senators Thomas and Ed Smith voting no.

Page 4 Minutes February 19, 1979

Senator Fasbender moved Senate Bill 428 Do Pass As Amended.

Senator McCallum moved there be no action on SB428 today. After discussion, the motion was withdrawn.

Senator Fasbender's motion that SB 428 Do Pass As Amended failed on a roll call vote (see attached sheet).

Senator McCallum moved SB 428 Do Not Pass As Amended. The motion carried on a roll call vote (see attached sheet).

SENATE BILL 329

Senator McCallum moved to lay SB329 on the table. The motion carried with Senators Blaylock, Thomas and Ed Smith absent. Senator Blaylock wished his voted to be recorded as abstaining.

SENATE BILL 218

Senator O'Hara moved SB 218 be laid on the table. The motion carried unanimously with Senators Ed Smith, Thomas, and Blaylock absent.

SENATE BILL 313

Senator Richard Smith moved to lay SB313 on the table. The motion carried unanimously with Senators Ed Smith, Thomas, and Blaylock absent.

SENATE BILL 166

Senator Fasbender moved the amendments to the bill (attachment #4). The motion failed on a roll call vote (see attached sheet).

Senator Fasbender moved that Senate Bill 166 Do Pass.

Senator McCallum made a substitute motion to lay SB166 on the table. The motion carried on a roll call vote (see attached sheet).

There being no further business, the meeting adjourned.

Senator Bob Brown, Chairman

ROLL CALL

	EDUCATION	COMM	ΓI	TEE
46th	LEGISLATIVE	SESSION		1979

NAME	PRESENT	ABSENT	EXCUSED
Sen. Bob Brown, Chairman	X		
Sen. Ed Smith, Vice Chairman	×		
Sen. Jesse O'Hara	X		
Sen. George McCallum	y		
Sen. Elmer Severson	y		
Sen. Mike Anderson	X		
Sen. Chet Blaylock	V		
Sen. Larry Fasbender	X		
Sen. Richard Smith	<u> </u>		
Sen. Bill Thomas	X		

Each Day Attach to Minutes.

DATE ECB 19, 1979

COMMITTEE ON EQUICATION	/

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 Milliam A. Bull Executive Discotor

VOCATIONAL EDUCATION

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SUPPORTING S. B. 166

delivered by

William A. Ball, Executive Director
Representing the
MONTANA ADVISORY COUNCIL FOR VOCATIONAL EDUCATION

Presented to
The Senate Education Committee

February 19, 1979

BALL, EBUCATION. EXECUTIVE CHAIRMAN, I AM HERE DIRECTOR OF LADIES AND GENTLEMENT OF 70 SPEAK IN SUPPORT OF S. B. 166. THE MONTANA ADVISORY COUNCIL THE COMMITTEE. FOR VOCATIONAL AN WILLIAM

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DO YOU: SUPPORT? X AMEND?	OPPOSE?
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RICHARD L. (RICK) REE MARILYN F. MILLER

ASSISTANTS TO THE E



BOARD MEMBERS

EX OFFICIO MEMBERS:

Thomas L. Judge, Governor

Georgia Rice, Superintendent of Public Instruction and Executive Officer of Vocational Education

Lawrence K. Pettit, Commissioner of Higher Education

APPOINTED MEMBERS:

Earl J. Barlow, Chairman Browning

Neil J. Lynch

Butte

Allen D. Gunderson Billings

George A. Johnson Great Falls

Marjorie W. King Winnett

Harriet C. Meloy, Vice Chairwoman

Enid O'Leary Havre

Board of Public Hducation

TESTIMONY RE: SB 166

delivered by

Marjorie W. King Board of Public Education

before the Senate Education Committee February 19, 1979

My name is Marjorie King. I am a member of the Board of Public Education and am speaking today as the designated representative of the Board. I am the immediate past chairman of the Board's Postsecondary Vocational Education Committee, and I have been a participant in the governance of vocational education in Montana for a decade and a half, both as a member of the Board of Public Education since its creation in 1973 and prior to that as a member of the State Board of Education for nine years.

The Board of Public Education has grappled with the vocational education governance system for several years now. We have told the legislature repeatedly that there are serious flaws in the system which interfere with accountable governance, and only the legislature can correct these problems.

At the outset, let me ask this committee to keep their consideration of vocational education governance (i.e., how and by whom the system is managed) separate from how the vo-ed system is going to be financed. These are certainly related questions, but the legislature should decide first what kind of system it wants for managing vocational education, then go on and decide how to finance that system.

As participants in the system, we believe the nature of the governance problem can be accurately characterized as one of <u>fragmentation</u>; fragmentation of <u>authority</u>, fragmentation of <u>responsibility</u>, and fragmentation of <u>accountability</u>. One need not be a participant, however, to recognize that fragmentation is at the root of the governance dilemma. Mr. Oppedahl, in his excellent report, a report requested by and prepared for this legislative body, points to it repeatedly and in a variety of contexts. On page 14, for example, he notes that:

"While the legislature gave the State Board extensive legal responsibility for governing the Centers, control of the administrative structures that implement policy was left with the Superintendent of Public Instruction and local school districts."

On page 31 he says that "it is <u>clear</u> that the Board of Public Education's abilities to function efficiently and be responsible are severely constrained when its executive officer and staff can operate independently of Board control." And on page 35 he repeats that:

"While the present governance structure holds the Board of Public Education for Vocational Education responsible for Center governance, the Board does not have the independent stature necessary to carry out that duty fully. . . ."

Perhaps it is not necessary to quote to you from your own report, but I urge you to study and consider it carefully. You must understand that the root of the problem is fragmentation and that the source of the fragmentation is state law. Until you face that problem squarely and deal with it, all the interim studies you ever want to conduct will be wasted.

There is consensus among a majority of the members of the Board of Public Education that the legislature should act this session to eliminate the blurred lines of authority, accountability, and responsibility which the current law has given rise to. In essence that means consolidating all of these things under the jurisdiction of one agency. Exactly how that should be accomplished will undoubtedly be very controversial, but the Board believes strongly it should be done. Which agency should perform the governance role is of less concern to us than that one single agency should perform it. That agency could be this Board, it could be the Office of Public Instruction, it could be the Board of Regents.

If the legislature concludes that the <u>Board of Public Education</u> should continue to play a role in vocational education governance, we ask that you give us the authority we need to perform our responsibility in a truly accountable manner. We are willing to take vocational education and to accept full accountability for its failings as well as its successes, but we can accept such accountability only if we have clearly consolidated authority and

responsibility. If you can't give us all of it, we strongly prefer you give us none of it.

The Board of Public Education feels that in order for any agency to play an accountable role in the governance of vocational education it must have:

- (1) authority to hire and dismiss its own executive officer;
- (2) authority to hire, dismiss and set the salary of at least the vocational-technical center directors;
- (3) designation as sole state agency and a free hand in the allocation of state and federal dollars; and
- (4) freedom to contract for secondary vocational education services. We think any agency could take vocational education and do a good job with it under these conditions—conditions which SB 166 provides. In the absence of any one of these conditions, the ability to effectively govern vocational education in Montana is greatly impaired.

The House Education Committee recently considered three bills dealing with vo-ed. The bill receiving committee approval, HB 634, would simply continue the fragmented system of vo-ed. If this legislature wants the Office of Public Instruction to administer vocational education, that's fine; we ask only that you relieve us of the responsibility of being "sole state agency"--give that responsibility to the agency where the administrative authority is, the Office of Public Instruction.

During the House committee discussion, I was asked if my testimony meant that the Board was refusing to play a role or refusing to do a good job. My reply was that we simply cannot do a good job under the current system.

Separating administrative authority from responsibility encourages and legitimizes "buck passing"--it makes it virtually impossible to really pinpoint accountability. An example will make my point. Last year a group of Missoula Technical Center students brought suit against the state for cancelling the

aviation technology program in Missoula. Defendants named in that suit were the Missoula County High School district, the State of Montana, the Board of Public Education and its members, the Superintendent of Public Instruction, and the joint State Board of Education. The program was cancelled because there was not enough money to continue all vo-tech center programs and the cost of the aviation program led to a recommendation to the Board that the program be discontinued. Relying on that recommendation, the Board approved cancellation of the program. About ten days ago, the court ruled that someone at the state level was in fact liable for damages. The court went on to dismiss the action against the Superintendent of Public Instruction, the joint State Board of Education, the Missoula County High School district, and the State of Montana. Only the Board of Public Education remains as a defendant. We end up with all the responsibility; the same kind of responsibility we have if there are federal audit exceptions in fiscal matters, which are decided by someone else and over which we have no control; the same kind of responsibility which can be so easily passed on to this Board when the going gets tough and when local and state vo-ed managers need someone to assume responsibility for their actions and their recommendations.

The Board of Public Education has attempted to discuss with you as frankly and forthrightly as we can, our assessment of the vocational education governance problem, and we request your serious consideration of the things we have said here today.

Thank you.

NAME: Jack Floriday	DATE: Zar Mark
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OFFICE OF PUBLIC INSTRUCTION —

STATE CAPITOL HELENA, MONTANA 59601 (406) 449-3095

Georgia Rice Superiatendent

February 19, 1979

TO:

Senator Bob Brown, Chairman

Senate Education Committee

FROM:

Georgia Rice, Superintendent

Office of Public Instruction

RE:

Senate Bill Number 166

I respectfully appear before you today in opposition to S.B. 166 for the best interest of vocational education at the vocational technical centers.

- 1. The Board of Regents have voted publicly that they do not want the postsecondary vocational technical centers. It is my opinion if a task is forced onto a board or group, the obvious result is deterioration because of disinterest. (Please see attached news article.)
- 2. As a representative of the people of Montana I must oppose any bill which inflates the number of state employees by 236.
- 3. The removal of the local board of trustee's involvement, in my opinion, means the removal of the grass roots control, local investment of time and money and is also contrary to the philosophy which has prevailed in Montana since statehood.
- 4. Creating a structure which would encompass six major units of the university, three community colleges and five vocational technical centers for a total of fourteen units is a serious move and must be carefully considered.
- 5. I believe that it is time to compliment the local people, district trustees and administrators for what they have accomplished rather than threaten them with extinction.
- 6. Finally I believe in vocational technical education, in local involvement and in methods of improving without gross increases in state structures.

In the best interest of the students in the vocational technical centers today, I urge a do not pass on S.B. 166.

Attachment

CONTOIN OF 5 VO-00 SCHOOLS

1/30 the policy committee. Regent grouped in four categories, accor- Johnnie Moore, assistant the governance of five e "with all their nd called for the Peterson said the board

were listed because it was obvious: projects on his campus. Prioritids all the projects would not be fundeant the motion : unit president to argue for building In effect, the regents freed each \$24,785,000. 4 3-2, with

Psychology Addition and funds to ich aro i new Fina Arts Building in category, the completion of the Science a supplemental appropriation for nd a list he list by the nprovepreak a ously to

ects for the university system, for it the sum of about \$6 million. Some of the projects are far down on his priority list. UM would be funded .. for maintenence, handicapped . Gov. Tom Judge has recommended funding for eight capital pro-

something to save the position of

ding to how high a priority the professor of geology."

have the time or the staff to 🔶 regents deem each project to be 🔆). Moore was a victim of last year's 🛂 The total price tag of the list is faculty cuts at UM, and was kept on through a grant and a leave of absence, Moore teaches advanced this year on soft money obtained students said is an essential area of stratigraphy, which geology expertise.

geologists working in oil and gas and said it is nocessary for For the University of Montana," graduate student, told the regents Building In category 1, the Clinical: exploration or for government the list includes maintenance and i stratigraphy is "one of the basics," Sheila Fountain, UM geology agencies such as the Forest Service. ...

handicapped in category 2, library [1] - "People like this man," she said equipment in category 3, and a_N of Moore. "He's a fine teacher."

She also informed the regents In his proposed state budget, Cenrollments, the goology enroll-"even in the face of declining ment has continued to go up."

solid curriculum in stratigraphy,? she and many other students . And, she said, if the UM geology department does not have a good would have to go to school out of state.

appeal to the regents to do tight "to save someone, we'd have A contingent of UM geology. UM President Richard Bowers students attended the meeting to told the regents his budget is so to cut someone else."

clary Committee gave approval wi out debate to a bill that would alle victins of sexual assault - usual - to testify in court Land (Ap) - The Senate 3 videotupe, ''' '

The only opposition to the bi sponsored by Rep. Fred Van Valke burg, D-Missoula, was in a lett from Cut Bank attorney Barney Re Rengan said the bill violates co stitutional provisions for public triand that videotaped testlinony wor flow victims to hide from both the assulants and the lury, ereating Several attorneys on the committee pointed out that current law allo videotaped testimony of rape yiethn They said the new proposal wor merely extend that right to victims other types of sexual assunft.

Van Valkenburg and other w nesses testified that videotaped tea mony is helpful to rape yletims a would be even more helpful to cl County deputy atterney and represe ative of the Mornena County Attorne couraged to testify in person but it young children are not.

Karen Townsend said it is "a prefrightening prospect" for a you Tolkid to sit in the witness stand a tell a courtroom what happened She suid videntaping also wor preserve the testimony, since you children have a "natural protecti instinct" that prompts them to for, of defense and prosecuting attorna in response to Reagan's whice the Townsond cited the fact that torus President Gerald Ford was allowed ynette "Squenky" Framme, w

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STANDING COMMITTEE REPORT

February 19, 19 79

MR. <u>Presideat</u>		
We, your committee on	Racation	
having had under consideration	Sonate	3ill No423

Respectfully report as follows: That Senate Bill No. 420 incroduced bill, be amended as follows:

l. Page 1, line 23.
Following: ","

Insert: "when the voted general fund lavy for a school district equals or exceeds 30% of that district's maximum general fund budget without a vote, excluding that portion provided under Title 20, chapter 7, part 4,"

And as so amended, DO NOT PASS

Chairman.

Proposed Amendments to Senate Bill 166 --Introduced Bill--

1. Page 1, line 17.

Following: "board of"

Strike: "regents"

Insert: "public education"

2. Page 1, line 18.

Following: "(2)"

Strike: ""Commissioner" means the commissioner of higher education" Insert: ""Professional assistant" means the professional assistant

appointed in 20-2-122."

3. Page 3, line 13.

Following: "the"

Strike: "commissioner"

Insert: "professional assistant"

4. Page 3, line 14.

Following: "The"

Strike: "commissioner"

Insert: "professional assistant"

5. Page 7, line 3.

Following: "education"

Strike: "regents"

Insert: "public education"

6. Page 23, line 11.

Following: "of-public-education"

Strike: "regents"

Insert: "public education"

7. Page 24, line 25.

Following: "education"

Strike: "regents"
Insert: "public education"

8. Page 25, line 12.

Following: "education"

Strike: "regents"

Insert: "public education"

9. Page 26, line 23.

Following: line 22

Strike: "regents"

Insert: "public education"

10. Page 27, line 16.

Following: "board of"

Strike: "regents"
Insert: "public education"

Page 30, line 2.

Following: "of"

Strike: "regents"

Insert: "public education"

Page 30, line 17.

Following: "or"

Strike: "center"

Insert: $\overline{}^{n}$, in the case of a center, the board of public education"

Page 31, line 3.

Following: "board of"

Strike: "regents"

Insert: "public education"

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14. Page 32, line 10.

Following: "or"

Strike: "center"

Insert: ", in the case of a center, the board of public education,"

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Senator Ed Smith, V. Chairman		X
Senator Jesse O'Hara	X	
Senator George McCallum	V	
Senator Elmer Severson	X	
Senator Mike Anderson	Y Y	
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Senator Larry Fasbender	V	
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SENATE COMMITTEE

EDUCATION

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committee report.)

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Senator Elmer Severson	X	
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