

MINUTES OF THE MEETING
FINANCE AND CLAIMS COMMITTEE
MONTANA STATE SENATE

March 18, 1981

The 24th meeting of the Senate Finance and Claims Committee met in room 108 of the State Capitol Building on the above date. Senator Hims., Chairman, called the meeting to order at 9:11 a.m., roll call was taken with all members present.

CONSIDERATION OF HOUSE BILL 664: This bill was explained by Representative Vincent, House District 78, Bozeman as a bill to help kids. He said, I agree with the intent of this bill and feel good about the program in this bill. It would allow SRS to establish a grant program to help kids of divorced parents. 45% of the children in Montana schools today come from divorced parents. They are 3 times as likely to be expelled or suspended from school. It is tough on kids that come from divorced families, and while there is a lot of help available to parents there is very little available for kids. This bill would allow a grant be given to non-profit organizations who met the criteria. On page 2 there are a number of stipulations one of which is that only 5% would be for administration costs, the remainder to be used in the program itself. The funding does not come from the general fund but a proposed fee for divorce--a filing fee, if you wish, which would be \$20. If you approve of the concept of this bill then there is really no better source than to get it from the people who will be leaving children in a single parent home.

Representative Vincent continued by saying the people getting the divorce will be asked to make a contribution to programs that will help their kids to adjust to the traumatic experience of divorce. He said the bill calls for earmarked funds in an SRS account to be applied directly to the SRS account. This is such a logical way of funding that I think earmarked is appropriate here.

Dave Towe, Big Brothers & Sisters said their organization in Helena has been 95% successful in increasing behavior in kids. He said he was not here as an advocate of Big Brothers & Sisters, but rather as an advocate of children who have come through divorce. He continued by saying one of our schools in town 46% of the kids are from divorced families. Montana has one of the highest divorce rates in the nation. 56%. On a national average when it declined nationwide they did not do so in Montana, it went up. Another thing is the cost effectiveness. If you work with them in a preventative way now, it will save money later. They went back and checked and found that between 65% and 95% of the kids in institutions (correctional) were from broken homes. I would urge your support of this bill.

Dick Meeker Probation officer for Lewis & Clark and Broadwater Counties said that a lot of the kids we deal with are from divorced families. They have very little involvement in life other than watching T. V. or doing something with their friends. My idea is that a preventative program is necessary to reduce the rate of juvenile delinquency problems. By the age of 12 or so they are on their way to a criminal life of some sort. If we are going to prevent juvenile delinquency we are going to have to work with them early.

Jonas Rosenthol, Gallatin Big Brothers and Sisters. He handed out exhibit 1 which is a packet of information on troubled kids from divorced homes. In Gallatin out of 413 criminal offences 25% of them were kids and that is one of the lowest in the state. I worked at Warm Springs State Hospital with kids, and with Big Brothers & Sisters with over 100 kids. We are not always successful, that is not possible. He gave an example of Steven Judy, the fellow that was electricuted who gave a story to the press. He had murdered and raped a woman and drowned her three children. The kid said "Nobody gave me a thing. At 10 years old they could have solved this. Nobody gave me anything". I am sure there are a lot of others who have this same philosophy. I would rather work with kids in communities than in institutions.

There were no further proponents, no opponents. Senator Hims1 asked if there were questions from the committee.

Senator Aklestad: How much money do you propose this will generate? Representative Vincent: Our original estimate was \$105,000 over the biennium given the current rate of divorce in Montana. Since then there have been some other projections that put it up somewhat higher and I am not sure what the final results will be.

Senator Aklestad: This money will be allocated to? Vincent: The money (the \$20) would be paid at the commencement of the proceedings. It would then go to SRS in an earmarked account. Various local controlled programs would submit to SRS and require funding and if their program were approved they would get grant money back in the local level.

Senator Aklestad: How many additional SRS FTE? Vincent: They have not indicated there would be any additional.

Senator Aklestad: Every budget the SRS has, they always say the FTE are not enough. Vincent: I talked to Judy Carlson on several points in regard to this bill.

Senator Aklestad: Are there any divorced parents here who will be paying the bill? I guess after the divorce they won't be paying it but they will be, -- no one here?

Representative Vincent: I would be surprised if someone contemplating divorce would even know of the bill. We are not trying to hide the fact that there is no free lunch. If you are going to have a program this is the most logical place to get the money. It is the parents who are producing the children.

Senator Aklestad: Why is Montana so high? Do you know? Vincent: No, I really don't.

Senator Himsl: Let's stay with the bill. There is no way he could answer this. There is another bill of Representative Waldron and I understand you agreed to hold this bill until the other one comes in. Vincent: We wanted to present this one today. In the other one they want to establish the same sort of funding for divorced homemakers.

Senator Boylan: I think it is good you have only 5% for administration. Really what would it buy? A suit of clothes, books or what? Vincent: I can't give you a general answer, it would depend--we are talking about a program. Some might be counseling, and I could see a film being part of that counseling as well as books and other written material. It will involve time and criteria. The important thing is a set of criteria approved by SRS and they would decide which had enough merit to get the funding.

Senator Dover: I realize there is no free lunch and the ones with the problem will be paying for it, but who pays the \$20? I got a call from a girl the other day and she wanted me to help her out of a mess since she didn't have enough money to do it herself.

Senator Story: Would this be a fee from each? Vincent: No a fee on the filing.

Senator Dover: Generally it is the mother that files and sometimes they will be lucky to get by on filing and she has an immediate problem and can barely handle the divorce fees.

Senator Story: Under the old divorce laws sometimes they filed against each other. Would they then pay \$40? Senator Stimatz: No, 20 and 10. The person who made the appearance paid \$20.

Senator Dover: If no fault, who files? Stimatz: The ones that I have done which are very few, only one files. Senator Story: That is usually the injured one.

Senator Keating: What would the total fees for someone filing for divorce be? I don't know what the current fee is. \$20 for one and \$10 for another one, etc? Vincent: Clearly on this there is only \$20.

Senator Hims1: That only referred to section B. The other distribution is in the law. He just amended that one section.

Senator Van Valkenburg: Why shouldn't this fee be attached when the divorce is granted and a petition is filed? Why shouldn't it apply only in cases where no children? Vincent: That is correct. I have no real problems with the amendatory language you have offered. The most immediate effect is that it cuts down on the amount of money generated. I haven't given that much thought as to the fee at the onset rather than the completion of the settlement.

Senator Aklestad: A lot of times there is a divorce filed and they don't go ahead with it. Vincent: How many times that happens I don't know, but you are right.

Senator Aklestad: On page 3, line 7 the Department can use only 5% . On line 7, as much as they want for these things? Is that correct? You give the Department that latitude? If under your definition it is that way, we should look more.

Senator Smith: I served on the subcommittee and if it was not in the law we ignored it. I don't think there is an agency of any sort who could operate at 5%. Most used 10 to 15% for administration expenses.

Senator Haffey: I think it's a good concept. I think Senator Van Valkenburgs amendments would improve on it. Are there other programs in Montana that would do what you are asking to be done here? Vincent: I do not know the answer in the definitive nature. For the most part if they do exist it would be private and would involve a lot of money. I do know of kids who have been excused from school to have counseling from a psychiatrist. In those cases the parents have had a lot of money.

Senator Haffey: This is a need you have become aware of and that people have told you about? Vincent: I didn't sit down and think of this bill. It was suggested to me by various people and being a school teacher, I am sensitive to the problem and it simply made sense to me.

Senator Haffey: In other states, are you aware of any programs similar to this? Vincent: I don't know. I have not researched to that extent.

Sentor Haffey: Has Judy Carlson or any of them indicated that it would satisfy a real need? Vincent: It is difficult for me to speak for them. Some people are here to talk about it. They have not taken a position, they have some problems with earmarked funds and like Senator Van Valkenburgs amendments.

Senator Keating: I would like to check with the man from Big Brothers and Sisters. You mentioned that this money could be used for a development of a curriculum for the kids. In your

program isn't it done pretty much on a voluntary basis and in a group awareness rather than a curriculum? Rosenthol: In our program, yes, but it could be used by others this way.

Senator Keating: What kind? Rosenthol: It can be damaging to kids with some of the programs they have in school. They have a fathers day, for instance--and no father. Books in the schools refer to parents, an example is a problem says if your Mother has 3 apples and your Father has 2 apples, how many apples do they have, and for a lot of kids they never get over three apples.

Senator Keating: This presentation of disturbed and troubled kids, are any involved in second marriage cases? Are those the statistics on first divorce and 2nd marriage also? Rosenthol: The statistics do include second marriage and the preface says kids in a single home at least one year.

Senator Smith: Last year we passed a fee on the couples buying a marriage license. This year on divorce. Aren't we asking them to pay for those who have children without being married? We may find they say it is too expensive to get married.

Senator Vincent closed by saying, I think there is a serious problem When we talk about adding a fee or a tax or anything else it affects many. It is an uncomfortable problem. This is a fee with a logical source of funding for the program. This is a bill that needs to be considered on the concept. Many of the questions are more technical than the question of the concept. If we are going to prevent crime down the road we can do nothing better than to experiment with a program like this. Given the statistics, we will pay but it will be more later on down the road if we don't take some positive action to help now. We could even agree with a sunset program.

Senator Hims1: Do I understand that you and Representative Waldron have agreed that these bills come together here? Vincent: We have in essence agreed to that. The reason is that it reads almost the same as this one. It establishes the fee and puts it all into another program. We have agreed to wait and hold the bill. I don't want to get into a situation where we are in a competitive circumstance with this bill and the other one. We don't really want one to go down because of the other.

Senator Hims1 declared the hearing closed on House Bill 664.

CONSIDERATION OF HOUSE BILL 833: Senator Hims1 said this is a bill that would take care of some of the problems of escapees at the State Prison. Representative Moore is the chief sponsor but Curt Chisholm, Deputy Director of the Department of Institutions can present the bill.

Curt Chisholm, Dept. of Institutions said this is a prison security bill to beef up the security of the Montana State Prison. Currently there is a type 3 single coil barbed wire.

Representative Moore came in and said they had researched this new wire and there were two manufacturers making the wire. They can both get it out in 2 weeks and can install it in 30 days. He said Mr. Chisholm could present the bill better than he and he would go back to the other committee meeting.

Pictures were passed out along with samples of the various wire for the committee to look at, and Mr. Chisholm continued with the explanation of the bill. He said the present wire has been tested by the inmates, it is not able to contain them. They can breach the fence and get away from us. He explained the way the wire was built, stretched to a point, and where it was to be installed. He said he could not guarantee there would never be anyone get through it since no security is proof against penetration given time and the devices to penetrate it. We want them to be forced into a delay situation that can allow us to stop them through the alarm system and give us time to get them.

Senator Himsl: You have no experience with this to draw from? It costs \$150,000. I am surprised there are no comments from Senator Smith since this must jar him.

Senator Smith: It definitely jars me.

Senator Himsl said since there were no further proponents and no opponents he would then recognize Senator Smith first.

Senator Smith: First, I would like to comment. The same gentleman appeared before our finance committee and we were told at that time that 6 escaped definitely because the guards did not respond to the alarm. If they didn't respond, how would fence eliminate them escaping? Chisholm: We had not had any evaluation of any of the non-escape methods at that time. It is true that some of the people used bad judgment in the 6 that escaped in November. We have since conducted tests on how long it would take to go over the fence. It took 20 seconds by security people to breach it. Inmates have made it in less. A pair of gloves and a jacket is all they need. We cannot catch them fast enough--they get through the wire and into the weeds and we cannot find them until they are gone.

Senator Keating: They can go through it in no time at all. The last 4 had no problem at all with the wire, is that correct?

Chisholm: Yes. Keating: Why do you think more wire will do it better? Chisholm: This wire was developed by the army to protect the military installations. This is a coiled wire and if it is breached, it will collapse.

Senator Aklestad: In the past we did not have equipment to detect the escape? Chisholm: The perimeter has fence alarms.

The problem is that the 3 barbed type is not delaying long enough.

Senator Aklestad: What is to prevent a heavy mattress or whatever being thrown over it and still going over it? Chisholm: A complex breaching device could be moved but it would take two or more inmates to put it in place, it would have to be big enough to take more than one inmate, which would force them to work in teams and use a complicated breaching device. This would be a real delaying system.

Senator Aklestad: You or someone, testified it was not seconds, but minutes--3 minutes or some such thing on the one fence. So many pounds of pressure and it sets off the alarms. Why, if it took 3 minutes and it was people error, won't you still have the same situation? Chisholm: In the one, the hinge pin went off and it was not reported in by the guard. He looked down but did not go down. He could not see anything and he thought it was a faulty alarm. There were three or four minutes delay between the time the alarm went off and the second alarm went off to indicate the fence was being breached. It was night. That part of the fence could not be observed from the tower. Because of the curvature of the fence it could not be observed from the tower nor from the Sally port.

Senator Van Valkenburg: Is this money to be used for anything but wire? Chisholm: There is \$4,500 to sterilize the ground between the two fences so that weeds and grass do not grow in and plug the area visually. Also, there is money in for installation of the wire.

Senator Van Valkenburg: There is nothing in here for a new tower? Chisholm: There is another bill in to build another tower for the prison.

Senator Van Valkenburg: How long has this barbed tape been on the market? Chisholm: It is manufactured by Monbury & Clark Manufacturing Company. We found out about it through the Federal prison system. The state of North Dakota is converting their institutions by using this type of barbed tape.

Senator Van Valkenburg: Where, precisely is this group going to be? Is it on the ground between the fences or on the top? Chisholm: (drew picture on blackboard) explained the location of the wire as both. There would be a total of 8 rolls.

Senator Aklestad: We have had a problem with weeds blowing in. What are you going to do? Chisholm: We do not want them to get garbaged up. We have to keep it clean.

Senator Haffey: There has been a lot of talk about one time when the security personell did something. This was not a general thing, according to the testimony before the LRB committee. New buildings were added since 1975 and had a great deal to do with the problem of visibility. After this wire is in and when it is stretched, is it too taught to fold over? Chisholm:

It comes in 60' sections and cannot be stretched more than that. It is controlled by an aircraft type cable that keeps it from stretching. It is cable that holds it in rolls.

Senator Haffey: The wire that is there now is such that it is so taut that persons can throw blankets on it, lay down on it and go over. On the new one the wire will fold over.

Senator Keating: What is the life of the wire? Chisholm: I am not sure. An almost indefinite life. Perhaps 20 years or so from now we will have to check it over etc.

Senator Keating: Would we use the wire that is there? Chisholm: We will use it in other areas.

Senator Haffey: In regard to the alarms. When the guard or security person hears an alarm the guard goes off and indicates an area. The prisoners understand this also. The guard goes to the area and the area is large enough so that the guard can miss the prisoner and still be doing his job. Chisholm: Also by the time the guard gets there he is in the weeds and gone.

Senator Haffey: They can't just take a shot at going to the right place in there? Chisholm: No.

Senator Himsl: The other evening perhaps you saw the picture of the Berlin wall. They don't use this sort of thing. They have a big round thing that looks like a culvert and it is at the top and there is no way for them to get ahold of it.

Senator Keating: How much does it cost to get a guy back in? Chisholm: We call everyone out. It means time and a half for guards. Local sheriffs and sometimes we have to cover a repair of a vehicle or help them with time. We want to be sure the state does not get into a case where someone who is really dangerous gets into more trouble.

Representative Nordvedt was not present to present his bill, House Bill 653. Senator Himsl announced it would be heard at a later date.

Senator Thomas: We have gone over to the prison. The types of people are more hard-core. We get huge numbers of people. There was a section between 2 buildings that was a blind spot.

DISPOSITION OF HOUSE BILL 833: MOTION by Senator Thomas that House Bill 833 be concurred in. The vote was unanimous of those present except for Senator Keating voting no. Senators Story, Boylan, Dover and Regan were absent.

DISPOSITION OF SENATE JOINT RESOLUTION 24: Motion by Senator Jacobson that SJR 24 be amended. Amendments attached. Voted, carried unanimous of those present.

MOTION by Senator Haffey that SJR do pass as amended. Voted, passed, unanimous of those present.

DISPOSITION OF HOUSE BILL 69: Senator Himsl said this is the Community College funding bill. It was the result of an interim finance committee recommendations. Senator Regan was on this committee, and this is the plan that was developed. It is the basis on which the funding is taking place. It does not materially increase the state contribution.

Senator Aklestad: I don't know that the committee really adopted it. This was the recommendations, but I am not sure if they ever adopted it.

Senator Smith: We requested a study and asked the Legislative Finance Committee to come up with something to work out some of their problems. I don't remember of our Legislative Finance Committee endorsing this final bill. Do you, Curt?
Curt Nichols, LFA: No, I don't.

Senator Smith: It is up to this committee to make the decision.

Senator Keating: This is merely a procedural bill and the Board of Regents are really responsible. Apparently we know that there was nothing special as far as a procedural change and there were sufficient proponents feeling it would be beneficial to the system.

Senator Nelson: The community colleges were not exactly happy with this and thought they could come up with the amendments. Bill Lannan got ahold of the rest of the Presidents. They talked it over and decided it was too complicated to put the amendment in and would work with this for two years and then could come in.

Senator Haffey: What was the reason and the effect of the amendments that Bill Lannan wanted to put in? Nichols: It would remove subsection G of section 4. It would allow Regents to approve a budget amendment if enrollments were higher than projected. Currently they would not be able to spend that, they would have to carry it over to apply to the levy in the second year.

Senator Haffey: Has this been addressed in the past? Wasn't there a blue ribbon committee or something on the colleges?

Senator Himsl: Every biennium. Somebody comes up with the idea that we have too many to support. Three vo-techs were planned, the program facts of life ended up with 5 of them. They have wrestled with closing Western and one with Dillon. The political reality is that they are here. We have them. We will have to support them. I am a great believer in community colleges with the continuing adult education. It is the most exciting thing and it is popular all over. The question is how much can we support in the state. Glendive and Miles certainly should have one. The problems exist here. They start out on the ANB program and we took them off. Now the financing is about the same as before as far as the state expenditure is concerned. This is merely a formula.

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MOTION by Senator Thomas that House Bill 69 BE CONCURRED in.

Senator Hims1 said the appropriation is based on this bill,
and Senator Nelson answered that is right..

Vote was taken, motion passed with Senator Aklestad voting no,
Senators Story, Boylan, Dover, Regan and Johnson being absent.

Senator Hims1 announced that beginning Monday at 8 a.m. the
committee would be reviewing House Bill 500. There will be
no public hearing unless something has been missed or whatever
and then the person will be allowed to give a brief presentation
on it. Hearings were thorough in the subcommittees, and the
Chairman of those committees will be asked to give the present-
ation.

The meeting adjourned at 10:42 a.m.



Senator Hims1, Chairman

ROLL CALL

FINANCE AND CLAIMS COMMITTEE

47th LEGISLATIVE SESSION - - 1981

Date

3/18/81

NAME	PRESENT	ABSENT	EXCUSED
Senator Etchart	✓		
Senator Story	✓		
Senator Aklestad	✓		
Senator Nelson	✓		
Senator Smith	✓		
Senator Dover	✓		
Senator Johnson	✓		
Senator Keating	✓		
Senator Boylan	✓		
Senator Regan	✓		
Senator Thomas	✓		
Senator Stimatz	✓		
Senator Van Valkenburg	✓		
Senator Haffey	✓		
Senator Jacobson	✓		
Senator Hims1	✓		

3/18/81

Finance & Claims

BILL

NO. 4653-833
664

VISITOR'S REGISTER

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1 Doubled 'kids' come from broken homes

CINCINNATI (AP) — Children from broken homes cause a strikingly disproportionate share of discipline problems in schools and fare far worse academically than their peers from two-parent homes, according to an extensive new study.

For every two-parent child disciplined, the study says, teachers took 1½ task three one-parent children. Comparing children from broken homes to those with both parents, the ratio for dropouts was 9-5; for expulsions, 8-1.

And with the national divorce rate still sharply rising, the problems seem certain to worsen.

The study — conducted by Dr. Frank Brown of Melbourne, Fla., for the Charles F. Kettering Foundation of Dayton, Ohio, and the National Association of Elementary School Principals — is examining the behavior and achievements of 18,244 children, grades one through 12, from all economic and social levels.

Fewer than a fifth, 18 percent, come from families with one parent — the bulk of them from homes broken by divorce. Yet they account for 23 percent of the disciplinary actions, 25 percent of the dropouts, 26 percent of suspensions and 27 percent of expulsions.

For all children in the study who have had disciplinary contact with juvenile authorities, 36 percent come from one-parent homes, 31 percent from two-parent families and the rest live in foster homes, with relatives or on their own.

In the inner city the figures are worse. "Of 200 delinquent children in Washington, D.C., 175 came from

single-parent homes," Brown said in a telephone interview.

And according to the U.S. Census Bureau the rising divorce rate means 48 percent of school children during the next decade will come from one-parent homes.

"It's a frightening statistic," Brown said. "Everybody is concerned about the marriage thing. This is the first national survey to find out what happens to the children."

The study involves a cross-section of 26 schools in inner cities, small towns, suburbs and rural areas in 14 states: Arizona, California, Colorado, Connecticut, Florida, Illinois, Indiana, Massachusetts, Michigan, Nebraska, New Jersey, Ohio, Washington and Wisconsin.

He said the study was spawned by a 1979 Gallup Poll, paid for by the Kettering Foundation, which showed the public believed the No. 1 problem with schools is discipline, not finances.

The preliminary conclusions are based on the first semester of the 1979-80 school year. The results of the second semester are to be evaluated in July by participating schools, but Brown is already making recommendations.

"First, the schools are going to have to update their records to identify the one-parent students. We ought to have a dean of students at night to meet with the single parent before the students are suspended, or at least appoint an advocate for the student."

"That's partly the reason this group is suspended at a much higher rate. The schools couldn't contact the parent," Brown said.

WASHINGTON (AP)

Schoolchildren from single-parent homes are far more likely to be low achievers and trouble-makers than their classmates from two-parent families, a new study shows.

The National Association of Elementary School Principals and the Charles F. Kettering Foundation of Dayton, Ohio, on Monday released the findings from the first year of a three-year study of 18,000 students at 26 schools in 14 states.

The study, entitled "The Most Significant Minority: One-Parent Children in the Schools," recommends that schools update their records frequently to keep track of changes in family status so they can help youngsters cope with the trauma of divorce, separation, or death at home.

"It is clear from our research that these children require far more help and attention from the schools than they currently receive," said Paul Houts, editor of a magazine published by the principals' group and a director of the study.

The study found:

- 20 percent of the elementary school children and 15 percent of the secondary school students in the survey were from single-parent homes.

- 40 percent of the elementary school children from single-parent families ranked as low achievers, with grades of D or F, compared with only 20 percent of the children from two-parent homes.

- 34 percent of the secondary

school children from single-parent families were low achievers, compared with 22 percent of the others.

- The single-parent children were more likely to be late, truant and subject to disciplinary actions.

- In secondary schools, they were three times more likely to be expelled and twice as likely to drop out.

"These disturbing findings suggest how seriously family dissolution can impair children's school performance," said Houts.

John Ourth, the principal of Oak Terrace School in Highland, Ill., and president-elect of the principals' association, said, "As educators, we agree that the schools' primary function is instruction. But we also know that a child who is in crisis cannot learn until school personnel recognize the crisis and take steps to ameliorate the effects of the crisis."

Houts, in an interview, said most schools do not know when a child's family situation changes "because kids usually keep it a secret when there is a divorce or separation."

The study said teachers and principals should look for warning signs children display of trouble in the home, including a sudden gain or loss of weight, fatigue, moodiness, lack of concentration and "attention-seeking through negative behavior."

Houts said a Census Bureau study has estimated that 45 percent of all children born today will spend at least one year living with only one parent, most because of divorce or separation.

7380 Children of singles have more problems in school

1/31/81

Children from single-parent homes growing concern to school principals

By JAY GOLEY
Tribune Staff Writer

Middle school graduation was coming up, and the little girl had a problem she took to her principal. Mom and Dad were coming to the ceremony, but "please don't give me tickets all in a row."

Recently divorced, the child's parents were still feuding. Their daughter wanted tickets that would keep them far apart.

The principal was John Ourth, an Illinois educator who spoke to Montana elementary school principals at their convention here Friday.

Ourth, president of the National Association of Elementary School Principals, told the story to make a point: that children from single-parent families, especially the ones caused by divorce, have special problems.

School officials, Ourth said, have a responsibility to their single-parent students, a burgeoning group that already accounts for 20 percent of U.S. school children.

The dramatic increase in divorce rates of the past decade has meant a corresponding upsurge in the numbers of students who live with only one parent, Ourth said. In the 1980-81 school year, 50 percent of the nation's students are expected to have lived in a single-parent home at some time in their lives, he said.

Added to the estimated 12 million children with a single parent, he said, are an increasing number who live in "reconstituted families," with remarried parents.

Those children, he said, often experience more trauma than those with one parent.

A study, conducted jointly by the Charles F. Kettering Foundation and the National Association of Elementary School Principals, found that



John Ourth

single-parent students don't fare as well in school as their two-parent counterparts, Ourth said.

Although the 18,000 students studied accounted for only 20 percent of the students in their schools, they made 28 percent of the Ds and Fs and only 11 percent of the As and Bs, he said.

Disciplinary problems were also more severe for single-parent children. They accounted for 27 percent of disciplinary actions.

Attendance records were about the same for all students, leading to the belief that something about the home lives of single-parent children was responsible for their lower achievement.

Most single parents — about 90 percent — are women who raise their families on less income than men, he said.

"That is caused by the great loss of economic ability," he said. Wives enter the labor force with less earning power than their former husbands.

Child support payments might help, but few women get full, regular checks, he said. Averages range from 11 percent from spouses with less than a high school education to 45 percent from those with college degrees.

Ourth urged the principals to consider changes in their schools to accommodate the single-parent child.

Counselors, he said, should be available when single parents are able to visit them. Too often, he said, mothers being paid hourly wages can't afford to take time off from work during school hours.

He suggested the hours of 2 to 9 p.m.

Instituting after-school care centers in the schools would give children a quiet place to study, he said.

"One of the things that will happen if you do this is that we do a better job of homework," he said. "Many after-school care centers are zoos."

Educators should also remember, Ourth said, that "children who are shuttled from custodial to non-custodial parents often don't have time for homework."

He cautioned against assuming all single-parent children are cut from the same mold.

"Be so kind as to not leave with a stereotype," he said. "Leave with the understanding that there are children who live in circumstances not under their control."

Remember, Ourth said, that "all of us have certain biases."

Control them, he said. Don't expect single-parent students to be low achievers — most will do as well as other children, he said.

And, Ourth said, principals and teachers should be sensitive to the feelings of children who have just one parent.

Drawings and stories of "normal" families marching around elementary school classrooms are not good, he said.

"Fully 20 percent of the students in your classrooms will say 'There's something wrong with me — I don't have that kind of family.'"

Children of divorce triple in 20 years

WASHINGTON (AP) — During a period when the number of children in the United States declined, the number of them affected by divorces tripled, the Census Bureau reported Sunday.

The new study, "Divorce, Child Custody and Child Support," reports that the nation's divorce rate has climbed from 2 per 1,000 persons in 1940 to 5.1 per 1,000 in 1978.

"If the current level of divorce continues on a lifetime basis, the proportion of marriages ending in divorce may be close to 40 percent," the bureau said.

In 1956 there were 361,000 children involved in divorces, but by 1976 the number had risen to 1,117,000. However, from 1960 to 1978, the report continues, the total number of children living with one or both parents declined from 62 million to 60 million.

The number of children involved in divorce seems to have stabilized, though, and may decline in the years ahead, the bureau speculated.

"For most children in one-parent families, this living arrangement is a temporary one, spanning a period of a few years, usually until their custodial parent remarries, reconciles, or marries for the first time," the report said.

Nevertheless, the bureau added, "to the child living with only one parent for a few years, this period represents a psychologically and socially significant part of his or her life span."

If current trends continue, the bureau said, children being born in the 1970s have about 45 chances in 100 of spending some of their lives in a one-parent family.

The bureau noted that from 1960 to 1978 there has been a rapid increase in the number of one-parent families.

By 1978, the bureau said, 19 percent of families with children were maintained by one parent: 17 percent by the mother and 2 percent by the father. Up from 7.4 percent by mothers and 1.1 percent by fathers in 1960.

The change was particularly significant for black families, the report stated. The proportion of mother-only families among blacks grew from 21 percent to 45 percent between 1960 and 1978, while among whites the increase was from 6 percent to 13 percent.

Families maintained by the father only in the same period grew from 1 percent to 1.7 percent among whites and from 2.3 percent to 2.7 percent among blacks.

Number of single-parent families up 80 percent

WASHINGTON (AP) — The number of families maintained by only one parent jumped nearly 80 percent in the past decade, the Census Bureau reported Saturday.

In 1970 about 11 percent of all families with children still at home were maintained by one parent, but by 1979 this proportion had increased to 19 percent, almost one of every five families with children in the home, the bureau said.

The increasing acceptability of divorce and separation is the prime reason for this increase, commented Bryant Robey, editor of American Demographics magazine.

And the census report noted that "one-parent families resulting from divorce or premarital births are becoming more likely, and those resulting from the death of a parent less likely."

Meanwhile, a report from the Department of Health and Human Services issued Friday disclosed that the nation's divorce rate continues to climb. The divorce rate reached 5.2 per 1,000 Americans in 1978, while it had been less than 4 per 1,000 in 1970.

During the 1970s, according to the census report, the percentage of one-parent families maintained by divorced women climbed from 29 percent to 38 percent and the proportion headed by never-married women rose from 7 percent to 15 percent. At the same time, the proportion of such households maintained by widowed mothers dropped from 20 percent to 12 percent.

In 1979, the report added, one-half of black families with children at home were maintained by one parent.

The census report noted that while the number of single parents had increased in the 1970s, the number of households containing a married couple with children declined by about one million.

"This was the only type of household which had a numerical decline during the decade, as more young couples chose to defer or forego parenthood and many older couples no longer had any children present in the home," said the report written by Steve W. Rawlings.

The growth in one-parent families has concentrated particularly among women, the report said, with 17 percent of families with children maintained by the mother alone and only 2 percent by the father.

"Alone Together: The World of Single Parent Families," a recent study reported in American

Demographics, discloses a vast range of disruptions in the lives of these women, ranging from residential instability to lowered income to general unhappiness.

About three-quarters of women move at least once by the fourth year after separation or divorce, a sharp contrast to widowed mothers, the majority of whom remain at the same home.

Income of households headed by women tends to be low both because there is only one income and because women's employment tends to be less well paid and more sporadic than men's.

The census bureau reported last Wednesday that about 31 percent of female householder families were below the poverty level in 1978, compared to 5 percent of families with male householders.

According to surveys by the National Opinion Research Center between 1972 and 1978, women maintaining households reported themselves considerably less happy than married women with children.

Some 30 percent of divorced, separated or widowed women with children under age 6 reported themselves as "not too happy," compared to 8.9 percent of married women with children in the same age group.

And the report in American Demographics added that children share their parents' distress, with some 48 percent of those living with a never-married parent reporting feelings of neglect or humiliation.

Similar feelings, the study added, were also reported by 46 percent of children living with parents who remained married but were unhappy.

The "Alone Together" study was prepared by Mary Jo Bane of Harvard University and Robert S. Weiss of the University of Massachusetts.

Nation's divorce rate resumes its climb

WASHINGTON (AP) — After leveling off for a year, the nation's divorce rate has resumed its upward climb, according to a report issued Friday by the National Center for Health Statistics.

However, the report states that one part of the country, the West, is running counter to the trend, with a decline in the rate of divorces.

The final statistics for 1978 — the most recent available — disclose 1,130,000 divorces for a national rate of 5.2 per 1,000 people.

That is 39,000 more divorces than the year before and, the report adds, provisional data for 1979 indicate another increase of 40,000 for that year.

"In 1978 the national divorce rate resumed the upward trend that had characterized its movement between 1963 and 1976. The rate was 5.2 per 1,000 population in 1978, up 4 percent over the rate of 5.0 recorded for both 1976 and 1977," the report states.

According to the report, the divorce rate increased in northeast, north central and southern regions.

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FAMILY / LIVING

For the West, however, the rate dropped for the second consecutive year. The decrease, noted in 1977 statistics, was "the first decline in any regional rate since 1962."

The overall divorce rate for western states dropped from 6.6 per 1,000 people in 1977 to 6.5 in 1978. By contrast the rate in the Northeast grew from 3.2 to 3.4; that in the north central states rose from 4.7 to 4.9 and in the South it grew from 5.7 to 5.8.

The report noted that the median duration of marriages ending in divorce was 6.6 years in 1978, unchanged from the year before. The median age of divorcing husbands was 32 while that of wives was 29.7, the report added.

Here is a state-by-state rundown of

the 1978 divorce rate per 1,000 residents, compared to the year before:

- New England: Maine, 5.7 in 1978 and 5.2 in 1977; New Hampshire, 5.4 and 5.2; Vermont, 4.2 and 4.4; Massachusetts, 2.8 and 2.9; Rhode Island, 3.7 and 3.7; Connecticut, 4.1 and 3.9.

- Middle Atlantic: New York, 3.3 in 1978 and 3.1 in 1977; New Jersey, 3.6 and 2.8; Pennsylvania, 3.3 and 3.2.

- East North Central: Ohio, 5.5 in 1978 5.4 in 1977; Indiana, 7.5 and 6.3; Illinois, 4.5 and 4.4; Michigan, 4.9 and 4.7; Wisconsin, 3.4 and 3.1.

- West North Central: Minnesota, 3.6 in 1978 and 3.5 in 1977; Iowa, 3.8 and 3.8; Missouri, 5.4 and 5.3; North Dakota, 3.2 and 3.0; South Dakota, 3.5 and 3.5; Nebraska, 3.9 and 3.9; Kansas, 5.4 and 5.4.

- South Atlantic: Delaware, 5.7 in 1978 and 5.2 in 1977; Maryland, 4.0 and 4.0; District of Columbia, 5.1 and 4.6; Virginia, 4.4 and 4.2; West Virginia, 5.2 and 5.2; North Carolina, 4.8 and 4.5; South Carolina, 4.1 and 3.7; Georgia, 6.2 and 6.1; Florida, 7.6 and 7.4.

- East South Central: Kentucky, 3.9 in 1978 and 4.5 in 1977; Tennessee, 6.6 and 6.4; Alabama, 6.7 and 6.4; Mississippi, 5.5 and 5.3.

- West South Central: Arkansas, 9.2 in 1978 and 9.0 in 1977; Louisiana, 3.3 in 1978, data for 1977 not available; Oklahoma, 7.9 and 7.8; Texas, 6.6 and 6.4.

- Mountain: Montana, 6.3 in 1978 and 6.2 in 1977; Idaho, 7.2 and 7.0; Wyoming, 7.4 and 7.6; Colorado, 6.9 and 7.8; New Mexico, 7.9 and 7.7; Arizona, 7.3 and 7.2; Utah, 5.5 and 5.4; Nevada, 16.8 and 16.2.

- Pacific: Washington, 7.0 in 1978 and 7.3 in 1977; Oregon, 6.9 and 6.9; California, 6.0 and 6.0; Alaska, 8.4 and 8.8; Hawaii, 5.4 and 5.1.

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Appendix D.

SUMMARIES OF STUDIES
CONDUCTED ON
THE EFFECTIVENESS OF
BIG BROTHERS/BIG SISTERS
SERVICE

I. The Big Brother Volunteer: Effectiveness in Reducing Court Referrals of Youth From Father-Absent Homes - Arizona State University, May 1975

Findings and Conclusions:

Lanny R. Lindteigrn Valley BB

The research findings indicate the following:

- (1) Fifty percent fewer assigned youth than the controls were referred to the juvenile court during the follow-up period.
- (2) Assigned youth committed significantly fewer offenses per offender than their controls during the follow-up period.
- (3) The Big Brother service was most effective among youth living in the Inner City of Phoenix.
- (4) Assignment to a Big Brother had greatest impact among youth who had committed four or more referrals before receiving the service.
- (5) The nature of offenses committed prior to assignment was not an influencing factor.
- (6) The Big Brother service appeared to have somewhat greater impact among youthful offenders between the ages of ten and thirteen.

II. A Study of the Effect of Big Brothers in Preventing or Reducing Emotional/Behavioral Problems Among Fatherless Boys - Big Brothers of Northwestern Ohio, Toledo, Ohio, February, 1977.

Eric Hirschfield

Findings:

- (79%) of the boys in the project made "significant or excellent improvement in all areas measured"; in school, in the home, and in the community.
- Improvement in behavior followed this pattern: First, with the Big Brother, then in the school, followed by the community, and, lastly, in the home.
- A greater rate of change occurred in the second year.
- The rate of improvement was the same when those with more severe presenting problems were compared to those with less severe presenting problems.
- Once a Little Brother had a positive experience with his Big Brother, he showed a greater capacity to form new relationships and to strengthen existing ones.

III. Big Brothers - Big Sisters Mail Survey - Conducted by Market Opinion Research; Detroit, April, 1976, Wayne, Oakland and Macomb Counties, Michigan.

This survey evaluated the Agency's effectiveness by surveying 215 volunteers

in the following areas:

- (1) Recruitment
- (2) Screening and training volunteers
- (3) Supervision of the volunteer/child assignment
- (4) The volunteer's motivation and feelings of contribution to the community and to child welfare.

In all these areas, the Market Opinion Research survey compiled excellent ratings for the program along with comments and suggestions for its improvement.

IV. A Report on the Design and Results of the Toronto Study - Big Brothers of Metropolitan Toronto, May, 1973.

The research supported by a grant from the Department of Health & Welfare, Federal Government of Canada and Big Brothers of America. Control (boys not receiving service) and experimental (boys receiving service) groups were used.

- (1) Big Brothers' service helps prevent the institutionalization of delinquency prone boys to a striking extent (no served boys were institutionalized.)
- (2) Big Brother service produces significant reduction in police contacts (25% decrease vs. 50% increase.)
- (3) Big Brother service helps produce small but measurable gains in school performance (15% gain vs. 3% loss in reading; 18% gain vs. no gain in math.)

V. Summary Report on the Demonstration Program - Big Brothers of Greater Cleveland, October, 1970-73 - Conducted by Big Brothers and the Juvenile Court of Cuyahoga County

Control and experimental groups were used. Both groups were referred by the Juvenile court.

The study shows that in the case of returning to court (recidivism) the served (experimental) boys returned at a rate of 42 per 100 while the control boy rate was 70 per 100. This means that the return to court rate was reduced by 40%. It also shows the same results for boys who were committed to institutions. In this case, the usual rate of institutionalization is 35 per 100, for the served boys it was 26 per 100, a reduction of 26%.

It should be remembered that a reduction in the commitment to an institution of 9 boys per 100 (the estimate found in this study) has an easily measured value in dollars to the community.

VI. An Evaluative Study of the Impact of Big Brothers on Boys - Big Brother Association of Boston, February, 1972 - Conducted by Powell Associates (Consultants: psychology and education) Cambridge, Massachusetts. IBM statistical analysis provided by MIT and Boston University.

The study used control and experimental groups.

Mothers and Big Brothers agreed that the quality of inter-personal relationships improved substantially over the course of the year of the study. The assigned boys improved a great deal more than the unassigned boys.

Having a Big Brother appears to encourage boys to be more trusting and hence more open in their relationships with adults. This openness fosters better, more positive interactions with older persons.

PERSONAL ADJUSTMENT - One significant personality change in the assigned boys was found by Crandall Locus of Control test. A significant change occurred on the "success" dimension of this test. The boys who had Big Brothers were more willing to take responsibility for positive events than the unassigned youngsters.

This characteristic is a function of a Little Brother/Big Brother relationship. It suggests that the relationship augments the boy's self-esteem to the point where he can begin to feel responsible for some of the good things that happen to him.

SCHOOL PERFORMANCE AND BEHAVIOR - Important results were the changes in the scores of the California Achievement Tests over the year. In every case, boys in the unassigned group improved their average percentiles over the course of the year. In three out of five academic areas sampled by the California Achievement Test, the unassigned boys deteriorated.

When the Big Brother service is not present, the natural growth process is stunted and deterioration occurs.

IMPACT OF BIG BROTHERS - In many cases, the reasons for the difference between boys with Big Brothers and boys without Big Brothers was that Little Brothers made some improvement over the year while unassigned youngsters made no progress or deteriorated. The differences were a function of normal growth in the Little Brothers and substantially less growth among the boys without Big Brothers.

Big Brother service fosters development along specific dimensions, consistent with normal maturation.

VII. The Oakland County School Survey, 1970 - Big Brothers of Oakland County

The survey consisted of questionnaires sent to the schools of all Little Brothers who had been assigned a Big Brother for at least three months. The areas surveyed were Peer Relations, Teacher Relations and Academic Achievement. The results revealed the following:

- (1) 86.2% showed improvement in at least 1 of the three areas.
- (2) 52% showed improvement in all three areas.
- (3) 61% showed improvement in their academic achievement.

The service thus has been demonstrated to be effective with both delinquent and non-delinquent children and youth.

VIII. The Effectiveness of Modeling in Big Brothers of America, Carter, John, W., Master's Thesis, Graduate Division, College of Education, University of Maryland, College Park, MD, February, 1978, 26 pp. Bibliography

The purpose of this study was to determine if there is a significant difference between boys who receive Big Brothers and those on a waiting list. Questionnaires were administered to mother to evaluate their sons progress in several areas.

Findings:

- boys with Big Brothers improved in the areas of activity participation, homework completion and cheerfulness.

STANDING COMMITTEE REPORT

March 1st 1901

MR. **President**

We, your committee on **Finance and Claims**

having had under consideration **House** Bill No. **833**

(Thomas)

Respectfully report as follows: That **House** Bill No. **833**

BE CONCURRED IN
PASS

20

STANDING COMMITTEE REPORT

March 10, 1981

~~XXXXXXXXXX~~

MR. President

We, your committee on Finance and Claims

having had under consideration Senate Joint Resolution Bill No. 24

Respectfully report as follows: That Senate Joint Resolution Bill No. 24,
introduced bill, be amended as follows:

1. Page 1, lines 13 and 14.

Following: "have"

Strike: "formally recognized the"

Insert: "supported the development of magnetohydrodynamics (MHD),
recognizing its"

2. Page 1, lines 14 and 15.

Following: "potential"

Strike: "of magnetohydrodynamics (MHD) power generation"

3. Page 1, line 18.

Following: "successful"

Strike: "completion"

Insert: "development"

4. Page 1, line 22.

Following: "Montana"

Insert: ", allowing longer utilization of coal reserves"

END PAGE

(continued)

March 17, 1981

19

5. Page 2, line 6.
Following: "President"
Strike: "Reagan's budget officials have"
Insert: "Reagan"

6. Page 2, line 7.
Following: "announced"
Strike: "tentative"

7. Page 2, line 10.
Following: "capital"
Insert: "or other technical resources"

8. Page 2, lines 13 and 14.
Following: "a"
Strike: "colossal"
Following: "the"
Strike: "financial, human, and other"

9. Page 2, line 15.
Following: line 14
Strike: "project"
Insert: "technology"
Following: "completion"
Strike: "; and"
Insert: "."

10. Page 2, lines 16 through 19.
Strike: these lines in their entirety

11. Page 3, line 1.
Following: "that"
Insert: "work toward"

And, as so amended,
END PAGE

P.O.

Proposed amendments to SJR 24

1. Page 1, lines 13 and 14.

Following: "have"

Strike: "formally recognized the"

Insert: "supported the development of magnetohydrodynamics (MHD),
recognizing its"

2. Page 1, lines 14 and 15.

Following: "potential"

Strike: "of magnetohydrodynamics (MHD) power generation"

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Following: "successful"

Strike: "completion"

Insert: "development"

4. Page 1, line 22.

Following: "Montana"

Insert: ", allowing longer utilization of coal reserves"

5. Page 2, line 6.

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Strike: "Reagan's budget officials have"

Insert: "Reagan"

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Following: "announced"

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Strike: "financial, human, and other"

9. Page 2, line 15.

Following: line 14

Strike: "project"

Insert: "technology"

Following: "completion"

Strike: "; and"

Insert: "."

10. Page 2, lines 16 through 19.

Strike: these lines in their entirety.

11. Page 3, line 2.

Following: "that"

Insert: "work toward"

STANDING COMMITTEE REPORT

March 16, 1907

MR. President.....

We, your committee on Finance and Claims.....

having had under consideration House..... Bill No. 69.....

(Hinsl)

Respectfully report as follows: That..... House..... Bill No. 69.....

BE CONCURRED IN

DO PASS