MINUTES

MONTANA HOUSE OF REPRESENTATIVES 51st LEGISLATURE - REGULAR SESSION

COMMITTEE ON EDUCATION AND CULTURAL RESOURCES

Call to Order: By Chairman Ted Schye, on February 3, 1989, at 2:30 p.m.

ROLL CALL

Members Present: All with the exceptions of:

Members Excused: Reps. Fred Thomas and Norm Wallin

Members Absent: None

Staff Present: Andrea Merrill, Legislative Council Researcher

Announcements/Discussion: Chairman Schye announced to the Committee that the House Select Committee on Education had met on February 2, 1989 and upon request Andrea Merrill drafted the minutes of the meeting. (EXHIBIT 1.) He stated members of the Committee on Education and Cultural Resources could benefit from getting a copy of these minutes and reviewing the contents.

Chairman Schye also announced to the Committee that HB 324, Rep. Davis, would be rescheduled at a later date.

Rep. Glaser said he had been working with Speaker John Vincent in regard to HB 400 and that they had drafted amendments to the bill dealing specifically with class and district size. Chairman Schye appointed a subcommittee with Rep. Kilpatrick as Chairman, and Reps. Glaser, Johnson and Spring members to review HB 400 and the proposed amendments and report back to the Committee.

Rep. Kilpatrick stated the beauty of HB 400 is the involvement of the students in the fund raising process. He stressed that the students should not be underestimated in what they may accomplish on their end of the scheme.

HEARING ON 346

Presentation and Opening Statement by Sponsor:

Rep. Jim Rice, District 43, Helena stated the purpose of HB 346 was to give school districts the option of declaring school buildings to be smoke-free areas. He said that the

1979 Montana Indoor Clean Air Act passed by the Legislature allowed for the establishment of smoking and non-smoking areas in all public buildings. The 1985 Legislature amended that act and added a new section which required all government buildings to establish both non-smoking and smoking areas. The purpose of HB 346 would be to exempt school buildings from the government building addition to the law and to allow school districts at their option to declare a no smoking policy for specific school buildings.

Rep. Rice explained further there is no sense in the State of Montana putting money and effort into educating children on the dangers of smoking if they can walk out the door of the classroom and see someone doing just that. He stressed the fact this is an educational issue and that nothing in the bill would mandate a school district to exclude smoking unless they wished to do so.

Rep. Rice closed his opening comments by saying this is a local control issue removing obstacles from local school boards dealing with this issue. He asked for the support of the Committee and said there would be amendments offered that he would support.

Testifying Proponents and Who They Represent:

Bruce Moerer, Montana School Boards Association (MSBA)
Jack Copps, Office of Public Instruction (OPI)
Jesse Long, School Administrators or Montana (SAM)
Jane DeLong, Private Citizen and Parent, Helena
Rosetta Kamlowsky, American Cancer Society
Toni Jensen, Coordinator, Rocky Mountain Tobacco Free Challenge
Mary Kay Hansen, Rocky Mountain Tobacco Free Challenge
Jeri Lou Domme, Montana Association for Health, Physical
Education and Recreation Dance
Earl Thomas, Director, American Lung Association of Montana
Eric Feaver, Montana Education Association (MEA)
J. Henry Badt, Montana School Association of County
Superintendents

Proponent Testimony:

Bruce Moerer said HB 346 is the result of numerous requests from school districts and teachers throughout the State of Montana. He said this would allow for the removal of inconsistency in teaching school children the evils of drugs, alcohol and tobacco and then allowing the use of tobacco in the same buildings in which they are taught. He continued that this would not mandate that any particular

school district declare a particular building to be tobacco free but would merely leave the decision up to locally elected boards of trustees to decide. It would also allow the local school districts to take into account the individual needs of their particular districts in that they may have some buildings which are tobacco free and others which are not.

Mr. Moerer said he has received requests from districts wishing to also prohibit smoking by the public in the hallways and restrooms before and after public events such as basketball games, plays and concerts. The MSBA has had to advise these districts that because of the ambiguities in the Montana Clean Indoor Air they could not legally do so. There has been voluntary community support in some cases but way to enforce the policy.

Jack Copps stood in support of HB 346 with suggested amendments to the proposed legislation. (EXHIBIT 2.)

Jane DeLong, (EXHIBIT 3.)

Rosetta Kamlowsky, (EXHIBIT 4.)

Toni Jensen, (EXHIBIT 5.)

Mary Kay Hansen, (EXHIBIT 6.)

Jeri Lou Domme, (EXHIBIT 7.)

- Earl Thomas said HB 346 needs to be passed in order to give schools the option to be tobacco free if they choose to be so. Mr. Thomas stated that a coalition made up of the American Lung Association, American Heart Association and American Cancer Society started a program last year of Montana Tobacco Free Schools to recognize those schools making special effort to provide a tobacco free atmosphere for school children.
- Eric Feaver said HB 346 is a good bill as amended by the OPI. He stressed the fact that not only teachers would be affected by this legislation but also school superintendents, building principals, custodians, cooks and all who work for school districts. He said if teachers are looked upon as role models within the schools so must all persons employed in the district.
- Jesse Long said at the October convention of the SAM there was a unanimous vote for a smoke free convention and based on this SAM supports HB 346 as an optional piece of legislation. Mr. Long continued that there is overwhelming evidence that a variety of health problems directly result from smoking.
- J. Henry Badt stood in support of HB 346 and agreed with previous

testimony.

Testifying Opponents and Who They Represent:

Jerome Anderson, Attorney, Tobacco Institute
Tom Maddox, Association of Family Independent Distributors of
Tobacco Products and Candy
John Delano, Philip Morris

Opponent Testimony:

Jerome Anderson, (EXHIBIT 8.)

Tom Maddox said the present law treats adults as adults capable of making their own judgments. He said the public schools in Montana are in need of good teachers and in some cases find it difficult to fill positions within school systems. This legislation if passed would put out the message Montana needs teachers but a teacher who smokes need not apply. Mr. Maddox said retention of good teachers should be of primary importance and to lose one because of tobacco would be tragic.

He said in many cases revenue to the schools comes from renting gymnasiums and other school buildings for adult activities such as sports events, flea markets or other community efforts which develop money for good causes. This bill would regiment the taxpayer to a point where they would be discouraged to participate in these community events.

- John Delano said he has received calls from many taxpayers who support the schools through sporting events, PTA, concerts and other school related activities that think it unreasonable to prohibit them from using a tobacco product in a designated area during the activity.
- Questions From Committee Members: Rep. Daily asked Bruce Moerer how many teachers or districts asked for this bill to be introduced and Mr. Moerer replied approximately a half dozen. He stressed many teachers wanted to designate their lounges as non-smoking areas also.
- Rep. Daily asked Toni Jensen if her organization has a Federal

Grant and if she knew how many other states have a similar program. Ms. Jensen said the Department of Health does receive Federal Grant monies and that she knew of at least eight western states that have similar programs.

Rep. Spring asked Jerome Anderson if he knew of anyone who benefited from smoking and he said he himself had been told by his doctor during his smoking years not to stop

because it was a relaxant. This particular doctor was not a smoker himself added Mr. Anderson.

Rep. Eudaily asked Jack Copps if this legislation even with the proposed amendment leaves some schools in a negotiating position with teachers as to whether they will have designated smoking areas. Mr. Copps replied that this would cause a change in working conditions that would necessitate communication between bargaining units and the districts prior to implementation of the program. He also said there may be opportunity for districts with multiple facilities to assign non-smokers to one facility and smokers to another.

Rep. Eudaily then continued by asking Mr. Copps if he felt it possible if this legislation passed there would be no schools in the State of Montana with smoking areas. Mr. Copps answered if that were to happen it would do so over an extended period of time. He said the concern at this time is for those districts who would like to be tobacco free and the current statutes do not allow that to occur.

- Rep. Zook asked Jack Copps if chewing tobacco was considered the same as smoking tobacco and he said yes. Rep. Zook also asked if the heading was misleading and Mr. Copps answered no that the proposed amendment stated a facility would be designated tobacco free and would go beyond smoking.
- Rep. Johnson asked Bruce Moerer if this means a school that has a basketball game cannot designate an area adjacent to the gym or its ticket area as a smoking area. Mr. Moerer answered that at present requests have been made by districts that would like to prohibit smoking completely in the building. However, Mr. Moerer continued if a board decided to provide a smoking area this legislation would not prohibit its establishment.
- Closing by Sponsor: Rep. Rice thanked the Committee for the hearing and said the lesson of words would not have much impact if actions do not follow. He said students must not only be taught through words but by example. He said there are many collective bargaining units around the country who specifically agree if teachers want to smoke they should leave the premises. This bill would clarify the rights we have to regulate smoking not in only governmental buildings but in the buildings our young people are educated in.

Rep. Rice also submitted written testimony from the Montana Public Health Association (EXHIBIT 9.)

HOUSE COMMITTEE ON EDUCATION AND CULTURAL RESOURCES February 3, 1989 Page 6 of 6

ADJOURNMENT

Adjournment At: 5:30 p.m.

REP. TED SCHYE Chairman

TS/dlm

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DAILY ROLL CALL

EDUCATION	&	CULTURAL	RESOURCES	COMMITTEE
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DATE February 3, 1989

NAME	PRESENT	ABSENT	EXCUSED
Rep. Ted Schye, Chairman	/		
Rep. Fritz Daily, Vice-Chairman	V		
Rep. Vicki Cocchiarella			
Rep. Paula Darko			
Rep. Ervin Davis			
Rep. Ralph Eudaily			
Rep. Floyd Gervais			
Rep. Bill Glaser	/		
Rep. Dan Harrington	/		
Rep. John Johnson			
Rep. Tom Kilpatrick			
Rep. Richard Nelson	V		
Rep. John Phillips			
Rep. Richard Simpkins	V		
Rep. Wilbur Spring, Jr.			
Rep. Barry "Spook" Stang			
Rep. Fred Thomas			V
Rep. Norm Wallin			
Rep. Diana Wyatt	V		
Rep. Tom Zook			

Form CS-30A Rev. 1985

EXHIBIT_# 1
DATE 2-3-89
HBL MONE

HOUSE SELECT COMMITTEE ON EDUCATION DRAFT MINUTES

February 2, 1989

Prepared by
Andrea Merrill, Committee Staff
(Researcher, Legislative Council)

The House Select Committee on Education invited the following persons to comment on the February 1, 1989, Supreme Court opinion upholding the Loble decision:

Beda Lovitt, attorney for the Office of Public Instruction
Pat Melby, attorney-lobbyist for the plaintiff districts
Gregory Petesch, Director of Legal Services, Legislative
Council

(Rick Bartos, attorney, Governor's Office, was invited but was unable to attend.)

The following constitutes summary, draft minutes of the meeting.

Beda Lovitt: The Court did affirm the Loble decision that the system of school funding is unconstitutional. The "narrower ground" referred to in the Court's opinion seems to center on the fact that the Court did not rule on whether education is a fundamental right in the state, nor did the Court rule whether any right of equal protection is infringed by the system of funding.

The Court did agree with the Board of Public Education's request to modify the language in the <u>Loble</u> decision to clarify the status of the accreditation standards as a minimum component of a "basic system of free quality ... education".

The Court did not tell the Legislature what "percentage" of state/local funding would be acceptable, and, in fact, did not give specific directions in any area. The Court did say that PL 874 money could not be used in equalizing school funding until the state system meets the federal "equity" test.

The court retained jurisdiction of the case until July 1, 1989, and on that date the holdings of the opinion become effective for the commencing school year.

Chairman Ray Peck: Are caps on school spending addressed?

Ms. Lovitt: No.

<u>Chairman Peck:</u> What significance does the ruling have on the accreditation standards?

Ms. Lovitt: The Court basically amended that the standards "do not <u>fully</u> define the constitutional rights of students or the constitutional responsibilities of the state ... for funding...". The Court also clarified that the standards "are minimum standards upon which quality education must be built."

Chairman Peck: What does the Court mean by retaining jurisdiction until July 1, 1989?

Ms. Lovitt: It is unclear, but it could mean that a plan could be submitted for review. The Attorney General may ask for clarity on this issue.

<u>Pat Melby:</u> A party to the suit may have to ask the Court to review any legislative plan before July 1.

Other significant features of the opinion include the fact that

all branches and all levels (state, county, and school districts) must comply with the obligation to provide equal educational opportunity.

<u>Chairman Peck:</u> Does anything in the opinion suggest that more dollars must be put into the system?

Mr. Melby: The court says a "quality system" must be funded equitably.

Greg Petesch: On July 1, 1989, the current system becomes unconstitutional and a new system must be in place. The standards are one component.

Rep. Eudaily: Do you think that a plan could be phased in, rather than be "in place"?

Mr. Petesch: A phase-in was not ruled out.

Mr. Melby: The plaintiffs would be agreeable to a phased-in plan, but the major components must be in place as soon as possible. The first year could include schedule increases and full funding of special education costs.

<u>Chairman Peck:</u> The Appropriations Committee just voted to add \$6 million for special education each year of the coming biennium.

Mr. Melby: A party not satisfied with an enacted legislative plan could ask the court for a review of the legislation. At that point the court could extend its jurisdiction until the contested issues are settled, but that may interfere with distribution of funding for FY 1990.

Nancy Keenan, State Superintendent of Public Instruction: The

Court could also decide on specific remedies if it is dissatisfied with a plan.

Rep. Gilbert: Do you think the opinion says that we have to bring everyone down to meet the equity standard?

Mr. Melby: No. The Constitution requires provision of "a quality system", and the opinion says one which is beyond the accreditation standards.

The opinion is "narrowed" only because the Court looked at Article X and found the funding system unconstitutional on those grounds. The Court didn't have to go further to rule on the "equal protection" clause of the Constitution.

Mr. Petesch: Since the opinion did not find education to be a fundamental right, there is no need for the state to have a "compelling state interest" for enacting certain reforms. It gives the Legislature more leeway in a plan. It may mean, however, that the plan must be balanced against a student's right to equal protection of the law.

Rep. Kadas: What about the effects of I-105? Does the opinion's mention of it as "locking in disparity" mean it should be repealed?

Mr. Melby: The Court did not give a clear message on this.

<u>Chairman Peck:</u> What are some areas of disagreement that could result from the Court's message?

Mr. Melby: That a voted levy is acceptable, but that reliance on it has been too heavy. Caps on the voted levy were not discussed, nor was a percentage of state aid versus a local

percentage. The opinion did mention past concerns over the 65-35 split in state/local funding and the fact that the 1949 Foundation Program started out at 80/10.

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EXHIBIT_#2 DATE_2-3-89 HB_346

PROPOSED AMENDMENT - HB346

By Jack Copps, Deputy Superintendent Office of Public Instruction February 6, 1989

Existing Language

Section 1. Page 1, lines 15 and 16

"...except a school district, in which seven or more employees of the state or..."

Proposed Language

"...except a school facility designated as tobacco-free
by a local Board of Trustees, in which seven or more
employees of the state or..."

Existing Language

Section 2 (4). Page 2, line 2.

"(4) school district buildings and facilities."

Proposed Language

"(4) school district buildings and facilities designated
as tobacco-free by a local Board of Trustees."

EXHIBIT #3 DATE 2-3-89 HB 346

2/3/89

MR. CHAIRMAN AND MEMBERS OF THIS COMMITTEE:

I AM JANE DeLONG. I AM HERE TODAY TO SPEAK IN FAVOR OF HB346.

AS THE MOTHER OF A CHILD WITH SEVERE ALLERGIES AND ASTHMA, I AM ACUTELY AWARE OF HOW IMPORTANT A NON-POLLUTED ENVIRONMENT IS TO THE HEALTH OF MY CHILD.

AMBIENT SMOKE CAN BE DANGEROUS TO NON-SMOKERS
HEALTH--PARTICULARLY IN CHILDREN. SINCE THEY ARE TOO YOUNG
TO SPEAK ON THEIR OWN BEHALF--OUR CHILDREN NEED YOUR
HELP--HELP TO PERMIT THEM TO BREATHE AIR NOT CONTAMINATED BY
TOBACCO SMOKE.

I BELIEVE THAT THIS PIECE OF LEGISLATION CAN DO A LOT TO HELP CHILDREN SUCH AS MY DAUGHTER. THEREFORE I ENCOURAGE YOU TO SUPPORT HB346. PROTECTING SCHOOL AGE CHILDREN FROM EXPOSURE TO ENVIRONMENTAL TOBACCO SMOKE IS A RESPONSIBILITY SHARED BY ALL.

MY DAUGHTER IS CURRENTLY IN A TOBACCO FREE SCHOOL. PREVIOUS TO THAT TIME SHE WOULD COMPLAIN THAT SHE COULD HARDLY WALK PAST THE TEACHERS LOUNGE WITHOUT EXPERIENCING BREATHING DIFFICULTY. ALSO SHE WOULD COMPLAIN ABOUT THE TEACHERS WHO HAD JUST COME FROM THE LOUNGE, THAT THEY WERE HARD TO BE AROUND, BECAUSE THEIR SMELL OF SMOKE WAS VERY IRRITATING TO HER LUNGS. SHE NOW APPRECIATES HER SMOKE FREE SCHOOL AND WOULD LIKE OTHERS TO EXPERIENCE HER SAME FREEDOM TO BREATHE WITHOUT DIFFICULTY.

EXHIBIT # 4

DATE 2-3-89

HB 346

WITNESS STATEMENT

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NAME Poretto Sanlaushy	BILL NO. 346
ADDRESS // Sular	DATE Z-J-F
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based on data from the national Health	Interview
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to Smoke in School wing Industris	Chen.
life. Lets not let it /fappen.	

EXHIBIT #5

DATE 2-3-89

HB 346

TESTIMONY ON HOUSE BILL # 346

Mr. Chairman and members of this committee. I am Toni Jensen, coordinator of the Rocky Mountain Tobacco Free Challenge, a federally funded program operated by the State Department of Health and Environmental Sciences.

I am here today to speak on behalf of HB 346. HB346 treats the use of tobacco as it should be considered, as a health and safety issue. I believe that all children deserve the right to be educated in a smoke-free environment. As role models for our next generation of adults, we must take a stand and give a strong message to youth about positive health responsibility. With the current increasing interest in health education in our schools, the time is right to take legislative action.

I believe we should strive for nothing short of total prohibition ofsmoking, particularly in light of increasing evidence to suggest that environmental tobacco smoke can bring about disease in healthy adults and children.

With the support of HB346 we will no longer have to allow such a clear and easily preventable public health hazzard to continue to exist in our schools.

EXHIBIT_#

WITNESS STATEMENT

NAME	MARY	KAY HAN	ISEN		BILL NO.	346
ADDRESS	2200	VILLARD	AVENUE		DATE 2-3	3-89
WHOM DO	YOU REPRESE	ENT?	WEST - ROC	ky Mtn. Stat		
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Comments:

I think that it is important for all lousinesses to have the option of declaring a smoke free area. With the trend nationally, going toward providing none smoke free areas I feel it would be very new sighted to permit this restriction to remain

in place.

At us west we recently implemented a no-smoking policy which prohibits smoking in any of own building!
With more focus on the health effects of ambient or side-stream smoke it became impossible to pro-e the problem as it related to the health of our employees. We also realized that precidence is being set which requires and enforces the responsibility which employers (school systems) have toward their employees. That is that they need to and are expected to provide a safe + healthy working envenment for their employees. It is impossible to fulfill that rusponsibily in an environment CS-34 Which duesnot allow for Clean avi, and businesses

Il to get down lawrence In most Macon

This bill only provides for the options to be expanded. It in now way will diminish the ability of smokers to smoke. I therefore strongly support this bill. (HB 346)

- Marykay Hanser

EXHIBIT # 7

DATE 2-3-89

HB_ 346

WITNESS STATEMENT

NAME Veri Low Don	nme	BILL NO. 346
ADDRESS 1531 Leslie		DATE 2/4/89
WHOM DO YOU REPRESENT? Mont.	Assoc. for Health Physi	cal Educ Recreation).
SUPPORT	OPPOSE	AMEND
PLEASE LEAVE PREPARED STATEME	NT WITH SECRETARY.	

As President of an association That deals
with The education of our youth, We must
practice what we say and hade a smoke
tree environment. Deing a proper role
model gives us credibility in what
we teach. With all the health statistics
dealing with and hand smoke, our
youth deserve to be educated in a
Smoke-free environment. HB. 346
gives The school The right to have This-

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1.B. 346 - DATE 2-3-89

HB 346

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Testimony Before the House Committee on Education

February 3, 1989

HB 346

On behalf of the Montana Public Health Association, I wish to register our support for HB 346. I am Robert W. Moon, President-Elect of MPHA.

Just about everyone agrees - even smokers - that the use of tobacco is damaging to one's health. Smoking is responsible for more than one of every six deaths in Montana. Smoking remains the single most important preventable cause of death. The scientific evidence is strong that use of smokeless tobacco can cause cancer in humans. Additionally, tobaccorelated health care costs to the State of Montana amount to an estimated \$65 million annually. It is a small wonder why the Montana Public Health Association, whose mission is....to help improve and protect the health of the people...would support such a measure.

Since school plays a dominant role in the life of children and adolescents, the creation of a school environment that discourages tobacco use and promotes healthy behavior is invaluable. Additionally, the benefits to school staff and the community could be substantial.

Given all the evidence - both scientific and anecdotal - the Montana Public Health Association feels that schools can no longer afford to wait any longer. For the sake of better business and the health of staff and students, it's time to support proposed laws, such as HB346, that state "Tobacco Free or No Smoking"!

- A Report of the Surgeon General, 1989 "Reducing the Health Consequences of Smoking: 25 Years of Progress", US Dept. of Health and Human Services.
- A Report of the Surgeon General, 1986 "The Health Consequences of Using Smokeless Tobacco", US Dept. of Health and Human Services.
- 3. Morbidity and Mortality Weekly Report, Nov. 18, 1988. "State Specific Estimates of Smoking-Related Attributable Mortality and Years Potential Life Lost US, 1985. US Dept. of Health and Human Services.

VISITORS' REGISTER

EDUCATION & CULTURAL RESOURCES COMMITTEE

BILL NO	DATE February 3,	1989	
SPONSOR Rice			
NAME (please print)	REPRESENTING	SUPPORT	OPPOSE
Jeri Domme	Montana Association for Heath, Physical Faue., Rec. 50	nce V	
Gretta Kemlowsky	Om Comer South	U	
Joni Jensen	Ruky mt. Tobaccofree &		
Fahl Horran	ALA Montan		
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FREK Copps	OPZ		
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JOHN DELANO	Philip morris		-
Eri Fenon	Mt-A		
Mary Hanser	Raky Mtn. Tobacco Free Sto	year V	
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IF YOU CARE TO WRITE COMMENTS, ASK SECRETARY FOR WITNESS STATEMENT FOR
PLEASE LEAVE PREPARED STATEMENT WITH SECRETARY.