MINUTES

MONTANA HOUSE OF REPRESENTATIVES 52nd LEGISLATURE - REGULAR SESSION

COMMITTEE ON EDUCATION & CULTURAL RESOURCES

Call to Order: By Chairman Ted Schye, on February 11, 1991, at 3:00 p.m.

ROLL CALL

Members Present:

Ted Schye, Chairman (D)

Ervin Davis, Vice-Chairman (D)

Steve Benedict (R)

Ernest Bergsagel (R)

Robert Clark (R)

Vicki Cocchiarella (D)

Fred "Fritz" Daily (D)

Alvin Ellis, Jr. (R)

Gary Feland (R)

Gary Forrester (D)

Floyd "Bob" Gervais (D)

H.S. "Sonny" Hanson (R)

Dan Harrington (D)

Tom Kilpatrick (D)

Bea McCarthy (D)

Scott McCulloch (D)

Richard Simpkins (R)

Barry "Spook" Stang (D)

Norm Wallin (R)

Diana Wyatt (D)

Andrea Merrill, Legislative Council Staff Present:

Dianne McKittrick, Committee Secretary

Please Note: These are summary minutes. Testimony and

discussion are paraphrased and condensed.

HEARING ON HB 436

Presentation and Opening Statement by Sponsor:

REPRESENTATIVE RAY PECK, House District 15, Havre, said HB 436 would conform Montana law to the new federal requirements.

Proponents' Testimony:

Gail Gray, Office of Public Instruction (OPI), said HB 436 was drafted at the request of the Superintendent of Public Instruction to make Montana law consistent with new language in the reauthorization of the Education of the Handicapped Act. This will comply with requirements by the Department of Education for approval of the Montana State Plan which is written every three years to receive federal money for Special Education Services in Montana. The term "mentally retarded" will change to "cognitive delayed" by recommendation of the State Special Education Advisory Panel to reduce the perceived stigma of this particular disability. Ms. Gray presented four amendments. EXHIBIT 1 To save time she submitted the following four names for the record in support of the bill: Larry Williams, Superintendent, Great Falls; Pat Boyer, Director of Special Services, Bozeman; Kelly Evans, President, Council of Administrators of Special Education; Bill Hickey, Anaconda; and, Dick Trerise, Superintendent, Lincoln.

Opponents' Testimony: None

Questions From Committee Members:

REP. HANSON asked Gail Gray if by deleting lines 9-12 on page 2, "unless the child is excused from enrollment" does that mean all children must go to school and there would be no excuse. Ms. Gray answered that the reason is the Department of Education felt that was an inappropriate exclusion from compulsory attendance.

REP. BENEDICT asked on page 8, concerning the definition of Special Education, is this opening up a new area of Special Education not just in schools but extending to homes, hospitals, institutions and other settings. Ms. Gray said this is not new, it just hasn't been in Montana's particular definition but is in the federal requirements. Montana has children and youth served in hospitals for special education with state dollars. Generally they are in a home bound situation. This makes the definition consistent with the federal requirement.

Closing by Sponsor:

REP. PECK said this is a clean-up bill and next session the Legislature will have to deal more thoroughly with the part on contingency funds for special education.

HEARING ON HB 589

Presentation and Opening Statement by Sponsor:

REPRESENTATIVE RAY PECK, House District 15, Havre, said HB 589 is somewhat new but builds on existing law. Currently school districts can put aside 30% of sick leave liability into a reserve account. This legislation allows flexibility in budgeting and must be done by a formal vote of the Board of Trustees.

Proponents' Testimony:

Rick Floren, Legislative Liaison for the Montana Association of School Business Officials, said this legislation has unanimous support of approximately 300 business officials throughout Montana. This would allow the shift of termination pay liability to the sick leave reserve fund to help run a tighter ship and control expenses, resulting in better budgeting for school districts. Classified employees can accumulate up to two years liability on the district which can account for forty eight days of unfunded liability. This particular fund, which is already established under the Sick Leave Reserve Fund, comes from cash balances at the end of the year.

Larry Williams, Superintendent, Great Falls, stated support.

Kay McKenna, Montana Association of County School Superintendents, (MACSS), said this is simply a mechanism to make it easier for school districts when someone retires and there is no money for termination pay, especially vacation pay. This will make it so school districts don't have to rob general or retirement funds.

Bruce Moerer, Montana School Boards Association, (MSBA), said this gives schools budgeting flexibility to meet difficult retirement costs.

Jesse Long, School Administrators of Montana, (SAM), stated support.

Opponents' Testimony: None

Questions From Committee Members:

REP. DAILY asked why not establish a vacation reserve account rather than messing with the sick leave reserve account. REP. PECK answered that perhaps another section of law could be written that would deal independently with this but this seems the easier way. REP. DAILY said that would be a more appropriate way rather than going after the sick leave fund. This seems to establish a method for the administrators to get at the teachers' money.

REP. COCCHIARELLA asked what are the risks associated with this concept. REP. PECK answered, after close scrutiny, he sees no down side to this proposal since it only allows for 30% of the liability. It only allows the use of money the trustees will appropriate out of the General Fund since the trustees are always examining the account. It is a good management tool for school districts.

Closing by Sponsor:

REP. PECK said this is a simple idea and very helpful to school districts since the trustees must vote to put money into this reserve account. This legislation provides flexibility in

management.

HEARING ON HB 449

Presentation and Opening Statement by Sponsor:

REPRESENTATIVE TED SCHYE, House District 18, Glasgow, said HB 449 is by request of the Superintendent of Public Instruction. It appropriates money to the Superintendent and allows for full funding of the allowable costs of education for special education for school districts.

Proponents' Testimony:

Gail Gray, Office of Public Instruction, (OPI), submitted amendments. EXHIBIT 2

Robert Runkel, Director of Special Education, (OPI), presented written testimony and a brief overview of special education and its cost. He said special education serves approximately one in ten children enrolled in Montana's public schools. The student's needs vary, from occasional speech language therapy to rather expensive full-time special education with a broad array of related services. EXHIBIT 3

Kelly Evans, Director of Southwestern Montana Educational Cooperative, Testifying in behalf of the Montana Council of Administrators in Special Education, presented written testimony. EXHIBIT 4

Larry Williams, Superintendent, Great Falls, said special education budgets support services mandated by state law. All but a small percentage of the Great Falls special education budget goes to fund three main categories of service provisions: salaries and related benefits to certified and professional staff as well as support staff, out of district tuition agreements and mileage expenses for the itinerant personnel who service that program. A school district should not be faced with the prospect of underfunding federal and state required programs which could lead to legal confrontations with parents. A district should not have to mortgage the programs and future of its non-handicapped students as they have for years to fund special education mandates.

Eric Feaver, Montana Education Association, (MEA), said there are pseudo-mandates and super-mandates in the business of schooling. Pseudo mandates are those in the accreditation standards in that there are many ways to meet them and many alternatives. Supermandates deal with special needs students and ones schools absolutely must meet or be in court. As a result, school districts drive the money into special education because they have no choice. Every dollar going into special education that is not paid for at the federal and state level is a dollar that must come from the local level. In today's marketplace, it is a

dollar schools do not have for the rest of the student population.

Bill Hickey, School Administrator, Anaconda, presented written testimony. EXHIBIT 5

Harry Erickson, Superintendent, Belgrade, President-elect, Montana Association of School Administrators, presented written testimony showing the current status of Belgrade Schools. EXHIBIT 6

Terry Minow, Montana Federation of Teachers, (MFT), said HB 449 is fair and necessary and has the potential to improve the quality of education for both handicapped and non-handicapped students in Montana. It directly addresses the needs of Montana's schools and its students.

Pat Melby, Underfunded School Coalition, said this legislation is consistent with the equalization of school funding and ensures that elementary and secondary schools can provide a quality education. Any legislation that decreases the need for local property tax revenues and decreases the competition between special education and the regular school programs for those limited education dollars will increase the level of equalization in Montana.

Richard Trerise, Superintendent, Lincoln, said when a child is determined to have a special need, the child study team and federal and state laws specify what program has to be provided. When the state gives less money than is needed, the school kicks in the difference and funds the additional cost out of the general fund which detracts from the regular education programs.

Wayne Buchanan, Board of Public Education, said a measure of equalization is provided by this bill. Any time there is competition to draw from regular funds in order to support special education, you burden a school district's ability to pay and reduce those funds that must be funded by the local levies and dollars. This was the basis of the suit brought and the basis by which the Supreme Court determined that the funding system in Montana was not constitutional.

Kay McKenna, Montana Association of County School Superintendents, (MACSS), said the entire education community is coming together as proponents for this bill to convince the Legislature how important this issue is. In small rural schools there are seldom special services available to children. The state funds a small amount of money into the co-op to pay the salaries of itinerant resource people, usually speech or resource teachers. They travel to rural schools for the special needs of the children. If a rural school has a child in their district who has handicapping conditions that neither the school nor the itinerant can handle, that child must be tuitioned into another district. Tuition is not covered by special education allowable

costs so they have to levy a considerable amount in tuition to the taxpayer.

Cris Volinkady, Lobbyist for the Developmentally Disabled, stated support.

Bruce Moerer, Montana School Boards Association, (MSBA), said special education funding is one of the most frustrating areas for trustees when it comes to balancing the budget. It is an expense often totally beyond a district's control. It is legally mandated by federal law and local boards need the assistance in meeting those costs.

Chip Erdmann, Montana Rural Education Association, said rural schools are unequally impacted when they have one or several special education students in the district.

Jim Turner, Superintendent, Helena, President, Montana Association of School Administrators, pointed out that for many years the MASA position on funding special education has been that of the full funding of allowable costs. Schools are putting in additional dollars out of general funds and in Class AA schools that amounts to an average of 18-22 percent. Full state funding would greatly help in terms of equity.

Opponents' Testimony: None

Questions From Committee Members:

REP. BENEDICT asked how many special education students are served in Belgrade. Do school districts get the base or regular ANB money plus special education money? Supt. Erickson answered approximately 180. Unless the student is in special education half time or more and then they are not given the regular ANB payment since it all becomes special education money.

REP. BENEDICT asked Robert Runkel since there are so many law suits brought against local district and the state, is any effort being made on the state level to sue the federal government for not funding mandated programs. Mr. Runkel he knows of no efforts in Montana currently.

REP. WALLIN asked Kelly Evans why states are mandated to babysit children age 3 to 5. Mr. Evans said as a result of federal law, the requirement specifically speaks to serving all handicapped students age 3 through 18. Research indicates the earlier the intervention with handicapped students, the more likelihood they will improve to the point of needing reduced services in the future. This doesn't appear to be babysitting.

REP. WALLIN asked how much of the \$25 million goes to educate 3-5 year old kids. Mr. Runkel said that is a complicated question and precise data is not available since costs are approved on a per teacher basis and those teachers often serve children of all ages.

Closing by Sponsor:

REP. SCHYE said this legislation is very important. In response to questions on the age 3-5, his wife taught kids at that age before the law required it. The statistics are amazing how well those kids do when the teachers deal with them and the parents at an early age. Many states offer assistance from age one. It's a case of spend the money now or spend it for the rest of their lives.

ADJOURNMENT

Adjournment: 4:30 p.m.

TED SCHYE, Chair

DIANNE MCKITTRICK, Secretary

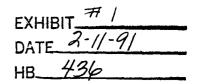
TS/dMcK

EDUCATION AND CULTURAL RESOURCES COMMITTEE

ROLL CALL

DATE 2-11-91

NAME	PRESENT	ABSENT	EXCUSED
REP. TED SCHYE, CHAIRMAN			
REP. ERVIN DAVIS, VICE-CHAIRMAN			
REP. STEVE BENEDICT	/		
REP. ERNEST BERGSAGEL	V		
REP. ROBERT CLARK	✓		
REP. VICKI COCCHIARELLA			
REP. FRED "FRITZ" DAILY			
REP. ALVIN ELLIS, JR.	V		
REP. GARY FELAND	V		
REP. GARY FORRESTER	\bigvee		
REP. FLOYD "BOB" GERVAIS			
REP. H.S. "SONNY" HANSON			
REP. DAN HARRINGTON			
REP. TOM KILPATRICK	V		
REP. BEA MCCARTHY			
REP. SCOTT MCCULLOCH			
REP. RICHARD SIMPKINS			
REP. BARRY "SPOOK" STANG	V		
REP. NORM WALLIN	V		
REP. DIANA WYATT			
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OFFICE OF PUBLIC INSTRUCTION

STATE CAPITOL HELENA, MONTANA 59620 (406) 444-3095 Nancy Keenan Superintendent

February 11, 1991

TO:

Representative Ted Schye

Chair, House Education Committee

FROM:

Gail Grant Office of Public Instruction

Robert Runker, Office of Public Instruction

RE:

Amendments to HB 436

The Office of Public Instruction requests the following amendments to HB 436:

Page 1, line 8

Following: "20-7-461"

Insert: "20-9-321"

Page 4, line 23

Following: "impairment" Insert: "including deafness"

Page 8, line 11

Following: "diabetes"

Insert: ", which adversely affects a child's educational performance"

20-9-321 MCA is amended to read as follows:

(Effective July 1, 1990) Foundation program and contingency funds for special education. (1) For the purpose of establishing the foundation program amount for a current year special education program for a school district, the superintendent of public instruction shall

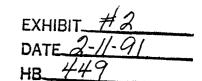
determine the total estimated cost of the special education program for the school district on the basis of a special education program budget submitted by the district. The budget must be prepared on forms provided by the superintendent of public instruction and must set out for each program:

- (a) the estimated allowable costs associated with operating the program where allowable costs are as defined in 20-7-431;
 - (b) the number of pupils expected to be enrolled in the program; and
- (c) any other data required by the superintendent of public instruction for budget justification purposes and to administer the provisions of 20-9-315 through 20-9-321.

EXHIBI	T_#/	
	2-11-91	
HB	436	

Representative Ted Schye February 11, 1991 Page 2

- (2) The total amount of allowable costs approved by the superintendent of public instruction is the special education foundation program amount for current year special education program purposes. The total amount of allowable costs that are approved for the special education budget may not, under any condition, be less than the foundation program amount for one regular ANB for each full-time special pupil in the school district.
- (3) Any amount approved in section (2) which is an increase over the prior year's special education approved allowable costs and is a result of expanded programs or recalculation of the special education allowable cost base may be deposited in a separate account of the miscellaneous programs fund of the district. The separate account shall be the same as the account prescribed in section (4) and shall be managed in the same manner.
- (3)(4) If a special education program is implemented or expanded during a given school term too late to be included in the determination of the district foundation program for the school year as prescribed in this part, allowable costs approved under the budgeting provisions of subsections (1) and (2) for the operation of the program during the given year must be funded from any legislative appropriation for contingency financing for special education. Contingency funds granted under this subsection must be deposited in a separate account of the miscellaneous programs fund of the district as provided in 20-9-507. However, if contingency funds are not available, then subject to the approval of the program by the superintendent under the emergency budget provisions of 20-9-161(5), allowable costs for the given year may be added to the foundation program amount for special education for the subsequent school year. The allowable costs must be recorded as previous year special education expenses in the school district budget for the subsequent school year.
- (5) The special education contingency funds are biennially appropriated. They are for emergencies that may arise in special education programs in local districts or cooperatives. Contingency funds may also be used for positions that have gone unfilled for an entire school year and for which state special education funds were not awarded. A district board of trustees or cooperative board may apply for funds by submitting a letter to the office of public instruction which describes the need for the funds and meets the documentation requirements as established by the office of public instruction.
- (4)(6) The sum of the previous year special education expenses as defined in subsections (3) and (4) and the foundation program amount for current year special education as defined in subsections (1) and (2) is the special education budget for accounting purposes.
- (5)(7) The foundation program amount for special education must be added to the foundation program amount of the regular program ANB defined in 20-9-311 and 20-9-313 to obtain the total foundation program amount for the district.





OFFICE OF PUBLIC INSTRUCTION

Nancy Keenan Superintendent

STATE CAPITOL **HELENA, MONTANA 59620** (406) 444-3095

February 11, 1991

TO:

Representative Ted Schye

Chair, House Education Committee

FROM:

A Public Instruction

RE:

Amendments to HB 449

The Office of Public Instruction requests the following amendments to HB 449:

Page 1, line 14

Following: "million"

Insert: "in addition to the base appropriation for the biennium ending June 30, 1991"

Page 1, line 14 Following: "the" Insert: "approved"

EXHIBIT # 3

DATE 2-11-91

HB 449

1993 BIENNIUM SPECIAL EDUCATION ALLOWABLE COST PROJECTIONS



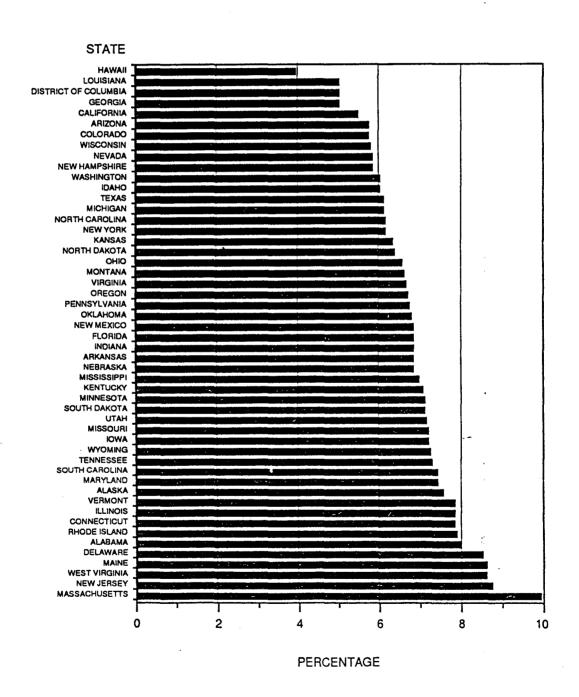
NANCY KEENAN SUPERINTENDENT OFFICE OF PUBLIC INSTRUCTION

EXHIBIT #3

DATE 2-1/-9/

HB 449

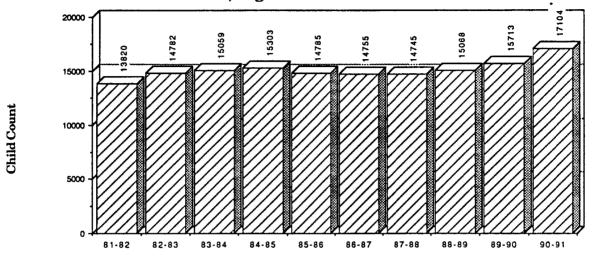
State-To-State Differences In Percentage Of Children Served Under EHA-B And ECIA (SOP), School Year 1987-88



Source is the Eleventh Annual Report to Congress on the Implementation of The Education of the Handicapped Act 1989, U.S. Department of Education.

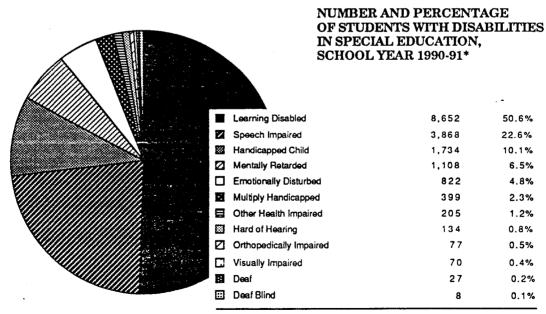
THE STUDENTS

Students with Disabilities in Montana Receiving Special Education Services 1981-1990, Ages 3-21



file: data: bud & ccnt 91/funding 81-90 \$/studnt file: graph: bud & ccnt 90/child count 81-90

School Year



* Figures for 1990 are in the process of being verified.

Total as of 02/11/91

17,104

^{*} Figures for 1990 are in the process of being verified. In the past, verification has resulted in negligible changes to the total.

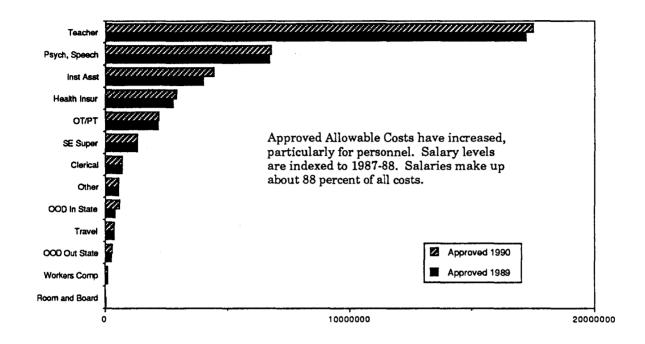
THE COSTS

EXHIBIT_#3

DATE_2-1/-9/

HB_ 449

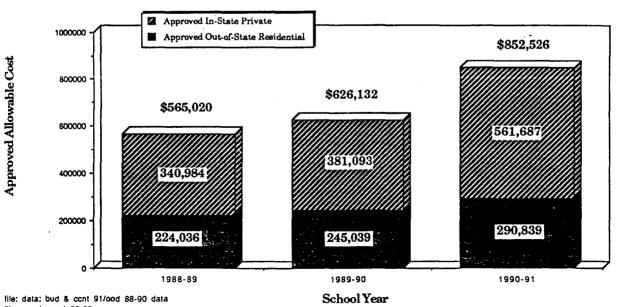
Approved Allowable Costs, School Years 1989-90 and 1990-91



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Approved Allowable Cost for Out-of-District Placements School Years 1988-1990



file; graph: ood 88-90

Office of Public Instruction Nancy Keenan, Superintendent

Title

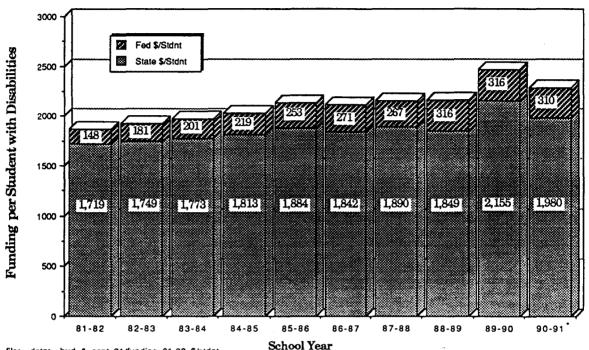
THE FUNDING

EXHIBIT. #3

DATE 2-11-91

HB. 449

Special Education Funding per Student Ages 3-21, School Years 1981-90

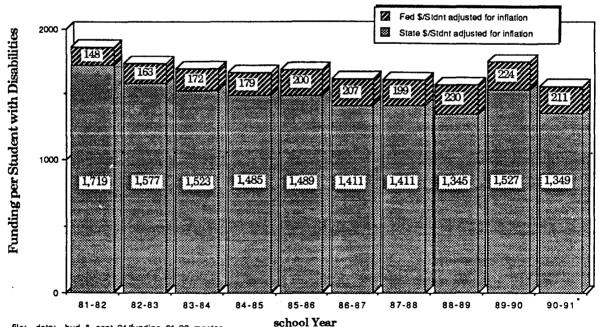


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* Figures for 1990 are in the process of being verified.

Special Education Funding per Student Adjusted for Teacher Salary Growth Base Year 1981-82



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* Figures for 1990 are in the process of being verified.

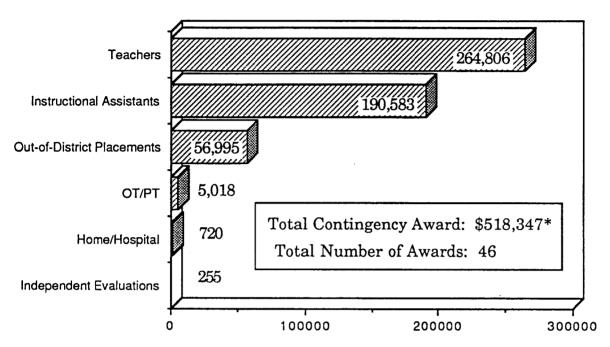
Office of Public Instruction Nancy Keenan, Superintendent

EXHIBIT #3

DATE 3-11-91

HB 449

Special Education Contingency Funds School Year 1990-91



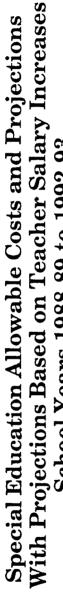
Contingency Award, Dollars

file: data: 1990 contingency file: graph: contingency 1990-91

* \$18,347 represents refunded dollars from the first year of the biennium reallocated for the second year.

Office of Public Instruction Nancy Keenan, Superintendent

ille: graph: 1993 biennium



THE BUDGET

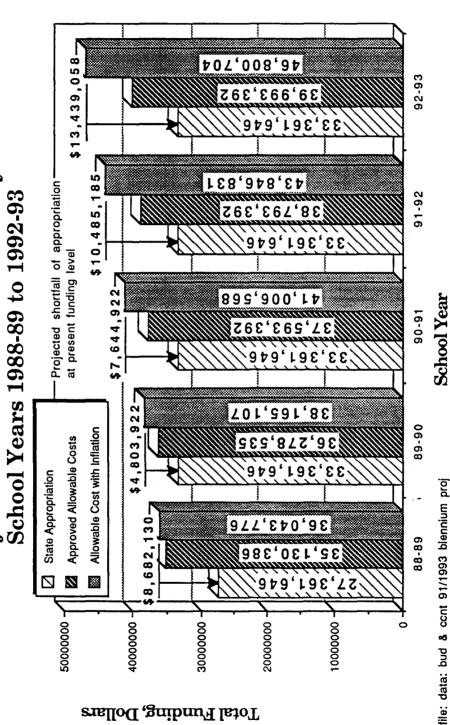


EXHIBIT $\frac{\#3}{2-1/-9/}$

1993 BIENNIUM SPECIAL EDUCATION ALLOWABLE COST PROJECTIONS Projection based on OPI Special Education Allowable Costs using: 1. Consumer Price Index (CPI), and 2. OPI/MEA teacher salary projections. Table 1:

District Share Tchr-Act (MEA)	8,682,130 4,803,461 7,644,922 10,485,185 13,439,058
Adjusted Costs Tchr (MEA)	36,043,776 38,165,107 41,006,568 43,846,831 46,800,704
Tchr Price Index (MEA)	26% 26% 4.00%
District Share Infl-Act (CPI)	1 1 1
Adjusted Costs Inflation (CPI)	1004601
Infla- tion Index (CPI)	
State Share of Special Ed Costs	27,361,646 33,361,646 33,361,646 33,361,646 33,361,646
Program Growth in allow- able costs	1,148,149 1,314,857 1,200,000* 1,200,000*
Approved Allowable Costs	35, 130, 386 36, 278, 535 37, 593, 392 38, 793, 392* 39, 993, 392*
School	

Projections based on MCASE survey of school district budgets, 11/90 TABLE 2:

* Projected

			7699911111111111	11111111		T	***********	11111111111	
School	Budgeted District Costs	Program Growth in allow- able costs	rte re		Adjusted Costs Inflation (CPI)	District Share Infl-Act	Tchr Price Index (MEA)	l TO	l
					H H H H H H H H H H H H H H H H H H H				
88-89 89-90 90-91 91-92 92-93	42,458,562	33,36 1,200,000* 33,36 1,200,000* 33,36	33,361,646 33,361,646 33,361,646	 % % % % %	42,458,562 45,569,197 49,047,657	9,096,916 12,207,551 15,686,011	2.68 2.78 4.08 4.08 4.08 4.08 4.08	2.6% 4.0% 42,458,562 4.0% 45,356,904 4.0% 48,371,181	9,096,916 11,995,258 15,009,535
 							PR.	PRINTED:	11/27/1990

Fiscal	State	Federal	Pre-	Pre- Contin-	Total	(Perc	ent Ch	(Percent Change)	child	Pct.	Pct. (Per Child) (- Percent Change -)	· Chil.	(p	(- Perc	ent Cha	(- ague
Year	Approp	Grant	School gency	gency		State	Fed	Preschl	Count	Change	State Fed	Fed	Total	State Fed	<u>8</u>	Total
Fed State	ø		Grant													
3	(2)	(3)	(4)	(5)	(9)		3		(8)	6)		(10)			(11)	
1981-82	23,254,921	23,254,921 2,223,971 115,588 500,000	115,588	200,000	25, 794, 480	%0	%0	%0	13,820	%0	1,719	148	1,866	%0	80	%0
1982-83	25,347,864	25,347,864 2,843,025 131,303	131,303	500,000	28,522,192	%6	28%	14%	14,782	ጟ	1,749	181	1,930	2%	23%	3%
1983-84	26,197,622	26,197,622 3,179,570 143,800	143,800		29,720,992	13%	43%	24%	15,059	2%	1,733	201	1,974	3%	36%	%9
1984-85	27,249,629	27,249,629 3,489,812 155,170	155,170	200,000	31,094,611	17%	27%	34%	15,303	2%	1,813	219	2,032	2%	48%	%
1985-86	27,451,564	27,451,564 3,878,043 161,543	161,543	400,000	31,591,150	18%	74%	40%	14,785	-3%	1,884	253	2,137	10%	71%	14%
1986-87	26,814,413	26,814,413 4,171,730 174,949	174,949	364,772	31,175,864	15%	88%	51%	14,755	%0	1,842	271	2,113	ጀ	84%	13%
1987-88	27,361,646	27,361,646 4,117,743 170,806	170,806	200,000	31,800,195	18%	85%	787	14,745	%0	1,890	267	2,157	10%	81%	16%
1988-89	27,361,646	27,361,646 4,666,691 473,520	473,520	500,000	32,623,880	18%	110%	310%	15,068	2%	1,849	316	2,165	8%	114%	16%
1989-90	33,361,646	33,361,646 4,884,659 515,680	515,680	200,000	38,834,022	43%	120%	346%	15,713	% 7	2,155	316	2,471	25%	114%	32%
1990-91	33,361,646	33,361,646 5,063,152 679,000	926,000	200,000	39,164,848	43%	128%	487%	17,104	%6	1,980	310	2,290	15%	110%	23%

Compiled by the Special Education Bureau Montana Office of Public Instruction

Nancy Keenan, Superintendent

February, 1991

SPECIAL EDUCATION FUNDING HISTORY

NOTES

(1) Federal/State Fiscal Year refers to the fact that federal money granted in one federal fiscal year.

Source: Lynda Brannon, OPI. The significant decrease in 1986-87 resulted from statewide budget reductions.

Julia Dilly and Marilyn Pearson, OPI. Source: (3)

Source: Julia Dilly and Marilyn Pearson, OPI. (4)

TOTAL FUNDING = STATE + FEDERAL + PRESCHOOL + CONTINGENCY - ADMINISTRATION Source: Marilyn Pearson, OPI. (2) 9

PERCENTAGE CHANGE = (AMOUNT YEAR[N] - AMOUNT 1981-82) / AMOUNT 1981-82. Thus, percent change is cumulative from 1981-82. 3 Child count figures submitted to the Office of Special Education Programs. Figures for 1990-91 are draft, pending district verification of count. 8

PERCENTAGE CHANGE = (COUNT YEAR[N] - COUNT YEAR[N-1])/COUNT YEAR[N-1]. The change shown is year-to-year, rather than cumulative.

PER CHILD STATE = (STATE APPROPRIATION + CONTINGENCY) / CHILD COUNT. (10) PER CHILD FEDERAL = (FEDERAL GRANT + PRESCHOOL GRANT - ADMINISTRATION) / CHILD COUNT PER CHILD TOTAL = PER CHILD STATE + PER CHILD FEDERAL

(11) See note (7). Cumulative percentages are shown.

2/11/1991 Printed:

EXHIBIT # 4

DATE 2-11-91

HR 449

MONTANA COUNCIL OF ADMINISTRATORS IN SPECIAL EDUCATION

LEGISLATIVE FUNDING POSITION

The providers of special eduction in the State of Montana were indeed grateful to the 1989 state legislature for its infusion of new money into the 1989/90 and 1990/91 budgets. The legislature's sensitivity to the increased costs in providing these mandated services was appreciated. However, it is not surprising that the costs of providing special education services in the State of Montana have continued to rise since the 1989 appropriation. During the first year of the biennium (1989-90 school year) the state appropriation, when combined with federal funds and some district support, was generally adequate to fund required services. However, the 1990-91 appropriation (same as 1989-90) came up far short of the 1989-90 appropriation in meeting the financial costs of our state special education programs. This is due to a variety of reasons:

- .-Inflationary Costs
- -Increase in the number of OPI approved programs
- -The first year of mandated special education services to children age 3 -
- 5 which were not covered under the 1990/91 appropriation
- -Increase in services to medically fragile students
- -Increased costs in transportation for itinerant personnel

The disparity between the state funding level and actual costs of providing special education services has been borne largely at the local level. Graphic examples of the extent of district contributions are illustrated in the attached sample of districts throughout the state. (Appendix A) The additional burden on local districts to fund special education has again set in motion escalating competition between regular education services and mandated special education services for the local tax dollar. This comes at a time when districts are gearing up to meet new accreditation standards; what makes this situation even more difficult is that the amount of money a district can generate locally has been legislatively capped at 104% of the previous years budget. With the 104% cap on the general fund and special education as part of the general fund, fiscal increases in special education from state or local sources directly cause decreases in actual dollars for regular education. An increase in special education during the 1990/91 school year for a special education contingency will

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cause a corresponding decrease in regular education if the service is carried over to the 1991/92 school year. Special education and related costs to special education (i.e. transportation) must be excluded from the 104% cap and allowed to fluctuate according to the enrollment, mandates and allowable cost schedule. The 104% cap including special education hurts both the regular and special education student. This was certainly not the intent of the legislature.

A further complication of this funding crisis is the district's ability or inability to maintain fiscal effort to continue to receive <u>federal</u> special education dollars. Under the concept of maintenance of fiscal effort for special education, a district must spend at least the same amount of state and local dollars for special education services from year to year or risk total loss of federal funding. A decrease in spending results in non-maintenance of effort and subsequent loss of federal funding. For fiscal year 1990-91 <u>\$4,098,496</u> under EHA/B Flowthrough and \$556,780 under Pre-School Grants were at risk.

In actual numbers the state 1990-91 special education allowable costs approved by the Office of Public Instruction were §37,593,392. The Office of Public Instruction had enough appropriation to fund only §33,361,646. It must be noted that the approved allowable cost district budgets for 1990/1991 were based on 1987-88 level salaries and benefits as well as an artificially low figure of \$200.00 for each approved program for supplies and equipment. This created an initial disparity between approved allowable cost and actual costs. In addition, items such as heat, lighting, and facilities are not included in allowable costs and must be funded by the local district. Over and above allowable costs and indirect costs are district's contributions to social security, retirement and transportation.

It is evident from this description that even at a level of full state funding of approved allowable costs, local districts contribute significantly to provide special education services.

To avoid the prospect of underfunding required programs which could lead to possible legal confrontations, the Montana Council of Administrators in Special Education recommend full legislative funding of approved allowable costs.

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A projection for the funds needed to fully fund special education allowable costs for the next biennium can be based on three factors:

- 1) District expenditures from FY 1988/89 Trustees Reports carried forward with an inflationary factor and program expansion factor.
- 2) Office of Public Instruction Approved Allowable Costs for FY 1990/91 carried forward with inflation and program expansion factors.
- 3) District FY 1990/91 special education budgets carried forward with inflation and program expansion factors.

Unfortunately, the accounting structure utilized by the Office of Public Instruction for past Trustees Reports makes it impossible to garner accurate enough data to detail actual special education expenditures.

Therefore, this projection is based on an extension of OPI approved allowable costs and a district FY 1990/91 Budget Sample obtained from a MCASE October, 1990 Survey.

MCASE makes the following projections for funds needed to fully fund special education allowable costs:

1) A projection from data in Table 1 based on forward extension of Approved Allowable Costs would require an additional:

\$10,485,185	for	FY	1991/1992
\$13,439,058	for	FY	1992/1993

2) A projection from Data in Appendix A and Table 2 gathered from the MCASE survey on Budgeted District contributions would require an additional:

\$11,995,258	for	FY	1991/1992
\$15,009,535	for	FY	1992/1993

1993 BIENNIUM SPECIAL EDUCATION ALLOWABLE COST PROJECTIONS

Projection based on OPI Special Education Allowable Costs using:
1. Consumer Price Index (CPI), and
2. OPI/MEA teacher salary projections. Table 1:

School Year	Approved Allowable Costs	Program Growth in allow- able costs	State Share of Special Ed Costs	Infla- tion Index (CPI)	Adjusted Costs Inflation (CPI)	District Share Infl-Act (CPI)	Tchr Price Index (MEA)	Adjusted Costs Tchr (MEA)	District Share Tchr-Act (MEA)
88-89 89-90 90-91 91-92 92-93	35,130,386 36,278,535 37,593,392 38,793,392* 39,993,392*		27,361,646 33,361,646 33,361,646 33,361,646 33,361,646	4.7% 5.0% 5.6% 4.5% 5.0%	36,781,514 39,768,739 43,310,645 46,459,624 49,982,605	9,419,868 6,407,093 9,948,999 13,097,978 16,620,959	2.7% 4.0% 4.0%	36,043,776 38,165,107 41,006,568 43,846,831 46,800,704	8,682,130 4,803,461 7,644,922 10,485,185 13,439,058

Projected

TABLE 2: Projections based on MCASE survey of school district budgets, 11/90

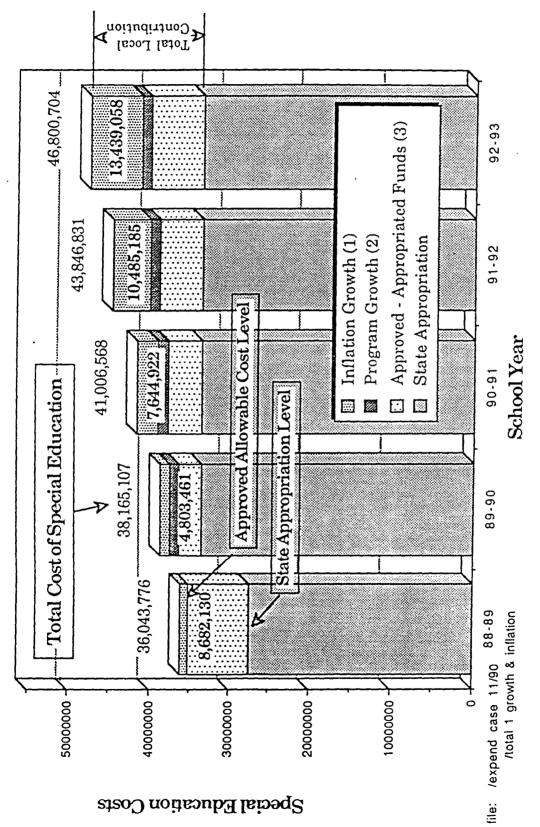
School Year	Budgeted District Costs	Program Growth in allow- able costs	State Share	Infla- tion Index (CPI)	Adjusted Costs Inflation (CPI)	District Share Infl-Act	Tchr Price Index (MEA)	Adjusted Costs Tchr (MEA)	District Share Tchr-Act
88-89 89-90 90-91 91-92 92-93	42,458,562	1,200,000* 1,200,000*	33,361,646 33,361,646 33,361,646	4.7% 5.0% 5.6% 4.5% 5.0%	42,458,562 45,569,197 49,047,657	9,096,916 12,207,551 15,686,011	4.0%	42,458,562 45,356,904 48,371,181	9,096,916 11,995,258 15,009,535

* Projected

PRINTED:

11/26/1990

Showing Effects of Program Growth and Inflation Special Education Cost Breakdown by Source



NOTES

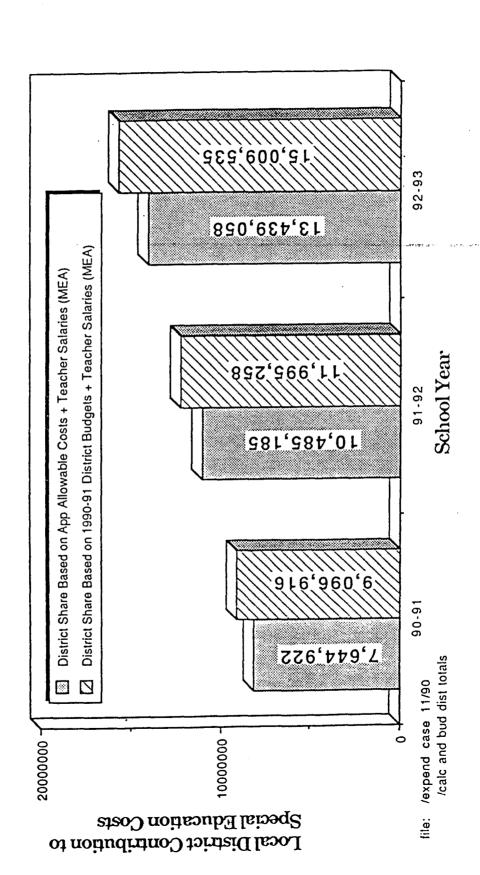
- (1) Inflation Growth is due to personnel salary increases reported by MEA. In all cases, salary increases were below the level of the Consumer Price Index for the same year.
- (2) Program Growth represents increases in approved allowable costs granted during the school year for additional personnel and services, and usually are built into the budget the following year.
 - (3) Approved minus Appropriated funds shows the difference between approved allowable costs and the amount of funding actually available through the state appropriation.

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Education, School Years 1990-91 to 1992-93 Comparison of Estimated and Budgeted Local District Contributions to Special



AL EDUCATION	1990/91 Spec. Educ. Transp. Budgets	:********* \$105,982.00	\$366,000.00	\$0.00	\$24,978.00	\$2,639.00	\$18,558.00	00.08	\$1,296.00	\$0.00	\$428,042.16	\$290.00	\$16,672.00	\$15,263.00	\$221,000.00	\$0.00	\$194,995.00	\$2,480.00	DA	0	7-14			
ADDITIONAL SPECIAL BUDGETING	1990/91 Contribution to Special Education Payroll Tax	**************************************	\$425,500.00	\$43,020.00	\$28,839.00	\$27,959.00	\$19,066.00	\$34,600.00	\$21,725.00	\$18,596.64	\$757,871.17	\$40,310.00	\$80,255.00	\$116,200.00	\$296,369.00	\$43,459.06	\$278,474.00	\$87,941.00	\$240,993.00	\$9,595.04	\$21,396.00	\$113,373.00		
ч		29.88	16.5%	38.3%	16.6%	22.9%	19.5%	22.9%	14.5%	7.3%	22.7%	13.2%	31.4%	41.68	18.0%	5.3%	4.4%	3.1%	15.4%	19.4%	13.6%	18.6%		
APPENDIX	BUDGETED DISTRICT CONTRIBUTION	\$408,922.00	\$245,940.00	\$106,000.00	\$31,142.00	\$54,746.00	\$30,846.00	\$52,600.00	\$21,409.00	\$12,000.00	\$799,076.00	\$26,466.00	\$250,120.00	\$326,050.00	\$354,750.00	\$14,559.42	\$80,502.00	\$19704.00	\$140,519.00	\$11,945.00	\$19,580.00	\$104,840.00	ricts	
VEY ~ OCTOBER, 1990 L EDUCATION ALLOWABLE COSTS	STATE CONTRIBUTION	\$962,225.00	\$1,248,836.00	\$170,616.00	\$156,268.00	\$183,894.00	\$127,653.00	\$176,647.00	\$125,813.00	\$152,079.00	\$2,721,608.00	\$173,764.00	\$546,932.00	\$458,197.00	\$1,612,284.00	\$262,536.00	\$1,755,593.00	\$619,310.00	\$769,470.00	\$49,493.00	\$124,309.00	\$460,219.00	entary and Secondary District	
MCASE SURVEY 90/1991 SPECIAL E	:hool Dist.	sla Co H.S.	sla Ele.	ellgate Ele.	tevensville**	orvallis**	arby**	ut Bank**	:hoteau**	;helby**	reat Falls**	Conrad**	Havre**	Browning**	Helena**	Deer Lodge	Butte**	Anaconda**	Bozeman**	Beaverhead Co. High School	Dillon Ele.	Livingston**	** Combined Elementary	

MCASE SURVEY OCTOBER, 1990

(

	MCASE SURVEY OCTOBER, 1990 1990/1991 SPECIAL EDUCATION ALLOWABLE	CTOBER, 1990 ATION ALLOWABLE COSTS		**************************************	TO THE RESIDENCE THE
				BUDGETING BUDGETING	IAM EDUCATION TING
ige 2 ;hool Dist.	STATE CONTRIBUTION	BUDGETED DISTRICT CONTRIBUTION	Percentage Allowable Costs Paid By District Contribution	1990/91 Contribution to Special Education Payroll Tax	1990/91 Spec. Educ. Transp. Budgets
Lasgow**	\$133,419.00	\$35,200.00	27.28	\$28,700.00	********** \$32,000.00
*lgrade**	\$321,895.00	\$102,224.00	24.1%	\$144,967.00	\$48,015.00
aker**	\$94,224.00	\$35,000.00	27.0%	\$19,384.00	\$900.00
iles City**	\$505,938.00	\$45,206.00	8.2%	\$89,967.00	\$35,588.00
orsyth**	\$98,018.00	\$58,625.00	37.4%	\$20,554.00	\$1,000.00
olf Point**	\$158,332.00	\$186,848.99	54.1%	\$32,250.84	\$23,450.00
alta**	\$97,052.00	\$25,000.00	20.5%	\$12,530.00	\$0.00
lendive**	\$393,662.00	\$83,261.00	17.5%	\$77,920.00	\$13,000.00
idney**	\$246,151.00	\$84,623.00	25.6%	\$51,375.00	\$13,968.00
,ibby**	\$447,939.00	\$33,687.00	7.0%	\$75,129.00	\$31,752.00
vergreen	\$190,333.00	\$83,528.94	30.5%	\$42,500.00	00.08
olson**	\$222,012.00	\$45,362.00	17.0%	\$34,374.00	\$7,559.00
lonan**	\$299,373.00	\$97,872.00	24.6%	\$50,382.00	\$13,275.00
<pre><alispell**< pre=""></alispell**<></pre>	\$928,089.00	\$350,059.00	27.4%	\$177,125.00	\$17,820.00
3ig Fork**	\$117,926.00	\$45,577.00	27.8%	\$24,759.00	\$4,426.00
Whitefish**	\$257,698.00	\$94,463.00	26.8%	\$53,000.00	\$1,500.00
Troy**	\$140,261.00	\$70,078.56	33.3%	\$27,050.00	\$1,500.00
Billings**	\$4,342,008.00	\$1,747,291.00	28.7%	\$807,650.00	EXI DAT HBC:113
Lockwood	\$207,906.00	\$44,000.00	17.5%	\$45,000.00	#IBI
Lewistown**	\$289,374.00	\$73,518.00	20.3%	\$46,180.00	%
Hardin**	\$412,986.00	\$206,660.00	33.4%	\$71,168.16	<u> </u>
**Combined Elementary and	entary and Secondary District				4 91 9

^{**}Combined Elementary and Secondary Districts

EXHIBIT_#4

DATE 2-11-91

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	MCASE SURVEY OCTOBER, 1990 1990/1991 SPECIAL EDUCATION ALLOWABLE COSTS	S September 20		ADDITIONAL SPECIAL EDUCATION BUDGETING	IAL EDUCATION
1ge 3			Percentage Allowable Costs	1990/91 Contribution to	1990/91 Spec. Educ. Transp.
shool Dist.	chool Dist. STATE CONTRIBUTION DISTRICT CONTRIBUTION Contribution Payroll Tax	BUDGETED DISTRICT CONTRIBUTION	Paid By District Contribution	Special Education Payroll Tax	Budgets
aurel**	\$225,034.00	\$43,933.00	14.78	\$34,334.00	\$32,264.00
**dnpunc	\$126,415.00	\$29,449.00	18.9%	\$28,617.00	\$0.00
OTALS	\$23,113,791.00	\$6,733,182.91		\$4,880,437.91	\$2,605,042.16

SUMMARY DATA ANALYSIS MCASE OCTOBER, 1990 SURVEY

Sample: Eighty (80) School Districts (36 districts combined elementary and secondary, 2 high school districts, 6 elementary districts)

A. State Contribution of Allowable Costs to these Districts:

79.3% of State Allocation to all School Districts (excluding allocations to Special Education Cooperatives)

\$23,113,791.00

\$6,733,182.91

Assumption: This figure is 79.3% of contributions made by all school districts. Allowable Costs District Contribution (sample) Ä

B. Range: 3.1% to 54.1% Mean: 22.6% State Allocation of Allowable Cost Appropriation for all School Districts (excluding Cooperatives) ပ

Total School District Contribution (all districts projected from 79.3% Sample.) ο.

State and Local Projected Contribution for School Districts. <u>ы</u>

Special Education Cooperative approved allowable costs for 1990/1991: . (4

\$4,800,845.00

\$42,458,562.00

\$37,657,717.00

529,166,944.00

\$8,490,773.00

Districts Projected Need from 2E plus Cooperative Approved Allowable Costs (2F) School <u>ن</u>

TOTAL PROJECTED Allowable Cost Budget for the 1990/1991 School Year:

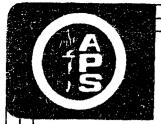
School Psychologist, Special Therapists and Audiologists. Allowable Costs Include: Salaries for: Teachers, Teacher Aides, Speech Pathologists, Education Directors, Clerical Personnel, and may include Nurses, Physical and Occupational

Other allowable costs: Workers Compensation, Health Insurance, Equipment and Repair of Equipment (\$200 per classroom limit), Teaching Materials/Supplies (\$15.00 for part time student; \$20.00 per full time student, except speech therapy), Contracted Services (negotiated with OPI), Room and Board for isolated students, Out of District Placements and Travel for Itinerant Personnel

Projected Total All School Districts Payroll taxes paid by State, County and Local Revenue Sources (Social Security, Retirement, etc.) are equivalent to approximately 16.3% of allowable costs paid by the Payroll Tax Sample Contribution State and local districts. ъ В

Projected Total all School Districts Special Education Transportation costs paid by local, county and state revenue sources are equivalent to approximately 8.7% of allowable costs paid by the state and local Special Education Transportation Sample Contribution 4

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₽B_	8	84	49
4,880,438.	154,398	,605,042	285,046
54	798	\$2	\$3



MARY JO ORESKOVICH SUPERINTENDENT 563-6361

BUSINESS OFFICE Business Manager/Clerk J. E. Corrigan 563-8277

SPECIAL SERVICES Executive Director Dr. William F. Hickey 563-5101

ANACONDA HIGH SCHOOL Principal, E.J. Carosone Vice-Principal, Earl Sager 563-5269 FAX: 563-5260

JUNIOR HIGH SCHOOL Principal, John Stergar 563-6242

LINCOLN SCHOOL Principal, Bob Lemelin 563-6141

W.K. DWYER PRIMARY Principal, Ed Spiegle 563-7365

W.K. DWYER INTERMEDIATE Principal, Stan Blaz 563-5562

Anaconda Public Schools

P.O. Box 1281 Anaconda, Montana 59711 Fax 563-7763

February 11, 1991

Proponent HB 449

Mr. Chairman, members of the committee:

My name is Bill Hickey and I am a school administrator in Anaconda, Montana. Today, I am testifying before you as a proponent of HB 449 which intends to more fully fund special education. Without increased funding for special education there continues to be a savage competition between regular and special education students for the same dollar.

I offer the following table to you to illustrate the funding of Anaconda's special education program for the past four (4) years:

	1988-89	1989-90	1990-91	1991-92	
State HS	194-095	285,935	263,997	217,000	
ES Local HS	300,020 1,386	363,051 0	355,313 0	340,000 46,997	
ES EHA-B	9,650 64,500	0 59,296	19,704 60,656	35,017 66,018	est.
PIG	0	2,408	2,460	10,170	
Total	569,651	710.690	702,130	715,202	

Unless the Anaconda Public Schools contributes approximately \$82,014 which is a 416% increase over last years contribution of \$19,704, then we will lose \$76,188 under Education of the Handicapped Act-Part B and Preschool Incentive Grants. In addition, we will lose another \$23,000 for special transportation under EHA-B. The district is unable to contribute the \$82,014 because it would be taking essential services from regular education if we lost the federal money, our 1991-92 special education budget would then be \$557,000. According to the allowable cost schedule and the budget submitted to the Office of Public Instruction in January of 1991, our combined elementary and secondary special education needs were \$808,428.

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DATE_2-/1-9/

HB__449

Page 2 Proponent HB 449

I am not trying to bombard you with figures, but I am trying to illustrate the effect of no new special education monies on services to regular and special students of the Anaconda Public Schools.

In the mid-1970's, I worked for the Office of Public Instruction in the special education unit. I am haunted by the memory of Dr. Ray Peck who was then with the Havre Public Schools. We were insisting that mandated full services for the handicapped would always be a state responsibility. Dr. Peck shook his head many times and explained to us that was not how the real world worked and foretold of the competition between reguar and special education.

In closing, I urge you to support this bill and offer the circumstance for all of our children to receive an equal education opportunity.

SCHOOL YEAR 1991-92

SPECIAL EDUCATION FUNDING

Focus H.B. 449 Representative Schye

Fund Sources

		STATE	FUNDING	DISTRICT	FUNDING	TOTAL
212	Teacher Salaries Retirement	\$200	,624.00 -0-	\$ - 30,39		\$200,624.00 30,394.00
217	Aide Salaries Retirement	13	,495.00 -0-	53,70 10,08		67,204.00 10,081.00
260	Health Insurance		-0-	26,52	22.00	26,522.00
250	Workmans Comp		-0-	59	3.00	593.00
350	Contracted Services		-0-	6,26	7.00	6,267.00
	Support Staff chologist, Speech Ther Retirement	. 85,	116.00	17,01 15,47		102,128.00 15,472.00
260	Health Insurance		-0-	7,02	0.00	7,020.00
240	Special Education Director .5 FTE	22,	660.00	-0) -	22,660.00
	Retirement		-0-		3.00	3,433.00
	Health Insurance		-0-	2,34	0.00	2,340.00
610	Supplies-Texts		-0-	8,00	0.00	8,000.00
640	Equipment		-0-	2,70	0.00	2,700.00
580	Travel		-0-	1,10	0.00	1,100.00
		\$321,	895.00	\$184,64	3.00	\$506,538.00
		63.	548%	36.45	2%	100.00%

Prepared by: Harry D. Erickson, Superintendent Belgrade School District #44 Belgrade, MT

VISITOR'S REGISTER

Edu	cation & Cultu	ıral Resources	COMMITTEE	BILL NO.	436
DATE	2-11-91	SPONSOR (S)	Peck		

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Kelly Tiran	MCASE.			W
Richard Trevise	Sch Dist #38 Lincoln			~
Var McKonna	MACSS	·		
LARRY D. WILLIAMS	GT FALLS S.D. #14A			/
Jan Hory	5. A. M			
Tri Jenn	MEA			3
NAYNE BUCHANAN	BPE			
La Jan.	OFI			· ~

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Lan McRannu	MACSS			
De WILLIAMS	GT FALLS DUBLIC SCHOOLS			V
Bruce W. Merer	17581			<u></u>
Jose W Lany	5.A.M			<u>ب</u>
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Wayre Susham	BPE		•	<i>₩</i>
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Kelly Evann	MCASE			
Richard Trense	Sch Dist 38 Lincoln	449		
Terry Minow	MFT	449		
Day McKenna	mACSes	149		
Cris Volnkusy	DD Lobbyist	449	-	/
LARRY D. WILLIAMS	GT FALLS PUBLIC Scitocu	449		
Bill Like	anaegrala Publi School	449		U
PatMelly	Underfu bel Schools	449		· V
Pat Boyen	Bojeman Public Aded	449		V
Bruce W. Moser	125BA			
Jesse W. Long	S.A.M			L
Tri Jewi	129/			3

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HOUSE OF REPRESENTATIVES VISITOR'S REGISTER

448

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Opolet, Dan 20	Office of Public Purt.	~	
Sal So	012		
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