

SCR

19

# HOUSE COMMITTEE REPORT

1/26  
Rule

(7)

Date Referred: January 11, 1990

FURTHER REFERRALS:

Date of Committee Action: 1-24-90

The HEALTH, EDUCATION, & SOCIAL SERVICES Committee considered: SCR 19

SENATE CONCURRENT RES. NO. 19 ALCOHOL AND DRUG EDUCATION

Relating to alcohol and drug education programs.

### RECOMMENDATIONS:

- be replaced with HCS SCR 19 (HESS) <sup>"B"</sup>  the same title
- have attached amendment(s)  a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of intent

ATTACHES NEW FISCAL NOTE(s):  
(Dept)

APPROVES PREVIOUS:  
(Date/Dept)

- fiscal impact Ed
- zero fiscal note \_\_\_\_\_
- zero with analysis \_\_\_\_\_

- fiscal note(s) \_\_\_\_\_
- zero fiscal note(s) \_\_\_\_\_
- zero fn/analysis \_\_\_\_\_

SIGNING DO PASS: J. Ellis ELLIS

SIGNING:  
(Check approp. column)

Do Not Pass No Rec Amend

<u>Cheri Davis</u> GROENBERG	<u>Cheri Davis</u> C. DAVIS'	<input checked="" type="checkbox"/>		
<u>Peter Goll</u> GOLL				
<u>Mark Boyer (and staff)</u> BOYER				
<u>Sen Jacko</u> JACKO				
_____				
_____				
_____				
_____				
_____				
_____				

J. Ellis  
Chairman's Signature

# Senator Johne Binkley

Senate Finance Committee  
P.O. Box V • Juneau, Alaska 99811 • (907) 465-4985



Jim Niwuk

Finance Committee  
Co-Chairman

## MEMORANDUM

February 5, 1990

TO: Representative Johnny Ellis, Chairman  
House Health, Education and Social Services Committee

FROM: Senator Johne Binkley *JB*

RE: SCR 19, relating to alcohol and drug education programs.

The above-referenced resolution was moved from your committee on January 26. I want to thank you for scheduling this Resolution so quickly and for moving it from your committee. Even though the Resolution has been moved, I did want to have the opportunity to provide you with the back-up for it.

The Resolution asks that each of the fifty-five school districts around the State develop alcohol and drug education programs for their elementary grade students and that the programs be tailored to meet the particular problems of the district. It also asks that refusal skills be a part of those programs.

While there are many programs available to school districts through the Council on Alcoholism and Drug Abuse such as "Here's Looking at You, Kid", they have been developed for national use and do not recognize some of the unique circumstances of Alaskan life, particularly in rural Alaska.

With the age of experimentation being 11 to 12 years old, and with the finding by Dr. Segal of the University of Alaska Anchorage that alcohol and marijuana no longer appear to be "experimental" drugs for youth, but rather "have been incorporated into the lifestyle of many" we must do all we can to help our children learn how to make healthy choices **before** they are faced with them.

I have enclosed for the members of the committee copies of Resolutions I have received from Tanana Chiefs Conference and the Yukon Kuskokwim Delta Mayor's Conference supporting this concept as well as a copy of an article entitled "Alaska Youth Drug Survey" which is a synopsis of the report prepared by Dr. Segal on Drug-Taking Behavior Among Alaskan Youth. I've also included a page from a report by SOADA on the economic cost of alcohol and other drug abuse in the State. It shows the total annual cost to be \$278,954,932. It's a *sobering* thought. Also enclosed is the Department of Public Safety's position paper in support of this Resolution.

Thank you again for your speedy consideration.

TANANA CHIEFS CONFERENCE, INC.  
Board of Directors  
Resolution 88-73

ALCOHOL EDUCATION AND REHABILITATION  
FOR YOUTH

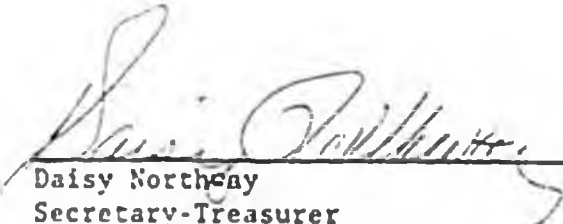
- WHEREAS, the Native Elders have declared a war against alcohol and drug abuse; and
- WHEREAS, an alarming number of minors use alcohol and drugs; and
- WHEREAS, problems related to alcohol and drug abuse such as suicide and motor vehicle accidents have become the major health problems in teenagers; and
- WHEREAS, education on alcohol and drug abuse needs to begin before the teenage years.

NOW THEREFORE BE IT RESOLVED that the Tanana Chiefs Conference, Inc. Board of Directors recommends that the Alaska State legislature direct the court system to order a drug and alcohol screening and evaluation be administered to minors convicted of alcohol and drug offenses by a program approved by the Office of Alcoholism and Drug Abuse and that the program include community service; and

BE IT FURTHER RESOLVED that the Alaska State Legislature should request the 55 school districts to develop alcohol and drug education programs for their students in elementary schools that are tailored to meet the particular problems of the area.

C E R T I F I C A T I O N

I hereby certify that this resolution was duly passed by the Tanana Chiefs Conference, Inc. Board of Directors on March 17, 1988 at Fairbanks, Alaska and a quorum was duly established.

  
Daisy Northway  
Secretary-Treasurer  
Tanana Chiefs Conference, Inc.

Submitted by: TCC Executive Board

# YUKON KUSKOKWIM DELTA MAYOR'S CONFERENCE

BETHEL, ALASKA  
OCTOBER 7, 8, and 9, 1987

RESOLUTION 87-01



A RESOLUTION OF THE 1987 YUKON-KUSKOKWIM DELTA MAYOR'S CONFERENCE SUGGESTING THE ALLOCATION OF STATE AND LOCAL, SCHOOL DISTRICT FUNDS FOR THE PROVISION OF EDUCATION PROGRAMS THROUGHOUT THE REGION IN THE AREAS OF ALCOHOL AND DRUG INFORMATION.

WHEREAS, the youth of the Y-K Delta are a living natural resource; and


WHEREAS, the abuse of drugs and alcohol is the areas number one health concern; and

WHEREAS, as the number of alcohol and drug abuse cases are increasing dramatically; and

WHEREAS, the elementary and secondary schools are the logical and best place for education to occur.

NOW THEREFORE BE IT RESOLVED THAT the Yukon-Kuskokwim Delta Mayor's Conference supports the allocation of state and local school district funds for the provision of education programs throughout the region in the areas of alcohol and drug information.

PASSED and APPROVED BY THE NINTH ANNUAL YUKON-KUSKOKWIM DELTA MAYOR'S CONFERENCE this 9th day of October, 1987.

  
\_\_\_\_\_  
President

  
\_\_\_\_\_  
Secretary

## ALASKA YOUTH DRUG SURVEY

By Lisa Pieper

A survey of Alaskan students in grades 7 to 12 indicates that alcohol remains their primary drug of use. 74.5 percent of the students surveyed had consumed alcohol at least once in their lifetime. This represents a slight increase in use from a 1983 study which found 71.7 percent of the sample consumed alcohol at least once.

The study, based on information gathered from 4,129 students during the 1987-88 school year, was conducted by the University of Alaska on behalf of the State Office of Alcoholism and Drug Abuse. The findings of this study are compared with those from a similar study conducted in 1983 in eight of the same school districts.

Students were asked specific questions about the availability of drugs and their decision to try various substances when presented with the opportunity. After alcohol, cigarettes were the most available and frequently tried substance, with 62% reporting having tried them at least once. Marijuana was the next most available and frequently tried drug, with 54% reporting having tried it when given the opportunity. Dr. Segal asked students similar questions regarding inhalants, hallucinogens, depressants, tranquilizers, crack, and heroin. Summarizing the findings Segal noted, "...it appears that a pattern of use has emerged, one that revolves around using selected drugs to obtain what might be characterized as a 'cheap high'."

Additional information gathered from the survey showed that the first use of most drugs (with the exception of cocaine) is prior

to age 15, with students at ages 12 and 13 being most highly at risk for experimentation. Initiation into inhalants, tobacco and alcohol generally begins before age 11. As initiation into these drugs declines, experimentation with marijuana, stimulants and cocaine increases.

Important among Dr. Segal's findings was the indication that neither alcohol nor marijuana appear to be "experimental" drugs for youth, but rather have been incorporated into the lifestyle of many.

Among Dr. Segal's conclusions was the statement that one of the most important influences on alcohol and drug usage by adolescents is family use; i.e., "Along with drinking, an extremely strong relationship between teenage drug use and drug use by family members has also been demonstrated." (Gfroerer, 1987; Kumph, 1987) Stressful life events, and peer pressure also influence youth's decisions regarding drug usage.

Dr. Segal recommends education and prevention efforts which focus on health promotion and health protection as primary ways of preventing drug use. Important issues to consider include helping adolescents deal with "problems resulting from family disruptions, personal problems and peer influences, as well as reducing the availability of drugs" and "to foster new ideas that provide more desirable and more rewarding alternatives than using drugs."

Source: Drug-Taking Behavior Among Alaskan Youth, A Follow-up Study, Dr. Bernard Segal, University of Alaska, November 1988.

## KIDS CAN NAME MORE ALCOHOLIC PRODUCTS THAN PRESIDENTS

Think about this the next time you wonder if the advertising of alcoholic beverages on television has any impact on your children and grandchildren...

A survey in Washington, D.C. has found that young children can usually name more alcoholic beverages than they can name American presidents. The survey, which involved 180 boys and girls living in Washington and suburban Maryland, was conducted by the Center for Science in the Public Interest (CSPI), a non-profit health advocacy group. It found that the average 8-12 year old could name 5.2 beverages but only about 4.8 presidents.

Children participating in the survey included:

A 10 year old girl who could only name four presidents but rattled off the names of 14 different booze products.

An 11 year old boy who spelled Matilda Bay, King Cobra and Bud Light correctly but couldn't do any better than "Nickerson" and "Rossvet."

A 7 year old boy who named 10 brands of beer, wine coolers and liquors and six presidents, among them "Aprilham Linchon" and "Ragon."

Michael Jacobson, Executive Director of CSPI, said, "This survey indicates the extent to which booze is part of the daily life of children who cannot drink legally for another 10 years. It's not surprising that a recent survey by the Association for the Advancement of Health Education found that one out of four 8th graders drank five or more alcoholic drinks on a single occasion in the two weeks prior to the survey."

Budweiser, Miller Lite, Bud Light, and Coors, several of the most advertised brands, were among the most often name products. That is one indication of the strong influence of the billion dollars a year spent on beer and wine advertising on TV and radio.

Millie Waterman, vice president for legislative activities of the National PTA, said, "There's something disastrously wrong when kids can name as many alcoholic products as presidents. We need to work on both ends of the equation; alcohol advertising must be curtailed, and the quality of education improved."

American Council on Alcohol Problems, November 1988

Comparison of 1983 and 1988 Findings  
Lifetime Experience\* with Chemical Substances  
Eight School Districts

Substance	1988 Percent*	1983 Percent*	Percent Change
Marijuana	53.0	49.4	+ 3.6 <sup>c</sup>
Cocaine	14.4	18.3	- 3.9 <sup>c</sup>
Stimulants	24.2	27.2	- 3.0 <sup>c</sup>
Hallucinogens	13.2	8.7	+ 4.5 <sup>c</sup>
Depressants	9.8	14.3	- 4.5 <sup>c</sup>
Heroin	2.0	2.2	- 0.2 <sup>d</sup>
Inhalants	25.9	16.5	+ 9.4 <sup>c</sup>
Tranquilizers	9.9	11.5	- 1.6 <sup>d</sup>

\*N=3514 (Unweighted) \*\*N=1669 (Unweighted) \*\*p < .01 \*p < .05

<sup>c</sup>/(Have tried during one's lifetime)

RECEIVED JAN 1 8 1990

SUMMARY  
OF ESTIMATED ALCOHOL/DRUG RELATED COSTS  
TO ALASKANS

STATE COSTS:	AMOUNT:
ASSISTANCE PAYMENTS:	\$ 14,731,829
SOCIAL SERVICES:	30,107,726
CRIMINAL JUSTICE SYSTEM:	130,441,069
DEPARTMENT OF PUBLIC SAFETY:	20,578,163
STATE HEALTH/MEDICAL CARE:	3,842,490
TOTAL STATE COSTS:	\$ 199,701,277
NET REVENUE TO STATE:	
Licensure Fees and Taxation	\$ 14,871,860
TOTAL COSTS LESS REVENUES:	\$184,829,417

The State Spends \$13.42 in Services/Costs for Each  
\$1.00 of Revenue Collected for Alcoholic Beverages.

COST TO RESIDENTS:	
Lost Alaskan Income	\$ 40,804,800
Property Loss	36,752,917
Excess Medical Costs	16,567,798
TOTAL COSTS:	\$ 94,125,515
TOTAL COSTS TO THE STATE AND RESIDENTS:	\$278,954,932

RECEIVED MAR 1 1989

BILL NO: SCR 19

DATE: March 13, 1989

TITLE: Relating to alcohol and drug education programs

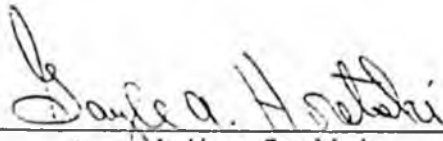
CONTACT: Gayle A. Horetski  
Deputy Commissioner  
465-4322

DEPARTMENT OF PUBLIC SAFETY / PAPER /

Senate Concurrent Resolution #19 encourages state school districts to develop alcohol and drug education programs to be used in the higher grades of elementary school. The Department of Public Safety supports this legislation.

The majority of felony crimes committed in Alaska are directly or indirectly connected with alcohol abuse or the use or sale of illegally obtained controlled substances. Law enforcement resources alone cannot eliminate this problem. Only by making the public aware of the dangers involved can the social and economic problems associated with drug and alcohol abuse be resolved on a long term basis.

If the future generations of Alaskans can be made aware of the problems involved with substance abuse it will likely change attitudes about its acceptability within society. Ultimately, this would result in healthier families and communities and a lower crime rate.



for Arthur English  
Commissioner



BY BINKLEY, KELLY, SZYMANSKI,  
FISCHER, COGHILL AND  
ELIASON

1 IN THE SENATE

2

SENATE CONCURRENT RESOLUTION NO. 19

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

SIXTEENTH LEGISLATURE - FIRST SESSION

5

Relating to alcohol and drug education

6

programs.

7

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

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WHEREAS residents of the state between the ages of 12 and 17 have an

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experimentation rate with marijuana that is twice the national average and

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with cocaine that is nearly three times the national average; and

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WHEREAS, according to the Alaska Medicine magazine, 72 percent of

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Alaska's young people between the ages of 12 and 17 will use alcohol; and

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WHEREAS, in the fiscal year 1989 budget, the State of Alaska appropri-

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ated nearly \$17,000,000 for alcohol and drug related programs, an amount

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that does not include money spent for programs that are not technically

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alcohol or drug related but are affected by alcohol and drug abuse in the

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state; and

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WHEREAS the amount spent for alcohol and drug programs increases

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yearly and is more than \$3,000,000 above the amount spent in fiscal year

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1988; and

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WHEREAS alcohol and drug education is generally offered in high

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schools throughout the state, but since the average age at which alcohol

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and drug experimentation starts is 11 - 12 years of age, many young people

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not yet high school age have already developed problems related to chemical

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abuse; and

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WHEREAS research has shown that a comprehensive educational program

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that takes into account the reality of young people's lifestyles, be the

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only effective prevention effort;

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BE IT RESOLVED that the Alaska State Legislature respectfully requests

1 that each of the 55 school districts in the state develop alcohol and drug  
2 education programs for their students in the higher grades of elementary  
3 school and that these programs be tailored to meet the particular problems *most prevalent problems causing demonstrated harm to the children*  
4 of the district; and be it

5 FURTHER RESOLVED that alcohol and drug refusal skills should be made a  
6 part of each district's educational program; and be it

7 FURTHER RESOLVED that the Governor is respectfully requested to direct  
8 the Department of Health and Social Services, and the Department of Educa-  
9 tion, to work with local school districts by responding to requests for  
10 information and other assistance in order to develop alcohol and drug  
11 education programs for younger students.

12 COPIES of this resolution shall be sent to the Honorable Myra M.  
13 Munson, commissioner of health and social services; the Honorable William  
14 G. Demmert, commissioner of education; the members of the State Board of  
15 Education, and to each school board of a school district or rural educa-  
16 tional attendance area.

## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_ Agency Affected: Education  
 Title: Alcohol and drug education  
programs BRU: Education Program Support  
 Sponsor: Binkley Components: Basic Education and  
 Requestor: House HESS Instructional Improvement

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	69.4	69.4	69.4	69.4	69.4	69.4
TRAVEL	7.0	7.0	7.0	7.0	7.0	7.0
CONTRACTUAL	7.0	13.0	13.0	13.0	13.0	13.0
SUPPLIES	1.0	1.0	1.0	1.0	1.0	1.0
EQUIPMENT	6.0					
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>90.4</b>	<b>90.4</b>	<b>90.4</b>	<b>90.4</b>	<b>90.4</b>	<b>90.4</b>

CAPITAL						
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REVENUE						
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**FUNDING: (Thousands of Dollars)**

GENERAL FUND	90.4	90.4	90.4	90.4	90.4	90.4
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

**POSITIONS:**

FULL-TIME	1	1	1	1	1	1
PART-TIME	1	1	1	1	1	1
TEMPORARY						

**ANALYSIS : (Attach a separate page if necessary)**

See attached analysis

Prepared by: Mary Hakala Phone: 465-2800  
 Division: Commissioner's Office Date: 1/23/90  
 Approved by Commissioner: William G. Demmert Date: 1/23/90  
 Agency: Education

**Distribution (by preparer):**

Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

DEPARTMENT OF EDUCATION

FISCAL NOTE ANALYSIS

SCR 19: Relating to alcohol and drug education programs

Personal Services

1 FT Education Specialist, Office of Basic Education	\$54.4
1 PT Clerk Typist III	15.0
Subtotal	\$69.4

The Education Specialist in the Office of Basic Education will work with school districts in development and implementation of comprehensive alcohol and drug education programs in the higher grades of elementary school. The Specialist will coordinate efforts with Department of Health and Social Services and other agencies to optimize services and assistance to schools and children in the state. The position will also serve as a central coordinator of statewide efforts, providing information and materials to school districts on successful practices and efforts ongoing in Alaska and nationally. The part time clerical position will provide necessary support functions including correspondence, distribution of materials and information.

Travel

Travel to provide direct assistance to school districts and to serve as presenter/trainer at statewide training sessions and professional conferences. \$7.0

Contractual

1st year: Purchase of specific educational materials for training and distribution purposes, phone, postage, photocopying, and audioconferencing costs. \$7.0  
2nd and subsequent years: Cost estimate includes the above, plus publication and distribution of resource guide and/or other materials requested by school staff; use of talent bank to provide professional expertise from a variety of disciplines to assist in program implementation. \$13.0

Commodities

Supplies for staff positions. \$1.0

Equipment

1st year: Desk, computer work station, and phone to support the two staff positions. \$6.0

Position Title Education Specialist I		No. of Positions 1	Range/Step 19B	Barg. Unit GGU
Time Status FT	Staff Months 12.0	Location Juneau		Election District 4
Type of Expenditure		Amount		
1	2	3		
Salary	41.4			
Benefits	13.0			
Premium Pay				
Other				
Total Personal Services				
Travel				
Contractual				
Commodities				
Equipment				
Other				
Total Cost				
Funding Source for Total Cost				
Federal Receipts	1002			
G. F. Match	1003			
General Fund	1004	54.4		
I-A Receipts	1005			
CIP Receipts	1061			
Other				

**Justification**

The Education specialist will be responsible for providing assistance to school districts in development and implementation of comprehensive alcohol and drug prevention education programs. The Specialist will coordinate efforts with Department of Health and Social Services and other agencies to optimise services and assistance to school districts and children in the state.

**Request For  
New Position**

Agency Education  
 BRU Education Program Support  
 Component Basic Education and  
Instructional Improvement

Page 3 of 4  
 Revised Date

**FY 90**

Position Title Clerk Typist III		No. of Positions 1	Range/Step 8B	Barg. Unit GGU
Time Status FT	Staff Months 6.0	Location Juneau		Election District 4
Type of Expenditure		Amount		
1	2	3		
Salary	10.1			
Benefits	4.9			
Premium Pay				
Other				
Total Personal Services		15.0		
Travel				
Contractual				
Commodities				
Equipment				
Other				
Total Cost				
Funding Source for Total Cost				
Federal Receipts	1002			
G. F. Match	1003			
General Fund	1004	15.0		
I-A Receipts	1006			
CIP Receipts	1061			
Other				

**Justification**

The half-time clerical position will provide all necessary staff support to the Education Specialist. Specific responsibilities of the position will include correspondence, distribution of materials and information, and response to general inquiries as to the drug and alcohol abuse prevention programs in Alaska.

**Request For  
New Position**

Agency Education  
 BRU Education Program Support  
 Component Basic Education and  
Instructional Improvement

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 Revised Date

**FY 90**