

Leg. Finance-House & Senate Finance Comte Files (1991-1992) 869

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**RECOMMENDATION:**

The State should fund the development of a Peer Counselor Program.

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Issue

All across the state, and more frequently in rural areas, access to services is lacking or insufficient. In both rural and urban areas of Alaska, adolescents do not know where to receive services or advice on healthy life skills, pregnancy prevention, contraceptive services, and/or prenatal care. They frequently delay taking positive action in particular for prenatal care because they are uninformed about how to utilize existing programs. Because adolescents frequently go to other adolescents for advice rather than to adults, the Task Force recommends the development of a Peer Counselor Program.

Implementation

The Department of Health and Social Services should be mandated to provide training coordinators for peer groups selected from each community. The training coordinators would:

- 1) conduct training sessions to:
  - a) develop interpersonal communications skills;
  - b) teach accurate health information, emphasizing sexual development; and
  - c) provide information about services available in their areas and how to access those services for pregnancy prevention, prenatal care, and healthy life skills.
- 2) be readily available to the peer counselors to answer specific questions and provide supportive counseling; and
- 3) provide updated information for the peer counselors.

### Cost

For program development, training of the training coordinators, provision of materials, and operation for the first year the cost would be approximately \$300,000. Costs for future years program operations would be considerably less.

### Benefits

The establishment of a statewide peer counseling program focused on reproductive health needs would ensure, 1) the dissemination of accurate information regarding human reproduction, and 2) timely referral to professional services. From time immemorial, adolescents have shared information about sexual development and reproduction, the classical "back behind the barn" conversation. The peer counseling program would tap into this time honored ritual, but this time the information would be accurate and appropriate. Teenagers who are reluctant to approach adults would now have access to adult wisdom and support through trusted and knowledgeable peers.

This increased access to information and available services has far reaching potential. Accurate information regarding family planning and support of abstinence would decrease the number of unplanned teen pregnancies, thus reducing the tax burden upon the state of Alaska. The dissemination of accurate health information and concomitant referral service would reduce the social and economic cost of obstetrical and gynecological care through early intervention in life threatening conditions such as ectopic pregnancy, preterm labor and delivery, and other medical emergencies. Reduction of sexually transmitted infections, and the resulting infertility, holds promise for our families of tomorrow. The soaring costs of medical care are most efficiently controlled through, 1) prevention, and 2) early detection and treatment. The peer counseling program is a tool to achieving both.

Development of a peer counseling program introduces a resident and constant source of information and referral in all our communities. This presence would not only be sensitive to the particular culture of that community, but to the subculture of adolescence. The information would be accessible and comprehensible. The resident resource is of special importance in our smaller communities where information is needed in a timely fashion, but it is not feasible to have professional services continually available in the community.

The training and responsibility of the peer counselor would also benefit that specific adolescent, giving him or her additional education and responsibility. Additional education is a factor known to be associated with a delay in the onset of sexual activity and pregnancy.

*Before Senate H&ED Committee  
4/5/91*

**TESTIMONY IN FAVOR OF SENATE BILLS 195 and 196**

**"An Act Creating the Alaska School Counseling Program Fund"**

Madam Chair:

My name is Drew Alexander. I am completing my second year as counselor at the Juneau-Douglas High School. Prior to moving to Juneau, I was a counselor for a couple of years at Barrow High School. I appreciate the opportunity to talk to you this morning regarding Senate Bills 195 and 196 . . . "An Act creating the Alaska School Counseling Program grant fund" and "An Act making a special appropriation to the Alaska school counseling program grant fund; and providing for an effective date."

This past October the Alaska school counselors convened for their annual meeting in Anchorage. A message sent from this body was a proposal asking the State Legislature to provide incentive grant funding for the Alaska School Counseling Program . . . 90 counselors from every corner of the state vote unanimously to recommend funding as proposed in these two bills. I want to share with you that getting 90 counselors to agree unanimously on any one issue is a small miracle in itself. What do they know that would make them all embrace this proposal?

School counselors interact daily with students who are involved with issues addressed in The State of Adolescent Health in Alaska, the

results of a survey released 11 months ago of over 5000 Alaskan students. We are not surprised by the fact that one-in-six Alaskan youths report that they have attempted suicide . . . . that 25% of all the female respondents and 8% of all male respondents report sexual abuse . . . . that 75% of females and 67% of males report being sexually active by their senior year. School counselors are not surprised by the fact that over 20% of the state's teenage girls have been pregnant and more than 1-in-4 of that number have been pregnant multiple times . . . that nearly half of 10 - 12 grade males and a third of 10 - 12 females report drinking and driving. School counselors are not surprised by the fact that one-in-ten seniors report daily or weekly use of marijuana . . . and that nearly 40% of all youths have been involved in violent behaviors and between 15% and 25% of Alaskan youths have participated in illegal activities such as vandalism, shoplifting, and stealing from home.

It's a fact of life that unprecedented changes are taking place in our state, society, and the various cultures that compose it. Alaskan youth are faced with choices and problems no group earlier has ever had to confront.

In response to these challenges, the Governor's Interim Commission on Children and Youth recommended the expansion and extension of

kindergarten through twelfth grade counseling programs. This recommendation was the catalyst for the Alaska School Counseling Program that is in existence today. To quote William Demmert, former Commissioner of Education, "The program is intended to focus and revitalize school counseling to be more responsive to the challenges young people and parents face today."

As a pilot site, Juneau-Douglas High School is in the first year planning phase of the program. We are forced to look at how we operate, and, to be honest, it isn't always a pleasant sight. By completing time-task analyses, we can document the time we spend in counseling and non-counseling functions, the time we spend reacting instead of delivering preventive services, the time we spend shuffling schedules instead of building self-esteem. This year has also been a time to review counseling curriculum and try to discover what is the best product to deliver and the best way to deliver it. This planning year has also provided the opportunity to survey students and parents to see what kind of counseling program they envision for themselves. This planning year has also afforded the counselors, teachers, and administrators in the district the time to get together and discuss how the the program should improve to meet the needs of our most precious resource . . . our youth.

The Alaska School Counseling Program is not the complete answer to all the adolescent woes of our state . . . . but it should be viewed as a vehicle that all state schools should "hop aboard" to respond to our students needs. Instead of sitting back and trying to solve the problems as they erupt, this program advocates tackling them before they get started. This new Alaskan counseling model, with a proven track record nationwide, needs your support and funding to be a reality statewide. Your support is support for the state's youth and the state's future.

Thank you. I would be happy to respond to any questions at this time.

Madam Chair:

My name is Doug Wessen and I am employed by the Juneau school district as an elementary counselor at Glacier Valley Elementary School.

I appreciate the committee letting me speak about Senate Bill 195-196.

I work in a school with over 600 students in kindergarten through fifth grades. Often when I meet people and tell them what I do for a living, people have 3 questions or statements.

1. What does an elementary counselor do?
2. Why do they need counselors in elementary schools?
3. That's great, we need counselors to help kids today.

To answer the first question, elementary counselors assist schools to achieve educational goals and help children understand their unique nature. An elementary counseling program supports the teaching of academic skills such as reading, writing and arithmetic but also provides a comprehensive developmental program to help children gain an understanding of themselves, enhance self-concept to improve self-esteem and learn to work cooperatively with others. Elementary counselors help children to develop critical thinking skills, communication and listening skills and develop a capacity for responsible decisions for themselves and others.

Elementary counseling is crucial because 80% of a child's intellectual growth takes place during their first 8 years of life. It is proactive and works toward prevention. Counseling services are delivered through classroom presentations, small group counseling sessions and consultation with parents, teachers and administrators.

To answer the question; why do we need elementary counselors? Counselors are needed to teach decision making skills and to provide support to children through small group counseling sessions.

These services are needed when you consider that over half of the children in my school come from families where there has been a divorce or separation. Not all these children come from single parent families but many are in blended families. Four out of ten children have some kind of alcohol or drug abuse situation in their homes. One out of 4 girls and 1 out of 10 boys are reported to be sexually abused as well as the number of children who are physically abused or neglected.

Families are now much more mobile and transient and these children need assistance in adjusting to new schools and neighborhoods. Counselors are needed to teach children conflict resolution skills and to get along with others.

Counselors are also needed to help children with special needs such as gifted and talented students and children with attention deficit disorder ( a condition in which children have difficulty paying attention, completing assignments and who are often hyperactive) to help them acquire skills to cope in the regular classroom so that they can learn effectively. Counselors also provide support to mainstreamed special education students to improve their self-esteem and study skills.

We provide services to parents as consultants to help parents understand developmental change in children as they grow. In summary school based counselors are change agents helping students with academic, social and personal concerns. Counselors serve as the vital links connecting students, parents, teachers and school system staffs. We serve as catalysts in enabling young people to become productive citizens.



# ALASKA SCHOOL COUNSELOR ASSOCIATION

Rod Poole, Gov't Relations Chair  
Alaska School Counselor Association  
c/o Sitka High School  
1000 Lake Street Extension  
Sitka, AK 99835  
January 7, 1991

The Honorable Arliss Sturgulewski  
P. O. Box V-Legislature  
Juneau, Alaska 99811

Dear Senator Sturgulewski:

As Government Relations Chair for the Alaska School Counselor Association, I am pleased to write to you with an update from our organization. Enclosed you will find a legislative proposal which is reasonable and positive, an effort to make school counseling more available to more of Alaska's children and teens.

Since I have been sending legislative packets for five years now from ASCA, you are already aware that our state is involved in a counseling pilot project program. If you are new to the legislature, this information may not be familiar to you. From the time that the state Board of Education adopted the Alaska School Counseling Program Guide as the official state model on May 2, 1989, interest has grown rapidly. The model guide is now being piloted in about two dozen schools around the state. A copy of the Alaska School Counseling Program brochure is also enclosed for you and your staff to review. You will find this informative.

You will also want to know that ASCA has engaged the services of Ms. Wanda Cooksey as our professional representative in Juneau during the 1991 legislative session. With her educational experience and legislative staff experience, she is uniquely qualified to speak to school counseling concerns.

No doubt you are aware that the Governor's Interim Commission called for initiating, expanding, and funding school counseling programs K-12 for Alaska. ASCA Executive Board and membership, Alaska State Vocational Association Executive Board and membership, Elementary and Secondary Principals and Superintendents have all gone on the record calling for K-12 school counseling programs in Alaska. NOW is the time to take concrete steps in that direction. We hope you will give serious consideration to our legislative proposal for the sake of Alaska's next generations.

Sincerely,

Rod Poole, Counselor, Sitka High School

cc: Cindy Folsom, ASCA President  
Alecia Lybrand, ASCA President-Elect  
Robbi Nadeau, ASCA Past President  
Wanda Cooksey, ASCA Professional Representative in Juneau





ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS  
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS  
ALASKA ASSOCIATION OF SCHOOL ADMINISTRATORS

• ALASKA COUNCIL OF SCHOOL ADMINISTRATORS •  
326 Fourth St., Suite 408, Juneau, AK 99801-1101 (907) 586-9702 FAX (907) 586-5879

## POSITION STATEMENT

SB 195/SF 196

### "COUNSELING SERVICES GRANT PROGRAM"

The Alaska Council of School Administrators supports the concept of counseling in the k-12 school program and supports the grant program which will provide incentives for those schools who have not implemented a counseling program, the ability to start a pilot project if they desire to do so.

We recognize the complexity of today's society and the need for a variety of services to the children in schools to provide them with the necessary tools to be successful learners and to become productive members of society.

We caution the legislature on mandating programs and would strongly encourage the continued flexibility for the local school district to make the final determination as to the level and involvement they desire in the counseling project as well as other individual programs which are currently before the legislature.

We also recognize that school counseling has taken on a new meaning in order to meet the changing needs in our schools. The pilot projects which have taken place over the past two years have proven the value to the total commitment to children by the school district.



# Soldotna High School

425 W. Marydale Ave.  
Soldotna, AK 99669  
(907) 262-7411  
FAX (907) 262-4288

Ken Meacham  
Principal

Mark Norgren  
Assistant Principal

David McCard  
Athletic Activities

*Kenai Peninsula Borough School District*

April 3, 1991

To: Senator Sturgelewski, *Chair*

From: Dennis Dunn, Counselor

Subject: Senate Bill 195

I am writing to urge you to pass out of your committee Senate Bill 195, an act creating the Alaska School Counseling Program Grant Fund. Our district has been involved with the Alaska School Counseling Program and have found it to be effective program.

Thank you for your time and consideration.

Sincerely,

Dennis Dunn, Counselor

April 2, 1991

Senator Arliss Sturgulewski  
P.O. Box V  
Juneau, Alaska 99811

Dear Senator Sturgulewski,

I am writing to you in support of Senate Bill 195 "an act creating the Alaska school counseling program grant fund" to be heard by the Hess committee this Friday.

As President of the Alaska School Counselor Association, I have had the opportunity to meet with educational professionals from all over the state. Again and again I have heard people express concern over the lack of adequate counseling services in many parts of Alaska. Often, in rural areas, one counselor may have to serve six or seven schools on a rotating basis. It is hard to implement and continue a viable counseling curriculum without sufficient personnel and/or resources.

In 1989 the Alaska School Counseling Pilot Program was initiated through Carl Perkins grants. I was fortunate to be working at one of the original pilot sites, North Pole High School. This program has a set scope and sequence as part of a developed counseling curriculum. As a result of participating in this school counseling program, students will acquire and apply knowledge of self and others, develop competencies in careers/life planning, and achieve educational success. In addition to reaching more students, the Program provides for parent input, administrator evaluation and accountability. In order to bring more schools on line with this Program, there must be funding available to make the transition.

As counselors, we are key components in schools to help students become contributing members of society and to be employable! Our students need the best counseling programs we can give them - they are our future. More funding is needed to provide these services to ALL Alaskan students. I feel Senate Bill 195 will help us tremendously in achieving these goals.

I appreciate your support.

Sincerely,

*Lucinda Folsom*  
LUCINDA FOLSOM  
ASCA - PRESIDENT



April 2, 1991

Senator Arliss Sturgulewski  
Alaska State Senate  
P.O. Box V  
Juneau, Ak. 99811

Dear Senator Sturgulewski:

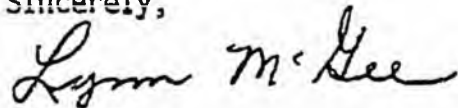
I wish to urge the support of Senate Bill 195, "an act creating the Alaska School Counseling Program Grant fund." I am currently serving as the project director for a pilot project utilizing this new Alaska School Counseling Program, and I have already seen the benefits to students involved in this developmental type of counseling. To be brief, the Program gives a structured approach to school counseling, making better use of counselors' time, reaching more students in group and classroom situations, and in general, creating a preventive mode of counseling instead of merely a reactive approach.

This type of school counseling program, curriculum based, is nationally acclaimed, with many states utilizing it statewide, and seeing the same positive results that our pilot project schools in Alaska have seen. In addition to reaching more students with counseling curriculum, the Program provides for parent input, administrator evaluation, and accountability. However, in order to bring more schools on line with this Program, there must be some funding available to make the transition. Each school will have different needs, but first and foremost, the counselors and administrators need to attend training sessions, which will necessitate travel funds, and there will be a need for grant money for purchase of curriculum items, and other expenses as the individual schools evaluate their needs.

As a former President of the Alaska School Counselors Association, I have seen the wide diversity of school counseling programs in this state, and the difficulty involved in making counseling available to all students across the state. I admire those counselors who persevere in providing services in the midst of very challenging situations. I feel our students need the very best school counseling programs we can give them, and I feel this Senate bill will bring more schools on line to utilize the new Program.

I appreciate your support.

Sincerely,



Lynn McGee, Counselor  
North Pole High School

MEMO

March 29, 1991

TO: Senator Arlis Sturgelewski

FROM: LeeAnn Crumbley, Ed. D. *LAC*  
Principal, Nunaka Valley School  
Anchorage, Ak.

SUBJECT: Senate Bill 195

I urge your support for SB 195, Alaska School Counseling Program. As you no doubt are aware, Anchorage School District began an elementary school counseling program two years ago by placing counselors in nine high-need elementary schools. The plan was to add to the number each year until all district elementary schools had counselors. Funding problems and budget cuts, as well as changes in the school board, have prevented the expansion of the program beyond the initial nine schools. The need is district-wide!

You deal daily with the problems people in our changed society are facing -- and those people send their children to us in the school systems. We see increasing numbers of children trying to cope with increasingly complex pressures. The new buzz word to describe these students is children "at-risk." That is exactly what they are. You know all of the reasons. They include single parent or blended families, poverty or near-poverty, substance abuse in the home, no roots or extended families, stresses felt by racial or cultural minorities, transiency, various types of abuse of children. The list goes on. Add to that the growing number of ADD (Attention Deficit Disorder) students, Fetal Alcohol Syndrome and Fetal Alcohol Effect students, and crack babies and the composite picture of an elementary school changes dramatically from even 10 years ago.

My staff and I deal with these children daily. We don't sit on our hands waiting for the day when we will be a school with a counselor. We've put programs in place to attempt to meet the demanding needs of these students, without neglecting other students or allowing the at-risk youngsters to completely disrupt the educational process. Frustration at failing to adequately meet the needs of the at-risk students and frustration at the time we spend on the seemingly futile task are feelings we deal with daily.

Many parents are just as frustrated and lack the means to get private help. Some simply don't recognize or admit the problems. School counselors, who are also certified teachers, are proving to be worth "their weight in gold" at the schools fortunate to have been in the first wave. Again, I urge your support for SB 195 and then for SB 196 to provide a funding source for counselors for schools.

I am sending the same letter to five of you because I don't have the time to write five different letters. I'm involved in an inservice designed to help teachers provide the kind of classroom environment and management that enhances positive self-concept in students.

Thank you.



**ALASKA  
SCHOOL  
COUNSELOR  
ASSOCIATION**

April 1, 1991

Dear Senator Sturqilewski:

I am an elementary counselor at Denali Elementary School in Anchorage and I am also a member of the Executive Board of the Alaska School Counselor Association. I am writing to ask for your support of Senate Bill 195 the act creating the Alaska School Counseling Program Grant Fund. The elementary counselors in Anchorage have been an active part of the Alaska Program Pilot Guide which Ursula Major has been doing for the past two years, and I feel that a K-12 counseling program is vital for every child in our state.

Thank you very much for your consideration in this important matter.

Sincerely,  
LaRue Davenport

P.S. You have an open invitation to visit our school at any time.

Gloria H. Thorson, M. Ed.  
4611 Shelikof  
Anchorage, AK 99507  
(907) 562-1745

Honorable Arliss Sturgulewski,  
Senator  
State of Alaska  
Box V  
JUNEAU, AK 99811

April 2, 1991

Dear Senator Sturgulewski:

The purpose of this letter is to urge your support for S.B. 195. This is significant and important legislation. Elementary Counseling is quite vital to the educational process. Especially, with the many youth in our Elementary schools today who have low self esteem.

Counseling is providing the bridge between the school and the community. It has been my experience these past 12 years that the Counselor is an integral part of the educational staff. The Counselor is the one who the youth can confide in and seek assistance. The Counselor is the one who is also the individual who has direct contact with the parents. This contact helps bring the parents into the school in a non-threatening manner and environment.

This ability of the Counselors, helps to increase parent awareness. This in turn fosters parental support. We all know how vital parental support is, not only for the child, also for the educational community. In short --  
**Counseling WORKS !!!!**

Sincerely,

*Gloria H Thorson*

Box 2653  
Sitka, AK. 9983

April 1, 1991

Senator Sturgulewski -  
I'm writing to ask your support  
of Senate Bill 195. As a counselor  
in Alaska for 9 years I can  
say that without counselors "in  
the trenches" in the schools  
we will never obtain strong  
prevention programs that see results.

I read continually about  
the governor's task force or other  
political organizations recommending  
long-term programs for  
school age children. The reality  
is that few districts have been  
able to afford K-12 Counseling.  
As a middle school counselor  
I realize that children have already  
formed patterns and attitudes  
by the time they are in 6<sup>th</sup> grade.  
My job becomes reactionary  
because of the lack of programs  
that are not in the primary grades.  
Counselors are professionals who can  
see to it that comprehensive drug abuse  
prevention is in place.

Your support of this Bill would be  
an investment into the future for  
all Alaskans. Sincerely, Tracy Mager, Counselor.

Hunter School  
1630 Gilliam Way  
Fairbanks, Alaska 99701  
April 3, 1991

Senate Hess Committee Members  
Alaska Senate  
Juneau, Alaska 99801

Dear Senator Sturgulewski,

I am writing in support of Senate bill 195, "an act creating the Alaska School Counseling program grant fund".

It is essential for each Alaskan youth to be able to make responsible decisions and to have the skills that will enable them to do so. It is important for each Alaskan youth to have the opportunity to learn how to handle the situations and problems that he/she confront in their formative years. It is necessary for each Alaskan youth to feel there is someone that will listen and not judge, comfort but not coddle, and guide but not demand. Our children today face many obstacles on the way to becoming responsible and educated citizens. A comprehensive developmental counseling program can help them gain information, skills and a sense of worth to help them overcome the odds working against them in today's world.

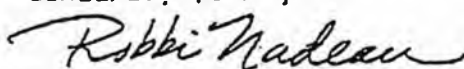
A recent study done for the Fairbanks School District cited that the Fairbanks schools needed to invest in preventive programs that stressed healthy life skills and gave the students the confidence to resist the pressures of drugs, violence and gangs. They stated that the crime rate of youth has risen and that Fairbanks is in the pre-gang stage.

The Governor's Commission on Children and Youth recommended expanding School Counselor Programs K-12, and stated that: "We must invest our limited human and financial resources to prevent problems as well as treat them once they arrive—prevention is cost effective and the only real alternative to band-aid approaches that are not working."

At this time school counseling programs are not available for all Alaskan youth and even when they are the counselor student ratio is often overwhelming. With school budgets becoming tighter each year, school counseling programs are sometimes viewed as nonessential and are subject to the first cuts. With Senate bill 195 it will give school districts the money and opportunity to give a developmental comprehensive counseling program the chance to show its effectiveness. Hopefully, each Alaskan youth would then have the opportunity to become a responsible Alaskan citizen.

Please consider the importance of this bill and support it knowing that it is a step in the right direction to help today's children and youth.

Sincerely yours,



Robbi Nadeau  
Hunter School Counselor  
Past President ASCA



**HOMER HIGH SCHOOL**  
KENAI PENINSULA BOROUGH SCHOOL DISTRICT



800 E. FAIRVIEW  
HOMER, ALASKA 99803-7881  
PHONE: (907) 236-8188  
FAX: (907) 235-8833

**"MARINERS"**

DENNIS DEMPSEY, PRINCIPAL  
MICHAEL BUNDY, ASST. PRINCIPAL  
BOB MACAULAY, ATH. DIRECTOR

April 4, 1991

Senator Arliss Sturgulewski  
P.O. Box V  
Juneau, Alaska 99811

Dear Senator Sturgulewski,

This is a letter of support for Senate Bill 195, the Alaska School Counselor Program Grant Fund.

We are part of the pilot program and found it to be an extremely beneficial improvement to our current guidance counseling curriculum. Through this program we learned how to organize our counseling duties, which enables us to provide more services to more students.

Thank you for your consideration.

Sincerely,

A handwritten signature in cursive script that reads "Kathy Hill".

Kathy Hill, Guidance Counselor  
Homer Junior High School



# WASILLA HIGH SCHOOL

MATANUSKA-SUSITNA BOROUGH SCHOOL DISTRICT

701 Bogard Wasilla, Alaska 99687



Main office-(907)376-5341  
Attendance Office-373-1572

Jane A. Feisthamel Ed.D - Principal  
Dwight Probasco - Assistant Principal  
Leonard Lusk - Assistant Principal

April 12, 1991

Senator Virginia Collins  
Alaska Legislature

Reference: Senate Bills 195 and 196

On behalf of counselors and other staff currently working as a Pilot Site for development of the Alaska School Counseling Program, I would like to encourage your support for these two bills. Continuation of the funding for the ASCP Pilot Project grant funds would enable us to continue improving our services to all students. The ASCP follows closely State Board of Education student outcome goals. We intend to enable all of our schools to participate in implementing this model for next year. Funding for guidance and counseling programs in the state education budget and SB 195 and 196 would help enable us to meet these important outcomes for all students. We appreciate your support.

Sincerely,

Jim Hoiem  
Guidance Counselor

To: Senator Virginia Collins *April 12, 1991 2:00 p.m.*

We are pleased to send support of Bill 195 and 196 regarding funding for the Alaska School Counseling Program Pilot Project. We at Palmer High have been participating in this project and have made good contributions for students. Thank you for your support. Sincerely, Jerri Amundson, Counselor, Palmer High School

*Jerri Amundson*

BOX 906  
KOTZEBUE, ALASKA 99752

April 12, 1991

Senator Virginia Collins  
Alaska State Senate  
Juneau, Alaska 99811

Dear Senator Collins:

This is to thank you for your outstanding support of the children and youth of our state. Specifically, thank you for your assistance with SB 195 and 196. These bills represent a giant step forward for school counseling programs in the Great Land! The Alaska School Counseling Program and the Pilot Projects around the state are helping to focus the efforts of school counselors on a comprehensive, developmental model. We believe, as you do, that prevention is essential if we are to remove the term "at risk" from our active vocabularies!

As a member of the task force that wrote the Alaska Program Guide, and as a rural counselor, I am painfully aware of the need to bring school programs into alignment with the basic concepts in the model. Counselors must be allowed to provide counseling services, not act as clerks, vice-principals or hall monitors. This program, with the support of SB 195 and SB 196 will allow that to happen!

Again, thank you, on behalf of the 250 wonderful young people I call "my kids."

Sincerely,

Dick Tardiff, Counselor  
Kotzebue Middle/High School



# Soldotna High School

425 W. Marydale Ave.  
Soldotna, AK 99669  
(907) 262-7411  
FAX (907) 262-4288

Ken Meacham  
Principal  
Mark Norgren  
Assistant Principal  
David McCard  
Athletic Activities

*Kenai Peninsula Borough School District*

May 16, 1991

To: Mike Nararre  
From: Dennis Dunn, Counselor  
Subject: Senate Bill 195

Dear Mike:

Pending referral of Senate Bill 195 from House Hess to House Finance we urge your immediate support for this legislation establishing a School Counseling Program Grant Fund. It is imperative to have action on this bill during this current session. The KPBSD is involved in the Alaska School Counseling Program and have found to be a valuable and effective program. Your support in this matter is appreciated.

Sincerely,

Dennis Dunn, Counselor



Southwest Region Schools

P.O. Box 90  
Dillingham, Alaska 99576  
Phone (907) 842-5287



April 15, 1991

State Senator Virginia Collins  
Juneau, Alaska

Dear Senator Collins,

This letter comes to you to express support for and documentation of need for the passage of Senate Bills 195 and 196.

As a Supervisor for Counseling in a rural Alaskan Community, I highly endorse the idea of a School Counseling Grant fund to supplement and/or establish Counseling in the Bush. The need is tremendous! There are so many critical issues that must be addressed if students are to



Southwest Region Schools

P.O. Box 90  
 Dillingham, Alaska 99576  
 Phone (907) 842-5287



succeed! The "whole child" must  
 be taken in consideration. Our  
 "Student <sup>Chpt. 173</sup> Outcomes" are clearly  
 centered on many areas that  
 require the intervention of a  
 trained Counselor (ex) increasing  
 self-esteem, learning to form  
 satisfying relationships etc.

Aside from that the very  
 real issues of substance abuse,  
 teen pregnancy, lack of goals,  
 domestic violence, are needs  
 that require professional  
 counselor's interventions and  
 prevention!!

Please consider the need  
 in rural Alaska! Thank you for  
 your efforts!

Sincerely,  
 (Barbara Reichen)

SB195  
SB196

April 15, 1991

To: State Senator Virginia Collins  
From: Joseph Digrande/ Itinerant Counselor/ Southwest Regional School District  
Subject: Counseling Services in Bush Alaska

My name is Joseph Digrande and I currently serve five rural villages in Bristol Bay at the K-12 guidance counselor. I have served in this capacity for the last four years. Prior to this job assignment, I served as a teacher and counselor in Fort Yukon, Kake and Eek, Alaska. I first came to this state in 1979.

I support the Senate and House bills that propose more counseling services in Bush Alaska. I have lived in Bush Alaska for the last ten years and have noted the steady demise of each of those villages. I currently live in New Stuyahok and we can provide very little in the way of services. . . The three smaller villages that I serve have no services in the areas of counseling and mental health.

The Native Corporation in this area and Bristol Bay Area Health Corporation lack personnel and funds to service these villages. Their counselors do not live in the villages but come out from Dillingham on day visits for a few days a year. Four of my villages see these counselors less than five days a year and only for half-days at best.

Because of the paucity of services in the Bush, K-12 guidance counselors are relied on by the villages for mental health counseling and alcohol and drug problems. I have intervened with villagers on a wide range of problems ranging from domestic violence and marital problems to suicide and substance abuse. Many times this type of counseling can hinder school-based counseling efforts when a client's children are involved. We have high levels of sexual abuse and neglect in our villages and we deal with this on a day to day basis. Many of our elders in our village cannot communicate with the students in that they speak Yupik while the students speak only English. The generation gap is widening as a result. Most health care counselors cannot speak Yupik, so our elders are completely cut off from services.

These problems have been greatly aggravated by the huge increase in drug abuse in the villages (including crack cocaine). We are witnessing more nervous breakdowns, suicides, suicide attempts, and random violence (breakins). We have many young people taken into Alaska Psychiatric Institute with drug-related psychotic problems. FAE and FAS is on the rise in these villages. I expect to see more crack babies in the future as the cocaine trade increases. In the village of New Stuyahok there are 420 people of which 90 are under the age of 4. I would estimate that 60% of these children come from dysfunctional families. The lack of jobs plus the benefits of welfare have made marriage an undesirable outcome for many of these families. Single mothers living in overcrowded houses with young children is the norm. Many of these mother and fathers are substance abusers.

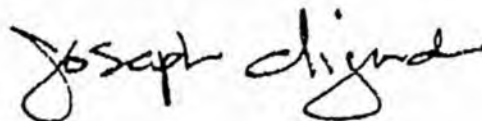
In many bush districts we have one counselor servicing up to 3 villages (K-12). On Kodiak Island we have no itinerant counseling services. We do not have counseling services in the Aleutians. If a district has counselors, they are frequently based in administrative centers and have scant knowledge of the people they are serving. Furthermore the districts themselves are pressuring the counselors due to a combination of budget cuts and an attitude that counseling is a "frill." (an attitude that disappears when there is a suicide in the village for some strange reason!). In our district we have three "full time counselors" but the superintendent and site principals have deemed it necessary to employ all of them more or less as classroom teachers. 70% of our time this year has been devoted to teaching and other non-counseling duties. Teaching is especially damaging to the counseling program in that counselors are being asked to discipline students. Counselors are also asked to substitute as principals and are further enmeshed in the discipline process.

There is a need for Native counselors but the University of Alaska, the Native Corporations and the School Districts have not aggressively pursued counseling preparatory programs for Natives. An Ex-CED style program is needed to prepare counselors. Counseling programs at the University must address village problems and not just deal in psychoanalytic theory. For example, I never had substance abuse training in my graduate program.

Over the last few years the Native Corporation has sought to hire local Natives as mental health and substance abuse workers. They rush them out for a few workshops and then employ them in the village with little or no supervision. Many of the people employed are substance abusers but because the pay is so low, there are only a few (or only one) applicant for these jobs. Many of them do not work at all and still collect paychecks. Some people see this job as a way to make a little fast money and then leave (with a few free trips to Anchorage). Thus the Native Corporations lose even more credibility in the villages, with the school counselor there to pick up the pieces.

The School Districts need more counselors. We can train them in mentor programs and they will be supervised. I do hope that the legislation that is being considered will be passed and that there is some supervisory language contained therein that protects counselors from administrators who see us as frills to exploit and people who are devoid of accountability and see counseling positions as just another free handout.

Respectfully,



Joseph Digrande

## WHY NOT HERE?

by Rod Poole, Government Relations Chair

Alaska School Counselor Association  
December 3, 1990

There is a very strong legislative movement nationally towards providing funding for K-12 counseling programs in school districts across the nation. Congress is currently considering funding an Elementary School Counseling Demonstration Act to encourage hiring of additional school counselors around the nation in accordance with good standards of professional school counseling procedures.

In Alaska, the Governor's Interim Commission called for the hiring of more school counselors around the state. The Elementary/Secondary Principals, Superintendents, Alaska State Vocational Association and Executive Board, and Alaska School Counselor Association and Executive Board have all called for K-12 school counseling programs statewide.

We have a terrific school counseling pilot program going currently around the state in an ever-growing number of sites. Currently a small amount of money is channeled to some of the pilot sites through the Office of Adult and Vocational Education to provide training for site counselors and principals to gear up to put the model plan into use in as many schools as possible. This model plan was developed by a task force of counselors and administrators in 1988 and 1989. After the model was approved unanimously by the State Board of Education on May 2, 1989, as the official state counseling model, the pilot project got underway full-steam.

I propose that the state legislature in Alaska set aside a specific amount of money, \$ 1,000,000, through the Department of Education budget, either within the regular DOE budget or as a separate incentive grant to be offered to districts which either want to 1) hire more school counselors or 2) want to pay to provide pilot program training for their current counselors and principals. If the grant were to be awarded to hire a new counselor, then it could be issued in the amount of perhaps \$ 40,000.00 or \$ 50,000.00 per site to help defray the cost of hiring the new staff person. Local districts would have to pay the rest, whether salary or benefits, retirement contribution, or whatever the local contract required. Districts that participate in the grant application process would have to agree to structure their programs in accordance with the official model program.

Recent Events in the K-12 Counseling Movement in Alaska  
by Rod Poole, ASCA Government Relations Chairperson, 1-7-91

February of 1987, 1988, 1989, 1990--Proclamation of School Counseling Week in Alaska, to coincide with national week.

Jan., 1988--Governor's Interim Commission on Children and Youth calls for state "to initiate and expand school counseling programs in grades K-12, especially at the elementary level."

Feb., 1988--Office of Adult and Vocational Education funds development of K-12 counseling model for Alaska. Task Force is selected, starts work in Juneau, second meeting in October, 1988.

October, 1988--Alaska School Counselor Association meeting in Anchorage unanimously adopts resolution for Alaska to establish and fund K-12 counseling programs statewide. Same resolution is adopted by Elementary/Secondary Principals and Alaska State Vocational Association in Oct., by Superintendents in November.

February, 1989--final meeting of Task Force group, completion of comprehensive K-12 Alaska School Counseling Program Guide.

May 2, 1989--Alaska State Board of Education unanimously adopts National School Boards Association resolution calling on local school boards to support comprehensive guidance and counseling programs K-12. The Board also unanimously adopts and accepts the Alaska School Counseling Program Guide as the official model for Alaska and encourages its use in Alaska schools.

May, 1989--Legislature funds a full-time statewide counseling coordinator position for the first time since the mid-70's.

September, 1989--selection of 7 official pilot sites for the implementation of the Alaska School Counseling Program Guide.

October, 1989--formal training for all pilot sites in Soldotna with about one dozen schools actually represented.

March, 1990--Dr. Christine Jensen begins work as full-time counseling coordinator for Alaska.

September, 1990--pilot project training in Juneau and Mat-Su for new groups of pilot schools.

October, 1990--training for second year pilot sites in Anchorage. ASCA membership unanimously approves proposal for legislature to set up state grants to get districts to hire school counselors and put state model into practice in more pilot sites.

November, 1990--ASCA Executive Board contracts with Wanda Cooksey to be the ASCA professional representative to 1991 legislature.

January, 1991--ASCA legislative proposal to all 60 legislators.

# Alaska School Counseling Program

## SB 195 and SB 196

The Alaska School Counseling Program is a student oriented program that is curriculum based. The 1990-91 school year is the second year of a pilot program in Alaska.

In 1988, a group of 12 Alaskan school counselors and administrators, with the help of the Department of Education and a national leader in counseling, developed a model counseling program for Alaska. In 1989 the program was piloted, implementing and testing the model. In 1990, the second year of piloting, 34 sites located in 12 school districts are participating.

Forty-two, or 78%, of Alaska's school districts are not yet participating in the program. The Department of Education has been able to use their Carl Perkins Vocational Education Grant funding to assist with this activity over the past two years. The approximately \$100,000 per year has been able to

get the program designed and started but is not adequate to provide the start-up costs that are needed across the state. These federal funds are limited and directed primarily at secondary programs, leaving out a great portion of Alaskan students grades K-12 who would benefit from a comprehensive, high quality, student support service. These services are directed at assisting students with skills to help them succeed in school, work and society. Alaska has approximately 475 school sites. Presently 441 sites, or 93% of the schools, are excluded from the Alaska School Counseling Program.

SB 195 and SB 196 address the need through a grant program providing incentive grants on a diminishing basis over a period of three years. A grant, as called for in SB 196, would provide excellent assistance to districts desiring to implement or further this program.

The grant account would be available to help school districts or school sites:

- Begin a program—Phase I
- Move to Phase II
- Implement program district-wide.

The funds would primarily provide assistance for:

- Counselor, teacher, administrator inservice training
- Materials for counselors and classroom teachers
- Completion of the Curriculum Guides, Scope and Sequence and Needs Assessment Instruments.

It is anticipated that the Alaska School Counseling Program needs financial assistance for getting it into the schools. Once schools have a curriculum-based program in place, it will be a basic component of the education program and supported as such.

The Alaska School Counseling Program grew out of a need identified by the Governor's Interim Commission on Children and Youth.

*Prepared on behalf of Alaska School Counselor Association  
by Wanda J. Cooksey  
586-9073*

EVERY DAY 2,989 AMERICAN CHILDREN SEE THEIR PARENTS DIVORCED.

EVERY 26 SECONDS, A CHILD RUNS AWAY FROM HOME.

EVERY 47 SECONDS, A CHILD IS ABUSED OR NEGLECTED.

EVERY 8 SECONDS OF THE SCHOOL DAY, A CHILD DROPS OUT.

EVERY DAY, SIX TEENAGERS COMMIT SUICIDE.

(Source: Children's Defense Fund, 1990)



FOR MANY PEOPLE, THE WORD "COUNSELOR" BRINGS TO MIND THE IMAGE OF SOMEONE THEY SEE ONCE OR TWICE DURING THEIR HIGH SCHOOL YEARS. THE STEREOTYPIC SCHOOL GUIDANCE COUNSELOR OF 20 YEARS AGO WAS THE PERSON WHO GAVE TESTS, PASSED OUT INFORMATION, HELPED HIGH SCHOOL STUDENTS WITH THEIR CLASS SCHEDULES, FILLED OUT COLLEGE APPLICATIONS, AND OFTEN ACTED AS A DISCIPLINARIAN. BUT THIS IS NOT AN ACCURATE PICTURE OF WHO ELEMENTARY SCHOOL COUNSELORS ARE AND WHAT THEY DO. FOR MANY CHILDREN, THE SCHOOL COUNSELOR MAY BE THE ONE PERSON WITH WHOM THEY FEEL SAFE AND CAN CONFIDE IN. UNLIKE TEACHERS, COUNSELORS DO NOT GRADE STUDENTS. CAN OFTEN MEET WITH THEM INDIVIDUALLY, AND DO NOT CHANGE CLASSES FROM YEAR TO YEAR.

(Source: "Children Achieving Potential: An Introduction to Elementary Counseling and State-Level Policies" by American Association for Counseling and Development and the National Conference of State Legislatures, 1990)

# **A SCHOOL COUNSELING PROGRAM**

## **DEFINITION**

The Alaska program definition for School Counseling is:

School counseling is an integral part of the total educational program. It is developmental by design and includes sequential activities organized and implemented by certified school counselors with the support of teachers, administrators, students and parents. A school counseling program shall include:

- 1. Counseling Curriculum**
- 2. Individual Student Planning**
- 3. Responsive Services**
- 4. System Support**

The program addresses the needs of all students by helping them to:

- \* Acquire knowledge of self and relating effectively to others.**
- \* Develop competencies in career/vocational planning and exploration.**
- \* Achieve educational success.**

# Alaska School Counseling Program

## SB 195 and SB 196

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The Alaska School Counseling Program grew out of a need identified by the Governor's Interim Commission on Children and Youth.

*Prepared on behalf of Alaska School Counselor Association  
by Wanda J. Cooksey  
586-9073*

**SB 1916**

SENATE FINANCE COMMITTEE REPORT

DATE: 3/13/91

FURTHER:

Date of 5-Day Notice: 5-1-91
(in accordance with Uniform Rule 23)

DATE TURNED INTO OFFICE:

The Finance Committee considered SB 196

Special appropriation to the Alaska school counseling program grant fund; efd.

DIED

and recommended:

- [ ] replace with CS
[ ] or adopt CS
[ ] attached amendment(s)
[ ] letter of intent adopted
[ ] same title
[ ] new title
[ ] technical title change (HB only)

- [ ] do pass
[ ] do not pass
[ ] no recommendation
[ ] individual recommendations
[ ] further referral to

ATTACHES NEW FISCAL NOTE(S):
Dept/Date:
[ ] fiscal note(s)
[ ] zero fiscal note(s)

APPROVES PREVIOUS:
Dept/Date:
[ ] fiscal note(s)
[ ] zero fiscal note(s)

[ ] appropriation-no fiscal note

SIGNING DO PASS:

OTHER RECOMMENDATIONS:

Horizontal lines for signing and other recommendations.

1. 2. Co-Chairs: Signatures and Recommendations

**SENATE BILL NO. 196**  
**IN THE LEGISLATURE OF THE STATE OF ALASKA**  
**SEVENTEENTH LEGISLATURE - FIRST SESSION**

BY SENATORS COLLINS, Menard

Introduced: 3/13/91

Referred: Finance

Funding Information:	General Fund	\$1,000,000	
	Other Funds	<u>-0-</u>	
		\$1,000,000	A BILL

**FOR AN ACT ENTITLED**

1 "An Act making a special appropriation to the Alaska school counseling program grant  
2 fund; and providing for an effective date."

3 **BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:**

4 \* **Section 1.** The sum of \$1,000,000 is appropriated from the general fund to the Department of  
5 Education for deposit into the Alaska school counseling program grant fund (AS 14.30.750).

6 \* **Sec. 2.** The unexpended and unobligated portion of the appropriation made by this Act lapses into  
7 the general fund June 30, 1992.

8 \* **Sec. 3.** This Act takes effect on the effective date of an Act enacted by the Seventeenth Alaska  
9 State Legislature establishing the Alaska school counseling program grant fund.

**SB 203**

HOUSE COMMITTEE REPORT

(11)

Date Referred: May 15, 1991

FURTHER REFERRALS:

Date of Committee Action: 5/17/91

The FINANCE Committee considered:

SB 203

SENATE BILL NO. 203

ADD SMOKING WARNING TO ALCOHOL SIGNS

"An Act requiring that signs warning of possible danger from drinking alcohol during pregnancy also warn of possible danger from smoking cigarettes during pregnancy."

RECOMMENDATIONS:

the same title

be replaced with \_\_\_\_\_  a new title

have attached amendments(s)

do pass

do not pass

no recommendations

individual recommendations

additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

fiscal impact \_\_\_\_\_

fiscal note(s) Dot Revenue 4/15/91

zero fiscal note \_\_\_\_\_

zero fiscal note(s) \_\_\_\_\_

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<u>EP Maclean</u> Maclean	<input checked="" type="checkbox"/>	<u>Best Sharp</u> Sharp		<input checked="" type="checkbox"/>	
<u>Mike Savare</u> SAVARE	<input checked="" type="checkbox"/>				
<u>Mark Bame</u> Bame					
<u>Paul Brown</u> BROWN	<input checked="" type="checkbox"/>				
<u>Tom Koponen</u> Koponen	<input checked="" type="checkbox"/>				
<u>Jeff Phillips</u> Phillips	<input checked="" type="checkbox"/>				
<u>Donald Hanson</u> Hanson	<input checked="" type="checkbox"/>				
<u>Ullmer</u>					

Mike Savare SAVARE EP Maclean  
 Co-CHAIRMAN'S SIGNATURE Maclean

STATE OF ALASKA  
1991 LEGISLATIVE SESSION

Bill Version: SB 203  
(S) Publish Date: 4/10/91

Revision Date: \_\_\_\_\_ Department Affe  
Title: That alcohol warning signs also warn of danger from smoking during pregnancy. BRU: Alcoholic Beverage Control Board  
Component: \_\_\_\_\_

Sponsor: Sen. Sturgulewski & Sen. Menard

Requestor: Sen. HES Committee COMPONENT SERIAL NO. 

0	1	0	0
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Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	-0-	-0-	-0-	-0-	-0-	-0-
TRAVEL	-0-	-0-	-0-	-0-	-0-	-0-
CONTRACTUAL	2.0	.8	.8	.8	.8	.8
SUPPLIES	.2	.1	.1	.1	.1	.1
EQUIPMENT	-0-	-0-	-0-	-0-	-0-	-0-
LAND & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
GRANTS, CLAIMS	-0-	-0-	-0-	-0-	-0-	-0-
MISCELLANEOUS	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL OPERATING	2.2	.9	.9	.9	.9	.9

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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FUNDING: (Thousands of Dollars)

GENERAL FUND	2.2	.9	.9	.9	.9	.9
FEDERAL FUNDS	-0-	-0-	-0-	-0-	-0-	-0-
OTHER	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL	2.2	.9	.9	.9	.9	.9

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

Estimate of current year impact: This note intends that funds be appropriated for FY 92.

ANALYSIS: (Attach a separate page if necessary.)  
See attached cost analysis for initial and annual issuance of signs to liquor licensees and permittees.

Prepared By: Patrick L. Sharrock Phone: 277-8638  
Division: Alcoholic Beverage Control Board Date: March 19, 1991

Approved by Commissioner: \_\_\_\_\_  
Agency: Department of Revenue Date: 3-22-91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

Initial Issue

Beverage dispensary	679
Restaurant or eating place	314
Club license	81
Brewery	3
Package store	454
Common carrier	175
Recreational site	19
Pub license	1
Winery	0
Community license	3
Club caterer's permit	1
Theatre site license	2
Restaurant caterer's permit	<u>5</u>
Assume 2 signs per premises	1,737
	<u>x 2</u>
	3,474

Annual Issue

Caterer's permits	629
Special events-permits	89
Club caterer's permit	6
Restaurant caterer's permit	5
wear and tear	<u>50</u>
Approximately 50%	779
	<u>x 2</u>
	1,558

Approx. \$175. per thousand	<u>Initial</u>	<u>Annual</u>
Initial: \$175. x 3,474.	608	
Annual : \$175. x 1,558		272
Postage		
Initial: .75 x 1,737	1,303	
Annual : .75 x 779		584
Envelopes		
Initial: 1,737 x .12	208	
Annual : 799 x .12		93
Letters	<u>26</u>	
	2,145	949

## SENATE BILL NO. 203

IN THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - FIRST SESSION

BY SENATORS STURGULEWSKI, Menard

Introduced: 3/15/91  
Referred: HES and Finance

## A BILL

## FOR AN ACT ENTITLED

1 "An Act requiring that signs warning of possible danger from drinking alcohol during  
2 pregnancy also warn of possible danger from smoking cigarettes during pregnancy."

3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

4 \* Section 1. AS 04.21.065(b) is amended to read:

5 (b) A warning sign required by (a) of this section must be at least 11 inches by 14  
6 inches. The sign must read, in lettering at least one-half inch high and in contrasting colors,  
7 "WARNING: Drinking alcoholic beverages such as beer, wine, wine coolers, and distilled spirits  
8 or smoking cigarettes during pregnancy can cause birth defects." The license or permit holder  
9 shall display the signs in a manner that would make them conspicuous to a person who will be  
10 purchasing or consuming alcoholic beverages or smoking cigarettes on the licensed or  
11 designated premises.

# Alaska State Legislature



SENATOR  
ARLISS STURGULEWSKI

1111 C STREET, SUITE 550  
ANCHORAGE, ALASKA 99503  
(907) 561-7615

While in Juneau  
P.O. BOX V  
JUNEAU, ALASKA 99811  
(907) 465-3818

## Senate

Sponsor Statement on:

**SB 203 "An Act requiring that signs warning of possible danger from drinking alcohol during pregnancy also warn of possible danger from smoking cigarettes during pregnancy."**

Senate Bill 203 was introduced at the suggestion of the American Lung Association of Alaska. This bill would amend state law to add "or smoking cigarettes" to the signs warning pregnant women that drinking alcoholic beverages during pregnancy can cause birth defects. A 1990 report from the Surgeon General states, "If all women quit smoking during pregnancy, about 5 percent of deaths among newborn infants could be prevented."

I have enclosed supportive testimony presented to the Senate HESS Committee from Dr. Anne Morris and Dr. Kenneth Kesler as well as statistical information provided by Alfred Zangri, Chief of the Bureau of Vital Statistics, Department of Health and Social Services.

Enclosed is a copy of Sec. 04.21.065(a) noting which license or permit holders are required to post the warning signs.

Patrick L. Sharrock, Director of the Alcoholic Beverage Control Board, has provided a letter stating the board has no objection to the legislation. Also enclosed is a Fiscal Note for SB 203 prepared by Mr. Sharrock.

Earlier this year, the Anchorage Municipal Assembly passed the enclosed Ordinance 91-23 pertaining to posting warning signs for pregnant women. These signs include a smoking warning. I have also enclosed a letter of support from Dr. Helen Beirne, Director of the Health & Human Services Department, Municipality of Anchorage.

Enclosures

# STATE OF ALASKA

WALTER J. HICKEL, GOVERNOR

## DEPARTMENT OF REVENUE

550 W. 7TH AVE  
ANCHORAGE, ALASKA 99501-6698

### ALCOHOLIC BEVERAGE CONTROL BOARD

March 28, 1991

The Honorable Arlis Sturgulewski, Chair  
Health, Education and Social Services Committee  
Alaska State Senate  
P. O. Box V  
Juneau, Alaska 99811

RE: SB 203

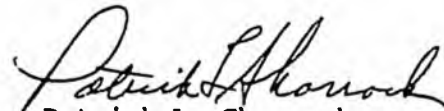
Dear Senator Sturgulewski:

Betty Hargrave, of your office, asked that I provide you with the Alcoholic Beverage Control Board's position concerning SB 203.

The board has no objection to the legislation and, upon enactment, will provide new signs to appropriate licensees.

Thank you for the opportunity to comment.

Sincerely,



Patrick L. Sharrock  
Director, ABC Board  
277-8638

PS/cl

91-49



Tom Fink,  
Mayor

# Municipality of Anchorage

Department of Health and Human Services

825 "L" Street  
P.O. Box 196650 Anchorage, Alaska 99519-6650



April 29, 1991

Senator Arliss Sturgulewski  
Room 427, Capitol  
P. O. Box V  
Juneau, Alaska 99811

Dear Senator Sturgulewski:

SUBJECT: SB 203

I urge you to support SB 203. Section 1 (AS 4.21.065b) refers to a sign warning pregnant women that drinking alcoholic beverages and smoking cigarettes during pregnancy can cause birth defects. Information from numerous researchers and health professionals document this fact. C. Everett Koop, M.D., Surgeon General U.S.P.H.S., 1981-1989 stated "The benefits of smoking cessation are significant. Sensitive and supportive cessation and maintenance efforts can help pregnant smokers to quit. In addition to saving thousands of infants' lives, you will spare numerous children from having excessive respiratory and ear infections and from the burden, even pain, of having to compensate for a slower beginning in life, whether as a result of low birthweight or a birth defect. Researchers have also demonstrated that babies born to mothers and fathers who do not smoke are less likely to become smokers."

If there was any confusion on the Municipality of Anchorage, Department of Health and Human Services' stand on this issue I hope this clears it up.

Thank you for your support of this bill.

Sincerely,

Helen D. Beirne, Ph.D,  
Director, Health and Human Services  
Municipality of Anchorage

This concern has led our Association to ask our legislative leaders to set forth new warning signage. It is modeled on action that was taken by King County (Washington) by rule in December of 1988 and the city of Seattle by ordinance in July of 1989. Their actions were based on similar action taken in San Mateo County (CA) some months before. Recent contact with leadership of the King County Health Department by our Association reports overwhelming acceptance of these pro-health decisions.

This proposed ordinance is quite simple but its effects can be quite profound. If it will help one pregnant woman break the disease of nicotine addiction that is poisoning both her and her unborn child, then we will have made positive progress. But it will not be one woman, it will be many. The end result will be healthier pregnancies and a reduction in premature deaths and critical care for nicotine addicted, low birthweight babies. It will strengthen our communities and save tax and charity dollars.

Yesterday, our Association contacted the executive director of Tobacco-Free America, the legislative clearing house on tobacco and health issues sponsored by the American Heart Association, the American Cancer Society and the American Lung Association; they informed us that to the best of their knowledge no other state has yet enacted such comprehensive warning sign legislation. We in Alaska have the opportunity to pass model legislation in this important area of public health.

As our elected officials, you are custodians of the public good; this includes the public health. I urge your passage of this bill that is a positive step forward -- simple, effective pro-health, pro-family legislation that will help conserve our most precious resource -- Alaska's children.

Anne Morris MD  
10630 East Tree Drive  
Anchorage, AK 99516  
907/346-2897

# AMERICAN LUNG ASSOCIATION of ALASKA

April 25, 1991

VIA FAX

To: Members of the Senate Finance Committee: Senators Kerttula, Pourchot  
Duncan, Adams, Hoffman, Shultz & Uehling

From: Walter L. Hays, Executive Director   
American Lung Association of Alaska

RE: SB 203

SB 203 was introduced by Senators Sturgulewski and Menard at our request.

It is a simple and effective measure that would help extend the important message about the dangers of smoking and pregnancy.

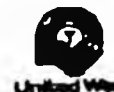
According to the 1990 report of the Surgeon General (The Health Benefits of Smoking Cessation), "if all women quit smoking during pregnancy, about 5% of deaths among newborn infants could be prevented." Alaska data for the year 1989 indicates that a full third of the low birthweight outcomes of babies born during that year were directly related to maternal smoking.

I would call your attention to the materials in your packet that were presented to the Senate HESS committee when this bill was considered by Anne Morris MD and Kenneth Keeler MD. As a neonatologist, Dr. Keeler has done an excellent job in summarizing for you the considerable health risks that smoking places on the pregnant woman and her unborn child.

You will note that the Department of Health and Social Services has also testified in support of this legislation and that the Alcohol Beverage Control Board has indicated that the cost of providing new warning signs state-wide would be nominal indeed.

Similar warning signage has been in place in San Mateo County (CA) and in King County (WA) and the city of Seattle for the past two years. I checked recently with Tobacco-Free America, the legislative clearinghouse on tobacco and health issues sponsored by the American Heart Association, the American Cancer Society and the American Lung Association; they informed me that to the best of their knowledge no other state has yet enacted such comprehensive warning sign legislation. We in Alaska have the opportunity to pass model legislation in this important area of public health.

I urge your strong support for SB 203.



Before the Board of Health of King County, Washington:

RULE AND REGULATION NO. 42

Amendment to King County Code of the Board of Health, Title 5 (Rule and Regulation No. 2), adding a new section relating to posting warning signs, Section 5.60.060.

BE IT ORDAINED BY THE BOARD OF HEALTH OF KING COUNTY:

**SECTION 1. Purpose.** The Surgeon General of the United States has advised women who are pregnant, or considering pregnancy, not to drink alcoholic beverages or smoke cigarettes. Recent research indicates that alcohol consumption during pregnancy, especially in the early months, can harm the fetus, and result in birth defects including mental retardation, facial abnormalities and other defects involving heart and bone structure. In addition, research indicates that maternal cigarette smoking during pregnancy slows fetal growth, lowers birth weight and increases the risk of stillbirths. The King County Board of Health finds that strategically located warnings to deter consumption of alcohol and cigarettes by pregnant women will reduce the incidence of these health effects. The King County Board of Health supports these findings and seeks to educate the public of this health problem.

**SECTION 2.** Section 5.60.060 (Part 69 of Rule and Regulation 2) of the King County Code of the Board of Health is hereby added as follows:

**SECTION 5.60.060. WARNING SIGNS.**

A. After February 1, 1989, signs, warning of the effects of alcoholic consumption and cigarette smoking during pregnancy, shall be posted in all establishments serving alcoholic beverages for consumption on premises. Alcoholic beverages shall include wine, beer, malt beverages and distilled spirits.

B. The sign or notice shall read as follows: "WARNING: DRINKING DISTILLED SPIRITS, BEER, WINE, COOLERS AND OTHER ALCOHOLIC BEVERAGES OR SMOKING CIGARETTES DURING PREGNANCY MAY CAUSE BIRTH DEFECTS."

C. Signs shall be either menu notations at least two inches high, table placards at least three by three inches or signs at least eight and one half inches by eleven inches and posted conspicuously at the bar or point of sale.

**SECTION 3. Effective date.** This chapter shall take effect on February 2, 1989.

Passed this 15th day of December, 19 88.

KING COUNTY BOARD OF HEALTH  
KING COUNTY, WASHINGTON

*Carol Ann Sullivan*  
Chair

*[Signature]*  
Member

Member

ATTEST:

*[Signature]*  
Secretary

GBD:bjv  
4/25/89

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ORDINANCE 114582

AN ORDINANCE relating to the Seattle Food Code; amending SMC Chapter 10.11 by the addition of Section 10.11.696 requiring the posting of warning signs or notices in establishments serving alcoholic beverages.

WHEREAS, the Surgeon General of the United States has advised women who are pregnant, or considering pregnancy, not to drink alcoholic beverages or smoke cigarettes; and

WHEREAS, recent research indicates that alcohol consumption during pregnancy, especially in the early months, can harm the fetus, and result in birth defects including mental retardation, facial abnormalities and other defects involving heart and bone structure; and

WHEREAS, research indicates that maternal cigarette smoking during pregnancy slows fetal growth, lowers birth weight and increases the risk of stillbirths; and

WHEREAS, The City of Seattle finds that strategically located warnings to deter consumption of alcohol and cigarette smoking by pregnant women will reduce the incidence of these health effects and seeks to educate the public of this health problem; Now, Therefore,

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. The Seattle Food Code (Seattle Municipal Code Chapter 10.11) is amended by adding thereto new section 10.11.696, as follows:

10.11.696. WARNING SIGNS OR NOTICES

A. Signs or notices, warning of the effects of alcohol consumption and cigarette smoking during pregnancy, shall be posted in all food service establishments serving any alcoholic beverage for consumption on premises. For the purpose of this section, the term "alcoholic beverage" means and includes wine, beer, malt beverage, liquor, and distilled spirits, each as defined in RCW Ch. 66.04.

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B. Each such sign or notice shall read as follows:  
"WARNING: DRINKING DISTILLED SPIRITS, BEER, WINE, COOLERS AND OTHER ALCOHOLIC BEVERAGES OR SMOKING CIGARETTES DURING PREGNANCY MAY CAUSE BIRTH DEPECTS."

C. Each such sign or notice shall be of the following size: at least two inches (2") high if printed or included in a menu; at least three inches by three inches (3" x 3") per side if set forth on a single, double, or multi-sided placard or display "tent" on any table provided for the establishment's customers; and not less than eight and one-half inches by eleven inches (8 1/2" x 11") if included on a sign that is posted conspicuously at a bar or other point of sale that is clearly visible to the public.

Section 2. This ordinance shall take effect and be in force thirty days from and after its passage and approval, if approved by the Mayor; otherwise it shall take effect at the time it shall become a law under the provisions of the city charter.

Passed by the City Council the 3rd day of July 1889,  
and signed by me in open session in authentication of its passage, this 3rd day of July 1889.

Approved by me this 13th day of July 1889.

Filed by me this 13th day of July 1889.

Attest: *Howard J. Brooks*  
City Comptroller and City Clerk.

(SEAL)

Published: *Thomas D. Durbin*  
Deputy Clerk.

Members of the Senate HERS Committee:

My name is Anne Morris. I am a pulmonary physician in private practice in Anchorage. I am Past President of the Alaska Thoracic Society, the medical arm of the American Lung Association of Alaska. In this capacity I have served on the board of the American Lung Association of Alaska for the past twelve years. I have also served on the board of the national organization.

I am here to speak in support of SB 203 as one who sees each day patients whose life, health and happiness have been ruined by smoking and the deadly toll of nicotine addiction.

I want to urge your support for this change of language in the required warning sign about the dangers of alcohol and pregnancy. Let me share with you the summary findings of the 1990 Report of the Surgeon General (The Health Benefits of Smoking Cessation). These are findings from the chapter on Smoking Cessation and Reproduction - the section on Benefits For the Fetus. I quote from the summary of the report.

"Smoking is probably the most important modifiable cause of poor pregnancy outcome among women in the United States... the elimination of smoking during pregnancy could prevent about 5% of perinatal deaths, about 20% of low birthweight births, and about 8% of preterm deliveries in the United States. In groups with high prevalence of smoking (e.g. women who have not completed high school), the elimination of smoking during pregnancy could prevent about 10% of perinatal deaths, about 35% of low birthweight births and about 14% of preterm deliveries." (I have appended a copy of this five paragraph summary from the report to these written remarks.)

Some of the most gratifying work we do at the American Lung Association is with our "Smoke Free Family" program when we are able to help pregnant women overcome nicotine addiction for their own health and the welfare of their unborn child.

Dr. Kenneth Kessler, an Anchorage Neonatologist, has prepared a superb statement on the impact of cigarette smoking on both the mother and the fetus. Dr. Kessler could not be here today but has asked that I share this information with you. A copy of his testimony is in your packets. I call your attention to item 1 -- the effect of nicotine on the placenta is very similar to the effect of cocaine; item 3 - spontaneous abortions are more frequent among women who smoke and item 8 - premature infants may require intensive care for several weeks with hospital bills in Alaska from \$500 to \$1500 per day. (Need I remind you as persons concerned with fiscal management - that someone is paying that bill. If 35% of our population is uninsured, then it is the state and public and private charity that is picking up the bill for these babies at risk.) You will note that Dr. Kessler has given you a reference to eighteen (18) current scientific studies on this subject.

## MATERNAL CONSEQUENCES

1980 - Surgeon General identified the following adverse affects on the fetus from smoking:

- nicotine, hydrogen cyanide, carbon monoxide and other poisonous cross the placenta
- oxygen deprivation
- deficits in behavior and cognitive development may occur

1988 study by National Committee to Prevent Infant Mortality found that:

- a. annually 2,500 U.S. infant deaths are attributable to mothers' smoking
- b. the ones who don't die are at increased risk of:
  - retardation
  - birth defects
  - learning disorder
  - chronic lung disorder

## Alaska Data -- 1989 births

Overall, in Alaska, 6% of our births result in low birth weight babies; yet they account for 57% of our infant deaths

38.5% of Alaska low birth weight babies are born to the 24% of moms that report smoking on the birth certificate

Alaska mothers have the following low birth weight rates:

-smoking mothers	81/1000
-non-smoking mothers	31/1000
-mothers using smokeless tobacco	55/1000

## SMOKING AND PREGNANCY

My name is Dr. Kenneth Kesler. Address 3340 Providence Dr. Ste 366, Anchorage, AK. I am a Neonatologist which is a Pediatrician trained to deal with sick or prematurely born infants. I have reviewed medical literature regarding the effects of cigarette smoking on both the mother and fetus during pregnancy and have lectured for the Alaska Lung Association on this topic.

The number of women in the reproductive ages who smoke has increased from 5% in 1920 to nearly 40% today. There is great interest in the effects of smoking on pregnancy and since 1966 over 2000 articles have been written on this subject, most of which have demonstrated adverse effects of smoking on the mother and fetus. I will try to briefly describe 12 of those effects to you.

1. Two major components of cigarette smoke are carbon monoxide and nicotine, both of which cross the placenta and invade the fetus when the mother smokes. Increased carbon monoxide levels in the fetus and mother decreases the amount of oxygen delivered to the fetus. If a woman is a moderate smoker the effect on the fetus is similar to decreasing 40% of the fetal blood flow.  
  
Nicotine accumulates to high levels in the fetus and results in decreased blood flow to the fetus. This effect of nicotine on the placenta is very similar to effect of cocaine.
2. Increased number of cleft lips, heart defects and severe brain abnormalities have been reported among infants born to women who smoke.
3. Spontaneous abortions are more frequent among women who smoke.
4. There is an increase in the number of pregnancies complicated by placenta problems such as separation of the placenta from the uterine wall which may result in fetal distress or death.
5. The incidence of premature rupture of membranes is doubled in women who smoke.
6. There is a higher rate of stillbirths and neonatal deaths among women who smoke. Some have estimated that maternal smoking is strongly associated with 4600 infant deaths in the United States per year.
7. There are over 50 studies confirming the trend that women who smoke have babies of lower birth weight. Dr. Michael Krarner in association with the World Health Organization demonstrated that "In the developed country, the most important single factor, by far, is cigarette smoking" accounting for nearly one third of all low birth weight infants (meaning infants who weigh less than 5 1/2 pounds).

Limited information is available on smoking during pregnancy in Alaska. I reviewed the information for a recent 3 years period in the Newborn Intensive Care Unit at Providence Hospital. Of the nearly 900 admission 28 % of the mothers admitted to smoking during pregnancy. (These numbers are probably artificially low because they are based on self reporting.)

8. The risk of delivering a baby prematurely (more than 1 month) may be nearly 2 times higher among smoking mothers. The costs of caring for premature infants is extremely high. In 1983 it was estimated that over 3 billion dollars was spend on infants admitted to Intensive Care Nurseries in the United States per year. Prematurely born infants may require intensive care for several weeks with a hospital bill in Alaska of \$500.00 to \$1,500.00 per day.
9. Breast milk contains nicotine and may produce mild to severe symptoms in the newborn and some cases of nicotine poisoning have occurred in babies breast-fed by mothers who smoked heavily.
10. Some preliminary evidence suggest that children born to women who smoke are at higher risk for various cancers when they are adults. This effect of smoking during pregnancy will probably not be scientifically proven for many years because of problems related to designing an adequate study.
11. Some studies have demonstrated various deficiencies in school performance among children born to mothers who smoke which is independent of confounding variables.
12. Nicotine is transferred to growing children in households where smoking occurs. This results in a two fold increase in the rate of Sudden Infant Death Syndrome. Also the incidence of pneumonia and bronchitis are increased in children where the parents smoke.

I have not had time to site the references for the above information. I have made a list of some of these references from journals such as the New England Journal of Medicine, the American Journal of Obstetrics and Gynecology, Pediatrics, and The British Medical Journal which are attached.

No one should leave here with a misunderstanding of the impact of smoking on the fetus and newborn infant. The effects are not trivial. They are significant and may be severe even lethal to the fetus.

This Bill with the signage amendment should be considered carefully. If we are to have an impact on the well being of the urborn, society must address the human behaviors which can adversely affect the fetus and seek methods to alter those behaviors. Smoking and its effect on the fetus is perhaps one of the best documented and easily targeted of these behaviors. I urge you to give sericus consideration to Senate Bill 203.

REFERENCE LIST - SMOKING AND PREGNANCY

1. McIntosh ID; Smoking and pregnancy: I Maternal and placental risks (and) Smoking and pregnancy:II. offspring risks, Public Health Review 12:1-63, 1984  
*(These two articles are excellent reviews of the most important effects of smoking on the mother, fetus and newborn and sites the literature to support them.)*
2. Quigley ME, Sheehan KL, Wilkes MM, Yen SSC; Effects of maternal smoking on circulating catecholamine levels and fetal heart rates. Am J Obstet Gynecol 133:685, 1979
3. Peterson DR; The sudden infant death syndrome-reassessment of growth retardation in relation to maternal smoking and the hypoxia hypothesis, Am J of Epidemiology 113:583, 1981
4. Khoury MJ, Gomez-Farias M, Mulinare J; Does maternal cigarette smoking during pregnancy cause cleft lip and palate in offspring?, American Journal of Diseases of Children 143:333, 1989
5. Lichtensteiger W, Ribary U, Schlumpf M, Odermatt B, Widmer HR; Prenatal adverse effects of nicotine on the developing brain, Progress in Brain Research 73:137, 1988
6. Remmer H; Passively inhaled tobacco smoke: a challenge to toxicology and preventive medicine, Archives of Toxicology 61:89, 1987
7. Werner EJ, Stockman JA; Red cell disturbances in the feto-maternal unit, Seminars in Perinatology 7:139, 1983
8. Kramer MS; Intrauterine growth and gestational duration determinants, Pediatrics 80:502, 1987
9. Suzuki K, Minei LJ, Johnson EE; Effect of nicotine upon uterine blood flow in the pregnant rhesus monkey, American Journal of Obstetric and Gynecology 136:1009, 1980
10. Naeye RL; Influence of maternal cigarette smoking during pregnancy on fetal and childhood growth, Obstetrics and Gynecology 57:18, 1981
11. Rush D, Callahan KR; Exposure to passive cigarette smoking and child development. A critical review, Annals of the New York Academy of Science 562:74, 1989
12. Bergman AB, Wiesner LA; Relationship of passive cigarette smoking to sudden infant death syndrome, Pediatrics 58:665, 1976
13. Butler NR, Goldstein H; Smoking in pregnancy and subsequent child development, British Medical Journal 4:573, 1973
14. Naeye RL; Relationship of cigarette smoking to congenital abnormalities and perinatal deaths, American Journal of Pathology 90,:289, 1978

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15. Naeye RL, Ladis B, Drage JS; Sudden infant death syndrome: a prospective study, *American Journal of Diseases of Children* 130:1207, 1976
  16. Meyer MB; Maternal smoking, pregnancy complications and perinatal mortality, *American Journal of Obstetric and Gynecology* 128:494, 1977
  17. Kline J, Stein ZA, Susser M, Warburton D; Smoking: a risk factor for spontaneous abortion, *New England Journal of Medicine* 297:793, 1977
  18. Naeye RL; Abruptio placentae and placenta praevia: frequency, perinatal mortality, and cigarette smoking, *Obstetrics and Gynecology* 55:701, 1980

**SBROB**

SENATE FINANCE COMMITTEE REPORT

DATE: 4/10/91

FURTHER:

DATE TURNED INTO OFFICE: 4/29/91

The Finance Committee considered SENATE BILL NO. 203

"An Act requiring that signs warning of possible danger from drinking alcohol during pregnancy also warn of possible danger from smoking cigarettes during pregnancy."

and recommended:

- replace with \_\_\_\_\_ CS \_\_\_\_\_  same title
- or adopt \_\_\_\_\_ CS \_\_\_\_\_  new title
- attached amendment(s)  technical title change (HB only)
- \_\_\_\_\_ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to \_\_\_\_\_

ATTACHES NEW FISCAL NOTE(S):

- fiscal note(s) \_\_\_\_\_ Dept/Date: \_\_\_\_\_
- zero fiscal note(s) \_\_\_\_\_

APPROVES PREVIOUS:

- fiscal note(s) DOR 3/22/91 Dept/Date: 2.2
- zero fiscal note(s) \_\_\_\_\_

appropriation-no fiscal note

SIGNING DO PASS:

*[Handwritten signatures]*

1. *[Handwritten signature]*

OTHER RECOMMENDATIONS:

*[Handwritten: 1. Dick Shatz No Rec]*

2. *[Handwritten: No Rec do pass]*

STATE OF ALASKA  
1991 LEGISLATIVE SESSION

lo. 1  
Bill Version: SB 203

Revision Date: \_\_\_\_\_ Department Affe (S) Publish Date: 4/10/91  
Title: That alcohol warning signs also warn of danger from smoking during pregnancy. BRU: Alcoholic Beverage Control Board

Sponsor: Sen. Sturgulewski & Sen. Menard

Requestor: Sen. HES Committee COMPONENT SERIAL NO. 

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Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	-0-	-0-	-0-	-0-	-0-	-0-
TRAVEL	-0-	-0-	-0-	-0-	-0-	-0-
CONTRACTUAL	2.0	.8	.8	.8	.8	.8
SUPPLIES	.2	.1	.1	.1	.1	.1
EQUIPMENT	-0-	-0-	-0-	-0-	-0-	-0-
LAND & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
GRANTS, CLAIMS	-0-	-0-	-0-	-0-	-0-	-0-
MISCELLANEOUS	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL OPERATING	2.2	.9	.9	.9	.9	.9

CAPITAL	-0-	-0-	-0-	-0-	-0-	-0-
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REVENUE	-0-	-0-	-0-	-0-	-0-	-0-
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FUNDING: (Thousands of Dollars)

GENERAL FUND	2.2	.9	.9	.9	.9	.9
FEDERAL FUNDS	-0-	-0-	-0-	-0-	-0-	-0-
OTHER	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL	2.2	.9	.9	.9	.9	.9

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME	-0-	-0-	-0-	-0-	-0-	-0-
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

Estimate of current year impact: This note intends that funds be appropriated for FY 92.

ANALYSIS: (Attach a separate page if necessary.)

See attached cost analysis for initial and annual issuance of signs to liquor licensees and permittees.

Prepared By: Patrick L. Sharrock *Patrick L. Sharrock* Phone: 277-8638

Division: Alcoholic Beverage Control Board Date: March 19, 1991

Approved by Commissioner: *[Signature]*

Agency: Department of Revenue Date: 3-22-91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

Initial Issue

Beverage dispensary	679
Restaurant or eating place	314
Club license	81
Brewery	3
Package store	454
Common carrier	175
Recreational site	19
Pub license	1
Winery	0
Community license	3
Club caterer's permit	1
Theatre site license	2
Restaurant caterer's permit	<u>5</u>
Assume 2 signs per premises	1,737
	<u>x 2</u>
	3,474

Annual Issue

Caterer's permits	629
Special events permits	89
Club caterer's permit	6
Restaurant caterer's permit	5
wear and tear	<u>50</u>
Approximately 50%	779
	<u>x 2</u>
	1,558

Approx. \$175. per thousand	<u>Initial</u>	<u>Annual</u>
Initial: \$175. x 3,474.	608	
Annual : \$175. x 1,558		272 .
Postage		
Initial: .75 x 1,737	1,303	
Annual : .75 x 779		584
Envelopes		
Initial: 1,737 x .12	208	
Annual : 799 x .12		93
Letters	<u>26</u>	<u>          </u>
	2,145	949

## SENATE BILL NO. 203

IN THE LEGISLATURE OF THE STATE OF ALASKA

SEVENTEENTH LEGISLATURE - FIRST SESSION

BY SENATORS STURGULEWSKI, Menard

Introduced: 3/15/91  
Referred: HES and Finance

## A BILL

## FOR AN ACT ENTITLED

1 "An Act requiring that signs warning of possible danger from drinking alcohol during  
2 pregnancy also warn of possible danger from smoking cigarettes during pregnancy."

3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

4 \* Section 1. AS 04.21.065(b) is amended to read:

5 (b) A warning sign required by (a) of this section must be at least 11 inches by 14  
6 inches. The sign must read, in lettering at least one-half inch high and in contrasting colors,  
7 "WARNING: Drinking alcoholic beverages such as beer, wine, wine coolers, and distilled spirits  
8 or smoking cigarettes during pregnancy can cause birth defects." The license or permit holder  
9 shall display the signs in a manner that would make them conspicuous to a person who will be  
10 purchasing or consuming alcoholic beverages or smoking cigarettes on the licensed or  
11 designated premises.

# Alaska State Legislature



3111 C STREET, SUITE 550  
ANCHORAGE, ALASKA 99503  
(907) 561-7615

While in Juneau  
P.O. BOX V  
JUNEAU, ALASKA 99811  
(907) 465-3818

SENATOR  
ARLISS STURGULEWSKI

## Senate

### Sponsor Statement on:

**SB 203 "An Act requiring that signs warning of possible danger from drinking alcohol during pregnancy also warn of possible danger from smoking cigarettes during pregnancy."**

Senate Bill 203 was introduced at the suggestion of the American Lung Association of Alaska. This bill would amend state law to add "or smoking cigarettes" to the signs warning pregnant women that drinking alcoholic beverages during pregnancy can cause birth defects. A 1990 report from the Surgeon General states, "If all women quit smoking during pregnancy, about 5 percent of deaths among newborn infants could be prevented."

I have enclosed supportive testimony presented to the Senate HESS Committee from Dr. Anne Morris and Dr. Kenneth Kesler as well as statistical information provided by Alfred Zangri, Chief of the Bureau of Vital Statistics, Department of Health and Social Services.

Enclosed is a copy of Sec. 04.21.065(a) noting which license or permit holders are required to post the warning signs.

Patrick L. Sharrock, Director of the Alcoholic Beverage Control Board, has provided a letter stating the board has no objection to the legislation. Also enclosed is a Fiscal Note for SB 203 prepared by Mr. Sharrock.

Earlier this year, the Anchorage Municipal Assembly passed the enclosed Ordinance 91-23 pertaining to posting warning signs for pregnant women. These signs include a smoking warning.

Enclosures

4/29/91 SFC



Tom Fink,  
Mayor

# Municipality of Anchorage



Department of Health and Human Services

825 "L" Street

P.O. Box 196650 Anchorage, Alaska 99519-6650

April 29, 1991

Senator Arliss Sturgulewski  
Room 427, Capitol  
P. O. Box V  
Juneau, Alaska 99811

Dear Senator Sturgulewski:

SUBJECT: SB 203

I urge you to support SB 203. Section 1 (AS 4.21.065b) refers to a sign warning pregnant women that drinking alcoholic beverages and smoking cigarettes during pregnancy can cause birth defects. Information from numerous researchers and health professionals document this fact. C. Everett Koop, M.D., Surgeon General U.S.P.H.S., 1981-1989 stated "The benefits of smoking cessation are significant. Sensitive and supportive cessation and maintenance efforts can help pregnant smokers to quit. In addition to saving thousands of infants' lives, you will spare numerous children from having excessive respiratory and ear infections and from the burden, even pain, of having to compensate for a slower beginning in life, whether as a result of low birthweight or a birth defect. Researchers have also demonstrated that babies born to mothers and fathers who do not smoke are less likely to become smokers."

If there was any confusion on the Municipality of Anchorage, Department of Health and Human Services' stand on this issue I hope this clears it up.

Thank you for your support of this bill.

Sincerely,

Helen D. Beirne, Ph.D,  
Director, Health and Human Services  
Municipality of Anchorage

# AMERICAN LUNG ASSOCIATION of ALASKA

April 25, 1991

VIA FAX

APR 25 1991

To: Members of the Senate Finance Committee: Senators Kerttula, Pourchot  
Duncan, Adams, Hoffman, Shultz & Uehling

From: Walter L. Hays, Executive Director *W.L.H.*  
American Lung Association of Alaska

RE: SB 203

SB 203 was introduced by Senators Sturgulewski and Menard at our request.

It is a simple and effective measure that would help extend the important message about the dangers of smoking and pregnancy.

According to the 1990 report of the Surgeon General (The Health Benefits of Smoking Cessation), "if all women quit smoking during pregnancy, about 5% of deaths among newborn infants could be prevented." Alaska data for the year 1989 indicates that a full third of the low birthweight outcomes of babies born during that year were directly related to maternal smoking.

I would call your attention to the materials in your packet that were presented to the Senate HESS committee when this bill was considered by Anne Morris MD and Kenneth Kesler MD. As a neonatologist, Dr. Kesler has done an excellent job in summarizing for you the considerable health risks that smoking places on the pregnant woman and her unborn child.

You will note that the Department of Health and Social Services has also testified in support of this legislation and that the Alcohol Beverage Control Board has indicated that the cost of providing new warning signs state-wide would be nominal indeed.

Similar warning signage has been in place in San Mateo County (CA) and in King County (WA) and the city of Seattle for the past two years. I checked recently with Tobacco-Free America, the legislative clearinghouse on tobacco and health issues sponsored by the American Heart Association, the American Cancer Society and the American Lung Association; they informed me that to the best of their knowledge no other state has yet enacted such comprehensive warning sign legislation. We in Alaska have the opportunity to pass model legislation in this important area of public health.

I urge your strong support for SB 203.

# STATE OF ALASKA

## DEPARTMENT OF REVENUE

ALCOHOLIC BEVERAGE CONTROL BOARD

WALTER J. HICKEL, GOVERNOR

550 W. 7TH AVE  
ANCHORAGE, ALASKA 99501-6698

March 28, 1991

The Honorable Arlis Sturgulewski, Chair  
Health, Education and Social Services Committee  
Alaska State Senate  
P. O. Box V  
Juneau, Alaska 99811

RE: SB 203

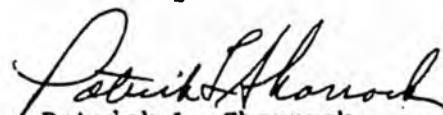
Dear Senator Sturgulewski:

Betty Hargrave, of your office, asked that I provide you with the Alcoholic Beverage Control Board's position concerning SB 203.

The board has no objection to the legislation and, upon enactment, will provide new signs to appropriate licensees.

Thank you for the opportunity to comment.

Sincerely,

  
Patrick L. Sharrock  
Director, ABC Board  
277-8638

PS/cl

91-49

Submitted by: Assemblymember Flynn  
Prepared by: Assembly Budget Analyst  
For reading: February 19, 1991

ANCHORAGE, ALASKA  
AO NO. 91- 23

AN ORDINANCE OF THE MUNICIPALITY OF ANCHORAGE AMENDING CHAPTER  
16.60 OF THE ANCHORAGE CODE OF MUNICIPAL REGULATIONS PERTAINING TO  
POSTING WARNING SIGNS FOR PREGNANT WOMEN

THE ANCHORAGE MUNICIPAL ASSEMBLY ORDAINS:

Section 1: That Chapter 16.60 of the Anchorage Code of  
Municipal Regulations is amended by adding a new section to read as  
follows:

16.60.039 Warning Signs or Notices.

A. Signs or notices warning of the effects of alcohol  
consumption and cigarette smoking during pregnancy, shall  
be posted in all food service establishments serving any  
alcoholic beverage for consumption on premises. For the  
purpose of this section, the term "alcoholic beverage"  
means and includes wine, beer, malt beverage, liquor and  
distilled spirits.

B. Each such sign or notice shall read as follows:

**"WARNING: DRINKING DISTILLED SPIRITS, BEER, WINE,  
COOLERS AND OTHER ALCOHOLIC BEVERAGES OR  
SMOKING CIGARETTES DURING PREGNANCY MAY CAUSE  
BIRTH DEFECTS."**

C. Each such sign or notice shall be of the following size:

At least two inches (2") high if printed or included in  
a menu; at least three inches by three (3" x 3") per side  
if set forth on a single, double or multi-sided placard  
or display "tent" on any table provided for the  
establishment's customer; and not less than eight and  
one-half inches (8 1/2" x 11") if included on a sign that  
is posted conspicuously at a bar or other point of sale  
that is clearly visible to the public.

Section 2: That this ordinance is effective upon passage and  
approval.

# AMERICAN LUNG ASSOCIATION of ALASKA

December 10, 1990

*Dedicated to the prevention and control of lung disease*

Senator Arliss Sturgulewski, Chair  
HESS Committee, Alaska State Senate

Representative Patrick Carney, Chair  
HESS Committee, Alaska State House

Dear Friends:

We are writing to seek your good offices in introducing concurrent legislation in your respective committees to amend existing state law to warn women about the dangers of smoking during pregnancy.

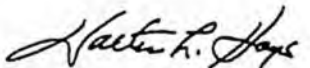
Enclosed you will find copies of a city ordinance (Seattle) and county rule and regulation (King) that have been in effect for over a year and one-half in the State of Washington.

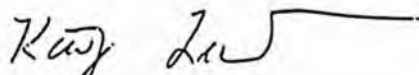
There is conclusive medical evidence that drinking during pregnancy is dangerous; smoking is also highly toxic on the fetus. The combined impact of smoking and drinking places the pregnant woman and her unborn child in double jeopardy. In fact the medical evidence is even stronger since the passage of the above ordinance and regulation. Note the highlighted fact from the enclosed summary document (based on "The Health Benefits Of Smoking Cessation: A Report of the Surgeon General, 1990) ... "if all women quit smoking during pregnancy, about 5% of deaths among new born infants could be prevented".

By copy of this letter we are also asking Heather Flynn to consider introducing this expanded warning signage as an ordinance for consideration by the Anchorage Municipal Assembly.

We have advised Mr. Patrick Sharrock of the Alcohol Beverage Control Board of our decision to ask that this legislation be introduced. Further, we are prepared to bring expert medical opinion and nationally validated medical research findings to public hearings that may be held in conjunction with this proposed legislation.

Feel free to call on our Association as you consider this matter.

  
Walter L. Hays  
Executive Director

  
Kitty Lew (Volunteer)  
Legislative Issues Coordinator

CC: Heather Flynn

# Warning:

Drinking distilled spirits, beer, wine, coolers and other alcoholic beverages or smoking cigarettes during pregnancy may cause birth defects.

- King County Board of Health Rule & Regulation 42
- Seattle City Ordinance 114582

Before the Board of Health of King County, Washington:

RULE AND REGULATION NO. 42

Amendment to King County Code of the Board of Health, Title 5 (Rule and Regulation No. 2), adding a new section relating to posting warning signs, Section 5.60.060.

BE IT ORDAINED BY THE BOARD OF HEALTH OF KING COUNTY:

**SECTION 1. Purpose.** The Surgeon General of the United States has advised women who are pregnant, or considering pregnancy, not to drink alcoholic beverages or smoke cigarettas. Recent research indicates that alcohol consumption during pregnancy, especially in the early months, can harm the fetus, and result in birth defects including mental retardation, facial abnormalities and other defects involving heart and bone structure. In addition, research indicates that maternal cigarette smoking during pregnancy slows fetal growth, lowers birth weight and increases the risk of stillbirths. The King County Board of Health finds that strategically located warnings to deter consumption of alcohol and cigarettes by pregnant women will reduce the incidence of these health effects. The King County Board of Health supports these findings and seeks to educate the public of this health problem.

**SECTION 2.** Section 5.60.060 (Part 60 of Rule and Regulation 2) of the King County Code of the Board of Health is hereby added as follows:

**SECTION 5.60.060. WARNING SIGNS.**

A. After February 1, 1989, signs, warning of the effects of alcoholic consumption and cigarette smoking during pregnancy, shall be posted in all establishments serving alcoholic beverages for consumption on premises. Alcoholic beverages shall include wine, beer, malt beverages and distilled spirits.

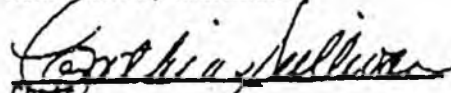
B. The sign or notice shall read as follows: "WARNING: DRINKING DISTILLED SPIRITS, BEER, WINE, COOLERS AND OTHER ALCOHOLIC BEVERAGES OR SMOKING CIGARETTES DURING PREGNANCY MAY CAUSE BIRTH DEFECTS."

C. Signs shall be either menu notations at least two inches high, table placards at least three by three inches or signs at least eight and one half inches by eleven inches and posted conspicuously at the bar or point of sale.

**SECTION 3. Effective date.** This chapter shall take effect on February 2, 1989.

Passed this 15th day of December, 19 88.

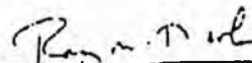
KING COUNTY BOARD OF HEALTH  
KING COUNTY, WASHINGTON

  
Chair

  
Member

\_\_\_\_\_  
Member

ATTEST:

  
Secretary

GBD:bjw  
4/25/89

ORDINANCE 114582

1  
2  
3 AN ORDINANCE relating to the Seattle Food Code, amending  
4 SMC Chapter 10.11 by the addition of Section 10.11.696  
5 requiring the posting of warning signs or notices in  
6 establishments serving alcoholic beverages.

7 WHEREAS, the Surgeon General of the United States has advised  
8 women who are pregnant, or considering pregnancy, not to  
9 drink alcoholic beverages or smoke cigarettes; and

10 WHEREAS, recent research indicates that alcohol consumption  
11 during pregnancy, especially in the early months, can harm  
12 the fetus, and result in birth defects including mental  
13 retardation, facial abnormalities and other defects  
14 involving heart and bone structure; and

15 WHEREAS, research indicates that maternal cigarette smoking  
16 during pregnancy slows fetal growth, lowers birth weight  
17 and increases the risk of stillbirths; and

18 WHEREAS, The City of Seattle finds that strategically located  
19 warnings to deter consumption of alcohol and cigarette  
20 smoking by pregnant women will reduce the incidence of  
21 these health effects and seeks to educate the public of  
22 this health problem; Now, Therefore,

23 BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

24 Section 1. The Seattle Food Code (Seattle Municipal Code  
25 Chapter 10.11) is amended by adding thereto new section  
26 10.11.696, as follows:

27 10.11.696. WARNING SIGNS OR NOTICES

28 A. Signs or notices, warning of the effects of alcohol  
consumption and cigarette smoking during pregnancy, shall be  
posted in all food service establishments serving any  
alcoholic beverage for consumption on premises. For the  
purpose of this section, the term "alcoholic beverage" means  
and includes wine, beer, malt beverage, liquor, and distilled  
spirits, each as defined in RCW Ch. 66.04.

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B. Each such sign or notice shall read as follows:  
"WARNING: DRINKING DISTILLED SPIRITS, BEER, WINE, COOLERS AND  
OTHER ALCOHOLIC BEVERAGES OR SMOKING CIGARETTES DURING  
PREGNANCY MAY CAUSE BIRTH DEFECTS."

C. Each such sign or notice shall be of the following  
size: at least two inches (2") high if printed or included in  
a menu; at least three inches by three inches (3" x 3") per  
side if set forth on a single, double, or multi-sided placard  
or display "tent" on any table provided for the  
establishment's customers; and not less than eight and  
one-half inches by eleven inches (8 1/2" x 11"). If included on a  
sign that is posted conspicuously at a bar or other point of  
sale that is clearly visible to the public.

Section 2. This ordinance shall take effect and be in force thirty days from and after its passage and  
approval, if approved by the Mayor; otherwise it shall take effect at the time it shall become a law under the  
provisions of the city charter.

Passed by the City Council the 31<sup>st</sup> day of July 1989,  
and signed by me in open session in authentication of its passage the 31<sup>st</sup> day of  
July 1989  
President of the City Council.

Approved by me this 13<sup>th</sup> day of July 1989  
Mayor.

Filed by me this 13<sup>th</sup> day of July 1989

Howard J. Brooks  
Attest: City Comptroller and City Clerk.

(SEAL)

Published

By: Thomas J. Dunbar  
Deputy Clerk.

smoking. Smoking cessation reduces the risk of respiratory infections such as pneumonia, which are often the immediate causes of death in patients with an underlying chronic disease.

The important role of health care providers in counseling patients to quit smoking is well recognized. Health care providers should give smoking cessation advice and assistance to all patients who smoke, including those with existing illness.

#### Benefits for the Fetus

Maternal smoking is associated with several complications of pregnancy including abruptio placentae, placenta previa, bleeding during pregnancy, premature and prolonged rupture of the membranes, and preterm delivery. Maternal smoking retards fetal growth, causes an average reduction in birthweight of 200 g, and doubles the risk of having a low birthweight baby. Studies have shown a 25- to 50-percent higher rate of fetal and infant deaths among women who smoke during pregnancy compared with those who do not.

Women who stop smoking before becoming pregnant have infants of the same birthweight as those born to women who have never smoked. The same benefit accrues to women who quit smoking in the first 3 to 4 months of pregnancy and who remain abstinent throughout the remainder of pregnancy. Women who quit smoking at later stages of pregnancy, up to the 30th week of gestation, have infants with higher birthweight than do women who smoke throughout pregnancy.

Smoking is probably the most important modifiable cause of poor pregnancy outcome among women in the United States. Recent estimates suggest that the elimination of smoking during pregnancy could prevent about 5 percent of perinatal deaths, about 20 percent of low birthweight births, and about 8 percent of preterm deliveries in the United States. In groups with a high prevalence of smoking (e.g., women who have not completed high school), the elimination of smoking during pregnancy could prevent about 10 percent of perinatal deaths, about 35 percent of low birthweight births, and about 15 percent of preterm deliveries.

The prevalence of smoking during pregnancy has declined over time but remains unacceptably high. Approximately 30 percent of U.S. women who are cigarette smokers quit after recognition of pregnancy, and others quit later in pregnancy. However, about 25 percent of pregnant women in the United States smoke throughout pregnancy. A shocking statistic is that half of pregnant women who have not completed high school smoke throughout pregnancy. Many women who do not quit smoking during pregnancy reduce their daily cigarette consumption; however, reduced consumption without quitting may have little or no benefit for birthweight. Of the women who quit smoking during pregnancy, 70 percent resume smoking within 1 year of delivery.

Initiatives have been launched in the public and private sectors to reduce smoking during pregnancy. These programs should be expanded, and less educated pregnant women should be a special target of these efforts. Strategies need to be developed to address the problem of relapse after delivery.