

Senate Education Committee Supporting Retention and Recruitment - Testimony

**Lon Garrison, Executive Director
Association of Alaska School Boards.**

February 13, 2025

Good afternoon Chair Bjorkman and members of the Senate Labor & Commerce Committee. My name is Lon Garrison. I serve as the Executive Director of the Association of Alaska School Boards. We are a nonprofit association established in 1954 and serve 52 of Alaska's 54 school districts. Thank you for this opportunity to speak to you today about the crucial need to improve the retention and recruitment of school district staff.

AASB's Board of Directors has adopted three legislative priorities for this year. They are:

- Sufficient, sustainable, and predictable education funding
- Retention and recruitment of teachers, administrators, and staff
- Student wellness and safety

These priorities and the supporting resolutions and beliefs of the AASB membership are appended to this testimony.

School districts face an unprecedented crisis of retaining and recruiting qualified, effective teachers, administrators, and support staff. This personnel crisis seriously hinders our ability to provide Alaska students with a quality education. It makes it extremely difficult for school boards to fulfill the state's constitutional responsibility to provide a quality public education for every student every day.

Public schools are a complex system of students, personnel, policy, regulation, standards, assessments, curriculum, and governing boards of education. To make all of this work, we rely upon a multitude of staff and elected officials playing their part.

As you have heard many times before, one of the single most important determinants of whether a student succeeds in school is the quality of the educator that works with the student. While effective learning requires a high-quality teacher, the entire school system must support that crucial opportunity for that teacher and student to be together. This means a multitude of other staff is needed to make the learning experience the best that it can be.

Here is a sample of the staff required to make a student and teacher's learning opportunity worthwhile: School secretaries, facility maintenance staff, janitors, cooks, para-professionals and classroom aides, librarians, bus drivers, principals, special education directors, curriculum directors, principals, assistant superintendents, and superintendents to name a few.



So while we focus on retaining and recruiting certified staff, we must remember the importance of all positions, working together to make that hour of language arts, math, science, social studies, and don't forget ART, the best that it can be.

As we think about improving student outcomes, we must recognize the collective impact that all the pieces of this complex system have on educating every student every day.

School districts across the state struggle to fill many of these critical positions. School boards have few options to entice staff to stay on or new staff to join the team. So what can be done?

1. An increase in school funding through the BSA is essential to providing the resources to hire and appropriately compensate the staff necessary to support good teaching and learning.
2. The state must institute a competitive retirement and health benefits system to attract both out-of-state candidates and, more importantly, motivate our citizens to take up a career in education.
3. Improve and expand our teacher preparation and certification programs within Alaska. Alaskans have the greatest propensity to stay in our communities and provide long-term, positive impacts on student outcomes.
4. Our public education system needs to do far more to facilitate and guide Alaskan students to postsecondary opportunities, whether that is college or a skilled trade. We have untapped and frankly neglected resources (our students, our businesses, our tribes, and local governments) that can significantly aid in filling the workforce deficit.
5. We can stop the finger-pointing, the vitriol, and the distrust. Instead, let's roll up our sleeves, come together as Alaskans and solve this issue by agreeing to focus on what is best for students and, in turn, the state of Alaska.

Locally elected school boards have been delegated the authority to implement a system of public education on behalf of the state of Alaska. Public education is a complex system that requires a comprehensive approach, and this committee's leadership and support are crucial to its success. School boards implement the local control model that has served Alaska well, but they depend on your support. AASB strongly encourages your efforts to address policies and regulations that will create competitive benefit programs, grow-our-own workforce development, and assist our own students in taking advantage of opportunities for postsecondary training.

Thank you for the opportunity to testify today.

Lon D. Garrison,
Executive Director, AASB



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Resolutions aligned with 2023 AASB Legislative Priorities



Funding (Sufficient & Sustainable)

B.7 EDUCATIONAL PROGRAMS AND FUNDING AS TOP PRIORITY

Article VII, Sec. 1 of The Alaska State Constitution states “The Legislature shall by general law establish and maintain a system of public schools open to all school age children...”. Public education is fundamental to democracy and economic advancement of the state and tribes. AASB calls upon the Governor and the Alaska Legislature to make early, sustainable, adequate and equitable funding a top priority for the exemplary education of our youth.

B.10 FUNDING FOR EARLY LEARNING PROGRAMS IN ALASKA

AASB supports legislation to add additional funding for the planning and programming of voluntary early learning and family support programs, including online programs, for all children from birth to school age as an important long-term investment in Alaska’s future workforce and citizenry.

1.4 OPPOSE SCHOOL VOUCHERS

AASB is opposed to using public funds to finance private schools, parochial schools, or private home school/correspondence programs, whether through vouchers, tax credits, or individual K-12 savings accounts, or any other funding that would divert funds from public education.

2.1 SUSTAINED, RELIABLE AND ADEQUATE STATE FISCAL PLAN AND EDUCATIONAL FUNDING FOR ALASKA’S STUDENTS THROUGH A NON-VOLATILE FUNDING SOURCE

The sustainability, reliability and adequacy of Alaska’s funding for public education are of highest concern to the Association of Alaska School Boards. AASB urges the Legislature to develop a state fiscal plan. This fiscal plan would provide a long-term approach to funding the costs of public education and other services upon which Alaska’s students and their families depend. The plan should be strategic, sustainable and realistic, providing a framework for balancing budgets while adequately funding public education.

2.2 URGING EARLY, ADEQUATE, EQUITABLE, AND PREDICTABLE FUNDING OF PUBLIC EDUCATION

AASB urges the State of Alaska to provide early, adequate, equitable, and predictable funding of public education. AASB believes that adequate funding should include the following:

- State funding of the TRS-PERS retirement liability;
- An increase to the Base Student Allocation to inflation proof pre-K through 12th grade education funding by no less than the amount of \$860 for the 2023-2024 fiscal year.
- Increase funding to account for flat funding in past years.
- Recognition of the need to keep pupil-teacher ratios to a level in line with research-based best practices;
- Funded career and technical education.
- An early adoption timeline that allows school boards and district administration to effectively plan instruction and staffing for the upcoming school year.
- Programs and Initiatives focusing on Alaska Native languages and cultures.

AASB urges that in the years when the Alaska Legislature has not approved an education budget by April 1, the budget from the previous year shall be the legal minimum funding for the next fiscal year.

AASB urges the Legislature to review and recommend appropriate adjustments to AS.14.17.460, District Cost Factors, to ensure equity in school funding.

AASB urges the Legislature to provide stable forward funding that addresses inflation, including the use of an education endowment, to ensure funding predictability.

2.6 FUNDING FOR EARLY LEARNING PROGRAMS IN ALASKA

AASB supports legislation to add additional funding for the planning and programming of voluntary early learning and family support programs, including online programs, for all children from birth to school age as an important long-term investment in Alaska's future workforce and citizenry.

2.10 EDUCATION ENDOWMENT

AASB lends its full support to the establishment of an adequately funded and well- managed educational endowment as part of secure stable and full funding for education to be used for public elementary and secondary education.

2.14 PUPIL TRANSPORTATION

AASB urges the State of Alaska to adequately fund pupil transportation by increasing the transportation allocation to accurately reflect true costs, to avoid the use of operating fund dollars, and to provide funding for districts with increased transportation needs due to state legislated labor costs, rising fuel costs, special circumstances and/or student growth. Getting students safely to and from school is a vital part of public education.

2.31 URGING THE CONTINUATION OF FUNDING FOR CAREER AND TECHNICAL (VOCATIONAL) EDUCATION

AASB supports increased funding of Career and Technical (Vocational) Education through the foundation formula in AS 14.17.420 and funding for Alaska Construction Academies and regional training centers.

2.63 Funding for Education and Transportation

AASB urges the Alaska Legislature and Administration to provide adequate funding to public education in the State of Alaska, to increase the Base Student Allocation to compensate for inflation, and increase the student transportation award to cover the true costs of student transportation.

2.64 Base Student Allocation Increase: Making Up for Lost Ground Due to Inflation

AASB urges the State of Alaska Legislature to increase the Base Student Allocation (BSA) as the BSA does not change automatically in response to inflation or any other factors, only by passing legislation that modifies the statute.

Students (Health & Wellness)

B.11 CHILD ADVOCACY MISSION STATEMENT

The advocacy role of school board members is to promote parental, public and social service commitment to the shared responsibility of educating all children and youth in public education while creating an environment that supports children to thrive and be empowered to choose a path to success in their future.

B.14 SUPPORTING SOBRIETY AND SUBSTANCE USE PREVENTION

AASB acknowledges the multifaceted and generational complexities of Alaska's drug and alcohol history. AASB encourages our Board Members, school staff, students, parents and community members to help in overcoming our communities' affliction with alcohol and drugs. AASB supports efforts of schools and communities to become and remain free of alcohol and

drug use through activities that: encourage the formation of sobriety groups in every Alaska community; encourage the practice of healthy lifestyles, values and activities; support existing groups working to promote sobriety; educate students on the consequences of their actions and the science of addiction; and encourage and support sober role models.

B.15 PREVENTION/EARLY INTERVENTION

AASB believes in the prevention aspects of health and social service programs. Prevention is cost effective, both in dollars and in reducing human suffering. Many of the social and health problems we are experiencing now will only continue to grow if effective prevention/intervention programs are not in place. AASB supports early identification of and intervention for children at risk and inclusion of parents and guardians and community partners in prevention and intervention services in a culturally relevant way.

B.17 DECLARING CHILDREN THE TOP PRIORITY OF ALASKA

AASB believes children are the top priority of our state. This declaration extends to the education, health, physical and psychological safety,, mental wellness, and future of our children.

3.1 DECLARING CHILDREN OF ALASKA OUR MOST VALUABLE RESOURCE AND THEIR HEALTH, SAFETY, WELFARE, AND EDUCATION IS OF PARAMOUNT IMPORTANCE

AASB understands that the children are our most valuable resource and encourages the Alaska Legislature and the Governor to declare that our children are our most valuable resource and to further declare that their mental and physical health, safety, welfare, and highest standard of education is of paramount importance.

3.3 FETAL ALCOHOL AND DRUG EXPOSED STUDENTS

AASB recognizes the impact of Fetal Alcohol Spectrum Disorder (FASD) and strongly recommends efforts to raise awareness of the need for prevention and appropriate intervention. AASB requests that the Alaska Legislature provide and improve effective programs and services aimed at the prevention, diagnosis and treatment of children with FASD within our state, and to allocate adequate funding to the appropriate agencies necessary to provide parent and guardian training, school staff training, paraprofessional and specialized educational services, including transportation necessary to serve children with FASD and/or who have suffered from prenatal exposure to illicit drugs. Further, AASB urges all Alaska post-secondary institutions to include FASD intervention education in their teacher preparation and paraprofessional programs.

3.6 OPIATES, INHALANTS, ALCOHOL, TOBACCO, E- CIGARETTES/ELECTRONIC DELIVERY SYSTEMS, METHAMPHETAMINES, MARIJUANA, DESIGNER DRUGS AND ANY ILLICIT SUBSTANCE USE

AASB calls upon the Legislature of the State of Alaska to support local communities, parents and students in their strength-based education, prevention and treatment efforts to combat opiates, inhalants, alcohol, tobacco, e-cigarettes/electronic delivery systems, methamphetamines,

marijuana, designer drugs and other illicit substances and to provide effective law enforcement to ensure laws pertaining to controlled substances are enforced. AASB also requests the State of Alaska make adequate funds available for community- based and residential efforts to address effective substance use and abuse treatment programs for children, young people and their families.

Additionally, AASB supports regulations or modifications to the marijuana statute to counter potential negative impacts on Alaska youth that develops a clear and simple process for a community to implement local option laws. AASB also recommends allocating appropriately the tax revenue from marijuana sales, production and businesses to support education, prevention, and treatment programs regarding substance use and abuse, which are relevant and aligned to local community and cultural values.

3.8 SUICIDE PREVENTION, EDUCATION AND TREATMENT EFFORTS

AASB requests the State of Alaska to provide funding for statewide suicide prevention, education, and treatment efforts coordinated among various entities including peer helper programs, mental health centers, and local and state agencies. Initiatives should include a statewide program to bring professional mental health counselors on-site to visit schools as well as support school-based counseling programs.

Further, AASB urges school districts, tribal entities, and appropriate agencies and communities to engage in responding to this serious and ongoing challenge, through the implementation of protective factors, ensuring culturally relevant strategies.

3.9 SAFE, CARING AND CONNECTED SCHOOLS

AASB recognizes the importance of positive school climate, building positive relationships, and student connectedness to school as powerful influences on student academic success and on reducing youth risk behaviors and urges the Legislature and state agencies to join AASB in supporting school district efforts to improve school climate and increase student connectedness to school. AASB supports efforts to provide a school environment that is free from weapons, harassment, bullying and intimidation in any form, violence, drugs (including alcohol and tobacco), and other factors that threaten the safety of students and staff while acknowledging that schools have not historically been safe for all students.

3.10 SUPPORT OF STATE FUNDING FOR STUDENT HEALTH SERVICES IN ALASKA

AASB strongly urges the Administration and the Legislature to provide funding for school-based student health services.

3.11 HIV/AIDS AND OTHER SEXUALLY TRANSMITTED INFECTIONS (STI) EDUCATION

AASB supports providing effective HIV/AIDS and other Sexually Transmitted Infections (STI) education programs for students and parents, and training for certified and classified school staff. AASB supports an effective and comprehensive education effort that focuses on reducing risk by emphasizing abstinence, healthy decision making and refusal skills. Such instruction should also

include the use of barrier methods. An effective way to do this is to bring together a broad consensus of the community in order to develop and implement the district's HIV/AIDS curriculum on preventing HIV/AIDS and other STIs.

3.12 EDUCATION OF STUDENTS IN RESPONSIBLE BEHAVIORS RELATING TO HUMAN SEXUALITY

AASB encourages responsible behaviors relating to human sexuality by supporting programs that promote abstinence, develop healthy decision-making skills, the importance of consent, teach refusal skills and promote prevention of pregnancy and sexually transmitted diseases.

3.13 IN SUPPORT OF THE ALASKA CHILDREN'S TRUST

AASB fully supports the work of the Alaska Children's Trust and urges all member school boards to promote the Trust and its efforts to address the tragic consequences of abuse, neglect, violence, and crime experienced by too many of Alaska's children. AASB urges the Legislature to support and increase the Children's Trust Endowment.

3.15 SUPPORTING THE SAFE AND DRUG-FREE SCHOOLS AND COMMUNITIES ACT

AASB urges the U.S. Congress to continue funding for the Safe and Drug-Free Schools and Communities Act at levels adequate to support effective education, counseling and prevention efforts. The Association recommends that such valuable new initiatives as preventing violence in the schools be funded through separate appropriation.

3.17 STUDENT WELLNESS

Good physical and mental health of children is essential if they are to take full advantage of the educational services offered by their school. AASB urges students, parents, educators, guardians, community groups, tribal entities and state and local agencies to collaborate on collective ways to ensure all children are prepared to learn through healthy eating habits, physical activity, social emotional learning awareness and access to adequate housing and health care including mental health. Due to the federally mandated Child Nutrition Act, funding to school districts should be increased to support adequate school services and programs to address those mandates. Specific school-based measures to reduce child obesity issues should include increased funding and support for traditional foods for school districts.

3.21 SUPPORTING EXPANSION OF HEALTH INSURANCE COVERAGE TO SCHOOL-AGE CHILDREN AND THEIR FAMILIES

AASB endorses the expansion of health insurance coverage to school-age Alaska children and their families. The provision of medical benefits to these children and their families ensures more students will be able to remain healthy, focus on school and grow into productive adults.

3.23 SUPPORT OF FULL STATE FUNDING FOR PUBLIC HEALTH REQUIREMENTS

AASB strongly urges the Administration and the Legislature to continue to sufficiently fund the Public Health Nurse Program, community health aides/practitioners and other immunization

programs so that necessary and required immunizations and health screenings can be provided free of charge for all disadvantaged children and youth.

3.25 SUPPORTING SEX ABUSE AWARENESS AND PREVENTION EDUCATION

AASB supports the expansion and funding of age-appropriate sexual abuse and assault awareness and prevention education in grades K through 12. Passage of the Alaska Safe Children's Act of 2015 offers momentum towards this goal. The law requires schools to offer education to make children and youth aware of sexual abuse and assault, as well as dating violence and healthy relationships.

AASB also supports the prohibition of students being exempted from this education by parents/guardians, except under exceptional circumstances.

3.26 SUPPORTING THE ADOPTION OF TRAUMA-INFORMED AND CULTURALLY AFFIRMING PRACTICES

AASB urges its member districts to implement and educate families and the greater community on trauma-informed and culturally affirming practices, disciplinary policies, interactions and environments. The Association of Alaska School Boards understands the importance of meeting the needs of students who have experienced childhood trauma to improve student achievement and reduce behavioral deficits for all Alaskan students.

3.27 SUPPORT FOR THE TREATMENT OF ABUSE OF OPIATES

AASB advocates for appropriate legislative funding for opiate abuse treatment. AASB strongly supports both increasing resources for medication-assisted treatment within primary care as well as access to developmentally appropriate substance use disorder counseling in community settings, which may include schools.

3.28 EDUCATION ON THE DANGERS OF TOBACCO, ELECTRONIC NICOTINE DELIVERY SYSTEMS, MARIJUANA USE AND SECONDHAND SMOKE

AASB encourages the Alaska Legislature to provide education awareness funding for publications and educational awareness opportunities on the danger of secondhand smoke in regards to tobacco, electronic nicotine delivery systems, and marijuana use.

Educators (Retention & Recruitment)

4.3 ALASKA STATEWIDE EDUCATOR MENTORING

AASB applauds the willingness of veteran educators to serve as mentors to Alaska's teachers, administrators, and paraprofessionals. AASB urges the Alaska Legislature to provide adequate and permanent funding to continue professional staff mentoring. Mentors should also be trained to support new teachers to address implementation of the Alaska Cultural Standards, which are critical in ensuring our State's diverse population of students have access to culturally relevant instruction.

4.5 ADDRESSING THE TEACHER, SPECIALIST AND ADMINISTRATOR SHORTAGE

The Association of Alaska School Boards urges the Alaska State Legislature, Alaska State Board of Education, and Teacher Education Programs in Alaska's universities to address the severe shortage of teachers, specialists, and administrators in the State of Alaska. Suggested strategies may include:

- Incentives (salary bonuses, student loan forgiveness, student loan assumption, competitive retirement benefits, student loan interest rate reduction, etc.);
- State supported marketing and licensure assistance to recruit teachers;
- Flexibility in certification requirements and reciprocity;
- Alternative routes to teacher certification;
- Improved access to technology including bandwidth and knowledgeable staff;
- Increasing availability and/or quality of teacher housing, including state subsidized teacher housing
- Mentoring programs for new teachers and administrators;
- Streamline the rehire of retired teachers and administrators;
- Professional support/development.
- Eliminate redundant or unnecessary paperwork.
- Increasing awareness about the lives and communities of Alaska's children.
- A defined benefit retirement system
- Utilize research on system supports that promote teacher retention.
- Train more Alaska students as educators
- Seek training opportunities for staff and high school students to increase the pool of qualified staff who are representative of the diverse population they teach.

4.6 REPEAL THE SOCIAL SECURITY GOVERNMENT PENSION OFFSET AND WINDFALL ELIMINATION PROVISION FOR PUBLIC EDUCATORS AASB supports the elimination of two little known amendments to the Social Security Act that unfairly penalize

certain public employees by reducing earned retirement benefits. They are the Government Pension Offset (GPO) and the Windfall Elimination Provision (WEP).

4.7 RELATING TO DEFINED BENEFIT RETIREMENT

AASB supports establishment of a defined benefit retirement program that improves the hiring and retention of highly qualified and effective staff.

4.11 ALTERNATIVE PATHWAYS TO CERTIFY EFFECTIVE TEACHERS

AASB encourages the Department of Education & Early Development to develop alternative pathways for certifying teachers (a) to qualify vocational/career technology teachers to provide core academic credit; and (b) to recognize an indigenous teacher certification track that will use Native/indigenous knowledge systems and pedagogy as a base for training teachers able to more effectively teach Native students. The alternative pathways should be created with participation from both urban and rural districts.

4.18 ESTABLISHING A NEW TEACHER INCENTIVE PROGRAM FOR ALASKA

AASB requests that the Alaska State Legislature establish and fund a New Teacher Incentive Program for the purpose of attracting and retaining new teachers to Alaska school districts. A sample incentive program that could include the following:

1. The requirement that a participant be a graduate from an approved teacher certification program meeting the requirements of initial certification for the State of Alaska; or
2. Meet the requirements of 14.20.022 (Subject-matter expert limited teacher certificate) and be currently enrolled in a Teacher Certification Program of no less than 12 credit hours per year directly related to the graduation requirements for a Teaching degree, certificate, or endorsement qualifying the person for a Professional Teacher Certificate or Second Initial Teacher Certificate; and
3. Have all eligible Federal student loans consolidated with a loan program that qualifies for Teacher Loan Forgiveness (FFEL) as long as that program or any substantively similar program exists; and
4. The student must make minimum payments as required to maintain eligibility for Teacher Loan Forgiveness (FFEL); shall be provided
5. A one-time relocation bonus to the new teacher and his/her family of \$10,000 to the district in which they are hired; and
6. A student loan forgiveness payment of the lesser of 10% or \$15,000 directly to their student loan servicer upon completion of each of their first five years of teaching in the same district; and
7. Provide a student loan forgiveness payment directly to the loan servicer of the lesser of 10% or \$10,000 directly to their student loan servicer upon completion of each of their sixth, seventh, eighth, ninth, and 10th years teaching in Alaska, and
8. Payoff all remaining student loans, public or private, not to exceed \$25,000 total, after the eleventh year teaching in Alaska and after the employee provides evidence

that he has applied for Teacher Loan Forgiveness and met all application requirements; and

9. Providing a retention bonus of \$3,000 per year, through year 10, for any qualified teacher not receiving a student loan forgiveness payment in the program; and
10. Provide an additional retention bonus of \$5,000 per year for any teacher certified or endorsed in a Math or Science Subject, or in Special Education, in addition to any loan forgiveness payments or any other bonus.
11. *Fund the program as a state Grant through DEED for \$10 million per year (\$150 million total over 15 years) with preference for State of Alaska Residents, graduates from Alaska Colleges and Universities, and members of Alaskan Federally-Recognized Tribes and Alaska Native Corporations.*



AASB's 2023 Legislative Priorities

On behalf of our member school districts statewide, the AASB Board of Directors has adopted three legislative priorities: **Funding, Educators and Students**. Supporting resolutions can be found in [Where We Stand 2023](#).

Our Mission: The Association of Alaska School Boards advocates for children and youth by assisting school boards in providing quality public education, focused on student achievement, through effective local governance.

Sufficient and Sustainable Public Education Funding

Sufficient, sustainable and stable funding is required to meet Alaska's obligation to provide quality, public education for every Alaska student. Educating Alaska's youth is the best strategy for successfully meeting and safeguarding Alaska's prosperity.

- ▶ **Increase the Base Student Allocation (BSA)** – From 2012 to 2022, the BSA has only increased by \$250 per student (4.2%) while inflation has increased by at least 24% (Anchorage CPI), resulting in crippling staff shortages, school closures, and program eliminations. AASB advocates for not less than an **\$860 increase to the BSA for FY2024**.
- ▶ **Decouple education funding from the General Fund Budget** - Create an Education Permanent Fund/Endowment to provide reliable, stable, and predictable revenue to school districts.
- ▶ **Prevent cost-shifting of expenses** - Such as transportation, bond-debt reimbursement, major maintenance, and retirement contributions to districts and local communities.

Recruitment and Retention of Teachers, Administrators & Staff

School districts face an unprecedented crisis of retaining and recruiting qualified, effective teachers, administrators, and support staff which seriously hinders providing Alaska students with a quality education.

- ▶ **Implement recommendations** - of the Teacher Recruitment & Retention Task Force.
- ▶ **Reinstitute a competitive retirement program** - including both defined benefits and defined contributions.
- ▶ **Invest in teacher housing** - required for most rural school districts.
- ▶ **Grow Alaska teachers and administrators** - work with partners and the University of Alaska to improve and expand teacher training programs, teacher-mentor programs, and alternative certification pathways.

Student Wellness and School Safety

The pandemic has impacted student wellness for every demographic, especially students experiencing poverty or trauma. Violence, neglect, and sexual abuse have increased, resulting in reduced social-emotional well-being and academic achievement.

- ▶ **Address student mental health** - Support and fund mental health services for all Alaskan students, including trauma-engaged practices in Alaska schools.
- ▶ **Prevent student sexual abuse by school staff** - Support the implementation of policies and training regarding professional boundaries between staff and students.
- ▶ **Reduce school and student violence**. Support and fund the needed programs and services.