

S

B

9

9

COMMITTEE REPORT

SENATE

FURTHER: None

2/3/81

Date: \_\_\_\_\_

Mr. President:

The Committee on JUDICIARY has had SB 99  
prohibiting discrimination in education in the state

under consideration and (a majority of the committee) (the committee)  
reports it back with the following recommendations:

- do pass  do not pass
- do pass with attached amendments(s)
- replace with CS for 3199  same title  
 new title
- and recommends \_\_\_\_\_
- AND attaches a "Letter of Intent"  New Fiscal Note
- reports it back without recommendation
- referred to the \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

MEMBERS HAVING  
OTHER RECOMMENDATIONS:

\_\_\_\_\_ 110 Rec.

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

CHAIRMAN

PATRICK RODEY  
ANCHORAGE

601 W. 5TH AVE. SUITE 820  
ANCHORAGE, ALASKA 99501

DURING SESSION

POUCH V  
JUNEAU, ALASKA 99811

## Alaska State Senate

JUNEAU, ALASKA 99811

April 23, 1981

Ms. Margaret E. Holland  
Action, Chairperson  
League of Women Voters of  
Alaska  
8926 Birch  
Juneau, Alaska 99801

Dear Margaret:

Thank you for your letter of April 22, 1981. Your kind comments are appreciated.

I am encouraged that SB 99 has finally passed the Senate, and I see this action as a positive direction for the state. I am certain that this was made possible through the efforts and determination of people such as yourself, and I am very appreciative.

Thank you again for your efforts in supporting SB 99.

Sincerely,



Patrick M. Rodey, Senator

PMR/ods

# League of Women Voters of Alaska

April 22, 1981

RECEIVED

APR 23 1981

The Honorable Patrick Rodey  
Chairman, Senate Judiciary  
Committee  
Alaska State Legislature  
Pouch V,  
Juneau, Alaska 99811

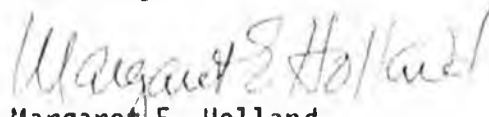
Dear Senator Rodey:

Thank you for your support for SB 99 An Act Prohibiting Sex Discrimination in Education. I was pleased with the action of your committee to restore the stronger language in Sec. 14.18.090 (b).

I thought you might be interested in a recent publication by the League of Women Voters which indicates that women are becoming the "new" poor in the United States. I firmly believe that an unbiased education for women will go a long way in alleviating this developing situation by providing women with marketable skills in the better paying jobs which will be available. In this same publication there is a comment on the growing need for day care, which you will find interesting.

Thank you again for your support for SB 99.

Sincerely,



Margaret E. Holland  
Action, Chairperson

# Human Needs: Unfinished Business on the Nation's Agenda

It has been 16 years since President Johnson signed the Civil Rights Act of 1964, signed the Economic Opportunity Act and simultaneously declared war on poverty. These laws carried the banner for a sweeping sequence of federal social policies and programs aimed at eradicating poverty and assuring equality of opportunity. Since that beginning, these programs have been expanded, redesigned, repackaged, renamed, reduced in magnitude and scope and analyzed more than any other federal endeavor.

The result? Poverty and inequality of opportunity are still very much with us. To be sure, there have been gains—fewer Americans living in poverty, more integrated schools, more minorities and women in mid-level management positions and in graduate school programs. More than 4,500 blacks have been elected to public office at the federal, state and local levels. Men work as telephone operators, nurses and flight attendants; women work on construction crews and train as astronauts. Black enrollment in colleges and universities almost doubled between 1970 and 1978.

However, despite a massive infusion of federal dollars into the most ambitious national social policies and programs undertaken since the New Deal, the advances of the past 16 years may have not changed the lives of enough people to justify their costs. Some data suggest that we aren't even gaining on the problem: the earnings gaps between blacks and whites and between males and females have actually widened.

Were the goals too ambitious? Is more time needed to turn the tide? Would better design or more funding improve the effectiveness of these programs? Is the bureaucracy as much to blame as is often claimed? Should the federal government have looked more to the private sector or to other levels of government to take the load in pursuing these social reforms?

There are a couple of answers, at least, on which both friends and foes of federal social welfare efforts might agree. One is that "the feds" can't do it alone. They might also agree that social programs mandated from the top can't be fully effective, particularly if the dominant groups in our society are not wholeheartedly committed to those goals.

But neither half-heartedness nor the inadequacies of federal programs can altogether explain the gap between the hopes of the early sixties and the results of the late seventies. The swirl of change has broadened both the nature of the problems and the constituencies to be served.

One of the greatest legacies of the sixties, an enhanced sensitivity to unfairness and inequality of opportunity, has also enlarged the definition of minorities and of discrimination. Where once social concerns focused primarily on discrimination against blacks, now Hispanics, native Americans, women, the mentally and physically handicapped, the elderly and Southeast Asians all lay legitimate claim to redress. As these claimant groups have grown and become more vocal, those in the "majority" have come to view themselves as

a shrinking and beleaguered minority.

Moreover, solutions to the problems—lack of equal opportunity in housing, education and jobs, and poverty—which sounded so clear and simple, have become more complex and elusive. In addition, some of the early solutions have themselves turned into monstrous problems—the phrase "urban renewal" stands as a symbol—that have had to be undone.

These were unexpected turns of events, after the early days of high resolve, but another development of the seventies dwarfs them all. America is undergoing a jolting economic adjustment that requires us to look at ourselves and our future through a different lens. No longer can we base our problem solving on the assumption that we have endlessly growing resources. The "shrinking pot" idea, driven home with urgency by unprecedented inflation, colors all our perceptions, including our attitudes about the rights and needs of fellow Americans. There is no denying this new reality.

It's time for stock taking—both because so much has changed and because too much has stayed the same.

It's a time for measuring both how much we have achieved and how much remains to be done.

It's a time for framing our questions not in the language of self-criticism, but in a more positive mode: What are the key social issues that we need to be thinking about as we enter the 1980s? Can we be creative enough to ask those questions in language that speaks to the nation in its present state? Can we develop from past experience and from a proper gauging of future needs a more effective role for the federal government in pursuit of the goal of eradicating poverty and in making the nation truly a land of opportunity for all?

This publication is an effort to help Americans reassess the recent past and look forward to the 1990s in order to answer these questions. It begins with a profile of the nation's poor. Why the poor and not the multiple minorities, the discriminated against? The answer is simple. These groups are not interchangeable, but they come uncomfortably close to being so.

## A profile of poverty in the 80s

Most of the social programs now in place began as efforts to serve the poor. We have to ask ourselves, are the poor of the eighties the same as the poor of the mid-sixties? Or have some significant shifts taken place—whether in our own perceptions or in the actual demographic makeup of the poor today? In addition, in analyzing social programs and policies, it is imperative to understand how poverty is measured and what effect inflation has had on the poor.

Some economists have suggested that the battle against poverty has been won. In 1978, Martin Anderson of the Hoover Institution wrote, "The War on Poverty that began in 1964 has been won; the growth of jobs and income in the private economy, combined with an explosive increase in government spending and income

current focus



League of Women Voters  
Education Fund  
1730 M Street, N.W.  
Washington, D.C. 20036

## Measuring poverty

Until 1964, the federal government had never attempted either to define precisely what was meant by poverty or to obtain an accurate count of the poor. Mollie Orshansky, an economist with the Social Security Administration (SSA), developed a formula for measuring poverty, based on an estimated food budget developed by the U.S. Department of Agriculture (USDA). Calculating that a poor family spent approximately one-third of its income on food, Orshansky multiplied the cost of USDA's 1961 Economy Food Plan by three. This figure, \$3,000 for a family of two in 1961, became the official measure of poverty. The poverty figures have continued to rise as the cost of the Economy Food Plan has increased.

### Comparisons of the poverty population: 1969 & 1978

Selected Characteristics	Below Poverty Level (millions)		Poverty Rate (% Population)	
	1969	1978	1969	1978
White	16.6	16.2	9.5	8.7
Black	7.1	7.6	32.2	30.6
Spanish	(NA)	2.6	(NA)	21.6
65 & over	4.8	3.2	25.3	13.9
Families With children under 18	9.5	9.7	13.8	15.7
Families with children under 6	3.1	3.2	14.8	17.2
In central cities	7.9	9.2	12.7	15.4
Outside metro area	11.1	9.4	17.9	13.5
North and West	13.1	14.2	9.5	9.8
South	11.1	10.3	17.9	14.7
All families	5.0	5.3	9.7	9.1
Male householder	3.2	2.6	6.9	5.3
Female householder (no husband pres.)	1.8	2.7	32.7	31.4
All persons	24.1	24.5	12.1	11.4

Adapted from: Bureau of the Census, Current Population Reports, Series P-60, Number 12

### Why is the poverty measurement so important?

First of all, Congress frequently considers where the poverty line falls when setting the threshold for participation in government programs designed to help poor people. In addition, the poverty line is sometimes used as a yardstick to measure the effectiveness of federal programs and policies.

Second, a poverty line is a *policy* instrument. Choosing a low threshold that includes only those at the very bottom of the socioeconomic ladder enables policy makers to treat those above that line as *not* poor. In a time when budget cutters are sharpening their scissors, a lower poverty count appears to reduce the need for social welfare programs. The result is that the working poor and the near-poor face a daily struggle against inflation without the benefit of government support systems to assist them.

Critics of the Orshansky formula maintain that:

- the measurement is based on a food plan that has been demonstrated to be nutritionally inadequate;
- the current measurement (Thrifty Food Plan times three) does not reflect present spending patterns;
- the measurement doesn't allow for price differentials in various parts of the country;
- the measurement fails to account for variances in nutritional needs among special segments of the population such as pregnant or nursing women, infants, the elderly, teenagers, etc.;
- the adjustment for inflation is defective because it is indexed to the rise in the broad-based Consumer Price Index (CPI) and not to the faster-rising cost of food and other basic necessities.

Various alternatives have been suggested, but none has received widespread support. One such alternative is the Bureau of Labor Statistics' (BLS) lower budget level, which factors in regional cost-of-living differences and the actual cost of food, housing, transportation, etc. Another approach would incorporate local variances and set the poverty line at 50 percent of the median income.

Not all critics are of the opinion that the official poverty count is too low. Some contend that the poverty figure is too high because it fails to count as income "in-kind transfer payments" to the poor such as food stamps, Medicaid and housing subsidies. The dollar value of these transfer payments added to a family's income could conceivably raise it above the poverty level. Thus, a 1977 study by the Congressional Budget Office that factored in transfer payments in its definition of poverty concluded that only 8.3 percent of American families lived in poverty in 1976, in contrast to the Census Bureau figure of 13.5 percent for that same year.

transfer programs, has virtually eliminated poverty in the United States." While such an optimistic view is appealing in an age of slow economic growth, most statistics belie this conclusion. The poverty level for a nonfarm family of four was set at \$7,412 in 1979. The demographics of the poor in the United States in 1978 are sketched in the table above.

## Changes in the poverty population since the sixties

### The growing population of elderly poor

It is no longer news that our population is growing older. In 1960, persons aged 65 and older constituted 9.2 percent of the population; by 1979 the percentage had increased to 11.2 percent. According to 1978 Census Bureau figures, 14 percent of those 23 million elderly persons had incomes below the poverty level.

Almost 17 percent of women over 65 have incomes below the poverty level; however, of those elderly women living alone, 28.8 percent are poor. The minority aged also suffer disproportionately from poverty. According to 1978 Census Bureau data, one out of four elderly Hispanics is poor, as is one out of three elderly blacks.

When several of the factors just mentioned are combined, the figure rises drastically. The poverty rate for elderly minority women

living alone is the highest in the nation among all segments of the population for whom statistics are compiled—47 percent for elderly Hispanic women and 62 percent for elderly black women.

The 1980 report of the National Advisory Council On Economic Opportunity (NACEO) reminds us that many elderly who do not fall into the official measure of poverty are not far above it. In 1974, the median income for individuals 65 and over who lived solely on income other than earnings was only about \$700 above the poverty line. In fact, approximately 25 percent of the elderly fall into the categories of poor and near-poor (defined as having an income at or below 125 percent of the poverty level).

### The "feminization" of poverty

In 1970, one in nine families was headed by a single parent; only eight years later that ratio had changed to one in five. There are now more poor people living in female-headed than male-headed households, and there is every indication that the trend will continue. The reasons for these changes? Increases in the divorce rate and in the number of unwed mothers.

In 1978, the poverty rate for female-headed households was one in three. In contrast, only one in 18 families headed by a man is poor. According to the NACEO report, "the decline in poverty during the past decade has been almost entirely in families headed by men."

For those women who are either young or members of a minority, or both, the rate is even higher. Of women aged 15-24 who head

households, 60 percent live in poverty. The poverty rate for black female heads of households was 50.6 percent.

The growth of social welfare programs has not helped to abate this increase in the number of women living in poverty. Consider the following comparisons: In 1967, a female-headed family was 3.8 times more likely to be poor than a male-headed family. By 1974, the figure had increased to 5.7 times. For black women, the comparisons are even more severe: In 1967, a black woman heading a family was 7.5 times more likely to be poor than a white male; by 1977, the figure had increased to 10.5 times.

For these women, the route out of poverty through employment is full of obstacles, including the lack of day care and of incentives to get off welfare (see "Women in the Job Market" and "Unmet Day-Care Needs").

## The devastating effects of inflation on the poor—and on federal social programs

Inflation hits the poor and near-poor with special force because they have almost no spending choices. They *must* spend a far larger proportion of their income on necessities than the rest of the population, and the inflation rate for these basics has outpaced that for other consumer goods. From December 1972 through December 1979, the combined prices of the basic necessities of life—food, shelter, household energy (gas, electricity, fuel oil and gasoline) and medical care—rose at an average annual rate of 10.5 percent, while the overall rise in the CPI for the same period averaged 8.8 percent per year. The last two years have enlarged the gap: the inflation rate for basic necessities went from 10.8 percent in 1978 to 18.2 percent in 1979, while the inflation rate for nonnecessities went from 6.5 to 7.0 percent.

There is no uniform federal policy to adjust assistance programs to cope with the problems of inflation. Raises in Social Security benefits are tied to the CPI and yearly adjustments are computed. Food stamp benefits, once adjusted semi-annually for increases in food costs, are now recalculated annually. However, the Aid to Families with Dependent Children (AFDC) program is not indexed for inflation, and changes in benefit levels are made only by state legislatures. Most states' payments have failed to keep pace with inflation.

Inflation has had a particularly serious impact on the cost of housing. Home ownership—which in any case has seldom been a viable option for the poor and near-poor without federal assistance—has been virtually eliminated as an option by high costs. The average price of a new home rose from approximately \$20,000 in 1967 to nearly \$60,000 in 1979. What about rental housing, the choice of necessity for most poor people? While inflation has not tripled rents, it pushed them up by 70 percent from 1967 to 1979. Multiple pressures on the rental market have shrunk the supply, as well. Mounting condominium conversions and cautious new construction have created a landlord's market, and a low-budget renter's nightmare.

Government policies to reduce inflation by tightening money supplies have two effects on social programs. They increase unemployment and thereby swell the numbers of people eligible for social welfare programs such as food stamps, unemployment insurance and public assistance. Tight money policies also increase the cost of doing business—costs that are passed on to the consumer in the form of higher prices. The cost of indexed poverty programs rises accordingly.

Another approach to fighting inflation is to reduce federal spending and trim the federal deficit. This approach could have a severe impact on social welfare programs. When the price tag on these programs leaps upward (the Food Stamp program alone went from \$1.6 billion in fiscal year 1971 to almost \$10 billion in FY 1981), they then become likely targets of the budget cutters on Capitol Hill. This is especially true because a large portion of the federal budget is currently fixed by law and cannot be cut. Fifty-seven percent of the budget covers entitlement programs, such as Social Security and federal pensions. Another 16.7 percent includes permanent appropriations such as financing the federal debt. Those few spots where expenditures can be reduced include many of the social welfare programs such as welfare, food stamps and housing subsidies.

## A report card on discrimination and civil rights

### The ongoing problems of minorities

Despite civil rights statutes and Supreme Court decisions that prohibit discrimination in housing, education and employment, blacks and Hispanics continue to suffer the effects of racism and are disproportionately represented in the poverty population.

Rochelle Stanfield, summing up the picture in the *National Journal*, concluded that relatively few blacks have entered the middle class and noted these key facts:

- Less than a fourth of black families had incomes above the Bureau of Labor Statistics' (BLS) intermediate level income of \$17,106 for a family of four in 1977, while nearly half of white families were above that level;

- Only 9 percent of black families had incomes above the BLS higher standard budget level of \$25,202.

With respect to civil rights, Stanfield noted that the "hopes and expectations of blacks, raised during the civil rights euphoria of the 1960s and maintained into the 1970s, crumpled with the economy."

In spite of school desegregation plans in effect throughout the country, 1980 preliminary data from the Department of Education's Office for Civil Rights (OCR) survey on elementary and secondary education show the following:

- 16 percent of minority students attend schools that are 99-100 percent minority;

- 14 percent of minority students attend schools that are 90-98.9 percent minority;

- 7 percent of minority students attend schools that are 80-89.9 percent minority.

At the other end of the scale, 53 percent of elementary and secondary schools are 0-9 percent minority and only 6 percent of all minority students attend these schools.

Minorities tend to get the "used-up leftovers" in our society, based on hand-me-down solutions to economic difficulties. They are frequently concentrated in old inner cities, where the buildings—from homes to schools to city hall—are deteriorating, public facilities are inadequate, and the school systems are underfinanced and ill adapted to their needs. Title I of the Elementary and Secondary Education Act (ESEA), which was specifically designed to give additional materials and teachers to schools with high concentrations of low-income students, has never been fully funded by Congress.

Employment prospects for minorities continue to lag behind those available to whites. The 1980 Employment and Training Report to the President noted that between 1973 and 1979 the ratio of black to white unemployment ranged from a low of 1.8 to a high of 2.35.

During the 1960s and 1970s, affirmative action was a major tool utilized to improve employment opportunities and economic conditions for minorities. However, many affirmative action programs have been extremely controversial, and the Supreme Court has been ambiguous in its affirmation of such plans. It is likely that the 1980s will bring stepped-up attacks on affirmative action, while increasingly vocal minority groups struggle for a bigger piece of the shrinking economic pie.

### Growing opposition to federal social programs

The massiveness of all these problems is cause for concern—and calls into question the tangible benefits of the civil rights movement. The very fact that the inequities have proven so intractable plays into the hands of those who have brought the struggle for civil rights to a near standstill and who may even be able to muster support in the next round for turning back the clock.

Recent action in the courts and in Congress suggest that the tide of anti-civil rights action has not yet peaked. It is worth citing some illustrative points of attack—the routes by which opponents of current civil rights laws (and especially of their implementing regulations) have sought to cut back the scope of equal opportunity and the tools for carrying out their objectives.

□ A "rider" attached to the annual HEW appropriations bill every year since 1975 forbade the Department of Health, Education and Welfare (HEW)—and now forbids the Department of Education—from requiring school systems to use busing to implement school desegregation plans;

□ An amendment added to the Treasury appropriations bill prevents the Internal Revenue Service (IRS) from strengthening regulations that would deprive so-called "segregation academies"—all-white private schools located in desegregated school districts—of their tax-exempt status;

□ A rider to the appropriations bill for the Department of Health and Human Services (HHS) severely restricts the use of Medicaid funds for abortions. (Similar riders were previously attached to HEW appropriations.)

Not only have attacks against other current policies and practices begun, but prospects also look dim for new legislation that would buttress existing civil rights laws. For example:

□ There have been congressional efforts to prevent the Department of Justice (DOJ) from participating in school desegregation litigation where the relief sought is mandatory busing.

□ There have been repeated efforts to attach anti-affirmative action riders to Labor-HHS-Education appropriation measures, which would forbid those departments from using goals, timetables, quotas, etc. to achieve affirmative action. If passed, these riders would affect both school desegregation and employment initiatives, including nullifying the DOL regulations that established employment goals for women in the construction trades.

□ Repeated attempts to cut back the food stamp program crop up in the form of proposals to tighten eligibility requirements, reinstate the purchase requirement to obtain stamps, reduce food stamp allotments to families whose children receive free school lunches and switch all categorical nutrition programs to block grants to the states.

□ Legislation that would strengthen the Fair Housing Act by giving HUD stronger enforcement powers has failed to pass in Congress.

Some civil rights advocates have viewed increased efforts to make block grants rather than categorical grants the basic mechanism for distributing federal funds as an additional threat to social welfare goals—and perhaps also to civil rights protections. Categorical grants include tightly defined goals and requirements, while block grants, which came into vogue in the early 1970s, leave state and local governments almost completely free to spend federal funds with minimal strings. To date, block grants have been confined to programs like General Revenue Sharing (GRS) and Community Development Block Grants (CDBG), but support is growing in Congress for a block grant approach to all federal social welfare programs. Even some staunch advocates of the categorical approach see the handwriting on the wall and are beginning to ask themselves, "What if block grants are the only game in town?"

## Housing: still a severe problem for minorities and the poor

### Quantity: dwindling rental stocks

As was noted earlier, the loss of rental housing through destruction of existing units, condominium conversion, lack of new construction and inflation-triggered high costs presents a chronic problem for low-income Americans.

A recent report by the General Accounting Office documents the decline in the availability of rental housing. The national vacancy rate for rental units has been going down since 1974, and in mid-1979 stood at 4.8 percent, the lowest since the Census Bureau began keeping records for units with six or more rooms. The rate is only 2.8 percent. The Department of Housing and Urban Development's (HUD's) 1979 Report on National Housing Goals noted that over one million rental units were lost in the period 1973-76.

Condominium conversions, particularly those involving older, moderately priced units, reduce the supply of low- and moderately priced housing. A recent HUD report indicates that approximately 366,000 rental units were converted to condominium or cooperative

ownership between 1970 and 1979. While that figure represents only 1.13 percent of rental units nationwide, some cities experienced much higher rates of change. For example, in Chicago, the conversion figure was 6.75 percent. In the Denver-Boulder area, it was 6.96 percent and in Washington, DC the percent of turnover was 7.73. And the trend is spreading from the large metropolitan areas to others.

To make matters worse, there is little privately financed multifamily rental housing being built nationwide for lower-income families. Starts of unsubsidized rental units in 1978 were the second lowest in 20 years. The result is that there are not enough new units to replace those that are being abandoned, foreclosed or converted to condominiums under the pressures of rising operating and maintenance costs. Some critics of rent control laws contend that such legislation also discourages the construction or maintenance of existing rental housing.

### Quality: for the poor, the worst of a shrinking supply

Low- and moderate-income persons face problems of quality as well as supply. A 1979 HUD study on how well female-headed households are housed shows they are more likely than the average household to live in older units (55 versus 44 percent) and are more likely to live in units that were flawed, e.g., had plumbing, heating, electrical deficiencies (12 versus 9.7 percent). For minorities, the likelihood of living in flawed housing units was even greater: 18.5 percent for Hispanics and 21.4 for blacks (1976 figures). Rural areas continue to have a larger proportion of inadequate housing than metropolitan areas, with many rural communities lacking the water and sewage systems taken for granted by city residents.

### Federal housing programs: failure to fill the supply gap

Subsidized housing has long been a key factor in providing shelter to the poor. Several federal housing programs were created during the 1960s and 1970s; currently there are three major programs in existence:

**Public housing** Broadly defined, public housing consists of rental projects managed by local housing authorities and rented to low-income tenants at reduced rates. Of the 2.5 million units of multifamily assisted housing now occupied, almost 1.2 million or 46 percent are in low-rent public housing.

**Section 236** Established in the 1960s and now incorporated into the 1974 Housing and Community Development Act, Section 236 provides reduced rents for low- and moderate-income families by subsidizing mortgage interest and providing operating subsidies to private developers. The program is currently inactive, and only projects formerly insured continue to operate.

**Section 8 of the 1974 Housing and Community Development Act** Basically a rent-subsidy program, Section 8 provides that tenants pay one-fourth of their adjusted income for rent; HUD pays the difference between what the tenant pays and the market price of the unit. There are two types of Section 8 housing developments: *New construction/substantial rehabilitation* and *existing housing*. There are also funds specifically set aside for the elderly.

Section 8 is the federal housing program currently in greatest use. The extent of Section 8 activity is frequently measured by the number of "reservations," or requests to construct units. According to this yardstick, 1976 was the busiest year for this program, with 420,429 reservations. By 1980, the figure had dropped to 202,202. Expansion of the Section 8 program is threatened both by budget cuts and by inflation, which reduce the number of units that can be produced.

Public housing reservations have also begun to show a marked decline. After a gradual increase in the number of such projects and units during the mid-to late-1970s, culminating in 1,169 projects and 62,086 units in 1979, the 1980 figures dropped sharply to 747 projects with a total of 38,525 units. Continuing declines are forecast, indicating that the provision of federally assisted low-income housing has entered a period of substantial retrenchment.

## Federal fair housing enforcement: still without teeth

Title VIII of the Civil Rights Act of 1968, also referred to as the "Fair Housing Act," prohibits discrimination on the basis of race, color, religion, sex and national origin. It covers activities of all segments of the real estate industry, including brokers, builders, landlords, sellers, mortgage lenders and housing that is federally subsidized.

In the years since 1968 some forms of discrimination have been identified and challenged under Title VIII. For example, the practice of "blockbusting"—convincing owners to sell property on the grounds that minorities are about to move into a neighborhood—and "steering"—directing members of a racial, ethnic or religious group to a particular neighborhood in which members of that same group already live—have been documented and prohibited.

HUD's lack of enforcement power has always been a point of dissatisfaction for fair housing proponents. Under the act, HUD has authority to investigate and conciliate housing discrimination complaints. The key word here is *conciliate*, for that is all HUD is permitted to do under the existing legislation. The Justice Department does have enforcement authority, but even that is circumscribed: it can initiate litigation, but only if a *pattern or practice* of housing discrimination has been alleged or where issues of housing discrimination are of general public importance. Of course, an individual who feels that he or she has been subjected to discrimination can file suit. But laws that put the burden of enforcement on the aggrieved individual have generally ended up with little enforcement.

Civil rights advocates have constantly pressed for passage of an amendment that would give HUD the powers it needs to enforce Title VIII effectively. Congress came close to passing such legislation in the waning days of the 96th Congress. In addition to enforcement powers, the 1980 bill would have given HUD authority to initiate investigations without waiting for formal complaints to be filed. But in such matters, a miss is as good as a mile, and major attempts at reform are not anticipated in the near future.

## Women: a new minority

Most observers would agree that the civil rights movement of the sixties, though focused almost entirely on blacks, helped to sensitize the nation to the analogous "second-class citizenship" of women. The drive for women's rights has been fueled by other social forces as well: the rising divorce rate, the growing number of women heading households and the movement of more women into the work force. As is evident from the data cited throughout this publication, women suffer from discrimination in ways that parallel the experience of racial and ethnic minorities. But many women also face unique problems, some of which are outlined below.

### Special housing problems of female heads of households

While racial discrimination in housing continues despite passage of Title VIII of the Civil Rights Act, female-headed households are more likely than other family units to face yet another obstacle: discrimination against children in rental housing. More and more frequently, landlords are refusing to rent to families with children or to families with more than a certain number of children. HUD recently completed a study to determine the extent of such discrimination. Among the report's conclusions:

- Almost 25 percent of two-bedroom rental units are closed to families with children.
- Exclusionary policies appear to be increasing over time.
- Nearly one-half of all families with children reported difficulties in finding a place to live because of exclusionary policies related to children.

### Women in the job market

In the mid-1960s, roughly 40 percent of all women aged 16 and over were in the work force; by 1979, that figure had increased to 51

## Displaced homemakers

Many recently divorced or widowed ("displaced") homemakers must face the problems of loss of income, housing, medical insurance and single parenthood, as well as the attendant emotional upheaval. Over the past few years, a broad national network of displaced homemaker centers has grown up, offering women who find themselves in such circumstances both formal and informal support in assessing their needs and determining whether and how to enter the labor market.

Both the Comprehensive Employment and Training Act (CETA) and the Vocational Education Act have provisions for expenditures to assist displaced homemakers. However, even though the legislation is on the books, it is frequently difficult for small organizations that serve displaced homemakers to obtain CETA funds from local prime sponsors (who control such funds at the local level). In addition, many post-secondary vocational educators have shown little initiative or creativity in designing programs that would attract displaced homemakers.

percent. The labor-force participation rate for women who head households is even higher: 71.6 percent of such women with children between the ages of 6 and 17 are employed.

The increase in the number of women in the labor force has significant policy implications relating to child care, school vacations, school hours, scheduling of parent-teacher conferences and PTA meetings, access to traditional jobs, alternative work patterns and flexible work hours, occupational safety and health, pay equity and the availability of affordable housing near jobs.

As more women go to work, shouldn't that fact alone help to raise many women out of poverty? The answer is, not much, because women tend to work at low-paying, dead-end jobs. Sixteen percent of women who worked at full-time, year-round jobs in 1978 earned less than \$6,000 a year, well below the poverty level for a family of four. On the average, in 1980 women earned only 59¢ for every dollar that a man made, and this ratio has been going *down* despite the entry of more women into the male-dominated professions and managerial positions.

## Unmet day-care needs

For most women with young children, the difficulty of locating adequate child care is a major barrier to entering or remaining in the workforce. Despite direct expenditures of over \$1.8 billion to subsidize day care for poor children, events suggest that the federal government is still equivocating about its role. It took HEW (redesignated the Department of Health and Human Services in 1980) more than six years to develop the new regulations published in March 1980 that set minimum standards for federally funded day care. The rules cover all aspects of a day-care program, from the health of the children to the goals of program content. The most controversial sections, however, include child-staff ratios and class-size guidelines. Ignoring the exhaustive preparatory studies behind the regulations and the massive effort to solicit public comment, Congress promptly began efforts to delay implementation of the regulations and was at least successful in forcing a delay until July 1981. Further delay or complete elimination of the standards is a real possibility. Meanwhile, quality day care is a scarce commodity for the children of working mothers, whether poor or not so poor.

Day care is not just needed for the very young child. School-age children, as well, require after-school supervision, which is frequently even more difficult to locate. Only very few school systems or community centers provide after-school day care; parents must rely on neighbors, or more often than not, on the television set, to keep 5- to 10-year-olds occupied after school.

A third day care need involves the elderly. As more women enter the job market, they are no longer free to care for elderly parents or relatives, a task homemakers often perform. The 1980 White House Conference on Families recognized that families need help in caring for the elderly in their own homes and called for governmental policies that would encourage such home care.

To date, there are no coordinated federal policies to deal with

these varied day-care needs, despite the fact that these needs will continue to increase in the 1980s.

## Social security and pension plans: not reflective of today's needs

When the Social Security system was developed over 40 years ago, it was designed to protect what was then the prevalent family structure, in which women were full-time homemakers and men were the sole source of economic support. The program has expanded greatly, but the basic design has remained constant, while the prevailing family structure has shifted—with two-earner households and divorce-divided families becoming more common than the "traditional" nuclear family. As a result, a number of inequities in the system have been highlighted. To cite some examples:

- Under the existing system, it is possible for a couple with two incomes to receive fewer benefits than a one-earner couple with the same average lifetime earnings.
- A single person with the same income as a married couple with one earner will receive lower benefits than the married couple, even though both the married and the unmarried worker contributed equally to Social Security.
- The entire Social Security system is being examined in depth by both congressional and presidential commissions—not simply because of the inequities towards women but because the system is being threatened by bankruptcy. Some of the more popular overhauls suggested for the Social Security program include:
  - an "earnings sharing" approach, whereby 50 percent of the combined annual earnings of a married couple would be credited to each spouse's earnings record;
  - a "two-tiered" benefit system in which the first tier would be a minimal benefit paid to everyone, regardless of earnings, at age 65 or upon disability, and the second tier would be an earnings-related benefit; and
  - allocating credits for staying at home and raising children.

One major change made in the Social Security system in the last few years does constitute a significant response to the fact of the rising divorce rate. Women who are divorced after ten or more years of marriage now are eligible for spouse and survivors' benefits.

Women fare even more poorly under most private pension plans than they do under Social Security, for a variety of reasons:

- Many women, having interrupted work for child-care responsibilities or given up jobs to follow a husband to a new career assignment, are ineligible for private pensions because they have never worked at one job long enough to become "vested" in a pension plan.
- Many women work at jobs not covered by pension plans.
- Women who do qualify for pension benefits typically receive pensions substantially smaller than men get. Why? Because pensions are based on income, and most women are in low-paying jobs.
- Many widows find themselves cut off from pension benefits because their spouses have elected to forgo survivor benefits under their own pension plans; in many cases, the wife does not even know of such a decision until the husband's death.

The possibility of patterning pension plans after Social Security reforms by assuring a divorced wife of a pro-rata share of her husband's pension is the subject of much debate, in the courts as well as on Capitol Hill. A new federal law stipulating that the ex-wife of a foreign service officer is entitled to a pro-rata share of her husband's retirement and survivors' benefits may foreshadow future changes.

## The welfare system: dim prospects for a basic restructuring

The Aid to Families with Dependent Children (AFDC) program is the centerpiece of federal aid to individuals and the largest part of the welfare system. First enacted in 1935 as part of the Social Security Act, the program provides cash payments to children and their

caretakers, in families in which one parent is absent. In addition to AFDC, the welfare system contains several components in which states may elect to participate, including assistance to two-parent families where the parents are out of work (AFDC-U), and welfare payments to single adults with no other means of support (general assistance). Cash benefit levels are set by each state, and the federal government underwrites a percentage of the states' costs.

The first major overhaul of the welfare system was proposed by President Nixon in 1972. Referred to as the Family Assistance Plan (FAP), it would have given all recipients a minimum cash benefit in the form of a negative income tax, which states could have supplemented. In addition, the legislation would have mandated payments for eligible two-parent families and federalized standards and administration of the program.

The FAP ultimately went down to defeat—primarily because conservatives and liberals could not reach a compromise on the benefit levels. The only part of the proposal that passed was the consolidation of benefits for the handicapped and elderly into a Supplemental Security Income program (SSI).

The next major attempt at reform came in 1977 when President Carter introduced his two-pronged "Program for Better Jobs and Income." It, too, would have established a federalized system, covered two-parent families and set a national minimum level of payment. In addition, it included work incentives, a program of job search and subsidized public employment, and training opportunities. This attempt at reform also failed to move through Congress.

As a new Administration and a new Congress begin, there is again talk about welfare reform, this time based on a block grant approach instead of the categorical system now in effect. States would be able to decide benefit levels and programs (much as they do now), but there would be much less federal regulatory control over the program.

## Education, employment and housing: overlapping problems and interacting policies

We often discuss such "human needs" issues as civil rights, employment, education, housing, poverty and income assistance as if they exist independently of each other. In reality, they overlap more often than not, so that developments in one area may have tremendous impacts in another. The interaction between fair housing and school desegregation is one obvious example. The overlaps between these two issue areas and between other "pairs" are sketched in the sections that follow.

### School desegregation and housing: inextricably linked

As President Carter's 1980 National Urban Policy Report put it so succinctly:

*Segregation and discrimination on the basis of race, ethnicity and sex are among the most potent forces adversely affecting both the welfare of minority persons and the condition of American cities. . . . (R)esidential segregation and discrimination [distort] urban housing markets, limiting the choices of blacks, Hispanics, other minorities and families headed by women. . . . Segregation lowers the quality of services to which minority households have access. . . . Minority children are increasingly concentrated in school systems plagued by poor conditions and financial difficulties.*

Desegregation of public schools is extremely difficult so long as residential segregation persists. This generalization is so patent as to constitute a cliché. Nonetheless, federal government policies and practices, at least through the mid-1960s—most notably Veterans Administration and Federal Housing Administration loan policies—contributed to the creation of one-race neighborhoods. Local exclusionary zoning had similar effects. At the same time, southern states used "Jim Crow" laws to maintain segregated schools, while northern and western states school districts achieved the same results with gerrymandered school boundaries.

The Supreme Court, in some of its most recent school desegrega-

tion opinions, has noted that the relationship between segregated housing and segregated schools is both complex and two-way. It is obvious that, when neighborhoods are segregated and children attend neighborhood schools, the schools will be segregated. But frequently, the opposite holds true as well. As a neighborhood's racial composition changes towards a higher minority ratio, its local schools, may become all-minority faster than the neighborhood itself. This change tends to identify the schools as "minority," which in turn categorizes the neighborhood and accelerates the process.

There are two issues here that need to be addressed: what progress has been made towards school desegregation, and what effect, if any, has school desegregation had on residential desegregation?

Although the legal framework for achieving school desegregation has been in place since *Brown v. Board of Education* in 1954, many school districts have undertaken integration only when ordered by the courts or when faced with imminent litigation.

Even though much remains to be done to bring the nation's public schools into compliance with the law, there are some pluses to report.

- More children are attending desegregated schools.
- There has been an increased awareness and heightened sensitivity to the educational needs of minority children.
- Some formerly all-minority and now newly integrated schools have been upgraded, both in physical plant and in the quality of education (for example, through special programs, the establishment of magnet schools and preschool programs).

A recent study by the Center for National Policy Review (CNPR), which examined the interaction between housing patterns and school desegregation, reports that neighborhood integration has increased where metropolitan school desegregation has been accomplished.

The CNPR study examined in depth seven pairs of cities—each pair matched as closely as possible for size, percent minority, ethnic mix and region. The significant difference between the two metropolitan areas in each pair was that one had undergone system-wide school desegregation while the other had desegregated only partially or not at all. The CNPR study noted:

*Desegregation of schools also contributes to a lessening of the importance of race as a factor in the housing choice process. Not only do desegregated schools not indicate neighborhood racial composition, but neighborhood location often does not determine what school a child will attend. Schools thus become less important in choosing a home, while other criteria acquire more importance, such as closeness to work, shopping, transportation, recreation, etc.*

The study shows not only that school desegregation has helped to achieve residential integration, but also that the effects have tended to hold steady over time. For example, after 15 years of busing, only four of Riverside, California's 21 elementary schools require continued busing to achieve racial balance. The implications of the study are clear: The more a school desegregation plan factors in the total metropolitan area rather than just the central city, the stronger its impact on housing integration and the prospects for eventually reducing or eliminating the need for busing.

## Education and employment: how close a connection?

Two of this country's favorite myths have been that anyone who worked hard enough could get an education and that the more education an individual received the better his or her job options would be. For white adult males, there has been considerable truth in the myth. But racism and sexism have frequently denied this success scenario to minorities and women—and the myth is even losing its ring of truth for American youth.

The National Urban League's Annual Report on the Status of Black America for 1980 documents the increased education attainment levels for blacks but notes that, on the average, minority persons still have lower years of schooling and are less likely to have completed either high school or college. While minorities are attending institutions of higher education in increasing numbers, they tend to enroll in traditional fields, many of which offer poor prospects for employment and career advancement. The median wage of year-

round full-time workers in 1977 was substantially less for minority workers than for white males.

The unique problems of minority youth were documented as long ago as the Kerner Commission Report on Civil Disorders in 1968. Since that time, a great deal of attention has been paid to youth unemployment in general. CETA provisions that target services to youth have been strengthened and expanded. However, less emphasis has been put on federal programs to support remedial education at the secondary level.

In 1978 Vice-President Mondale established a Task Force on Youth to study the basic problems that result in youth unemployment. The group's report concluded that a lack of basic education and employment skills constitute severe barriers to the full integration of youth into the mainstream of society as productive Americans. However, Administration proposals responsive to this report died in Congress.

Discouraged youth advocates have concluded that the problems of our nation's young people, particularly minority youth, will continue to be put on the back burner and ignored, in hopes that they will go away. Several economists have elevated this approach to the level of demographic and economic theory by surmising that the problem will disappear by itself, since the teenage population will decline in the years ahead. This perspective fails to deal with the so-far-unchecked decline in the quality of education in the schools of our large cities, which continue to turn out young people who can't read or write, who drop out of school and who lack such rudimentary basic employment skills as the ability to complete job applications, follow detailed instructions or show up at work on time. And it ignores the fact that even though the growing millions of ill-equipped young people will cease to be young, most will continue to be ill-equipped—and unemployed.

For women, the problems are of a different nature, since the average female worker is as well educated as the average male worker. Both groups have completed a median of 12.6 years of schooling, yet women end up, as do minorities, lower on the job/income totem pole. In 1978 fully employed women high school graduates (with no college) earned less than fully employed men who had not completed elementary school—\$9,769 as compared with \$10,474. Since minority women face dual discrimination, their median wage was the lowest among full-time workers in 1978—\$8,996.

The Equal Pay Act of 1963 has corrected many inequities in a system where women and minorities frequently earned less than white males for performing essentially the same tasks. However, the Equal Pay Act does not extend to situations where the work performed is dissimilar, yet of *comparable worth*. Those situations exist, for example, where women with extensive technical training (such as registered nurses) are paid less than unskilled laborers, because a job-evaluation scheme has assigned a higher value to positions traditionally occupied by males.

The need to rectify the cases in which women's pay is low because their work is undervalued is beginning to receive a great deal of attention. In April 1980, the Equal Employment Opportunity Commission (EEOC) held extensive hearings on the issue of pay equity. In addition, several major cases have been slowly winding their way through the courts, and during its 1980-81 term the U.S. Supreme Court will hear oral arguments in at least one case, *Washington County v. Gunther*, which will provide the first opportunity for the Court to examine the comparable worth issue. Although it will address only technical aspects of the case, the Court's decision may define the limits of existing legal remedies available for pursuing pay equity claims. Extensive research into job classification systems is also being conducted throughout the country, as another step toward rectifying this kind of inequality in pay.

Affirmative action programs have also been of some help for women and minorities, but there is still a long way to go before equal employment opportunities are available to all, and before the residual effects of past discrimination are erased.

Because they have "cracked" some job categories only recently, minorities and women also tend to be last hired, first fired in a tight economy. It is also true that many women have had to take a noncareer approach to jobs, because of homemaking and parenting demands, thereby limiting their earning potential and hindering their climb up the job ladder.

**The Comprehensive Employment and Training Act (CETA)**, initially passed in 1973 in an effort to unify all manpower programs, is designed to give economically disadvantaged, unemployed and underemployed persons training and employment opportunities to enable them to move into self-sustaining, unsubsidized employment. This massive program was funded at \$9.4 billion in FY 1979.

Though CETA has provided job training for minorities, nontraditional job training for women and special programs for specific target populations (e.g., displaced homemakers), it has become an immensely unpopular program for several reasons:

- Early abuses of the program, although virtually eliminated by strengthening amendments passed in 1978, are pointed to as prime examples of wasteful federal spending.
- Because it is a very expensive program to maintain, it is a prime target of budget cutters.
- A public employment component is viewed by many as an example of unwarranted federal intrusion into the labor market. Extensive cutbacks in this section, if not virtual elimination, are anticipated.

In addition to CETA and the Equal Pay Act, new laws were passed in the 1970s to combat rampant sexism in educational institutions:

**Title IX of the Education Amendments of 1972** expressly prohibits sex discrimination in educational programs and activities receiving federal assistance. Although the statute was passed in 1972, implementing regulations were not issued until 1975, and federal policy determinations and enforcement efforts continue to lag. While a Supreme Court ruling established the right of an individual to sue under Title IX, the courts have issued conflicting decisions as to whether Title IX applies to employment in institutions receiving federal education assistance.

**The Women's Educational Equity Act (WEEA)**, the only federal assistance program designed exclusively to promote sex equity, has never been fully funded at a level sufficient to help local school districts implement Title IX.

**The Vocational Education Amendments of 1976** also addressed sex equity in education. For the first time, Congress mandated that one purpose of federal funding of vocational education is "to overcome sex discrimination and sex stereotyping . . . and thereby furnish equal educational opportunities to persons of both sexes." Although the law requires states to develop a number of affirmative policies and procedures for overcoming sex discrimination and sex stereotyping, preliminary evidence indicates that vocational education programs continue to be largely sex segregated.

## Employment and housing: "Never the twain shall meet"

The link between housing and jobs is becoming even more critical than in the past, as transportation and housing costs skyrocket. With closings of large, old centrally located plants on the increase and more and more firms moving out of the older cities into the suburbs or to rural areas with no public transportation, access is becoming a key factor in job availability.

And that's exactly what the poor, minorities and female-headed households are likely to be short of. As the President's National Urban Policy Report for 1980 noted, segregation and discrimination tend to restrict minority- and female-headed households to central cities, especially the older cities that are losing jobs to the suburbs. These are the very people who are least likely to be able to solve their job problems by either driving long distances or moving to expensive suburban housing.

How did the Catch-22 come about? As industry and commerce began moving into suburban areas (a process that continues unabated today), little thought was given to where the workers lived. Even though exclusionary development practices limited the availability of housing, cheap gasoline enabled city dwellers to drive to their jobs, in the absence of bus service. But times have changed.

ITEM: A wealthy suburban county outside Washington, DC had to supply bus service to a rural county for county government workers who could not afford housing in the county that employed them.

ITEM: When a new shopping center opened in an undeveloped part of that same suburban county in the midst of a recession, there were

few job applicants despite widespread advertising, because of the distance from the central city and the complete lack of public transportation. These same scenes have been repeated countless times.

Now there is another dimension to the housing-job squeeze—the "gentrification" of many of our nation's inner cities. Suburbanites, feeling the cost of commuting to their central-city jobs, are joining other upper-middle-income people who are electing to stay in the city and transforming lower-income neighborhoods into havens for the "gentry"—frequently forcing out their lower-income neighbors in the process. In some cities, such as San Francisco and Washington, DC, this trend has led to the virtual elimination of moderate-price housing.

While gentrification sops up city housing, shrinking the rental market and forcing up housing costs, the widespread reluctance of many suburban communities to provide for subsidized housing makes it tough for low-income factory and office workers to follow jobs out to the urban perimeter.

When HUD adopted policies in the early 1970s aimed at developing subsidized housing throughout metropolitan areas, and not just in the poorer inner cities, the suburbs rebelled and fought efforts to locate such housing in their midst. Since HUD refused to back down from its policy, the result was a severe shortage in the numbers of subsidized units being built anywhere.

When the Community Development Block Grant program was created in 1974, many housing activists felt that the housing assistance plans ("HAPs"), required of every locale requesting funding, would be the lever that would add low-cost housing in suburban communities. Since most communities are far behind in implementing their HAP goals, this outcome has not been realized.

Judith Glassman argued in a recent *New York Times* article that one way to enable people to live near their jobs is to insist that the housing needs of all employees, not just executives, be part of the corporate planning process. Glassman also suggested using undeveloped corporate land for non-profit or subsidized housing.

There are no easy answers to the problem of providing affordable housing where the jobs are. Initiatives in both the private and public sectors for meeting the housing needs of the poor and the discriminated against must be coordinated with decisions about the housing needs of the nation as a whole. These policies encompass not only location, but also cost, type, size, and the nature and extent of federal involvement.

## Conclusion . . . .

There is no crystal ball to gaze into and predict the future—and no way to guarantee outcomes for dollars spent. That is, in fact, one thing that troubles many Americans today—the future is so unclear. It's been clouded by inflation, the energy crisis and the realization that for most Americans—not just the poor and discriminated against—things aren't getting any better. The inherent frustrations of the times in which we live have tended to make people more concerned with holding on to what they have and less charitable toward the needs of others. Many Americans tend to forget, when they are well, what it means to be ill; when they are young, what it means to be old; when their cup is full, how it hurts to be hungry; when they are strong, that not all are endowed with the same strengths; when they are educated, that others were never taught to read; when they have a comfortable roof over their heads, that others must live without heat or running water.

The current climate suggests that any effort to look at new ways of dealing with old problems is a timely venture. We need to sort out what went right from what went wrong. In looking back, it is important to distinguish between programs that were critiqued into oblivion or underfunded to the point of being counterproductive from those that do suffer from inherent no-win defects. The next step is to try to think about using the "right pieces" in new ways.

---

*Researched and written by Nancy Roder, Staff Specialist, LWVEF Human Resources Department.*

---

PATRICK RODEY  
ANCHORAGE

601 W. 5TH AVE. SUITE 820  
ANCHORAGE, ALASKA 99501

DURING SESSION

POUCH V  
JUNEAU, ALASKA 99811

Alaska State Senate  
JUNEAU, ALASKA 99811

April 15, 1981

Ms. Susan Raymer Clark  
Alaska Division A.A.U.W.  
Legislative Chair  
1109 C Street  
Juneau, Alaska 99801

Dear Susan:

Thank you for your letter of April 11, 1981. Your kind comments are appreciated.

I am encouraged that SB 99 has finally passed the Senate, and I see this action as a positive direction for the state. I am certain that this was made possible through the efforts and determination of people such as yourself, and I am very appreciative.

Thank you again for your efforts in supporting SB 99.

Sincerely,



Patrick M. Rodey, Senator

PMR/ods

THE FOLLOWING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

THE PRECEDING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

PATRICK RODEY  
ANCHORAGE

601 W. 5TH AVE. SUITE 820  
ANCHORAGE, ALASKA 99501

Alaska State Senate  
JUNEAU, ALASKA 99811

DURING SESSION  
POUCH V  
JUNEAU, ALASKA 99811

April 22, 1981

Ms. Barbara Schuhmann  
Chairperson  
Alaska Commission on the  
Status of Women  
338 Denali Street, Suite 850  
Anchorage, Alaska 99501

Dear Ms. Schuhmann:

Thank you for your letter regarding the passage of SB 99.

I appreciate the assistance the Commission on the Status of Women provided during the deliberations on this legislation.

Sincerely,



Patrick M. Rodey, Chairman

PMR/ods

JAY S. HAMMOND  
GOVERNOR



PHONE  
(907) 276-3003

**STATE OF ALASKA**  
OFFICE OF THE GOVERNOR

ALASKA COMMISSION ON THE STATUS OF WOMEN  
338 DENALI STREET, SUITE 850  
ANCHORAGE, ALASKA 99501

April 20, 1981

Honorable Patrick Rodey  
Alaska State Legislature  
Pouch V  
Juneau, Alaska 99811

RECEIVED

APR 22 1981

Dear Senator Rodey:

On behalf of the Alaska Commission on the Status of Women I want to take this opportunity to thank you for your support of Senate Bill 99 -- an act prohibiting sex discrimination in education in the state and implementing article I, section 3 of the Alaska constitution.

Achieving educational equality has been a priority of the Commission since its creation in 1978. From our hearings and research it is evident that the young people of our state will benefit from the passage of legislation which prohibits sex discrimination in education and we are pleased that you agree with us.

We hope that you will continue your support of a strong state program of equal educational opportunities for all.

Sincerely yours,

A handwritten signature in cursive script that reads "Barbara Schulmann".

Barbara Schulmann  
Chairperson



# Alaska State Legislature

## Senate

### Judiciary Committee

Official Business

Pouch V  
State Capitol  
Juneau, Alaska 99811

May 14, 1981

Ms. Betsi Kanago, President  
League of Women Voters  
Box 1345  
Anchorage, Alaska 99510

Dear Ms. Kanago:

Thank you for your message in support of SB 99, "An Act prohibiting sex discrimination in education in the state and implementing Art. 1, Sec. 3 of the Alaska Constitution."

As you may know, the Judiciary Committee conducted extensive hearings on SB 99 and passed a committee substitute on March 6, 1981. I am pleased to report that this legislation passed the Senate on April 10, and passed the House on April 24. It has now been transmitted to the Governor for his signature, and the bill supporters anticipate its enactment.

This legislation has been a priority item for me this session, and I consider its passage a positive step for the state.

Thank you again for your support of this important legislation.

Sincerely,

A handwritten signature in cursive script that reads "Pat".

Senator Patrick M. Rodey  
Chairman

PMR/ods

274-8477  
#

# TELEGRAM

ALASCOM, INC.  
PHONE: 585-6442  
JUNEAU, AK 99802

## RECEIVED

APR 28 1981

02011 ANCHORAGE AK 16 04-28 0630A ADT

PMS SEN PAT RODEY

JUNEAU

2750

THE LEAGUE OF WOMEN VOTERS OF ANCHORAGE URGES YOUR SUPPORT OF  
HOUSE VERSION OF SB-99.

BETSI KANAGO PRESIDENT LEAGUE OF WOMEN VOTERS, ANCHORAGE

*Box 1345  
Anch. 99510*



# Alaska State Legislature

Senate

Judiciary Committee

Official Business

Pouch V  
State Capitol  
Juneau, Alaska 99811

May 14, 1981

Ms. Lori Sears, President  
Anchorage Educations Association  
1411 West 33rd Avenue  
Anchorage, Alaska 99503

Dear Ms. Sears:

Thank you for your message in support of SB 99, "An Act prohibiting sex discrimination in education in the state and implementing Art. 1, Sec. 3 of the Alaska Constitution."

As you may know, the Judiciary Committee conducted extensive hearings on SB 99 and passed a committee substitute on March 6, 1981. I am pleased to report that this legislation passed the Senate on April 10, and passed the House on April 24. It has now been transmitted to the Governor for his signature, and the bill supporters anticipate its enactment.

This legislation has been a priority item for me this session, and I consider its passage a positive step for the state.

Thank you again for your support of this important legislation.

Sincerely,

*Pat*

Senator Patrick M. Rodey  
Chairman

PMR/ods

RE

D

APR 28 1981

TELEGRAM

#

02213 NL ANCHORAGE AK 50 04-27 330P ADT

PMS SEN PAT RODEY

ANCHORAGE, AK 99502

JUNEAU

2832

WE URGE YOUR SUPPORT FOR IMMEDIATE FLOOR ACTION ON HB99 (MINI-TITLE IX). PLEASE DO NOT ALLOW IT TO BE SENT TO FREE CONFERENCE COMMITTEE. PLEASE RECOMMEND PASSAGE AS RECEIVED FROM THE HOUSE.

LORI SEARS, PRESIDENT

ANCHORAGE EDUCATIONS ASSOCIATION

81 APR 28 7 32



# Alaska State Legislature

## Senate

### Judiciary Committee

Official Business

Pouch V  
State Capitol  
Juneau, Alaska 99811

May 14, 1981

Ms. Janice L. Foster, President  
Alaska Division  
American Association of University Women  
SRA Box 78H  
Anchorage, Alaska 99507

Dear Ms. Foster:

Thank you for your message in support of SB 99, "An Act prohibiting sex discrimination in education in the state and implementing Art. 1, Sec. 3 of the Alaska Constitution."

As you may know, the Judiciary Committee conducted extensive hearings on SB 99 and passed a committee substitute on March 6, 1981. I am pleased to report that this legislation passed the Senate on April 10, and passed the House on April 24. It has now been transmitted to the Governor for his signature, and the bill supporters anticipate its enactment.

This legislation has been a priority item for me this session, and I consider its passage a positive step for the state.

Thank you again for your support of this important legislation.

Sincerely,

*Pat*

Senator Patrick M. Rodey  
Chairman

PMR/ods

#

02483 POM ANCHORAGE ALASKA 15 04-27 0900P ADT

PMS SEN PAT RODEY

JUN

LEGISLATION TO BAN SIX-BIASED DISCRIMINATION IS ESSENTIAL

I URGE YOU TO CONCUR WITH HB99.

JANICE L FOSTER, PRESIDENT, ALASKA DIVN

AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

SRA BOX 78H

ANCHORAGE AK 99507

TELEGRAM  
APR 25 11 5 53  
FRODO S. JONES  
ANCHORAGE, AK 99507

RECEIVED

APR 28 1981

STATE OF ALASKA  
THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

POUCH Y STATE CAPITOL  
JUNEAU, ALASKA 99811  
907.465-3800

MEMORANDUM

February 24, 1981

SUBJECT: Sex discrimination in education  
[CSSB 99 (Jud)]

TO: Senator Patrick M. Rodey, Chairman  
Senate Judiciary Committee

FROM: Richard A. Bradley <sup>RB</sup>  
Legislative Counsel

The bill requested by the committee is enclosed.

The revisor notes that the repealer introduced in the final section of the bill may violate the single subject requirement of the constitution. The section repeals the authority of the State Schools Textbook Committee, a matter which does not fit neatly within the expressed subject of the bill, "An Act prohibiting sex discrimination in education in the state and implementing art. I, sec. 3 of the Alaska Constitution".

RAB:ljb

Enclosure



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

## A G E N D A

Senate Judiciary Committee Hearing  
Friday, March 6, 1981  
John Butrovich Committee Room

### CALL TO ORDER

#### ADOPTION OF COMMITTEE SUBSTITUTE FOR S.B. 99

"An Act prohibiting sex discrimination in education in the state and implementing art. I, sec. 3 of the Alaska Constitution."

S.B. 190 "An Act revising the drug laws and making amendments to the criminal laws of the state; and providing for an effective date."

### PUBLIC TESTIMONY

Daniel W. Hickey  
Chief Prosecutor  
Department of Law

Commissioner William Nix  
Department of Public Safety

### ADJOURN

# TELEGRAM

ALASCOM, INC.  
PHONE: 586-6442  
JUNEAU, AK 99802

RECEIVED

MAR 04 1981

#

02110 NL TDA KODIAK ALASKA 110 03-03 305P AST

PMS SENATOR PAT RODEY

JUNEAU AK

**165**

WE HAVE BEEN OBSERVING THE PROGRESS OF SENATE BILL 99 THROUGH THE SENATE AND WOULD LIKE TO URGE A MORE GENERAL APPROACH TO LEGISLATIVE EQUALITY OF EDUCATIONAL OPPORTUNITY AND EMPLOYMENT WITHIN THE SCHOOLS. PLEASE SUPPORT THE AMENDED VERSION OF THE BILL WHICH HAS BEEN PROPOSED BY AASB AND DO NOT BURDEN THE SYSTEM WITH MANDATED SURVEYS AND PLANS FOR COMPLIANCE. THESE KINDS OF PAPERWORK MANDATES ARE COSTLY IN TERMS OF THE AMOUNT OF TIME AND ENERGY OF STAFF WHOSE MAJOR RESPONSIBILITY SHOULD BE DEALING WITH STUDENTS AND PROGRAMS. THIS SCHOOL BOARD URGES YOU TO PASS AN AMENDED AND SHORTENED VERSION OF SENATE BILL 99.

KODIAK ISLAND SCHOOL BOARD, LOUISE COLLINS BOARD PRESIDENT,  
DOREEN THOMPSON SUPERINTENDENT KIBSD



Official Business

# Alaska State Legislature

## Senate

### Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

March 6, 1981

Mr. Fred Pomeroy  
Superintendent  
Kenai Peninsula Borough  
School District  
Box 1200  
Soldotna, Alaska 99669

Dear Mr. Pomeroy:

Thank you for your comments with regard to S.B. 99. A committee substitute has now been passed by the Judiciary Committee, and has been referred to the Senate Rules Committee.

By copy of this letter, I am forwarding your letter to the Senate Rules Committee Chairman, Senator Tim Kelly. I am sure his Committee would appreciate any further comments you have.

Sincerely,

Pat M. Rodey  
Chairman

PMR/ods  
cc: Senator Tim Kelly

## KENAI PENINSULA BOROUGH SCHOOL DISTRICT


 SOLDOTNA, ALASKA 99669

March 2, 1981

RECEIVED

MAR 06 1981

Senator Pat Rodey  
Alaska State Senate  
Pouch V  
Juneau, Alaska 99811

Dear Senator Rodey:

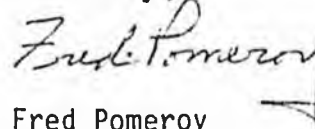
I am corresponding with you in regard to SB 99.

I would like to indicate that although we support the basic concept of Title IX as it has come to us from the federal level, we find several aspects of SB 99 difficult.

It appears that the language which specifically identifies guidance and counseling services, career education, textbook selection and purchase, discrimination in course offerings, etc., to be rather restrictive in nature. It would appear that a draft which essentially speaks to the notion of discrimination between sexes is all that is necessary to enforce what is already federal mandate.

I would urge your consideration for amendment which speaks only to the issue of sex discrimination. Thank you for your consideration.

Sincerely,



Fred Pomeroy  
Superintendent

FP/bj

cc: Bob Greene, AASB

Date Feb. 25, 1981

C S S B  
99

SENATE JUDICIARY COMMITTEE HEARINGS

WITNESS SIGN-UP SHEET

Name	Address/Phone	Representing
	P	
Dianne J. Dzur		
Susan J. Buttrille	Box 1087 715-3553	self
	Petersburg 99833	0



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

## A G E N D A

### SENATE COMMITTEE ON JUDICIARY HEARING

Butrovich Committee Room

1:30 p.m., Wednesday, February 25, 1981

#### CALL TO ORDER

CSSB 99 "An Act prohibiting sex discrimination in education in the state and implementing art. I. sec. 3 of the Alaska Constitution."

#### HEARING OF SCHEDULED TESTIMONY:

Robert Greene  
✓ Association of School Boards

Bill Brown, Counselor  
✓ Floyd Dryden Junior High School

Professional Business Women's Club  
✓ Claire Strand  
✓ Joleen Whinther

*Barbara Dale*  
Robert Cooksey  
✓ National Education Association

Alice Bergdoll - Individual

✓ Margaret Holland  
Alaska League of Women Voters

*Barbara Dale*  
Barbara Dale  
Commission on the Status of Women

Susan Clark  
American Association of University Women

Steve Hole  
Department of Education

ADJOURNMENT



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

February 26, 1981

Dr. Dick H. Bower, Superintendent  
Aleutian Region School District  
Technical Center  
640 West 36th Avenue  
Anchorage, Alaska 99503

Dear Dr. Bower:

Thank you for your letter concerning S.B. 99.

I agree that the original bill was too specific in its language and scope. The Judiciary Committee has drafted a committee substitute which removed specific conditions, such as the mandated survey of all sixth grade and up students on their sports interests. In addition, we have changed some sections to leave certain duties with the local boards, rather than forcing state-wide compliance.

I do believe that the bill is needed, however, and in the final form will not be repressive to school districts such as the Aleutian Region.

Please find enclosed a copy of the draft legislation. I would appreciate any comments you care to make.

Sincerely,

Patrick M. Rodey, Chairman

PMR/ods  
Enclosure

# Aleutian Region School District

TECHNICAL CENTER  
640 West 36th Avenue  
Anchorage, Alaska 99503  
(907) 276-0006

Dr. Dick H. Bower  
Superintendent

Board of Directors  
Sandra Roberts, President  
Cold Bay, Alaska 99571  
Clayton Brown, Clerk  
Cold Bay, Alaska 99571  
Audrey Medina  
Nelson Lagoon, Alaska 99695  
Vasha Golodoff  
Atka, Alaska 99502  
Helen Prokopioff  
Akutan, Alaska 99553



20 February 1981

Senator Pat Rodey  
Senate Judiciary Committee  
Pouch V  
Juneau, Alaska 99811

Dear Senator Rodey:

Please review carefully SB 99 and its provisions for both need and appropriateness in Alaska. We believe it to be too specific and restrictive in its present form.

Our district and its Board of Directors are committed in every way to educational programs and practices that do not discriminate in any way. In the area of sex equity there are certain cultural practices which will take time and education to overcome. We are working on it, however.

The passage of laws and promulgation of regulations which are difficult or impossible to monitor or enforce places some of us in untenable positions. The financial impact of something as simple as the constitutional guarantee of "due process" in such things as pupil suspension or employee matters is tremendous. We are still living up to our responsibility, however.

There are school boards operating throughout the state whose members are duly elected civil officers of the State. All teachers and administrators are bound by constitutional, judicial, and legislative direction or mandate. Please do not allow additional and unnecessary restrictions and specific procedures to be laid upon us which will further diffuse or dissipate our energies and resources.

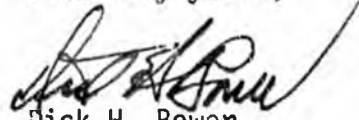
Teachers, administrators and school board members take oaths of office in which they swear to uphold the Constitution and laws of both the United States of America and the State of Alaska. Isn't it possible enough has now been done to provide direction in this matter for now? Let us see how well things work out. Individual rights are now well protected through grievance procedures and available legal advice and recourse to the courts.

Senator Rodey  
20 February 1981

Page Two

We hope you will help see that redundant, unnecessary and repressive mandates are not imposed upon those bodies now adequately controlled by existing State and Federal laws and regulations.

Sincerely yours,



Dick H. Bower  
Superintendent

DHB:sc

cc: Senator Mulcahy  
Senator Stimson  
Senator Sturgulewski  
Senator Kerttula



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

February 25, 1981

Dale and Sue Miller  
P. O. Box 376  
Douglas, Alaska 99824

Dear Mr. & Mrs. Miller:

Thank you for your comments on CSSB 99.

I will enclose your letter in each Committee Member's bill file and also in the permanent file.

The Judiciary Committee will consider CSSB 99 again on Monday, March 2, at 1:30 p.m. in the Butrovich Committee Room.

Sincerely,

Kevin K. Bruce  
Committee Aide

KKB/ods  
Enclosure

P.O. Box 376  
Douglas, Ak. 99824  
February 16, 1981

Kevin Bruce  
Pouch V.  
Juneau, Ak. 99811

Re: Senate Bill No. 99 (HESS), Sex Discrimination in Education.

Please record two objections against passage of this bill.

In both Sec. 14.18.010 and Sec. 14.090 the State would require compliance through withholding of State and Federal monies which not only <sup>force</sup> taxpayers who are against this bill to be forced by their own tax monies to adhere to this bill, but combined with the section 14.18.080 on Compliance, effectively creates a police state to enforce it.

Sec. 14.18.060, discrimination in textbooks, would force upon those violently opposed to <sup>if</sup> a philosophy of unisex materials, and in addition, would provide for in-service monies to train teachers to be Change Agents to endorse this philosophy of a unisex society.

Sec. 14.18.050, Discrimination in course offerings might sound good to those who have not experienced the reverse discrimination felt by those who do not believe in bodily contact sports for their female children. In practice, the way it works is that these children are offered a nebulous alternative; they and their parents are made to feel that their objections are peculiar or strange, and conflict between school approval and offerings versus parent values is promoted and distinctly felt by the children involved.

Sec. 14.18.040 would require such a vast sum of money to implement, that it staggers the mind. Additional monies for additional teachers, equipment, training facilities, trips etc. would put a stranglehold on small schools and seriously affect larger schools. The solutions of not having sports for either boys or girls could be considered, seriously curtailing activities for both, or receiving more foundation monies from State and Federal Government, which would only gain more control as evidenced from this bill.

Just the paper work alone demanded by part c of this section to develop surveys yearly, would add another layer of paper work to a system already bogged down by the financial outlay, time outlay and additional personnel required to comply.

There are many laws already on the books which adequately speak to women's rights; and which the courts have shown their ability and willingness to use to end sex discrimination: 13th and 14th Amendments to the Constitution of the U.S., the Equal Pay Act of 1963, Civil Rights Act of 1964, Health and Manpower Training Act of 1971, The Equal Employment Opportunity Act of 1972, The Comprehensive Employment and Training Act of 1972, Small Business Act, 1972 Housing and Community Development Act of 1974, Federal Employees Compensation Act of 1974. In addition, complaints to the Human Rights Commission and many others not named, speak to no sex discrimination.

Schools should be places to learn academic skills which present many views as means of mastering skills. Social Studies and other discussion type classes as literature should present several philosophies for critical analysis and study, not be watered down and diluted to present only the side of those social change agents who desire to force their philosophy that women are the same as men and should have equal opportunity in all areas, in exact diametrically opposed position to those who hold traditional beliefs; boys and girls are different, those differences should be recognized, children should be taught how to complement each other with those differences, school is to teach academics, not philosophies of social change or a propaganda factory.

It is through such bills that you are proposing, that State Regulated and Controlled Schools and losing students to the quickly growing private schools which teach a traditional curriculum based upon the Constitution of the United States and the moral and ethical principles promoted in the Bible.

The philosophy you are promoting by this bill is yet another one of the type already inflicted upon the people that has caused social disruption, unhappiness and weakening of family relationships, which weakening in turn, affects the individual, the State and the Nation.

Our recommendation is : DO NOT PASS THIS BILL!

Sincerely,

*C. Dale Miller*

Sue Miller

C. Dale Miller

*Sue Miller*



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

March 3, 1981

David and Judy Lewis  
8845 Gail Avenue  
Juneau, Alaska 99801

Dear Mr. & Mrs. Lewis:

Thank you for your comments on CSSB 99.

I will enclose your letter in each Committee Member's bill file and also in the permanent file.

The Judiciary Committee will consider CSSB 99 again on Wednesday, March 4, at 1:30 p.m. in the Butrovich Committee Room.

Sincerely,

Kevin K. Bruce  
Committee Aide

KKB/ods

David W. Lewis  
8845 Gail Ave  
Juneau, AK 99801

February 27, 1981

Kevin Bruce  
c/o Pat Rodey  
Pouch v  
Juneau, AK 99811

Re: Senate Bill No. 99 (HESS) Sex Discrimination  
in Education

This bill should not be passed for some of  
the following reasons:

1. It implies that the purpose of schools  
is to change attitudes. The purpose of  
schools rather is to teach reading, writing  
and arithmetic. The purpose is not to  
set up conflict between traditional vs  
feminist views of roles of family members.

2. It implies that students are irreparably  
harmed if taught a variety of ways by a

variety of teachers, and with a variety of textbooks. It implies there is only one way to teach - to change attitudes and to force that change by withholding State and Federal funds.

3. It implies that there are not already many statutes and laws that if adequately enforced, speak to the sex-discrimination issue.

4. It implies women have had no rights or privileges and never have had. It implies that our education in the State of Alaska has been discriminatory. Instead, we feel we have never been denied the choice of any occupation or sport we have desired and have been encouraged to explore many alternatives.

Career education has been active in all schools for many years, encouraging women to be all that they want to be.

An examination of textbooks used throughout the State should prove to you that the texts that have been

presented to you as harmful and sexist are few in number. In fact, in Juneau schools particularly, they are quite varied between what is termed sexist and what is termed non-sexist, in spite of emotional and one-sided appeals to the contrary presented by the feminist lobby that has been appearing at your hearings.

There are differences in boys and girls, and they are not equal. No State bill can force a change in one's nature. Such a bill can only create anger, distrust, and confusion in students. Let the schools do what they do best, teach reading, writing and arithmetic. Let parents teach roles and values. Do not pass this bill.

Sincerely,

David W. Lewis  
Judy L. Lewis  
David W. Lewis  
Judy L. Lewis



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

## A G E N D A

### SENATE COMMITTEE ON JUDICIARY HEARING

Butrovich Committee Room

1:30 p.m., Wednesday, February 25, 1981

#### CALL TO ORDER

CSSB 99 "An Act prohibiting sex discrimination in education in the state and implementing art. I. sec. 3 of the Alaska Constitution."

#### HEARING OF SCHEDULED TESTIMONY:

Robert Greene  
Association of School Boards

Bill Brown, Counselor  
Floyd Dryden Junior High School

Professional Business Women's Club  
Claire Strand  
Joleen Whinther

Robert Cooksey  
National Education Association

Alice Bergdoll - Individual

Margaret Holland  
Alaska League of Women Voters

Barbara Dale  
Commission on the Status of Women

Susan Clark  
American Association of University Women

Steve Hole  
Department of Education

ADJOURNMENT

February 25, 1981

Testimony presented to the Senate Judiciary Committee by Alice Bergdoll on CS for Senate Bill No. 99 - "An Act prohibiting sex discrimination in education in the state and implementing art I, sec. 3 of the Alaska Constitution."

There are those of us who exist in this country today that believe the traditional roles of male and female compliment each other, not compete with each other. We desire to raise our children to recognize these differences in sexes and believe it is wrong to try and say they do not exist. Let me name some of the more obvious differences, this information taken from the book "Our Dance Has Turned to Death" written by Carl W. Wilson.

1. Men and women differ in every cell in their bodies. This difference in the chromosome combination is the basic cause of development into maleness or femaleness.
2. Woman has greater constitutional vitality. Normally, she outlives man by three or four years in the United States.
3. The sexes differ in their basal metabolism - that of woman being normally lower than that of man.
4. They differ in skeletal structure, woman having a shorter head, broader face, chin less protuding, shorter legs and longer trunk. The first finger of a woman's hand is usually longer than the third, with men the reverse is true. Boys' teeth last longer than do those of girls.
5. Woman has a larger stomach, kidneys, liver and appendix, smaller lungs.
6. In functions, woman has several very important ones totally lacking in man - menstruation, pregnancy, lactation. All these influence behavior and feelings. She has more different hormones than does man. The same gland behaves differently in the two sexes - thus woman's thyroid is larger and more active; it enlarges during pregnancy but also during menstruation; it makes her more prone to goiter, provides resistance to cold, is associated with the smooth skin, relatively hairless body and thin layer of subcutaneous fat which are important elements in the concept of personal beauty. It also contributes to emotional instability - she laughs and cries more easily.
7. Woman's blood contains more water (20% fewer red cells). Since these supply oxygen to the body cells, she tires more easily, is more prone to faint.
8. In brute strength, men are 50% above women.
9. Woman's heart beats more rapidly; blood pressure varies from minute to minute; but she has much less tendency to high blood pressure - at least until after the menopause.
10. Her vital capacity or breathing power is lower in the 7:10 ratio.
11. She stands high temperature better than does man; metabolism slows down less.
12. The male has greater strength in his arms and legs; the female has wider hips and large breasts.
13. The male has a stronger, deeper and more authoritative voice; the female has a quieter, softer, more soothing voice.
14. The female reproductive system has a cycle that causes many changes in her total body monthly, the male reproductive system has no cycle impact on his body.

There can be a change in attitude towards the things boys and girls cloose to do but not through force by legislation. To force the change can only create distrust, selfishness, disharmony and fear, and these will

breed hate in the school, the home and at work. Men and women can do many of the same things but they will never function the same or equally because it is against the basic nature of our physical, biological and emotional structure. I am ashamed of the things women today are doing in the name of discrimination when in fact a few vocal feminists are causing discrimination against women who wish to retain their femininity. This would be a sad world indeed if we were all feminine or all masculine or the girls all masculine and the boys all feminine. Civilizations that have gone this way have fallen and destroyed themselves.

The purpose of my testimony is to request that this law not be passed. I have stated many basic general problems on this issue and now would like to address the bill itself.

1. Sec 14.18.020 DISCRIMINATION IN EMPLOYMENT PROHIBITED. We have many Federal laws already addressing discrimination such as the Equal Pay Act of 1963, Civil Rights Act of 1964, Equal Employment Opportunity Act of 1972, our United States Constitution and many other Federal, State and local laws.
2. Sec 14.18.060 DISCRIMINATION IN TEXTBOOKS AND INSTRUCTIONAL MATERIALS PROHIBITED. Who is to decide what is educationally sound? Who is to say what is non-biased texts and who is to say what other instructional materials are to be used? Schools have become a place for every minority group interested in social change which will create attitudes directly opposite to the United States Constitution, tradition of our country, the fact that we are one nation under God and a free enterprise system. These groups have determined that the schools are the best place to change attitudes, to force change and the total structure of our country. Some of the groups with stated goals to force these changes through the schools are National Organization of Women, National Gay Liberation Movement, Fabian Socialists, Communist Party, The Anti-Hunting League, Sierra Club, Coastal Zone Management to name a few. More and more parents who recognize this happening are opting for private schools.
3. The potential cost of truly implementing what is required in this bill is staggering. People are realizing that the public education system is not producing children that have a good basic educational knowledge to function in society today and the faith, belief and support in public education is decreasing. To try to force the public schools to meet the additional burden of this bill will be costly and only reinforce public protest.

God created man and woman distinctly different, I trust and respect His infinite wisdom and purpose in all that He has created. You cannot and should not try to legislate away the differences between the sexes, and laws cannot change the truth of our creation. Or as the popular saying goes, "You can't fool Mother Nature."

cc: Representative Miller  
Representative Duncan  
Senator Ray

Susan G. Butruille  
Box 1087  
Petersburg, Alaska 99833

Testimony  
Senate Judiciary Committee  
February 27, 1981

To the Members of the Committee:

I am a writer/journalist and I wish to testify in favor of SB 99.

A group of grade school students were asked what they wanted to be when they grow up. The boys gave the usual answers: fireman, airline pilot, doctor, astronaut. And the girls gave the usual answers: teacher, nurse, mommie, stewardess.

Then, the children were asked what they would be if they were the opposite sex. One boy, stricken at the thought, said, "Well, I guess I would have to be nothing." And a girl brightened up and said, "If I were a boy, I'll bet I could grow wings and fly!"

I would like to see all children grow their own wings. That's why I strongly favor SB 99. The most important part of the bill, in my opinion, is the one providing for the phasing-in of textbooks and materials which show a balanced portrayal of males and females.

As the mother of two boys, as a member of a textbook evaluation committee in our local school, and as an instructor in women's history, I have seen the sex stereotyping in school textbooks and materials. I know that what children see and read in books affects the way they view themselves.

In 10 textbooks used in our schools, our review committee discovered that two and one-half times as many males appeared as main characters in stories, and over twice as many males were pictured in illustrations. Moreover, boys and men were generally depicted as independent, adventurous and in control of their environment. Girls and women were most often shown as weak and dependent--watching the males'

activities, anxious to please, and unable to handle situations themselves.

In short, the reader gets the picture that it's not much fun to be a girl--and that it doesn't take many brains to be a woman. Moreover, when boys are portrayed as aggressive and girls are portrayed as passive, that's what they tend to become. When they become adults, they continue to act as they believe they are supposed to, often leading to acts of violence.

A recent study has shown that the woman who has the best chance of thwarting a would-be rapist is the one who fights back. Yet sex-role stereotyping encourages passivity in women.

Women in history have not been portrayed fairly or accurately. In my son's history book, he learns that men worked for the cause of abolition. No mention is made of the work of Harriet Beecher Stowe, who wrote the classic anti-slavery novel, Uncle Tom's Cabin. Nor is mention made that women were the strongest early abolitionists, but they were not even allowed to speak in public. The struggles of women for every measure of freedom they have won are totally missing, as are the stories of such heroines of Mother Jones and Elizabeth Cady Stanton.

Students in my women's history classes consistently tell me that they had never realized how much women have done, or of their personal struggles.

Our students should know of women's contributions to our society as well as men's contributions.

It is my hope that my two sons will study in an environment where girls are regarded not as "nothings"--or as people to be conquered and protected, but as individuals with whom my sons share rights and responsibilities.

I urge you to recommend passage of SB 99.

Jolene L. Winther, President  
Mitkof Marine Ways, Inc.  
Box 1234  
Petersburg, Alaska 99833

Testimony  
State Judiciary Committee  
Alaska State Legislature  
February 25, 1981

RE: CSSB:99 "An Act prohibiting sex discrimination  
in education in the state and implementing  
Art. 1, Sec. 3 of the Alaska Constitution.

I wish to testify in favor of SB 99.

I own and operate the only shipyard in Petersburg, repairing  
and rebuilding commercial fishing vessels.

Are you amazed that a woman runs a shipyard? You shouldn't  
be...Yet when I'm asked my occupation I find both men and women  
amazed that a woman would run a shipyard.

Why? Because it doesn't fit the stereotype business that a  
woman would be in.

I'm confident that given the proper expectation, training,  
and skills a woman can run a construction company, logging  
operation, a factory, or a shipyard just as efficiently as she  
can run a boutique or a flower shop. In my opinion "a business  
is a business"...it's the bottom line that counts.

Why would I choose to run a shipyard?

Number one: money. I finally figured out that you make  
more money behind the desk than in front of it.

Number two: To me, running the shipyard is a fascinating  
challenge. That is what I want to do.

It took a long time for me to get where I am today -- a lot longer than it should have. I was locked into thinking of myself only in roles suitable to women.

I worked for years as a secretary and administrative assistant and finally one day I said, "Hey! Why am I here? I should be running 'My Own' business."

I am opposed to the text-books in schools that portray the woman in only stereotyped roles -- working for men.

From a very early age girls are conditioned to be sweet and passive while boys are encouraged to be aggressive leaders. Remember Dick and Jane in our very first primer? The boys were always the "doers" while the girls looked on.

Well, when the little girls grow up it just doesn't work that way in the real world -- the business world.

Girls need to develop a strong self image with high expectations and achievements in their early life to be successful leaders in the future.

I would like to see my sons and daughters study text books depicting women, as well as men, efficiently owning and managing their own business.

I urge you to recommend passage of SB 99.

Kristin Stenborg  
Haines, Alaska 99827

Testimony  
State Judiciary Committee  
Alaska State Legislature  
February 25, 1980

RE: CSSB:99 "An Act prohibiting sex discrimination  
in education in the state and implementing  
Art. 1, Sec. 3 of the Alaska Constitution.

As a former teacher of high school English and U.S. History,  
I would like to make public my stand in favor of this act  
prohibiting sex discrimination in education.

My reasoning: it opens wider the gates to potential use of  
all human resource.

I have seen in my students talents and skills in all areas  
of human endeavor and this bill helps make available growth for  
more students in more areas.

I'm proud of Alaska for wanting to make this federal concern  
a part of its state process.

Lets pass it -- we've only to gain human worth.

Testimony  
Senate Judiciary Committee  
February 27, 1981

To the Members of the Committee:

The Alaska Federation of Business and Professional Women supports SB 99, "an act prohibiting discrimination in education." We represent 500 women statewide and 165,000 women nationally. Our federation seeks to promote the standards and interests of business and professional women and to enhance educational opportunities for women, especially in industry, science and vocational activities.

Women in our organization represent a variety of occupations. We are business owners, teachers, secretaries, waitresses, accountants, nurses, interior designers, legislators, journalists. One of our members runs a shipyard. Another contracts for a flying service.

Yet most textbooks and educational materials our children read limit the roles of women to homemaker, teacher, nurse or airline stewardess. Most of us do have families, but we are here to demonstrate that realistically, women's roles are far wider than those depicted in most school materials.

While we strongly support all provisions of SB 99, our federation is particularly interested in the provision providing for gradual replacement of sex-biased textbooks and materials with those that are sex-fair and promote educational equality for all students.

In addition to not realistically portraying the actual roles of women and men, we believe that the effects of sex-role stereotyping in educational materials has damaging effects.

School textbooks represent a norm and a powerful voice of authority--encouraging readers to conform. We have seen the stereotypes in our own schools and in the books studied by our children. The messages to our children are clear. Boys are to be achieving, imagining, adventuring and dominating. Girls are to stay close to home, seek protection and be dependent.

In children's stories, it is not unusual to see victimization and humiliation of the opposite sex, and excessive aggression. Males are usually the aggressors and females are often the victims. Girls are attacked as a class, and the negative behavior goes unpunished. Often if a girl goes adventuring, she will have an accident, get lost, or have to ask a male for help.

In other words, much of the material our children are reading sets up boys to be the aggressors and girls to be the victims. As you know, Alaska has one of the highest rates of rape and domestic violence in the country. We believe that there is a definite connection between stereotypes learned by children and the high incidence of rape and domestic violence.

In a recent survey conducted among Los Angeles teenagers by UCLA and the Rand Corporation, young people were asked if they thought forcing a girl to have sex under "certain circumstances" is all right. A shocking 54 percent of the boys said sexual force was justified in cases where a girl said "yes," but then changed her mind, or if she has "led him on" or "gets him sexually excited." And 48% of the girls agreed. The males in the survey revealed that they believed almost anything a girl did--including merely telephoning a boy--was an indicator she was willing to have sex. Who is the aggressor and who is the victim?

On a recent Phil Donahue Show, movie critics Roger Ebert and Gene Siskel commented on the recent popularity of the current brand of R-rated horror movies, including Friday the 13th and Halloween. The critics noted that the killers "luxuriate in killing the victim"--almost always an independent woman. The message is for the woman to get back in line, to stay home and bake bread.

Testimony from Alaska hearing for the 1980 White House Conference on the Family contained repeated references to domestic violence and child abuse. A statement from one community noted: "The hardest issue we have had to deal with has been that of incest--the sexual assault of children by a family member."

Book critic Grace Paley has stated: "Certainly any culture that prefers women to be childlike and dependent will, with a certain terrible logic, use its children as though they were grown women."

It is time to look at the messages we are giving our children through the materials they read. At a recent conference on health issues for teenagers in Alaska, the students made the following recommendation: "Students need to re-examine roles and standards set by society for males and females."

We agree. Passage of SB 99 would be a significant step in that direction.

The Alaska Federation of Business and Professional Women  
Peggy Ormasen, President

THE FOLLOWING MATERIAL  
WAS SUBMITTED BY:

SUSAN CLARK

AMERICAN ASSOCIATION OF UNIVERSITY  
WOMEN

## Preface

### From Biased Textbooks

Published by The Nell Foundation for the Improvement  
of Education c. 1974

Research on the images of males and females in textbooks was funded  
by a grant from the Rockefeller Family Fund

Textbooks clearly represent a powerful mechanism of providing our children with a vision of the world about them. Not only do they provide them with a vision of what the world is like, but also what is important in the world around them. Children learn about what is good, what is to be valued, and how they should conduct their own lives. Somehow we have given inadequate attention to the messages that are subtly conveyed to children.

The past ten years have seen an increasing amount of attention being devoted to gaining an understanding of the messages of textbooks. Racial and ethnic minorities were the first to raise questions about the omission of their contributions and role in our society, and the stereotyped ways that they were presented. Women are now beginning to document the similar omissions of their contributions and role, and the negative stereotyped ways they have been presented.

The following research represents one of the most comprehensive studies of the presentation of men and women in textbooks that has been completed to date. Lenore Weitzman and Dianne Rizzo have provided an excellent analysis and description of the problem. The patterns of omission and stereotyping are clearly documented.

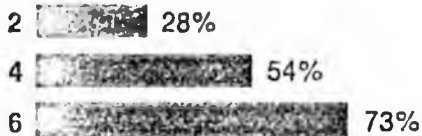
Documentation is not enough. Teachers, parents, students, policy makers, and other interested persons must act. Each of us can contribute to bringing about change in textbooks. A list of specific action steps is included to encourage you to accept the responsibility of helping to provide our children with textbooks that provide alternatives. Textbooks that portray the diversity of our society and the life styles of individuals. And textbooks that encourage and inspire them to develop their talents, abilities and potential in the manner that is uniquely theirs.

representation of males and females, as well as the differences by grade level and subject area.

## Major Findings

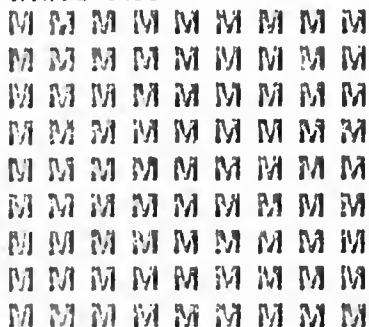
### 2. Percentage Adults by Grade Level

GRADE PERCENTAGE ADULTS



### 3. Racial Distribution of Textbook Illustrations

WHITE 6480



BLACK 640



AM INDIAN 320



ASIAN 160

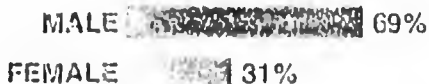


LATIN 80

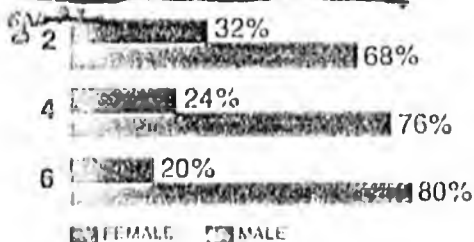


### 4. Sex Distribution in Textbooks

PERCENTAGE OF ILLUSTRATIONS



### 5. Sex Distribution by Grade Level



In examining the people in the world of textbooks, three major classifications were used: age, race and sex.

**Age** With regard to age, we found that the majority of the pictures, 57%, are children, while adults are 43% as shown in Figure 1. The large number of children in the illustrations makes it easier for a child to identify with the pictures and, therefore, to assimilate the lesson.

However, as Figure 2 indicates, the higher the grade level, the larger the percentage of adults. While adults are only 28% of the pictures in the first grade, by the sixth grade they are 73% of the total. Thus the textbook world shifts from the world of the child to the world of the adult. And, as the child grows older, he or she is also supposed to shift to adult role models—to imagine the self as an adult and to learn what behavior is appropriate for an adult.

**Race** With regard to race, we found that the textbook world is primarily a white world. As shown in Figure 3, whites are 81% of the illustrations, while only 8% are black, and even fewer are American Indian, Latin, Chicano or Asian. This underrepresentation of minorities means that the minority child is more likely to feel excluded—and will have more difficulty in identifying with the textbook characters. In addition, all children are deprived of a well-rounded picture of our society.

As with age, the proportion of minority persons changes with the grade level of the textbook. In each series the proportion of minority persons decreases as the grade level of the textbooks increases. Thus 33% of the illustrations are of minority persons in the first grade, but this decreases to 26% by the 6th grade. In math the percentage of minority persons declines from 25% to 15%; and in science from 11% to 8%. Thus with each successive year in each series, nonwhites are increasingly excluded from the world of textbooks.

**Sex** Since women comprise 53% of the U.S. population, one might logically expect half of the illustrations to be female. However, females are only 31% of the textbook total—while males are 69%, as illustrated in Figure 4. Of the total of over 8,000 pictures analyzed, more than 5,500 are male. Males overwhelmingly predominate.

The percentage of females varies by grade level. They are 32% in the second grade but decline to only 20% by the sixth grade.

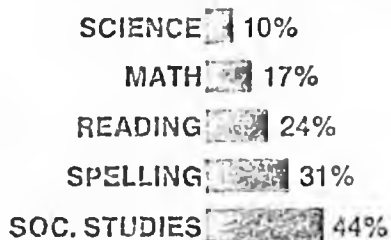
This means that by the sixth grade there are four pictures of males for every one picture of a female. The percentage of males, in contrast, increases with each grade level, as is vividly illustrated in Figure 5. As a greater proportion of the pictures become adults, women become less numerous, and by implication, less important as role models.

This declining representation of females is particularly striking in some of the series. For example, in spelling, 43% are females in the second grade, but by the time we reach the sixth grade the percentage has declined to a mere 15%. In science, it drops from 36% to 18%.

When we combine the sex and race categories, we find that minority females are doubly disadvantaged. As Figure 6 indicates, there are only half as many minority females as minority males.

In summary, the data indicate that the textbook world is a world of

12. Percentage of Non-Whites in Textbooks  
 % NON-WHITES IN ILLUSTRATIONS



## Conclusion

doors. Again the textbooks could expand rather than thwart the children's potential.

The social studies series is also unique in its presentation of racial and ethnic minorities and the attention it gives to people of other cultures. As Figure 12 shows, the percentage of minorities varies by series—from a low of 10% in science to a high of 44% in social studies. Social studies is by far the best series in its representation of nonwhite and minority persons. The large number of blacks in this series demonstrates that pressure against textbook publishers can have some effect.

However, it is disappointing to note that publishers have not yet made the same effort with regard to women. Although this series has the largest percentage of females in pictures, still two out of every three are male. Once we move away from the home, we find that women are absent from the discussion of history, government, and society. The ways of life are still portrayed as "The Ways of Man."

After studying these textbooks for two years, we cannot help but conclude that our children are being crippled by the latent messages in their textbooks. Why not examine the textbooks you use again: count the number of males and females in the first hundred pages and examine the ways in which each sex is stereotyped. We urge you to examine the textbooks yourselves because only you can change the impact that these textbooks will have on our daughters and our sons and on the next generation of adults.

The Resource Center on Sex Roles in Education has developed suggestions for what students, teachers, teacher groups, administrators, parents and community groups can do to counteract the covert messages in textbooks. These are attached for your information.

What is most sorely lacking in the textbooks, and thus most desperately needed in the classroom, is a new image of adult women and a wide range of adult role models for young girls. Both girls and boys should learn about the history of women in this country; about women's suffrage, and the current women's liberation movement and struggle for equality; and about the female heroines of our country and our world. Girls of all racial and ethnic minority groups need to understand the roles that their foremothers have played in the development of our society. What a difference it would make if young girls could point to adult women with pride—and feel that they had an exciting life ahead. This is, an imperative for our children, ourselves and our society.

<sup>1</sup> The sample was drawn from the teacher associations in each of these areas, faculty at educational and research institutions, and the publishers of textbooks mentioned as leaders in the field. In each subject area we tried to determine the books with the largest sales and usage pattern over the five-year period from 1967 to 1972.

<sup>2</sup> The consensus on the most widely used series varied greatly by discipline. In spelling there was almost complete agreement and the McGraw Hill series "Basic Goals and Spelling" was used. In science the Harcourt Brace series, "Concepts in Science" was used and in mathematics the Houghton Mifflin series, "Modern School Mathematics—Structure and Use," was analyzed. In reading two series appeared equal, and both were used in the analysis. These were Scott Foresman's series "New Basic Readers," and Ginn and Co.'s "Basic Readers—100 Edition." In social studies, we found the least amount of consensus, as the field was undergoing major change. We therefore deviated from our established pattern and chose a newer series, Harcourt Brace's "The Social Sciences—Concepts and Values," which appeared to be capturing the current market.

<sup>3</sup> Mothers, however, conform to the textbook norm of domestic women and are not active. The only women in textbooks who are active are aunts and grandmothers—women who have no children of their own or who are beyond the childbearing age—as if the textbooks have to dichotomize the role of mother from those roles which show women as active and energetic people.

## Preface

### From Biased Textbooks

Published by The Wall Foundation for the Improvement  
of Education c. 1979

Research on the images of males and females in textbooks was funded  
by a grant from The Rockefeller Family Fund

Textbooks clearly represent a powerful mechanism of providing our children with a vision of the world about them. Not only do they provide them with a vision of what the world is like, but also what is important in the world around them. Children learn about what is good, who and what is to be valued, and how they should conduct their own lives. Seldom have we given adequate attention to the messages that are subtly conveyed to children.

The past ten years have seen an increasing amount of attention being devoted to gaining an understanding of the messages of textbooks. Racial and ethnic minorities were the first to raise questions about the omission of their contributions and role in our society, and the stereotyped ways that they were presented. Women are now beginning to document the similar omissions of their contributions and role, and the negative stereotyped ways they have been presented.

The following research represents one of the most comprehensive studies of the presentation of men and women in textbooks that has been completed to date. Lenore Weitzman and Dianne Rizzo have provided an excellent analysis and description of the problem. The patterns of omission and stereotyping are clearly documented.

Documentation is not enough. Teachers, parents, students, policy makers, and other interested persons must act. Each of us can contribute to bringing about change in textbooks. A list of specific action steps is included to encourage you to accept the responsibility of helping to provide our children with textbooks that provide alternatives. Textbooks that portray the diversity of our society and the life styles of individuals. And textbooks that encourage and inspire them to develop their talents, abilities and potential in the manner that is uniquely theirs.

# Images of Males and Females In Elementary School Textbooks In Five Subject Areas

LENORE J. WEITZMAN AND DIANE RIZZO

Despite recent technological advances the textbook remains a cornerstone for our educational system. The textbook represents the official prescribed body of knowledge which the school age child is to master. It is thus an important and unique authority for a young child.

Although the primary function of textbooks is to convey information about a specific subject area, textbooks also attempt to instruct the child in ethical and moral values. They portray what is good, desirable and just. They provide the child with a vision of the future and aid him or her in establishing personal goals for the future. Thus, at the same time that a child is learning history and mathematics, books are also influencing values and aspirations. The results are that textbooks actually provide two distinct forms of knowledge to the young reader. The first kind of knowledge consists of information and skills in a specific subject. The second kind of information consists of ethical prescriptions, a vision of the good life, and the motivations and incentives to attain it.

This second type of information, what sociologists refer to as the "latent content" of textbooks, also conveys images of appropriate male and female behavior. Textbooks provide norms and standards for how men, women, boys and girls should act. This research report focuses on the latent content of textbooks: it examines and analyzes the ways the two sexes are portrayed and the types of behavior encouraged for each.

## Methodology

### 1. Age Distribution in Textbooks



The object of this research was to systematically analyze the textbooks being used in the average classrooms in the United States today in grades 1 through 6. Instead of examining the current best sellers, or the most innovative books, we sought to sample books that had been used in most schools during the past five years. In this way we hoped that our study would reflect the situation in the typical classroom in the United States, not just the avant garde in education. An expert panel of educators and publishers was consulted to determine the most widely used textbooks over a five-year period<sup>1</sup> in science, mathematics, reading, spelling and social studies.<sup>2</sup>

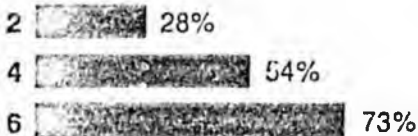
The major focus of this analysis was the textbook illustrations, as they provided a single uniform indicator with which to compare the different series. Each person in each illustration was categorized along 50 different dimensions including age, sex, race, expression, activity, and occupation. The coded data provided the basis, for a systematic analysis of the

representation of males and females, as well as the differences by grade level and subject area.

## Major Findings

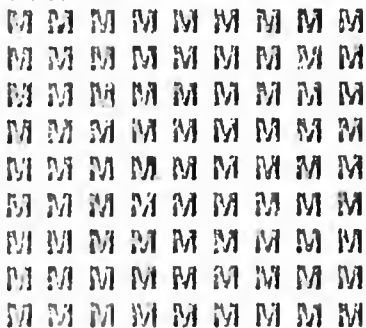
### 2. Percentage Adults by Grade Level

GRADE PERCENTAGE ADULTS



### 3. Racial Distribution of Textbook Illustrations

WHITE 6480



BLACK 640



AM. INDIAN 320



ASIAN 160

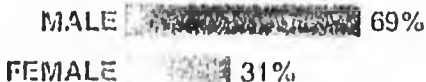


LATIN 80

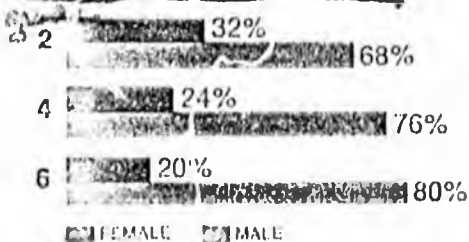


### 4. Sex Distribution in Textbooks

PERCENTAGE OF ILLUSTRATIONS



### 5. Sex Distribution by Grade Level



In examining the people in the world of textbooks, three major classifications were used: age, race and sex.

**Age** With regard to age, we found that the majority of the pictures, 57%, are children, while adults are 43% as shown in Figure 1. The large number of children in the illustrations makes it easier for a child to identify with the pictures and, therefore, to assimilate the lesson.

However, as Figure 2 indicates, the higher the grade level, the larger the percentage of adults. While adults are only 28% of the pictures in the first grade, by the sixth grade they are 73% of the total. Thus the textbook world shifts from the world of the child to the world of the adult. And, as the child grows older, he or she is also supposed to shift to adult role models—to imagine the self as an adult and to learn what behavior is appropriate for an adult.

**Race** With regard to race, we found that the textbook world is primarily a white world. As shown in Figure 3, whites are 81% of the illustrations, while only 8% are black, and even fewer are American Indian, Latin, Chicano or Asian. This underrepresentation of minorities means that the minority child is more likely to feel excluded—and will have more difficulty in identifying with the textbook characters. In addition, all children are deprived of a well-rounded picture of our society.

As with age, the proportion of minority persons changes with the grade level of the textbook. In each series the proportion of minority persons decreases as the grade level of the textbooks increases. Thus 32% of the illustrations are of minority persons in the first grade, but this decreases to 26% by the 6th grade. In math the percentage of minority persons declines from 25% to 15%; and in science from 11% to 8%. Thus with each successive year, in each series, nonwhites are increasingly excluded from the world of textbooks.

**Sex** Since women comprise 53% of the U.S. population, one might logically expect half of the illustrations to be female. However, females are only 31% of the textbook total—while males are 69%, as illustrated in Figure 4. Of the total of over 8,000 pictures analyzed, more than 5,500 are male. Males overwhelmingly predominate.

The percentage of females varies by grade level. They are 32% in the second grade but decline to only 20% by the sixth grade.

This means that by the sixth grade there are four pictures of males for every one picture of a female. The percentage of males, in contrast, increases with each grade level, as is vividly illustrated in Figure 5. As a greater proportion of the pictures become adults, women become less numerous, and by implication, less important as role models.

This declining representation of females is particularly striking in some of the series. For example, in spelling, 43% are females in the second grade, but by the time we reach the sixth grade the percentage has declined to a mere 15%. In science, it drops from 36% to 18%.

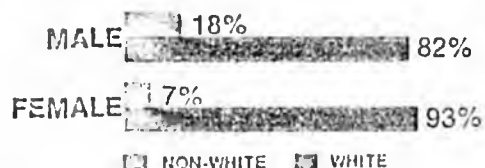
When we combine the sex and race categories, we find that minority females are doubly disadvantaged. As Figure 6 indicates, there are only half as many minority females as minority males.

In summary, the data indicate that the textbook world is a world of

451

## 6. Race by Sex in Textbooks

PERCENTAGE OF ILLUSTRATIONS



■ NON-WHITE ■ WHITE

## Images of Boys and Girls

white males, and as the textbooks increase in sophistication, with each grade level, they become increasingly adult-oriented, and women become increasingly invisible.

It is difficult to understand the impact that these pictures have on children without examining the illustrations themselves. However, several statistically significant differences in the illustrations should be noted.

In the pictures of children, there is a strong contrast between the activities of boys and girls. First, the world of boys is one of action and energy. In contrast, girls are typically shown as passive, watching and waiting for boys. Second, most boys are shown outdoors while a greater percentage of girls are shown indoors.

A third difference is in the traits encouraged in boys and girls. Boys are encouraged to be skillful and adventurous. In contrast, girls are encouraged to pursue homemaking and grooming. Throughout the textbooks girls are shown in domestic roles doing household chores, caring for others, helping their mothers, sewing, baking, mopping, making beds, dusting, and washing dishes. One message for a young girl is that she should learn to help, care for, and serve others.

Girls are also encouraged to make themselves attractive: they are shown combing their hair, trying on clothes, shopping for pretty things, sitting under the hair dryer and being rewarded for their attractiveness. It is clear that feminine success is reserved for the pretty girl.

These pictures project the message that success for girls will lie in serving, pleasing, and watching others, while success for boys will result from independence and activity. If a little girl identifies with the pictures of girls in the texts, she will be assimilating a lesson of subservience and passivity. At the same time the little boy is learning to express independence and creativity.

A fourth difference in the images of boys and girls is in their emotional expression. Girls express a much wider range of emotions. They are affectionate and often shown nuzzling and nurturing pets and dolls. Girls also frighten easily and are often shown crying. In contrast, boys almost never cry, and the young boy is taught that to be a man he must control his emotions. Thus, in the same way that girls are constrained by images which stereotype them as passive, boys are constrained by images which stereotype them as strong and silent. The textbooks thereby encourage both boys and girls to limit themselves--to be less than full human beings.

Finally, it is interesting to note that in a significant minority of the illustrations with both boys and girls, most of the action centers around boys. Boys act, and girls watch. Often the girls seem thrilled just to watch the boys perform.

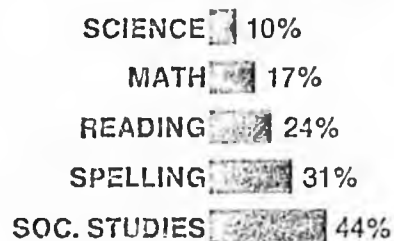
## Images of Men and Women

An examination of the images of adults in textbooks indicates that the adult world is a world of men. Men are shown in over 150 occupational roles--they are doctors, chefs, farmers, chemists, waiters, carpenters, pilots, etc. The illustrations of adult men are glamorous and exciting--and they stimulate young boys to dream about a wide range of occupational choices.

In contrast, choice is almost nonexistent for girls because the adult women in textbooks are all the same. Although adult women in our society do many things, almost all the women in textbooks are housewives.

The housewife in textbooks is hard to believe; she has little to do,

12. Percentage of Non-Whites in Textbooks  
% NON-WHITES IN ILLUSTRATIONS



## Conclusion

doors. Again the textbooks could expand rather than thwart the children's potential.

The social studies series is also unique in its presentation of racial and ethnic minorities and the attention it gives to people of other cultures. As Figure 12 shows, the percentage of minorities varies by series—from a low of 10% in science to a high of 44% in social studies. Social studies is by far the best series in its representation of nonwhite and minority persons. The large number of blacks in this series demonstrates that pressure against textbook publishers *can* have some effect.

However, it is disappointing to note that publishers have not yet made the same effort with regard to women. Although this series has the largest percentage of females in pictures, still two out of every three are male. Once we move away from the home, we find that women are absent from the discussion of history, government, and society. The ways of life are still portrayed as "The Ways of Man."

After studying these textbooks for two years, we cannot help but conclude that our children are being crippled by the latent messages in their textbooks. Why not examine the textbooks you use again: count the number of males and females in the first hundred pages and examine the ways in which each sex is stereotyped. We urge you to examine the textbooks yourselves because only you can change the impact that these textbooks will have on our daughters and our sons and on the next generation of adults.

The Resource Center on Sex Roles in Education has developed suggestions for what students, teachers, teacher groups, administrators, parents and community groups can do to counteract the covert messages in textbooks. These are attached for your information.

What is most sorely lacking in the textbooks, and thus most desperately needed in the classroom, is a new image of adult women and a wide range of adult role models for young girls. Both girls and boys should learn about the history of women in this country; about women's suffrage, and the current women's liberation movement and struggle for equality; and about the female heroines of our country and our world. Girls of all racial and ethnic minority groups need to understand the roles that their foremothers have played in the development of our society. What a difference it would make if young girls could point to adult women with pride—and feel that they had an exciting life ahead. This is an imperative for our children, ourselves and our society.

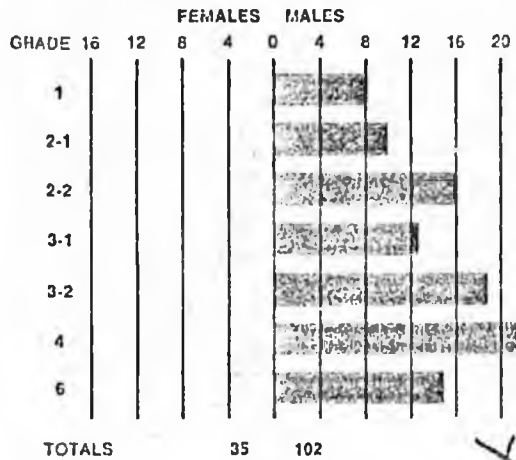
<sup>1</sup> The sample was drawn from the teacher associations in each of these areas, faculty at educational and research institutions, and the publishers of textbooks mentioned as leaders in the field. In each subject area we tried to determine the books with the largest sales and usage pattern over the five-year period from 1967 to 1972.

<sup>2</sup> The consensus on the most widely used series varied greatly by discipline. In spelling there was almost complete agreement and the McGraw-Hill series "Basic Goals and Spelling" was used. In science the Harcourt Brace series, "Concepts in Science" was used and in mathematics the Houghton Mifflin series, "Modern School Mathematics—Structure and Use," was analyzed. In reading two series appeared equal, and both were used in the analysis. These were Scott Foresman's series "New Basic Readers," and Cinn and Co.'s "Basic Readers—100 Edition." In social studies, we found the least amount of consensus, as the field was undergoing major change. We therefore deviated from our established pattern and chose a newer series Harcourt Brace's "The Social Sciences—Concepts and Values," which appeared to be capturing the current market.

<sup>3</sup> Mothers, however, conform to the textbook norm of domestic women and are not active. The only women in textbooks who are active are aunts and grandmothers—women who have no children of their own or who are beyond the childbearing age—as if the textbooks have to dichotomize the role of mother from those roles which show women as active and energetic people.

lems. Despite the Equal Pay Act of 1963 we found math problems in which girls were paid less than boys for the same work. It would be hard to imagine a textbook publisher allowing this example if a black boy was being paid less than a white boy.

11. Males and Females in Story Titles  
Reading Series



**Reading** In the reading series, story titles provide a good indicator of the relative importance of males and females. Boys predominate in every grade. In Figure 11, we see that in total, there are 102 stories about boys, while only 35 are about girls. When we examine the stories, we find that even the female heroines reinforce the traditional female roles. For example, Kirsten, the heroine of a third-grade story, surprises the girls who have rejected her by making Danish cookies and having the most popular booth at the school fair. The moral in this story is that girls can succeed by cooking and serving others.

But Kirsten slights herself and the very skill that has earned her favor. She says: "It's easy; even I can do it and you know how stupid I am." Thus, even when girls succeed, they tend to deprecate themselves.

In contrast, boys show a great deal of confidence and camaraderie. Among both boys and men, male pride and male bonds are very strong.

In the reading textbooks there are two kinds of roles in which females predominate. Although they are only a small percentage of the pictures, they are significant. First, more women than men are shown as mean or evil characters. It is women who are overrepresented among the witches and villains of the textbooks. By representing evil characters as women, the textbooks further reinforce the secondary status that women are accorded.

The second role in which there are more females than males is among people who are shown as clumsy or stupid, and as the foolish objects of a joke.

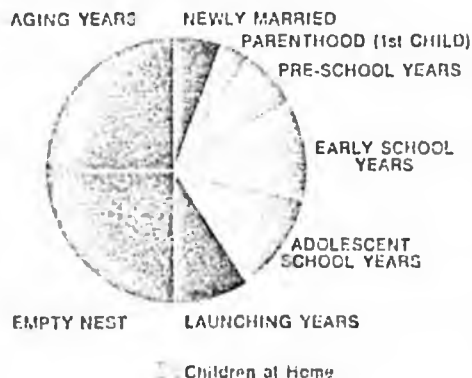
**Spelling** The antagonism toward women is even more pronounced in the spelling series. In the early spelling books the vowels are shown as females and the consonants are shown as males. Although one might expect statements about how necessary vowels are, or how we can't make words without them, instead the female vowels are treated in an antagonistic and derogatory manner. In the dialogue women are yelled at, kicked out, pushed around, used as puppets, and told to shut up.

**Social Studies** The last series, social studies, is unique in several ways. It is the only series with a strong family orientation, and it has the largest percentage of females. Here, mothers are shown as skillful, and they play an important role in passing on their cultural tradition to their daughters. There are many pictures of mothers in other cultures teaching their daughters specific skills.

The social studies series is also unique in its presentation of men in a parental role. There are many warm and tender pictures of fathers and sons; fathers instruct their sons in specific vocational skills—as well as in the ways of life.

*But* Although we applaud these pictures of fathers and sons, it should be noted that fathers teach their sons—but not their daughters. Similarly, mothers teach only their daughters. Thus, once again boys learn vocational skills and girls learn domestic skills. Because of the two sexes are segregated, and each sex learns a limited range of skills, traditional sex roles are perpetuated. Today, boys need to learn to manage in the home and to be parents, and girls need to learn about vocations and the out-

### 7. Married Woman's Adult Years



everything goes smoothly, and she is always happy and calm. The reality and difficulties of managing a household (juggling the demands of husband, children, cleaning, cooking, shopping, laundry, entertaining, book-keeping) and the many important volunteer activities of housewives should be discussed so that both boys and girls can understand their mother's complicated role.

Although the textbook housewife seems artificial, the image of *mothers* in textbooks is consistently positive—in fact, it is the most positive female image in textbooks.<sup>3</sup> Mothers are appreciated and loved and there is a very warm and happy bond between mothers and their children. The problem is that motherhood is presented as the *only option* for girls—motherhood is shown as a full-time lifetime occupation. But, in reality, as Figure 7 shows, the average woman in the U.S. spends only one-third of her adult years raising children. Most women will want to work outside the home—or will have to work because of economic necessity—in the other two-thirds of their adult years. If our daughters are told to think only of motherhood in their futures, they will not develop the skills they will need for two-thirds of their lives.

Today, 40% of the United States labor force is female. In fact, 90% of all women in this country work outside their home at some point in their lives. One of the most frustrating experiences of working women is discovering too late that they don't have the skills or training they need for the jobs they want—or the jobs that pay well. And yet, the textbooks are encouraging the same mistake in our daughters. It is totally inaccurate to portray motherhood and work as mutually exclusive. Most girls will want both. The educational system is thwarting and simply *cheating our daughters* if it doesn't provide them with the skills and aspirations for both.

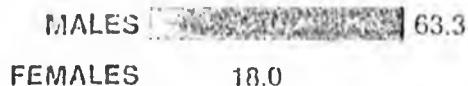
Although most textbook women are confined to their homes, a few are shown working. They are teachers, librarians, sales clerks and nurses. Thus, girls' occupational choices, when they exist at all, are severely limited.

In contrast, by providing boys with over 150 occupational choices, the textbooks encourage young boys to imagine themselves in a wide variety of roles—and to dream of becoming anything from a laborer to a doctor.

While boys learn that an exciting future awaits them, the implicit message may also be a heavy responsibility. It is clear that men *must* have jobs. In fact, all men seem to do is work. This overwhelming occupational focus—and the frenetic activity encouraged in boys—may be what leads to so many ulcers and heart attacks in adult men. As Figure 8 shows, the death rate from heart attacks among men in the prime of their lives is four times as high as it is for women—and yet the textbooks seem to be stimulating the same hyperactivity in young boys.

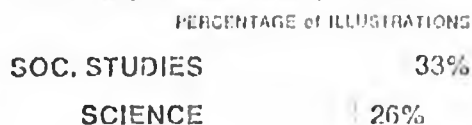
Boys who are pressured to think only of work are being constrained in the same way as girls who are told to think only of motherhood. To confine either sex to stereotyped roles is to arbitrarily restrict their individual talents.

8. Mortality Rates from Heart Disease  
AGES 25-45 DEATH RATES per 100,000



### Subject Differences

9. Percentage Female by Subject Area



There are systematic differences in the treatment that women receive in the different subject areas.

As Figure 9 shows, the percentage of women varies from a high of 33% in social studies to a low of 26% in science. These differences, although they may not appear to be dramatic, are important in understanding why children like certain subjects and want to major in them—or why, in contrast, they may feel unwelcome or excluded because of the covert

messages they receive.

**Science** In science, the most male-oriented series, three out of every four pictures are males. Throughout the science series the textbooks seem to imply that females have no place in the world of science.

For example, when we open the first grade science textbook, on the very first page we are told that we are going to learn about making things move. Immediately we learn it is boys who make things move. The next few pictures show boys riding bicycles and pushing objects. The following page contains a picture of a girl and movement, but here we find that the *wind* is propelling her balloon. It is clear she has *no control* over the movement of the balloon. The boy on the same page is *throwing* his basketball. This contrast continues throughout the series. When boys are shown, they are actively involved in experiments; looking through microscopes; pouring chemicals and experimenting. Boys control the action, and it is they who demonstrate scientific principles of motion, growth, energy and light.

In contrast, when girls are shown, they observe. They are shown smelling soap and perfume, and looking at rocks, thermometers and their sunburns. In some pictures girls are used as the objects of experiments, being injected or having balls thrown at them.

Adult women fare even worse than girls do in the science series. As Figure 10 shows, while girls are only 20% of the total illustrations, adult women are a mere 6%. In some grades, such as the 2nd grade science book, the percentage of adult women is as low as 1%. This means that in the 2nd grade science book, there are no adult women in 99 out of every 100 pictures.

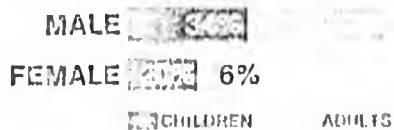
Although our knowledge of women in science is terribly incomplete—because of the burdens they have had in gaining recognition for their work—at a minimum the science books could mention Madame Curie or Mary Leaky. Instead, science textbooks give children the impression that no woman has—or can—play a role in building our scientific knowledge. The scientific world is presented as a masculine domain: all scientists are male, only men do scientific work. The epitome of the male prototype in science is the romantic emphasis on the astronaut. But, once again, it is only boys who are shown in astronaut costumes and in the text only boys are told to imagine that they can explore the moon.

**Mathematics** In the mathematics textbooks most males are shown as mathematically competent, but some of the females have difficulty with simple addition and are shown as baffled by counting to 3 or 20. These "dumb girl" images are not only derogatory and insulting to a girl student trying to learn mathematics—but they clearly contradict reality, for girls do better than boys in mathematics in elementary school. Adult women are also stereotyped: they deal only with math problems of dividing pies and shopping, and some are portrayed as mathematically incompetent. It seems ironic that housewives—who use so much math in balancing bank accounts and managing household budgets—are shown as baffled by simple addition.

Another feature of the mathematics textbooks is the frequent use of sex as a category for dividing people. For example, in explaining set theory, girls are set off as people who sew and cry. When sex is used as a category, girls are told that they can be classified as different—as typically emotional or domestic.

There is also strong sex-stereotyping in the examples and math prob-

10. Age and Sex in Science Textbooks  
PERCENTAGE OF ILLUSTRATIONS



exclusion of female students from auto shop, wood shop and metal shop classes. In each case, the respective school districts yielded before final judgment and consent decrees were entered. The school districts' inability to defend the discriminatory practices involved in the litigations is indicative of the lack of legal justification for those policies. Nevertheless, similar discriminatory assignment of students to vocational programs continues to exist unchallenged in many school districts.

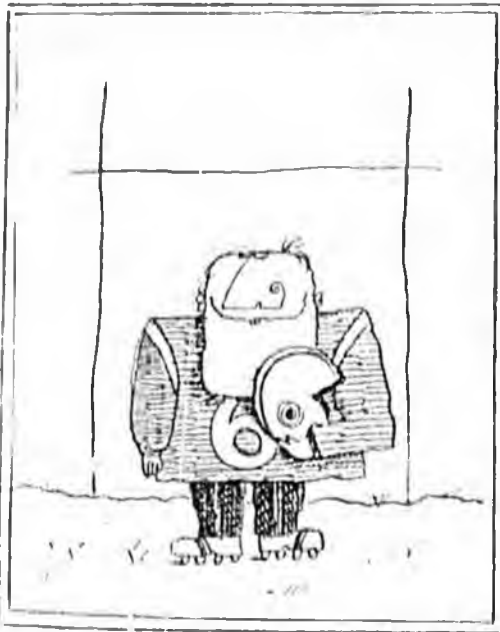
The real problem in vocational education is not that of the exclusion of women, a readily challengeable practice which was overturned in the *Sanchez, Della Casa* and *Steward* cases, but the more insidious counseling and tracking of female students into 'acceptable' vocational programs. The adoption and implementation of the HEW anti-sex discrimination guidelines will undoubtedly eliminate overt barriers to women in vocational education classes. Several approaches to the 'counseling' problem will be discussed *infra*.

## Athletics

The greatest proliferation of sex litigation in education has surrounded that long-standing practice of excluding or discriminating against female students in school athletic programs. Women have routinely been denied the opportunity to enter interscholastic athletic competition, often the avenue to lucrative college scholarships and opportunities. In other instances where women are permitted to compete, their teams are often financed by candy sales while the male athletic teams are supported by generous allocations in the school budget.

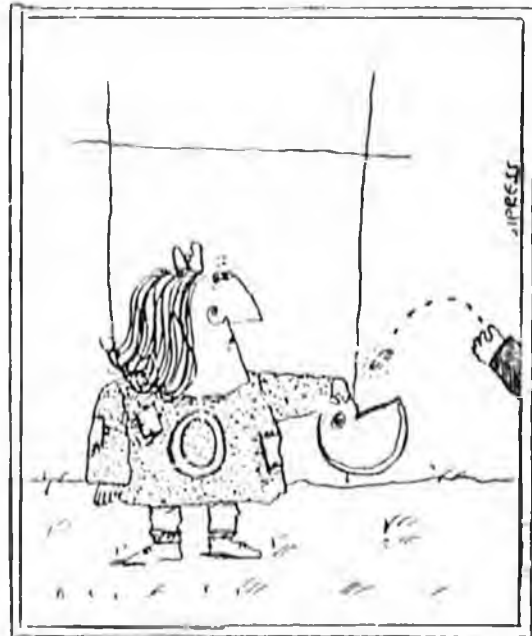
The existing structure of providing impressive athletic programs for male students while providing female students with either no programs or token programs is highly vulnerable to legal challenge. Challenges to such discrimination have generally fared well in the courts, particularly where the athletic competition involved is a non-contact sport such as skiing<sup>11</sup> or golfing<sup>12</sup>

CENTRAL HIGH SCHOOL  
BOY ATHLETE OF THE YEAR



ROCKY SMITH COLLECTED 15 VARSITY  
LETTERS FOR THE BOYS' TEAMS THIS YEAR  
AND A FULL ATHLETIC SCHOLARSHIP TO STATE U.

CENTRAL HIGH SCHOOL  
GIRL ATHLETE OF THE YEAR



JUDY JONES COLLECTED \$17.30 CENTS  
FOR THE PURCHASE OF VARSITY LETTERS  
FOR NEXT YEAR'S GIRLS' TEAMS...

# Alaska State Legislature

## Senate

### Committee on

### Health, Education & Social Services

Charlie Parr, Chairman  
Terry Stimson, Vice-Chairman  
Vic Fischer  
Tim Kelly  
Mike Colletta

Pouch V  
State Capitol  
Juneau, Alaska 99811

465-4907  
465-4908

#### MEMORANDUM

TO: Senate HESS Committee Members

FROM: Rocky Plotnick Weller

DATE: January 30, 1981

RE: Senate Bill 99 - Prohibiting Sex Discrimination in Education

The attached packet has been prepared from a workshop, Sex Bias in Education, compiled by the Alaska Commission on the Status of Women in October, 1979. Several pages have been omitted because they are outdated. If anyone wants to see the entire packet, I have a copy.

*Rocky*

JAY S HAMMOND  
GOVERNOR



PHONE  
(907) 276-3003

STATE OF ALASKA  
OFFICE OF THE GOVERNOR

ALASKA COMMISSION ON THE STATUS OF WOMEN  
333 DENALI STREET, SUITE 850  
ANCHORAGE, ALASKA 99501

SEX BIAS IN EDUCATION WORKSHOP

COMPILED FOR ACSW BY  
KAY REESE  
OCTOBER, 1979

Boys and girls in America grow up with different lifeplans and different concepts of themselves. Sometimes, unfortunately, these ideas may greatly limit the individual's potential for growth and choice; and sometimes these limitations are based solely on sex. This kind of sex-biased training is the suspect of this workshop.

About Title IX:

In 1972, Title IX of the Federal Education Amendment forbade sex discrimination in any school receiving federal funds. It specifically addressed several areas: Sports, vocational education, counseling, and employment, and required each school district to comply with detailed guidelines.

Since that time, some Alaskan school districts have complied with Title IX by assessing the sex-fairness of their programs, by hiring a person to oversee Title IX implementation and by instituting reforms to eliminate sex bias and discrimination in their schools. On the other hand, some districts have done very little.

About HB 411:

Because much sex discrimination still exists in Alaskan schools, there is now a bill before the Alaska House of Representatives which would ban sex discrimination from the state level as well as from the federal level. A copy of this bill, HB411, is included in this packet.

The purpose of this workshop is twofold: 1) to give you a tool with which to discover whether sex discrimination and bias exist in your local school system, and 2) if so, to give you suggestions as to how to work for the passage of HB411, to eliminate that problem.

1. HB411 would cover two important areas not covered by the federal law, textbooks and curriculum.
2. Having state law expands the number of possible remedies in case of infraction. Under Title IX, the remedies are to file a complaint through the local school system, or to complain directly to the Department of Health, Education and Welfare, with the possible result that federal funds may be withheld if an infraction is found. A recent U. S. Supreme Court ruling also indicates that a citizen may sue a post-secondary school directly for civil damages if discrimination is suspected.

If the State of Alaska passed an antidiscrimination law, the citizen would have not only the above remedies, but would also be able to file a complaint with the State Human Rights Commission and to sue in state courts. Thus, the remedy would be faster and local and the school would be faced with the possibility of losing not only federal, but also state funds.

#### Before You Begin:

Many of the activities in this workshop are based on activities developed for the purpose of evaluating compliance with Title IX. While that is not the primary purpose of this workshop, Title IX materials have been used as guidelines, since many of the issues are the same. Sometimes Title IX guidelines are quoted simply to explain what ought to be the status quo in schools now.

In gathering information for this workshop, remember that your purpose is not primarily to evaluate compliance with the federal Title IX, but rather to discover whether sex discrimination exists in your schools so that you can decide whether to urge passage of HB411.

Even so, you may encounter hostility from school employees who feel that they and their values are being personally questioned. Try to emphasize that your interest is not in questioning any one person's attitudes, but in examining and learning how the school system works, so that you can decide whether a new law is needed. You may find that the very fact that your group is examining this issue will serve to point out problems to school officials and perhaps stimulate improvements.

As you participate in the workshop you may decide to interview school employees and to request certain records and statistics. Remember that access to this information is your right as a taxpayer. You are not a busybody; you are a citizen, perhaps a parent, who pays for the education of children in your community. You have a right to know how that education is being conducted.

The activities in this workshop deal with all the issues covered in HB411, but they only scratch the surface of sex bias in education. There is much more to be said about the history of sex bias, about its ramifications for both boys and girls, and about possible remedies. This workshop will not make you an expert.

### About This Workshop Packet:

The packet is divided into three main sections: introductory and background material, workshop activities, and follow-up activities.

#### I. Introduction and Background Material, pp 1-16 :

Here you will find an outline of this workshop packet, a copy of HB411, and a short summary of Title IX. Each member of the group should read this section, so as to keep the basic purpose of the workshop in mind.

II. Workshop Activities, pp 17 - 43 : These activity packets cover the five areas which would be regulated by HB411: textbooks, high school counseling, vocational education, sports, and employment.

In each activity packet you will find:

The Problem: a very brief statement of the main problem in this area.

The Goal: a simple statement of a sex-fair goal.

Finding Out: two or three activities your group can do to evaluate sex-fairness in your school.

These materials are meant to be flexible, so that your group can spend from two to twenty hours on them, depending on the number of people and amount of time you have.

If your time and numbers are short, you might assign one activity packet to each person and have that person report back to the group.

If your time and numbers allow, have the entire group deal with each activity packet so that everyone will gain more familiarity with all the problems involved in sex discrimination in schools. Some exercises, such as interviews, can easily be done by one person and then shared with the group; some exercises, such as the textbook evaluations and the analyses of information, can well be done by each group member.

However you decide to allot the work within your group, be sure to set aside time to discuss each subject after the paperwork is done.

Notes: At the end of each packet is a brief attachment, usually a copy of some new material which attempts to be sex-fair or encouraging to women.

#### III. Implementation and Contact List, pp. 44-51 :

After you have completed the workshop activities and have come to some conclusions about your school system, you may decide to press for passage of HB411. This section details a step-by-step procedure for doing this. Also in this section you will find a list of people who will be able to give you information about your schools, or who are in a position to influence passage of HB411.

#### Why Another Law?

It may occur to you or to some of the people you contact to wonder why the state of Alaska needs a sex-fairness law, when the federal Title IX already exists. There are two reasons:



## SUMMARY OF THE REGULATION\* FOR TITLE IX EDUCATION AMENDMENTS OF 1972

*Title IX of the Education Amendments of 1972 says:*

***"No person . . . shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program or activity receiving federal financial assistance. . . ."***

With certain exceptions, the law bars sex discrimination in any academic, extracurricular, research, occupational training or other educational program (preschool to postgraduate) operated by an organization or agency which receives or benefits from federal aid. Exempted from the provisions of Title IX are schools whose primary purpose is training for the U.S. military services or the merchant marine and educational institutions controlled by religious organizations whenever compliance with Title IX would be contrary to their religious beliefs. In addition, the "Bayh Amendment" to Title IX exempts the membership policies of the Girl and Boy Scouts, the YMCA and YWCA, Campfire Girls and other single sex "youth service organizations" whose members are chiefly under age 19. This special exemption does not apply to recreational youth groups such as Little League. Also exempted by the amendments are university-based social fraternities and sororities.

Basically, the regulation for Title IX falls into five categories: general matters related to discrimination on the basis of sex, admissions, treatment of students once they are admitted, employment and procedures.

The following summary was adapted by PEER from a summary prepared by the Resource Center on Sex Roles in Education of the National Foundation for Improvement of Education.

---

\*45 CFR Part 85. The text appears in the *Federal Register*, June 4, 1975, page 24128. Copies are available from the Director, Office for Civil Rights, U.S. Department of Health, Education and Welfare, 330 Independence Ave., SW, Rm. 3239, Washington, D.C. 20201.

---

PEER, the Project on Equal Educational Rights, is a project of the NOW Legal Defense and Education Fund. Funded by the Ford Foundation to monitor or enforcement progress under federal law forbidding sex discrimination in education, 1029 Vermont Avenue, NW, Suite 600, Washington, D.C. 20005. Project Director: Holly Knox. Associate Director: Ciella Steele. Staff: Robin Gordon, Mary McKenzie, Chris Pusnock, Lynda Weston.

---

This material may be reprinted without permission, as long as credit is given to PEER as the source.

If, however, after completing this workshop, you become convinced that sex bias does exist in your schools, and you can point to specific examples, you may find that you know more about the subject than many people do. There is a widespread feeling that sex bias in education, if it ever existed, is a thing of the past. You will be in a position to offer proof that this is not true, and to share that information with people who have the power to affect the future of our children.

TITLE IX, PLER SUMMARY (cont.)

TREATMENT OF STUDENTS —

§ 86.31 - 86.42

General Coverage — § 86.31

Although some schools are exempt from coverage with regard to admissions, all schools must treat their admitted students without discrimination on the basis of sex. Briefly, the treatment of students section covers courses and extracurricular activities (including student organizations and competitive athletics), benefits, financial aid, facilities, housing, rules and regulations (including rules of appearance), and research. A student may not be limited in the enjoyment of any right, privilege, advantage or opportunity based on sex.

The regulation forbids a recipient to aid or perpetuate sex discrimination by providing "significant assistance" to any agency, organization or person which discriminates on the basis of sex in providing any aid, benefit or service to students or employees (with some exceptions, including the membership policies of social fraternities and sororities, Boy and Girl Scouts, YMCA and YWCA). (Significant assistance may include the provision of a facility or faculty sponsor.)

Situation 5

Housing and Facilities — § 86.32 and 86.33

Institutions may provide housing separately for men and women. However, housing for students of both sexes must be as a whole:

- proportionate in quantity to the number of students of that sex that apply for housing, and
- comparable in quality and cost to the student.

Institutions may not have different housing policies for students of each sex (for example, if a college allows men to live off campus, it must allow women too).

Toilets, locker rooms and shower facilities may be separated on the basis of sex, but these facilities must be comparable for students of both sexes.

Rights to privacy are protected.

Courses and other Educational Activities —  
§ 86.34 and 86.35

Courses or other educational activities may not be provided separately on the basis of sex. An institution may not require or refuse participation in any course by any of its students on that basis. This includes physical education, industrial, business, vocational, technical, home economics, music, and adult education courses.

Situation 1

However, sex education is an exception: portions of elementary and secondary school classes dealing with human sexuality may be separated by sex.

Again, rights to privacy are protected.

In physical education classes, students may be separated by sex within coeducational classes when playing contact sports. Contact sports include wrestling, rugby, ice hockey, football, basketball, and any other sport "the purpose or major activity of which involves bodily contact."

Recipients must end single sex physical education classes "as expeditiously as possible," but elementary schools have until July 21, 1976, to comply fully. Secondary and post-secondary institutions must comply fully with this requirement by July 21, 1978.

## TITLE IX, PEER SUMMARY (cont.)

### GENERAL PROVISIONS — § 86.3 - 86.9

Each recipient of federal education aid must evaluate its current policies and practices to determine whether they comply with Title IX. Each recipient must then take whatever steps are necessary to end discrimination. Institutions must keep a description of these steps on file for three years, and they must complete the evaluation and steps to overcome the effects of bias by July 21, 1976.

The regulation also requires that recipients adopt and publish grievance procedures to resolve student and employee complaints alleging discrimination prohibited by Title IX. (Victims of discrimination are not required to use these procedures — they may file a complaint directly with the U.S. Department of Health, Education and Welfare.)

Recipients (for example, a school district, state education agency, or university) must appoint at least one employee to coordinate its efforts to comply with Title IX.

The regulation requires recipients to notify students, parents, employees, applicants, unions and professional organizations that they do not discriminate on the basis of sex. Students and employees must be told how to contact the employee coordinating Title IX compliance efforts.

By Oct. 21, 1975, recipients were required to issue this notice in the local press, student and alumni newspapers, and by a letter sent directly to students and employees. After that, all announcements, bulletins, catalogs and applications must contain a notice.

### ADMISSIONS — § 86.21 - 86.23

The regulation bars sex discrimination in admissions to certain kinds of institutions: those of vocational, professional, graduate, and public coeducational undergraduate institutions. Admissions to private undergraduate institutions are exempt, including admissions to private, undergraduate professional and vocational schools. HEW will look at the admissions practices of each "administratively separate unit" separately.

Specifically, the regulation bars limitations (i.e., quotas) on the number or proportion of persons of either sex who may be admitted, preference for one sex, ranking applicants separately by sex, and any other form of differential treatment by sex.

The recipient may not use a test or other criterion for admission which adversely affects any person on the basis of sex unless the test or criterion is shown to predict successful completion of the educational program, and unbiased alternatives are not available. Also prohibited are rules concerning parental, family, or marital status of students which make distinctions based on sex; discrimination because of pregnancy or related conditions; and asking an applicant's marital status. Recipients can ask an applicant's sex if the information is not used to discriminate.

The recipient must make comparable efforts to recruit members of each sex, except when special efforts to recruit members of one sex are needed to remedy the effects of past discrimination.

Implementation is laid out in clearer detail in the "AAC Partial List of Actions"

Grievance procedures are required at the school/district level.

## TITLE IX, PEER SUMMARY (cont.)

There are exceptions for athletic scholarships and single-sex scholarships established by will or trust.

**Athletic scholarships.** An institution which awards athletic scholarships must provide "reasonable opportunities" for both sexes, in proportion to the number of students of each sex participating in interscholastic or intercollegiate athletics. Separate athletic scholarships for each sex may be offered in connection with separate male/female teams to the extent consistent with both the section on scholarships and the section on athletics (86.-41).

**Scholarships for study abroad.** The regulation exempts discriminatory student assistance for study abroad (such as Rhodes Scholarships), provided that a recipient which administers or helps to administer the scholarship awards makes available similar opportunities for the other sex. (86.31(c)).

**Single sex scholarships.** An institution may administer or assist in the administration of scholarships and other forms of student financial aid whenever a will, trust, or bequest specifies that the aid can only go to one sex, as long as the overall effect of making sex-restricted awards is not discriminatory.

To ensure this, institutions must:

- select financial aid recipients on the basis of nondiscriminatory criteria, not the availability of sex-restricted scholarships;
- allocate sex-restricted awards to students already selected in such a fashion; and
- ensure that no student is denied an award because of the lack of a sex-restricted scholarship.

### Student Health and Insurance Benefits — § 86.39

Student medical, hospital, accident or life insurance benefits, services or plans may not discriminate on the basis of sex. This would not bar benefits or services which may be used by a different proportion of students of one sex than of the other, including family planning services.

Any school which provides full coverage health services must provide gynecological care.

### Marital or Parental Status — § 86.40

The regulation bars any rule concerning a student's actual or potential parental, family, or marital status which makes distinctions based on sex.

A school may not discriminate against any student in its educational program, including any class or extracurricular activity, because of the student's pregnancy, childbirth, false pregnancy, miscarriage, or termination of pregnancy, unless the student requests voluntarily to participate in a different program or activity.

If a school does offer a voluntary, separate education program for pregnant students, the instructional program must be comparable to the regular instructional program.

A school may ask a pregnant student to have her physician certify her ability to stay in the regular education program only if it requires physician's certification for students with other physical or emotional conditions.

At this time, elimination of discrimination is being defined as "providing reasonable opportunities."

Situation 2

## TITLE IX, PEER SUMMARY (cont.)

Choruses may be based on vocal range or quality and may result in single-sex or predominantly single-sex choruses.

Local school districts may not, on the basis of sex, exclude any person from:

- any institution of vocational education;
- any other school or educational unit, unless the school district offers that person courses, services and facilities which are comparable to those offered in such schools, following the same policies and admission criteria.

### Counseling — § 86.36

A recipient may not discriminate on the basis of sex in counseling or guiding students.

Whenever a school finds that a class has a disproportionate number of students of one sex, it must take whatever action is necessary to assure that sex bias in counseling or testing is not responsible.

A recipient may not use tests or other appraisal and counseling materials which use different materials for each sex or which permit or require different treatment for students of each sex. Exceptions can be made if different materials used for each sex cover the same occupations and they are essential to eliminate sex bias.

Schools must set up their own procedures to make certain that counseling and appraisal materials are not sex-biased. If a test does result in a substantially disproportionate number of students of one sex in a course of study or classification, the school must take action to ensure that bias in the test or its application is not causing the disproportion.

### Student Financial Aid -- § 86.37 and 86.31(c)

The regulation covers all forms of financial aid to students. Generally, a recipient may not, on the basis of sex:

- provide different amounts or types of assistance, limit eligibility, apply different criteria, or otherwise discriminate;
- assist through solicitation, listing, approval, provision of facilities, or other services any agency, organization or person which offers sex-biased student aid;
- employ students in a way that discriminates against one sex, or provide services to any other organization which does so.

If all sopranos turn out to be girls, its OK to have an all-girl soprano section; and so on.

### Situation 4

This is a strongly worded section: no exceptions or exemptions.

This is not an "exception": Its purpose is to eliminate sex bias.

## TITLE IX, PEER SUMMARY (cont.)

### EMPLOYMENT — § 86.51 - 86.61

#### General Provisions — § 86.51 - 86.55

All employees in all institutions are covered, both full-time and part-time, except those in military schools, and those in religious schools to the extent compliance would be inconsistent with the controlling religious tenets.

In general, the regulation prohibits: discrimination based on sex in employment, recruitment, and hiring, whether full-time or part-time, under any education program or activity which receives or benefits from federal financial aid. It also bars an institution from entering into union, employment agency, or fringe benefit agreements which subject individuals to discrimination.

An institution may not limit, segregate, or classify applicants or employees in any way which could adversely affect any applicant's or employee's employment opportunities or status because of sex.

The regulation prohibits sex discrimination in all aspects of employment, including employment criteria, advertising and recruitment, hiring and firing, promotion, tenure, pay, job assignments, training, leave, and fringe benefits.

If the institution is found to have practiced sex discrimination in recruitment or hiring, however, it must recruit members of the sex against which it has discriminated to overcome the effects of past discrimination.

#### Fringe benefits — § 86.56

Fringe benefit plans must provide *either* for equal periodic benefits for male and female employees *or* equal contributions for both sexes. Retirement plans may not establish different retirement ages for employees of each sex.

#### Marital status and pregnancy — § 86.57

An institution may not apply any employment policy concerning the potential marital, parental or family status of an employee or employment applicant which makes distinctions based on sex.

In addition, it may not have policies based on whether the employee or applicant is head of household or principal wage earner in the family.

An institution may not discriminate in employment on the basis of pregnancy or related conditions. A temporary disability resulting from those conditions must be treated as any other temporary disability for all job-related purposes, including leave, seniority, reinstatement and fringe benefits. If the employer has no temporary disability policy, pregnancy and related conditions must be considered a justification for leave without pay for a "reasonable" time period and the employee reinstated to her original or comparable status when she returns from leave.

#### Effect of state and local laws — § 86.58 and 86.6

The obligation to comply with this regulation is not precluded by any state or local laws.

Situation 7

## TITLE IX, PEER SUMMARY (cont.)

Recipients must treat disabilities related to pregnancy the same way as any other temporary disability in any medical or hospital benefit, service, plan or policy which they offer to students. Pregnancy must be treated as justification for a leave of absence for as long as the student's physician considers medically necessary. Following this leave, the student must be reinstated to her original status.

### Athletics — § 86.41

**General coverage.** The regulation says that no person may be subjected to discrimination based on sex in any scholastic, intercollegiate, club or intramural athletics offered by a recipient of federal education aid.

**Separate teams and contact sports.** Separate teams for each sex are permissible in contact sports or where selection for teams is based on competitive skill. Contact sports include boxing, wrestling, rugby, ice hockey, football, basketball, and any other sport "the purpose or major activity of which involves bodily contact."

In noncontact sports, whenever a school has a team in a given sport for one sex only, and athletic opportunities for the other sex have been limited, members of both sexes must be allowed to try out for the team.

**Equal opportunity.** A school must provide equal athletic opportunity for both sexes. In determining whether athletic opportunities are equal, HEW will consider whether the selection of sports and levels of competition effectively accommodates the interests and abilities of members of both sexes. The Department will also consider (among other factors): facilities, equipment, supplies, game and practice schedules, travel and per diem allowances, coaching (including assignment and compensation of coaches), academic tutoring, housing, dining facilities, and publicity.

Equal expenditures are not required, but HEW "may consider the failure to provide necessary funds for teams for one sex in assessing equality of opportunity for members of each sex."

**Adjustment period.** Elementary schools must comply fully with the section covering athletics "as expeditiously as possible" but no later than July 21, 1976. Secondary and post-secondary institutions have until July 21, 1978, to comply fully.

### Textbooks — § 86.42

The regulation does not require or abridge the use of particular textbooks or curriculum materials.

At this time, elimination of discrimination is being defined as "equality of opportunity." This is a complicated, somewhat vague term resting heavily on the good faith of the school and district.

### Situation 3

Situation 5: State laws and guidelines may cover textbooks and materials.

Statement on Title IX -- SB 99

by Barbara Schuhmann, Chairperson

Commission on the Status of Women

January 30, 1981

Alaskans care about their families. Our children are important to us.

We want our children to grow to be independent and responsible adults able to provide both emotional and financial support for families of their own even after we are gone. We want our children to secure the training and education which will enable them to get and hold a good job with a future to it ... to aim high and dream the American dream of being all they can be-- gaining respect, prestige and honor all along the way .. perhaps even to serve their communities in position of responsibility and influence.

And yet .... if we say these same words and use the word daughter in place of children you may find the words sound a little unusual. Let's try it...

"We want our daughters to grow to be independent and responsible adults able to provide both emotional and financial support for families of their own even after we are gone. We want our daughters to secure the training and education which will enable them to get and hold a good job with a future to it ... We want our daughters to aim high and dream the American dream of being all they can be ... gaining respect, prestige and honor all along the way.. perhaps our

daughters will even serve their communities in positions of responsibility and influence." It sounds a little unusual, doesn't it? It's not that we haven't wanted the best for our daughters. It's just that we've been a little unrealistic about what the future holds in store for them.

Statistics tell us that:

- 57% of all American women between 18 and 64 are in the work force
- Even if she marries, a woman may expect to work outside the home for 25 years .... 45 years if she remains single.
- The majority of women work because of economic need. In 1977 in the United States, nearly 2/3 of working women were single, widowed, divorced or separated or had husbands earning less than \$10,000.
- Women workers are concentrated in low paying, dead end jobs.
- On the average, a woman earns .59 cents for every dollar earned by a man.
- And yet the average woman worker is as well educated as the average man worker. Both have completed a median of 12.6 years of schooling.

How can we explain that women with the same average education as men earn so much less and cluster in such low paying jobs? The Commission on the Status of Women believes that some of the answers lie in EDUCATION.

In addition to its many goals, education prepares students for economic survival. How well a woman can support herself will be greatly influenced by her schooling. For example, advanced math in high school is required in order to enter 15 out of 20 major fields of study at the University of California at Berkeley. In one freshman class 92% of the women were prevented from entering three-quarters of the possible majors because of an inadequate background in math. Why does this happen? Caught in their own traditional stereotypes, possibly unaware of new research on sex bias, educators often perpetuate discrimination.. not with malice, but simply because that is the way it has ALWAYS BEEN DONE. Math and science have traditionally been thought of as boy's subjects. Neither teachers, nor counselors, nor parents have expected or encouraged girls to be high achievers in these subjects.

School athletics have traditionally offered boys opportunities to grow in self-discipline, team work and leadership. We have not ensured the same opportunities for our daughters. These traditional notions about girls ... what sort of studies they'll pursue, how assertive they should be, how much athletics they need, .. have colored the thinking of all of us.

In 1972 Federal Title IX was passed by the United States Congress to address many of these issues. The Commission on the Status of Women believes that Alaska needs Senate Bill 99 to supplement the provisions of Title IX, particularly in the areas of curriculum and equal employment opportunity in the schools.

The textbooks, films and other resource materials used everyday in our classrooms make a continuous statement to the students about how women and men should behave. Girls and boys see pictures of women and men doing different things, involved in different jobs... that's how they learn what they can be when they grow up. Everyone needs models to point the way to what they too can achieve and learn. How can young women aspire to be all that they can be, if they are never taught the important role women played in our history? Senate Bill 99 will address the critical issue of sex bias in curriculum where Title IX does not.

In Alaska today there is only one female school superintendent out of a total of 52. Nationally the number of women who rise from the ranks in the field of education to become administrators and policy makers is dismally low.

Not only is there inequity for employees. Students are learning that women can be teachers but they cannot handle the high level administrative jobs. Senate Bill 99 will include this critical area where Federal Title IX does not.

Title IX has not been successful in eliminating sex bias from Alaska's schools. The Commission on the Status of Women held statewide public hearings on the issue of sex bias in October, 1979, and testimony was given by teachers, parents and students which revealed that sex bias continues unchecked in many of our schools today. For instance, throughout the state there are inadequate coaches, equipment and funds for

women's sports programs. In many cases girls' teams receive hand-me-down uniforms from the boys while the boys buy handsome and impressive outfits. Often girls' teams are relegated to gym use at off hours like 10 p.m. or 6:30 a.m., so that the boys teams can practice during prime time. The State Activities Association fails to identify its expenditures by sex and so it is impossible for anyone to tell just how inequitable the situation is. But the extensive testimony the Commission has received is ample proof that the inequities exist and on a very large scale.

---

When I was preparing for today's hearing I called the Department of Education for statistics on implementation of Title IX. I was told that there weren't any. To me this is perhaps the most compelling reason for passing Senate Bill 99. How can we possibly monitor Title IX effectiveness if no statistics are available? I fully trust that if a State statute is passed requiring sex equity in the schools, the bill will have enough "bite" to see that the job gets done. There may be some sections of the bill that require further study. For instance, by requiring that small schools allow both sexes to compete for places on the same teams, the bill may actually backfire and create problems for the girls. The Commission on the Status of Women will

continue to study the bill and apprise you of any difficulties we find. In general however the Commission stands fully in support of the effort to prohibit sex discrimination. Only last Monday the Commission arranged a meeting with the Lieutenant Governor at his request. Seventeen women, representing more than 1,000 women who support SB 99, were in attendance. We feel certain that this is but a small sampling of the widespread support that exists for a bill that prohibits sex discrimination in schools.



STATE OF ALASKA  
OFFICE OF THE GOVERNOR

ALASKA COMMISSION ON THE STATUS OF WOMEN  
338 DENALI STREET, SUITE 850  
ANCHORAGE, ALASKA 99501

SUBJECT: Commission Report and Recommendations on Sex Bias in Education  
FROM: Anita Robinson, Chair, ACSW Subcommittee on Education  
DATE: January 22, 1980

The aim of the federal law and regulation, Title IX, is to define and eliminate sex bias in schools. In 1977, The Preliminary Study on the Status of Women in Alaska found serious sex bias inequities in Alaskan schools, despite the fact that sex discrimination in schools was made illegal in 1972 by Title XI of the Federal Education Amendments.

Testimony on sex bias in education submitted to the Women's Commission during open hearings in October 1972 indicated sex bias is still prevalent in most of Alaska's educational institutions. The Education Subcommittee has reviewed the testimony and other pertinent information submitted by state agencies. We have based our recommendation on this combined information.

Public Testimony (October 5, 1979)

The Title IX Coordinator, State Department of Education, stated that approximately one third of her time is spent in assisting School Districts with Title IX. There are no monies allocated through her grant for materials or workshops. She stressed the need for self evaluation and Title IX workshops for each school so that each can be made aware of its own deficiencies and the regulations of Title IX. She stated that there is a legal and moral responsibility to implement Title IX in its entirety, and that there is unequal treatment of the sexes. She stated that there is a very small percentage of women in school administration. She stated that the plight of the displaced homemaker is a direct result of sex bias in education and stressed that it is extremely important to instruct girls

in the many roles they must assume in life.

She also stated that the noncompliance of school districts is in not informing students and communities of their rights under Title IX. A grievance procedure must by law be provided (and made known to both students and the public). She stated that Title IX is a regulation that is designed to give boys and girls equal opportunity (in education). She stated that many school districts are in "paper compliance" as opposed to actual compliance.

Salary and Position Indicator: State Department of Education Computer Printout Of State Personnel Salaries by Category and Sex (September 1979):

An overview of this printout indicates:

1. The majority of classroom teachers at the elementary level are females; however, on the average, they are paid less than male elementary teachers with comparable education and positions.

2. Of the 175 principals listed, 20 are female.

3. There are no female superintendents or assistant superintendents in the State of Alaska.

4. The printout also indicates all assistant or vice principals are male. (I am assuming this is at the elementary level.)

A young woman, testifying both as a classroom teacher in Fairbanks and as immediate past President of N.E.A., Alaska stated that N.E.A. supports House Bill 411 and Title IX. She also said 13 school districts out of 52 have not done the required paperwork in the law (Title IX) which has been in effect for six years.

A person testifying on behalf of the Anchorage Education Association Women's Caucus stressed the need for Title IX and House Bill 411. She stated House Bill 411 would provide guidelines for eliminating sex bias in education. She spoke of her concerns about sex and race bias in curriculum and related her problems in the areas of athletics, (i.e. unequal equipment, gym time, etc.). She stressed the need for state enforcement of Title IX.

A coach from Kenai testified that the Alaska High School Activities Association is totally dominated by males. He said the vast majority of coaches of female sports are male. He stated that 90% of cheerleading coaches are female, while 80% of sponsors of student councils are male. He gave a vivid

description of two incidents of sex discrimination he had observed: (1) Girls' teams given boys' old track suits while boys' teams received new suits and (2) boys' athletic training always taking place near the boys' locker rooms while girls' training was not convenient to facilities. He said he supported Title IX; however, he felt that it was not strong enough.

He was not only concerned with the rights of females in school activities but also with the rights of males. He told of one coach who would not allow male students to try out for the cheerleading team: that coach told the boys they would not be allowed to play basketball if they tried out for cheerleading.

The current President of N.E.A. Alaska, stated that his organization represented over 80% of the teachers in the state. He said they supported House Bill 411. As a school counselor in Ketchikan, he sees a definite need for state legislation similar to the federal Title IX.

Two women testified on behalf of the Parents Association. One stated that she was in support of Title IX. She also said that it is educators' responsibility to train girls to become women, wives, and mothers and to train them in a profession or occupation as well as to train boys to become men, fathers, husbands and to work well in an occupation or profession.

The second parent representative said she agreed with much of what had been said. She stated that she didn't think that we should expect a 50/50 split between men and women in responsible administrative positions because many women choose to stay home and be homemakers and are not in the work force while men are basically always in the work force.

A female accountant, testifying on her own behalf, urged that money be found for statewide workshops to bring about change in attitudes in the area of sex equity in education.

There was numerous testimony given (written, teleconference, and direct) on the lack of a comprehensive four year home economics program at the University of Alaska.

Testimony was also given on the lack of educational opportunities for women at the Ridgeview Correctional Center.

#### Recommendations:

After extensive study at this and other information submitted to the Commission on the subject of sex bias in education, it is the recommendation of

the subcommittee that:

1. House Bill 411 be passed as written.
2. State funds be allocated for workshops and media programs and announcements on sex bias in education so that:
  - (a) the public and educators will be able to recognize sex bias, and
  - (b) educators will be familiar with the stipulations of Title IX and House Bill 411.

\* \* \* \* \*

A D D E N D U M

The following recommendations were developed as a result of the Black Women's Conference Report, January, 1980. The report was prepared for the Commission to provide input on the concerns of Black women in Alaska. In the future the Commission plans to sponsor such reports from a wide variety of women's groups throughout the state.

Black women in Alaska are attempting to cope effectively with a dual discrimination system. These women are experiencing political, social, financial, and educational inequities because they are both Black and female.

To help remedy educational inequities, it is the recommendation of the education subcommittee that:

1. Educational institutions review existing tests which determine academic achievement levels (and are usually white male oriented) for biases which may be detrimental to Black females.
2. A realistic and extensive career orientation program addressing both traditional and nontraditional career fields and job seeking skills be established at the secondary level for young Black females.
3. An increased number of qualified Black females be moved into administrative positions and appointed to education committees.
4. More Black female counselors and teachers be employed to serve as both positive role models for young Black females and assist students with academic and self-concept problems.
5. The community college in Anchorage make the Black public aware of its cooperative education program challenging testing, and other incentive programs so that Black females can gain college credits for job experience.
6. High schools and the University of Alaska collect and compile data on Black female students on an annual basis. This information should include: (1) number of Black females admitted, (2) number graduated, (3) drop-out rate, (4) employment follow-up, and (5) status of females after at least three years.

# *League of Women Voters of Alaska*

January 27, 1981

TO: Mr. Chairman and Members of the Committee  
From: Margaret E. Holland, League of Women Voters of Alaska  
Subject: SB 99 - Title IX

The League of Women voters urges prompt passage of SB 99 which would bring the commitment and enforcement of the Federal Title IX law to a state and local level. The League has a strong national position aimed at action to achieve equal rights for all regardless of race or sex, and to provide equal access to quality education.

The League of Women Voters believes that access to a sexually unbiased education is a crucial first step toward economic independence for women. Today women earn 59 cents for every one dollar earned by men. Women continue to be channeled into female type fields such as health professions and education. Women are welcome in these fields as long as they remain in the low paying professions i.e. nurses and grade school teachers. We are all aware that male intensive occupations such as truck drivers, auto mechanic and administrators earn twice as much as female intensive occupations such as clerks, secretaries and nurses.

We rely on schools to prepare our children for a place in society and to the extent that public schools continue to treat young women as second class citizens, inferior to their male classmates and less worthy of educational stimulation which will prepare them for non-traditional jobs, we perpetuate the system.

While great strides have been made in the last several years in the area of text book reform in Anchorage and in funding athletic programs for young women in the bush schools, these isolated incidents are not enough and are not uniformly practiced throughout the state. Without the state enabling legislation provided for in SB 99, we can expect schools to turn a cold shoulder to educational equality when it becomes convenient to do so, or when it becomes expensive. SB 99 will provide the Board of Education with authority to withhold state funding to schools which do not implement Title IX, this is a particularly important provision of the bill which we support.

The League urges this committee to support Senate Bill 99, to pass the bill out of committee with a recommended due pass.

I am Claire Strand from Petersburg. I have lived in Alaska for 44 years. I have taught in the Petersburg school in 1st, 4th, 5th, 7th grades and special ed for 27 years. I retired last May.

The revised S.B.99 should be passed in its entirety.

Although Title IX has corrected most of the inequities in the field of sports, the gains made need to be protected so they are not lost. There are definitely discriminations in the area of employment in education. The small percentage of female administrators in Alaska proves this.

Girls must be counselled that practically all vocational fields and careers are open to them; that part at least of their adult life will be spent in gainful employment even though they elect to become homemakers; that they must train for challenging, interesting, and lucrative jobs to accord with their abilities.

Course offerings must be open to both boys and girls in all areas, and inequities must be corrected. For instance, in Petersburg boys are required to take home ec so there is no stigma attached, but the girls are not required to take shop. An equal shop course should be required of girls in order to introduce these areas to them without stigma.

The influence of curriculum, textbooks, and instructional materials is insidious, real, and continuous. A new 1st grade reader shows boys riding on bikes, skateboards, and girls dressed prettily sitting on benches watching them. A grammar book in sophomore English has page after page of samples of girls as nurses, secretaries, clerks, housekeepers, and boys as doctors and managers. A vocational education book and workbook published in 1975 is blatant. Here are samples from that workbook. Of only five illustrations with females in them, three show them as sex objects, one as a secretary, one as clerk, one as a mother. Worse yet, the text shows males as superior. One section with 11 anecdotes of employee qualities such as honesty and initiative has 2 of girls who had good qualities, 6 of girls with unfavorable traits, and 3 of boys with unfavorable traits. Another had a page of good qualities in job applicants, and they were all male.

We need to stop teaching that girls are pretty, passive, and servers while boys are bosses, aggressive, and doers. These are the ideas that are involved in much of our increasing rape and violence against women.

It is essential that the enforcement of this stay in the State Board of Education and the Department of Education as stated in the bill.

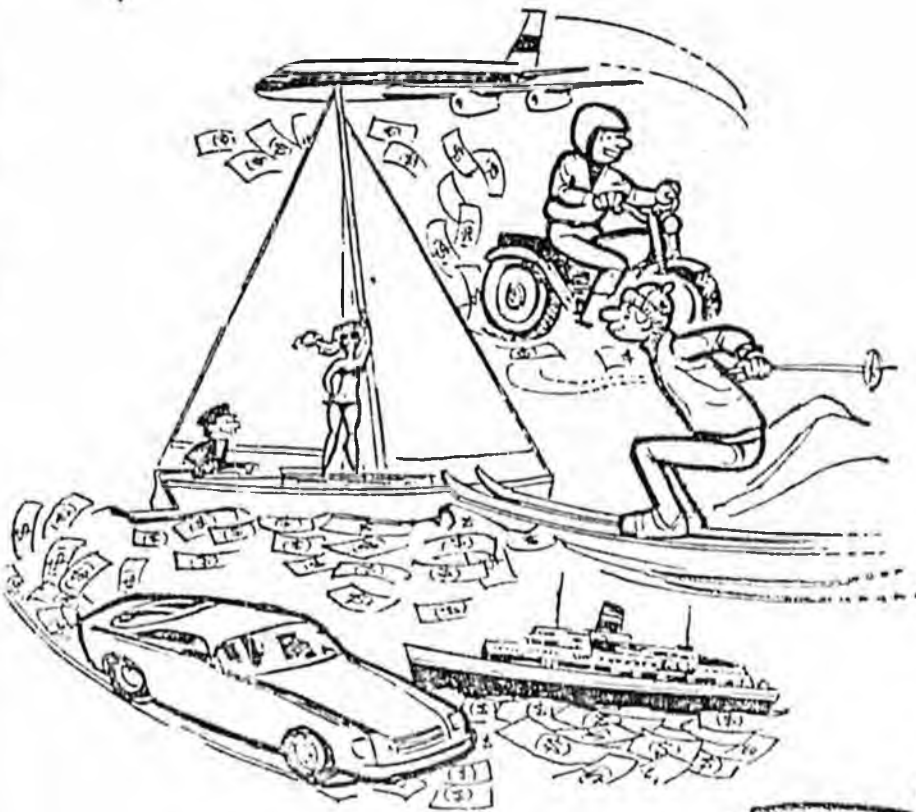


There were many more pictures of men.

It is normal to be a little nervous the first time you apply for a job.



Work done well helps develop a sense of pride.



We have more leisure time today than ever before and spend billions of dollars seeking happiness through use of that leisure time.



Is this here a hobby?

Can- important! wife & kids?



The person who feels no one cares cannot reach the goal of a happy, satisfied life.

The hobbies you enjoy should be considered when you decide upon a career goal.



surely more important than women.

To the starving person, food is the most impor.

### Influencing Others

The victim at fault

George and Karen are placement counselors in an employment agency. George is the supervisor of the counseling section, and he has developed most of the procedures for matching jobs with applicants and making referrals. Karen has shown some resentment toward following the procedures George has outlined. In fact, Karen seldom smiles or shows any interest in George as a person. During the past six months, Karen has not complimented George for his efforts; but she has

argued with George on how placement referrals are made. Karen has been studying methods of placement since she became unhappy with existing procedures nearly a year ago. She has finally developed a method which is, indeed, superior to the one now used. However, when Karen placed a carefully typed proposal for the new procedure on George's desk, he only partly read it and dropped it in his desk drawer. No further discussion on the proposed placement procedure took place.

Karen, (The victim) at fault.

Why wasn't Karen's proposal given "fair" consideration?

If you were Karen, what would you have done differently?

### Initiative

Maime, age 17, was a waitress at a Greyhound bus stop restaurant during the summer between her junior and senior years in high school. When the buses were in, all the girls were very busy waiting on customers; but after the buses left, most of the girls sat down to drink a coke, eat, or just relax. Maime never sat down on duty. She kept busy cutting up lemons for tea or filling napkin holders and salt and pepper shakers. She could always see what needed to be done, and she did it. The restaurant manager noticed her initiative and gave her a \$2 per shift raise.

### Willingness to Learn

Mary was a clerk typist in a large employment agency. She had a new typewriter which used carbon ribbons that needed changing every few days. She always asked one of the other girls in the office to change the ribbon for her, which the girls soon began to resent. Mary was unwilling to learn how to change her typewriter ribbon, because she didn't want to get carbon smudges on her hands.

### Cooperation

A number of customer complaints were made to the manager of a small department store about the poor service rendered by the sales clerks. Most of the complaints mentioned situations taking place during the hour between noon and 1 p.m. As the experienced sales clerks got their choice of lunch hours, most of them went to lunch between noon and 1 p.m. This left the newer, inexperienced girls to handle the customers during this time.

Customer traffic is particularly heavy during this time, and the manager requested all employees to be on the floor during this hour each day. Lunch hours are to be taken only between 11 a.m. and noon or between 1 p.m. and 2 p.m. Barbara had been taking her lunch hour at noon since she began working in the store six months ago. As she usually had lunch with a friend, Barbara continued leaving at noon. The manager noticed this and warned her that if it occurred again her services would no longer be needed. Barbara, thinking she had "earned" the right to a noon lunch hour, felt the manager was being unfair.

Janet, 19, was a bookkeeper for a local service station. She was recently hired for this job, and Mr. Jones, her employer decided to test her honesty. He placed 35c extra in the cash register to see what she would do about it. Janet decided to keep the 35c for herself because it was "over." She knew that she should record it in the "cash short and over" ledger, but she was dishonest. Her employer fired her. He told her that if she would take a small amount now that she might take a larger amount later.

Lyle Coats is 18. He graduated from high school three weeks ago and worked part-time as a salesperson in a bicycle shop during his senior year. His grades in school were mostly C's. He thinks that he would like to go into sales as a career but wants to attend a two-year college to meet the requirements for the university and then major in business administration. He would like to work at Carswell's for a year and a summer to save money for college. Lyle is 5' 9" tall and weighs 160. He arrived for his appointment five minutes early wearing jeans and an open-collar sport shirt. He has an outgoing personality.

Linda and Lisa are secretaries in a large corporation that manufactures

# TELEGRAM

ALASKA TELEPHONE CO. INC.

PHONE: 866-6442

JUNEAU, AK 99802

#

02217 NL ANCHORAGE ALASKA 50 02-26 2154P AST

PMS SEN PAT RODEY

1653

RECEIVED

FEB 27 1981

JUNEAU

LOWER YUKON BOARD OPPOSES SENATE BILL 99 IN ITS PRESENT FORM.

LOWER YUKON SCHOOL BOARD WOULD SUPPORT THE AMENDMENT WHICH

HAS BEEN PROPOSED BY THE ASSOCIATION OF ALASKAN SCHOOL BOARDS.

SINCERELY

LESLIE R HUNTER

CHAIRPERSON

LOWER YUKON SCHOOL BOARD

# TELEGRAM

ALASCOM, INC.  
PHONE: 485-4443  
JUNEAU, AK 99801

#

02223 NL ANCHORAGE ALASKA 50 02-26 2154P AST

PMS SEN PAT RODEY  
1659

RECEIVED  
FEB 27 1981

1981 FEB 27 AM 1 18

JUNEAU

I SUPPORT THE CONCEPT OF SENAT BILL 99 BUT NOT THE LANGUAGE  
OF PRESENT BILL. I AM SURE THE LOWER YUKON SCHOOL DISTRICT  
SCHOOL BOARD AND TEACHERS COULD SUPPORT THE ASSOCIATION OF  
ALASKAN SCHOOL BOARD AMENDMENT. SINCERELY,

WALTER E BROWN

SUPERINTENDENT

LOWER YUKON SCHOOL DISTRICT

## BPW FACT SHEET

FOUNDED: 1919

MEMBERSHIP: 165,000

CLUBS: 3,700 in all 50 states, Puerto Rico, Virgin Islands and the District of Columbia

### CONCERNS:

- To gain political and economic equity for women
- To establish ties among working women around the nation
- To promote legislative actions benefiting working women
- To participate in programs that address women's concerns
- To benefit from personal and professional development
- To achieve career goals and proficiencies through improved skills
- To support women as business and community leaders

### FUNDING:

#### Income

BPW is almost completely dependent upon membership dues for its income.

#### Expenditures

BPW's expenditures are channeled toward four major areas: (1) ERA, (2) administration, (3) services to clubs on the state and local level, and (4) the National Business Woman magazine.

The National Federation of Business and Professional Women's Clubs views the most tremendous change for women in the 70's as economic: women entered the work force at an unprecedented rate. Of all women age 16 and over, 51.6 percent now work in salaried employment, according to the Bureau of Labor Statistics (November 1980).

At the same time, women still make around 60 percent of what men make. The median income of female college graduates working fulltime year-round is lower than the median income of male high school dropouts. And nearly 70 percent of women working full-time year-round earn under \$10,000 a year.

What this means to American women is that we have shared concerns over very basic dollars-and-cents issues. BPW, which has supported the development of working women for over 60 years, welcomes unity with other women's organizations which join with us in recognizing the importance of economic issues.

BPW's top priority is ratification of the Equal Rights Amendment. Every member - 165,000 strong - contributes \$1.50 each from annual dues to support this effort. ERA will not go onto BPW's back burner with the changing Administration.

Other areas that BPW has identified as vital in building toward equality for all women in the 80's are:

1. Pay Equity. BPW is carefully examining proposals to encourage more equitable pay for work of comparable worth. Analyzing jobs according to the skill levels involved and their social contributions simply makes sense. In addition, BPW has always supported the movement of women into occupations not traditionally held by women. Apprenticeship programs and growing industries will provide new opportunities for women in the 1980's. We must carefully monitor advances made in these areas.
2. Social Security Reform and other income-related measures. The Social Security System has been in place since 1937 without substantial change, while the social, political and economic structure of American life has changed drastically. Housewives who enter the work force late, displaced homemakers, and married women who never leave the work force were not reckoned into the earlier system, and changes must occur for equity to be ensured. Long-lasting changes will likely be made in the next Congress, and women must have an important voice in these changes.

Pension programs exclude most working women. Major changes are needed in the laws governing pension programs to ensure that women have adequate protection for their retirement years.

Finally, the "marriage tax" actually penalized most married working women and their families. The new Congress is expected to act on this issue and BPW supports efforts for greater tax equity.

3. Women in Elected and Appointed Positions. While BPW recognizes and affirms the great contributions of committed male legislators to the advancement of equity for women, we also see that women must be represented in far more proportionate numbers in government at every level.

During 1980, BPW formed a Political Action Committee - BPW/PAC - to make financial contributions to federal candidates who support BPW objectives. At local levels, BPW members are frequent lobbyists on behalf of working women's issues and, increasingly, are candidates for state legislatures and other local public offices. Our ultimate goal is a United States Congress which reflects the percentage of women in the population at large; until that time, we will work unceasingly to ensure that women are given equal consideration for decision-making positions.

Sincerely,

Dorine Chancellor  
President

1980-81 NATIONAL LEGISLATIVE PLATFORM

ACTION ITEMS

Action items require a concerted effort to have bills introduced on each issue; support from members to ensure that these bills are enacted; and continuing opposition to legislative proposals which run counter to our platform.

CONSTITUTIONAL AMENDMENT

Actively work to complete the process of ratification of the Equal Rights Amendment.

Support and seek implementation of legislation that will:

ITEM 1

Secure equal treatment for women in all areas of employment, including the Congress of the United States and the armed services.

ITEM 2

Reform laws governing Social Security and pension programs to achieve equity and adequacy for women.

ITEM 3

Bring about equal treatment of women and men, regardless of marital status, in all phases of economic life, with special emphasis on reforming the income tax system and elimination of discrimination in insurance.

ITEM 4

Promote research on and prevention of all types of family violence, violence against women and provision of services to victims of such violence.

ITEM 5

Provide for the registration of all eligible women and men if Selective Service registration is implemented in the United States of America.

POLICY ITEMS

Policy items should receive Federation support.

ITEM 1

Support the ideals and efforts of the United Nations, and other international organizations in which the United States is a participant, in promoting peace and human rights.

ITEM 2

Support the strengthening of our national security and the security of all Americans, both at home and abroad, without relinquishing our basic freedoms.

ITEM 3

Support the protection and improvement of the quality of all our natural resources and environment with responsible conservation, management and development of all natural resources and energy sources.

ITEM 4

Support those resolutions adopted by the 1977 National Women's Conference at Houston which are in agreement with Federation objectives.

AREAS OF CONCERN

The following items are of concern to the National Federation. State Federations and local clubs are encouraged to actively express their support of selected items through research, study, and/or legislative activity.

The Federation will continue to monitor and if necessary take action on measures that will:

- Obtain equality of opportunity for women in all phases of education.
- Improve and expand public and private developmental child care.
- Develop and expand alternative adult care services.
- Secure equal treatment of men and women, regardless of marital status, in (a) business and personal credit; (b) property rights and other contractual agreements; and (c) inheritance and estate taxes.
- Promote research on and prevention of sexual assault.
- Obtain improved and equal treatment for men and women throughout the criminal justice system.
- Establish and/or improve rehabilitative services for those within the prison system, particularly for women.
- Reform federal statutes to permit greater political freedom for government employees while retaining protection against political coercion.
- Develop and promote services to aid displaced homemakers.
- Establish uniform child custody laws to prevent child snatching.
- Encourage the election and appointment of women who support the goals of BPW to policy-making positions.
- Prevent sexual harassment in employment.
- Support the issue of equal pay for work of comparable value.

THE NATIONAL FEDERATION OF BUSINESS AND PROFESSIONAL WOMEN'S CLUBS  
OF THE UNITED STATES OF AMERICA, INC.

THE NATIONAL LEGISLATIVE PLATFORM - - 1980-81

Explanation of Action Items

CONSTITUTIONAL AMENDMENT -- Actively work to complete the process of ratification of the Equal Rights Amendment.

BPW has actively supported passage of the Equal Rights Amendment since 1937. At this time, three more states are needed for ratification of the amendment. The deadline for ratification has been extended to June 30, 1982. In order to ensure ratification, BPW members must continue a high level of activity in both ratified and unratified states. Ratified states are encouraged to take full advantage of the sister state program to assist in the ratification effort. The strategy in ratified states includes working against candidates who oppose ERA, implementing the principles of equal rights whenever possible, and opposing any rescission movements. In unratified states, BPW members can work for passage of the Amendment through strong, consistent lobbying and education efforts, by supporting pro-ERA candidates for public office and by opposing anti-ERA candidates.

ITEM 1 -- Secure equal treatment for women in all areas of employment, including the Congress of the United States and the armed services.

BPW continues to support measures which advance the position of women in the labor force and/or ensure the enforcement of equal opportunity legislation already in existence. BPW supports Federal enforcement of equal opportunity and affirmative action standards and the principle of setting goals and timetables for achieving an equitable balance of men and women in the work force.

BPW supports legislative efforts to end discrimination against women and expand opportunities for women in all areas of employment. This includes, but is not limited to: support for part-time and flex-time opportunities in the public and private sector; increased training opportunities for women of all ages in traditional and nontraditional fields; limitations on the use of veterans' preference in civil service systems; prevention of sexual harassment in the workplace; promotion of the concept of equal pay for work of comparable value; and encouragement of women to enter traditionally male-dominated fields.

No major employer should be exempt from anti-discrimination and equal opportunity laws. Therefore, BPW supports measures that would extend legal protections against discrimination to employees of the United States Congress. BPW supports legislation that would extend coverage of all existing equal opportunity legislation, such as the Civil Rights Act of 1964 and the Equal Pay Act, to the Congress of the United States and also, supports measures that would create internal administrative procedures in the House and Senate to protect employees from discrimination on the basis of sex, race, religion, national origin, color or age.

BPW supports increased opportunities for women in the military. This includes: repeal of laws which keep women out of specific positions and inhibit their promotional potential; elimination of any military practices which tend to discriminate against women; and recognition of the valuable service women have played and continue to play in defense of our nation.

ITEM 2 -- Reform laws governing social security and pension programs to achieve equity and adequacy for women.

The social security system and most private programs fail American women both in terms of adequacy of protection and equity. As the U. S. population continues to age and more women enter and/or remain in the work force for longer periods of time, the inadequacies and inequities in current retirement systems will increase. Therefore, changes must be made to ensure that all Americans, men and women, are treated fairly with respect to retirement income programs.

BPW supports legislation, such as earnings sharing, to make the social security system more responsive to the needs of women today. Currently, there are serious shortcomings in the way that the social security system treats married working women, two-earner couples, women who interrupt their careers to fulfill traditional family responsibilities and divorced women. Under earnings sharing, payments into the social security system would be shared equally between spouses for each year of marriage. Each individual would be entitled to a primary benefit in her or his own right and each would have a separate social security account in her/his name. These individual accounts would consist of a person's earnings while single and half the couple's combined earnings while married. Earnings sharing provides a way to eliminate many of the inequities which women now face within social security.

The social security "retirement test" places a limit on the amount of money a recipient of social security can earn before losing a portion of his/her benefits. BPW supports legislation to raise these limits substantially so that they

are more realistic. Currently, the limits are \$5,000 in 1980, \$5,500 in 1981 and \$6,000 in 1982. The retirement test is set only on earned income; it has no effect on income from pensions, savings, dividends, etc.

(A working paper "Social Security and the Working Woman" which contains a more complete discussion of social security issues, is available from the Legislation Department at the National Executive Offices (NEO).)

Pensions reform is also needed if American women are to be assured of a decent standard of living in their later years. BPW supports changes in the laws governing private pension programs to make more working women eligible for pension coverage. Desirable changes include: lowering minimum vesting requirements, liberalizing breaks in service rules so that women who leave the labor force to bear and raise children would not lose all their pension rights, lowering the age of participation in pension plans and instituting portability of vested pension credits among different pension programs. BPW also supports extending tax incentives for small employers to establish pension programs for their employees and extending tax incentives for retirement savings to groups currently not covered such as homemakers and individuals whose pension protection is inadequate.

BPW supports equal treatment for women and men under pension and retirement systems. This means that women and men must have equal access to these plans, that women and men must pay equally into plans and that payments to recipients of these programs must also be equal.

(A working paper, "Pensions and the American Working Woman," is available from the Legislation Department at NEO.)

ITEM 3 -- Bring about equal treatment of women and men, regardless of marital status, in all phases of economic life, with special emphasis on reforming the income tax system and elimination of discrimination in insurance.

There are many areas of American economic life where discrimination on the basis of sex or marital status is still common. In some cases discrimination is legal; in other instances the discriminatory practices are illegal, but still quite common. This year, BPW has identified two areas -- income taxes and insurance -- for special attention.

The income tax system discriminates against as many as 54 million taxpayers because of their marital status. Under the current tax structure, single taxpayers (widowed, divorced, or unmarried) may pay up to 20 percent more in taxes than a taxpayer with a non-working spouse who files

a joint return. Married couples where both spouses work pay a "marriage tax penalty" to the government because their tax liability is greater than if they were two single persons with the same incomes. BPW supports measures which would eliminate these inequities in the Federal income tax system and treat men and women equally regardless of marital status.

(A position paper, "Marital Status and the Tax System," which explains in more detail current inequities and possible remedies in the tax system, is available from the Legislation Department at NEO.)

Insurance discrimination affects women in five major areas: disability insurance, health insurance, life insurance, property and liability insurance and annuities. Sex discrimination in insurance includes denying women the right to purchase certain types of insurance policies or options which are available to men, using different standards in deciding coverage for men and women and denying women coverage for reasons which are not applied to men. Some of the issues in insurance discrimination include: payment of higher premiums by women for the same coverage, lower benefits received by women than those paid to men for the same coverage, a longer waiting period for the payment of benefits for women, non-coverage of maternity costs and other gynecological services, marital status affecting women more than men in their application for property and liability insurance and discrimination in underwriting practices. BPW supports legislation which would make sex discrimination in insurance illegal and also supports measures which would encourage the insurance industry to adopt policies and practices that are neutral with respect to gender and marital status.

ITEM 4 -- Promote research and prevention of all types of family violence, violence against women and provision of services to victims of such violence.

Family violence includes child and elderly abuse and neglect and spousal assault (domestic violence). Violence against women includes, but is not limited to, sexual assault.

BPW supports legislation to establish and support shelters for victims of domestic violence, counseling and therapy programs for victims and offenders and programs to provide legal aid and other services to victims of domestic violence.

Programs and legislation to aid the victims of child and elderly abuse include: funding for shelters, support of counseling and therapy and funding for research programs.

Additional legislation on elderly abuse and neglect is also needed to provide social services and health and nutrition programs for elderly persons and to correct abuses in nursing homes and other health care facilities for the elderly.

ITEM 5 -- Provide for the registration of all eligible women and men if Selective Service registration is implemented in the United States of America.

BPW has supported equal rights since its beginnings in 1919. Equal rights means equal responsibilities. American women and men have equal responsibility for the protection of this country and its freedoms. In any emergency endangering the nation, the talents and abilities of all citizens must be appropriately utilized. The nation cannot afford to ignore the potential contributions of half of the population. Therefore, if a Selective Service registration is necessary to prepare for possible emergencies, it should include women and men on an equal basis.

(A working paper on "The Equal Rights Amendment and the Military," is available from the EFA office at NEO.)



# Alaska State Legislature

Senate

Judiciary Committee

Pouch V  
State Capitol  
Juneau, Alaska 99811

Official Business

March 30, 1981

Aleutian Region School District  
Technical Center  
640 West 36th Avenue  
Anchorage, Alaska 99503

Attention: Dr. Dick H. Bower  
Superintendent

Dear Dr. Bower:

Thank you for your continued interest in SB 99.

The committee spent considerable time listening to testimony on the bill, and thought it a balanced approach to the interests of the parties.

The bill is now in the Rules Committee, chaired by Senator Tim Kelly. I will forward a copy of your remarks to him for his consideration.

Sincerely,

*Pat*

Patrick M. Rodey  
Chairman

PMR/ods

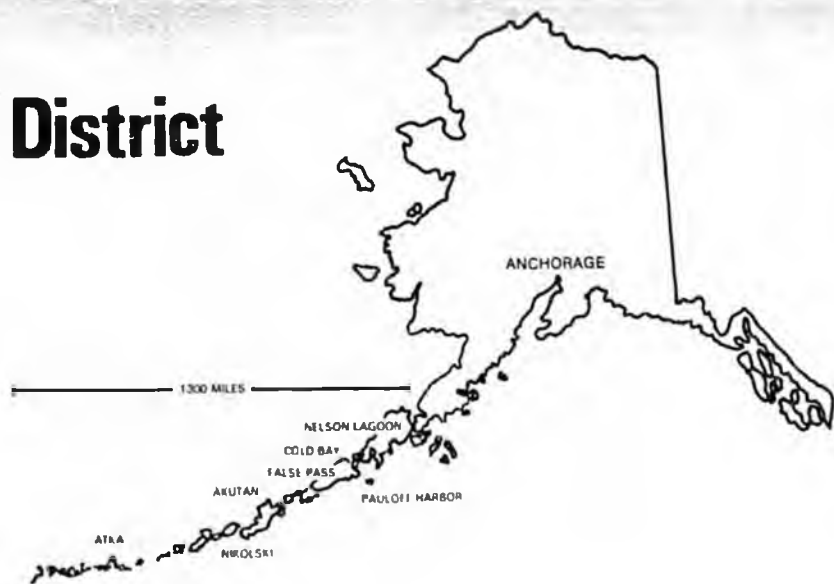
*Please look at the  
Committee substitute  
we see if it meets  
your objections.  
most of the school  
boards have endorsed  
this version.*

# Aleutian Region School District

TECHNICAL CENTER  
640 West 36th Avenue  
Anchorage, Alaska 99503  
(907) 276-0006

Dr. Dick H. Bower  
Superintendent

Board of Directors  
Sandra Roberts, President  
Cold Bay, Alaska 99571  
Clayton Brown, Clerk  
Cold Bay, Alaska 99571  
Audrey Medina  
Nelson Lagoon, Alaska 99695  
Vasha Golodoff  
Atka, Alaska 99502  
Helen Prokopioff  
Akutan, Alaska 99553



RECEIVED

MAR 27 1981

23 March 1981

Senator Patrick M. Rodey  
Pouch V  
State Office Building  
Juneau, Alaska 99811

Dear Senator Rodey:

I appreciated your sending me a copy of the Committee Substitute for Senate Bill No. 99. It does seem to be much less restrictive. One will be unable to tell just what will ultimately result, however, since the Department of Education is given a fairly broad charge and authority.

For the past several years the Department has had a sex equity position mandated and funded by Federal funds for vocational programs. Funded at the \$50,000 level annually, this should have been a means to accomplish some of the objectives of CS SB99. At least there should have been specific information available to the legislature about the degree of the problem as well as specific DOE regulations requiring some action on the part of the Legislature, if necessary. Perhaps you did have this information and I am just unaware of it.

I shall only make one specific comment in regard to Section 14.18.060. Statements such as "School boards shall use educationally sound, non-biased texts and other instructional materials as they become available," often become a serious source of misunderstanding and conflict because of the wide range of perspective and value judgements present in words like "educationally sound" and "non-biased."

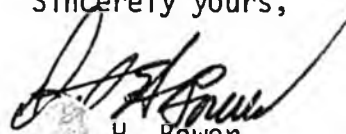
I certainly share your concern and fully support the constitutional guarantees of our nation and our state. I also agree that there have obviously been inequities in the past. I am not sure that new laws are required, however, and that thoughtful and thorough leadership and enforcement of existing laws cannot accomplish the purpose of SB 99. Please refer to the several Statements of Assurance signed by each school district and on file with the Department. I believe you will find these provide the basis for ample enforcement action.

Senator Pat Rodey  
23 March 1981

Page Two

Please do not hesitate to call upon me if I can be of any assistance on this matter.

Sincerely yours,



H. Bower  
Superintendent

DHB:sc

cc: Board Members  
Robert Greene  
Lynn Wright



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

## AGENDA

Monday, February 9, 1981

1:30 P.M. Butrovich Room

CSSB99 "An Act prohibiting sex discrimination in education in the state and implementing art. I, sec. 3 of the Alaska Constitution."

Steve Hole - Department of Education

Robert Manners - NEA-Alaska

Margret Holland - Alaska League of Women Voters

Robert Greene - Association of School Boards

Barbara Dale - Commission of the Status of Women

Susan Clark - American Association of University Women

Cliff Hartman - Alaska Council of School Administrators

Lisa McLaren - Juneau Women's Resource Center

# *League of Women Voters of Alaska*

February 9, 1981

Mr. Chairman and Members of the Committee:

My name is Margaret Holland and I represent the League of Women Voters of Alaska. The League supports Committee Substitute for Senate Bill 99 which will bring the commitment and enforcement of Federal Title IX to the state and local level. The measure would also carry out a section of the Alaska Constitution which requires that no person is to be "denied the enjoyment of any civil or political right because of race, color, creed, sex or national origin." Although prohibition against sex discrimination was added to the constitution by voters in 1972, the Legislature has never passed a law implementing this section.

The League of Women Voters has a strong national position aimed at action to achieve equal rights for all regardless of race, or sex, and to provide equal access to quality education. If we all agree that discrimination because of sex should not exist, then lets pass Committee Substitute for Senate Bill 99.

The League believes that access to a sexually unbiased education is a crucial first step toward economic independence for women. Today women nationally earn 59 cents for every dollar earned by men. Women heads of families live in poverty. The Alaska Department of Labor's May 1980 report on women in the labor force indicates that in 1979 women employed in state government earned only about 66 percent the salary that male employees earned. This has not changed in 1981, and every indication is that women are loosing not gaining in salary equalization. Sixty percent of the total female work force at both the state and national level are in service or clerical positions. Why does occupational segregation continue? National studies reveal that the choice of educational pursuit significantly influences an individual's earning ability. We rely on schools to prepare our children for a place in society and yet schools continue to treat young women as less important than their male classmates, and less worthy of educational stimulation which will and should prepare them for careers. Without self-esteem, confidence flags; with it a child gets an energy charge. The brighter a boy is, the better he expects to master a task; but the brighter a girl is, the worse she predicts she'll do. By the time that girls are in high school and college, they have lost so much faith in their problem-solving ability that they attribute their achievements to hard work or luck, while boys attribute their achievements to their basic abilities and skill. Now, I ask you, why shouldn't girls be programmed to believe in thier skills and abilities?

While great strides have been made in the last several years in the area of textbook reform in some Anchorage schools and in funding athletic programs for young women, these isolated incidents are not enough and are not uniformly practiced throughout the state. Without this state enabling legislation we can expect schools to turn a cold shoulder to educational equality when it becomes convenient to do so, or when it becomes expensive. CSSB 99 will provide the State Board of Education with authority to withhold state funding to schools which do not implement Title IX, this is a particularly important provision of the bill especially in the light of proposed legislation which would provide total state funding for schools

I'd like to be sure that my daughter will have every opportunity to be as successful as your son. I want the world to change, to believe that women are every bit as capable as men to be trained to be self supporting. I want a world which accepts women in "non-traditional" jobs as the norm and not the deviation.

You ask what you can do? Well for starters, you can pass Committee Substitute for Senate Bill 99. Then you can ask all your colleagues to support this bill as it wends its way through committee hearings and when it reaches the Senate Floor. The League of Women Voters of Alaska urges you to support Committee Substitute for Senate Bill 99. Thank you.

5

MSG 81-00003947 PRTY 1 02/09/81 10:30:23 ORIG LF00 IN= 0002 OUT= 0019  
FROM: TAMMY TO: JUNEAU INFO  
TARGET: LJH2 SUBJ: FOM PAGE 0001

---

TO: SEN. RODEY, BENNETT, HOHMAN, PARR, RAY

FR: SUSAN STITHAM, CHAIR OF N.E.A. ALASKA CAUCUS, BOX 80913,  
COLLEGE, AK 99708, . PH. 452-8413

RE: SENATE JUDICIARY MEETING ON SB 99.

N.E.A. ALASKA WOMANS CAUCUS URGES THE PASSAGE OF SB 99. THE YOUTH  
OF ALASKA NEED THIS BILL.

5

RECEIVED

FEB 17 1981

MSG 81-00004705 PRTY 1 02/13/81 17:51:47 ORIG: LA00 IN= 0017 OUT= 0072  
FROM: ROBERTA TO: JUND INFO  
TARGET: LJH2 SUBJ: POMS

PAGE 0001

TO SENATORS RODEY, BENNETT, HOHMAN, PARR, RAY RCR-ARCH 264-7000  
FROM JOYCE MANSFIELD RIVERS, ST. COORDINATOR, NOW, AK., 2741 W. 42ND PLACE,  
ANC., 99503, 248-2909

I URGE YOUR SUPPORT FOR SB 99, DESIGNATED MINI-TITLE 9, WHICH WOULD  
ELIMINATE SEX BIAS IN ALASKA'S EDUCATIONAL SYSTEM. THIS BILL WILL ASSIST  
IN ASSURING EQUALITY IN EDUCATION STATEWIDE. PLEASE VOTE IN FAVOR OF THIS  
BILL AND WORK FOR ITS PASSAGE OUT OF YOUR COMMITTEE WITH A FAVORABLE  
RECOMMENDATION.

*Conrad  
Allen*

000



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Porch V  
State Capitol  
Juneau, Alaska 99811

## A G E N D A

### SENATE COMMITTEE ON JUDICIARY HEARING

Butrovich Committee Room

1:30 p.m., Wednesday, February 25, 1981

CALL TO ORDER.

CSSB 99 "An Act prohibiting sex discrimination in education in the state and implementing art. I. sec. 3 of the Alaska Constitution."

HEARING OF SCHEDULED TESTIMONY:

Robert Greene  
Association of School Boards

Bill Brown, Counselor  
Floyd Dryden Junior High School

Professional Business Women's Club  
Claire Strand  
Joleen Whinther

Robert Cooksey  
National Education Association

Alice Bergdoll - Individual

Margaret Holland  
Alaska League of Women Voters

Barbara Dale  
Commission on the Status of Women

Susan Clark  
American Association of University Women

Steve Hole  
Department of Education

ADJOURNMENT



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

February 25, 1981

Mr. Eugene Kubina  
P. O. Box 1665  
Valdez, Alaska 996

Dear Gene:

I enjoyed our conversation today and am sorry you were not able to appear before the Committee for testimony on Senate Bill 99.

Enclosed is a draft of a Committee Substitute, and would appreciate any comments you may have.

I'll keep you informed of the progress of this Bill.

Sincerely,

Oleta D. Simmons  
Research Analyst



# NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

**JUNEAU OFFICE**  
147 SOUTH FRANKLIN #207  
JUNEAU, ALASKA 99801  
PHONE: (907) 585-3090

**ANCHORAGE REGIONAL OFFICE**  
1411 WEST 33rd  
ANCHORAGE, ALASKA 99503  
PHONE: (907) 274-0536

**FAIRBANKS REGIONAL OFFICE**  
825 COLLEGE ROAD  
FAIRBANKS, ALASKA 99701  
PHONE: (907) 456-4435

**Robert C. Manners**  
Executive Secretary  
Juneau Office

**Robert C. Cooksey**  
Deputy Executive Secretary  
Juneau Office

**James D. Alter**  
Field Staff  
Juneau Office

**Charles L. O'Connell**  
Deputy Executive Secretary  
Anchorage Office

**Dianne Anderson**  
Field Staff  
Anchorage Office

**Steve Pulkkinen**  
Field Staff  
Anchorage Office

**Mary Ann Eininger**  
Deputy Executive Secretary  
Fairbanks Office

TO: Chairman Rodey  
Members of the Senate Judiciary Committee

FROM: NEA-Alaska

SUBJECT: Senate Bill 99:  
"An Act Prohibiting Sex Discrimination in  
Education in the State and Implementing  
Article I, Sec. 3 of the Alaska Constitution"

## MEMORANDUM OF SUPPORT

NEA-Alaska strongly supports and urges passage of Senate Bill No. 99.

Data released by the Department of Education last year suggests that 25% of the Alaska school districts have not yet complied with the district self-assessment requirement of the 1972 Federal Title IX Act. As a result, problems attendant to sex discrimination continue to exist in our schools.

This bill brings the remedy for problems closer to the local level and shifts the focus from enforcement to the more important concept of affirmative action.

If we are to more effectively address the totality of the problem of sex stereotyping in Alaska's schools, and in our communities around the state, it is essential that we pass Senate Bill 99, now.

This bill is a clarification of the 1972 Federal Title IX Act, and as such it clarifies the meaning of questionable items, it makes a commitment to resolve them, and it insures a level of accountability for enforcement and implementation.

Respectfully submitted:

Robert Manners  
Executive Secretary  
9 February '981



Official Business

# Alaska State Legislature

Senate

Committee on Judiciary

Pouch V  
State Capitol  
Juneau, Alaska 99811

## MEMORANDUM

TO: Senate Judiciary Committee

FROM: Kevin Bruce

RE: CSSB 99 - Prohibiting Sex Discrimination in Education

The following materials have been submitted to the Committee for consideration of CSSB99:

- A. Fiscal Note
- B. Statement from NEA-Alaska
- C. Statement from Barbara Schumann, Commission on the Status of Women
- D. Report from Anita Robinson, Commission on the Status of Women
- E. Statement from Margaret Holland, League of Women Voters
- F. Material from Susan Clark, American Association of University Women

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

FISCAL NOTE

I. REQUEST  
 Bill/Resolution No. SB 99  
 Title Prohibiting Sex Discrimination in Public Schools  
 Requested by Senate HESS Date 1/23/81

II. FISCAL DETAIL  
 Agency Affected Education  
 Program Category Affected Boards and Commissions  
 BRU, Program, or Subprogram(s) Affected State Board of Education  
 (Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)  
EXPENDITURES (Thousands of Dollars)

	FY 81	FY 82	FY 83	FY 84	FY 85	FY 86
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
<b>TOTAL</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>

FUNDING (Thousands of Dollars)


GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Fund Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instructions, Section III)

This bill has negligible fiscal impact.

IV. DATE 1/23/81 PREPARED BY  Steve Hole  
 AGENCY Department of Education  
 PHONE 465-2800  
 Original: Legislative Finance  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named)

STATEMENT TO ALASKA ASSOCIATION OF  
SCHOOL ADMINISTRATORS

OCTOBER 15, 1980  
Fairbanks, Alaska

My name is Barbara Schuhmann. I practice law here in Fairbanks with the firm Merdes, Schaible, Staley & DeLisio. I also serve as the Vice Chair of the Alaska Commission on the Status of Women. I want to thank you and especially Commissioner Lind for allowing me time from your very busy schedule to address you.

The Commission was formed in 1978 by legislation which directed us to implement the findings of a 1977 Preliminary Study on the Status of Women in Alaska, to perform further research and make further recommendations to enhance the status of women in the state. The legislation directed us to look into four areas of concern in particular. The first listed in the law was education.

In 1977, a Preliminary Study on the Status of Women in the State was presented to the governor. That study indicated sex bias was prevalent in most of Alaska's educational institutions.

Last year, the Commission appointed a special committee on education. I am a member of that committee. The Commission as a whole has held hearings on sex bias in education by teleconference across the state, and in Anchorage. We have received public comment at our meetings in Fairbanks, Juneau, Kenai and Nome. We have also received recommendations from the Statewide Native Women's Organization in Fairbanks a Women and Poverty Conference, a Bethel Regional Women's Conference (held just last week), and a Black Women's Conference held in Anchorage.

I think I can state without exception that the right to receive fair and equitable education and employment opportunities for girls and women was prime concern voiced over and over again. There are very grave discrepancies in the sports opportunities afforded girls as compared to those

afforded boys. Girls and women should have an equal opportunity to the valuable lessons to be learned and benefits to be gained from sports participation. Vocational training is of particular concern. At last week's Bethel Conference, the suggestion was made that vocational counseling begin early on in grade school. The women here felt that high school was much too late to receive such counseling to be meaningfully prepared for the education and career one might later choose in life.

Homemakers who find themselves forced to work because of death or divorce after many years of working in their homes find they are "displaced". They did not train themselves in job skills necessary for them to support themselves and perhaps their dependent children. Sometimes the only helping hand held out is welfare. These displaced homemakers have told us that their school never really prepared them for the real facts of life:

- that 90% of all women in this country will be employed at some time in their lives;
- that 40% of the labor force is comprised of women;
- that the majority of women who work do so because of economic need;
- that even if a woman marries, she can expect to work 25 years outside her home.

Testimony taken at our hearings indicates that only about one-fourth of the school districts in the State of Alaska are in paper compliance with Title IX, which is the federal law which requires sex equity in education, under pain of losing federal funding. This brings me to my real purpose in appearing before you today.

The Commission urges you to comply with Title IX. We ask that you not only comply on paper, but that you make a real commitment to eliminate sex discrimination in the educational institutions of your respective communities. You all should have Title IX Coordinators. We ask that you support that person with the commitment he or she needs to really analyze your practices and policies and really set about to correct any shortcomings.

I want to commend you on the progress you have made to date. I see you have the first female superintendent since statehood. I commend your efforts to assist women to train to become administrators and superintendents. But your efforts to date have not been totally satisfactory, and would only earn a "D" or an "F". Because of the Commission's dissatisfaction with the status quo, we have strongly endorsed passage of a state Title IX bill.

In the last legislature, such a bill was introduced and passed the House: House Bill 411. Unfortunately, it died in the Senate. However, I can assure you we will continue in our efforts to obtain passage of such legislation. First, it would help to assure compliance with federal law and our state constitution which guarantee equality of opportunity without regard to sex in all government programs. This bill will assure sex equity in textbooks and curricula, which is not covered by federal law. Finally, a local law will assure local enforcement. Our local school boards, state school board, and if all else fails, our local courts will enforce the provisions of the bill. So, my main purpose in coming today is to ask your commitment which is reflected by more than mere paper, to equality of rights of your employees and students, regardless of their sex. If sex equity in education could be carried out, we wouldn't need further legislation.

I would also like to share with you some of the recommendations I have heard at our various meetings around the state and those which came from conferences which the Commission helped to sponsor. In addition to the problems I have already mentioned concerning lack of equitable vocational education and training programs, and counseling early enough to make a difference, I have heard the request for education and counseling in the areas of alcoholism, drug abuse, and domestic violence and abuse. These are problems facing our youngsters at earlier and earlier times in their lives. They should be taught what the real world is like, which indicates most of us will work. They should be given training that can help youngsters understand what alcoholism is, and how it affects their

families and themselves. Children who are abused are more likely to abuse their own children. Women who are battered often feel they have no alternative or resources to draw upon for help.

With the resources, tools, role models and equal educational opportunities available to both boys and girls, they will be better able to reach their full potential and contribute the maximum benefit to society. The Alaska Commission on the Status of Women is willing to work with you.



# NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

Robert C. Manners  
Executive Secretary  
Juneau Office

Robert C. Cooksey  
Deputy Executive Secretary  
Juneau Office

James D. Alter  
Field Staff  
Juneau Office

Charles L. O'Connell  
Deputy Executive Secretary  
Anchorage Office

Dianne Anderson  
Field Staff  
Anchorage Office

Steve Pulkkinen  
Field Staff  
Anchorage Office

Mary Ann Eininger  
Deputy Executive Secretary  
Fairbanks Office

JUNEAU OFFICE  
147 SOUTH FRANKLIN #207  
JUNEAU, ALASKA 99801  
PHONE: (907) 586-3090

ANCHORAGE REGIONAL OFFICE  
1411 WEST 33rd  
ANCHORAGE, ALASKA 99503  
PHONE: (907) 274-0536

FAIRBANKS REGIONAL OFFICE  
825 COLLEGE ROAD  
FAIRBANKS, ALASKA 99701  
PHONE: (907) 456-4435

TO: Chairman Parr  
Members of the Senate HESS Committee

FROM: NEA/Alaska

SUBJECT: Senate Bill 99:  
"An Act Prohibiting Sex Discrimination in  
Education in the State and Implementing  
Article I, Sec. 3 of the Alaska Constitution"

## MEMORANDUM OF SUPPORT

NEA/Alaska strongly supports and urges passage of Senate Bill No. 99.

We respectfully urge that the committee consider the language listed below as a substitute for Sec. 14.18.030. **DISCRIMINATION IN COUNSELING AND GUIDANCE SERVICES PROHIBITED:**

"All guidance and counseling services in public education are available to all students equally and shall stress access to all career and vocational opportunities to students without regard to sex."

The language as it presently appears in the bill may place an undue burden on all certificated personnel. As it is presently written it would apply to classroom teachers even though their primary responsibility may not be counseling. We believe the change listed above better directs the intent of the bill.

Data released by the Department of Education last year suggests that 25% of the Alaska school districts have not yet complied

with the district self-assessment requirement of the 1972 Federal Title IX Act. As a result, problems attendant to sex discrimination continue to exist in our schools.

This bill brings the remedy for problems closer to the local level and shifts the focus from enforcement to the more important concept of affirmative action.

# Judge's ruling puts dent in Title IX, but it's not dead yet

By DOUG TUCKER  
An AP Sports Analysis

KANSAS CITY, Mo.—Word spread slowly at first, like a trickle of water on hard-baked clay. By late Thursday it was a flash flood.

Telephones were jangling everywhere on the desks of coaches and athletic directors who could hardly believe their ears. Has a judge in Michigan, or some place, ruled against Title IX?

Yes. And it is a landmark decision. Federal District Judge Charles W. Joiner ruled in Detroit Monday that public schools do not have to provide equal athletic opportunities, which is to say equal money, for mens and womens programs unless the sports in question get federal money.

And there's the rub—virtually all big-time athletic departments are self-reliant and receive no government assistance. That's the precise argument put forth by the NCAA in a class action suit now awaiting docket assignment in federal court in Kansas City, Kan.—that the federal government should not dictate how an athletic department spends its self-generated funds since it gets no federal money.

"The judge's ruling could almost have been lifted verbatim from the brief filed by the NCAA," said Steve Hatchell, assistant commissioner of the Big Eight Conference.

If you're a zealous crusader for womens rights or a female athletic administrator seeking to upgrade the quality of your program, you have been dealt a frightening defeat.

If you're a budget-weary athletic director chaffing at what seems like an unwarranted intrusion of federal bureaucracy, you are celebrating.

"This has put a smile on the faces of athletic directors across the country," said Charles M. Neinas, executive director of the College Football Association.

"I think the ramifications will be disastrous," said Chuck Guerrier, director of the Womens Law Fund in Cleveland and author of a book on Title IX.

But the point to bear in mind is the decision is only one battle in a long war. It quite likely will be appealed. And there are other cases pending around the country dealing with the same point of law.

"But now a precedent has been set," said William Kramer, a Washington-based NCAA attorney. "It's a landmark decision to the extent that it's the first decision that addresses the question. Its importance in the long run will be determined by what happens from this point forward. But it's always important when a court first decides on an important issue."

Reduced to their simplest form, the complex Title IX interpretations hold that if a school has, say 200 male athletes and is spending \$400,000 on mens programs, then it must allocate

\$200,000 for every 100 female athletes it has.

The argument of athletic directors has been that football and basketball, which pay for themselves and everything else in an athletic department, should not be counted in the proportionality ratios.

"This could give the institutions the power to mold their programs as they see fit," said Tom Hansen, an assistant executive director of the NCAA. "I don't think you're going to see a great backing away from financial support for womens programs."

The long-range results of the

Michigan ruling cannot be known without a crystal ball. But a few immediate affects can. The Office of Civil Rights even now has investigators throughout the country checking athletic departments to see if they comply with the equal expenditure dictates.

"If you're an athletic director sitting out there somewhere and OCR investigators show up you can say, 'I don't think you have any standing because a federal judge in Michigan has ruled that you do not.' Besides, the Reagan administration has been saying they want to get government out of our

lives, to reduce regulations. The OCR tries to bluff and scare you. They've been out there counting showerheads and locker stalls. Now the institution will be in a much more solid negotiating position. They don't have to acquiesce to everything the investigators say."

Ironically, Judge Joiner acted less than six weeks after womens athletics scored a major victory at the NCAA convention in Miami. The NCAA membership, after bitter debate, passed by paper-thin margins proposals to sponsor womens championships and bring women into the association's governing structure. And

in a concession to women whose support it was seeking, the NCAA hinted broadly it might negotiate a compromise in its Kansas City, Kan., suit or forget it altogether.

"This will have no affect on the NCAA's commitment to womens athletics," an NCAA spokesman said Thursday. But eventually it could have because the membership can overturn at a subsequent convention anything it approved before and given the freedom of choice in these days of inflation and money crunch, many schools might be unwilling to commit as much for womens programs as they thought they

had to

Another important point is that state-supported schools are subject to the equal rights protection of the 14th amendment. And many states have laws banning sex discrimination.

"It's not a total, clear-cut defeat of the spirit and intent of Title IX," said Hansen. "But it does take OCR out of it."

And if that turns out to be the case when all is said and done, look at the advantage private schools like Notre Dame might have over state schools like Oklahoma when the time comes for budgeting for football recruiting.

# Judge's ruling puts dent in Title IX, but it's not dead yet

By DOUG TUCKER  
An AP Sports Analysis

KANSAS CITY, Mo.—Word spread slowly at first, like a trickle of water on hard-baked clay. By late Thursday it was a flash flood.

Telephones were jangling everywhere on the desks of coaches and athletic directors who could hardly believe their ears. Has a judge in Michigan, or some place, ruled against Title IX?

Yes. And it is a landmark decision. Federal District Judge Charles W. Joiner ruled in Detroit Monday that public schools do not have to provide equal athletic opportunities, which is to say equal money, for men and women programs unless the sports in question get federal money.

And there's the rub—virtually all big-time athletic departments are self-reliant and receive no government assistance. That's the precise argument put forth by the NCAA in a class action suit now awaiting docket assignment in federal court in Kansas City, Kan.—that the federal government should not dictate how an athletic department spends its self-generated funds since it gets no federal money.

"The judge's ruling could almost have been lifted verbatim from the brief filed by the NCAA," said Steve Hatchell, assistant commissioner of the Big Eight Conference.

If you're a zealous crusader for women's rights or a female athletic administrator seeking to upgrade the quality of your program, you have been dealt a frightening defeat.

If you're a budget-weary athletic director chaffing at what seems like an unwarranted intrusion of federal bureaucracy, you are celebrating.

"This has put a smile on the faces of athletic directors across the country," said Charles M. Neimas, executive director of the College Football Association.

"I think the ramifications will be disastrous," said Chuck Guerrier, director of the Womens Law Fund in Cleveland and author of a book on Title IX.

But the point to bear in mind is the decision is only one battle in a long war. It quite likely will be appealed. And there are other cases pending around the country dealing with the same point of law.

"But now a precedent has been set," said William Kramer, a Washington-based NCAA attorney. "It's a landmark decision to the extent that it's the first decision that addresses the question. Its importance in the long run will be determined by what happens from this point forward. But it's always important when a court first decides on an important issue."

Reduced to their simplest form, the complex Title IX interpretations hold that if a school has, say 200 male athletes and is spending \$400,000 on men's programs, then it must allocate

\$200,000 for every 100 female athletes it has.

The argument of athletic directors has been that football and basketball, which pay for themselves and everything else in an athletic department, should not be counted in the proportionality ratios.

"This could give the institutions the power to mold their programs as they see fit," said Tom Hansen, an assistant executive director of the NCAA. "I don't think you're going to see a great backing away from financial support for women's programs."

The long-range results of the

Michigan ruling cannot be known without a crystal ball. But a few immediate effects can. The Office of Civil Rights even now has investigators throughout the country checking athletic departments to see if they comply with the equal expenditure dictates.

"If you're an athletic director sitting out there somewhere and OCR investigators show up you can say, 'I don't think you have any standing because a federal judge in Michigan has ruled that you do not.' Besides, the Reagan administration has been saying they want to get government out of our

lives, to reduce regulations. The OCR tries to bluff and scare you. They've been out there counting showerheads and locker stalls. Now the institution will be in a much more solid negotiating position. They don't have to acquiesce to everything the investigators say."

Ironically, Judge Joiner acted less than six weeks after women's athletics scored a major victory at the NCAA convention in Miami. The NCAA membership, after bitter debate, passed by paper-thin margins proposals to sponsor women's championships and bring women into the association's governing structure. And

in a concession to women whose support it was seeking, the NCAA hinted broadly it might negotiate a compromise in its Kansas City, Kan., suit or forget it altogether.

"This will have no effect on the NCAA's commitment to women's athletics," an NCAA spokesman said Thursday. But eventually it could have because the membership can overturn at a subsequent convention anything it approved before and given the freedom of choice in these days of inflation and money crunch, many schools might be unwilling to commit as much for women's programs as they thought they

had to.

Another important point is that state-supported schools are subject to the equal rights protection of the 14th amendment. And many states have laws banning sex discrimination.

"It's not a total, clear-cut defeat of the spirit and intent of Title IX," said Hansen. "But it does take OCR out of it."

And if that turns out to be the case when all is said and done, look at the advantage private schools like Notre Dame might have over state schools like Oklahoma when the time comes for budgeting for football recruiting.

## Preface

### From Biased Textbooks

Published by The Nat'l Foundation for the Improvement  
of Education c. 1974

Research on the images of males and females in textbooks was funded  
by a grant from The Rockefeller Family Fund

Textbooks clearly represent a powerful mechanism of providing our children with a vision of the world about them. Not only do they provide them with a vision of what the world is like, but also what is important in the world around them. Children learn about what is good, who and what is to be valued, and how they should conduct their own lives. Seldom have we given adequate attention to the messages that are subtly conveyed to children.

The past ten years have seen an increasing amount of attention being devoted to gaining an understanding of the messages of textbooks. Racial and ethnic minorities were the first to raise questions about the omission of their contributions and role in our society, and the stereotyped ways that they were presented. Women are now beginning to document the similar omissions of their contributions and role, and the negative stereotyped ways they have been presented.

The following research represents one of the most comprehensive studies of the presentation of men and women in textbooks that has been completed to date. Lenore Weitzman and Dianne Rizzo have provided an excellent analysis and description of the problem. The patterns of omission and stereotyping are clearly documented.

Documentation is not enough. Teachers, parents, students, policy makers, and other interested persons must act. Each of us can contribute to bringing about change in textbooks. A list of specific action steps is included to encourage you to accept the responsibility of helping to provide our children with textbooks that provide alternatives. Textbooks that portray the diversity of our society and the life styles of individuals. And textbooks that encourage and inspire them to develop their talents, abilities and potential in the manner that is unique.

# Images of Males and Females In Elementary School Textbooks In Five Subject Areas

LENORE J. WEITZMAN AND DIANE RIZZO

Despite recent technological advances the textbook remains a cornerstone for our educational system. The textbook represents the officially prescribed body of knowledge which the school age child is to master. It is thus an important and unique authority for a young child.

Although the primary function of textbooks is to convey information about a specific subject area, textbooks also attempt to instruct the child in ethical and moral values. They portray what is good, desirable and just. They provide the child with a vision of the future and aid him or her in establishing personal goals for the future. Thus, at the same time that a child is learning history and mathematics, books are also influencing values and aspirations. The results are that textbooks actually provide two distinct forms of knowledge to the young reader. The first kind of knowledge consists of information and skills in a specific subject. The second kind of information consists of ethical prescriptions, a vision of the good life, and the motivations and incentives to attain it.

This second type of information, what sociologists refer to as the "latent content" of textbooks, also conveys images of appropriate male and female behavior. Textbooks provide norms and standards for how men, women, boys and girls should act. This research report focuses on the latent content of textbooks: it examines and analyzes the ways the two sexes are portrayed and the types of behavior encouraged for each.

## Methodology

### 1. Age Distribution in Textbooks



The object of this research was to systematically analyze the textbooks being used in the average classrooms in the United States today in grades 1 through 6. Instead of examining the current best sellers, or the most innovative books, we sought to sample books that had been used in most schools during the past five years. In this way we hoped that our study would reflect the situation in the typical classroom in the United States, not just the avant garde in education. An expert panel of educators and publishers was consulted to determine the most widely used textbooks over a five-year period<sup>1</sup> in science, mathematics, reading, spelling and social studies.<sup>2</sup>

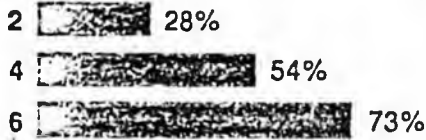
The major focus of this analysis was the textbook illustrations, as they provided a single uniform indicator with which to compare the different series. Each person in each illustration was categorized along 50 different dimensions including age, sex, race, expression, activity, and occupation. The coded data provided the basis, for a systematic analysis of the

representation of males and females, as well as the differences by grade level and subject area.

## Major Findings

### 2. Percentage Adults by Grade Level

GRADE PERCENTAGE ADULTS



### 3. Racial Distribution of Textbook Illustrations

WHITE 6480

M M M M M M M M M  
 M M M M M M M M M  
 M M M M M M M M M  
 M M M M M M M M M  
 M M M M M M M M M  
 M M M M M M M M M  
 M M M M M M M M M  
 M M M M M M M M M  
 M M M M M M M M M

BLACK 640

M M M M M M M M

AM. INDIAN 320

M M M M

ASIAN 160

M M

LATIN 80

M

### 4. Sex Distribution in Textbooks

PERCENTAGE OF ILLUSTRATIONS

MALE 69%

FEMALE 31%

### 5. Sex Distribution by Grade Level



In examining the people in the world of textbooks, three major classifications were used: age, race and sex.

**Age** With regard to age, we found that the majority of the pictures, 57%, are children, while adults are 43% as shown in Figure 1. The large number of children in the illustrations makes it easier for a child to identify with the pictures and, therefore, to assimilate the lesson.

However, as Figure 2 indicates, the higher the grade level, the larger the percentage of adults. While adults are only 28% of the pictures in the first grade, by the sixth grade they are 73% of the total. Thus the textbook world shifts from the world of the child to the world of the adult. And, as the child grows older, he or she is also supposed to shift to adult role models—to imagine the self as an adult and to learn what behavior is appropriate for an adult.

**Race** With regard to race, we found that the textbook world is primarily a white world. As shown in Figure 3 whites are 81% of the illustrations, while only 8% are black, and even fewer are American Indian, Latin, Chicano or Asian. This underrepresentation of minorities means that the minority child is more likely to feel excluded—and will have more difficulty in identifying with the textbook characters. In addition, all children are deprived of a well-rounded picture of our society.

As with age, the proportion of minority persons changes with the grade level of the textbook. In each series the proportion of minority persons decreases as the grade level of the textbooks increases. Thus 33% of the illustrations are of minority persons in the first grade, but this decreases to 26% by the 6th grade. In math the percentage of minority persons declines from 25% to 15%; and in science from 11% to 8%. Thus with each successive year in each series, nonwhites are increasingly excluded from the world of textbooks.

**Sex** Since women comprise 53% of the U.S. population, one might logically expect half of the illustrations to be female. However, females are only 31% of the textbook total—while males are 69%, as illustrated in Figure 4. Of the total of over 8,000 pictures analyzed, more than 5,500 are male. Males overwhelmingly predominate.

The percentage of females varies by grade level. They are 32% in the second grade but decline to only 20% by the sixth grade.

This means that by the sixth grade there are four pictures of males for every one picture of a female. The percentage of males, in contrast, increases with each grade level, as is vividly illustrated in Figure 5. As a greater proportion of the pictures become adults, women become less numerous, and by implication, less important as role models.

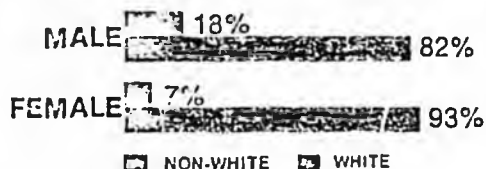
This declining representation of females is particularly striking in some of the series. For example, in spelling, 43% are females in the second grade, but by the time we reach the sixth grade the percentage has declined to a mere 15%. In science, it drops from 36% to 18%.

When we combine the sex and race categories, we find that minority females are doubly disadvantaged. As Figure 6 indicates, there are only half as many minority females as minority males.

In summary, the data indicate that the textbook world is a world of

## 6. Race by Sex in Textbooks

PERCENTAGE OF ILLUSTRATIONS



■ NON-WHITE ■ WHITE

## Images of Boys and Girls

white males, and as the textbooks increase in sophistication, with each grade level, they become increasingly adult-oriented, and women become increasingly invisible.

It is difficult to understand the impact that these pictures have on children without examining the illustrations themselves. However, several statistically significant differences in the illustrations should be noted.

In the pictures of children, there is a strong contrast between the activities of boys and girls. First, the world of boys is one of action and energy. In contrast, girls are typically shown as passive, watching and waiting for boys. Second, most boys are shown outdoors while a greater percentage of girls are shown indoors.

A third difference is in the traits encouraged in boys and girls. Boys are encouraged to be skillful and adventurous. In contrast, girls are encouraged to pursue homemaking and grooming. Throughout the textbooks girls are shown in domestic roles doing household chores, caring for others, helping their mothers, sewing, baking, mopping, making beds, dusting, and washing dishes. One message for a young girl is that she should learn to help, care for, and serve others.

Girls are also encouraged to make themselves attractive: they are shown combing their hair, trying on clothes, shopping for pretty things, sitting under the hair dryer and being rewarded for their attractiveness. It is clear that feminine success is reserved for the pretty girl.

These pictures project the message that success for girls will lie in serving, pleasing, and watching others, while success for boys will result from independence and activity. If a little girl identifies with the pictures of girls in the texts, she will be assimilating a lesson of subservience and passivity. At the same time the little boy is learning to express independence and creativity.

A fourth difference in the images of boys and girls is in their emotional expression. Girls express a much wider range of emotions. They are affectionate and often shown hugging and nurturing pets and dolls. Girls also frighten easily and are often shown crying. In contrast, boys almost never cry, and the young boy is taught that to be a man he must control his emotions. Thus, in the same way that girls are constrained by images which stereotype them as passive, boys are constrained by images which stereotype them as strong and silent. The textbooks thereby encourage both boys and girls to limit themselves—to be less than full human beings.

Finally, it is interesting to note that in a significant minority of the illustrations with both boys and girls, most of the action centers around boys. Boys act, and girls watch. Often the girls seem thrilled just to watch the boys perform.

## Images of Men and Women

An examination of the images of adults in textbooks indicates that the adult world is a world of men. Men are shown in over 150 occupational roles—they are doctors, chefs, farmers, chemists, waiters, carpenters, pilots, etc. The illustrations of adult men are glamorous and exciting—and they stimulate young boys to dream about a wide range of occupational choices.

In contrast, choice is almost nonexistent for girls because the adult women in textbooks are all the same. Although adult women in our society do many things, almost all the women in textbooks are housewives.

The housewife in textbooks is hard to believe: she has little to do,

messages they receive.

Science In science, the most male-oriented series, three out of every four pictures are males. Throughout the science series the textbooks seem to imply that females have no place in the world of science.

For example, when we open the first grade science textbook, on the very first page we are told that we are going to learn about making things move. Immediately we learn it is boys who make things move. The next few pictures show boys riding bicycles and pushing objects. The following page contains a picture of a girl and movement, but here we find that the *wind* is propelling her balloon. It is clear she has *no control* over the movement of the balloon. The boy on the same page is *throwing* his basketball. This contrast continues throughout the series. When boys are shown, they are actively involved in experiments; looking through microscopes; pouring chemicals and experimenting. Boys control the action, and it is they who demonstrate scientific principles of motion, growth, energy and light.

In contrast, when girls are shown, they observe. They are shown smelling soap and perfume, and looking at rocks, thermometers and their sunburns. In some pictures girls are used as the objects of experiments, being injected or having balls thrown at them.

Adult women fare even worse than girls do in the science series. As Figure 10 shows, while girls are only 20% of the total illustrations, adult women are a mere 6%. In some grades, such as the 2nd grade science book, the percentage of adult women is as low as 1%. This means that in the 2nd grade science book, there are no adult women in 99 out of every 100 pictures.

Although our knowledge of women in science is terribly incomplete—because of the burdens they have had in gaining recognition for their work—at a minimum the science books could mention Madame Curie or Mary Leaky. Instead, science textbooks give children the impression that no woman has—or can—play a role in building our scientific knowledge. The scientific world is presented as a masculine domain: all scientists are male—only men do scientific work. The epitomy of the male prototype in science is the romantic emphasis on the astronaut. But, once again, it is only boys who are shown in astronaut costumes and in the text only boys are told to imagine that they can explore the moon.

Mathematics In the mathematics textbooks most males are shown as mathematically competent, but some of the females have difficulty with simple addition and are shown as baffled by counting to 3 or 20. These "dumb girl" images are not only derogatory and insulting to a girl student trying to learn mathematics—but they clearly contradict reality, for girls do better than boys in mathematics in elementary school. Adult women are also stereotyped: they deal only with math problems of dividing pies and shopping, and some are portrayed as mathematically incompetent. It seems ironic that housewives—who use so much math in balancing bank accounts and managing household budgets—are shown as baffled by simple addition.

Another feature of the mathematics textbooks is the frequent use of sex as a category for dividing people. For example, in explaining set theory, girls are set off as people who sew and cry. When sex is used as a category, girls are told that they can be classified as different—as typically emotional or domestic.

There is also strong sex-stereotyping in the examples and math prob-

#### 10. Age and Sex in Science Textbooks

PERCENTAGE of ILLUSTRATIONS

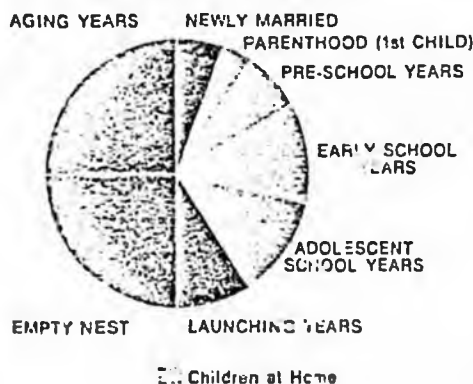
MALE 34%

FEMALE 20% 6%

CHILDREN

ADULTS

### 7. Married Woman's Adult Years



everything goes smoothly, and she is always happy and calm. The reality and difficulties of managing a household (juggling the demands of husband, children, cleaning, cooking, shopping, laundry, entertaining, book-keeping) and the many important volunteer activities of housewives should be discussed so that both boys and girls can understand their mother's complicated role.

Although the textbook housewife seems artificial, the image of *mothers* in textbooks is consistently positive—in fact, it is the most positive female image in textbooks. Mothers are appreciated and loved and there is a very warm and happy bond between mothers and their children. The problem is that motherhood is presented as the *only option* for girls—motherhood is shown as a full-time lifetime occupation. But, in reality, as Figure 7 shows, the average woman in the U.S. spends only one-third of her adult years raising children. Most women will want to work outside the home—or will have to work because of economic necessity—in the other two-thirds of their adult years. If our daughters are told to think only of motherhood in their futures, they will not develop the skills they will need for two-thirds of their lives.

Today, 40% of the United States labor force is female. In fact, 90% of all women in this country work outside their home at some point in their lives. One of the most frustrating experiences of working women is discovering too late that they don't have the skills or training they need for the jobs they want—or the jobs that pay well. And yet, the textbooks are encouraging the same mistake in our daughters. It is totally inaccurate to portray motherhood and work as mutually exclusive. Most girls will want both. The educational system is thwarting and simply *cheating our daughters* if it doesn't provide them with the skills and aspirations for both.

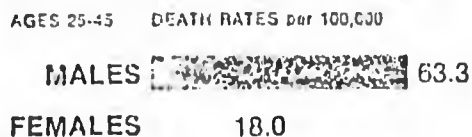
Although most textbook women are confined to their homes, a few are shown working. They are teachers, librarians, sales clerks and nurses. Thus, girls' occupational choices, when they exist at all, are severely limited.

In contrast, by providing boys with over 150 occupational choices, the textbooks encourage young boys to imagine themselves in a wide variety of roles—and to dream of becoming anything from a laborer to a doctor.

While boys learn that an exciting future awaits them, the implicit message may also be a heavy responsibility. It is clear that men *must* have jobs. In fact, all men seem to do is work. This overwhelming occupational focus—and the frenetic activity encouraged in boys—may be what leads to so many ulcers and heart attacks in adult men. As Figure 8 shows, the death rate from heart attacks among men in the prime of their lives is four times as high as it is for women—and yet the textbooks seem to be stimulating the same hyperactivity in young boys.

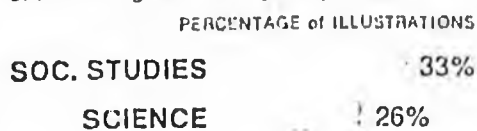
Boys who are pressured to think only of work are being constrained in the same way as girls who are told to think only of motherhood. To confine either sex to stereotyped roles is to arbitrarily restrict their individual talents.

### 8. Mortality Rates from Heart Disease



### Subject Differences

#### 9. Percentage Female by Subject Area

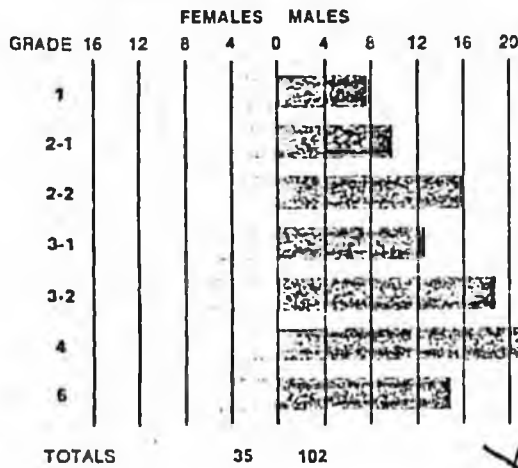


There are systematic differences in the treatment that women receive in the different subject areas.

As Figure 9 shows, the percentage of women varies from a high of 33% in social studies to a low of 26% in science. These differences, although they may not appear to be dramatic, are important in understanding why children like certain subjects and want to major in them—or why, in contrast, they may feel unwelcome or excluded because of the covert

lems. Despite the Equal Pay Act of 1963 we found math problems in which girls were paid less than boys for the same work. It would be hard to imagine a textbook publisher allowing this example if a black boy was being paid less than a white boy.

11. Males and Females in Story Titles  
Reading Series



Reading In the reading series, story titles provide a good indicator of the relative importance of males and females. Boys predominate in every grade. In Figure 11, we see that in total, there are 102 stories about boys, while only 35 are about girls. When we examine the stories, we find that even the female heroines reinforce the traditional female roles. For example, Kirsten, the heroine of a third-grade story, surprises the girls who have rejected her by making Danish cookies and having the most popular booth at the school fair. The moral in this story is that girls can succeed by cooking and serving others.

But Kirsten slights herself and the very skill that has earned her favor. She says: "It's easy; even I can do it and you know how stupid I am." Thus, even when girls succeed, they tend to deprecate themselves.

In contrast, boys show a great deal of confidence and camaraderie. Among both boys and men, male pride and male bonds are very strong.

In the reading textbooks there are two kinds of roles in which females predominate. Although they are only a small percentage of the pictures, they are significant. First, more women than men are shown as mean or evil characters. It is women who are overrepresented among the witches and villains of the textbooks. By representing evil characters as women, the textbooks further reinforce the secondary status that women are accorded.

The second role in which there are more females than males is among people who are shown as clumsy or stupid, and as the foolish objects of a joke.

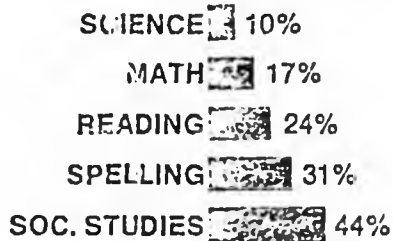
Spelling The antagonism toward women is even more pronounced in the spelling series. In the early spelling books the vowels are shown as females and the consonants are shown as males. Although one might expect statements about how necessary vowels are, or how we can't make words without them, instead the female vowels are treated in an antagonistic and derogatory manner. In the dialogue women are yelled at, kicked out, pushed around, used as puppets, and told to shut up.

Social Studies The last series, social studies, is unique in several ways. It is the only series with a strong family orientation, and it has the largest percentage of females. Here, mothers are shown as skillful, and they play an important role in passing on their cultural tradition to their daughters. There are many pictures of mothers in other cultures teaching their daughters specific skills.

The social studies series is also unique in its presentation of men in a parental role. There are many warm and tender pictures of fathers and sons; fathers instruct their sons in specific vocational skills—as well as in the ways of life.

*BUT* Although we applaud these pictures of fathers and sons, it should be noted that fathers teach their sons—but not their daughters. Similarly, mothers teach only their daughters. Thus, once again boys learn vocational skills and girls learn domestic skills. Because of the two sexes are segregated, and each sex learns a limited range of skills, traditional sex roles are perpetuated. Today, boys need to learn to manage in the home and to be parents, and girls need to learn about vocations and the out-

12. Percentage of Non-Whites in Textbooks  
% NON-WHITES IN ILLUSTRATIONS



### Conclusion

doors. Again the textbooks could expand rather than thwart the children's potential.

The social studies series is also unique in its presentation of racial and ethnic minorities and the attention it gives to people of other cultures. As Figure 12 shows, the percentage of minorities varies by series—from a low of 10% in science to a high of 44% in social studies. Social studies is by far the best series in its representation of nonwhite and minority persons. The large number of blacks in this series demonstrates that pressure against textbook publishers *can* have some effect.

However, it is disappointing to note that publishers have not yet made the same effort with regard to women. Although this series has the largest percentage of females in pictures, still two out of every three are male. Once we move away from the home, we find that women are absent from the discussion of history, government, and society. The ways of life are still portrayed as "The Ways of Man."

After studying these textbooks for two years, we cannot help but conclude that our children are being crippled by the latent messages in their textbooks. Why not examine the textbooks you use again: count the number of males and females in the first hundred pages and examine the ways in which each sex is stereotyped. We urge you to examine the textbooks yourselves because only you can change the impact that these textbooks will have on our daughters and our sons and on the next generation of adults.

The Resource Center on Sex Roles in Education has developed suggestions for what students, teachers, teacher groups, administrators, parents and community groups can do to counteract the covert messages in textbooks. These are attached for your information.

What is most sorely lacking in the textbooks, and thus most desperately needed in the classroom, is a new image of adult women and a wide range of adult role models for young girls. Both girls and boys should learn about the history of women in this country; about women's suffrage, and the current women's liberation movement and struggle for equality; and about the female heroines of our country and our world. Girls of all racial and ethnic minority groups need to understand the roles that their foremothers have played in the development of our society. What a difference it would make if young girls could point to adult women with pride—and feel that they had an exciting life ahead. This is an imperative for our children, ourselves and our society.

<sup>1</sup> The sample was drawn from the teacher associations in each of these areas, faculty at educational and research institutions, and the publishers of textbooks mentioned as leaders in the field. In each subject area we tried to determine the books with the largest sales and usage pattern over the five-year period from 1967 to 1972.

<sup>2</sup> The consensus on the most widely used series varied greatly by discipline. In spelling there was almost complete agreement and the McGraw Hill series "Basic Goals and Spelling" was used. In science the Harcourt Brace series, "Concepts in Science" was used and in mathematics the Houghton Mifflin series, "Modern School Mathematics—Structure and Use," was analyzed. In reading two series appeared equal, and both were used in the analysis. These were Scott Foresman's series "New Basic Readers," and Ginn and Co.'s "Basic Readers—100 Edition." In social studies, we found the least amount of consensus, as the field was undergoing major change. We therefore deviated from our established pattern and chose a newer series, Harcourt Brace's "The Social Sciences—Concepts and Values," which appeared to be capturing the current market.

<sup>3</sup> Mothers, however, conform to the textbook norm of domestic women and are not active. The only women in textbooks who are active are aunts and grandmothers—women who have no children of their own or who are beyond the childbearing age—as if the textbooks have to dichotomize the role of mother from those roles which show women as active and energetic people.

exclusion of female students from auto shop, wood shop and metal shop classes. In each case, the respective school district yielded before final judgment and consent decrees were entered. The school district inability to defend the discriminatory practices involved in the litigations is indicative of the lack of legal justification for those policies. Nevertheless, similar discriminatory assignment of students to vocational programs continues to exist unchallenged in many school districts.

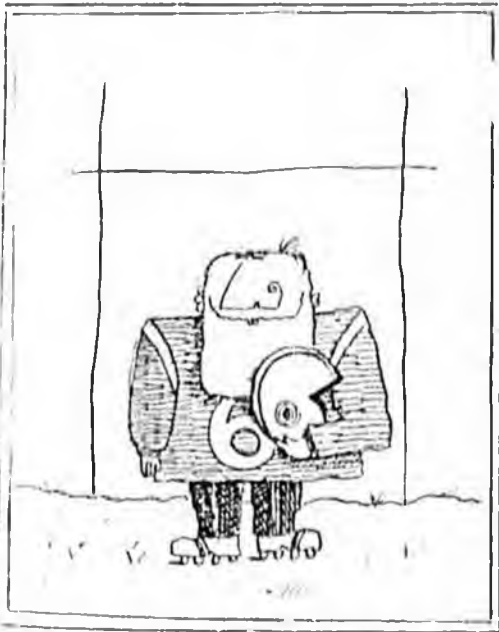
The real problem in vocational education is not that of the exclusion of women, a readily challengeable practice which was overturned in the *Sanchez, Della Casa* and *Steward* cases, but the more insidious counseling and tracking of female students into 'acceptable' vocational programs. The adoption and implementation of the HEW anti-sex discrimination guidelines will undoubtedly eliminate overt barriers to women in vocational education classes. Several approaches to the 'counseling' problem will be discussed *infra*.

## Athletics

The greatest proliferation of sex litigation in education has surrounded that long-standing practice of excluding or discriminating against female students in school athletic programs. Women have routinely been denied the opportunity to enter interscholastic athletic competition, often the avenue to lucrative college scholarships and opportunities. In other instances where women are permitted to compete, their teams are often financed by candy sales while the male athletic teams are supported by generous allocations in the school budget.

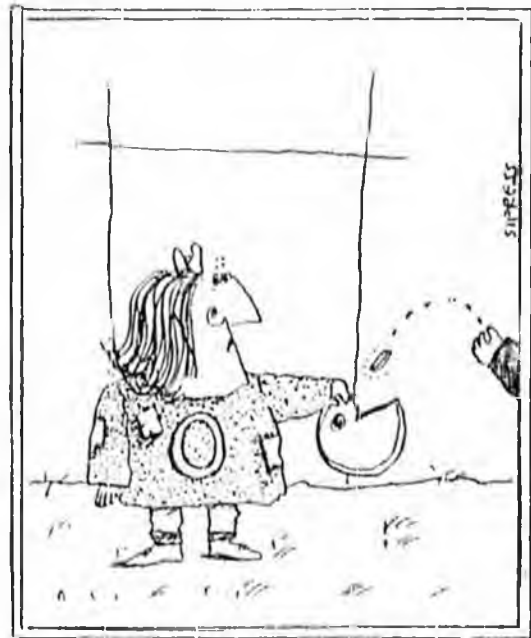
The existing structure of providing impressive athletic programs for male students while providing female students with either no programs or token programs is highly vulnerable to legal challenge. Challenges to such discrimination have generally fared well in the courts, particularly where the athletic competition involved is a non-contact sport such as skiing<sup>11</sup> or golfing<sup>12</sup>

### CENTRAL HIGH SCHOOL BOY ATHLETE OF THE YEAR



ROCKY SMITH COLLECTED 15 VARSITY LETTERS FOR THE BOYS' TEAMS THIS YEAR AND A FULL ATHLETIC SCHOLARSHIP TO STATE U.

### CENTRAL HIGH SCHOOL GIRL ATHLETE OF THE YEAR



JUDY JONES COLLECTED \$17.30 CENTS FOR THE PURCHASE OF VARSITY LETTERS FOR NEXT YEAR, GIRLS' TEAMS...



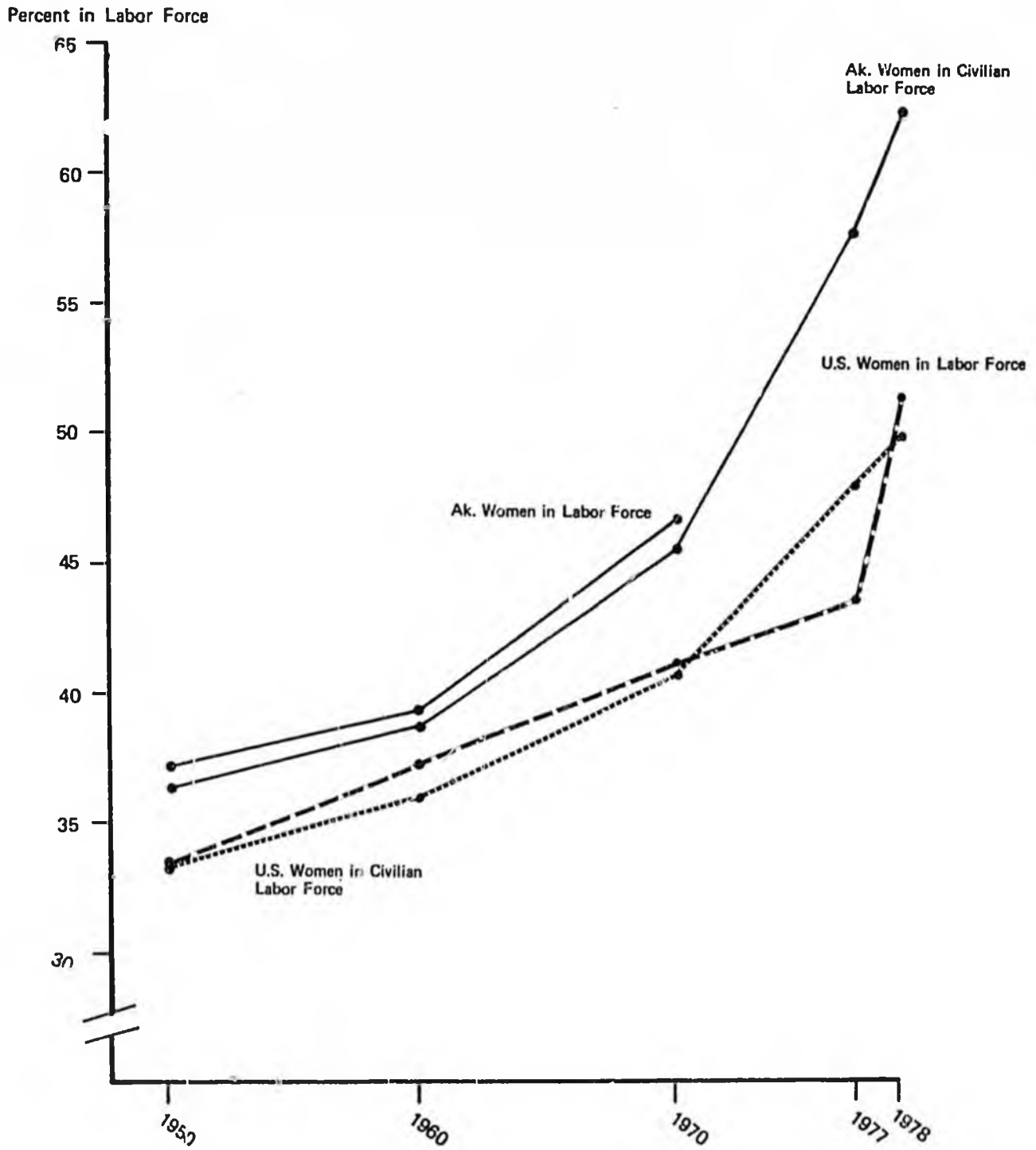
# Women in Alaska's Labor Force

May 1980



Alaska Department of Labor  
*Jay S. Hammond, Governor*

# LABOR FORCE PARTICIPATION FOR WOMEN 16 YEARS OF AGE AND OVER IN ALASKA AND THE UNITED STATES



**WOMEN IN ALASKA'S LABOR FORCE**

**Jay S. Hammond, Governor  
State of Alaska**

**Edmund N. Orbeck, Commissioner  
Department of Labor**

**John E. Post, Chief  
Research and Analysis**

**In cooperation with the Employment and Training Administration  
U. S. Department of Labor**

**April 1980**

**Prepared by:**

**Barbara Baker, Labor Economist  
James R. Wilson, Labor Economist**

## FOREWORD

There is a growing focus on women in the labor force. Administrators, planners, and researchers seek information to identify social problem areas, develop employment and training policies, and judge various affirmative action programs. To partially fill these needs, this report has been written to shed some light upon the status of women in Alaska's labor force.

This report is based upon the best and most current data presently available. However, it is important to take note of data limitations. Results from the 1976 Survey of Income and Education (SIE) are used extensively throughout this report. The SIE was a special and expanded version of the ongoing current population survey conducted by the U.S. Bureau of Census. In Alaska, this special survey was based upon a sample of approximately 7,500 persons. This survey, now three years old, provides data not available elsewhere.

This report does not contain definitive measures of employment discrimination against women. The gathering of specific information which can be used to quantify the extent women encounter discrimination in the labor market will require special surveys and other studies directly addressing such problems.

The Alaska Commission on the Status of Women provided valuable assistance in the preparation of this report. We wish to acknowledge their financial contribution and editorial assistance in preparation of our preliminary draft.

## HIGHLIGHTS

- o Sixty-two percent of Alaskan women 16 years of age and over are in the civilian labor force.
- o The proportion of women who head families has doubled since 1950, from 5.5 percent to 11.0 percent.
- o Women comprise over one-third of Alaska's private sector employment.
- o Higher proportions of women employees are found in more private industries in Alaska than found nationally.
- o Sixty percent of the female work force are employed in clerical or service occupations.
- o Women constitute a majority of students enrolled in Alaska's post secondary institutions.
- o Women are moving into traditional male dominated disciplines in post secondary studies.
- o The number of women enrolled in apprenticeship programs in Alaska is almost three times the national average. However, women represent less than 3 percent of all apprentices nationally.
- o The unemployment rate for women in Alaska fell from 8.6 percent in 1978 to 5.7 percent in 1979.

## INTRODUCTION

For more than a decade, women have been participating in Alaska's labor market to an increasing degree. The total number of women in paid employment has risen as has the number of women in full time jobs. Legislation in the areas of equal employment opportunity and affirmative action are changing the job climate for women. Despite these changes, however, women continue to exhibit a very different occupational mix than men.

Other factors which are not easily addressed through law may contribute to differentiation of occupations and wages. The level of education which women attain and their choice of academic studies have had a particular bearing on their job market competitiveness and their ability to earn wages comparable to men. Job tenure may also account for part of this difference. Quite often a women's career is interrupted during the child bearing years, but this pattern is becoming less pronounced over time.

Customs and social values may also hinder career development for many women. These factors include stereotyping, promoting traditional roles, inflexible work schedules for working parents, unavailability of affordable daycare for children, the undervaluing of traditional work for women, and fixed attitudes towards socially "unacceptable" career fields for women. Tradition and social values, although difficult to measure or quantify, are powerful influences on the working patterns of women.

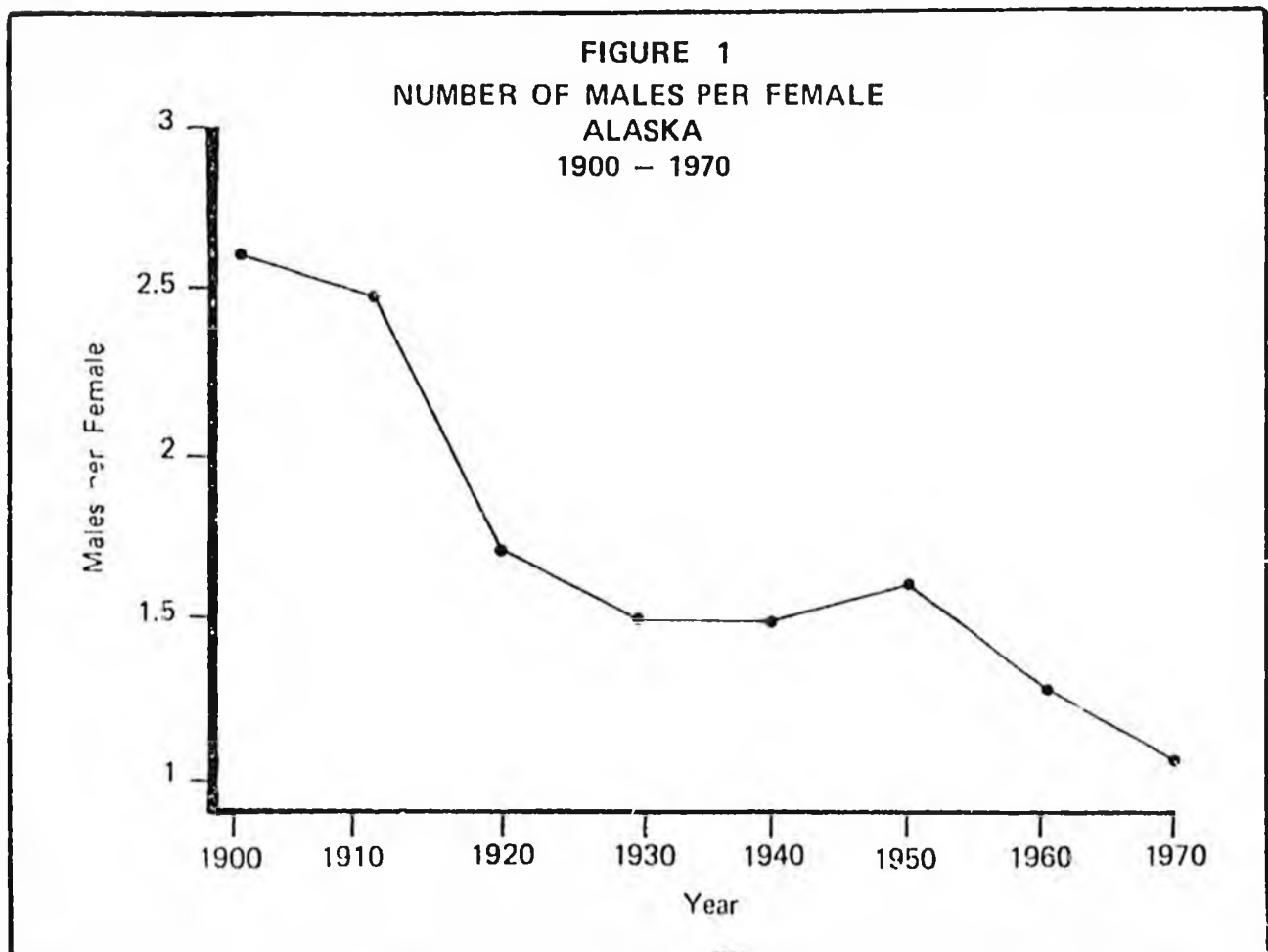
This report describes the present status of Alaskan women in the labor force. No single reason explains why increased representation of women in Alaska's labor force has not caused more profound changes in the mix of jobs held by women. While some of the issues surrounding the differences in occupations and wages are discussed, the lack of data and the complexity of the issues limits the ability of this report to measure their aggregate impact upon the employment patterns of women.

## DEMOGRAPHY OF ALASKAN WOMEN

Women comprise nearly one-half of Alaska's population. There were approximately 47 females per hundred population in 1970 as indicated in Figure 1 below.

The Alaska population has a younger age mix than the U.S. population as a whole (see Figure 2). The 1970 median age in Alaska was 23 (slightly younger for women at 22). The median age of the United States was 29. Alaska's youthfulness is not solely the result of high birth rates. Migration has been the major shaper of Alaska's population profile.

Significant periods of immigration have accompanied major economic booms within the state. The Klondike Gold Rush of 1897, construction of the Alcan Highway in 1942, the North Slope oil lease auction of 1969, and the construction of the Trans-Alaska Oil Pipeline in 1974 were each accompanied by elevated growth rates.

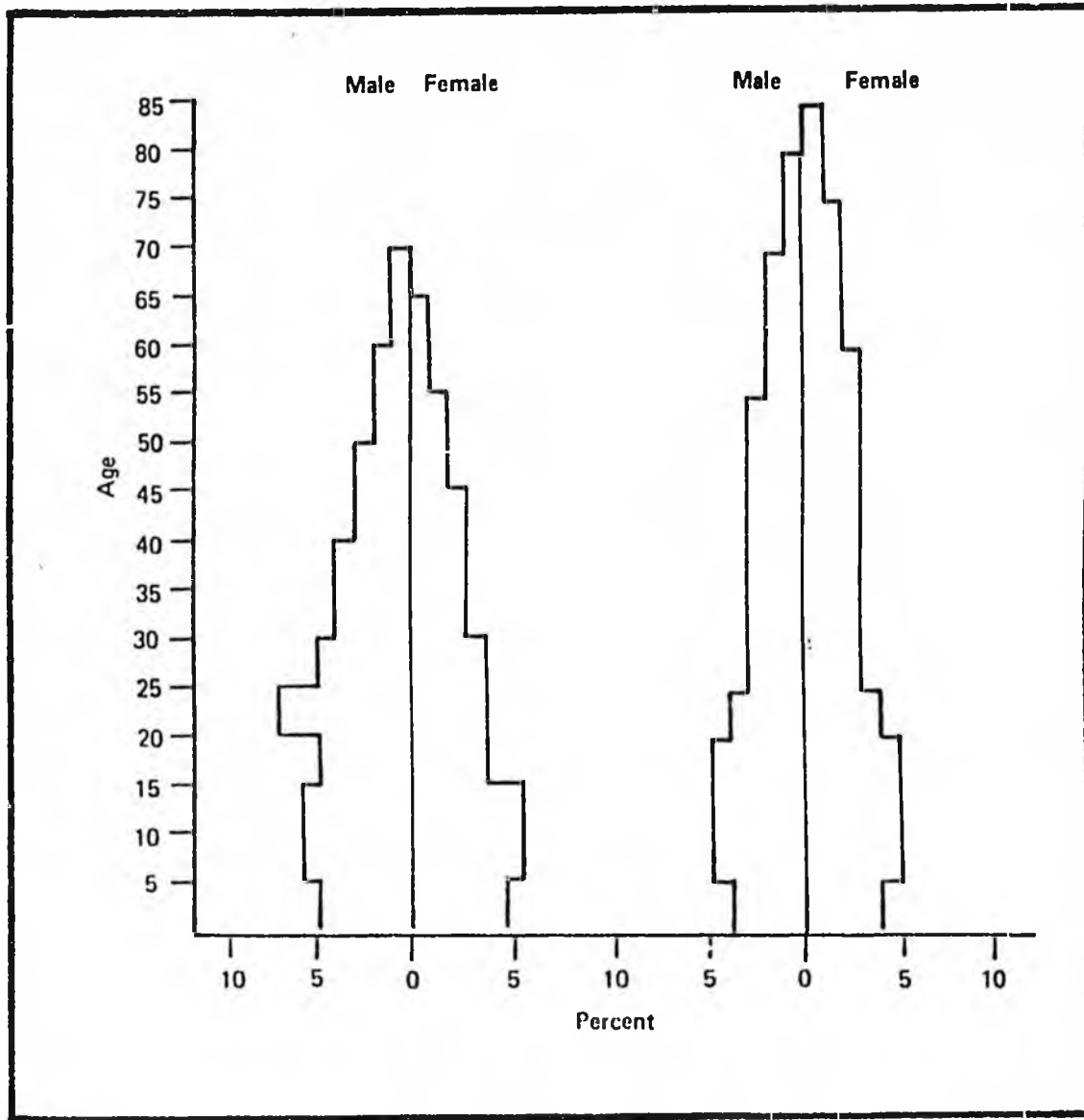


Source: Census Data

FIGURE 2

ALASKA 1970

UNITED STATES 1970



Source: Census Data.

## RACE

The racial composition of Alaskan women has been relatively unchanged and (except for youth) in balance with the racial composition of men since 1970. According to the 1976 Survey of Income and Education the composition is approximately:

TABLE 1

Racial Characteristics of Alaska and  
the United States

Alaska*			United States**		
Race	% Male	% Female	Race	% Male	% Female
White.....	80	79	White.....	89	88
Other-Primarily Alaska Native.....	15	17	Black & Other.....	11	12
Black.....	5	4			

\* 1976 Survey of Income and Education; U.S. Department of Commerce, Bureau of Census hereafter referred to as the 1976 SIE. This survey was conducted in March, 1976 — a pipeline year — and was based upon a sample size of 7,378 non-military and non-institutionalized Alaskans who were 15 years and older; therefore, survey results may distort certain characteristics of the population. Each person surveyed counts as 50 persons in the final results. The survey results may show urban bias and other sampling errors. In spite of its limitations, the 1976 SIE is the most current and thorough data of this type available on Alaska.

\*\* U. S. Working Women: A Databook; U.S. Department of Labor, Bureau of Labor Statistics 1977, page 41.

## AGE

With the exclusion of military, females in Alaska have a similar age distribution to that of males as Table 2 illustrates.

TABLE 2  
Age, Race, and Sex of Alaskans — 1978<sup>1/</sup>

Age Range	1978 Total Population	Women By Race and Age (Vertical Percent)*				Men By Race and Age (Vertical Percent)*		
		Total Female	White	Black	Other**	White	Black	Other**
Under 16 yrs. ....	136,100	64,899	30%	40%	40%	31	40	39
16-24 yrs. ....	83,200	38,800	19	20	20	19	21	22
25-44 yrs. ....	128,100	62,200	33	31	23	33	31	22
45-64 yrs. ....	58,500	27,200	14	7	11	15	7	12
65+ yrs. ....	10,500	5,800	3	1	5	2	1	4
<b>TOTAL</b>	<b>416,400</b>	<b>198,800</b>						

<sup>1/</sup> Source: Selected Socioeconomic Indicators from the 1976 Survey of Income and Education, U.S. Department of Labor, Table 1. (Numbers have been factored to reflect the Alaska Department of Labor's 1978 total population estimate of 416,400).

\* May not total 100% due to rounding.

\*\* Other — approximately 85% Alaska Native.

## FAMILIES

In 1976, there were approximately 82,000 families in Alaska, an increase of 23 percent since 1970. Eleven percent of these were headed by women. Although less than the national rate of 13 percent, it is over twice the 1970 rate for Alaska. Another notable increase was seen in families with husband and wife in the labor force. An increase of 47 percent or 12,470 families were added to the 1970 figures.<sup>1/</sup>

The percentage of Alaskan families in poverty decreased between 1970 and 1976 according to the Survey of Income and Education. Only five percent of all families are considered below federally established poverty guidelines as compared to 10 percent in 1970. While these figures do not indicate the proportion in poverty by family group and may be understated due to the escalated cost of living present during the Alaskan oil pipeline boom in 1976, they are of interest in discussing the economic situation of women who head families. Median incomes for women who head families rose 68 percent from 1970 to 1976. The median income in 1976 was \$8,944.00 for women who head families and \$21,792 for men who head families (wife not in paid labor force).<sup>2/</sup>

Yet, according to Alaska Job Service records, over 2,500 women, or 27 percent of all women who head households (based upon 1976 data), who had applied for employment services from October 1978 through July 1979 were eligible for the Work Incentive Program (WIN). To be eligible for WIN, which is a work program, a person must be an AFDC (Aid to Families with Dependent Children) recipient. Not all low income women who head families would be captured under this program, either. Many women find employment outside of Job Service and have not chosen to apply or do not qualify for welfare benefits. Using a conservative assumption that the same proportion of families headed by women are economically disadvantaged today as there were in 1970, then approximately 3,330 families headed by women (37 percent) are still below poverty guidelines.<sup>3/</sup>

1/ Money Income and Poverty Status in 1975 of Families and Persons in the United States and the West Region, by Divisions and States (SIE, 1976) U.S. Bureau of the Census, Page 7, 169.

2/ Ibid and U.S. Bureau of Census, Census of the Population: Detailed Characteristics of Alaska, page 391, Table 198.

3/ U.S. Bureau of the Census, Census of the Population: Detailed Characteristics of Alaska, p. 429, Table 209.

## LABOR FORCE PARTICIPATION

The economic influence of women in the United States and Alaska is indicated by their continued growth in the labor force. By 1978, 42 million women were in the nation's labor force or about 41 percent of the country's entire labor force.<sup>4/</sup> In Alaska, 43 percent of the state's civilian labor force were women.<sup>5/</sup> This is nearly double the percentage of 1950 and is 12 percent greater than U.S. women in the civilian labor force for 1978 (see inside cover for graph).

The portion of Alaska's female population involved in the labor force has been greater than the U.S. civilian female labor force population since prior to 1950. However, the most notable gains have been recorded in the past decade. Social change in

attitudes accounts for a great deal of the rise. Yet, the development of cash economies in many rural parts of Alaska through the creation of public service jobs and the influence of the Alaska oil pipeline has also expanded the number of women appearing in Alaska's labor force.

Participation in the labor force is the highest among those who need to work (see Figure 3). Nearly 80 percent of all divorced Alaskan women 16 years of age and older are in the labor force. Most women who head families are found in this category. Alaska's participation rates for divorced women exceeds the national rate by almost 10 percent. Self supporting single women have the next highest rate of participation, 49.3 percent. The fastest growth in participation, however, are married women (with spouse present). This trend is present nationwide as well.

	U.S.				Alaska	
	1950	1960	1970	1976	1960	1970
Single .....	46.3	44.1	53.0	58.9	45.2	49.3
Married, Spouse Present.....	21.6	30.5	40.8	45.0	36.5	43.8
Married, Spouse Absent .....	46.6	51.8	52.1	57.3	49.9	48.5
Divorced.....		71.6	71.5	71.4	80.4	79.8
Widowed.....	32.6	29.8	26.4	22.3	38.9	39.3

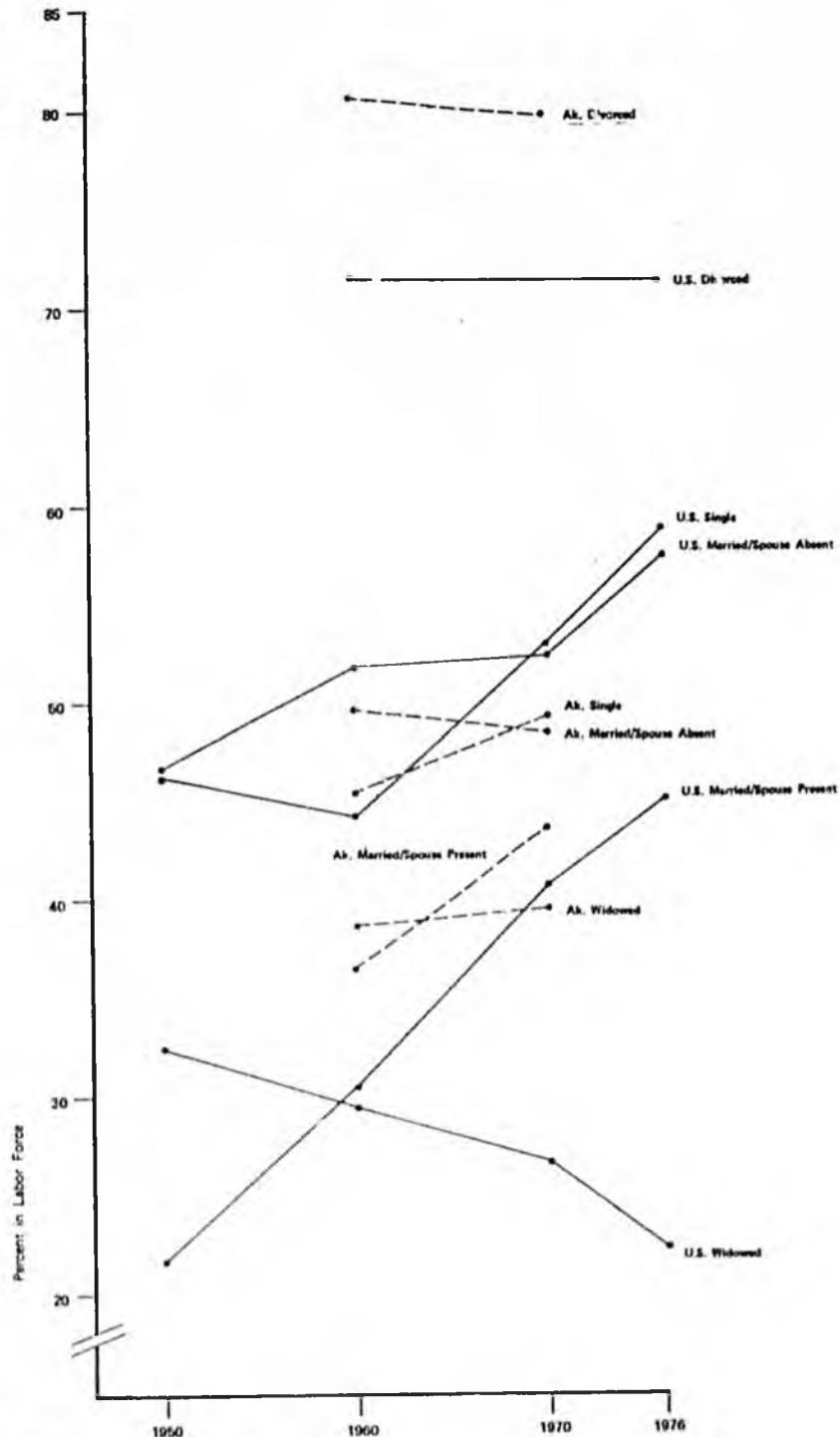
Source: U.S. Working Women: A Databook 1977, page 519. U.S. Bureau of the Census, Census of the Population and Detailed Characteristics of Alaska, 1960, p. 1-499 and 1970 p. 1-688.

<sup>4/</sup> Employment and Training Report of the President, 1979.

<sup>5/</sup> Ibid. U.S. Bureau of Census, Census of the Population.

FIGURE 3

LABOR FORCE PARTICIPATION RATES OF WOMEN BY MARITAL STATUS FOR ALASKA AND THE UNITED STATES



Sources: U.S. Working Women: A Database, 1977, p. 618.  
 U.S. Bureau of the Census, Census of the Population,  
 and Detailed Characteristics of Alaska, 1960, pp. 1-439  
 and 1970, pp. 1-688.

## CURRENT EMPLOYMENT OF WOMEN

Total non-agricultural wage and salary employment figures for Alaska are based upon a survey conducted by the Alaska Department of Labor. Data is gathered for the public and private sector. This survey is designed to produce current estimates of employment by industry.

### GOVERNMENT SECTOR

Presently, the government segment of the survey does not allow for reliable estimates of employment by sex. However, employment statistics for classified service in state government shows that approximately 52 percent of state employees are female. U.S. employment data shows that nationally approximately 46 percent of all government (state, local, and federal) employees are women.

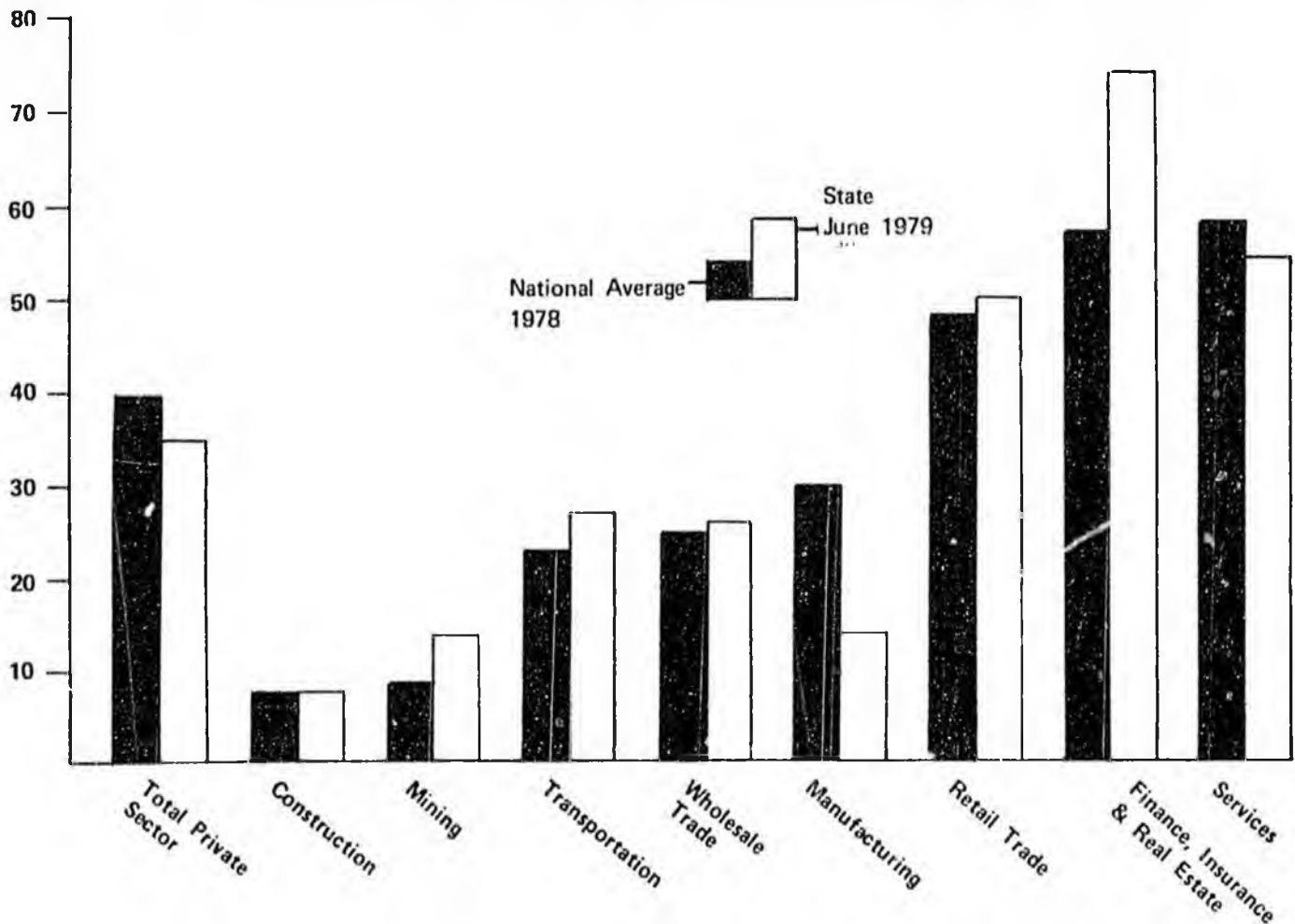
## PRIVATE SECTOR

Women comprise over one-third of Alaska's private sector employment. Employment figures for June 1979 reveal that of the 113,000 people employed in private industry, 40,000 (35%) were women. Employment figures from the month of June for the years 1974 to 1977 show roughly the same proportion of women employed. Thus, it appears that the proportion of women employed in Alaska's private sector has remained unchanged during the last six years.

Most private industries in Alaska exhibit higher ratios of women employees than found nationally. Only two U.S. industry groups exceed the Alaska ratios of females to males. Figure 4 illustrates the percent of women in Alaska's private nonagricultural industries in comparison to the national levels. Three

FIGURE 4

PERCENT OF WOMEN EMPLOYED IN PRIVATE NONAG. INDUSTRIES



Source: National Data. Employment and Earning, March 1979, Tables B2 and B3, State Data. BLS 790 Survey Data, June 1979.

industry groups exhibit high ratios of women employed both nationally and in Alaska. These are retail trade; services; and finance, insurance and real estate. These industries traditionally have a greater representation of female employees. In the other industries women constitute a minority. However, in Alaska most major industries generally exhibit a higher proportion of women than seen nationwide.

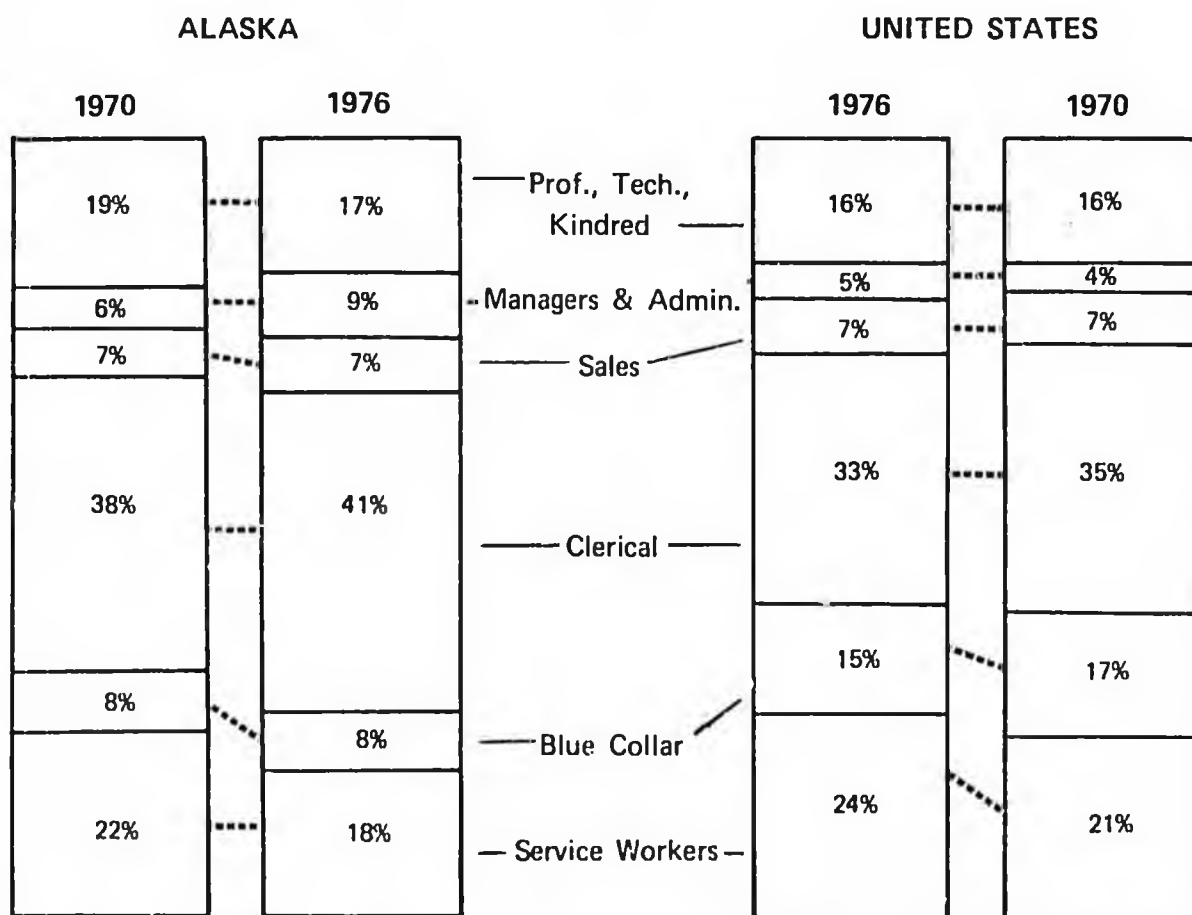
The great disparity between Alaska and the nation in the employment of women in manufacturing is due primarily to differences in size and composition of the industry. Manufacturing is the largest industry in the U.S. (24% of all employment in 1978). In Alaska it is one of the smaller industries (approximately 7% of total statewide employment in 1978). Manufacturing in Alaska consists basically of seasonal activities in logging and wood products, and

seafood processing. Most women in manufacturing are engaged in seafood processing. Logging etc., has a predominantly male employment profile. When logging and related processing are active, total manufacturing will show a lower percent of women than when seafood processing alone is active. It is mainly the influence of the large and diverse U.S. manufacturing industry that causes the total U.S. percentage of women employees to be greater than Alaska's. Most notable is the substantial utilization of women workers in manufacturing industries which do not exist in Alaska (e.g. textiles, electronics, etc.).

### OCCUPATIONS

Despite increases in women's labor force participation rates, historical employment patterns in "traditional jobs" still persist to a large extent. As Figure 5

**FIGURE 5**  
**OCCUPATIONAL PROFILE OF WOMEN**  
**U. S. AND ALASKA, 1970 AND 1976**



Sources: SIE, 1976; U. S. Population Census, 1970, Detailed Characteristics of Alaska, Table 170; U. S. Population Census, 1970, U. S. Summary

illustrates, women are strongly represented in clerical and service occupations both in Alaska and the nation as a whole. These two occupations account for nearly 60 percent of the total female work force at both state and national levels. In part, this reflects a recent rapid movement of women into entry level jobs. In addition, these have been the fastest growing occupations in recent decades and have thus absorbed much of the increasing numbers of women entering or re-entering the labor force.

Over 60 percent of women who hold professional positions in Alaska are in the traditional fields of nursing, health care, and teaching (predominated by elementary teachers). Seventeen percent of the women in Alaska's work force are found in professional, technical and kindred occupations, and 9 percent as managers and administrators.<sup>6/</sup>

During the past five years Alaska State Government has experienced little change in the ratio of men to women by occupation (see Figures 6 and 7). Women are still predominate in the traditional occupations (clerical, teaching and librarianship, etc.). A high proportion of state government jobs are clerical; a job class which has served as an inroad for women into the job market. While some changes have occurred in women's participation in non-traditional occupations, women have made only minor advancements in professional, skilled/craft and service/maintenance occupations. The significant point to be made is that sex segregation among professional and blue collar occupations continues to exist despite affirmative action programs and employment anti-discrimination laws.

Why does occupational segregation continue? National studies reveal that the choice of educational pursuit significantly influences an individual's earning ability. Also job tenure is a factor in promotion and seniority.<sup>7/</sup> But these are only partial explanations.

Currently, the Office of Equal Opportunity is exploring possible barriers to employment and promotion in Alaska State Government. This work

will entail a study of applicants and people who are presently working. Such areas as testing, experience, education, and the application process will be explored. Such analysis may provide an understanding of why affirmative action practices by themselves have not been totally effective in dealing with a very old problem.

## WAGE AND SALARY INFORMATION

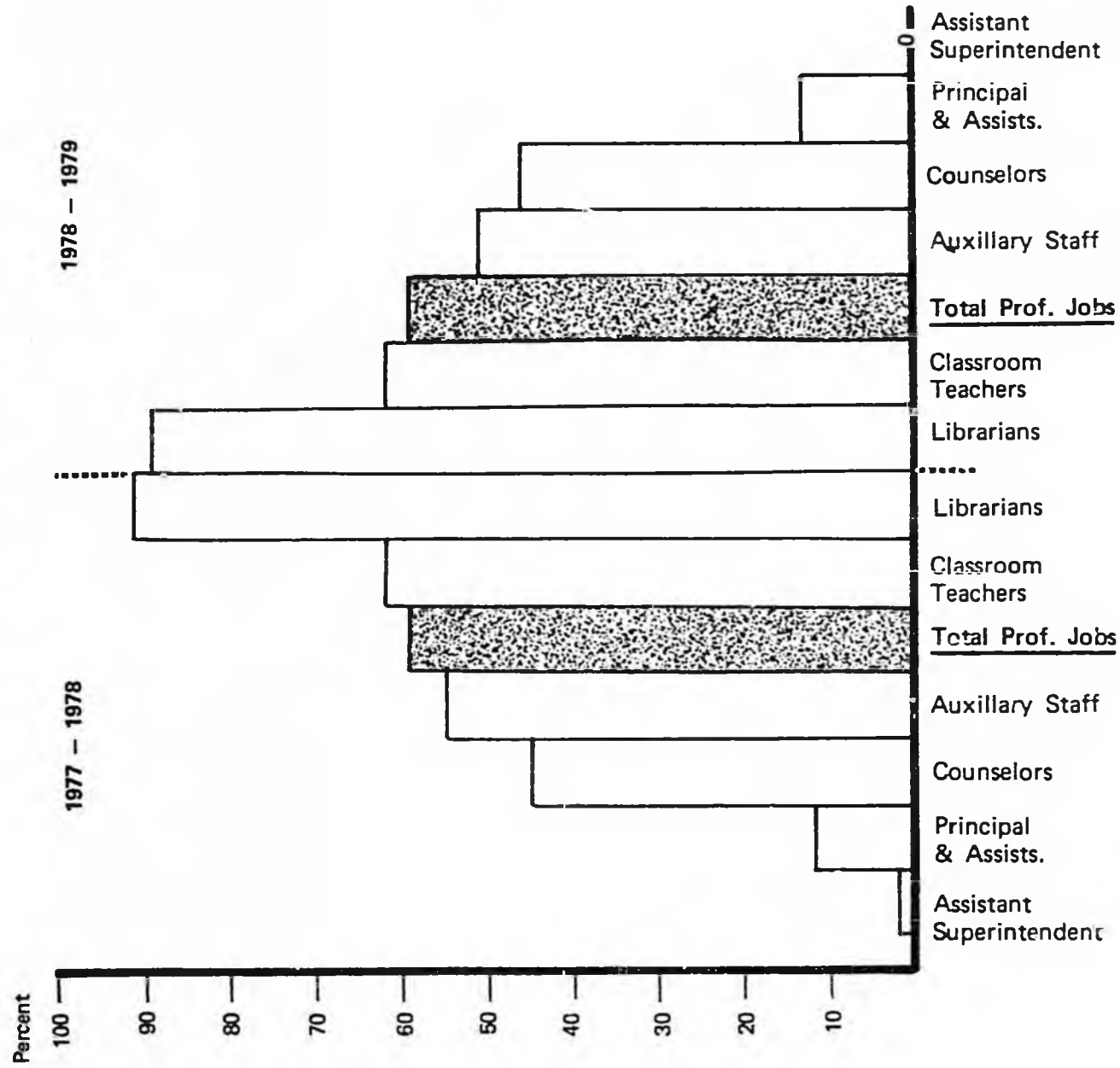
Wage and salary information by occupation for Alaskan women is difficult to obtain through present data sources. The best available data describes the pay range and salary structure of women in state government. State government comprises 9 percent of the total non-agricultural employment in Alaska and women comprise about half of all state workers. Wage differentials in a highly structured system such as state government are tied primarily to occupational differences. The fact that the 1979 median monthly salary for male general government employees was \$2,031, while females made only about 66 percent of that amount (\$1,339), can be partially explained by referring back to the occupational diagram for Alaska state government employees (Figure 7). Women are predominantly located in the lower paying clerical level occupations. This is especially true in the modal pay range (the most often occurring) which is pay range 8 or \$1,105 per month for women. Conversely, most men are found in occupations with some professional orientation and therefore, receive higher monthly salaries (modal pay range 18 with a \$2,200 per month salary). Keep in mind that this merely describes the situation as it appears now. We do not know the degree to which or the reason why women (or men) are underutilized. The substantial occupational differences that exist between men and women do imply inequalities in employment opportunities.

To further examine income differentials, additional knowledge regarding occupations, skill and educational levels are needed by salary range in all industries. Without such information it is difficult to ascertain the influence each factor may have upon the income inequalities women experience.

6/ Selected Socio-economic Indicators from the 1976 Survey of Income and Education, U.S. Department of Labor.

7/ Monthly Labor Review, August 1979, U.S. Department of Labor Bureau of Labor Statistics "Weekly and Hourly Earnings of 1967-78" Page 35.

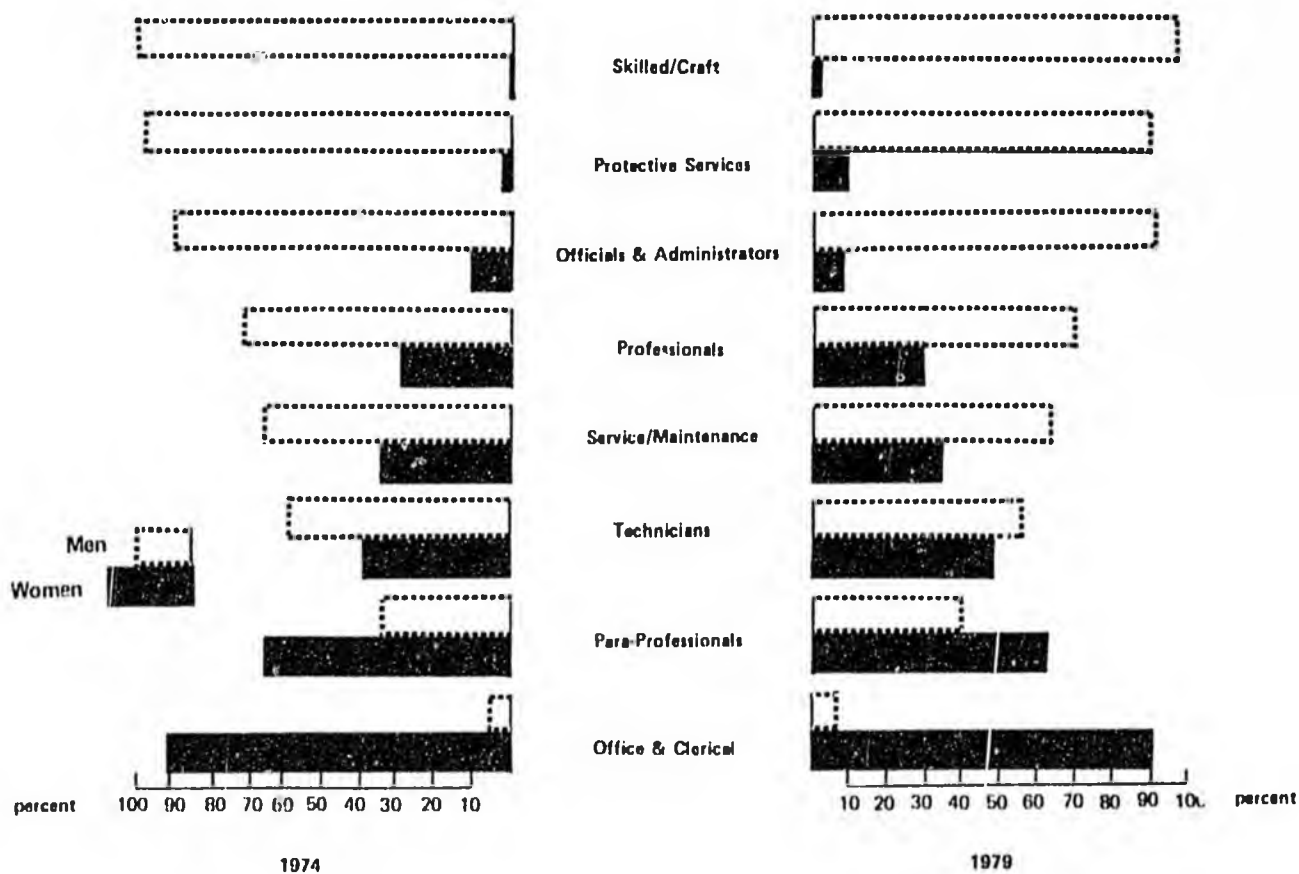
**FIGURE 6**  
**DISTRIBUTION OF PROFESSIONAL WOMEN**  
**EMPLOYED IN ELEMENTARY & SECONDARY SCHOOLS**  
**ALASKA 1977 THROUGH 1979**



Source: Alaska Department of Education,  
 Loraine Robinson, September 1979

FIGURE 7

STATE OF ALASKA  
 FULL TIME EMPLOYMENT BY OCCUPATION  
 FOR WOMEN AND MEN  
 SELECTED YEARS 1974 AND 1979



Source: EEO, State of Alaska, Kay Hogan, August 1979. *A Preliminary Study of the Status of Women in Alaska, 1977.*

## HIGHER EDUCATION AND APPRENTICESHIP TRAINING

### HIGHER EDUCATION

Women now constitute a majority of the students enrolled in Alaska's post secondary academic institutions. In the Preliminary Study: The Status of Women in Alaska, it was reported that the proportion of women students enrolled at the University of Alaska had risen from 40 percent to roughly 50 percent from 1969 to 1975. Enrollment data for fall 1978 (Table 3) from Alaska's institutions of higher education shows that women accounted for

nearly 55 percent of all students; a further increase since 1975. It appears that women are more aggressively pursuing formal education which should improve their competitive position in the labor market in future years.

TABLE 3  
WOMEN ENROLLED IN ALASKA'S HIGHER EDUCATION INSTITUTIONS  
FALL 1978

	FULL TIME			PART TIME		
	MALE	FEMALE	PERCENT FEMALE	MALE	FEMALE	PERCENT FEMALE
TOTAL	3173	3041	48.9	9114	11671	56.2
UNIVERSITY OF ALASKA	3058	2943	49.0	9038	11467	55.9
ANCHORAGE	495	606	55.0	921	1507	62.1
FAIRBANKS	1056	817	43.6	1246	1195	49.0
SOUTHEAST	28	25	47.2	214	292	57.7
ANCHORAGE C.C.	981	1002	50.5	3488	3602	50.8
JUNEAU-DOUGLAS C.C.	76	43	36.1	607	932	60.6
KENAI PENINSULA C.C.	79	68	46.3	555	784	58.6
KETCHIKAN C.C.	14	23	62.2	242	390	61.7
KODIAK C.C.	4	7	63.6	130	390	75.0
KOTZEBUE C.C.	2	1	33.3	46	122	72.6
KUSKOKWIM C.C.	23	46	66.7	252	356	58.6
MATANUSKA-SUSITNA C.C.	46	18	28.1	127	188	59.7
NORTHWEST C.C.	6	16	72.7	86	151	63.7
PRINCE WILLIAM SOUND C.C.	4	5	55.6	162	246	60.3
SITKA C.C.	5	11	68.8	176	235	57.2
TANANA VALLEY C.C.	239	255	51.6	786	1077	57.8
PRIVATE INSTITUTIONS	115	98	46.0	76	204	72.8
ALASKA BIBLE COLLEGE	5	9	64.3	8	14	63.6
ALASKA PACIFIC UNIVERSITY	20	14	41.2	18	68	79.1
INUPIAT UNIVERSITY OF THE ARCTIC	0	0	0	15	18	54.5
SHELDON JACKSON COLLEGE	90	75	45.5	35	104	74.8

SOURCE: ALASKA COMMISSION ON POST SECONDARY EDUCATION. HEGIS REPORTS

The fields of study which women are completing in Alaska shows movement into traditionally male dominated disciplines. Table 4 presents the degrees awarded in the 1977-1978 academic year by discipline. Traditional female fields of study such as education, arts, health, and the humanities continue to show a large percentage of the degrees awarded to women. Notable shifts, however, are occurring in the types of studies that women are undertaking. Over half of the undergraduate degrees awarded in business, communications, mathematics, and physical sciences were earned by women. In

most graduate degree programs, men still outnumbered women. Although the enrollment of women in Alaska's academic institutions has increased, and recently more undergraduate degrees were awarded to women than men, the majority of women are still found in traditional female fields. Thus, the shift of women into other fields is occurring but at a slow rate.

TABLE 4  
DEGREES AWARDED BY THE UNIVERSITY OF ALASKA  
SENIOR COLLEGES BETWEEN JULY 1977 AND JUNE 1978

DISCIPLINE GROUP	UNDERGRADUATE			GRADUATE		
	MALES	FEMALES	PERCENT FEMALE	MALES	FEMALES	PERCENT FEMALE
TOTAL	157	194	55.3	91	103	45.2
AGRICULTURE & NATURAL RESOURCES AREA STUDIES	11	1	8.3	6	1	14.3
BIOLOGICAL SCIENCES	1	0	0	0	0	0
BUSINESS & MANAGEMENT	19	14	42.4	5	1	16.7
COMMUNICATIONS	14	19	57.6	13	1	7.1
COMPUTER & INFORMATION SCIENCES	3	5	62.5	0	0	0
EDUCATION	0	1	100.0	0	0	0
ENGINEERING	16	37	69.8	25	63	71.6
FINE & APPLIED ARTS	30	6	16.6	14	0	0
FOREIGN LANGUAGES	6	8	57.1	0	0	0
HEALTH PROFESSIONS	0	3	100.0	0	0	0
HOME ECONOMICS	1	22	95.7	0	0	0
LETTERS	0	1	100.0	0	0	0
MATHEMATICS	5	7	58.3	2	2	50.0
PHYSICAL SCIENCES	3	4	57.1	0	0	0
PSYCHOLOGY	4	5	55.6	6	2	25.0
PUBLIC AFFAIRS & SERVICES	14	22	61.1	0	2	100.0
SOCIAL SCIENCES	0	0	0	15	1	6.3
INTERDISCIPLINARY STUDIES	29	35	54.7	5	2	28.6
	1	4	80.0	0	0	0

SOURCE: ALASKA COMMISSION ON POST SECONDARY EDUCATION. HEGIS REPORTS

TABLE 4-B  
ASSOCIATE DEGREES AWARDED BY THE ANCHORAGE  
COMMUNITY COLLEGE BETWEEN JULY 1977 AND JUNE 1978

CURRICULUM AREA	MALES	FEMALES	PERCENT FEMALE
TOTAL	113	121	51.7
ARTS & SCIENCE, GENERAL	27	34	55.7
DATA PROCESSING TECHNOLOGIES	1	3	75.0
HEALTH SERVICES & PARAMEDICAL	6	41	87.2
MECHANICAL & ENGINEERING TECHNOLOGIES	37	6	14.0
NATURAL SCIENCE TECHNOLOGIES	7	9	56.3
BUSINESS & COMMERCE TECHNOLOGIES	20	26	56.5
PUBLIC SERVICE RELATED TECHNOLOGIES	15	2	11.8

NOTE: ANCHORAGE C.C. ACCOUNTED FOR 234 OF 352 (66 PERCENT) ASSOCIATE DEGREES AWARDED IN THE UNIVERSITY OF ALASKA SYSTEM.

SOURCE: ALASKA COMMISSION ON POST SECONDARY EDUCATION. HEGIS REPORT

### APPRENTICESHIP TRAINING

Another vehicle used to prepare for entry into the skilled and semi-skilled labor force is apprenticeship training. Although few women participate in apprenticeship training, such training often provides the only means of entry into specific trades. The fraction of women in Alaska enrolled in apprenticeship programs is small, though nearly three times the national average. Data on women in apprenticeship training programs is found in Table 5. Six percent of Alaskan apprentices are women. Women constitute nearly half the total number enrolled in only two occupational groups: cooks and bakers, and drafters. On a national basis less than three percent of apprentices are women. Due to high levels of unemployment in the construction trades opportunities for apprenticeship training in Alaska is currently limited. This could result in a temporary setback for trainees but will likely not be a long term problem.

In order to assist women in entering non-traditional occupations the U.S. Department of Labor's Bureau of Apprenticeship and Training has established goals for the participation of women in apprenticeship programs. Program managers are mandated to strive for a 20 percent increase *per year* in the rate of participation by women.

During the period January to June 1978, 138 persons completed apprenticeship programs. Only one woman finished during this period, but prior to the trans-Alaska pipeline project there were no women in apprenticeship programs in Alaska. Since it takes three to five years (depending on the craft) to complete such training, increasing numbers of women will be forthcoming from such programs. In many trade and craft occupations the successful completion of apprenticeship is needed to enter the job market at a qualified journeyman level. The low number of women enrolled in and finishing apprenticeship programs would mean that few women will enter these occupations in the immediate future.

TABLE 5  
 APPRENTICESHIP PROGRAM ENROLLMENT  
 ALASKA - JUNE 1978

OCCUPATIONAL GROUP	TOTAL ENROLLED	FEMALES ENROLLED	PERCENT FEMALE	PERCENT FEMALE NATIONALLY
TOTAL	1575	98	6.2	2.6
AIR CONDITIONING & REFRIGERATION				
MECHANICS	*	*	*	.6
AIRCRAFT MECHANICS	2	0	0	6.0
AUTO & RELATED MECHANICS	32	0	0	.6
AUTO & RELATED BODY REPAIRERS	5	0	0	.4
BARBERS & BEAUTICIANS	*	*	*	59.6
BOILERMAKERS	17	1	5.9	.7
BOOKBINDERS & BINDERY WORKERS	*	*	*	11.9
BRICKLAYER, STONE & TILE SETTERS	6	0	0	.7
BUTCHERS & MEAT CUTTERS	2	0	0	8.6
CABINETMAKERS, WOOD MACHINISTS	*	*	*	2.2
CAR REPAIRERS	6	0	0	2.3
CARPENTERS	240	4	1.7	1.5
CEMENT MASONS	10	0	0	1.7
COMPOSITERS	1	0	0	14.5
COOKS & BAKERS	12	5	41.7	13.9
DRAFTERS	4	2	50.0	9.0
ELECTRICAL WORKERS, NEC	3	0	0	2.8
ELECTRICIANS	272	15	5.5	1.3
ELECTRONIC TECHNICIANS	3	0	0	10.8
FLOOR COVERERS	9	2	22.2	.7
GLAZIERS	17	0	0	.3
INDUSTRIAL TECHNICIANS	0	0	0	11.2
INSULATION WORKERS	29	5	17.2	1.3
LATHERS	0	0	0	.5
LINE ERECTORS, LIGHT & POWER	121	15	12.4	2.2
LITHOGRAPHERS, PHOTOENGRAVERS	1	0	0	5.0
MACHINE SET-UP & OPERATORS	*	*	*	1.5
MACHINISTS	8	0	0	2.3
MAINTENANCE MECHANICS	1	0	0	4.2
MECHANICS & REPAIRERS, NEC	6	0	0	1.6
MEDICAL & DENTAL TECHNICIANS	2	0	0	13.7
MILLWRIGHTS	13	0	0	1.7
MOLDERS & COPEMAKERS	*	*	*	1.9
OFFICE MACHINE SERVICERS	14	1	7.1	2.5
OPERATING ENGINEERS	113	5	4.4	2.1
OPTICAL WORKERS	2	0	0	14.2
ORNAMENTAL IRONWORKERS	*	*	*	0
PAINTERS	59	10	16.9	3.5
PATTERNMAKERS	*	*	*	1.9
PIPEFITTERS	369	26	7.0	2.0

TABLE 5  
 APPRENTICESHIP PROGRAM ENROLLMENT  
 ALASKA - JUNE 1978  
 (CONTINUED)

OCCUPATIONAL GROUP	TOTAL ENROLLED	FEMALES ENROLLED	PERCENT FEMALE	PERCENT FEMALE NATIONALLY
PIPEFITTERS - STEAMFITTERS	*	*	*	.3
PLASTERERS	0	.0	0	1.7
PLUMBERS	6	0	0	.4
PRESS OPERATORS	0	0	0	2.2
PRINTING & PUBLISHING WORKERS	0	0	0	5.6
RADIO & TV REPAIRERS	5	0	0	1.5
ROOFERS	29	0	0	.5
SHEET METAL WORKERS	32	2	6.3	.9
SPRINKLER FITTERS	23	0	0	.1
STATIONARY ENGINEERS	*	*	*	2.2
STRUCTURAL STEEL WORKERS	64	4	6.3	.3
TAPERS & DRY WALL INSTALLERS	1	0	0	2.7
TOOLMAKERS & DIEMAKERS	*	*	*	2.5
MISCELLANEOUS TRADES, NEC	36	1	2.8	6.5

\* = NO TRAINING PROGRAM FOR THIS GROUP IN ALASKA

NEC = NOT ELSEWHERE CLASSIFIED

SOURCE: U.S. DEPARTMENT OF LABOR, BUREAU OF APPRENTICESHIP AND TRAINING. DATA PROVIDED BY ANCHORAGE, ALASKA OFFICE.

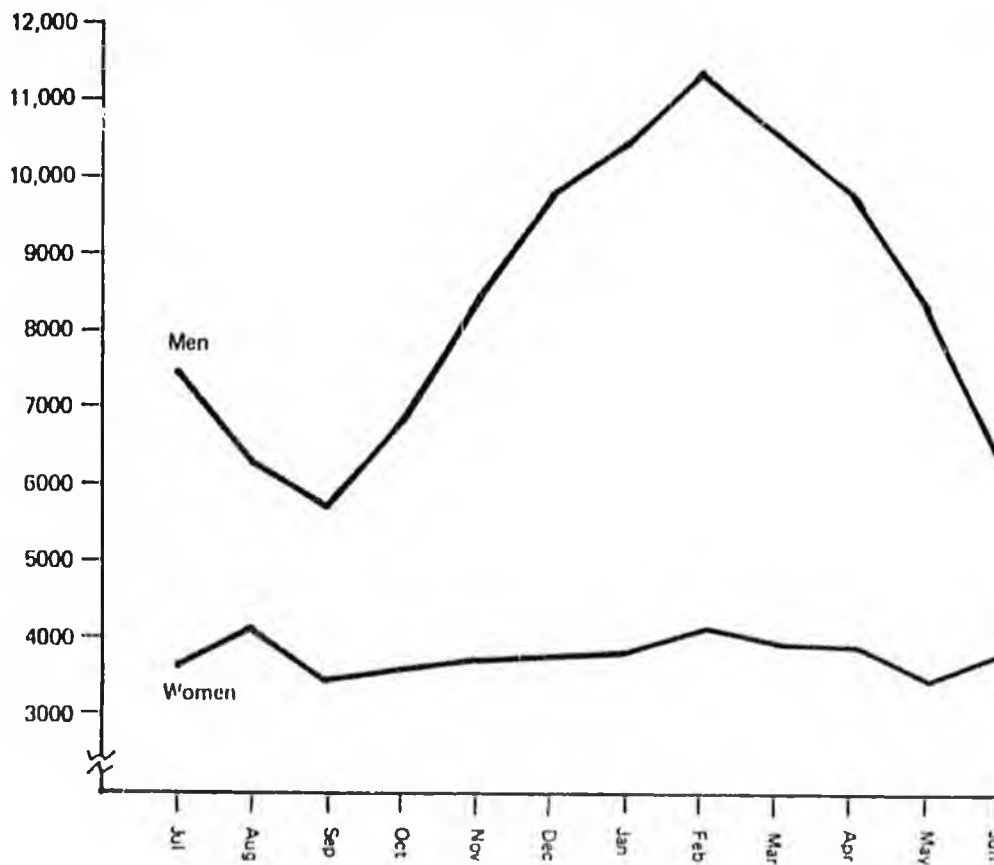
## WOMEN AND UNEMPLOYMENT

Total unemployment averaged 8.9 percent of Alaska's labor force in 1979 down from 11.0 percent in 1978. The unemployment rate for women in Alaska fell from 8.6 percent in 1978 to 5.7 percent in 1979. This compares favorably with the national unemployment rate for women which was also 5.7 percent in 1979.<sup>8/</sup>

The level of unemployment for women in Alaska remains stable throughout the year as compared to the level for men which fluctuates widely. Due to the seasonal nature of Alaska's economy, the state's

unemployment rate is high and varies considerably throughout the year. Figure 8 contrasts the number of unemployment claims filed by men and women during a year. During the period July 1978 to June 1979, almost one third of the weekly claims were filed by women. Figure 8 clearly shows that the number of claims filed by men fluctuated widely, whereas for women the numbers were fairly stable. Thus, women tend to be less subjected to seasonally high periods of unemployment. Much of this difference stems from women's substantial participation in the more stable industries and occupations.

FIGURE 8  
WEEKLY CLAIMS FOR UNEMPLOYMENT INSURANCE BENEFITS  
STATEWIDE  
JULY 1978 TO JUNE 1979



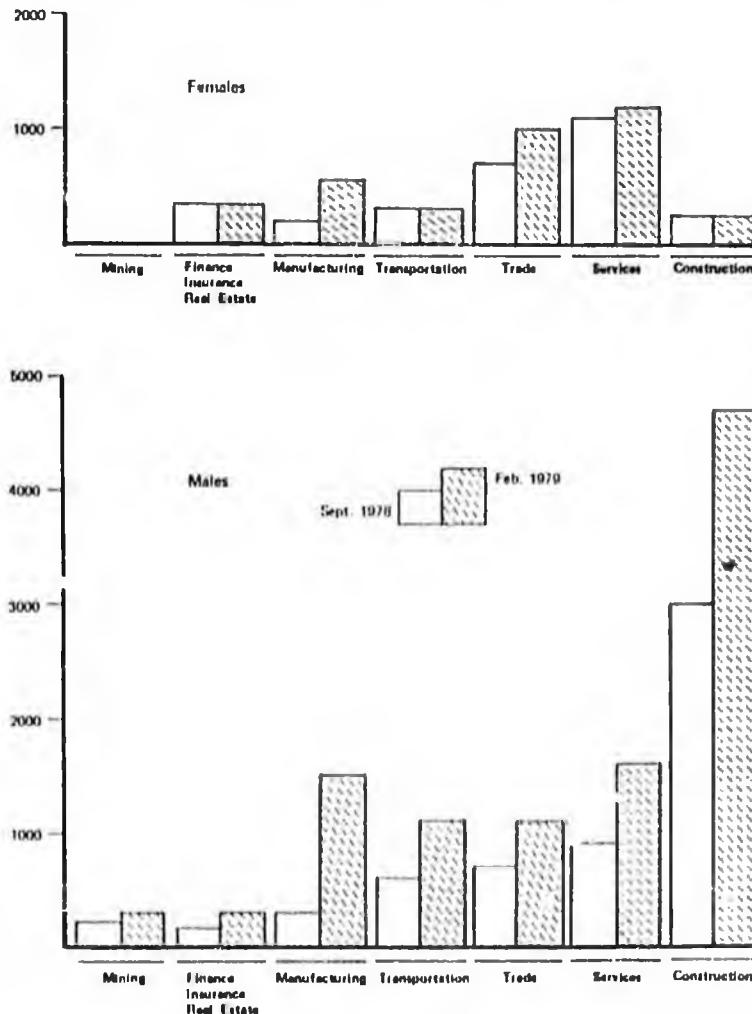
Source: Alaska Department of Labor ES 203 Reports.

<sup>8/</sup> U. S. Department of Labor Press Release Number 80-92 derived from the Current Population Survey.

Figure 9 compares the number of claims filed by industry during September 1978 and February 1977 for both men and women. Figure 10 makes the same comparison by occupation. The months of September and February were chosen because at these times the number of claims filed were at their respectively low and high points. A significant difference in number of claims filed during these two months shows the effects of seasonality.

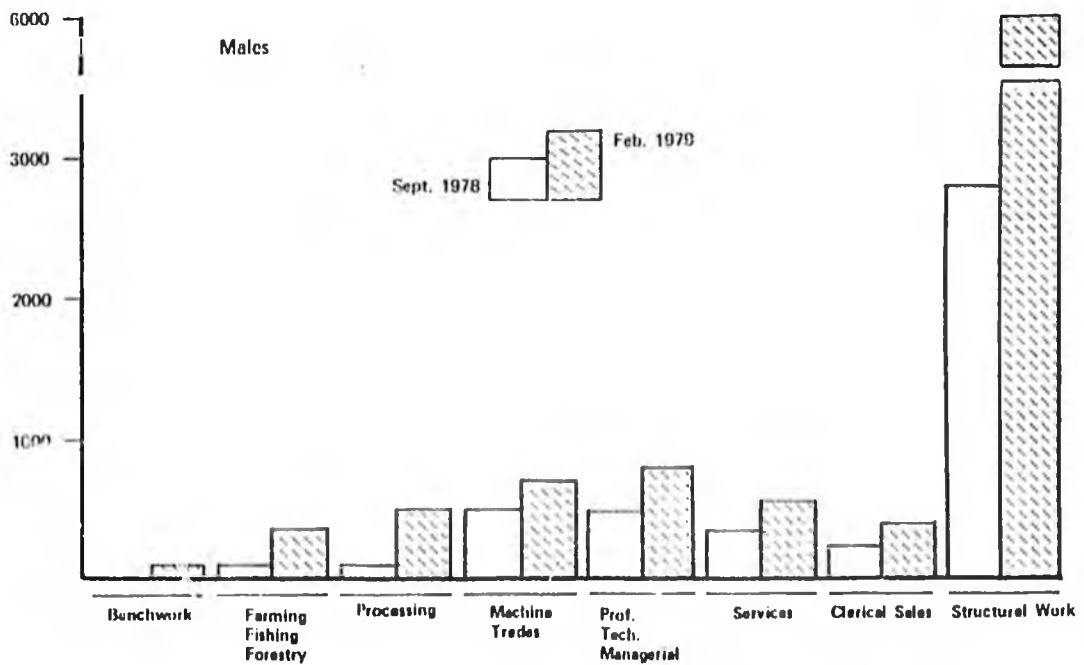
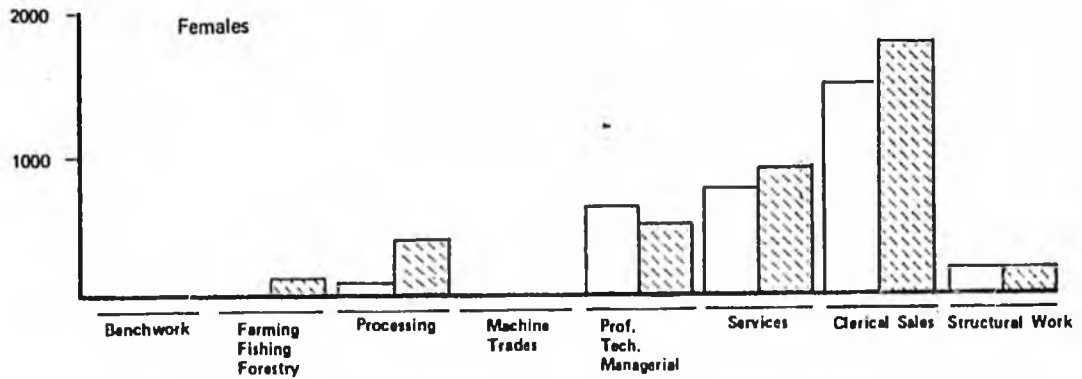
Figure 9 shows that the greatest difference in number of claims filed in September and February occurred in construction and manufacturing (mostly for male claimants). As noted previously, these industries have low percentages of women employees. Obviously, the male dominated industries (construction, mining, etc.) and related occupations experience the highest levels of seasonal unemployment. In terms of occupational data, most claims filed were from persons previously engaged in structural work. Men predominate this occupational group.

**FIGURE 9**  
**WEEKLY CLAIMS FOR UNEMPLOYMENT INSURANCE BENEFITS**  
**BY INDUSTRY FOR MALES AND FEMALES**  
**SEPTEMBER 1978 AND FEBRUARY 1979**



Source: Alaska Department of Labor ES 203 Reports.

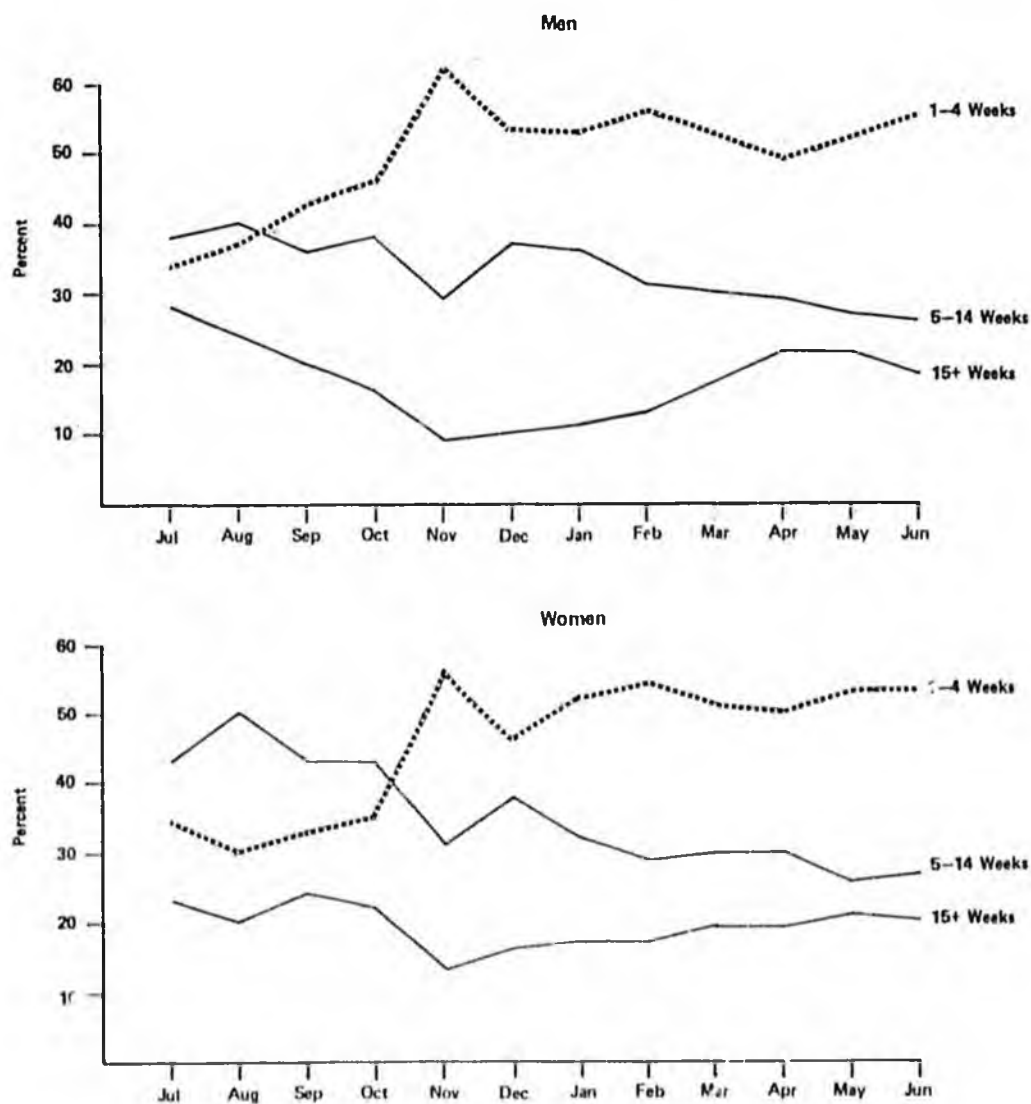
**FIGURE 10**  
**WEEKLY CLAIMS FOR UNEMPLOYMENT INSURANCE BENEFITS**  
**BY OCCUPATION OF CLAIMANTS FOR MALES AND FEMALES**  
**SEPTEMBER 1978 AND FEBRUARY 1979**



Source: Alaska Department of Labor ES 203 Reports.

The level of unemployment differs for men and women but not the duration of unemployment. Figure 11 illustrates the duration of unemployment for both groups from July 1978 to June 1979. Most men and women had periods of unemployment lasting 1 to 4 weeks. Fewer people had durations of 15 or more weeks.

**FIGURE 11**  
**UNEMPLOYMENT INSURANCE CLAIM DURATION**  
**JULY 1978 TO JUNE 1979**



Source: Alaska Department of Labor ES 203 reports.

## CHARACTERISTICS OF THE UNEMPLOYED

To provide a more meaningful picture of the unemployment problem as it relates to women in Alaska, it is necessary to go beyond broad industry and occupational data and examine the age characteristics of unemployed women. Table 6 indicates that persons 16-24 years comprise the largest group of unemployed for both men and women. As a sub-group of this age bracket, teenage unemployment was 13.3 percent in 1979.<sup>9/</sup>

Fifty-nine percent were unemployed less than 5 weeks, 45 percent were females. Fewer women and men are unemployed in the 25 to 44 year group, however, the duration of unemployment increases. Twenty-eight percent of women between ages 25-44 years had at least 15 weeks of unemployment compared to 15 percent of women between 16-24 years of age. Women 45-64 years comprise the smallest group of unemployed. Over one-half have durations of unemployment under 5 weeks.

TABLE 6.  
Duration of Unemployment\* By Age and Sex, 1976  
Fo. Alaska

	<u>Vert.%</u>	<u>Total</u>	<u>Women</u>	<u>Men</u>	<u>Women%</u>	<u>Men%</u>	<u>Women Vert.%</u>	<u>Men Vert.%</u>
<u>16-24 yrs.</u>								
Less than 5 wks. ....	59	4,900	2,200	2,700	45	55	65	55
5-14 wks. ....	23	1,900	700	1,200	37	63	21	24
15 wks & over .....	18	1,500	500	100	66	33	15	20
<u>25-44 yrs.</u>								
Less than 5 wks. ....	48	2,300	900	1,400	39	61	43	52
5-14 wks. ....	27	1,300	600	700	46	54	29	26
15 wks. & over .....	25	1,200	600	600	50	50	28	22
<u>45-64 yrs.</u>								
Less than 5 wks. ....	39	700	300	400	43	57	60	31
5 to 14 wks. ....	33	600	100	500	17	83	20	38
15 wks. & over .....	28	500	100	400	20	80	20	31

\* Duration of unemployment represents the length of time during which persons classified as unemployed had been continuously looking for work.

Source: Selected Socio-economic Indicators from the Survey of Income and Education, 1976, U.S. Department of Labor.

<sup>9/</sup> U. S. Department of Labor Press Release, Number 80-92 derived from the Current Population Survey.

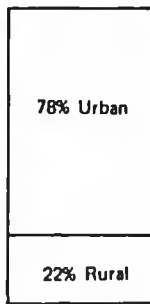
## CHARACTERISTICS OF JOB SEEKERS

Another source of information on unemployed women is available through a study of Job Service applicants (see Figure 12). This information is useful in characterizing applicants but is not totally descriptive of all unemployed women in Alaska. Many job seekers do not utilize Job Service to find employment; this is especially true for professionals and union members. Economically disadvantaged women may be somewhat over-represented in job

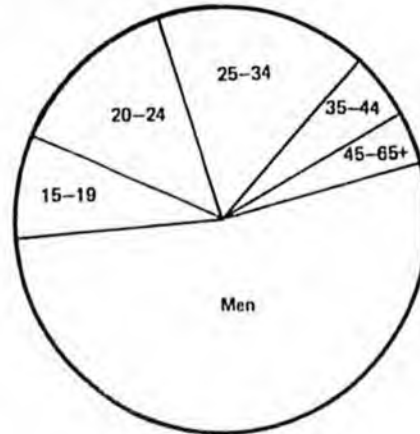
service data since many public assistance programs require work registration before receiving benefits. Figure 12 shows that only forty percent of all women job applicants were eligible for unemployment benefits (U.I.). To be eligible for UI an individual must have had prior earnings in recent paid employment (new entrants or re-entrants to the labor market may not meet monetary eligibility requirements).

**FIGURE 12**  
**CHARACTERISTICS OF WOMEN SEEKING**  
**EMPLOYMENT THROUGH JOB SERVICE**  
**OCTOBER 1, 1978 - JULY 31, 1979**

RESIDENCE: The Majority of Applicants were from Urban Areas



AGE: Most Women were 20-34 Years of Age



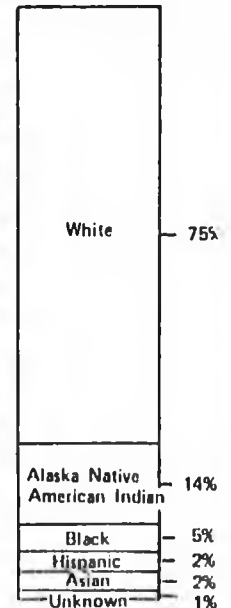
45% of Employment Center Applicants were Women

**ECONOMIC INDICATORS :**

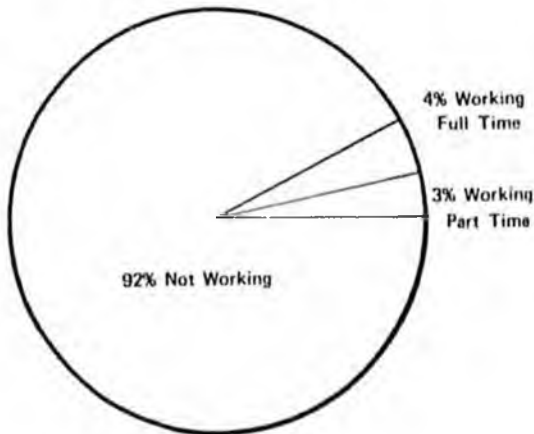
% of All Women Applicants

Economically Disadvantaged	22%
Food Stamps (Receiving)	14%
Welfare (Receiving)	8%
WIN (Eligible)	8%
CFTA	2%
U.I. Claimants	40%

RACIAL COMPOSITION: Rates Very Similar to Statewide  
 Source: ESARS Tables 08, 06, DO6, July 31, 1979



**EMPLOYMENT STATUS**



EDUCATION: Almost 80% of Women were High School Graduates

Secondary Grades 8-11	High School Graduates	Over Grade 12
2%	47%	29%
22%		

Primary Grades 0-7

Note: Due to rounding, figures may not add to 100%

Job Service data for July 1979, generally agrees with national trends and the characteristics presented in the Survey of Income and Education. Women who utilize Job Service are generally 20-34 years of age. Most are high school graduates and are white. Four percent of the women who have applied through Job Service are employed full time and 3 percent are employed part time.

Similar demographic characteristics appear to be shared by men who use Job Service (although more men are eligible for unemployment benefits - 60 percent). Men and women are proportionately distributed with regard to being economically disadvantaged, however, fewer men are involved in public service employment programs such as CETA or WIN.

The targeted nature of Job Service is helpful in obtaining some information about women who head households. According to the Survey of Income and Education, 9,000 Alaskan families were headed by women in 1976. As of July 1979, Job Service had an applicant load of 2,500 women who were eligible for WIN, a program for AFDC recipients. Although no specific conclusions can be made about all women, it is likely that many women who head households are economically disadvantaged as was previously discussed in the section on families (p. 8 ).

#### INROADS TO THE WORK FORCE

The pace of entry into the work force has been vigorous for women; although for some, opportunities of finding meaningful and gainful employment have been more limited due to the added responsibilities associated with being a single parent, a widow, and/or a displaced homemaker. According to the Survey of Income and Education, the primary reason women cited for not working outside the home was "home responsibilities." This is understandable in view of the high cost of daycare, the limited number of part time jobs available and lower wages associated with non-career occupations. Few employer groups in Alaska, with the exception of the federal government, have any policies regarding job sharing or permanent part-time positions at above poverty wage rates.

The federal government has attempted to remedy part of the problem through the development of special employment programs directed towards the economically disadvantaged. The following is a discussion of three programs (WIN, CETA, Senior Employment Program) that zero in on economically disadvantaged women who are single parents or who are displaced homemakers. However, due to qualifying income stipulations, many women will continue to be excluded from the scope of these employment assistance programs.

#### W.I.N.

The Work Incentive Program (WIN) provides employment to persons who are eligible for Aid to Families with Dependent Children, a group which is predominated by women who head families. WIN is presently available only in Juneau, Ketchikan, Sitka, and Anchorage. All positions are placed in the private sector. Women work most often in clerical, sales, and service occupations although some advancement into semi-skilled and skilled blue collar trades and technical fields is occurring. Wage rates range from \$3.50 to \$9.00 depending upon the industry and occupation. The average hourly wage for WIN employees was \$5.20 per hour as of August, 1979. This is the highest in the nation, however, after adjusting for cost of living differentials its significance is somewhat diminished.

Participation in the program has steadily increased since 1975. Presently 2,200 women are active in the program as compared to 1,500 in 1975. The retention rate is the best in the nation. According to an ongoing survey conducted by the Department of Labor, 75 percent are still active on the job after a year.

## C.E.T.A.

The Comprehensive Employment and Training Act (CETA) is another federal program which provides subsidized employment and training opportunities for the economically disadvantaged and other groups, such as the displaced homemaker. It has been estimated by the U.S. Department of Labor that about 2,000 displaced homemakers are presently eligible for CETA programs in Alaska.<sup>10/</sup>

Although information is not tabulated by CETA to verify actual placement of this group in employment, it may be noted that 30 percent of all people hired are women and of these about one-half are AFDC recipients. These proportions also hold true for training.

CETA provides a valuable service in obtaining initial employment and training, however, there are specific limitations which impede continuous employment for women. Employment has a maximum duration of seventy-eight weeks, at which time the employee is terminated from CETA. One intent of CETA is to provide employees with valuable on-the-job experience in hopes that they will be hired by their present employers or in related work. However, only 20 percent enter employment after termination.<sup>11/</sup> Various reasons may affect this low percentage. Many jobs created by CETA have no funding capabilities outside of CETA. In small communities where jobs are scarce, special difficulties arise since there is little opportunity to be hired into jobs which will utilize acquired skills or even find other related jobs.

## SENIOR EMPLOYMENT PROGRAM

The Senior Employment Program addresses the employment needs of a special group of people who are at least 55 years of age and are economically disadvantaged. Many displaced homemakers fall into this category. The program provides only part time employment in non-profit and governmental organizations with many of the jobs in the clerical or service industries. Unlike CETA, there is no maximum duration placed on employment, although attempts are made to encourage employers to hire such workers.

Although small, this program has grown dramatically since 1977. Over one hundred people are presently employed as compared to seventeen in 1977. Many more are eligible statewide, however, due to funding constraints the program has remained small. Women represent over 50 percent of those employed and of these women about one-half are Alaskan Natives.

Wages average about \$5.45 per hour. Because employees are not permitted to work over 20 hours in a given week their maximum gross weekly earnings would not exceed \$110.00. For those persons who are receiving Social Security or retirement benefits the additional earnings provide an added cushion. Many women who are displaced homemakers, however, are in a precarious situation with such a limited income. Although data is not gathered by marital status, the Director of the Senior Employment Program noted that many of the women who participate in this program are displaced homemakers.

<sup>10/</sup> U. S. Department of Labor, CETA Bulletin No. 58-79.

<sup>11/</sup> State of Alaska, Department of Community and Regional Affairs, CETA Division, August 1979.

## EMPLOYMENT ASSISTANCE

Various agencies are available to offer employment assistance to women in Alaska. The following is a partial list of agencies which provide testing, job referrals and career planning. Also listed is a contact agency for persons who feel they have been discriminated against in their jobs.

Job Service Centers – located in most urban centers offer employment counseling; information and referral on special employment programs such as CETA, OJT, WIN; job referrals; interest and aptitude testing.

Women's Resource Center, 602 W. 10th Ave., Anchorage, 99501. Phone: 278-9047. Displaced homemaker program, counseling, information and referral services in legal aid and job hunting and many other services.

Alaska Office of Volunteer Services, McKay Building, 338 Denali, Room 710, Anchorage, 99501. Phone 274-6223. Referral service to voluntary opportunities in Alaska.

Senior Community Service Employment Program, Office on Aging, Pouch H01C, Juneau Alaska 99811. Contact: Eileen Rehwald. Phone 465-4903. Employment opportunities for people over 55 years of age with lower incomes.

Educational Opportunity Center, University of Alaska. 2533 Providence Drive, Anchorage, 99504. Phone 263-1525. Professional career planning, interest and aptitude testing, employment referral services, job hunting skills training, financial aid information, post-secondary training.

Work Incentive Program (WIN), Alaska Department of Health & Social Services, 527 E. 5th, Anchorage, 99501. Phone 274-8576 or Alaska Office Building, Room 425, Pouch H, Juneau, 99801; Phone 465-3227. Employment program aimed at employing people on Aid to Families with Dependent Children (AFDC).

U.S. Small Business Administration, 1016 W. 6th Avenue, Anchorage, 99501. Phone 271-4022. Information for small businesses.

United States Civil Service Employment, 701 C, Anchorage. Phone 271-5821 or 705 W. 9th Juneau, Zenith 1600. Employment listings in federal government.

Human Rights Commission, 204 E 5th Avenue, Anchorage. Phone 274-4692 or Room No. 505, Goldstein Building, on Seward Street. (Pouch AH) Juneau, 99811. Phone 465-3560. Investigates allegations of discrimination in employment, housing public accommodations, government services, and financial practices.

Women in the Labor Force

Alaska			U. S.		
Year	Labor Force	Civilian Labor Force	Year	Labor Force <sup>2/</sup>	Civilian Labor Force
1950.....	36.8%	36.6%	1950	33.9%	33.9%
1960.....	39.6	39.3	1960	37.7	35.6
1970.....	46.2	45.3	1970	41.4	41.3
1977.....		57.1 <sup>1/</sup>	1977	43.3 <sup>3/</sup>	48.4 <sup>3/</sup>
1978.....		62.4 <sup>1/</sup>	1978	50.1 <sup>3/</sup>	49.9 <sup>3/</sup>

U.S. Census Detailed Characteristics 1950, page 51-19—Table 15.

1960 p. 159, Table 115  
p. 163, Table 116

1970 p. 3-268, Table 164  
p. 3-273, Table 165

U. S. Summary 1960 page 487, Table 194.

U. S. Summary 1970 page 679, Table 215.

<sup>1/</sup> Data from BLS Current Population Survey.

<sup>2/</sup> U. S. Working Women: A Databook; U.S. Department of Labor, Bureau of Labor Statistics, 1977, page 5.

<sup>3/</sup> U. S. Department of Labor, Bureau of Labor Statistics; Employment and Earnings.

Tues., 2/25  
1:30

Called re: 5B 99

789-2803 (home)

OK  
(Schedule early)

① Bill Brown: 789-9733 (W: before 3:00)  
Counselor, Floyd Dupont Jr. High  
Co-Ed Volleyball coach

OK

② Alice Bergdoll <sup>Beeq doll</sup>  
586-1355  
Indiana.

OK

③ ~~Bill Miles - Arch. School Board~~  
Does not want to testify

OK  
will talk w/ his committee + call back

④ Eugene Kubisa - AK Fed of Teachers

OK

⑤ Bob Cooksey NEA  
(will let me know Tues., <sup>wants to be</sup> scheduled mid-session)

OK

⑥ Margaret Holland - AK Leg. of Women  
Voters 465-4070

OK

⑦ Robert Greene - Assoc of Sch. Boards  
586-1083

Will ~~not~~ testify

✓

⑧ Barbara Dale (Chris - Research <sup>will handle + Barbara will call</sup>)  
276-3003 - no answer, <sup>analyst 320</sup>  
→ 276-3003

✓

⑨ Susan Clark - Kevin will handle

⑩ Cliff Hartman 279-8176 - Can't attend;

won't testify

will send written comment  
mailed draft of CSSB 29 2/24

⑪ Lisa McLaen - 586-2977

Called w/ Kevin  
+ left message  
will call back  
2/10 2/24  
will call

OK

⑫ Steve Hale - Dept of Education #2800

2/23 - left  
10:00 - message -  
will return call  
Classroom  
264-7000

(13) Joyce Rivers - ~~Dist. Agency~~  
on Idecopy on Mon.

(14) <sup>DOJE</sup> Dave Kull 5-86-2670  
probably won't testify; will come

(15) Wendy Rader - 789-2684 - will call  
Mon. (works for Al Adams)

2/23 Mon. (may come & look at CSSB 99 -  
probably won't testify).

✓  
OK (handwritten)  
(3) Claire Strand  
Prof Business Women's Club  
Jill Whittow

CONFIRMED ✓

CONFIRMED ✓

Don't call

ASTRID DEPERDY

UA LEGAL COUNSEL

479-~~7563~~ 7259

✓

BILL MILES

586-2660

ANCIENT SCHOOL BOARD

EUGENE TUBINA - AK FED. TEACHERS  
585-2663 (VANDER)

✓

BOB COOKSEY

586-3090

N.E.A.

✓

MARGARET HOLLAND - AK LEG. OF WOMEN

VOTES 465-4070

✓

ROBERT GREENE - ASS. OF SCHOOL EXCHANGES  
586-1053(w) (H) 6-2036

✓

BARBARA DALE / BARBARA SCHIMMEL - AK COMMISSION ON STATUS OF WOMEN  
~~KATIE HURKEL~~ / ~~MARLENE~~ 276-3003 (784-2971)

✓

SUSAN CLARK - AM. ASSOCIATION OF UNIVERSITY WOMEN  
586-6952

✓

CLIFF HARTMAN - AK COUNCIL OF SCHOOL ADMINISTRATORS  
279-8176 1433 W. 13th Ave

✓

WOMEN'S RESOURCE CENTER 586-2977  
LISA ~~ALLEN~~ MCHAREN

✓

STEVE HOLE DEPT. OF EDUCATION #2800

# School anti-sex discrimina

By MICHAEL MULNIX  
Empire Staff Reporter

2/10/81

A bill which would prohibit sex discrimination in Alaska schools was the subject of lively debate before the Senate Judiciary Committee on Monday.

The bill would prohibit any form of sexual discrimination in employment, recreation and athletic activities, course offerings, textbooks and instructional materials in schools.

The bill, sponsored by Sen. Charlie Parr, D-Fairbanks, received heavy scrutiny last session. After a number of facelifts, it eventually passed the House, but was rejected by the Senate.

One of the most controversial provisions of the bill centers around a section prohibiting discrimination in school athletics. The bill would require separate school-sponsored teams for each sex. If separate teams are not possible, "females and males must be allowed to compete equally for places" on the same team, according to the bill.

Bob Cooksey, deputy executive secretary of the National Education Association, said the NEA supports the bill.

"I find it a pleasure to see some girls playing football," Cooksey said. "What we're really trying to get at is that boys and girls are equals and not to stereotype them."

Sen. Bill Ray, D-Juneau, said he did not think it is appropriate



## ALASKA NEWS

for boys and girls to compete together, especially in contact sports such as football and wrestling.

"I just hope all this doesn't show a little girl how not to be a mother, if that's what she wants .... My mother taught me to cook and sew and iron, and I don't think that's unmanly. But I certainly think there are some things a woman does that are unwomanly.

"How is a little girl going to find out if she wants to be a mother? Do you only show her in a board room smoking a cigar and reading Playboy or Playgirl? I don't go for that," Ray said.

Cooksey said the NEA also supports the equality in employment section of the bill which would prohibit discrimination in hiring.

Margaret Holland, a lobbyist for the Alaska League of Women Voters, said it is "crucial" for women to receive an unbiased education if they are to "break out of the pattern" of lower-paying jobs.

"Women are geared to hold more traditional jobs throughout school. If women are exposed to non-biased education, then they'll be better able to get non-traditional jobs. We're very much in favor of this bill," Holland said.

Ray said he was not aware of any discrimination in Alaska public schools.

"I guess I'm getting old. I guess there may be a (sexual) bias if you say there is. I've just never encountered it," Ray said.

Discrimination in textbooks would also be prohibited by the new bill. The bill would stop sex-role stereotypes that "portray males as active, energetic and individualistic" and women "only in more passive roles, rarely in career roles," according to Barbara Dale, vice-chairwoman of the Commission on the Status of Women.

Dale said the commission strongly supports the entire bill, but especially the section relating to textbooks and instructional material which she said is "a student's index to the world."

The bill would require textbooks to be reviewed by local school boards every three years. Ray strongly disagreed with such local

review, arguing a statewide policy of review should continue.

"School districts (in Alaska) are checkerboarded from Moral Majority to ultra-liberal," he said, arguing school children could become confused by moving from one district to another and finding the textbook and classroom emphases to be entirely different.

Susan Clark, a representative of the American Association of University Women, indicated the AAUW supports the bill. Clark said local grievance procedures need to be established so concerned citizens can register their complaints "before being led to a court of law as a last resort."

"School is a preparation for our life's work," Clark said. "Blatant sexism can no longer be tolerated."

Bob Greene, a lobbyist for the Association of Alaska School Boards, said the association supports the general concept of the bill, "but not the manner in which it was put together."

Greene said the association does not agree with the "item-specific points" in the bill — such as separate teams in athletics — which he called too difficult to administer and legally confusing.

According to the bill, if a district is found guilty of discrimination, the board "shall terminate all or part" of the state money given to the particular district.

# School anti-sex discrimination bill's pros, cons aired

By MICHAEL MULNIX  
Empire Staff Reporter

2/10/81

A bill which would prohibit sex discrimination in Alaska schools was the subject of lively debate before the Senate Judiciary Committee on Monday.

The bill would prohibit any form of sexual discrimination in employment, recreation and athletic activities, course offerings, textbooks and instructional materials in schools.

The bill, sponsored by Sen. Charlie Parr, D-Fairbanks, received heavy scrutiny last session. After a number of facelifts, it eventually passed the House, but was rejected by the Senate.

One of the most controversial provisions of the bill centers around a section prohibiting discrimination in school athletics. The bill would require separate school-sponsored teams for each sex. If separate teams are not possible, "females and males must be allowed to compete equally for places" on the same team, according to the bill.

Bob Cooksey, deputy executive secretary of the National Education Association, said the NEA supports the bill.

"I find it a pleasure to see some girls playing football," Cooksey said. "What we're really trying to get at is that boys and girls are equals and not to stereotype them."

Sen. Bill Ray, D-Juneau, said he did not think it is appropriate



## ALASKA NEWS

for boys and girls to compete together, especially in contact sports such as football and wrestling.

"I just hope all this doesn't show a little girl how not to be a mother, if that's what she wants .... My mother taught me to cook and sew and iron, and I don't think that's unmanly. But I certainly think there are some things a woman does that are unwomanly.

"How is a little girl going to find out if she wants to be a mother? Do you only show her in a board room smoking a cigar and reading Playboy or Playgirl? I don't go for that," Ray said.

Cooksey said the NEA also supports the equality in employment section of the bill which would prohibit discrimination in hiring.

Margaret Holland, a lobbyist for the Alaska League of Women Voters, said it is "crucial" for women to receive an unbiased education if they are to "break out of the pattern" of lower-paying jobs.

"Women are geared to hold more traditional jobs throughout school. If women are exposed to non-biased education, then they'll be better able to get non-traditional jobs. We're very much in favor of this bill," Holland said.

Ray said he was not aware of any discrimination in Alaska public schools.

"I guess I'm getting old. I guess there may be a (sexual) bias if you say there is. I've just never encountered it," Ray said.

Discrimination in textbooks would also be prohibited by the new bill. The bill would stop sex-role stereotypes that "portray males as active, energetic and individualistic" and women "only in more passive roles, rarely in career roles," according to Barbara Dale, vice-chairwoman of the Commission on the Status of Women.

Dale said the commission strongly supports the entire bill, but especially the section relating to textbooks and instructional material which she said is "a student's index to the world."

The bill would require textbooks to be reviewed by local school boards every three years. Ray strongly disagreed with such local

review, arguing a statewide policy of review should continue.

"School districts (in Alaska) are checkerboarded from Moral Majority to ultra-liberal," he said, arguing school children could become confused by moving from one district to another and finding the textbook and classroom emphasis to be entirely different.

Susan Clark, a representative of the American Association of University Women, indicated the AAUW supports the bill. Clark said local grievance procedures need to be established so concerned citizens can register their complaints "before being led to a court of law as a last resort."

"School is a preparation for our life's work," Clark said. "Blatant sexism can no longer be tolerated."

Bob Greene, a lobbyist for the Association of Alaska School Boards, said the association supports the general concept of the bill. "but not the manner in which it was put together."

Greene said the association does not agree with the "item-specific points" in the bill — such as separate teams in athletics — which he called too difficult to administer and legally confusing.

According to the bill, if a district is found guilty of discrimination, the board "shall terminate all or part" of the state money given to the particular district.

# Women status

Associated Press

Juneau — Changes must begin in schools to improve the status of Alaska women, the Senate Judiciary Committee was told Monday.

Women's groups and educators testified in favor of a bill (SB99) which would outlaw sex discrimination in education, including textbooks, courses, athletic programs, counseling and hiring.

Unbiased education is the "crucial first step toward the economic independence of women," said Margaret Holland, a lobbyist for the Alaska League of Women Voters. In Alaska, the average woman's salary is 66 percent of the average man's, she said.

Promoting opportunities for women is in the state's best interest, Susan Clark of the American Associ-

ation of University Women told lawmakers. The need for programs for child support, displaced homemakers and battered women could be reduced if women were taught to be more self-sufficient, she said.

Textbooks came under fire for portraying women in passive roles and men as "self-oriented, energetic and skillful," said Barbara Dale, of the Commission on the Status of Women.

Under the bill sponsored by Sen. Charlie Parr, D-Fairbanks, school boards would be required to review textbooks every three years. But Sen. Bill Ray, D-Juneau, said the requirement could cause widespread discrepancy among texts used by districts.

"School districts are checker-

Young of Durango, Colo.; six grandchildren and two great-grandchildren.

Memorial contributions may be sent to the Greer Ferry Ambulance Service, P.O. Box 2, Edgemont, Ark.

## Felix Pete Alto

A funeral for Felix Pete Alto, 44, will be at 6 p.m. tonight at Forest Memorial Chapel. Equal opportunity be given both sexes in athletics. If separate teams are not offered for boys and girls, then they must be allowed to compete equally for places on the school-sponsored team.

One of the primary advantages of the legislation is that it makes prohibitions against sex discrimination local as well as federal, which means the state can enforce the law, Ms. Clark said.

It can take up to three years to have a complaint addressed through federal channels, she said. Too often, parents, teachers and students are forced to go to the courts for remedy, she said.

The bill would encourage the hiring of more women school administrators, said Bob Cooksey, a lobbyist for the National Education Association. He said less than 25 percent of Alaska school administrators are women.

Robert Greene, a lobbyist for the Association of School Boards, objected to banning discrimination by law rather than regulation. "Bad

# TELEGRAM

ALASCOM, INC.  
PHONE: 586-6442  
JUNEAU, AK 99802

#

02041 NL TDA KLA WOCK ALASKA 50 02-19 1225P AST

PMS SENATOR PATRICK RODEY

JUNEAU **1038**

THE KLA WOCK SCHOOL DISTRICT STRONGLY OPPOSES SB99 IN ITS ORIGINAL  
FORM. BUT WOULD SUPPORT THE AMENDED VERSION PROPOSED BY THE  
ALASKA ASSOCIATION OF SCHOOL BOARDS.

WILLIAM SUSS, SUPT

KLA WOCK CITY SCHOOL DISTRICT

1891 FEB 19 11 32

# TELEGRAM

ALASKA TELECOMMUNICATIONS  
PHONE 333-3600  
JUNEAU AK 99802

1981 FEB 23 AM 13 38

## RECEIVED

FEB 23 1981

#  
02004 TDA GALENA ALASKA 49 02-23 0815A AST

PMS SENATOR PAT RODEY

JUNEAU **1184**

DEAR SENATOR, THIS TELEGRAM IS SENT IN SUPPORT OF THE BASIC  
CONCEPT OF SB99 WHICH WOULD PROHIBIT SEX DISCRIMINATION IN  
EMPLOYMENT PRACTICES AND IN STUDENT PROGRAMS. HOWEVER, IT IS  
FELT THAT MOST OF THE SPECIFICS OF THE BILL WOULD BE BETTER  
SERVICED IN REGULATIONS RATHER THAN LAW.

SINCERELY,

HARRY E PURDY SUPERINTENDENT

GALENA CITY SCHOOLS



# Alaska State Legislature

## Senate

### Judiciary Committee

Official Business

Pouch V  
State Capitol  
Juneau, Alaska 99811

May 19, 1981

Mr. Robert Manners  
Executive Secretary  
NEA-Alaska  
147 South Franklin #207  
Juneau, Alaska 99801

Dear Bob:

Thank you for your letter of May 18; I appreciate your kind words regarding SB 99.

Your assistance was vital to the entire legislative effort, and you are to be complimented.

Sincerely,

A handwritten signature in cursive that reads "Pat".

Senator Patrick M. Rodey  
Chairman

PMR/ods

... And now finding  
Arbitrator!



# NEA - ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

**Robert C. Manners**  
Executive Secretary  
Juneau Office

**Robert C. Cooksey**  
Deputy Executive Secretary  
Juneau Office

**James D. A'ter**  
Field Staff  
Juneau Office

**Charles L. O'Connell**  
Deputy Executive Secretary  
Anchorage Office

**Dianne Anderson**  
Field Staff  
Anchorage Office

**Steve Pulkkinen**  
Field Staff  
Anchorage Office

**Mary Ann Eininger**  
Deputy Executive Secretary  
Fairbanks Office

**JUNEAU OFFICE**  
147 SOUTH FRANKLIN #207  
JUNEAU, ALASKA 99801  
PHONE: (907) 586-3090

**ANCHORAGE REGIONAL OFFICE**  
1411 WEST 33rd  
ANCHORAGE, ALASKA 99503  
PHONE: (907) 274-0536

**FAIRBANKS REGIONAL OFFICE**  
825 COLLEGE ROAD  
FAIRBANKS, ALASKA 99701  
PHONE: (907) 456-4435

RECEIVED

MAY 19 1981

May 18, 1981

Senator Pat Rodey  
Alaska State Senate  
Pouch V  
Juneau, Alaska 99811

Dear Pat:

RE: CS SB 99 AM H

Just a brief word to say thanks, not only for your commitment and support on the Mini-Title IX bill, but for the effective management in getting the Senate concurrence vote.

Needless to say, we appreciate it a lot.

Sincerely,

Robert Manners  
Executive Secretary

RM:jw

I APPRECIATE YOUR KIND WORDS REGARDING SB 99.  
YOUR ASSISTANCE WAS VITAL TO THE ENTIRE LEGISLATIVE  
EFFORT AND YOU SHOULD BE COMPLEMENTED.

Sincerely