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# Alaska State Legislature

BETTYE FAHRENKAMP, Chairman  
ARLISS STURGULEWSKI, Vice Chairman  
JOE JOSEPHSON  
PAUL FISCHER  
EDNA ARMSTRONG-DE VRIES



POUCH V  
STATE CAPITAL  
JUNEAU, ALASKA 99811  
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## Senate Committee on Health, Education and Social Services

January 30, 1985

Mr. Lester T. Vierra  
President  
Kenai Peninsula Community College  
Box 848  
Soldotna, AK 99669

*sent to all  
commun coll  
pres.*

Dear Lester:

Enclosed is a copy of Senate Bill No. 25, which if enacted, would establish the Alaska Community College System separate from the University of Alaska. The Community College system would have a seven member board appointed by the Governor, and a Chancellor.

As this bill is presently before the Senate Health, Education, and Social Services Committee which I Chair, I am especially interested in your thoughts about this proposal. Please forward to me, at your earliest possible convenience, your written comments.

Thank you for your time and consideration.

Sincerely,

*Bettye Fahrenkamp*  
Bettye Fahrenkamp  
Chairman

enclosure

BF:er

# ALASKA STATE ADVISORY COUNCIL ON VOCATIONAL AND CAREER EDUCATION

205 NORTH FRANKLIN, SUITE TWO  
JUNEAU, ALASKA 99801  
(907) 586-1736

ROBBIE STELL  
President, Juneau

ROSIE PETERSON  
Executive Director

February 28, 1985

Senator Bettye Fahrenkamp  
Chair, Senate HESS Committee  
Pouch V  
Juneau, Alaska 99811

Dear Bettye:

I am in receipt of your letter of January 30, 1985, asking the State Advisory Council for its remarks on Senate Bill 25, an act establishing the Alaska Community College System separate from the University of Alaska.

In way of responding to your request let me say that the State Council has not taken a position on the current Bill. In 1982, however, the State Council was quite actively pursuing House Bill 695, which would have created a separate state agency for matters pertaining to vocational education and employment and training. You will no doubt recall that the Bill was passed from the House to the State Senate, where a compromise was reached to form a task force to study the issue and make recommendations to the Office of the Governor. In that bill the community colleges were extricated from the University of Alaska system and placed in the proposed state agency.

By way of providing information to the Committee I have enclosed several reports that I hope may provide a recent historical perspective to the issue of separation, and thereby assist the Committee in analyzing the Senate Bill 25. I will add short comments to each report to place each in its proper perspective.

## "A CALL FOR COMMITMENT TO POLICY"

Each year the State Council is federally mandated to make a report on the status of vocational education and employment and training in the state. The enclosed report, "A Call for Commitment to Policy," was the thirteenth annual evaluation written by the State Council. The Council made only one recommendation that evaluation year: "That the State of Alaska make a firm commitment to develop and implement a statewide policy on occupational preparation." In defense of that recommendation the Council outlined the over 200 boards, councils, agencies, and institutions involved in vocational education and employment and training in the state. While the number of participants involved in occupational endeavours is, in and of itself, staggering, the problem becomes unwieldy when it is realized that few of these entities talk with one another---let alone plan effectively together to address the vocational education and training needs of Alaska. As you can see from the list of participants, the Community Colleges and Rural Education Extension Centers comprise a large portion of that list. And, unfortunately, they are equally guilty of not coordinating their vocational education

Senator Bettye Fahrenkamp  
February 28, 1985  
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efforts. In years past when similar separation bills were introduced in the Legislature they were directed at addressing, among other things, the lack of coordination between the community colleges and extension centers, other public agencies (primarily the Department of Education), and the private sector. That problem has not been ameliorated by the personnel and/or organizational changes that have taken place in the University system in recent years.

"VOCATIONAL EDUCATION AND EMPLOYMENT TRAINING TASK FORCE REPORT OF RECOMMENDATIONS AND FINDINGS"

As was mentioned earlier, the negotiated settlement on House Bill 695 was to create a task force to forward recommendations to the Office of the Governor on how best to address the issues facing vocational education and employment training in the state.

I have included here, for your information, the executive summary of the full report. If you find you need a full copy of the report I shall be glad to provide that for your use.

You will quickly note as you peruse the enclosed reports that the eight issues identified by the Task Force are a common thread woven throughout all of the reports. In the same light, the Task Force spent a great deal of time and energy discussing the fragmentation and duplication existing in vocational education and employment and training programs. The first recommendation of the Task Force, the creation of a statewide governance structure assigning an Assistant Chief of Staff for Vocational Education and Employment Training, was their solution to the lack of program coordination, which no doubt was a consideration developed into Senate Bill 25.

"PUBLIC HEARINGS REPORT"

The report of the Vocational Education and Employment and Training Task Force was delivered to Governor Sheffield shortly after he assumed office. As the Task Force was unable to conduct hearings on its recommendations, the Advisory Council joined with the Alaska Vocational Education Planning Council to conduct statewide hearings. Enclosed you will find a synopsis of testimony presented. A full report of the hearings can also be provided to you and the committee if so desired.

"A CALL FOR ACTION"

The Council's fourteenth annual evaluation report further addresses the recommendations of the Task Force and intertwines portions of the public testimony on the same. This report has been added as a transition to the next document.

Senator Bettye Fahrenkamp  
February 28, 1985  
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"VOCATIONAL AND CAREER EDUCATION IN ALASKA"

On December 1, 1983, Governor Sheffield, in response to the recommendations by the Task Force, designated the Alaska Commission on Postsecondary Education to be "the lead agency for the development of uniform policies for vocational and career education in the State of Alaska." He specifically directed the Commission to "initiate an effort to identify directions, costs, regulatory and statutory factors, and existing programs that can be brought under one umbrella organization that would lead to a coordinated plan of service."

While the Governor has taken no action on his directive to the Commission, the full report of the Commission is enclosed.

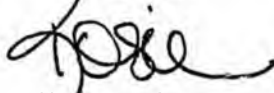
You will note from a quick perusal of the executive summary that the Commission, in recommendations B and C, has suggested removing the community colleges from their parent organization.

In our communication today we have not attempted to address the merits of Senate Bill 25. We have, instead, tried to present information highlighting the lack of coordination existing between the community colleges and the other participants in the vocational education and employment and training field. The State Council has, over the past four years, actively pursued a solution to the lack of coordination and fragmentation of occupational preparation in the state. The issue has been brought before the Legislature and the Governor's Office with no effective action taken to date.

While our rather narrow perspective, i.e. vocational education and employment and training, is only one piece of the puzzle which brings Senate Bill 25 to your attention, it is yet still an unsolved problem which affects constituents throughout our great state.

Thank you for the opportunity to address this issue. If the State Council can be of further assistance to you and/or the Committee please do not hesitate to call upon us.

Sincerely,



Ms. Posie Peterson  
Executive Director

CC/Senator Fred Zarhoff

Enclosures



FEB 22 1985

TANANA VALLEY COMMUNITY COLLEGE  
Fairbanks, Alaska 99701

February 13, 1985

Senator Bettye Fahrenkamp, Chairperson  
Senate Committee on Health, Education and Social Services  
Alaska State Legislature  
Pouch V  
Juneau, Alaska 99811

Dear Senator Fahrenkamp:

At your request, I have reviewed SB 25-Establishing the Alaska Community College System, by Senator Zhharoff. I suspect that the key issues in the legislation are:

- 1) The perception of direction and responsiveness of our postsecondary institutions to citizens concerns, and
- 2) Equity between community colleges and four year colleges, and
- 3) The "share of the financial pie."

In my opinion, the main benefits of the bill are:

- Increased visibility of the community colleges as a coequal partner in training/educating adults.
- Greater autonomy of decision making.
- More impact of local constituencies in the system.

The possible disadvantages are:

- Increased visible competition for financial resources.
- Some increase in the bureaucracy and some system redundancy.
- Possible lack of coordination/cooperation/articulation between two and four year units.

It would be helpful to have a group (Board of Trustees) who are specifically interested in community colleges, meet at community colleges and dictate their attention to them. I do believe, though, that the UA Board of Regents is increasingly responsive to community college concerns.

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The provision for the establishment of regional service centers (14.41.150) is a good idea. It is further supplemented by the sections on outreach programs and relationships with school districts and other agencies. These are positive suggestions and, in many cases, are being implemented now.

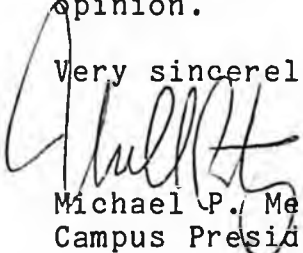
There is no question, Senator, that a community college system can be made to work and will provide certain benefits. The issues that trouble me most are ones of cost-to-benefit. Does the State of Alaska and her citizens gain enough from this legislation to make it worth almost certain additional costs? My personal opinion is that despite the problems for community colleges in a university oriented system, the citizenry is better served by the current arrangement.

We are a very small population, struggling with giant sized concerns. I think we best do our jobs when we work to coordinate and develop our whole public education system. Frankly, as a college president I get irritated by some of restrictions, red tape, and lack of speed in our system, but rationally I don't see major, substantive improvement in developing a new system that will use more resources.

The most effective change in our university system is fostered by pressure from the legislature. This bill continues to sensitize the University of Alaska to needs for local and regional development, responsiveness and citizen input, but its enactment may will cause other problems that have profound cost implications.

Thank you for the opportunity to express my views and I will ask our College Council to write you directly with their opinion.

Very sincerely yours,



Michael P. Metty  
Campus President

/dac



**Anchorage Community College** *A Unit of the University of Alaska System*

February 15, 1985

FEB 22 1985

Representative Bettye Fahrenkamp  
Alaska State Legislature  
Pouch V  
State Capital  
Juneau, AK 99811

Dear Representative Fahrenkamp:

I am pleased to respond to your request to comment on Senate Bill No. 25, which would establish an Alaska Community College System separate from the University of Alaska. I should emphasize that this response is a personal one, because I don't yet know if either the University or the Anchorage Community College Council have positions on this bill. When such are determined and made known to me, I will see to it that they are communicated to you.

I am rather strongly opposed to the bill. My reasons for this position are pragmatic, rather than philosophical, because I have seen such systems work well in other states. As long as the University of Alaska treats its community colleges as full and equal partners, then I think that we are better with one system. President O'Dowd has shown every indication of treating us that way, so I want to remain in the tent, so to speak. Alaska is too small for two systems which would probably engage in pernicious competition for an ever-decreasing resource base. However, if and when I am convinced that the community colleges are not getting their fair share from the University, then I would be the first to lead an attempt at separation.

I hope this position is clear. Of course, I could go on with a great deal of elaboration, but let this suffice for now. I would be pleased to supply any additional information or materials which your committee might desire, and I look forward to working with you and your committee in a constructive relationship. Best wishes as you continue to work on your most difficult tasks.

Sincerely,

Herbert C. Lyon  
Chancellor

xc: President O'Dowd      Office of the Chancellor

TO: SB 25 FILE  
FM: Edie  
RE: Responses to letters/interviews

---

1. John C. Menzie, Campus President  
KETCHIKAN COMMUNITY COLLEGE  
letter enclosed
2. Ralph McGraff, President of the Alaska Federation of Teachers/  
Community Colleges

Said in 1979-80 the AFTCC took an in-depth look into the issue of seperation. A bill was introduced on their behalf that was 80% identical to SB 25. The teachers are apprehensive about supporting the bill:

- a) There is a provisoin in the bill for a 10% tie-in with the school district. AFTCC wants to be autonomous.
- b) The facilities that are presently co-owned are to be retained by Anchorage University. All the ACC buildings were built in 1970 through bonding; does that mean they have to find new sites for the ACC? It would be a legal mess to determine who has rights to the buildings.
- c) AFTCC did not request this bill. They would like to know who's pushing it, and why Sen. Zharoff introduced it.
- d) The AFTCC believes that generally it's a good idea, but feel that now is bad timing.

BETTYE ASKED RALPH TO DO AN INFORMAL SURVEY OF THE AFTCC TEACHERS TO FIND OUT WHERE THEY STAND. SHE TOLD RALPH THAT UNLESS THERE WAS A LOT OF PRESSURE FROM THE SPONSOR, SHE WOULD WAIT TILL THE INTERIM TO HAVE HEARINGS AND ONLY IF IT SEEMS NECESSARY.

3. Dr. Lyon, Campus President  
Anchorage Community College

Has been in the State for 5 months; came up from New Mexico. Said he's seen community colleges work well under both systems, and that he's not philosophically opposed. His concerns are as follows:

- a) The State is small and due to a reduced budget, this is a bad time to further fragment the University - to the eyes of the legislature, it may be one more unit fighting for money.
- b) Believes as long as they're treated equitably, the colleges are better off financially in the system, especially considering their ability to cooperatively use facilities, etc.
- c) Said the Community College Council has not taken a position. Dr. Brant Rock; Assistant Sup. of MOA and Hank Rosenthal, ARCO/Juneau, both have seats on the council and would be good to talk to.
- d) Said he doesn't feel the CCs get a good break in the Univerisity's proposed budget. For example, the CCs get 10% of the funding, but produce 30% of the credits statewide.
- e) Believes O'Dowd is sympathetic to the Colleges and is sensitive to the conflicts.
- f) Believes budget problems are better handled in-house

than in the political arena.

*Sandra Edle*

FEB 11 1985

*nix*

**KETCHIKAN COMMUNITY COLLEGE**  
7th and Madison  
KETCHIKAN, ALASKA 99901  
907-225-6177



February 2, 1985

*file*

The Honorable Bettye Fahrenkamp, Chairman  
Senate Committee on Health, Education,  
and Social Services  
Pouch V, State Capital  
Juneau, Alaska 99811

Dear Senator Fahrenkamp:

I received the copy of Senate Bill No. 25 along with your letter and read it with great interest. It looks like a good bill and complete in all respects.

I would only quarrel with one aspect, and that is the faculty trustee. This opens the question of representation by clerical staff, custodians, computer technicians, etc. There would also be the problem of the Union Contract. It has been my experience (as a faculty representative to a Board of Trustees for seven years) that it was better to sit with the trustees to offer my opinion rather than to vote. I still believe that is a sound concept. Faculty have many paths to influence, including the Assembly, Faculty Senates, Unions, etc. There is really no compelling need to seat a faculty person as a member of the Board.

Possibly no one within the community college system has complained about the inequities of being under the University of Alaska more than I, but I want to give the new University President a chance to remove these inequities before separation is made. I believe Dr. O'Dowd has the capacity and sensitivity to act in the best interests of the community colleges as well as the University centers.

Should President O'Dowd not be successful, I would be very supportive of establishing the "Alaska Community College System" as Senate Bill No. 25 prescribes--with one exception that I mentioned. I spent 23 years in the California Community College system as a student, teacher, and administrator. For many years the community colleges in California were under the Department of Education. It worked sometimes, but it was much better with our own Board of Governors and as equal partners with the University of California



Senator Fahrenkamp  
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and the California State Colleges and Universities.

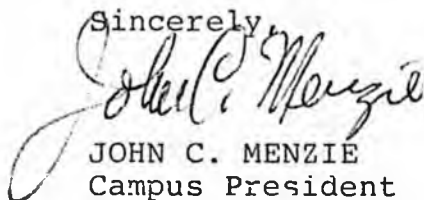
A cause of constant conflict between four-year colleges and community colleges is their different values. They do not function in the same way, think in the same way, and in many cases they do not share the same missions. I have also worked and taught at four-year colleges and therefore believe I can make that judgement. This is not to say that either are wrong in their values or approaches.

Rather than separation, perhaps a separate Board of Trustees under the University of Alaska Board of Regents would serve the same purpose. It would seem less costly than total separation. In any case, it would probably be wise to determine the costs and benefits with separation before passing Senate Bill No. 25.

In summary, I don't believe separation is justified at this time and that President O'Dowd should be given an opportunity to work out whatever problems that exist. It is my considered opinion that the Ketchikan Community College Council and the Community of Ketchikan share my views.

If I can be of any further help, please let me know and I do appreciate being asked for my opinion.

Sincerely,



JOHN C. MENZIE  
Campus President

xc: Senator Ziegler  
Chancellor Al Okeson  
President Donald O'Dowd

JCM:mdw



FEB 18 1985

University of Alaska

P.O. Box 368 • Bethel, Alaska 99559

(907) 543-2621

February 12, 1985

Bettye Fahrenkamp, Chairman  
Senate Committee on Health, Education and Social Services  
Pouch V  
State Capital  
Juneau, Alaska 99811

Dear Chairman Fahrenkamp:

Thank you for your request of a formal response concerning Senate Bill No. 25 which, if enacted, would establish the Alaska Community College System separate from the University of Alaska.

I am aware that this general proposal has been considered in the past, and it continues to have no support from Kuskokwim Community College. Allow me to indicate some general reasons behind this position.

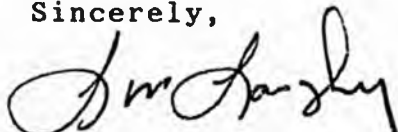
1. The community colleges have been undergoing a growth process within the University of Alaska system. The impending reorganization of the CCREE major administrative unit appears to be a healthy outcome of such growth, and will, I believe, help focus the University's attention on community college needs as a part of an integrated post-secondary education delivery system. The new University President appears to be dedicated to establishing and maintaining a very positive working relationship within the community colleges. A search is on for a strong and effective Chancellor. This would appear to me to be a poor time to initiate action to negate these positive developments and begin an uncharted course.
2. The development of a separate community college system would create another layer of administrative organization for the oversight of the community colleges. A new Board of Trustees and a potentially larger administrative organization would consume greater amounts of the education dollar, leaving less for direct instruction costs.

3. While some of the services of a comprehensive community college do not relate directly to baccalaureate programs, many do in fact need to be so related. Our Associate of Arts transfer efforts are the best example of such. The present position of the community colleges within the University of Alaska makes such integrated efforts easier. It fosters cooperation with other units of the University such as the Cooperative Extension Service, and the College of Human and Rural Development of the University of Alaska, Fairbanks. This membership further helps integrate the delivery of services to the rural areas of the state, increasing efficiency and diminishing consumer confusion.
4. Senate Bill No. 25 appears to provide for the potential proliferation of delivery units throughout the state. Whereas we at KuCC are well aware of rural Alaskans' desire for local control, and our active Community College Council is protective of this position, I suggest that there is a practical and intelligent limit to the number of extension centers, etc., that should be established. We are presently delivering some form of post-secondary educational services to forty-eight communities within our service region of fifty-two such communities. The community college system as it presently exists can readily allow for such delivery of programs, and has considerable flexibility relative to how a given unit goes about this task.
5. Considerable attention is presently being focused on rural education by a number of organizations, including the Alaska Legislature with its special task force on rural education. It appears only prudent to examine the results of such efforts before reaching conclusions relative to organizational structures for service delivery.

I have elected not to examine the bill in question, in detail. Such analysis might provide other comments, and would be the topic of a separate letter. However, I shall be hopeful that such a response will not be necessary.

Please provide any new developments with respect to this bill as you may deem appropriate. I will also be monitoring its progress through the legislative process.

Sincerely,



Lin Laughy  
Campus President

cc: Al Okeson, Chancellor  
LaMont Albertson, Chairperson, Community College Council  
Wendy Redman, Director, Government Relations



MAR 14 1985

*Eddie - FYI*

*Then file*

TANANA VALLEY COMMUNITY COLLEGE  
Fairbanks, Alaska 99701

March 7, 1985

Senator Bettye Fahrenkamp  
Pouch V  
Juneau, Alaska 99811

Dear Senator Fahrenkamp:

In response to your query, the Community College Council of Tanana Valley Community College would like to pass on their thoughts and concerns with S.B.25 - Establishing the Alaska Community College System.

In general, the bill addresses some of the Council's concerns and misses others. It does recognize and seek to rectify the sense that community colleges have a separate and critical mission in Alaska and that clear attention to that is needed. Further, S.B.25 does acknowledge the critical need for a policy-making board that is attuned to the central needs of community-based colleges. At the same time, S.B.25 does not address some of the Council's key concerns and problems. Sepcifically, the absolutely critical issues of vocational education, recurrent training, and community economic development are left untouched.

The council believes that there are other ideas and concepts that should be considered and included in legislation and would urge that hearings be held before any significant further attention is given S.B.25.

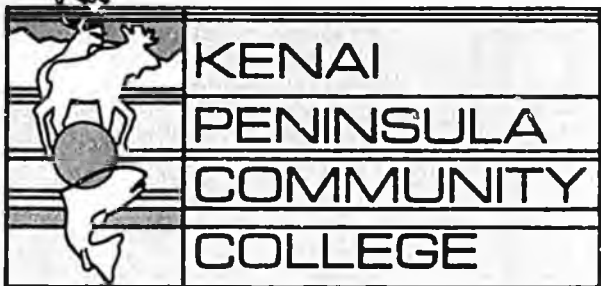
Sincerely,

Michael P. Metty, Campus President  
For the TVCC College Council  
4280 Geist Road  
Fairbanks, Alaska 99701

MPM/af

*Eddie*

FEB 28 1985



**OFFICE OF CAMPUS PRESIDENT**

P.O. BOX 848 SOLDOTNA, ALASKA 99669 (907) 262-5801

REF: 85-39

February 25, 1985

The Honorable Bettye Fahrencamp, Chairman  
 Senate Committee on Health, Education and Social Services  
 Alaska State Legislature  
 Pouch V State Capitol  
 Juneau, AK 99811

Dear Senator Fahrencamp,

Thank you for the opportunity to respond to Senate Bill No. 25 regarding the possible separation of community colleges from the University of Alaska. Judging from the number of bills introduced by the legislature over the years regarding this subject there are problems with the present system which are not being, or have not been, addressed. My remarks will be directed towards solving present problems rather than advocating separation or a continuance of the present system.

It is not readily evident as to what problem, or problems, S.B. 25 is attempting to address. As the primary reason for an organization is to establish communication lines upward and downward, one can see little change from the present system. Perceptions of the present system would indicate a structure designed to govern, rather than communicate, from a central office to points excessively distant. Presently, several layers of bureaucratic intercession hinders communication to and between the local units and the funding body. Frustrations are created through the aggregation of pertinent local concerns into statewide multipurpose requests. Frustrations are also experienced by the bureaucratic layers in what appears to be lack of conformance by the local units. As there is really little change from the present structure, S.B. 25 does not appear to address the primary need for communication.

It would appear that S.B.25 is attempting to address a common perception amongst community college advocates that there is an inappropriate distribution of state resources. Naturally, we in the community colleges feel we are not getting a fair share--as does any subordinate organization. If such is the case, the process could be improved internally within the present system. Many states have subordinate boards to the system board of regents. The operational decisions are the responsibility of the subordinate board and the policy formation at the regent level. Presently, the regents are doing both. A redistribution of the governance authority to unit levels would free the regents to focus on policy.

The Honorable Bettye Fahrencamp, Chairman  
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February 25, 1985

It would also appear that S.B. 25 is attempting to place a cost effectiveness factor with a program funding approach. This is again a method which could be incorporated within the present system. Many states have such a formula funding approach. In fact, the Alaska Commission for Post Secondary Education has developed a draft formula funding approach. One should keep in mind that a formula funding method is also an entitlement to funding.

Considering S. B. 25's applicability to Alaska, if it was to be enacted in its present form, we would make the following observations:

1. The same communications problems would be encountered as with the present system. That is, the structure is designed for governance from a central office for units far removed. It would be advisable to establish the statewide board for authority and policy formulation and to establish unit boards of trustees for governance and local policy decisions.
2. A personal observation is that a campus president is under considerable stress in trying to report to several bosses, any one of whom has an effect on the campus president's employment. It would be appropriate for the statewide board and chancellor to establish levels of expectation for the unit head but the local board should have the responsibility for hiring and firing the campus president. This again is the approach that most state community college systems employ.
3. It is inappropriate for faculty members, as bargaining unit employees, to sit as members of the board which controls the bargaining agreement. It would be appropriate for representatives of employee classifications to report to the board and have a place on the agenda. This again is a common approach employed in many other states.
4. It is also probably inappropriate to attempt to mandate student membership on a statewide community college board. Very few community college students remain for two full years as full time students. To attempt to have the student representation called for in S.B. 25, student reps would be required to attend community colleges for three years to faithfully represent community college students. Also, statistically, there is greater than a 75% chance that the student would drop out before the term of office could be fulfilled. The chances for student representation would be far greater at a local level than a statewide one.

The Honorable Bettye Fahrencamp, Chairman  
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February 25, 1985

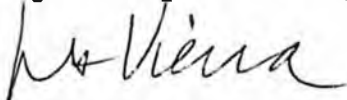
5. There would probably be no need for an increase of funding to accommodate a new structure. There is presently a statewide staff dedicated to community college administration. There would be funds available to support a statewide board of trustees if the board was pared down to the five members from the four judicial districts.

To summarize, S.B. 25 would appear to have three strengths; a statewide board of trustees dealing specifically with community colleges, there would be no increased cost to implement as the present structure would accommodate the budgetary needs, and a program approach to funding. Our perceptions of weaknesses would be: substantially the same inarticulate structure presently employed, a duplicity of authority, lack local autonomy, and conflicts of interest in board representation.

We would be pleased to further address the strengths and weaknesses if your committee should so desire. We are prepared to share our 25 years of community college experience; because we believe so strongly in the mission and goals of the community college.

Thank you again for the opportunity to respond. We shall follow your committee's deliberations with great interest.

Respectfully submitted,



Lester T. Vierra  
Campus President

LTV:dm

cc: Council Members  
Chancellor Al Okesor.

Senate Health, Education and Social Services Committee

Legislation Checklist

Bill number: SB 25

Sponsor: Zharoff

Date referred to committee:

Synopsis completed: 1/10/85

Fiscal note:

Further referrals:

CONTACTS:

~~513~~-513-5462(H)  
Marcie Motschman - 786-1208 M 10:30 →  
ACE UAA Student Union