

HICR

18

SENATE COMMITTEE REPORT

FURTHER

5/5/89

DATE TURNED INTO OFFICE 5/7/89

Mr. President:

FINANCE Committee considered CSHCR 18 (HESS)

Establishing the Joint Committee on School Performance

and recommended

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

do pass

do not pass

no recommendation

individual recommendations

further referral to _____

FISCAL NOTE(S) zero fiscal impact appropriation no FN
 new updated previous LAR 00.9
 same as previous fiscal note(s) published _____

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

Chair: Richard Thomas signature and recommendation

Committee Backup attached

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: Establishing the Joint
Committee on School Performance
Sponsor: Rep. Maclean
Requester: House HESS Committee

Agency Affected: Legislature
BRU: Legislative Council
Components: Joint Committee

EXPENDITURES/REVENUES: (Thousands of Dollars)

| OPERATING | FY 89 | FY 90 | FY 91 | FY 92 | FY 93 | FY 94 |
|------------------------|----------|-------------|-------------|----------|----------|----------|
| PERSONAL SERVICES | 0 | 48.1 | 48.1 | 0 | 0 | 0 |
| TRAVEL | 0 | 15.8 | 15.8 | 0 | 0 | 0 |
| CONTRACTUAL | 0 | 3.0 | 3.0 | 0 | 0 | 0 |
| SUPPLIES | | | | | | |
| EQUIPMENT | | | | | | |
| LAND & STRUCTURES | | | | | | |
| GRANTS, CLAIMS | | | | | | |
| MISCELLANEOUS | | | | | | |
| TOTAL OPERATING | 0 | 66.9 | 66.9 | 0 | 0 | 0 |

| | | | | | | |
|---------|--|--|--|--|--|--|
| CAPITAL | | | | | | |
|---------|--|--|--|--|--|--|

| | | | | | | |
|---------|--|--|--|--|--|--|
| REVENUE | | | | | | |
|---------|--|--|--|--|--|--|

FUNDING: (Thousands of Dollars)

| | | | | | | |
|---------------|----------|-------------|-------------|----------|----------|----------|
| GENERAL FUND | 0 | 66.9 | 66.9 | 0 | 0 | 0 |
| FEDERAL FUNDS | | | | | | |
| OTHER | | | | | | |
| TOTAL | 0 | 66.9 | 66.9 | 0 | 0 | 0 |

POSITIONS:

| | | | | | | |
|-----------|---|-----|-----|---|---|---|
| FULL-TIME | 0 | 1.0 | 1.0 | 0 | 0 | 0 |
| PART-TIME | | | | | | |
| TEMPORARY | | | | | | |

ANALYSIS : (Attach a separate page if necessary)

See Attached sheet for analysis

Prepared by: Senator John Binkley *Binkley* Phone: 465-4985
Division: Senate Finance Committee Date: 3/14/89

Approved by Commissioner: Warren W. Endicott *Warren Endicott* Date: 5/3/89
Agency: Legislative Affairs Agency

Distribution (by preparer):

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

The Joint Committee on School Performance will continue the work of the Senate Special Committee on School Performance and includes:

- 3 House members
- 3 Senate members

The Joint Committee on School Performance will:

- Review the work of the Senate Special Committee on School Performance
- Identify subjects for priority legislative attention
- Review the latest achievement test data and surveys
- Monitor school improvements thus inaugurated
- Address policy issues needing further examination such as:
 - Teacher certification
 - Administrator certification
 - Tenure
 - Evaluation
 - Categorical Programs such as
 - Special education
 - Bilingual education
 - Collective Bargaining
 - Administrative consolidation
 - Other areas relating to school performance such as:
 - boarding schools
 - social service agencies link with schools
 - tuition vouchers
 - school accreditation

The Research Assistant, at the direction of the Committee, will examine the State education delivery system and recommend reforms leading to the enhancement of school performance. The position will continue through the first session of the Seventeenth Alaska State Legislature in order to provide support to committees considering school performance legislation.

Projected expenses for the Joint Committee on School Performance are as follows:

| | |
|---|---------------|
| Personal Services - | |
| Staff for the Committee: Research Assistant, Range 17, Step A | 48,100 |
| Travel - 5 trips @ 366 x 6 members | 10,980 |
| 2 days per diem (\$80) | |
| 5 trips x 6 members | 4,800 |
| Contractual - Advertising/Public Notices | <u>3,000</u> |
| | 66,880 = 66.9 |

Supplies - Will come from existing Legislative Council and Legislative Operating supplies.

Equipment - Will come from existing Legislative Council and Legislative Operating equipment.

Original sponsors: MacLean, Hudson,
Goll, et al.

1 IN THE HOUSE BY THE HEALTH, EDUCATION AND
SOCIAL SERVICES COMMITTEE
2 CS FOR HOUSE CONCURRENT RESOLUTION NO. 18 (HESS)
3 IN THE LEGISLATURE OF THE STATE OF ALASKA
4 SIXTEENTH LEGISLATURE - FIRST SESSION
5 Establishing the Joint Committee on
6 School Performance
7 BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:
8 WHEREAS the Senate Special Committee on School Performance was estab-
9 lished during the Second Session of the Fifteenth Alaska State Legislature
10 to explore the steps that could be taken to bring about higher levels of
11 student achievement in basic skills and other areas; and
12 WHEREAS the committee held seven hearings, listened to 206 witnesses,
13 prepared a report of findings, and adopted a series of recommendations for
14 consideration by the legislature and the Department of Education; and
15 WHEREAS one recommendation of the special committee was the establish-
16 ment of a Joint Committee on School Performance, urged in part because the
17 number of concerns expressed by the public were greater than the special
18 committee had time to examine and respond to; and
19 WHEREAS effective school reform in most states has been a multi-year
20 effort and not an undertaking that could be fully defined by an interim
21 legislative committee; and
22 WHEREAS this legislature is considering legislative proposals made by
23 the special committee that if enacted should be reviewed by the legisla-
24 ture; and
25 WHEREAS establishment of a joint committee would help to encourage
26 broad public participation in continued exploration of school performance
27 issues; and
28 WHEREAS more than one-fourth of the state's budget goes to public
29 schools and the quality of school performance is a proper matter for

1 continuing legislative attention;

2 BE IT RESOLVED by the Alaska State Legislature that a Joint Committee
3 on School Performance is established consisting of three members to be
4 appointed by the President of the Senate and three members to be appointed
5 by the Speaker of the House of Representatives; and be it

6 FURTHER RESOLVED that the joint committee review the work of the
7 Senate Special Committee on School Performance established by the Fifteenth
8 Alaska State Legislature and identify subjects for priority legislative
9 attention; and be it

10 FURTHER RESOLVED that the house members and senate members are autho-
11 rized to meet separately and may meet jointly from time to time; and be it

12 FURTHER RESOLVED that the joint committee is authorized to take action
13 only upon majority approval of the senate members and the majority approval
14 of the house members; and be it

15 FURTHER RESOLVED that the joint committee is authorized to meet during
16 each session and each interim of the Sixteenth Alaska State Legislature;
17 and be it

18 FURTHER RESOLVED that the joint committee shall submit a report of its
19 findings and recommendations to the legislature by the 15th day of the
20 Second Session of the Sixteenth Alaska State Legislature, and on the first
21 day of the First Regular Session of the Seventeenth Alaska State Legisla-
22 ture the joint committee shall submit a final report and is terminated.

ALASKA STATE LEGISLATURE

Representative Eileen Panigo MacLean
P.O. Box 290
Barrow, Alaska 99723

WHILE IN JUNEAU
Box V
Juneau, Alaska 99811
465-4525
465-4833



Chairman
Community & Regional Affairs
Committee

Vice-Chairman
State Affairs Committee
Bush Caucus

Member Finance Subcommittee
Community & Regional Affairs
Education
Corrections

HOUSE OF REPRESENTATIVES

MEMORANDUM

District 22
Ambler
Anaktuvik Pass
Atkasuk
Barrow
Buckland
Deering
Kaktovik
Kiana
Kivalina
Kobuk
Kotzebue
Noatak
Noorvik
North Slope
Borough
Northwest Arctic
Borough
Nuiqsut
Point Hope
Point Lay
Selawic
Shungnak
Wainwright

TO: All Legislators

FR: Representative Eileen P. MacLean

DATE: March 3, 1989

SUBJ: HCR 18 Establishing the Joint
Committee on School Performance

Eileen P. MacLean

For your information, attached is a copy of the HCR 18 relating to the Establishment of a Joint Committee on School Performance. This committee would continue to explore the steps that could be taken to bring about higher levels of student achievement in basic skills and other areas. The committee would also help to encourage broad public participation in continued exploration of school performance issues.

Most legislatures undertaking school reform spend two to three years in the effort. The Senate Special Committee on School Performance was successful in identifying several issues and recommending solutions to improve the quality of school performance. However, many issues were left unresolved. Because of the complexity of the issues that underlie the recommendations, the need to continue the special committee on school performance as outlined in the committees' final report is evident.

Here are brief descriptions of some of the policy issues that need further examination:

Teacher certification. The State Board and Department of Education are presently reviewing and considering what changes ought to be made to teacher preparation and certification requirements contained in the regulations. The efforts to improve the schooling process by other states often deviate from traditional to competency based requirements for certificate renewal. The basic foundation requiring outstanding teaching and administrative talent. As it now exists, numerous Alaskan Superintendents have founded the teacher preparation for certification to be lacking.

Administrator certification. Research has indicated that the school principal is the key component for establishing the quality standards for a school. With this as a qualifier, one state is requiring competency by constituting effective parent/school relationship, initiating a high quality school climate and proving instructional leadership before the administrator's certificate can be renewed.

Tenure. The Association of Alaska School Boards has called for an amendment of the current 2-year teacher tenure law to be extended to 5 years. Comments made by superintendents range from support for that proposition to a more extreme view, i.e. 1). "Many average teachers....tend to become stagnant and weak quickly after becoming tenured." 2). "Abolish tenure." On the other spectrum, teacher representatives don't view the present tenure law as the problem but state that it is the failure of school districts by not establishing and carrying out effective teacher evaluations.

Evaluation. The testimony recommendation was that the issue of teacher/administrator evaluations be critically reviewed. Some administrators utilize teacher evaluations as tools for recommending to inept teachers to

choose other occupations. There are reports, though, that some local teacher organizations exert pressure upon school administrators to avoid unfavorable evaluations of members. For example, one witness called for external review by peers of superintendents' performance to assist boards in reaching decisions about renewal of contracts. Other states and districts require student participation in the evaluation process and researchers support both that approach and peer review. Both are permitted by regulation, but neither is required.

Categorical programs. Two kinds of problems were called to the committee's attention. The first was a concern of parents whose children are placed in "special education" on the basis of perceived deficits in linguistic or social skills, even though the parents disagreed with the decision. The second concern voiced by superintendents was over the disruption caused by "pull-out" programs for special categories of children. These are usually federally funded and regulated programs. A process of review is needed which might produce prospective remedies.

Collective bargaining. As a means of removing from the local arena what is often an adversarial contest, three recommendations were submitted for statewide negotiations with teacher organizations. One said it was the "number one thing the legislature could do to improve student performance." Rural spokesmen said the tensions arising through the whole process of negotiations stand in the way of bringing about the community-school unity which is needed. Some jurisdictions in other states have discovered means of conducting collective bargaining but avoided the kind of results occasionally reported. It is a complicated issue, with additional information with the essentiality of the committee being formed the proposal could be further evaluated.

Administrative consolidation. Districts with minimal enrollment of students have

reported the hardship imposed on them for regulatory written reports by the Department of Education. Most of the single or dual school district sites have limited monies to employ sufficient staff members. For example, one superintendent declined to answer our questionnaire because he did not have any staff members. Others described their need for technical assistance which large districts can provide for themselves. As noted earlier, increasing the importance of school advisory panels in rural communities might allow the consolidation of administrative functions without reducing local control.

Other. - A few illustrations: Since many rural students are turned away from Mt. Edgecumbe as are admitted, is there a need for another boarding school? Does a large number of computers in schools represent unrealized promises? Can the energies of social service agencies and schools be linked in new ways which may help schools and students in their tasks? Should tuition vouchers be offered to allow greater choice in schools? What types of issues are to be considered if the state required all schools to be accredited? Can correspondence coursework become the basis of mastery learning in classrooms? Can the Teacher Scholarship Loan Program be modified to increase the number of Native teachers in rural areas?

c. The committee should also review the latest achievement test data and surveys, and monitor school improvements which have been inaugurated.

d. Even though some superintendents did not welcome legislative interest in this area in fact, one declined to reply to our questionnaire, one urged continuation of the committee and several applauded the committee for its broad concern with the quality of schooling. The School districts and the Alaska Federation of Natives has urged its continuation.

STEVE COWPER
GOVERNOR



STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

April 17, 1989

The Honorable Eileen P. MacLean
Alaska State Representative
P.O. Box V
Juneau, Alaska 99811

Dear Eileen,

I share your interest in improving education for Alaska's children. We must find ways to make those improvements and I commend your efforts to address the issue through legislation you have introduced. I have forwarded your bills to the State Board of Education for their review and recommendations.

The elements of HB 231 appear to provide a good framework for school districts to develop school improvement plans that include opportunities for total community participation. The evaluation and reporting requirements will also be useful as a feedback mechanism to all who are concerned about education and our schools.

I consider House Concurrent Resolution No. 18, establishing the Joint Committee on School Performance, a supportive measure for addressing our state's educational concerns. It is important for legislators to hear from the public about their concerns and expectations for the education of our state's children.

Sincerely,

A handwritten signature in cursive script, appearing to read "Steve Cowper".

Steve Cowper
Governor

ALASKA FEDERATION OF NATIVES. INC.

1988 ANNUAL CONVENTION

RESOLUTION NO. 88-38

Recd 3/17/89

A resolution urging the 16th Alaska Legislature to help assure improvements in public schooling by continuing the work of the Senate Special Committee on School Performance.

Whereas, test data and other estimates of school performance indicate that several thousands of Alaska's students will face difficulties in successfully moving on to their next level of education, or obtaining work at reasonable wages, or in other ways shaping worthwhile and satisfying lives for themselves; and

Whereas, these circumstances led the Senate, during the 15th Legislature, to establish a Senate Special Committee on School Performance to explore what steps should be taken by the State to help assure that all children and youth benefit from schooling; and

Whereas, that committee, chaired by Senator Willie Hensley of Kotzebue, has gathered information relating to issues of school performance and has disseminated it to key organizations, stimulating broad interest in improving education in Alaska; and

Whereas, that committee has conducted the first two of five planned hearings at which students, parents, and educators have identified issues and proposed actions that promise improvements in schooling; and

Whereas, at its first hearing alone, the committee heard nineteen hours of testimony from persons across the state on the needs for improvements in the education of Natives and other minorities; and

Whereas, the State Board of Education has a broad agenda of initiatives that it is pursuing toward the improvement of public education; and

Whereas, these undertakings by the Board, and other organizations that aspire to help make schools more effective, would be immeasurably enhanced by sustaining the efforts now underway by the Senate Special Committee on School Performance.

BE IT RESOLVED, the Alaska Federation of Natives strongly urges the 16th Alaska Legislature to continue the work of the Senate Special Committee on School Performance by establishing a Special Committee on School Performance.

COMMITTEE RECOMMENDATION: DO PASS

CONVENTION ACTION: PASSED

Northwest Arctic Borough School District
BOX 51
KOTZEBUE, ALASKA 99752
(907) 442-3472

RECEIVED

MAR 28 1989

| | | | | |
|----------|-------|-------|-------|-------|
| NOATAK | _____ | _____ | _____ | _____ |
| KIVALPA | _____ | _____ | _____ | _____ |
| KOTZEBUE | _____ | _____ | _____ | _____ |
| DEERING | _____ | _____ | _____ | _____ |
| BUCKLAND | _____ | _____ | _____ | _____ |
| | | | | _____ |
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| | | | | _____ |
| | | | | _____ |

March 22, 1989

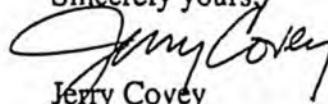
Representative Eileen MacLean
Alaska State House
P.O. Box V
Juneau, AK 99811

Dear Eileen:

I have had an opportunity to review House Concurrent Resolution 18 establishing the Joint Committee on School Performance. We are in support of establishing a Joint Committee of School Performance to continue the work of the Senate Special Committee examining and responding to the concerns expressed by the public during the public testimony given to the Senate Special Committee.

If you wish further information from us concerning the establishment of this joint committee please contact me at your convenience.

Sincerely yours,


Jerry Covey
Superintendent



NEA-ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

ANCHORAGE REGIONAL OFFICE

1411 W. 33RD AVENUE
ANCHORAGE, ALASKA 99503
(907) 274-0536

JUNEAU OFFICE

105 MUNICIPAL WAY, SUITE 302
JUNEAU, ALASKA 99801
(907) 586-3090

FAIRBANKS REGIONAL OFFICE

2118 CUSHMAN STREET
FAIRBANKS, ALASKA 99701
(907) 456-4435

March 27, 1989

To: Representative Johnny Ellis, Chair
Members, House HESS Committee

Re: House Concurrent Resolution No. 18:
"Establishing the Joint Committee of School
Performance."

NEA-Alaska supports and encourages a positive focus on public education and any opportunity to improve educational services in Alaska.

The March 3 Memorandum from the sponsor to all legislators is an energetic statement of policy issues which would be considered by this joint committee. If such is to be the scope and focus for such a committee then we strongly encourage that the committee be expanded to minimally include classroom teachers since they are directly responsible for delivery of programs and services to students.

Legislation of educational reform is difficult at best. Positive change in educational practices and programs at the school or building level is best achieved when the professionals meaningfully participate in the analysis of the problem(s) and in the decisions relative to their resolution.

Some of the premises and the conclusions in the March 3 Memorandum and in the Hensley Report will require in depth consideration by a variety of respondents before their validity can be conclusively established.

Successful implementation of any educational reform effort will require a unified consensus from all of the interests: administration, employees, school boards and the public.

NEA-Alaska is anxious and willing to work in cooperative ventures to this end.

Thank you for your consideration of our position.

Respectfully submitted,

Bob Manners

Bob Manners
Executive Secretary

Judy Salo

Judy Salo
President

cc: Representative Eileen MacLean

Governor's Council on Vocational Education

David Rees
Chair

Jim Schlegel
Vice Chair



Rosie Peterson
Executive Director

Mary Stone
Administrative Assistant

211 Fourth Street, Suite 101 • Juneau, Alaska 99801
(907) 586-1736

March 28, 1989

Representative Eileen P. MacLean
Alaska State House of Representatives
Post Office Box V
Juneau, Alaska 99811

SUBJECT: House Concurrent Resolution 18

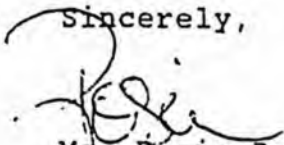
Dear Representative MacLean:

On behalf of the Governor's Council on Vocational Education, I would like to extend the Council's support of House Concurrent Resolution 18, which establishes a Joint Committee on School Performance. The Council has reviewed "*Helping Schools Succeed At Helping Children Learn*," the Report of the Senate Special Committee on School Performance, and believe it is a good start. But it is just that, a good start. While the Special Committee was successful in identifying issues and offering recommendations, there are other issues that have still not been addressed, and others that were addressed that need greater in-depth attention.

Educating Alaska's youth is one of the most important agendas before educators and policy makers. It is not a simple challenge. Establishing a Joint Committee on School Performance to continue the initial work of the Senate Special Committee would continue to focus a spotlight on school performance.

The Governor's Council would encourage passage of HCR 18.

Sincerely,



Ms. Rosie Peterson
Executive Director

NANA REGIONAL CORPORATION, INC.

POST OFFICE BOX 49 / KOTZEBUE, ALASKA 99752 / TELEPHONE (907) 442-3301



March 31, 1989

Representative Eileen McLean
Pouch V
Juneau, Alaska 99811

Dear Eileen:

As the opportunity to comment on House Concurrent Resolution 18 is offered, here are my comments pertaining to this resolution.

First of all, in relation to teacher certification, there should be required cross cultural training or inservice for the teachers who intend to teach in rural areas of the state. It is a real disservice to two way communications if the prevalent attitude is one that does not consider local customs and lifeways.

The tenure requirements need to be overhauled, as well. Instead of a two year vesting requirement, a five year wait should be mandatory, as something as important as evaluation of teacher performances locally is of utmost concern, and five years would serve to extend the time needed to fully evaluate not only teaching skills, but other areas of equal concern such as social adjustment and soforth.

The collective bargaining issue is an unfortunate one. If teachers wind up having to use a union to promote their interests, such as compensation, then it seems that in some ways that this would be self defeating. As an example, if higher wages for teachers were sought, that the dollar amount appropriated to school districts would either have to reduce its teaching staff or reduce programs to rob the district of academic credential, so to speak. If the teachers union were to have collective bargaining powers, then they should give up tenure. If given both, the checks and balances that allow negotiation for education for the dollar will be clearly stacked in favor of harming the situation as it exists now. This concludes my comments.

Sincerely,

Pete Schaeffer
Vice President



Tanana Chiefs Conference, Inc.

201 First Avenue
Fairbanks, Alaska 99701-4697
(907) 452-8251

Position Statement House Concurrent Resolution No. 18

The Tanana Chiefs Conference, Inc. Education Department strongly supports House Concurrent Resolution No. 18.

TCC is supportive of the establishment of a Joint Committee on School Performance to address the legislative monitoring and implementation of the major recommendations contained in the Report of the Senate Special Committee on School Performance. However, we would like to expand and extend the scope and purpose of the committee.

Because of the multi-year effort of effective school reform, TCC would like to respectfully suggest that the Joint Committee on School Performance be instituted into the legislative process on a permanent basis, and that this committee spend time, starting with the 17th legislative session, to obtain additional testimony from the public sector on any educational issues that needs to be monitored and/or implemented by the 18th legislative session. A pattern can be established by the committee whereby one legislative session would be spent in listening to testimonies of interested educators on a state-wide basis, and the next session, in working with other legislative people, to implement new programs and monitor on-going programs.

Although, Alaska has initiated effective school reform within the past year, specifically, in the areas of elementary and secondary education, the TCC recognizes that there are a myriad of crucial educational concerns yet to be addressed on a statewide basis.

We must still resolve how we are going to deal with the tough issue of students dropping out of high school, and the resultant issue of the types of short and long term planning and programs that should be implemented to build up the self-esteem of all students. Perhaps, we need, simultaneously, to review and examine the curriculum on a village-by-village basis to ensure the immediate incorporation of cultural values and traditions into every course by every teacher in every school. These two concerns, although pressing, are no more and no less crucial than the other acute educational issues facing us in the years to come.

Northwest Arctic Borough School District
BOX 51
KOTZEBUE, ALASKA 99752
(907) 442-3472

RECEIVED

MAR 23 1989

| | | |
|----------|-------|-------|
| MOATKA | _____ | _____ |
| KVALINA | _____ | _____ |
| KOTZEBUE | _____ | _____ |
| DEERING | _____ | _____ |
| BADLAND | _____ | _____ |

March 22, 1989

Representative Eileen MacLean
Alaska State House
P.O. Box V
Juneau, AK 99811

Dear Eileen:

I have had an opportunity to review House Concurrent Resolution 18 establishing the Joint Committee on School Performance. We are in support of establishing a Joint Committee of School Performance to continue the work of the Senate Special Committee examining and responding to the concerns expressed by the public during the public testimony given to the Senate Special Committee.

If you wish further information from us concerning the establishment of this joint committee please contact me at your convenience.

Sincerely yours,



Jerry Covey
Superintendent