

***HB***

***66***

SENATE STATE AFFAIRS COMMITTEE

BILL NUMBER HB 66

SPONSOR Governor

BILL TITLE Establish AK Commission on Children  
& Youth

DATE REFERRED 4-25-89

HEARING SCHEDULED 5-1-89

FISCAL NOTE PREPARED ✓

SPONSOR CONTACTED, Carla

INTERESTED PARTIES CONTACTED

✓ Sherri Goll

Carla Timpone

Caren Robinson

Jim Ayers

✓ Irwin Jones 232<sup>3</sup>

OTHER

Amended: 4/24/89

go0239hG

Offered: 3/31/89  
Referred: Rules

*Commission administer Children's Trust Fund  
until 6-30-94*

Original sponsor: Rules/Governor

1 IN THE HOUSE

*DO NOT oppose check off.*

BY THE FINANCE COMMITTEE

2

CS FOR HOUSE BILL NO. 66 (Finance) am

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

SIXTEENTH LEGISLATURE - FIRST SESSION

5

A BILL

6

For an Act entitled: "An Act establishing the Alaska Commission on Children and Youth; abolishing the Office of Child Advocacy; relating to the Alaska children's trust fund; and providing for an effective date."

8

9

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

11 \* Section 1. AS 37.14.200 is amended by adding a new subsection to  
12 read:

13

(d) The Department of Revenue shall prepare the permanent fund dividend application to allow applicants to designate that \$10 of the dividend be subtracted from their check and contributed to the Alaska children's trust fund. Permanent fund dividend contributions made under this subsection shall be deposited in the fund. The Department of Revenue may use money in the fund to pay administrative costs incurred under this subsection.

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\* Sec. 2. AS 37.14.220 is repealed and reenacted to read:

21

Sec. 37.14.220. ADMINISTRATION OF THE FUND. The fund shall be administered by the Alaska Commission on Children and Youth.

22

23

\* Sec. 3. AS 37.14.220 is repealed and reenacted to read:

24

Sec. 37.14.220. ALASKA CHILDREN'S TRUST FUND BOARD ESTABLISHED.

25

(a) The Alaska Children's Trust Fund Board is established in the Office of the Governor. The board is composed of

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27

(1) the governor or a designee of the governor;

28

(2) the commissioner of health and social services or the

29

commissioner's designee;

*Hess added  
child members;  
increase public  
members 37 [3]*

*added  
H Fin*

*efd  
6/30/94*

*37.14.240 - other utilization  
of fund*

1 (3) a member of the Council on Domestic Violence and Sexual  
2 Assault elected by the council;

3 (4) the director of the office of public advocacy or the  
4 director's designee;

5 (5) the commissioner of education or the commissioner's  
6 designee;

7 (6) a member of the senate appointed by the president of  
8 the senate;

9 (7) a member of the house of representatives appointed by  
10 the speaker of the house of representatives; and

11 (8) three members appointed by the governor as follows:

12 (A) a licensed physician with a specialty in pediat-  
13 rics who has practiced medicine in the state for at least five  
14 years and who is an expert in the subject of child abuse and  
15 neglect; and

16 (B) two public members, one of whom is a recognized  
17 expert in the subject of child abuse and neglect.

18 (b) The board shall elect a member to chair the board.

19 (c) The Office of the Governor shall provide staff for the  
20 board. *was staff of Office of Child Advocacy*

21 \* Sec. 4. AS 37.14.230 is amended to read:

22 Sec. 37.14.230. POWERS AND DUTIES OF THE COMMISSION [BOARD].

23 When acting as administrator of the fund, the commission [THE BOARD]  
24 shall

25 (1) hold [REGULAR MEETINGS AND] special meetings it con-  
26 siders necessary; the commission [BOARD] may hold meetings by telecon-  
27 ference;

28 (2) award grants from the net income of the fund to commu-  
29 nity-based programs and projects that the commission [BOARD] finds

1 will aid in the prevention of child abuse and neglect;

2 (3) monitor approved programs and projects for compliance  
3 with AS 37.14.200 - 37.14.270;

4 (4) before providing assistance to a program or project,  
5 approve written findings on the program or project that include a  
6 consideration of the means of measuring the effectiveness of the  
7 program or project;

8 (5) apply for, and use net income from the fund to obtain,  
9 private and federal grants for the prevention of child abuse and  
10 neglect;

11 (6) solicit contributions, gifts, and bequests to the fund;

12 (7) keep audio tape recordings of each meeting of the  
13 commission [BOARD] to be made available on request; and

14 (8) submit to the governor and the legislature by Febru-  
15 ary 1 each year a report describing

16 (A) the child abuse and neglect prevention services  
17 that were provided by the programs and projects to which the  
18 commission [BOARD] awarded grants; and

19 (B) the annual level of contributions, income, and  
20 expenses of the fund.

21 \* Sec. 5. AS 37.14.230 is amended to read:

22 Sec. 37.14.230. POWERS AND DUTIES OF THE BOARD [COMMISSION].  
23 The board [WHEN ACTING AS ADMINISTRATOR OF THE FUND, THE COMMISSION]  
24 shall

25 (1) hold regular meetings and special meetings it considers  
26 necessary; the board [COMMISSION] may hold meetings by teleconference;

27 (2) award grants from the net income of the fund to commu-  
28 nity-based programs and projects that the board [COMMISSION] finds  
29 will aid in the prevention of child abuse and neglect;

1 (3) monitor approved programs and projects for compliance  
2 with AS 37.14.200 - 37.14.270;

3 (4) before providing assistance to a program or project,  
4 approve written findings on the program or project that include a  
5 consideration of the means of measuring the effectiveness of the  
6 program or project;

7 (5) apply for, and use net income from the fund to obtain,  
8 private and federal grants for the prevention of child abuse and  
9 neglect;

10 (6) solicit contributions, gifts, and bequests to the fund;

11 (7) keep audio tape recordings of each meeting of the board  
12 [COMMISSION] to be made available on request; and

13 (8) submit to the governor and the legislature by Febru-  
14 ary 1 each year a report describing

15 (A) the child abuse and neglect prevention services  
16 that were provided by the programs and projects to which the  
17 board [COMMISSION] awarded grants; and

18 (B) the annual level of contributions, income, and  
19 expenses of the fund.

20 \* Sec. 6. AS 37.14.240(a) is amended to read;

21 (a) Except as provided in AS 37.14.200(d) and (d) of this sec-  
22 tion, the [THE] principal of the fund and any capital gains or losses  
23 realized on the principal shall be retained perpetually in the fund  
24 for investment as specified in AS 37.14.210, and may not be used for  
25 the awarding of grants.

26 \* Sec. 7. AS 37.14.240 is amended by adding a new subsection to read:

27 (d) Up to \$150,000 per year may be appropriated from the princi-  
28 pal of the fund for the administrative expenses of the commission.

29 \* Sec. 8. AS 37.14.240(d) is amended to read:

1 (d) Up to \$150,000 per year may be appropriated from the princi-  
2 pal of the fund for the administrative expenses of the board [COMMIS-  
3 SION].

4 \* Sec. 9. AS 37.14.270 is amended by adding a new paragraph to read:

5 (5) "commission" means the Alaska Commission on Children  
6 and Youth established under AS 44.19.521.

7 Sec. 10. AS 37.14.270 is amended by adding a new paragraph to read:

8 (6) "board" means the Alaska Children's Trust Fund Board.

9 \* Sec. 11. AS 39.05.100(a) is amended to read:

10 (a) A person appointed to a board or commission of the state  
11 government shall be and have been before the last general election,  
12 (1) a registered voter in the state, if the appointment is made at  
13 large or (2) a registered voter from the judicial district, if the  
14 appointment is made from a specific judicial district. The student  
15 member of the Board of Regents of the University of Alaska appointed  
16 under AS 14.40.150(b), [AND] the student member of the Alaska Commis-  
17 sion on Postsecondary Education appointed under AS 14.42.015(e), and a  
18 member of the Alaska Commission on Children and Youth appointed under child  
19 AS 44.19.521, are exempt from the requirement of this subsection if  
20 the member was not old enough to be a registered voter in the last  
21 general election.

22 \* Sec. 12. AS 39.05.100(a) is amended to read:

23 (a) A person appointed to a board or commission of the state  
24 government shall be and have been before the last general election,  
25 (1) a registered voter in the state, if the appointment is made at  
26 large or (2) a registered voter from the judicial district, if the  
27 appointment is made from a specific judicial district. The student  
28 member of the Board of Regents of the University of Alaska appointed  
29 under AS 14.40.150(b) and [,] the student member of the Alaska

1 Commission on Postsecondary Education appointed under AS 14.42.015(e)  
2 [, AND A MEMBER OF THE ALASKA COMMISSION ON CHILDREN AND YOUTH AP-  
3 POINTED UNDER AS 44.19.521,] are exempt from the requirement of this  
4 subsection if the member was not old enough to be a registered voter  
5 in the last general election.

6 \* Sec. 13. AS 39.50.200(b) is amended by adding a new paragraph to  
7 read:

8 (50) Alaska Commission on Children and Youth (AS 44.19.521).  
*conflict of interest*

9 \* Sec. 14 AS 44.19 is amended by adding new sections to read:

10 ARTICLE 17. ALASKA COMMISSION ON CHILDREN AND YOUTH.

11 Sec. 44.19.521. CREATION OF COMMISSION. (a) There is created  
12 in the Office of the Governor the Alaska Commission on Children and  
13 Youth.

14 (b) The commission consists of four executive-branch members and  
15 seven public members, who are appointed by, and serve in that capacity  
16 at the pleasure of, the governor. At least one of the public members  
17 must be under the age of 21 at the time of appointment. The com-  
18 mission shall elect one of its members as chair. The chair may ap-  
19 point other officers as necessary.

20 Sec. 44.19.523. TERMS OF OFFICE; COMPENSATION. (a) The term of  
21 office of a member of the commission is three years.

22 (b) A vacancy shall be filled in the same manner as the original  
23 appointment. A person appointed to a vacancy serves for the unexpired  
24 portion of the term.

25 (c) Public members of the commission serve without compensation  
26 for their services but are entitled to per diem and travel allowances  
27 authorized under AS 39.20.180.

28 Sec. 44.19.525. POWERS OF THE COMMISSION. The commission may

29 (1) use legal, technical, secretarial, and administrative

1 services as may be provided by the governor;

2 (2) use voluntary and uncompensated services of private  
3 persons and organizations as may be made available to the commission;

4 (3) receive, and use for operating purposes, money from the  
5 federal government or other sources;

6 (4) hold public hearings;

7 (5) establish and maintain an office in Anchorage, or at a  
8 location determined to be the most appropriate location by a majority  
9 vote of the commissions, and hire an executive director and technical  
10 and clerical staff that are necessary to perform the duties of the  
11 commission; and

12 (6) take other actions reasonably necessary to carry out  
13 the duties of the commission.

14 Sec. 44.19.527. DUTIES OF THE COMMISSION. (a) The commission  
15 shall develop a comprehensive statewide plan that identifies the needs  
16 of children and youth, individually and as they relate to their fam-  
17 ilies, and makes recommendations to enhance their quality of life. In  
18 meeting this charge, the commission may

19 (1) recommend the services and programs that should be  
20 available for children and families in the areas of child care,  
21 health, social services, education, special education, child protec-  
22 tion, parent and staff training, nutrition, poverty, mental health,  
23 safety, and employment of youth;

24 (2) identify the service needs of children and where gaps  
25 and overlaps in services exist;

26 (3) monitor the emerging needs of and problems facing  
27 children, and develop effective, comprehensive, and coordinated strat-  
28 egies to address those needs and problems;

29 (4) develop and recommend adoption of a process for

1 monitoring and evaluating children's programs;

2 (5) provide opportunities for the public to participate in  
3 the planning and development of children's programs and policies;

4 (6) receive and act upon requests for recommendations from  
5 parents, state officials, members of state advisory committees, legis-  
6 lators, representatives of the state court system, and providers of  
7 children's services on matters related to children and youth;

8 (7) meet with and make recommendations to state officials  
9 and members of advisory committees who are responsible for the expen-  
10 diture of state and federal money and provide recommendations to the  
11 legislature and the department on structural and procedural changes,  
12 contracting of services, establishment of standards, and the consoli-  
13 dation of efforts designed to deliver services in a more cost-effec-  
14 tive manner;

15 (8) serve as a statewide clearinghouse for government and  
16 nongovernment programs and resources relating to children, youth, and  
17 families;

18 (9) serve as an advocate for the interests of children by  
19 informing the public, including leaders of the business community,  
20 educators, local and state officials, the legal system, and the commu-  
21 nications media of the nature and scope of problems faced by children;

22 (10) coordinate efforts and consult and cooperate with  
23 persons, departments, organizations, and groups, including other  
24 boards and commissions, interested in the problems and concerns of  
25 children and youth; and

26 (11) make recommendations to the governor, legislature, and  
27 state officials with respect to legislation, regulations, and appro-  
28 priations for programs or services that benefit children and youth.

29 (b) In formulating the strategy to address the needs of and

1 problems facing children, the commission shall actively solicit advice  
2 and information from children and youth of all ages and socioeconomic  
3 backgrounds. The commission shall also seek advice and information  
4 from parents and children's services providers, including those with  
5 expertise in the areas of mental health, health care, prenatal care,  
6 adolescent drug and alcohol treatment, education, special education,  
7 early childhood education, early childhood special education, non-  
8 profit funding sources, child abuse and neglect, domestic violence,  
9 child care, dependence, delinquency and the justice system, minority  
10 issues, and family support systems.

11 (c) The commission shall prepare and publish an annual report on  
12 the status of children in the state and its recommendations and pro-  
13 posals for change. The commission shall provide the governor and the  
14 legislature with copies of the report by the 15th day of each regular  
15 legislative session.

16 Sec. 44.19.529. TECHNICAL ASSISTANCE AND STAFF SUPPORT. The  
17 executive branch departments shall cooperate with the commission and  
18 provide technical assistance to the commission upon the request of the  
19 commission.

20 \* Sec. 15. TEMPORARY USE OF PRINCIPAL. Notwithstanding AS 37.14.230  
21 and 37.14.240, as amended by secs. 4, 6, and 7 of this Act, until July 1,  
22 1991, the Alaska Commission on Children and Youth may use not more than  
23 \$50,000 from the principal of the Alaska children's trust fund for the  
24 purposes specified in AS 37.14.240(b)(2) and (3).

25 \* Sec. 16. REVISOR'S INSTRUCTION. To be consistent with the changes  
26 made by secs. 2, 4, 7, and 9 of this Act, wherever in AS 37.14.200 - 37.-  
27 14.270 and in the regulations adopted under those statutes "Alaska Chil-  
28 dren's Trust Fund Board" or "board" is used, they shall be read as refer-  
29 ring to the Alaska Commission on Children and Youth and the commission,

1 respectively. Under AS 01.05.031, the revisor of statutes shall implement  
2 this section in the statutes and under AS 44.62.125(b)(6), the regulations  
3 attorney shall implement this section in the administrative regulations.

4 \* Sec. 17. REVISOR'S INSTRUCTION. To be consistent with the changes  
5 made by secs. 3, 5, 8, and 10 of this Act, wherever in AS 37.14.200 -  
6 37.14.270 and in the regulations adopted under those statutes "Alaska Com-  
7 mission on Children and Youth" or "commission" is used, they shall be read  
8 as referring to the Alaska Children's Trust Fund Board and the board,  
9 respectively. Under AS 01.05.031, the revisor of statutes shall implement  
10 this section in the statutes and under AS 44.62.125(b)(6), the regulations  
11 attorney shall implement this section in the administrative regulations.

12 \* Sec. 18. AS 37.14.270(5), AS 39.50.200(b)(50), AS 44.19.521, 44.19.-  
13 523, 44.19.525, 44.19.527, and 44.19.529 are repealed June 30, 1994. *6/30/94 sunset*

14 \* Sec. 19. AS 37.14.270(1), AS 47.50.010, 47.50.020, 47.50.030, 47.50.-  
15 040, and 47.50.050 are repealed. *Office Child Advocacy*

16 \* Sec. 20. TERMS OF INITIAL APPOINTEES. Notwithstanding AS 44.19.523,  
17 enacted by sec. 14 of this Act, the governor shall set the terms of the  
18 members initially appointed to the Alaska Commission on Children and Youth  
19 so that four members serve three-year terms, four members serve two-year  
20 terms, and three members serve one-year terms.

21 \* Sec. 21. REVIEW OF LAWS RELATING TO CHILDREN. The Alaska Commission  
22 on Children and Youth, established under sec. 14 of this Act, may review  
23 the laws of the state with regard to matters involving children. If a  
24 review is done, the commission shall prepare and publish a report of its  
25 findings and recommendations and provide the governor and the legislature  
26 with copies by January 1, 1991.

27 ✓ \* Sec. 22. Sections 3, 5, 8, 10, 12, and 17 of this Act take effect  
28 June 30, 1994.

29 ✓ \* Sec. 23. Except as provided in sec. 22 of this Act, this Act takes

1 effect July 1, 1989.

FISCAL NOTE

REQUEST

Revision Date: April 11, 1989  
Title: An Act establishing the Alaska Commission on Children and Youth  
Sponsor: Rules/Governor  
Requestor: \_\_\_\_\_

Agency Affected: Revenue  
BRU: Permanent Fund Dividend Division  
Components: Permanent Fund Dividend Division

EXPENDITURES/REVENUES: (Thousands of Dollars)

	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
<b>OPERATING</b>						
PERSONAL SERVICES	-0-	24.1	11.9	11.9	11.9	11.9
TRAVEL	-0-	-0-	-0-	-0-	-0-	-0-
CONTRACTUAL	-0-	11.0	11.0	11.0	11.0	11.0
SUPPLIES	-0-	0.2	0.2	0.2	0.2	0.2
EQUIPMENT	-0-	-0-	-0-	-0-	-0-	-0-
LANDS & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
GRANTS, CLAIMS	-0-	-0-	-0-	-0-	-0-	-0-
MISCELLANEOUS	-0-	-0-	-0-	-0-	-0-	-0-
<b>TOTAL OPERATING</b>	-0-	35.3	23.1	23.1	23.1	23.1
<b>CAPITAL</b>	-0-	-0-	-0-	-0-	-0-	-0-
<b>REVENUE</b>	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

GENERAL FUND	-0-	35.3	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-0-	-0-	-0-	-0-	-0-	-0-
OTHER	-0-	-0-	23.1	23.1	23.1	23.1
<b>TOTAL</b>	-0-	35.3	23.1	23.1	23.1	23.1

POSITIONS:

FULL-TIME	-0-	-0-	-0-	-0-	-0-	-0-
PART-TIME	-0-	2	2	2	2	2
TEMPORARY	-0-	-0-	-0-	-0-	-0-	-0-

ANALYSIS: See Attached.

Prepared By: Ervin Jones  
Division: Permanent Fund Dividend Division  
Approved by Commissioner: Hugh Halone  
Agency: Revenue

Phone: 465-2323  
Date: April 11, 1989  
Date: 4/11/89

Distribution (by preparer):  
Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

Department of Revenue  
Permanent Fund Dividend Division  
Fiscal Note Analysis  
CS HB 66 (Finance)  
April 11, 1989

Assumptions:

1. The bill will take effect for the 1990 permanent fund dividend year and application. The 1989 dividend application has already been printed.
2. Currently, the only "check-off" on the Permanent Fund Dividend application is the Winter Olympic check-off. During the last legislature, a total of 18 bills were introduced calling for specific check-offs, plus an omnibus check-off bill (SB 406) which would have required 3,600 organizations to be listed on the form as possible check-offs. If Section 1 of this bill [CSHB66(Fin)] receives favorable attention by the House, I think the floodgate will open and we will once again be faced with dozens of check-off requests. This fiscal note is prepared on the assumption that the subject bill is the only bill of this nature which will become law. The passage of multiple bills with varying formulas (\$5, half of dividend, all or part of dividend, etc.) will inevitably have a compounding effect. Whereas there may be savings in some areas, there will be increased costs in others.
- 3) All FY90 costs of administering this law will be borne by the general fund, since no funds will be available to the trust account until October 1, 1990. Funding for administrative costs in FY91 and thereafter will be taken from the trust account as appropriated by the legislature.
- 4) The incremental cost of computer resources will result in a chargeback by the Department of Administration.
- 5) Whereas the cost of programming changes will be a one-time cost, the cost of document review, data capture, data processing chargeback, and the extra page in the dividend booklet will be continuing.
- 6) Contributions will only be honored to the extent of available funds. Garnishments and assignments will take precedence in the order established by statute. Contributions and elections will then be honored in the order listed on the form schedule, which will be in the order they become law.
- 7) Management of the AKSAS account, including accounting for transfers to the Children's Trust Fund account and reversing entries as a result of returned and cancelled warrants will be by the Administrative Services Division, Department of Revenue.

Department of Revenue  
 Permanent Fund Dividend Division  
 Fiscal Note Analysis  
 CS HB 66 (Finance)  
 April 11, 1989

Program Summary:

The provision of a new contribution decision on the dividend application will cause additional administrative cost in several areas:

- a) An additional page added to each application, a schedule of contribution decisions with explanatory information on each check-off.
- b) The computer system will need to be changed to account for the change in the program, to establish new accounting controls and to provide for the transfer of funds to the trust account, and notification of AKSAS upon cancellation and reissue of warrants.
- c) Each of approximately 540,000 PFD applications will need to be visually reviewed and coded as to decision on the contribution decision. Each application will be data captured with additional attention and keystrokes expended on each positive decision.

1. Positions

		<u>FY 90</u>	<u>FY 91</u>
1 PPT Analyst/Programmer V, R21 @ \$6,110.86/Mo including salary and benefits for 2 months	=	\$12.2	

PCN 04-1125 would be funded for an additional two months, in accordance with Attachment A. Ongoing maintenance of new programs would be accomplished by existing staff.

1 PPT Document Processor I, R7 @ \$2,340.37/Mo, including salary and benefits for 3 months	=	\$7.0	\$7.0
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This position would assist in the manual review and coding of 540,000 applications for the new contribution decision. This position represents the equivalent of the additional time and effort.

Department of Revenue  
 Permanent Fund Dividend Division  
 Fiscal Note Analysis  
 CS HB 66 (Finance)  
 April 11, 1989

	<u>FY 90</u>	<u>FY 91</u>
1 PPT Data Processing Clerk I, R8, @ \$2,446.08/Mo, including salary and benefits for 2 months =	\$4.6	\$4.6
<p>This position would assist in the data capture of the additional contribution decision. The position represents the equivalent value of the additional time and effort.</p>		
TOTAL Personal Services	\$24.1	\$11.9
2. <u>Other Expenditures:</u>		
a) <u>Travel:</u>	\$0.0	\$0.0
b) <u>Contractual:</u>		
Data Processing Chargeback	\$5.0	\$5.0
Add a page to the PFD Booklet	\$6.0	\$6.0
c) <u>Supplies:</u>	\$0.2	\$0.2
d) <u>Equipment:</u> Use existing equipment	<u>\$0.0</u>	<u>\$0.0</u>
TOTAL COST	<u>\$35.3</u>	<u>\$23.1</u>
3. <u>Funding:</u> General Fund.		
4. <u>Section Cost Analysis:</u> N/A.		

Computations: N/A.

Economic Impact: N/A.

Impact on Local Government: N/A.

Suggested Amendments: N/A.

Attachments: Attachment A: "Summary of DP Needs"

Department of Revenue  
Permanent Fund Dividend Division  
Fiscal Note Analysis  
CS HB 66 (Finance)  
Summary of Data Processing Requirements  
April 11, 1989

Wang data entry processing	75.0 hours
Includes: Data entry	
Batch lists	
Corrections	
Wang to IBM transfer	
IBM Update jobs	30.0 hours
Includes: Edits	
Batch listings	
Log sheets	
DMS Online programs for lookup and changes	37.5 hours
Nightly Update of Changes	22.5 hours
Warrant Jobs	90.0 hours
Includes: Printing warrants with different	
amounts. Include check stub messages.	
Modify warrant registers as needed	
for balancing.	
Create new program(s) for transferring	
accumulated decisions to trust account	
and to account for the reserve necessary	
due to returned and cancelled PFD warrants.	
Miscellaneous	45.0 hours
Includes: Setting up test files on IBM	
Systems testing	
Administrative functions, i.e.	
paper work required by Admin. DP	
to add files and programs to tables.	
TOTAL HOURS	300.0 hours

year?

AN ACT

Establishing the Alaska children's trust fund to provide a continuing source of revenue for grants to community-based programs for the prevention of child abuse and neglect; and providing for an effective date.

Section 1. AS 37.14 is amended by adding new sections to read:

ARTICLE 4. ALASKA CHILDREN'S TRUST FUND.

Sec. 37.14.200. ALASKA CHILDREN'S TRUST FUND ESTABLISHED. (a)

The Alaska children's trust fund is established as a separate endowment trust fund of the state.

(b) The principal of the fund consists of

(1) legislative appropriations to the fund; and

(2) gifts, bequests, and contributions of cash or other

assets from a person.

(c) The net income of the fund shall be determined by the commissioner of revenue in accordance with investment accounting principles and in a manner that preserves the distinction between principal and income.

Sec. 37.14.210. POWERS AND DUTIES OF THE COMMISSIONER OF REVENUE. The commissioner of revenue is the treasurer of the fund and has the following powers and duties under this section:

(1) to act as official custodian of the cash and investments belonging to the fund by securing adequate and safe custodial

facilities;

(2) to receive all items of cash and investments belonging to the fund;

(3) to collect the principal and income from investments owned or acquired by the fund and deposit the amounts in separate principal and income accounts for the fund;

(4) to invest and reinvest the assets of the fund as provided in this section and as provided for the investment of surpluses in pension funds under AS 39.35.110(a), (c), (e), (f), (h) and (i);

(5) to exercise the powers of an owner with respect to the assets of the fund;

(6) to do all acts, whether or not expressly authorized, that the commissioner of revenue considers necessary or proper in administering the assets of the fund;

(7) to maintain accounting records of the fund in accordance with investment accounting principles and with distinction between the principal and income accounts of the fund;

(8) to engage an independent firm of certified public accountants to annually audit the financial condition of the fund's investments and investment transactions;

(9) to enter into and enforce contracts or agreements considered necessary for the investment purposes of the fund;

(10) to report to the board the condition and investment performance of the fund.

Sec. 37.14.220. ALASKA CHILDREN'S TRUST FUND BOARD ESTABLISHED

(a) The Alaska Children's Trust Fund Board is established in the Office of the Governor. The board is composed of

(1) the governor or a designee of the governor;

(2) the commissioner of health and social services or the

commissioner's designee;

(3) a member of the Council on Domestic Violence and Sexual Assault elected by the council;

(4) the director of the office of public advocacy or the director's designee;

(5) the commissioner of education or the commissioner's designee;

(6) a member of the senate appointed by the president of the senate;

(7) a member of the house of representatives appointed by the speaker of the house of representatives; and

(8) three members appointed by the governor as follows:

(A) a licensed physician with a specialty in pediatrics who has practiced medicine in the state for at least five years and who is an expert in the subject of child abuse and neglect; and

(B) two public members, one of whom is a recognized expert in the subject of child abuse and neglect.

(b) The board shall elect a member to chair the board.

(c) The staff of the office of child advocacy serves as the staff of the board.

Sec. 37.14.230. POWERS AND DUTIES OF BOARD. The board shall

(1) hold regular meetings and special meetings it considers necessary; the board may hold meetings by teleconference;

(2) award grants from the net income of the fund to community-based programs and projects that the board finds will aid in the prevention of child abuse and neglect;

(3) monitor approved programs and projects for compliance with AS 37.14.200 - 37.14.270;

(4) before providing assistance to a program or project approve written findings on the program or project that include consideration of the means of measuring the effectiveness of the program or project;

(5) apply for, and use net income from the fund to obtain private and federal grants for the prevention of child abuse and neglect;

(6) solicit contributions, gifts, and bequests to the fund;

(7) keep audio tape recordings of each meeting of the board to be made available on request; and

(8) submit to the governor and the legislature by February 1 each year a report describing

(A) the child abuse and neglect prevention services that were provided by the programs and projects to which the board awarded grants; and

(B) the annual level of contributions, income, and expenses of the fund.

Sec. 37.14.240. FUND UTILIZATION. (a) The principal of the fund and any capital gains or losses realized on the principal shall be retained perpetually in the fund for investment as specified in AS 37.14.210, and may not be used for the awarding of grants.

(b) The net income of the fund may be appropriated only for the following purposes:

(1) the awarding of grants;

(2) obtaining private and federal grants for the fund;

(3) soliciting contributions, gifts, and bequests for the fund; and

(4) reimbursement to the Department of Revenue for the costs of establishing the fund.

(c) Realized net income that has not been appropriated, or that has been appropriated but not expended, shall be invested until appropriated and expended.

Sec. 37.14.250. GRANTS. (a) In awarding grants from the net income of the fund, the board shall consider the proposals of a qualified applicant only after the applicant has submitted a detailed proposal in the form prescribed by the board. The board may not award a grant unless the board makes written findings that

(1) the proposed project, if successful, will help prevent child abuse or neglect;

(2) the application for financial assistance contains an adequate plan for project implementation, including both financial feasibility and project effectiveness;

(3) the applicant demonstrates that sufficient technical expertise is available to accomplish the objectives of the proposed program or project; and

(4) the applicant has identified costs associated with and ancillary to the project, additional governmental costs, future obligations generated by the program or project, and necessary operating, maintenance, or other support costs for the life of the program or project.

(b) The board may establish other requirements for the award of grants under this section if necessary to carry out the purpose of the fund.

(c) The board shall award grants in amounts that

(1) are appropriate to the conditions of the applicant and the proposed program or project; and

(2) will make the most effective use of the money available.

(d) The amount of all grants awarded by the board during a 12-month period to a single project or program may not exceed \$50,000. The board may not finance more than 75 percent of the cost of a program or project during each of the first two years for which the program or project receives a grant, 50 percent during each of the third and fourth years, and 25 percent during each year thereafter.

(e) A recipient of a grant may not use more than 10 percent of the grant for administration of the program or project.

(f) To the extent consistent with the terms or conditions of a grant, a private or federal grant awarded to the board shall be distributed in the same manner as provided for grants under this section and AS 37.14.260.

Sec. 37.14.260. ELIGIBILITY FOR GRANTS. The board may award a grant to an applicant if

(1) the applicant has submitted a proposal that is acceptable to the board; and

(2) programs and projects, if any, of the applicant that have previously received a grant from the board have complied with requirements of that assistance and have performed with sufficient success or promise to warrant further financial assistance.

Sec. 37.14.270. DEFINITIONS. In AS 37.14.200 - 37.14.270

(1) "board" means the Alaska Children's Trust Fund Board;

(2) "child abuse and neglect" has the meaning given in AS 47.17.070;

(3) "fund" means the Alaska children's trust fund established under AS 37.14.200;

(4) "prevention of child abuse and neglect" includes primary and secondary prevention programs;

(5) "primary prevention program" means an educational

training program intended to raise the awareness of and change attitudes concerning child abuse and neglect and its prevention;

(6) "secondary prevention program" means a service intended to reach high-risk groups and to prevent the occurrence or recurrence of child abuse and neglect.

\* Sec. 2. Notwithstanding the provisions of AS 37.14.230 and 37.14.240 as enacted by sec. 1 of this Act, until July 1, 1989, the Alaska Children's Trust Fund Board may use not more than \$50,000 from the principal of the Alaska children's trust fund for the purposes specified in AS 37.14.240(b)(2) and (3) as enacted by sec. 1 of this Act.

\* Sec. 3. This Act takes effect July 1, 1988.

SENATE COMMITTEE REPORT

FURTHER

HESS  
FIN

4/25/89

DATE TURNED INTO OFFICE 5-1-89

Mr. President:

STATE AFFAIRS

Committee considered

CSHB 66 (FIN) am

establishing the Alaska Commission on Children and Youth; abolishing the Office of Child Advocacy; relating to the Alaska children's trust fund; efd

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  
 same as previous fiscal note(s) published \_\_\_\_\_

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

*Ge Adams - No Rec.*  
*Jan - No Rec.*  
*Tim Kelly - Do Pass if amended*

*[Signature]*  
 Chair signature and recommendation

Committee Backup attached

### FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_  
Title: An Act Establishing the Alaska  
Commission on Children and Youth  
Sponsor: Rules Committee  
Requestor: \_\_\_\_\_

Agency Affected: Office of the Governor  
BRU: Commissioners/Special Offices  
Components: \_\_\_\_\_

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES		103.7	107.9	110.2	113.8	116.1
TRAVEL		22.7	22.7	22.7	22.7	22.7
CONTRACTUAL		22.9	23.9	23.9	23.9	23.9
SUPPLIES		1.5	1.5	1.5	1.5	1.5
EQUIPMENT		1.0	1.0	1.0	1.0	1.0
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>		<b>152.8</b>	<b>157.0</b>	<b>159.3</b>	<b>162.9</b>	<b>165.5</b>

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

**FUNDING: (Thousands of Dollars)**

GENERAL FUND		152.8	157.0	9.3	12.9	15.5
FEDERAL FUNDS						
OTHER *				150.0 *	150.0*	150.0*
<b>TOTAL</b>		<b>152.8</b>	<b>157.0</b>	<b>159.3</b>	<b>162.9</b>	<b>165.5</b>

**POSITIONS:**

FULL-TIME		1	1	1	1	1
PART-TIME		2	2	2	2	2
TEMPORARY						

**ANALYSIS : (Attach a separate page if necessary)**

Analysis Attached

\* FUNDS TO COME FROM THE ALASKA CHILDREN'S TRUST FUND.

Prepared by: House Finance Committee Phone: 465-3757  
Division: Ronald Larson, Co-chair Date: March 30, 1989  
Lyman Hoffman, Co-chair

Approved by Commissioner: \_\_\_\_\_ Date: \_\_\_\_\_  
Agency: \_\_\_\_\_

Distribution (by preparer):  
Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

HB 66 Analysis

PERSONAL SERVICES

Salaries are shown at step A for FY 90. Personal Services requests for subsequent years include one-step merit increases for all three positions.

Executive Director	PFT	Range 21A	\$61,678	
Research Analyst	PPT	Range 18A	25,750	
Secretary	PPT	Range 10A	<u>16,230</u>	
Total Personal Services			\$103,658	

TRAVEL

Seven Public members:

Juneau: travel @ \$400/person x 6 people = 2,400  
 per diem @ 80/day x 3 days x 7 people = 1,680 4,080

Anchorage: travel @ 400/person x 5 people = 2,000  
 per diem @ 80/day x 3 days x 7 people = 1,680

Administrative Staff:

travel @ 400/person x 2 people = 800  
 per diem @ 80/day x 3 days x 2 people = 480 4,960

Fairbanks: travel @ 400/person x 6 people = 2,400  
 per diem @ 80/day x 3 days x 7 people = 1,680

Administrative Staff:

travel @ 400/person x 2 people = 800  
 per diem @ 80/day x 3 days x 2 people = 480 5,360

Rural: travel @ 500/person x 6 people = 3,000  
 per diem @ 80/day x 4 days x 7 people = 2,240

Administrative Staff:

travel @ 500/person x 2 people = 1,000  
 per diem @ 80/day x 4 days x 2 people = 640 6,880

Conference: travel @ 1,000/person x 1 person = 1,000  
 per diem @ 80/day x 5 days x 1 person = 400 1,400

Total Travel: 22,680

HB 66 Analysis

CONTRACTUAL

Communication:	Telephone (toll costs, base/local fixed costs, centrex network costs) 600/mo x 12 months	7,200
	Telecopier charges -- 25/mo x 12 months	300
	Teleconference charges -- 5 @ 450	2,250
	Postage -- 300/mo x 12	3,600
Transportation:	Freight and express charges -- 75/mo x 12	900
Advertising, Printing & Binding:		
	Subscriptions	75
	Advertising -- 4 meetings x 350	1,400
	Printing -- 4 newsletters x 800 each	3,200
	Annual report	1,500
	Forms, misc.	750
	Photocopy, fixed costs 55/mo x 12	660
	Photocopy, vendor charges	400
Minor Repair, Maintenance		1,200
Employee Tuition, Training		500
	Total Contractual:	23,935

SUPPLIES

Office and Library supplies 100/mo x 12	1,200
Data processing supplies	300
Total Supplies:	1,500

EQUIPMENT

Office furniture, misc. office equipment	1,000
Total Equipment:	1,000

# Alaska State Legislature

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
State Capitol  
Juneau, Alaska 99811

907-465-3712

## Senate State Affairs Committee

### MEMORANDUM

TO: Senate State Affairs Committee Members

FROM: Senator Pat Pourchot, Chairman

RE: May 1 Committee Hearing

DATE: April 28, 1989

On Monday, May 1 at 1:30 p.m. in the Beltz Room the Senate State Affairs Committee will hear the following bills:

#### SB 192, An Act relating to legislators' eligibility for long-term per diem

A draft committee substitute prepared at the sponsor's request is attached. In addition to allowing long-term per diem to be paid for days spent attending a meeting of a legislative committee, the CS would make eligible attendance at a public meeting called by a governmental entity and days during which at least four hours are spent on legislative or constituent business.

#### SB 301, An Act relating to the power cost equalization program

SB 301 would restructure the Power Cost Equalization (PCE) program to establish residential customers as the first priority for funding, community facilities as the second priority, and commercial users as the third. In addition, eligible consumption levels would be reduced.

Included in the packet are proposed amendments that would adjust the percentage of costs eligible for subsidy, the minimum level to which rates may be subsidized, and eligibility requirements for participation in the program.

The PCE program became effective in October 1985. It is intended to lower power rates statewide to levels somewhat comparable to rates in Anchorage, Fairbanks, and Juneau. PCE funds are distributed to eligible utilities, and passed on to consumers through a credit on the consumer's electric bill. The Governor requested \$17,872,600 to fully fund the program in FY 90; the House budget proposes a 10% reduction, the Senate budget a 5% reduction. A fiscal note for SB 301 is being prepared.

It is not my intent to move SB 301 out of committee today.

HB 50, An Act establishing the Commission on the Future of the Permanent Fund and providing for public testimony on the use that should be made of the income of the permanent fund

HB 50 would establish a nine member commission in the Department of Revenue. The commission would conduct public hearings in each judicial district on inflation proofing, the dividend program, and other uses that could be made of the income of the Permanent Fund, and would submit a report to the Governor and Legislature by February 1, 1990.

Costs of the commission (\$155,600) would be paid from Permanent Fund earnings.

CSHB 66(Fin)am, An Act establishing the Alaska Commission on Children and Youth; abolishing the Office of Child Advocacy; relating to the Alaska children's trust fund

HB 66 would establish a commission to continue the work of the Governor's Interim Commission on Children and Youth created by Administrative Order in June 1987. The commission would be established in the Office of the Governor and would consist of four executive branch members and seven public members. It would be charged with developing a plan to address the needs of and problems facing children, and would be required to submit an annual report to the Legislature and the Governor.

HB 66 was amended in the House to give the commission responsibility for administration of the Alaska Children's Trust Fund, to authorize a \$10 check-off on the permanent fund dividend form (this would be the funding source for the commission and the Trust Fund), and to require that the commission's office be located in Anchorage or a location determined to be appropriate by a majority of the commission.

The commission would expire in 1994. The interim commission will cease to exist on May 15, 1989.

CSHB 216(Fin), An Act establishing an optional university retirement program for certain employees of the University of Alaska and certain community colleges

HB 216 would authorize the University Board of Regents to establish an optional retirement program for faculty members and certain administrative staff. In a defined contribution retirement plan, benefits would be immediately vested in individual participants. Participants become vested in PERS after 5 years and in TRS after 8 years.

HB 216 is intended to enhance the University's efforts to attract qualified professionals.

Amended: 4/24/89

go0239hG

Offered: 3/31/89  
Referred: Rules

*F/W*

Original sponsor: Rules/Governor

1 IN THE HOUSE

BY THE FINANCE COMMITTEE

2

CS FOR HOUSE BILL NO. 66 (Finance) am

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

SIXTEENTH LEGISLATURE - FIRST SESSION

5

A BILL

6

For an Act entitled: "An Act establishing the Alaska Commission on Chil-

7

dren and Youth; abolishing the Office of Child Advo-

8

cacy; relating to the Alaska children's trust fund;

9

and providing for an effective date."

10

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

11

\* Section 1. AS 37.14.200 is amended by adding a new subsection to

12

read:

13

(d) The Department of Revenue shall prepare the permanent fund

14

dividend application to allow applicants to designate that \$10 of the

15

dividend be subtracted from their check and contributed to the Alaska

16

children's trust fund. Permanent fund dividend contributions made

17

under this subsection shall be deposited in the fund. (The Department

18

of Revenue may use money in the <sup>children's trust</sup> fund to pay administrative costs

19

incurred under this subsection. <sup>reimbursement to DOR for</sup>

20

\* Sec. 2. AS 37.14.220 is repealed and reenacted to read: <sup>making changes to the PFD application</sup>

21

Sec. 37.14.220. ADMINISTRATION OF THE FUND. The fund shall be

22

administered by the Alaska Commission on Children and Youth.

23

\* Sec. 3. AS 37.14.220 is repealed and reenacted to read:

24

Sec. 37.14.220. ALASKA CHILDREN'S TRUST FUND BOARD ESTABLISHED.

25

(a) The Alaska Children's Trust Fund Board is established in the

26

Office of the Governor. The board is composed of

27

(1) the governor or a designee of the governor;

28

(2) the commissioner of health and social services or the

29

commissioner's designee;

*Fund Utilization*  
*37.14.200*  
*(b)(47)*

*Olympics*  
*05.35.100*

1 (3) a member of the Council on Domestic Violence and Sexual  
2 Assault elected by the council;

3 (4) the director of the office of public advocacy or the  
4 director's designee;

5 (5) the commissioner of education or the commissioner's  
6 designee;

7 (6) a member of the senate appointed by the president of  
8 the senate;

9 (7) a member of the house of representatives appointed by  
10 the speaker of the house of representatives; and

11 (8) three members appointed by the governor as follows:

12 (A) a licensed physician with a specialty in pediat-  
13 rics who has practiced medicine in the state for at least five  
14 years and who is an expert in the subject of child abuse and  
15 neglect; and

16 (B) two public members, one of whom is a recognized  
17 expert in the subject of child abuse and neglect.

18 (b) The board shall elect a member to chair the board.

19 (c) The Office of the Governor shall provide staff for the  
20 board.

21 \* Sec. 4. AS 37.14.230 is amended to read:

22 Sec. 37.14.230. POWERS AND DUTIES OF THE COMMISSION [BOARD].  
23 When acting as administrator of the fund, the commission [THE BOARD]  
24 shall

25 (1) hold [REGULAR MEETINGS AND] special meetings it con-  
26 siderers necessary; the commission [BOARD] may hold meetings by telecon-  
27 ference;

28 (2) award grants from the net income of the fund to commu-  
29 nity-based programs and projects that the commission [BOARD] finds

1 will aid in the prevention of child abuse and neglect;

2 (3) monitor approved programs and projects for compliance  
3 with AS 37.14.200 - 37.14.270;

4 (4) before providing assistance to a program or project,  
5 approve written findings on the program or project that include a  
6 consideration of the means of measuring the effectiveness of the  
7 program or project;

8 (5) apply for, and use net income from the fund to obtain,  
9 private and federal grants for the prevention of child abuse and  
10 neglect;

11 (6) solicit contributions, gifts, and bequests to the fund;

12 (7) keep audio tape recordings of each meeting of the  
13 commission [BOARD] to be made available on request; and

14 (8) submit to the governor and the legislature by Febru-  
15 ary 1 each year a report describing

16 (A) the child abuse and neglect prevention services  
17 that were provided by the programs and projects to which the  
18 commission [BOARD] awarded grants; and

19 (B) the annual level of contributions, income, and  
20 expenses of the fund.

21 \* Sec. 5. AS 37.14.230 is amended to read:

22 Sec. 37.14.230. POWERS AND DUTIES OF THE BOARD [COMMISSION].  
23 The board [WHEN ACTING AS ADMINISTRATOR OF THE FUND, THE COMMISSION]  
24 shall

25 (1) hold regular meetings and special meetings it considers  
26 necessary; the board [COMMISSION] may hold meetings by teleconference;

27 (2) award grants from the net income of the fund to commu-  
28 nity-based programs and projects that the board [COMMISSION] finds  
29 will aid in the prevention of child abuse and neglect;

1 (3) monitor approved programs and projects for compliance  
2 with AS 37.14.200 - 37.14.270;

3 (4) before providing assistance to a program or project,  
4 approve written findings on the program or project that include a  
5 consideration of the means of measuring the effectiveness of the  
6 program or project;

7 (5) apply for, and use net income from the fund to obtain,  
8 private and federal grants for the prevention of child abuse and  
9 neglect;

10 (6) solicit contributions, gifts, and bequests to the fund;

11 (7) keep audio tape recordings of each meeting of the board  
12 [COMMISSION] to be made available on request; and

13 (8) submit to the governor and the legislature by Febru-  
14 ary 1 each year a report describing

15 (A) the child abuse and neglect prevention services  
16 that were provided by the programs and projects to which the  
17 board [COMMISSION] awarded grants; and

18 (B) the annual level of contributions, income, and  
19 expenses of the fund.

20 \* Sec. 6. AS 37.14.240(a) is amended to read:

21 (a) Except as provided in AS 37.14.200(d) and (d) of this sec-  
22 tion, the [THE] principal of the fund and any capital gains or losses  
23 realized on the principal shall be retained perpetually in the fund  
24 for investment as specified in AS 37.14.210, and may not be used for  
25 the awarding of grants.

26 \* Sec. 7. AS 37.14.240 is amended by adding a new subsection to read:

27 (d) Up to \$150,000 per year may be appropriated from the princi-  
28 pal of the fund for the administrative expenses of the commission.

29 \* Sec. 8. AS 37.14.240(d) is amended to read:

1 (d) Up to \$150,000 per year may be appropriated from the princi-  
2 pal of the fund for the administrative expenses of the board [COMMIS-  
3 SION].

4 \* Sec. 9. AS 37.14.270 is amended by adding a new paragraph to read:

5 (5) "commission" means the Alaska Commission on Children  
6 and Youth established under AS 44.19.521.

7 \* Sec. 10. AS 37.14.270 is amended by adding a new paragraph to read:

8 (5) "board" means the Alaska Children's Trust Fund Board.

9 \* Sec. 11. AS 39.05.100(a) is amended to read:

10 (a) A person appointed to a board or commission of the state  
11 government shall be and have been before the last general election,  
12 (1) a registered voter in the state, if the appointment is made at  
13 large or (2) a registered voter from the judicial district, if the  
14 appointment is made from a specific judicial district. The student  
15 member of the Board of Regents of the University of Alaska appointed  
16 under AS 14.40.150(b), [AND] the student member of the Alaska Commis-  
17 sion on Postsecondary Education appointed under AS 14.42.015(e), and a  
18 member of the Alaska Commission on Children and Youth appointed under  
19 AS 44.19.521, are exempt from the requirement of this subsection if  
20 the member was not old enough to be a registered voter in the last  
21 general election.

22 \* Sec. 12. AS 39.05.100(a) is amended to read:

23 (a) A person appointed to a board or commission of the state  
24 government shall be and have been before the last general election,  
25 (1) a registered voter in the state, if the appointment is made at  
26 large or (2) a registered voter from the judicial district, if the  
27 appointment is made from a specific judicial district. The student  
28 member of the Board of Regents of the University of Alaska appointed  
29 under AS 14.40.150(b) and [,] the student member of the Alaska

1 Commission on Postsecondary Education appointed under AS 14.42.015(e)  
2 [, AND A MEMBER OF THE ALASKA COMMISSION ON CHILDREN AND YOUTH AP-  
3 POINTED UNDER AS 44.19.521,] are exempt from the requirement of this  
4 subsection if the member was not old enough to be a registered voter  
5 in the last general election.

6 \* Sec. 13. AS 39.50.200(b) is amended by adding a new paragraph to  
7 read:

8 (50) Alaska Commission on Children and Youth (AS 44.19.521).

9 \* Sec. 14. AS 44.19 is amended by adding new sections to read:

10 ARTICLE 17. ALASKA COMMISSION ON CHILDREN AND YOUTH.

11 Sec. 44.19.521. CREATION OF COMMISSION. (a) There is created  
12 in the Office of the Governor the Alaska Commission on Children and  
13 Youth.

14 (b) The commission consists of four executive-branch members and  
15 seven public members, who are appointed by, and serve in that capacity  
16 at the pleasure of, the governor. At least one of the public members  
17 must be under the age of 21 at the time of appointment. The com-  
18 mission shall elect one of its members as chair. The chair may ap-  
19 point other officers as necessary.

20 Sec. 44.19.523. TERMS OF OFFICE; COMPENSATION. (a) The term of  
21 office of a member of the commission is three years.

22 (b) A vacancy shall be filled in the same manner as the original  
23 appointment. A person appointed to a vacancy serves for the unexpired  
24 portion of the term.

25 (c) Public members of the commission serve without compensation  
26 for their services but are entitled to per diem and travel allowances  
27 authorized under AS 39.20.180.

28 Sec. 44.19.525. POWERS OF THE COMMISSION. The commission may

29 (1) use legal, technical, secretarial, and administrative

- 1 services as may be provided by the governor;
- 2 (2) use voluntary and uncompensated services of private  
3 persons and organizations as may be made available to the commission;
- 4 (3) receive, and use for operating purposes, money from the  
5 federal government or other sources;
- 6 (4) hold public hearings;
- 7 (5) establish and maintain an office in Anchorage, or at a  
8 location determined to be the most appropriate location by a majority  
9 vote of the commissions, and hire an executive director and technical  
10 and clerical staff that are necessary to perform the duties of the  
11 commission; and
- 12 (6) take other actions reasonably necessary to carry out  
13 the duties of the commission.

14 Sec. 44.19.527. DUTIES OF THE COMMISSION. (a) The commission  
15 shall develop a comprehensive statewide plan that identifies the needs  
16 of children and youth, individually and as they relate to their fam-  
17 ilies, and makes recommendations to enhance their quality of life. In  
18 meeting this charge, the commission may

- 19 (1) recommend the services and programs that should be  
20 available for children and families in the areas of child care,  
21 health, social services, education, special education, child protec-  
22 tion, parent and staff training, nutrition, poverty, mental health,  
23 safety, and employment of youth;
- 24 (2) identify the service needs of children and where gaps  
25 and overlaps in services exist;
- 26 (3) monitor the emerging needs of and problems facing  
27 children, and develop effective, comprehensive, and coordinated strat-  
28 egies to address those needs and problems;
- 29 (4) develop and recommend adoption of a process for

1 monitoring and evaluating children's programs;

2 (5) provide opportunities for the public to participate in  
3 the planning and development of children's programs and policies;

4 (6) receive and act upon requests for recommendations from  
5 parents, state officials, members of state advisory committees, legis-  
6 lators, representatives of the state court system, and providers of  
7 children's services on matters related to children and youth;

8 (7) meet with and make recommendations to state officials  
9 and members of advisory committees who are responsible for the expen-  
10 diture of state and federal money and provide recommendations to the  
11 legislature and the department on structural and procedural changes,  
12 contracting of services, establishment of standards, and the consoli-  
13 dation of efforts designed to deliver services in a more cost-effec-  
14 tive manner;

15 (8) serve as a statewide clearinghouse for government and  
16 nongovernment programs and resources relating to children, youth, and  
17 families;

18 (9) serve as an advocate for the interests of children by  
19 informing the public, including leaders of the business community,  
20 educators, local and state officials, the legal system, and the commu-  
21 nications media of the nature and scope of problems faced by children;

22 (10) coordinate efforts and consult and cooperate with  
23 persons, departments, organizations, and groups, including other  
24 boards and commissions, interested in the problems and concerns of  
25 children and youth; and

26 (11) make recommendations to the governor, legislature, and  
27 state officials with respect to legislation, regulations, and appro-  
28 priations for programs or services that benefit children and youth.

29 (b) In formulating the strategy to address the needs of and

1 problems facing children, the commission shall actively solicit advice  
2 and information from children and youth of all ages and socioeconomic  
3 backgrounds. The commission shall also seek advice and information  
4 from parents and children's services providers, including those with  
5 expertise in the areas of mental health, health care, prenatal care,  
6 adolescent drug and alcohol treatment, education, special education,  
7 early childhood education, early childhood special education, non-  
8 profit funding sources, child abuse and neglect, domestic violence,  
9 child care, dependence, delinquency and the justice system, minority  
10 issues, and family support systems.

11 (c) The commission shall prepare and publish an annual report on  
12 the status of children in the state and its recommendations and pro-  
13 posals for change. The commission shall provide the governor and the  
14 legislature with copies of the report by the 15th day of each regular  
15 legislative session.

16 Sec. 44.19.529. TECHNICAL ASSISTANCE AND STAFF SUPPORT. The  
17 executive branch departments shall cooperate with the commission and  
18 provide technical assistance to the commission upon the request of the  
19 commission.

20 \* Sec. 15. TEMPORARY USE OF PRINCIPAL. Notwithstanding AS 37.14.230  
21 and 37.14.240, as amended by secs. 4, 6, and 7 of this Act, until July 1,  
22 1991, the Alaska Commission on Children and Youth may use not more than  
23 \$50,000 from the principal of the Alaska children's trust fund for the  
24 purposes specified in AS 37.14.240(b)(2) and (3).

25 \* Sec. 16. REVISOR'S INSTRUCTION. To be consistent with the changes  
26 made by secs. 2, 4, 7, and 9 of this Act, wherever in AS 37.14.200 - 37.-  
27 14.270 and in the regulations adopted under those statutes "Alaska Chil-  
28 dren's Trust Fund Board" or "board" is used, they shall be read as refer-  
29 ring to the Alaska Commission on Children and Youth and the commission,

1 respectively. Under AS 01.05.031, the revisor of statutes shall implement  
2 this section in the statutes and under AS 44.62.125(b)(6), the regulations  
3 attorney shall implement this section in the administrative regulations.

4 \* Sec. 17. REVISOR'S INSTRUCTION. To be consistent with the changes  
5 made by secs. 3, 5, 8, and 10 of this Act, wherever in AS 37.14.200 -  
6 37.14.270 and in the regulations adopted under those statutes "Alaska Com-  
7 mission on Children and Youth" or "commission" is used, they shall be read  
8 as referring to the Alaska Children's Trust Fund Board and the board,  
9 respectively. Under AS 01.05.031, the revisor of statutes shall implement  
10 this section in the statutes and under AS 44.62.125(b)(6), the regulations  
11 attorney shall implement this section in the administrative regulations.

12 \* Sec. 18. AS 37.14.270(5), AS 39.50.200(b)(50), AS 44.19.521, 44.19.-  
13 523, 44.19.525, 44.19.527, and 44.19.529 are repealed June 30, 1994.

14 \* Sec. 19. AS 37.14.270(1), AS 47.50.010, 47.50.020, 47.50.030, 47.50.-  
15 040, and 47.50.050 are repealed.

16 \* Sec. 20. TERMS OF INITIAL APPOINTEES. Notwithstanding AS 44.19.523,  
17 enacted by sec. 14 of this Act, the governor shall set the terms of the  
18 members initially appointed to the Alaska Commission on Children and Youth  
19 so that four members serve three-year terms, four members serve two-year  
20 terms, and three members serve one-year terms.

21 \* Sec. 21. REVIEW OF LAWS RELATING TO CHILDREN. The Alaska Commission  
22 on Children and Youth, established under sec. 14 of this Act, may review  
23 the laws of the state with regard to matters involving children. If a  
24 review is done, the commission shall prepare and publish a report of its  
25 findings and recommendations and provide the governor and the legislature  
26 with copies by January 1, 1991.

27 \* Sec. 22. Sections 3, 5, 8, 10, 12, and 17 of this Act take effect  
28 June 30, 1994.

29 \* Sec. 23. Except as provided in sec. 22 of this Act, this Act takes

1 effect July 1, 1989.

TO TESTIFY

CARLA TIMPONE, EXECUTIVE DIRECTOR

SHERRI GOLL, WOMEN'S LOBBY

IRVIN JONES, PERMANENT FUND DIVIDEND DIVISION

OTHERS

F.Y.I.

BILL LOOKS WEIRD -- DUPLICATE SECTIONS THAT HAVE DIFFERENT EFFECTIVE DATES. THIS IS BECAUSE THE COMMISSION IS BEING GIVEN THE RESPONSIBILITY OF ADMINISTERING THE CHILDREN'S TRUST FUND. SINCE THE COMMISSION EXPIRES IN 1994 AND THE TRUST FUND THEORETICALLY EXISTS FOREVER, THE BILL PROVIDES FOR ADMINISTRATION OF THE FUND TO BE DONE BY A CHILDREN'S TRUST FUND BOARD AFTER 1994.

CHILDREN'S TRUST FUND LEGISLATION WAS PASSED LAST YEAR. HOWEVER, NO FUNDS WERE APPROPRIATED AND ADMINISTERING BOARD WAS NEVER APPOINTED. THEIR RESPONSIBILITIES WOULD NOW BE HANDLED BY THE CHILDREN'S COMMISSION, AT LEAST THROUGH 1994.

BILL REPEALS OFFICE OF CHILD ADVOCACY. IT HAS NOT BEEN FUNDED OR FUNCTIONAL FOR MANY YEARS.

BILL PROVIDES FOR FUNDING THE COMMISSION AND THE TRUST FUND THROUGH A \$10 P.F.D. CHECK-OFF. SPECIFIES THAT THE MAXIMUM THE COMMISSION CAN USE FOR OPERATING EXPENSES IS \$150,000 ANNUALLY. WOULD THIS BE A DEDICATED FUND, OR SOMETHING THE LEGISLATURE WOULD APPROPRIATE TO THE COMMISSION EACH YEAR?

WORD IS THAT KELLY OBJECTS TO THE P.F.D. CHECK-OFF. GICCY SUPPORTERS SAY THEY DON'T MIND IT COMING OUT OF THE BILL, BUT THERE WOULD THEN NEED TO BE A G.F. FISCAL NOTE (UNLESS YOU JUST ASK THE GOVERNOR TO FUND IT OUT OF HIS OPERATING APPROPRIATION -- IN THIS YEAR'S REAPPROPRIATION BILL HE'S REQUESTING TO ROLL FORWARD \$230,000).

BILL PROVIDES (PAGE 7, LINE 7) FOR COMMISSION OFFICE TO BE LOCATED IN ANCHORAGE "OR A LOCATION DETERMINED TO BE THE MOST APPROPRIATE BY A MAJORITY VOTE OF THE COMMISSION". WORD IS THAT KELLY REALLY WANTS THE ANCHORAGE LANGUAGE. IT IS NOT CLEAR IF HE LIKES THE "OR OTHER LOCATION" LANGUAGE.

EFFORTS ON THE HOUSE FLOOR TO REQUIRE THE COMMISSION TO PROTECT FETAL RIGHTS WERE DEFEATED.



# NEA-ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

## Judy Salo, President

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Fairbanks, Alaska 99708

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Region VII Director  
Box 873933  
Wasilla, Alaska 99687

Roxy McDonagh  
Region R Director  
402 E. 23rd Avenue  
Anchorage, Alaska 99503

## 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 30, 1989

**TO:** Representative Ron Larson, Representative Lyman Hoffman, and Members of the House Finance Committee.

**FROM:** NEA-Alaska

**RE:** CSHB 66 "An Act establishing the Alaska Commission on Children and Youth; abolishing the Office of Child Advocacy; and providing for an effective date."

NEA-Alaska supports and encourages passage of CSHB 66.

The Governor's Interim Commission on Children and Youth is a group that addresses many essential services to children. The original report was an excellent documentation of the many issues and problems relative to young people in Alaska.

The recognition of those problems is only a beginning, however, and we need a comprehensive and aggressive effort to deal with the solutions.

Obviously, during an economic decline stretching resources to meet increasing needs is not a simple task. The formation of the Commission on Children and Youth allows for the best priority of those needs and provides an effective advocate for them.

The most important reason for us to support the formation of the commission lies in the crucial need for coordination of services amidst the many agencies serving children.

This commission probably represents both the best effort at this coordination to date and the best hope for the future of such coordination and efficient delivery of services to children.

We continue our belief that a member of the commission needs to be a practicing classroom teacher, which we believe would further enhance the effectiveness of the group.

We encourage your expeditious and positive action on CSHB 66.

Respectively submitted,

*Judy Salo*  
Judy Salo  
President

*Robert Manners*  
Robert Manners  
Executive Secretary

cc: Governor Cowper

COVENANT HOUSE  ALASKA

February 8, 1989

REC'D FEB 10 1989

Representative Johnny Ellis  
Alaska State Legislature  
P.O. Box V  
Juneau, Alaska 99811

Dear Johnny,


Unfortunately, a prior commitment prevented me from testifying at yesterday's hearing on the Interim Commission on Children and Youth. I wanted, however, to voice my support for establishing the Commission as a permanent body.

During the past year, the Commission has been very successful in focusing public attention on youth programs in Alaska. Covenant House, as all other programs dealing with youth and family issues in our state, has benefitted from this increase in public awareness.

The Commission is an excellent vehicle for discussing and promoting solutions for the many problems facing Alaskan youth and their families. I urge you and your colleagues to enact legislation which will make the Commission a permanent body within our system of human services.

Thank you.

Sincerely,



Fred Ali  
Executive Director

February 6, 1989

RE: Permanent Commission for Children & Youth

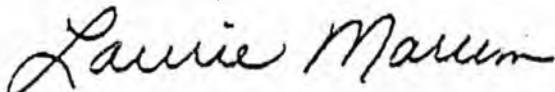
I would like to encourage the Legislature to establish a permanent Commission for Children & Youth for the State of Alaska. The State of Alaska should be proud of the gains made by the present Commission regarding services for children/youth thus far.

As a social worker and educator I feel strongly that this Commission continue to be an advocate for children, adolescents and teenagers. The issues affected this group needs to stay out in the forefront. Too often, other issues, other concerns popular to the legislature/state take priority and children's needs are left out. Who else is there to advocate for them? Taking a hard look at the issues involved in dysfunctional families, for example, alcoholism, sexual abuse, emotional and physical abuse. Taking the steps necessary to provide services for the children in these families alone, can save the state thousands of dollars in the long run. It has been proven that these children grow up to be dysfunctional adults and are highly represented in first the juvenile justice system then on to adult corrections, alcohol treatment centers, etc. We have the research available now that tells us what to do to help children and youth and how to provide the healthiest environment for their growth. We need additional research to ensure the information is specific to the cultures of Alaska. We need interested members from the public to help address these issues and work with State Departments to ensure quality services for children. I would recommend 6 members from the general public (representation from each region in the state), and 3 from State Departments.

Please invest in the future of Alaska's children and establish a permanent Commission on Children and Youth.

Thank you.

Sincerely,



Laurie Marum, M.S.W.  
Assistant Professor of Social Work  
University of Alaska Fairbanks  
N.W. Arctic & Bering Straits Region  
Box 297  
Kotzebue, AK 99752



GIRL SCOUTS

Tongass Alaska  
Girl Scout Council  
197 1/2 South Franklin Street  
Juneau, Alaska 99801  
(907) 586-1710

*wants a 2nd  
youth member*

February 2, 1989

Rep. Johnny Ellis  
P.O. Box V  
Juneau, AK 99811

Dear Representative Ellis,

I strongly urge the passage of HB 66, creating an Alaska Commission on Children and Youth.

There is one problem area in the original bill however. I believe the Commission would be much more effective and comprehensive if there were more public members, including youth.

Please consider adding at least two young people (one is not enough, they need peer support), and representatives from community based non-profit youth organizations who are working on the "prevention" areas.

I'm afraid that with predominantly governmental agencies represented on the commission, it would be focusing too heavily on the crisis intervention aspect of youth needs. Hope and progress lie in the prevention of crisis in the lives of our children. While more and better treatment may be necessary, it should not be the primary focus of this commission.

Sincerely,

Pat Shaw, Executive Director



Pro



# Association of Day Care Administrators

1 FEB 15 1989

February 9, 1989 GOVERNOR'S OFFICE

Governor's Interim  
Commission on Children and Youth.  
Office of the Governor  
P.O.Box A  
Juneau, AK 99811

*wants larger  
commission*

Dear Commissioners,

I was recently informed that the Commission is taking testimony on the Governor's proposal to form a permanent Children and Youth Commission.

As a Child Care Provider, DCAP Administrator and President of the Day Care Administrators Association of Alaska, I whole heartedly support the concept of a permanent Commission.

However, My understanding at this time is that the Commission will be composed of 7 members. I would rather see a larger Commission - to fairly represent the many factions of child care issues. It has been suggested a 9 member ~~com~~mission would enable us better representation. I agree with the 9 member suggestion.

Sincerely,

Jacqueline Fowler,  
President of the Day Care Administrators  
Association of Alaska.  
Director of Odiak Child Development Cente

STEVE COWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

cc  
14B66

January 9, 1989

The Honorable Sam Cotten  
Speaker of the House  
Alaska State Legislature  
P.O. Box V  
Juneau, AK 99811

Dear Representative Cotten:

Under the authority of art. III, sec. 18, of the Alaska Constitution, I am transmitting a bill relating to the establishment of the Alaska Commission on Children and Youth.

The bill establishes a commission to continue the work of the Governor's Interim Commission on Children and Youth, created by Administrative Order No. 97, dated June 11, 1987, and extended until May 15, 1989 by Administrative Order No. 108, dated April 20, 1988.

Under the bill, the commission on children and youth is created in the Office of the Governor and consists of four executive-branch members and three public members, to be chosen by the governor. The commission would be subject to the conflict of interest laws in AS 39.50. Section 1 of the bill.

The purpose of this advisory commission is to obtain information about resources available to serve children, youth, and families; to identify problem areas and needs; to make recommendations concerning the provision of quality services on behalf of children and youth; and to make recommendations to the governor, the legislature, and state officials based upon those findings.

The relatively small seven-member commission will benefit from the advantages of small-group productivity, and will ensure the maximum involvement of the executive branch while containing operational costs. Under the provisions of the bill, the commission is authorized to use the voluntary services of private persons and organizations. This capability will allow the commission to work with a large number of interested persons while retaining the efficiencies of a small body.

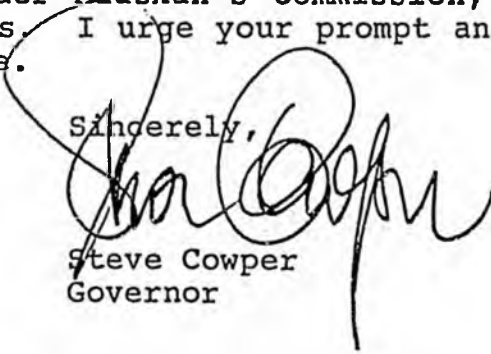
The commission is required to prepare an annual report to advise the governor and the legislature of recommended actions pertaining to children and youth. Additionally, the commission would have the authority to review the laws of the state pertaining to children. If it chooses to do so, a report of findings and recommendations must be filed by January 1, 1991.

The bill would take effect July 1, 1989, and sec. 3 of the bill automatically terminates the commission on June 30, 1994. It is intended that recommendations made by the commission would by then be well on their way to being an established part of state and private programs, and policy.

The bill also repeals AS 47.50.010 -- 47.50.050, which establish the Office of Child Advocacy in the Office of the Governor. Section 4 of the bill. The Office of Child Advocacy has not been funded for some time, and, if it were to be, its duties would largely duplicate the duties of the commission established in this bill.

This bill has been discussed extensively with the current Governor's Interim Commission on Children and Youth, and with commissioners of departments likely to be affected. The concept of a statutorily established commission has been supported by the Children's Caucus, the Alaska Federation of Natives, the Alaska branch of the National Education Association, KIDPAC, and the Older Alaskan's Commission, as well as many other organizations. I urge your prompt and favorable action on this measure.

Sincerely,



Steve Cowper  
Governor



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

INTERIM COMMISSION ON CHILDREN AND YOUTH

BRIEFING PAPER: CSHB66 (Finance) am

1. Background

The Governor's Interim Commission on Children and Youth was established by Administrative Order in March, 1987 and will terminate on May 15, 1989. The Interim Commission was charged with beginning the development of a comprehensive child care system, and addressing issues that prevented Alaskan youth from achieving their full potential as self-sufficient adults.

The Interim Commission is operated out of the Governor's Office and is composed of 22 members representing the public, the executive branch, and the Legislature.

The Interim Commission's primary accomplishments over the past two years have been:

- producing a report on the status of Alaska's children and youth, including recommendations for programs and services
- developing FY89 and FY90 Children's Funding proposals
- conducting statewide public hearings on issues related to children and youth
- coordinating with public and private child advocacy agencies and groups
- serving as a clearinghouse for informational resources
- focusing attention on issues related to children and youth in order to insure a place on the public policy agenda for these issues

Through these efforts, the Interim Commission has made considerable progress towards meeting its goals. There obviously remains much to be done, however, and the Interim Commission has recommended the establishment of the Alaska Commission on Children and Youth as the most efficient and cost-effective method to accomplish those objectives.

Establishment of the Alaska Commission on Children and Youth is supported by many, many individual parents and child advocates. In addition, the following 25 groups and organizations have testified in support of the Commission:

Alaska Association for the Education of Young Children, Alaska Association of Day Care Administrators, Alaska Association of Homes for Children, Alaska Council on Prevention of Alcohol and Drug Abuse, Alaska Federation of Natives, Alaska Foster Parents Association, Alaska Head Start Directors Association, Alaska School Counselors Association, ARCO Dependent Care Task Force, Arctic Alliance for People, Catholic Community Services, Child Advocacy Network, Child Care Connection, Community of Christian Women, Covenant House, Dads Against Discrimination, Girl Scouts, Inter-Agency Child Advocates of Norton Sound, Ketchikan Hospital, KIDPAC, NANA Regional Corporation, National Education Association, Parent- Teachers Association State Board of Managers, Sealaska Corporation, and Volunteers of America.

## 2. Bill Contents

In its current version, the bill creates the Alaska Commission on Children and Youth in the Office of the Governor. The Commission would be composed of 7 public members (one of whom must be under age 21) and 4 executive branch members. The Commission would be physically located either in Anchorage or in a location determined by a majority of the members.

The Commission would be responsible for: developing a comprehensive plan to identify the needs of children and youth; determining gaps and overlaps in services; developing a process of monitoring and evaluating children's programs; coordinating efforts to meet the needs of children; serving as a clearinghouse for information; recommending structural and procedural changes to deliver services in a more cost-effective manner; and actively soliciting the input of parents, youth, educators, social service providers and others.

The Commission would be required to submit an annual report on the status of children and youth which would include recommendations and proposals. The Commission is given the authority to review state laws pertaining to children and would be required to submit a report on that review.

The Commission would sunset in 1994.

### Children's Trust Fund and PFD Check-off

The bill authorizes the Commission, for as long as the Commission is in existence, to act as the board for the statutorily created Children's Trust Fund, thereby eliminating the need for an additional board. The Commission, serving as the Board, would be authorized to award grants, not to exceed \$50,000. each, to child abuse and neglect prevention programs.

Funds for those grants would be generated by a \$10. PFD check-off, effective with the 1990 PFD application. In addition, up to \$150,000. of monies coming into the Trust Fund could be used for operating expenses of the Commission, steadily and over time reducing the need for expenditure of general funds dollars to operate the Commission.

### 3. Fiscal Note

The fiscal note for HB66 is \$152.8, and provides for 1 PFT Executive Director (range 21A), 1 PPT Research Analyst (Range 18A), and 1 PPT Secretary (Range 10A). The fiscal note also provides for travel (for the 7 public members only) to 4 quarterly meetings and contractual monies to cover costs of telephone, postage, copying and printing, advertising meetings, and supplies.

# HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

ALASKA STATE LEGISLATURE  
HOUSE OF REPRESENTATIVES



P.O. BOX V, JUNEAU 99811  
(907) 465-3759

## M E M O R A N D U M

TO: The Honorable Ron Larson and  
The Honorable Lyman Hoffman  
Co-chairs, House Finance Committee

FROM: Rep. Johnny Ellis *J.E.*

RE: HB 66, establishing the Alaska Commission on  
Children and Youth

DATE: March 7, 1989

---

I respectfully request that you schedule a hearing on HB 66 at your earliest convenience. The House Health, Education, and Social Services Committee passed out this bill on March 1st and it has been transmitted to the House Finance Committee.

The state of Alaska is in great need of a comprehensive approach in addressing the current needs of its young people. HB 66 will create an eleven member board to help bridge the gap between the needs of our youth and the formulation of remedies to solve the many problems that now exist. Areas of concern include youth employment, mental health, general and special education, social services, and parent/staff training.

CSHB 66 (HESS) will appropriate \$208,400 of general funds towards the staffing and operating needs of the Commission. In addition, bill provisions allow for supplementary funding from both federal and outside sources. The House HESS Committee has carefully debated the merits of HB 66, and our CS has reduced the original fiscal note while expanding by four persons the number of public members on the board. This enlargement will enable the Commission to broaden its effectiveness with a more extensive input base from the public sector.

The committee has also fine-tuned portions of HB 66's original language to better suit the overall purpose of this legislation to promote a comprehensive, affordable approach.

The Commission's role is to identify problem areas pertinent to our youth and promote channels of remedy through recommendations and direct support. HB 66 is an effort to offer a better quality of life and a brighter future for our most important future resource, the young people of Alaska.

# Alaska State Legislature



Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling

P.O. Box V  
State Capitol  
Juneau, Alaska 99811

907-465-3712

## Senate State Affairs Committee

### MEMORANDUM

TO: Senator Paul Fischer, Chairman  
Senate Committee on Health and Social Services

FROM: Senator Pat Pourchot, Chairman  
Senate Committee on State Affairs

RE: HB 66, Alaska Commission on Children and Youth

DATE: May 2, 1989

Yesterday the Senate State Affairs Committee passed out HB 66. We were unable to get satisfactory answers during the hearing to two questions raised, but in the interest of time chose to move the bill forward with this memorandum to follow.

I would call your attention to page 1, lines 17-19, which authorize the Department of Revenue to use money in the children's trust fund to pay costs incurred in administering the permanent fund dividend check-off. The wording of this section was questioned. I would simply note that it is identical to the "administrative costs language" currently in effect for the Olympics check-off and seems to be easily administered by the Department of Revenue.

A question was also raised regarding the Constitutionality of appointing legislators to an executive branch board. Section 3 of the bill calls for a member of the House and a member of the Senate to be appointed by their respective bodies to the Children's Trust Fund Board. According to the Attorney General, this would violate the section of the Constitution that provides for the Governor to make all appointments within the executive branch, as well as the section that prohibits persons from holding office in more than one branch of government at a time.

To address this problem, I would suggest that AS 37.14.220 be repealed and reenacted to read: "The Commission consists of four executive-branch members and seven public members, who are appointed by, and serve in that capacity at the pleasure of, the governor." This language is identical to that being proposed for the Commission on Children and Youth and meets the approval of the advocates of HB 66.

I would also call to your attention the Department of Revenue fiscal note (copy attached). This somehow failed to accompany the bill when it was sent over from the House.



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU  
INTERIM COMMISSION ON CHILDREN AND YOUTH

REC'D FEB 09

TO: Representative Johnny Ellis                      DATE: February 9, 1989  
Chair  
House HESS Committee

FROM: Carla Timpone                                      SUBJECT: House Bill 65  
Program Coordinator  
GICCY

---

On behalf of the members of the Governor's Interim Commission on Children and Youth, I want to thank you and the members of the Committee for the prompt hearing on HB66, and for arranging statewide testimony on the bill. I know that all of those who testified appreciated the opportunity to do so, and the Commission appreciates the Committee's interest in this legislation.

I'd also like to take this opportunity to clarify several issues that were raised at the hearing. Regarding Representative Goll's inquiry related to the terms of appointed members and the Governor's authority to remove members (Section 2), the Department of Law has indicated that this is standard language in such legislation. In short, an appointed member may serve for three years unless the Governor chooses to have them removed. I have contacted Representative Goll regarding this clarification.

Representative Goll also questioned the language in Section 4 of the CS regarding "repealers." Section 4 repeals the statute which created the long defunct Office of Child Advocacy. As I told Representative Goll, Governor Cowper approves of this repeal in order to avoid duplication of services.

Section 3 of the CS adds the Alaska Commission on Children and Youth to the list of boards and commissions subject to the ethics code and repeals them when the Commission terminates on June 30, 1994.

Section 6 of the CS was included in the Interim Commission's original draft legislation. While the Interim Commission felt the new Commission should have the authority to review laws of the state, they did not want to absolutely require that that be accomplished; hence, use of the word "may" rather than "shall." This section requires that if such a review is done, a report must be submitted.

Commission Chair Patty Meritt, Vice Chair Peter Scales, Special Assistant Caren Robinson, and I discussed the suggestions made related to inclusion of the word "family" in the title of the bill, and the addition of language related to appointment of youth to the Commission. Although these specific issues were not discussed by the full Commission in this context, we would recommend that neither suggestion be incorporated.

Broadening the scope of the Commission's work to include all issues related to "families" would require significantly more resources than are provided for in the bill and the accompanying fiscal note. In addition, we hesitate to change the focus of the Commission's primary concern - children and youth as individuals, as well as members of families and recipients of services.

Although there were several concerns addressed regarding appointment of young people to the Commission, the Commission has heard much testimony about this issue and the suggestion certainly has merit. We have found, however, that the input we have received from young people, in settings where they are outside of the "system", has been extraordinarily valuable. Among other things, we are concerned that having appointed spokespersons would negatively impact the quality, credibility, and degree of that input.

Perhaps an acceptable compromise would be to include language in the bill that more clearly speaks to the need to solicit input from young people, rather than just including them in the listing of people with whom the Commission should consult.

Finally, the Commission feels strongly that the fiscal note for HB66, including additional travel funds for an increased number of public members, is reasonable and conservative and reflects the funding necessary for the Commission to fulfill its duties and responsibilities. As you know, boards and commissions can be easily rendered ineffective if they are not provided adequate funding. The Commission feels that this relatively small investment is more than justified given the important work the Commission will accomplish and the challenges with which it will be faced.

Thank you, and the members of the Committee, for your continued support and interest in children's issues. Please feel free to contact me if you'd like anything additional.

CT:km

cc: Members, Commission on Children and Youth  
Caren Robinson, Special Assistant, Office of the Governor  
Shari Kochman, Legislative Aide, Office of the Governor  
Mike Nizich, Director, Administrative Services, Office of  
the Governor

STATE OF ALASKA  
THE LEGISLATURE

POUCH Y STATE CAPITOL  
JUNEAU ALASKA 99811  
907 465 3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

February 13, 1989

SUBJECT: Serving at the pleasure of the governor  
(HB 66)

TO: Representative Johnny Ellis  
Attn: Jim Nordlund

FROM: Terri Lauterbach *TL*  
Legislative Counsel

You have asked whether the phrase "at the pleasure of the governor" broadens the power of the governor to dismiss members of boards and commissions beyond what would exist if a statute merely said the members were "appointed by" the governor.

I have not found any helpful cases on this matter. I have found many statutes that explicitly state that members of a particular board or commission serve at the pleasure of the governor. I therefore think that if it is important to the legislature that the governor be able to remove an appointee at will that the pertinent legislation include the phrase "at the pleasure of the governor." If it is important to the legislature that a member be removed only for cause, then the legislation should state that instead.

If I may be of further assistance, please let me know.

TL:gc  
WKG7/021



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

ADMINISTRATIVE ORDER NO. 97

Alaska has one of the youngest populations in the country, but our youth face a number of problems. Alaska's infant mortality rate is worse than that of 41 other states, our child care system is inadequate, and our young people suffer from neglect and abuse, alcohol and drug problems, suicide, and unemployment.

The well-being of Alaska's youth is directly related to the future well-being of our entire state. With a concentrated approach, we can get many of these problems under control and make Alaska a better place for all of us.

It is in the best interests of the people of Alaska and necessary for efficient administration, that our policies and programs affecting our young people be coordinated and that a comprehensive plan be developed for a first class child care system, and that the governor and the legislature be advised about the needs and problems of our young people.

Therefore, I, Steve Cowper, Governor of the State of Alaska, under the authority of Article III of the Alaska Constitution and of AS 44.19.028 and 44.19.145(c), order the following:

Section 1. Creation and Composition

The Governor's Interim Commission on Children and Youth is hereby created within the Office of the Governor. The commission consists of the commissioners of health and social services, public safety, community and regional affairs, and education; the attorney general; three members of the House of Representatives; three members of the Senate; and eleven public members. A non-public member of the commission may designate an employee on the member's staff to serve on the commission as the member's alternate.

Section 2. Responsibilities

The Governor's Interim Commission on Children and Youth shall develop a comprehensive plan to provide for a first class child care system and shall address other problems facing our children and youth.

Section 3. Report

The Governor's Interim Commission on Children and Youth shall submit a report to me and the legislature by January 1, 1988.

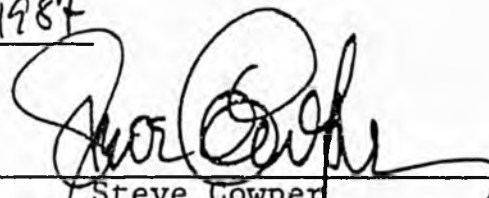
The report must include a plan for a first class child care system.

Section 4. Duration

The Governor's Interim Commission on Children and Youth shall cease to exist on May 10, 1988, unless it is extended by subsequent administrative order or legislation. The creation of the commission was first announced on March 16, 1987, and on May 13 I named its members and called its first meeting for June 12, 1987.

This order takes effect immediately.

DATED at Juneau, Alaska 11 June 1987

  
\_\_\_\_\_  
Steve Cowper  
Governor

STEVE COWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

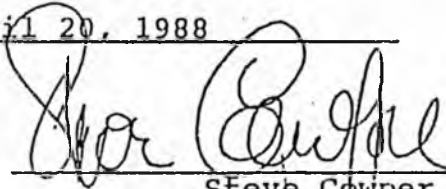
ADMINISTRATIVE ORDER NO. 108

It is in the best interest of the people of Alaska and necessary for efficient administration, that our policies and programs affecting our young people be coordinated, that a plan be developed for implementation of the Governor's Interim Commission on Children and Youth's recommendations for a first class child care system, and that the governor and the legislature be further advised about the needs and problems of our young people.

Therefore, under Section 4 of Administrative Order No. 97 creating the Governor's Interim Commission on Children and Youth, the termination date of the commission is hereby extended to May 15, 1989.

This order takes effect immediately. 1

DATED at Juneau, Alaska April 20, 1988

  
\_\_\_\_\_  
Steve Cowper  
Governor



RECEIVED APR 12 1989

April 12, 1989

The Honorable Pat Pourchot  
Alaska State Senate  
P.O. Box V  
Juneau, AK 99811

Dear Senator Pourchot:

As you know, HB66 would create the Alaska Commission on Children and Youth in the Office of the Governor. The start-up of the new Commission on July 1, 1989 would follow the expiration of the current Interim Commission on May 10, 1989.

As a member of the Interim Commission, I'm writing to urge your support for passage of CSHB66 (Finance). The amended version of the bill, as passed by the House Finance Committee, would accomplish several things.

- Until its expiration, the new Children's Commission would serve as the Board of the statutorily created Children's Trust Fund, thereby eliminating the need for an additional Board.
- The public would have the opportunity to contribute to the Children's Trust Fund through a "check-off" on the PFD application, beginning in 1990; this would allow for a mechanism for getting money into the Fund without having to expend general fund dollars.
- A portion of the funds realized through the PFD "check-off" would be used to fund the operation of the Children's Commission, beginning in FY91, thereby providing a means for the Commission to pay for itself.

April 12, 1989

I and other public members of the Commission are very concerned that HB66 pass this session. We would not want to see a break in the work of the Commission such as would be created if the bill does not pass.

Many children and youths in both urban and rural Alaska have been heard and served by GICCY, but desperately need the Commission to continue its work on their behalf.

I'm sure you are aware of the tremendous amount of public support there is for the creation of a permanent Children's Commission. I urge you to respond to that support by a favorable vote on the bill.

Thank you.

Sincerely,

SEALASKA CORPORATION



Marlene Johnson  
Chairman

GICCY Boardmember

HB 66.TX1

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 3, 1989

✓ Bonnie Headley  
1018 P Street  
Anchorage, Alaska 99501

Dear Bonnie:

Thank you for your message in support of HB 66, which would establish the Alaska Commission on Children and Youth. I am happy to report that on Monday the State Affairs Committee, which I chair, approved HB 66. The bill is scheduled for a hearing in the Senate Committee on Health, Education, and Social Services today.

The Interim Commission on Children and Youth has made considerable progress towards development of a comprehensive child care system. However, much remains to be done, and I strongly support the establishment of a permanent commission to continue this important work on behalf of Alaska's young people.

Thanks again for taking the time to share your views. There are just a few days left in this legislative session, but I am hopeful that HB 66 will make it to the Senate floor for final passage this session.

Sincerely,

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

Senator Pat Pourchot  
Chairman

PP/ss

HB 66.TXT

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 3, 1989

Sandi Haynes  
✓ 101 Davis Street  
✓ Anchorage, Alaska 99508

Dear Sandi:

Thank you for your message in support of HB 66, which would establish the Alaska Commission on Children and Youth. I am happy to report that on Monday the State Affairs Committee, which I chair, approved HB 66. The bill is scheduled for a hearing in the Senate Committee on Health, Education, and Social Services today.

The Interim Commission on Children and Youth has made considerable progress towards development of a comprehensive child care system. However, much remains to be done, and I strongly support the establishment of a permanent commission to continue this important work on behalf of Alaska's young people.

Thanks again for taking the time to share your views. There are just a few days left in this legislative session, but I am hopeful that HB 66 will make it to the Senate floor for final passage this session.

Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

HB66.TXT

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 3, 1989

Jane Atuk  
✓ 3433 East 18th  
Anchorage, Alaska 99508

Dear Jane:

Thank you for your message in support of HB 66, which would establish the Alaska Commission on Children and Youth. I am happy to report that on Monday the State Affairs Committee, which I chair, approved HB 66. The bill is scheduled for a hearing in the Senate Committee on Health, Education, and Social Services today.

The Interim Commission on Children and Youth has made considerable progress towards development of a comprehensive child care system. However, much remains to be done, and I strongly support the establishment of a permanent commission to continue this important work on behalf of Alaska's young people.

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Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

HB66.TXT

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 3, 1989

Thelma Langdon  
✓2363 Captain Cook Drive  
Anchorage, Alaska 99503

Dear Thelma:

Thank you for your message in support of HB 66, which would establish the Alaska Commission on Children and Youth. I am happy to report that on Monday the State Affairs Committee, which I chair, approved HB 66. The bill is scheduled for a hearing in the Senate Committee on Health, Education, and Social Services today.

The Interim Commission on Children and Youth has made considerable progress towards development of a comprehensive child care system. However, much remains to be done, and I strongly support the establishment of a permanent commission to continue this important work on behalf of Alaska's young people.

Thanks again for taking the time to share your views. There are just a few days left in this legislative session, but I am hopeful that HB 66 will make it to the Senate floor for final passage this session.

Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

Thelma P. Langdon  
2363 Captain Cook Drive  
Anchorage, Alaska 99503

April 27, 1989

The Honorable Pat Pouchot  
Alaska Senate  
P. O. Box V  
Juneau, Ak. 99811

Re: HB 66  
Children  
Commission

Dear Pat,

I am deeply concerned that children's issues will drop drastically in the priority list if there is not an entity specifically charged with that responsibility.

I know this was the case between 1978 when the Office of Child Advocacy was defunded by the Legislature and 1987 when the Governor appointed his Interim Commission on Children and Youth - and that was during the years when the oil money was really flowing.

This session, please pass HB 66 as it came out of the House Finance Committee.

Thank you for all of your hard work and caring and concern for people problems & issues. I really appreciate your time, energy and effort in dealing with difficult challenges.

Sincerely,  
Thelma Langdon

## ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 3, 1989

✓ Jeanine Kennedy  
731 East 8th Avenue  
Anchorage, Alaska 99501

Dear Jeanine:

Thank you for your message in support of HB 66, which would establish the Alaska Commission on Children and Youth. I am happy to report that on Monday the State Affairs Committee, which I chair, approved HB 66. The bill is scheduled for a hearing in the Senate Committee on Health, Education, and Social Services today.

The Interim Commission on Children and Youth has made considerable progress towards development of a comprehensive child care system. However, much remains to be done, and I strongly support the establishment of a permanent commission to continue this important work on behalf of Alaska's young people.

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Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

Senate State Affairs Committee

May 3, 1989

✓ Gladys Pete  
801 Airport Heights, #291  
Anchorage, Alaska 99508

Dear Gladys:

Thank you for your message in support of HB 66, which would establish the Alaska Commission on Children and Youth. I am happy to report that on Monday the State Affairs Committee, which I chair, approved HB 66. The bill is scheduled for a hearing in the Senate Committee on Health, Education, and Social Services today.

The Interim Commission on Children and Youth has made considerable progress towards development of a comprehensive child care system. However, much remains to be done, and I strongly support the establishment of a permanent commission to continue this important work on behalf of Alaska's young people.

Thanks again for taking the time to share your views. There are just a few days left in this legislative session, but I am hopeful that HB 66 will make it to the Senate floor for final passage this session.

Sincerely,

Senator Pat Pourchot  
Chairman

PP/ss

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 3, 1989

✓ Lani Brennan  
1006 G Street  
Anchorage, Alaska 99501

Dear Lani:

Thank you for your message in support of HB 66, which would establish the Alaska Commission on Children and Youth. I am happy to report that on Monday the State Affairs Committee, which I chair, approved HB 66. The bill is scheduled for a hearing in the Senate Committee on Health, Education, and Social Services today.

The Interim Commission on Children and Youth has made considerable progress towards development of a comprehensive child care system. However, much remains to be done, and I strongly support the establishment of a permanent commission to continue this important work on behalf of Alaska's young people.

Thanks again for taking the time to share your views. There are just a few days left in this legislative session, but I am hopeful that HB 66 will make it to the Senate floor for final passage this session.

Sincerely,

Senator Pat Pourchot  
Chairman

PP/ss

HB66B.TXT

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman  
Sen. Jan Faiks, Vice Chairman  
Sen. Al Adams  
Sen. Tim Kelly  
Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811  
907-465-3712

## Senate State Affairs Committee

May 11, 1989

Barbara Karl  
2400 East 16th Avenue  
Anchorage, Alaska 99508

Dear Barbara:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

In an all too typical adjournment rush late Tuesday night, some bills got left on the table. Unfortunately, HB 66 was one of them. As you may know, the bill didn't make it over to the Senate until the final two weeks of session. I immediately scheduled it for a hearing in the State Affairs Committee, but it then got stalled in the Health, Education and Social Services Committee. It passed out of the HESS Committee on the final day of session, and was the last bill heard by the Finance Committee adjournment night. It was to appear on the Senate's final floor calendar, but time just ran out.

Fortunately, there is a lot of support for the commission and efforts are underway now to administratively continue and fund the Interim Commission on Children and Youth until next session. This will allow the good work the Interim Commission has been doing to continue until next session, at which time I'm confident HB 66 will be one of the first orders of business in the Senate.

I'm sorry that I'm not writing with better news, but am hopeful that the failure to pass HB 66 will not hamper the Commission's progress on ensuring a good quality of life for Alaska's children.

Sincerely,

Senator Pat Pourchot  
Chairman

PP/ss

HB66B.TXT

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 11, 1989

Lani Brennan  
1006 G Street  
Anchorage, Alaska 99501

Dear Lani:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

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Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 11, 1989

Gladys Pete  
801 Airport Heights, #291  
Anchorage, Alaska 99508

Dear Gladys:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

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Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

# ALASKA STATE LEGISLATURE

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Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 11, 1989

Jeanine Kennedy  
731 East 8th Avenue  
Anchorage, Alaska 99501

Dear Jeanine:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

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Senator Pat Pourchot  
Chairman

PP/ss

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 11, 1989

Thelma Langdon  
2363 Captain Cook Drive  
Anchorage, Alaska 99503

Dear Thelma:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

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Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 11, 1989

Jane Atuk  
3433 East 18th  
Anchorage, Alaska 99508

Dear Jane:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

In an all too typical adjournment rush late Tuesday night, some bills got left on the table. Unfortunately, HB 66 was one of them. As you may know, the bill didn't make it over to the Senate until the final two weeks of session. I immediately scheduled it for a hearing in the State Affairs Committee, but it then got stalled in the Health, Education and Social Services Committee. It passed out of the HESS Committee on the final day of session, and was the last bill heard by the Finance Committee adjournment night. It was to appear on the Senate's final floor calendar, but time just ran out.

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Senator Pat Pourchot  
Chairman

PP/ss

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 11, 1989

Sandi Haynes  
101 Davis Street  
Anchorage, Alaska 99508

Dear Sandi:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

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Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

# ALASKA STATE LEGISLATURE

Sen. Pat Pourchot, Chairman

Sen. Jan Faiks, Vice Chairman

Sen. Al Adams

Sen. Tim Kelly

Sen. Rick Uehling



P.O. Box V  
Juneau, AK 99811

907-465-3712

## Senate State Affairs Committee

May 11, 1989

Bonnie Headley  
1018 P Street  
Anchorage, Alaska 99501

Dear Bonnie:

Knowing of your interest in HB 66, which would establish the Alaska Commission on Children and Youth, I wanted to give you a final status report on the bill.

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Sincerely,

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Senator Pat Pourchot  
Chairman

PP/ss

"GICCY"

rec'd  
75.0 Gov (Fed Youth  
at Risk Funds)  
25.0 House leadership

Sen. Pat Pourchot  
August 1989

ISSUE: "GICCY", GOVERNOR'S INTERIM COMMISSION ON CHILDREN AND YOUTH

Established: March 1987 by Administrative Order; report to Governor and Legislature due January 1988  
Members: 22 public members and state officials appointed by Governor  
Task: Develop a plan for a quality, affordable child care system; develop comprehensive plan to combat problems facing children and youth so that they can become economically self-sufficient  
Status: The Governor extended the Interim Commission by Administrative Order through May 1989, and introduced legislation during the 1989 session to make the Commission permanent. HB 66 passed the House but failed to make it to the Senate floor for a vote. The Governor is appointing a 7-member Task Force on Youth to continue the Commission's work pending Senate action on HB 66.

COMMISSION'S RECOMMENDATIONS

The Commission's original report recommended 85 specific actions the state should take. A report that will provide the status of each recommendation is currently being prepared by the Commission; the report will be released in September 1989. In summary, the Commission requested \$20,009,000 in FY 89 (\$10,564,100 was appropriated) and \$12,519,600 in FY 90 (\$3,534,900 was appropriated). Programs funded (FY 89 and FY 90) include:

General

Expand school counseling programs, especially at the elementary level \$112,500 for pilot programs at 8 sites  
Fund a juvenile diversion program as an alternative to a punitive system \$183,300 for removal of children from adult jails  
Fund more law enforcement personnel to enforce laws against violence and substance abuse \$490,000 for additional Village Public Safety Officers

Child Care

Increase Child Care Grant funds to statutory maximum of \$50/month \$1,790,000 funds increase to \$22.50/mo  
Guarantee comprehensive health screenings to all Alaska's children \$1,515,600 for health screenings Infant Learning, WIC  
Make child care an optional benefit for state employees through Supplemental Benefits System Available through State Division of Retirement and Benefits  
Make Head Start services available to all eligible children \$1,285,000 to reduce waiting list (served 150 children)

Respite care for families who need child care for short period of time

\$737,000 for developmentally disabled children

Family Violence

Increase resources for child victims of physical or sexual abuse

\$1,936,100 for additional social workers, \$250,000 for social worker training, \$2,009,000 for residential and community care, \$454,300 to expedite Child in Need of Aid cases

Establish Children's Trust Fund to seek funds for child abuse prevention

Fund established; no funds appropriated to it

Ban corporal punishment in the schools

State Board of Education banned

Teen Suicide

Make suicide prevention counseling services available in all Alaska communities

\$600,000 for community grants, \$150,000 for pilot programs in schools, \$300,000 for peer counseling in schools, \$134,000 for adolescent health survey, \$100,000 for life skills curriculum, \$150,000 to upgrade vital statistics data

Substance Abuse

Develop program for women at risk of fetal alcohol syndrome

\$143,000 for pilot program

Teen Pregnancy

Provide prenatal care

\$600,000 for prenatal care for non-Medicaid eligible women

Runaway Youth

Develop a comprehensive program to serve runaways, throwaways, and their families

\$100,000 for Anchorage runaway unit

The Senate Special Committee on Suicide Prevention, the Alaska Federation of Natives, and the Alaska Mental Health Board were very involved in the GICCY process. The programs in the "teen suicide" category above were joint recommendations of the Suicide Committee and GICCY. Along with increased services in rural areas, a primary recommendation of AFN was formation of a task force of state agency heads to work with public health and social service providers to review the effectiveness of programs in rural Alaska; \$83,600 was appropriated for this purpose. The Mental Health Board recommended general appropriations, a portion of which will be spent on children's services.

## COMMISSION'S ACCOMPLISHMENTS AND GOALS

The Commission sees its greatest impact as having served as a catalyst. By providing a high-level forum and focusing attention on children's issues, strides have been made in many areas --

- expansion in Head Start and prenatal care
- new monies directed toward child abuse and neglect
- increased funding for the Child Care Grant Program
- expansion of respite care for children with developmental disabilities
- increased numbers of social workers, public health nurses, and Village Public Safety Officers, especially in rural Alaska

-- but much remains to be done:

- development of parent support programs such as home visits during infancy, a media campaign to build parenting skills, and parenting programs for youth and parents (GICCY sees this as the greatest gap in the unfinished agenda; many states are moving forward in this area)
- continued development of a comprehensive child care system (particularly care outside of the hours of 9am-5pm, for infants, for children of teenage parents, and for children with special needs and disabilities, and development of a referral system)
- expansion of elementary school counseling programs (particularly "natural helper", or peer, counseling)
- expansion of sexuality education and funds for family planning (Alaska's teen pregnancy rate is 13% above the national average)
- expansion of programs for runaway youth
- funding increases for Day Care Assistance (nearly 1,000 families who are eligible are currently unserved) and Child Care Grants (current per child funding is less than it was in FY 86; staff turnover in Anchorage is nearly 50% a year)
- funding for the Alaska Children's Trust Fund (although Alaska is one of 47 states that has a Children's Trust Fund, it is the only state that hasn't directed any money to it)
- review of implementation of the Indian Child Welfare Act to ensure the dual goal of protecting children and preserving culture

## CONTACT

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Category	Description	Dept.	Original GICCY Request To Governor	Governor's Funding Request	Original House Request	Revised House Request	Senate Request	Conference Comm: Final	Comment
Family Violence: GICCY# 52, 53	Correct underfunding of social workers	DHSS	1,372.6	1,500.4	1,479.7	1,396.8	1,396.8	1,396.8	on AFN priority list
	Services to children from violent homes	DPS	800.0	800.0	700.0	650.0	650.0	650.0	on AFN priority list
		DHSS	--	--	--	50.	50.0	50.0	To Manillaq Women's Shelter on AFN priority list
	Services to physically/sexually abused children	DPS	300.0	300.0	250.0	250.0	250.0	250.0	on AFN priority list
	Rural Social workers: Manillaq, Kawerak, Tlingit & Haida	DHSS	189.3	189.3	210.2	210.2	189.3	210.2	Manillaq-65.5; Kawerak-65.5 Tlingit & Haida-79.2 - on AFN priority list
	Mental Health services to victims of abuse and neglect	DHSS	450.0	0	0	0	0	0	included in mental health budget
	Demonstration project: early intervention social workers	DHSS	103.6	103.6	51.0	51.6	51.6	51.6	to be supplemented by federal funds of 56.0
	Management information system	DHSS	200.0	200.0	200.0	200.0	200.0	200.0	
Parent Support and Training: GICCY# 1, 50, 51	Residential care for victims of abuse/neglect	DHSS	450.0	500.0	500.0	500.0	500.0	500.0	
	Pilot parenting program in 4 sites and pilot parenting class in 4 schools	DOE	237.8	237.8	117.8	0	0	0	
	NCAS	DHSS	899.9	1,000.0	668.0	603.0	603.9	603.0	

Category	Description	Dept.	Original GICCY Request To Governor	Governor's Funding Request	Original House Request	Revised House Request	Senate Request	Conference Comm: Final	Comment
	Parent/child Development Specialist	DOE	79.6	79.6	40.0	0	0	0	
	Grants to R & R's for Parenting instruction	DCRA	15.3	15.3	0	0	0	0	
	"Parents 'n Tots" Parenting & literacy program	DOE	149.0	144.3	129.0	0	0	0	
	Parenting classes through Community schools program	DOE	1,586.5	0	0	0	0	0	
	Parent/child resource & information centers in libraries	DOE	144.3	0	0	0	0	0	
	Media campaign to target at-risk & teen parents	DOE	166.1	166.1	45.0	0	0	0	on AFN priority list
Teen Pregnancy: GICCY #73	Pre-natal care for non-medicaid eligible women	DHSS	772.0	872.0	600.0	543.0	600.0	600.0	on AFN priority list
	pre-natal medicaid option	DHSS	0	1,423.0	0	0	0	0	passed thru legislation
Child Care: GICCY #20	Increase funds to the Child Care grant program	DCRA	3,858.1	3,020.4	2,969.2	1,790.0	2,265.3	1,790.0	original GICCY request was to increase to \$35; the original House request was for \$30; the revised request at \$22.50; and the Senate request at \$25
Law Enforcement: GICCY #19	Increase number of VPSO's	DPS	500.0	500.0	450.0	450.0	450.0	450.0	The remaining 50.0 is for VPS training (see next item)- on AFN priority list
	Training for VPSO's	DPS	0	0	0	40.0	50.0	40.0	

Category	Description	Dept.	Original GICCY Request To Governor	Governor's Funding Request	Original House Request	Revised House Request	Senate Request	Conference Comm: Final	Comment
Child Care: GICCY #49	Head start: maintain programs and reduce waiting list	DCRA	620.0	620.0	620.0	620.0	620.0	620.0	on AFN priority list
Training: GICCY #4	Training for agency staff	DCRA	2.5	2.5	2.5	0	0	0	
See attached intent language related to training	Training for social workers	DHSS	549.8	549.8	390.0	250.0	250.0	250.0	
	Training for program staff	DPS	50.0	50.0	45.0	0	0	0	
	Teacher training	DOE	162.0	197.0	50.0	50.0	0	50.0	to develop curriculum and train teachers to identify high-risk children
Rural Services: GICCY # 16	Establish public/agency "Council of advisors" to develop strategy to improve rural service delivery	DHSS	162.1	162.1	83.6	83.6	83.6	83.6	see attached intent language related to rural services
Respite and Therapeutic Care: GICCY #33	Respite care for developmentally disabled children	DHSS	737.0	737.0	737.0	737.0	400.0	737.0	
	Time-out programs	DHSS	477.0	477.0	377.0	0	0	0	
	Grants to centers to improve care for developmentally disabled children	DHSS	130.0	130.0	130.0	0	0	0	of
	Therapeutic services for severely mentally ill children	DHSS	700.0	0	0	0	0	0	included in Mental Health budget
Runaways: GICCY #76	Develop comprehensive unit in Anchorage	DHSS	737.8	737.8	249.1	100.0	249.1	100.0	

Category	Description	Dept.	Original GICCY Request To Governor	Governor's Funding Request	Original House Request	Revised House Request	Senate Request	Conference Comm: Final	Comment
Health screening GICCY #32	Expand health screening; expand Infant Learning Program; expand WIC Program	DHSS	1,049.7	1,049.7	1,049.7	1,049.7	1,049.7	1,049.7	
Child Care: GICCY #25	Increase funds to Education and Training Grant program	DCRA	258.0	257.9	100.0	100.0	100.0	100.0	
Child Care: GICCY #35	Fund Licensing Specialists positions	DHSS	522.4	391.8	391.8	179.2	100.0	179.2	
	Attorney for regulations and Licensing	DOL	0	88.9	65.6	0	0	0	
	Fund Deputy Fire Marshall position	DPS	136.5	136.5	70.0	0	0	0	
	Fund Early Childhood Specialist position	DOE	91.6	91.6	65.6	0	0	0	
Substance Abuse: GICCY #71	Develop pilot program for women at-risk of FAS	DHSS	211.1	211.1	73.0	73.0	211.1	143.0	on AFN priority list
Substance Abuse: GICCY #68	Fund Counseling services for COA's	DHSS	200.0	200.0	200.0	100.0	200.0	100.0	on AFN priority list
Child Care: GICCY #45	Fund statewide system of R & R Agencies	DCRA	107.9	107.9	50.0	0	0	0	
Life Skills: GICCY #2	Develop K-12 Life Skills curriculum	DOE	177.9	0	0	0	0	0	included in Suicide package budget

Category	Description	Dept.	Original GICCY Request To Governor	Governor's Funding Request	Original House Request	Revised House Request	Senate Request	Conference Comm: Final	Comment
School Counseling: GICCY #10	Support for state Association of School Counselors to implement 5-year plan	DOE	9.0	0	0	0	0	0	
School Nursing & Public Health Nursing Services: GICCY #9, 10	Replicate Anchorage School Nursing Tracking & Referral System	DOE	60.0	0	0	0	0	0	
	Review current foundation formula to consider on-going support for school nurses and counselors	DOE	19.0	0	0	0	0	0	
Suicide: GICCY #59	Pilot prevention program at Mt. Edgecumbe School	DOE	150.0	150.0	150.0	150.0	100.0	150.0	funding is to conduct the program in the Lower Kuskokwim School District and 1 other site -on AFN priority list
Suicide: GICCY #55, 60	Support for community activities	DHSS	400.0	0	0	0	0	0	
Suicide: GICCY #62	develop emotional disaster response team	DHSS	13.6	0	0	0	0	0	included in Suicide package budget
TOTALS			<u>20,009.0</u>	17,419.4	13,354.8	10,227.1	10,620.4	10,564.1	

TRAINING:

The following intent language appears in the budget, in the budget for the Governor's Office:

It is the intent of the Legislature that the Commissioners of the Departments of Public Safety, Community and Regional Affairs, Health and Social Services, Education, Law and the Office of Public Advocacy establish a comprehensive children's service provider training manual. The purpose of their effort is to ensure coordination of existing state funded training so that prevention and treatment services for children are improved. Training shall be coordinated among the agencies in at least the following areas:

- family violence, including child abuse, neglect, and sexual abuse
- cultural awareness and sensitivity
- substance abuse awareness and sensitivity
- suicide
- child development

The departmental representatives of the Commission had requested that \$20,000. be appropriated to the Commission for this purpose; the funding was not included in the budget.

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IMPLEMENTATION:

95  
The following intent language appears in the budget, in the budget for the Governor's Office:

It is the intent of the Legislature that a task force of concerned agency heads be established to work with public and non-profit health and social service providers to review the effectiveness and coordination of federal, state, and local health and social service programs and delivery systems. The evaluation should specifically include: (1) the review of programs in rural Alaska, and (2) implementation of the GICCY recommendations.

SUICIDE

Category	Description	Dept.	Suicide Comm. Request	Conference Comm.:final	Comment
Suicide: GICCY #62	Community crisis response and intervention program	DHSS	900.0	600.0	276. for children's services - on AFN priority list
GICCY #59	✓ Training in suicide prevention	U of A	150.0	0	on AFN priority list
	✓ Services to school districts for suicide prevention programs	DHSS	200.0	0	on AFN priority list
GICCY #11	✓ Natural Helper programs	DOE	500.0	300.0	on AFN priority list
GICCY #2	✓ Life Skills Curriculum	DOE	200.0 (GICCY request: 177.9)	100.0	on AFN priority list
GICCY #61	✓ Upgrade vital Statistics data	DHSS	235.0	150.0	on AFN priority list
	Research on identifying Community characteristics	DHSS	75.0	0	on AFN priority list
GICCY #14	✓ Adolescent Health Survey	DHSS	135.0	134.0	on AFN priority list
		DOE			
	TOTALS		2,395.0	1,284.0 (960.0 for children)	

MENTAL HEALTH

7

Category	Description	Dept.	Mental Health Board Request	Conference Comm.: Final	Comments
Family Violence: GICCY #52,53	Mental Health services to victims of abuse and neglect	DHSS	500.0	400.0	was included in original GICCY Request to Governor; was not included in Governor funding package
Respite and Therapeutic Care: GICCY # 33	Therapeutic services for severely mentally ill children	DHSS	2,533.2	2,233.4	700.0 was included in original GICCY request to Governor; was not included in Governor's funding package - unable to determine if the 700.0 will be allocated to children's services
	TOTALS		3,033.2	2,633.4	
	<p><u>Note:</u> Other allocations for the Mental Health Package are shown on the attached. Please note that the allocations also include funding to implement the recommendations of the Senate Special Committee on Suicide Prevention.</p>				

21 \* Sec. 23. The sum of \$8,868,900 is appropriated from the mental health  
 22 trust account in the general fund to the Department of Health and Social  
 23 Services to implement the recommendations of the Alaska Mental Health Board  
 24 and the Senate Special Committee for Suicide Prevention for the fiscal year  
 25 ending June 30, 1989, and is allocated for the purposes expressed and in  
 26 the amounts listed:

27	PURPOSE	ALLOCATION
28	Alaska Psychiatric Institute Native student interns,	
29	medical school agreement, and staff training	\$ 201,500
1	Support for expanded community mental health programs	285,700
2	Mental health needs assessment	150,000
3	Mental illness prevention demonstration projects	137,500
4	Training	250,000
5	Suicide prevention/intervention demonstration	
6	projects	600,000
7	Natural helpers programs	300,000
8	Alaska youth initiative project coordinators and	
9	treatment services	150,000
10	Community mental health programs, including	
11	suicide programs	2,233,400
12	Mental health intervention programs for victims	
13	of family violence	400,000
14	Mental health board operations	101,800
15	Fairbanks community mental health programs	500,000
16	Alaska Alliance for the Mentally Ill family support/	
17	education programs for the chronically mentally ill	150,000
18	Consumer support for the chronically mentally ill	125,000
19	Community programs for the chronically mentally ill	3,000,000
20	Office of vital statistics operations	150,000
21	Adolescent health survey	134,000

22 \* Sec. 24. The sum of \$100,000 is appropriated from the general fund to  
 23 the Department Education for the fiscal year ending June 30, 1989, to  
 24 implement the recommendations of the Senate Special Committee for Suicide  
 25 Prevention for development of a life skills curriculum.

PRIORITY # / CATEGORY	DEPT.	DESCRIPTION	GICCY REQUEST TO GOVERNOR	GOVERNOR'S BUDGET	COMMENT	
#1 Head Start	DCRA	5 addt'l. programs serving 100 children; reduction of waiting list in rural AK.	\$ 665.0	\$ * 665.0	GICCY supports Head Start expansion by \$2 million, phased in over 3 years	
#2 Parent Support/ Family Strengthening	DHSS	development/implementation of home visitor program: weekly visits to high risk	270.0	-	weekly visits for 1 year period to 1st time & high risk parents; \$250. in grants, \$20.0 to develop	
		full implementation of NCAST program	76.5	* 67.5	addt'l. funds would provide training	
	DOE	coordinate/implement 2 pilot programs: community-based in 1 urban/1 rural and school-based K-8 in 1 urban/1 rural	314.7	-	pilots would develop/test curriculum and allow for evaluation of positive impact	
		grant program for parent skills training and family development	185.0	-	statewide grant program; prevention oriented	
		development/implementation of media campaign on effective parenting	315.0	-	statewide campaign, appropriate for rural and urban AK; multi-media approach	
#3 Family Violence	DPS	community-based grants to develop response to child sexual assault	160.0	-	to provide coordination of various disciplines involved in cases	
		services for child abused by non-caretaker	160.0	-	to provide services not provided by DFYS	
		development of safe homes for victims of child sexual assault	180.0	-		
		grants for services to non-offending parents	150.0	-	an aid to prevention of future crimes and to assist with prosecution	
		grants for services to children from violent homes	150.0	-	to prevent further harm, and break the cycle of family violence	
		grants to child victims from VCCB	80.0	* 80.0	-	
		for rural service delivery for victims	200.0	* 75.0	200.0	implement/expand services in rural Alaska
	evaluation/administration	35.0	-		to ensure quality programs	
DHSS	for child protective services in NW and Anchorage	814.4	* 277.5	509.9	social worker staffing	

PRIORITY # / CATEGORY	DEPT.	DESCRIPTION	GICCY REQUEST TO GOVERNOR	GOVERNOR'S BUDGET	COMMENT
#4 Comprehensive Training	DHSS	residential care for child victims preventive services for at-risk	\$ 559.0 242.3	\$ * 559.0 -	includes foster care, emergency placement, etc.
		add'l. PO's; staffing at McLaughlin; remove children from adult jails	501.8	* 183.3	provides only for McLaughlin staffing and removal from adult jails
		Law	1 attorney; 2 paralegals (Anch., Juneau); 1 secretary	254.0	254.6
	DOA	resources for CINA cases	-	99.7	complements increased staffing for Law for child-in- need-of-aid cases
	UA	develop 4 year degree program in ECE develop cross disciplinary/cross cultural degree program at UAF Rural College	80.0 100.0	- -	to establish a 4-year degree program
	DOA	train Guardians ad Litem	75.0	-	
	Court	training for judges	50.0	39.5	training should be mandatory
	DCRA	train caregivers who work with DD children	50.0	-	
	DOE	train teachers in abuse/neglect issues	15.0	-	
	DHSS	train all DFYS staff develop/implement rural intern program	261.8 20.0	- -	continue efforts begun in FY89 to encourage rural Alaskans in social service field
	Law	train legal professionals in abuse/neglect	138.0	-	
	DPS	regional training for law enforcement training in cross cultural issues	100.0 65.5	- -	
		train "1st responders" in child abuse	35.0	-	for EMT's & other emergency medical service profs.
		train VPSO's in child abuse investigation planning/coordination of statewide train- ing: investigation/intervention in child sexual abuse	16.0 -	250.0	5-7 regional multi-disciplinary training to establish community-based treatment teams to deal with/expedite child sexual abuse cases

PRIORITY # / CATEGORY	DEPT.	DESCRIPTION	GICCY REQUEST TO GOVERNOR	GOVERNOR'S BUDGET	COMMENT
#5 Day Care Assistance Prog.	DCRA	DCA for parents of children with special needs	\$ 250.0	\$ -	to provide day care asst. regardless of income since cost of day care for DD children is so high (\$1,000.-\$1,200. per month)
		administrative costs	25.0	50.0	Gov.s budget provides for welfare refrom support
		to decrease waiting list; provide for increase in income eligibility	750.0	-	funds are required to maintain program at current level for FY90
#6 School Nursing/ Counseling/Early Childhood Ed.	DOE	grants to districts to encourage nursing, counseling and/or ECE programs	750.0	-	incentive grants awarded on competitive basis to provide one or a mix of such programs
		coordinated K-12 guidance/counseling prog.	75.0	-	
		statewide leadership to guidance/counseling program	75.7	-	for implementation of recs. of the Alaska School Counselors Association
		8 pilot elemetary counseling programs	500.0	* 112.5 -	pilot programs in 8 sites, rural and urban
		early childhood education specialist	75.8	* 75.8	to provide separate focus on programs for ages 3-5 and 5-8
#7 Range of Care	DHSS	provision of respite services thru mix of types of care	400.0	-	see Mental Health budget
		for school-year pilot infant care prog.	200.0	-	to encourage parenting teens to stay in school, and for use as parenting lab and practicum for ECE
#8 Substance Abuse Prevention	DPS	drug/alcohol prevention programs thru Highway Safety Planning Agency	216.3	-	to replace federal funds for prevention programs
#9 Comprehensive Health Screening	DHSS	increased funding for WIC Program	-	* 465,9481.0	to open clincis in Aleutians, Metlakatla, Valdez; expand food/nutrition program to 580 pregnant women and mothers of infants
#10 Rural Service Delivery	DHSS	development of task force	-	-	to improve service delivery in rural AK.

PRIORITY # / CATEGORY	DEPT.	DESCRIPTION	GICCY REQUEST TO GOVERNOR	GOVERNOR'S BUDGET	COMMENT
#11 Community Activities	DOE	mini-grants to schools to develop/ implement student-lead prevention activities	\$ 100.0	\$ -	incentive program to encourage student development and involvement in prevention programs
#12 Child Care Grant Program	DCRA	maintain level @ 22.50 per full time child per month for full FY administrative costs	1200.0 100.0	- -	minimum of \$300.0 required to maintain program at current level for full FY90
#13 Suicide Prev.	DHSS	develop/coordinate crisis response team	40.0	-	response to impact of suicide in rural AK.
#14 Juvenile Sex Offender T.F.	DHSS	statewide task force to conduct research and provide training	100.0	-	for research on theraputic treatment approaches as means of prevention and to train providers
#15 Sex Ed./Family Planning	DHSS	develop/implement community-based prog. targeted at teens	500.0	-	half of funding to sex ed; half to family planning; targeted to teens and young men
#16 Runaway Program	DHSS	develop intake unit in DFYS counseling for runaways and at-risk counseling for runaways and at-risk	381.0 128.4 128.4	- - -	to complement FY89 funds, which were used for bed space "
#17 Life Skills	DOE	develop life skills currisulum	-	-	
#18 Accreditation	DCRA	grants to center to become accredited	200.0	-	incentive grants to encourage/promote quality programs
#19/#20 Emp. Sponsored Care/State as Model Employer	DCRA	campaign to promote employer sponsored child care	5.0	-	
TOTALS:			\$ 12519.6	\$ 3534.9	

**PROGRESS TO DATE: THE INTERIM COMMISSION'S IMPACT**

We stated in our January 1988 report that there were many issues we left untackled. Throughout this updated report, we illustrate once again the accuracy of that acknowledgement: we have barely gotten started.

Perhaps the greatest impact of the Interim Commission has been to serve as a catalyst, a focuser, an organizer, a synthesizer for all the different strands of concern there are for children in our state. The very existence of the Interim Commission tended to make those who work with and care for children feel that the Governor and the Legislature were interested in their concerns and that there was a high-level forum in which to air those concerns and suggestions.

More than 500 Alaskans of all ages, backgrounds, and regions provided testimony to us, in person, through teleconference and in writing, more public participation than experienced by any such commission in Alaska's history. More than the statistics we analyzed, or the trends we thought we were seeing, what led to our recommendations was the emergence of themes in the stories of the people who spoke with us, plainly and often poignantly, sharing their lives, their dreams, their pain, their suggestions. The sheer numbers of people who wished to speak with us, or show something to us, tells us that one of this Commission's most important contributions was giving voice to so many Alaskans who desperately wanted to be heard.

The people have sensed a simple and genuine commitment by the state's leading officials to caring for children. Continuing to show this commitment will have a profound affect on our collective feeling of optimism, willingness to sacrifice, and ability to make the policy innovations necessary to help all Alaska's children grow up safely, healthy and productively.

The recommendations which the Governor and Legislature supported are a beginning. They give us a base to build on. The following is a brief selective look, not at what the funding was, but at what the funding did for Alaskans. Program examples are highlighted by bullets in each section:

**Child Care**

The Commission focused attention on child care as a real economic need and one for which both government and the private sector have some responsibilities. It made clear the correlation between the low status of child care workers as reflected in their pay and the value we place on the care of our children:

Use all  
examples  
in this  
section.

- a child care program in Homer was able to hire a certified pre-school teacher with the increase in funds to the Child Care Grant Program
- a program in Kodiak was able to improve the quality of their services to children through funds received from the Education and Training Grant Program
- a center in Palmer testified about the benefits of the Day Care Assistance Program in keeping families in that community off welfare

### **Parent Support**

The Commission was able to reinforce the direct connection between good parenting and healthy, stable children. The Commission has helped Alaskans acknowledge that parenting is a learned skill. While there are many ways in which people learn how to parent - from their own parents, through trial and error, through formal classes and informal support groups - it must in fact be learned.

- new funds provided services to parents in Barrow, Bethel, Fairbanks, Homer, Juneau, Ketchikan and Nome
- a child care center in Barrow has used funds to hire teen parents to work in the center with threefold benefits: those teens are employed, their children receive child care, and they develop parenting skills
- testimony the Commission heard from parents about being parents was among the most compelling: "we want to be good parents"; "we don't always know if we're doing the right thing"; "being able to interact with other parents is important"; "we sometimes need help"

### **Empowering Youth**

The Commission began the process of listening to what the next generation of adults - today's youth - had to say: what they need, what they want, what they expect from us and what they're willing to do in return. This new dialogue must not only continue, it must be broadened and it must affect children and family policy.

- the Commission based many of its recommendations on comments from youth participating in the Alaska Federation of Natives Youth Conference, the Governor's Youth Safety

Conference, and the Dram-edy Program, and from young children with whom we visited in child care centers and homes

- the grants awarded by the Interim Commission in partnership with the Alaska Federation of Natives through the federal Youth 2000 Project provided high school students in Ft. Yukon, Kotzebue and 8 other rural and urban communities across the state an opportunity to be an integral part of the development, planning and implementation of prevention programs that they designed for themselves

### **Rural Services**

The Commission supported the efforts of rural Alaskans to be active participants in their children's futures, and the growing realization that communities are best served by local people at the local level.

- testimony from providers and consumers all over the state indicated the need for human service providers to be knowledgeable about the communities they serve
- advocacy groups in Bethel and Nome spoke strongly about the need for inter-agency coordination, and Nome later organized an interagency group of 53 organizations concerned with youth issues
- the Governor's Review Committee on Native Services, establishment of which was a recommendation made by the Interim Commission, will be working to ensure local control and participation

### **Violence**

New funds provided safety, crisis intervention and support services for children who have been abused or neglected, or who are from violent homes.

- increased education and therapy services were provided to victims of child sexual abuse in Anchorage
- other family violence programs were funded to protect and support children in Fairbanks, Dillingham, Kodiak and Nome as well as other urban and rural areas throughout the state

### **Prevention**

The Commission promoted the long-term, long-range, cost-effective properties of prevention and early intervention. In so doing, the Commission enabled Alaska to be a partner in the greater national dialogue about our collective responsibility to our children and youth.

- funds allowed the Fairbanks' Infant Learning Program to expand their services to more children in more communities
- funding allocated for Head Start Programs has resulted in more than 150 children being able to participate in Head Start in 7 new programs in the state, including programs in Grayling, Selawik, Noorvik, Tuntutuliak, Koyukuk, Copper River, and the Matanuska-Susitna Valley

### **Public Participation**

The Commission provided a forum in which people could express their concerns, frustrations, fears, hopes, and joy, a forum in which they could freely make suggestions for change with some assurance that those suggestions would be considered. The public participation process is one that must continue and be incorporated in efforts to affect positive change if we are to do the greatest good in the long term. The Commission heard an enormous amount of testimony. Much of it was painful and frightening; some of it was hopeful and rewarding. All of it was valuable.

The Commission helped give these issues the attention and status they deserve and helped to make them a viable topic for political consideration and action.

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So, the building blocks and the foundation are in place for constructing coherent, long-term and effective children's policy in Alaska. The Legislature is encouraged to act quickly in 1990 to establish an on-going Alaska Commission on Children and Youth. The next two sections of this report describe how that commission can contribute to long-term policy development and what issues make up the unfinished agenda.

## PRIORITY ISSUES: THE UNTOUCHED AND UNFINISHED AGENDA

Over the Interim Commission's two years, some of the major changes have been :

- ✓ a significant expansion in Head Start and in prenatal care for Alaskans;
- ✓ significant new monies directed toward child abuse, neglect and other family violence;
- ✓ increasing the state's Child Care Grant Program to enable programs to partially reinstate previous decreases and raise the quality of care our children get;
- ✓ expansion of respite care for children with developmental disabilities;
- ✓ empowering youth to affect their own future by encouraging youth-developed and youth-run prevention projects around the state;
- ✓ increasing the numbers of public health nurses, Village Public Safety Officers, social workers, and social worker aides, especially in rural Alaska; and,
- ✓ making it more difficult for minors to have access to cigarette machines in public places.

In addition, the Interim Commission's work contributed to a parallel emphasis for specific funding of children's services by a number of other bodies. One example is the statewide community-based initiative to prevent suicides that came about as a result of the Senate Special Committee on Suicide Prevention. Another is the state Board of Education's banning corporal punishment in the public schools, one of the Interim Commission's recommendations.

Although the Commission worked hard and was successful in articulating some of the problems children face, much remains to be done. This unfinished agenda falls into three broad categories: unfunded/underfunded, undeveloped, and untouched issues. The following are only examples, not an all inclusive listing.

## Unfunded/Underfunded Issues

There are a number of proposals which the Governor made to the Legislature that remain unfunded or underfunded. Among these are

- parent support programs such as home visits during infancy, a media campaign to build parenting skills, and parenting programs for youth and parents;
- elementary school counseling, school nursing and early childhood programs;
- greater investment in youth leadership and community action programs around the state;
- some key alcohol and other drug abuse prevention efforts;
- proposals for expanding sexuality education and funds for family planning programs, despite an Alaskan teen pregnancy rate 13% above the national average;
- proposals to expand counseling services for youth who have runaway, and for a special focus on services to help the parents of runaway children; and
- many child care proposals, including new funding increases for the Day Care Assistance and the Child Care Grant programs, new funding for crisis nurseries or crisis homes to prevent child abuse, adequate funding for resource and referral agencies to help parents find out what child care is available and development of family-centered, community-based programs for children with special needs.

## Undeveloped Issues

There are some public policy issues remaining, issues about which the Children's Commission raised questions and awareness but about which we made no concrete proposals beyond what was contained in our January 1988 report to the Governor. These included an absence of

- specific proposals for helping youth make the school to work transition;
- ways to best adhere to the Indian Child Welfare Act to both protect children and preserve culture;

- ❑ decisions about whether a certain percentage of mental health lands funds should be directed to children's mental health;
- ❑ alternative systems for hiring Native people as service providers to children when they are qualified by their life experiences and not necessarily by having formal credentials and licenses;
- ❑ studying by local decision makers of successful lower 48 models that set aside space for child care in public facilities; and
- ❑ funding for the Alaska's Children's Trust Fund. This gap is especially troubling, because Children's Trust Funds are meant to finance the primary prevention of child abuse which typical state funding streams do not. Although Alaska is one of 47 states that has a Children's Trust Fund, it is the only state that has not directed a penny to it.

### Untouched Issues

And finally, there were issues which got no attention, despite the many requests we received to deal with them. These included

- how to help get and keep children out of poverty in Alaska;
- how to lessen the rate of Alaskan children seriously injured or killed by accidents;
- how to guarantee that village Alaskans have an education equal to that offered urban Alaskans;
- how to provide more support to the parent who chooses to stay at home to raise her or his children rather than working outside the home;
- how to combat racial and ethnic prejudice in our state; and
- how to improve the foster care system in Alaska.

Some of these issues (such as foster care and Indian Child Welfare Act) are receiving attention from other bodies, but the Interim Commission was not able to deal directly with them at the level of attention they deserved, given their importance and scope. The new Commission will need to coordinate with groups attending to these complex issues.

Children are not a special interest, they are a common interest of us all.

The alternatives for financing our investments in children have their pluses and minuses, but Alaska must at least accelerate its candid and vigorous debate about how best to do so. For example, Minnesota uses one cent of its cigarette tax to fund its Child Health Plan, covering children up to age 9 and up to 185% of the poverty level after Medicaid drops off.<sup>11</sup>

In Pinellas and Dade County, Florida, voters have set up special taxing districts, where local voters approve additional mill-rate increases to fund children's services.<sup>12</sup> In Washington state, 200,000 voters have signed a petition to place on the ballot a referendum to increase the state sales tax by 0.9% with half the funds going to K-12 education and half to children's services.<sup>13</sup> A considerable part of the public sector responsibility is to ensure that this debate occurs and results in new action on behalf of financing children's services.

### **Parent Support Initiatives**

Despite our efforts, Alaska did not join Minnesota, Missouri, Kentucky, Connecticut and Maryland as states with important investments in parent support programs.<sup>14</sup> **This is the greatest gap in the unfinished agenda.** Other states are moving forward with impressive amounts of funding. In North Carolina, for example, every one of the 142 school districts applied for and received a \$30,000 grant to involve parents with the schools and early childhood programs, based on the Minnesota model.<sup>15</sup> That \$4.2 million for parent support dwarfs the investment Alaska is making now. In Florida, employers are providing funds for satellite schools adjacent to the worksite in order to encourage parental participation.<sup>16</sup>

### **Gaps in the Child Care System**

We do not yet have what can accurately be called a planned "system" in Alaska. While progress was achieved with some of our recommendations to firm up a more genuine, coordinated system of accessible, affordable and quality child care, significant gaps still remain.

We especially have gaps in programs that can provide good care for children whose parents do not work 9am-5pm hours, for infants, for children of teenage parents, and for children with special health care needs and developmental disabilities. We also have too few referral programs that keep track of what child care is available in a community. Thanks to legislative leadership, \$737,000 was

provided in FY89 for an array of services for children with developmental disabilities, including respite care. But that is just what it says: respite care, a break, not an ongoing, permanent resource. To prove that point, a modest \$130,000 in funding to help child care centers improve their ongoing ability to care for children with developmental disabilities did not receive funding.

While additional funding was approved for the Child Care Grant Program in hopes of increasing caregiver salaries and program quality, it is still less per child than it was in FY86. And the remaining challenge is serious. A February 1989 survey of Anchorage child care programs shows that staff turnover (a critical threat to quality of care) is running at nearly 50% a year, or nearly 25% higher than the national turnover rate.<sup>17</sup> The new Commission must continue to assertively seek solutions to this dilemma.

Alaska's Day Care Assistance Program (DCAP) helps bridge the gap between what child care actually costs and what families can afford to pay. The complex issue we face here is that as we improve the quality of programs and the wages of those who care for our children, we can drive up the already high cost of child care.

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That requires a further investment in DCAP in order to keep the affordability gap from widening and defeating the purpose of quality child care: to enable parents to work. No such additional investment in DCAP was achieved in the Interim Commission's two years, despite the fact that there are nearly 1,000 families who are eligible but currently unserved. Long term solutions to this complex relationship between quality and affordability are still elusive.

In some areas of the state there is no child care available at all. In the Yukon Kuskokwim region, for example, 54 of the 56 villages do not have a Day Care Assistance Program waiting list because there is no child care to wait for. Yet, throughout the state, it is families with pre-schoolers who are the fastest growing family group. Alaska's need for a much greater investment in child care will become more - not less - pronounced over the next 5 years.

Finally, we're going to need action to support not just the center-based but also the family child care provider, which is the first child care choice of many working parents. What we need is a system of family child care and center-based child care that enables parents to work, that provides quality, developmentally appropriate care at affordable rates, and that still allows caregivers to earn a decent living. That may sound like a pipedream of contradictions, but in giving it our best shot we will end up strengthening our families and our economy.



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

INTERIM COMMISSION ON CHILDREN AND YOUTH

TO: Sandra  
FROM: Carla  
RE: GICCY Information  
DATE: August 8, 1989

I've attached three documents that I hope will be helpful.

1. Attachment A includes the following:

pages 1-5: FY89 funding appropriated as a result of Commission recommendations in the Governor's Budget  
pages 5A-5B: intent language  
page 6: FY89 funding appropriated as a result of requests by Senate Special Committee on Suicide Prevention in response to Commission recommendations  
page 7: appropriations made to mental health budget in response to Commission recommendations  
page 7A: additional appropriations made to mental health budget related to Commission recommendations

2. Attachment B is a chart detailing recommendations for FY90 funding made by the Commission. The starred items in the "Governor's Budget" column indicate requests that were funded and at what amount. It's important to note that all GICCY FY89 funding was rolled into the base budgets of the departments for FY90.

3. Attachment C

As I indicated, the Commission will be releasing an updated report sometime in September. That report will include a complete listing of all 85 recommendations made by the Commission and will show which recommendations were funded and at what level. The report will also provide information on the Commission's accomplishments and what the Commission feels remains to be done. I've enclosed copies of the portions of that report (in final draft form) that are pertinent. Please remember that this is for your information only and not yet for public distribution.

Hope this helps. Please feel free to call if you have questions.

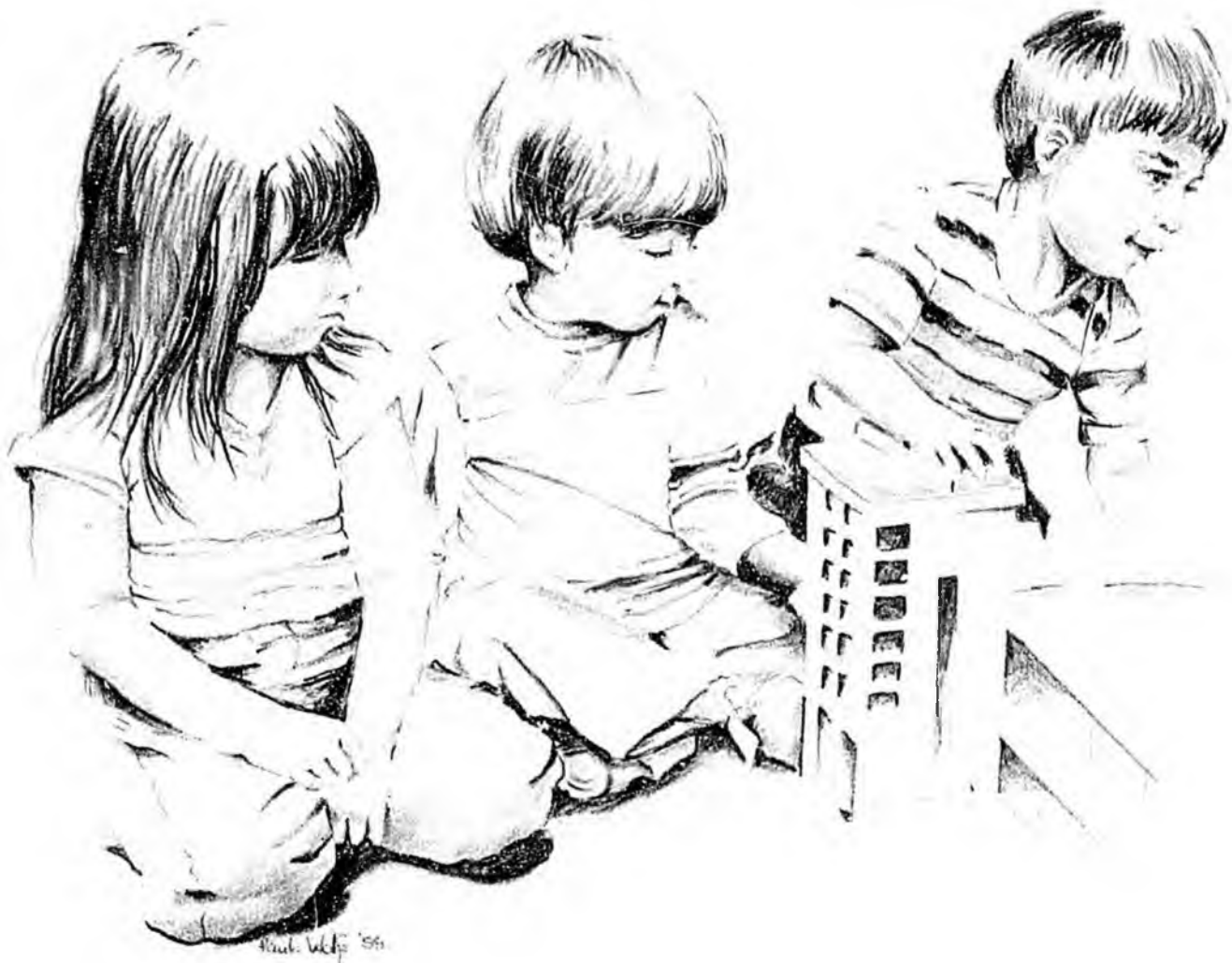
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# Our Greatest Natural Resource

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## Investing in the Future of Alaska's Children



A report of the Governor's Interim Commission on Children and Youth

# **Our Greatest Natural Resource**

## **Investing in the Future of Alaska's Children**

A report of the Governor's Interim Commission on Children and Youth

January 1988

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## Table of Contents:

Letter of Transmittal	iii
Our Mission: Why	1
Our Mission: What	4
Executive Summary	6
Primary Recommendations	15
Child Care Recommendations:	
Introduction	29
1. Quality	32
2. Affordability	49
3. Accessibility	57
4. Parent Support and Training	62
Youth Recommendations:	
Introduction	65
Family Violence	67
Teen Suicide	73
Substance Abuse	79
Teen Pregnancy	83
Runaway Youth	87
Dropouts	91
Topics We Did Not Tackle	95
Bridge to the Future	99
Appendices	102
Bibliography	112

STEVE COWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

January 19, 1988

Governor Steve Cowper  
P.O. Box A  
Juneau, Alaska 99811

Dear Governor Cowper:

Six months ago, you formed the Interim Commission on Children and Youth and assigned us the following two tasks: to suggest a plan for a first-class, quality, affordable child care system for working parents throughout the state, and to suggest how we can help Alaska's children and youth overcome barriers to their economic self-sufficiency.

This report is the result of our work. It is both a testimony to how much can get done in so brief a time and how much must be left out to get anything done.

This report has a sense of urgency and hope--urgency from the facts and challenges of our children's lives and hope arising from the hundreds of dedicated Alaskans who contributed to the Commission's work. A broad constituency supports investing more in our children. You and your administration tapped that support in forming this Commission, and we saw that support demonstrated repeatedly in testimony from all areas of the state.

Our children will eventually have to rethink how they prepare their own children for the unknown demands of future generations. To help them do so, we today need to rethink how we invest in children, our greatest natural resource. We'll need to increase our commitment and our funding, and direct both to preventing problems early in life as well as doing better in treating problems children have as they get older.

There is much more to be done. These recommendations make a start, but they are just the beginning step in putting together a multi-year plan for investing in our children's future.

Your leadership has given Alaskans, so aware of our wealth in natural resources, the chance to show how we really care about the richest resource we have--our children. With your continued support, we can emerge as a model for the rest of the nation.

On behalf of the Interim Commission on Children and Youth, and all Alaskans, thank you for your commitment.

Handwritten signature of Peter Scales in cursive.

Peter Scales, Ph.D.  
Chair

Handwritten signature of Niesje Steinkruger in cursive.

Niesje Steinkruger  
Past Chair



## OUR MISSION: WHY

**C**hildren are Alaska's human Permanent Fund. They belong to us all. We are all responsible for their care. Their care and nurturance now will pay a far greater economic and social dividend for this state's future than all of its other financial investments.

Every time three people gather in Alaska, one of them is probably a child. One-third of the state's population is under 18.

Children can't vote. They can't run for or hold public office. They can't be agency commissioners. They can't write local or state budgets. They can't hire or fire the people who care for and teach them. They are powerless; yet they are our future.

Children fail or flourish by the grace of the two-thirds of our population who can vote, run for and hold public office, be agency commissioners, write local and state budgets, and care for and teach them.

---

*Every time three people gather in Alaska, one of them is probably a child. One-third of the state's population is under 18.*

---

Children today are more likely than at any time over the last two generations to grow up in poverty and live some of their childhood with only one parent. They are likely to spend more time alone these days when not in school. Infants, toddlers and preschoolers are likely to spend more time in the care of others than in the care of their parents. Quality, affordable child care is a basic need for many children, just like food and shelter. Our children are worth the needed investment. Our message to them must be that they are our highest priority.

Alaskans are facing difficult choices in making sure our children have these rights. The same as the rest of the country, we must face the new reality that today's children will be shortchanged and our desire for intergenerational equity frustrated unless we commit

### **Principles Taken From the United Nations Declaration of Rights of the Child:**

*Every Child has:*

- The right to affection, love and understanding;
- The right to adequate nutrition and medical care;
- The right to a free education;
- The right to full opportunity for play and recreation;
- The right to a name and a nationality;
- The right to special care if handicapped;
- The right to be among the first to receive relief in times of disaster;
- The right to be a useful member of society and to develop individual abilities;
- The right to be brought up in a spirit of peace and universal brother and sisterhood;
- The right to enjoy these rights regardless of race, color, sex, religion, or national social origin.

more investment to children's needs. The chart on page 3 shows how disproportionate Alaska's investments are in seniors and youth.

Entitlements for an aging population, mostly indexed to inflation, have helped our elderly improve their lot so much so that seniors are now the least likely age group to be poor. The problem is, children have no such entitlements, and most programs that benefit children (such as the Aid to Families with Dependent Children program) are not indexed to inflation. The result across the nation, and increasingly in Alaska, is that entitlements eat up a larger and larger part of a steadily shrinking economic pie. Unless we intervene through major policy shifts that preserve the economic stability of the old while increasing the economic opportunity of the young, we are risking a future where we cannot take care of our old in dignity because too many of the young are themselves so desperately in need of social welfare.

Our children and youth must have the early nurturing experiences, adequately met basic needs, and the academic and social supports that qualify them to become economically self-sufficient. They must not be defeated by the barriers caused by alcohol and drug abuse, emotional despair, dropping out of school, teen pregnancy, grief over the loss of friends or family who have committed suicide, and the scars of family violence. We as a state, not government alone but an across-the-board partnership of public and private resources, need to bring down those barriers.

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*This Commission believes prevention pays economically, socially and spiritually.*

---

Testimony this Commission received from young Alaskans sounded this steady theme: If we are to truly help young people help themselves, we have to follow through on what we start. Our young people have already seen too many well-intentioned new initiatives that are not sustained, too many broken promises.

They need a generation of commitment.

We knew from the beginning that we would need a split vision. We had to look ahead to prevent problems from happening in the future, while at the same time we had to suggest how to strengthen care and education for today's children and youth.

The Commission reached consensus on a number of basic premises that emerged in discussions, guided us during spirited debates and formed a core of values for this report. They embody our philosophy.

We believe that:

- Parents are the first and most significant teachers and role models for their children.
- The best solutions strengthen families and support them in caring for themselves.
- Young people need to feel emotionally connected to their worlds to become happy, healthy, self-sufficient adults. They need love. They need hope. They need to succeed.
- Communities must create workable alternatives that reflect local values and cultural traditions. "Give me a fish and I eat for a day. Teach me to fish and I eat for a lifetime."
- We must invest our limited human and financial resources to prevent problems as well as treat them once they arise—prevention is cost effective and the only real alternative to band-aid approaches that are not working.

This Commission believes prevention pays economically, socially and spiritually. The way to prevent problems is to promote positives: strong, healthy families; adult role models for children and youth; opportunities for children and youth to help each other and exercise leadership in their communities; high quality, affordable early childhood programs; a broad variety of alternatives to substance abuse; and greater respect and appreciation for the rich diversity of cultural traditions that is part of what makes Alaska unique.

An old Chinese proverb says if you don't change your direction, you're bound to end up where you're headed. It's time to change direc-

tion. Instead of just saying children are our greatest natural resource, it's time we truly invested in their future.

### General Fund Per Capita Expenditures for Youths and Seniors

#### YOUTH

	<u>FY 86 (Actual)</u>	<u>FY 87 (Revised)</u>	<u>FY 88 (Governor)</u>	<u>FY 88 (Appropriation)</u>
Total	\$119,300,400	\$110,407,400	\$108,329,000	\$113,008,000
Population*	169,269	167,115	166,580	166,580
Per Capita	\$705	\$661	\$650	\$678

#### SENIORS

	<u>FY 86 (Actual)</u>	<u>FY 87 (Revised)</u>	<u>FY 88 (Governor)</u>	<u>FY 88 (Appropriation)</u>
Total	\$93,845,100	\$96,514,200	\$72,786,000	\$103,123,900
Population*	19,417	20,632	21,923	21,923
Per Capita	\$4,833	\$4,678	\$3,320	\$4,704

\*Population is from Alaska Department of Labor, 1988 mid-level projections. Prepared by the House Research Agency, July 1987. This table does not include per capita expenditures for regular education grades K-12. State funding for education is between \$2,700 and \$3,000 per capita annually for FY 86-88. Because education is constitutionally guaranteed and provided to all citizens during their youth, these data were not included. If funding for education of youth were included, youth expenditures would be about 60 percent of senior expenditures in FY 88.

## OUR MISSION: WHAT

**G**overnor Steve Cowper and the bipartisan Children's Caucus of the 15th Alaska Legislature recognized the need to place children higher on our public policy agenda. Governor Cowper appointed 22 public representatives, legislators and state officials to the Governor's Interim Commission on Children and Youth.

Governor Cowper charged this Commission with two tasks: 1. to develop a plan for a first-class child care system for working parents statewide that is workable, fair and sensibly integrates with the public schools; and 2. to produce a comprehensive plan to combat the problems facing Alaskans so they are prepared to be economically self-sufficient.

We considered the Governor's two-fold charge daunting, calling on us to rethink and remodel the state's public policy toward young people. We have produced recommendations we hope will promote a future Alaska whose population is healthier, happier and self-sufficient.

Economics is a thread throughout our concerns and recommendations. Alaska's economy is based on the highest percentage of working parents among the 50 states, along with a unique mix of cash and subsistence economies. We considered what parents who receive child care assistance needed to make it possible to support their families and provide nurturing parenting, regardless of the economy in which they work—whether they work in an all-night restaurant, in a busy office, or follow nature through the traditional rhythms of hunting, fishing and trapping. All these parents are working parents.

This report has a sense of urgency and hope—urgency from the facts and challenges of our children's lives and hope arising from the hundreds of dedicated Alaskans who contributed to the Commission's work.

The information we considered has been rich. We have talked with parents, young children, youth, elders, community leaders and business people. We have benefited heavily from the knowledge of provider organizations, advocacy groups, academics and government officials.

This report is not a needs assessment. In his charge to the Commission, Governor Cowper made clear what many concerned Alaskans have known for some time: We know what the problems are to a large degree; now we need to know how to prevent them from happening and what to do to lessen their impact when they do.

In keeping with that spirit, this report devotes less attention to describing problems and more to recommending solutions.

The report reflects only six months of work. Because of that, it is both a testimony to how much can get done in so brief a time, and how much must be left out to get anything done.

Most of the first two months of the Commission's work were spent on the following tasks:

- identifying all the possible important issues to cover;
- identifying models of positive programs, policies and legislation around Alaska and across the country;
- collecting and analyzing numerous previous reports and recommendations from Alaska and Outside.

We identified through research and public comment more than 200 issues which at one point or another were considered for further analysis.

In the third and fourth months, we narrowed the issues to a more manageable number. A significant limitation of this first report is that some clearly important issues could not be

addressed in six months but must await another phase of the Commission's work. Three of these critical issues—children in poverty, the Indian Child Welfare Act, and how best to support parents who "work" by staying home to raise their children—are discussed briefly at the end of this report.

The Commission recognizes that without action to address issues like these more systematically the recommendations we present will have limited impact.

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*Instead of just saying children are our greatest natural resource, it's time we truly invested in their future.*

---

We heard public comment via statewide teleconference at each of the five full Commission meetings, at many subcommittee meetings, and at a special three-day statewide teleconference. In all, nearly 400 people testified in person or submitted written remarks. In addition, many Commissioners visited child care and youth programs in different parts of the state, either on their own initiative or by invitation. We participated in the Governor's Youth Safety Conference and talked to many young people from around the state. We talked with children from several child care programs. We were privileged to meet with 450 youth and elders at the Alaska Federation of Natives annual conference to learn how they saw the future for Alaska's Native children and youth. We sent two issues of an informational newsletter to a statewide mailing list of more than 800 interested Alaskans and groups and invited scores of individuals representing particular groups or positions to testify to ensure their comment.

A small number of experienced Alaskans active in serving children and youth reviewed the draft recommendations. The Commission approved the draft recommendations which were available for an additional month of public comment. Revisions based on public comment were incorporated and the Commission approved this final version for the Governor.

The recommendations we've made are not panaceas. They cannot be accomplished overnight. They represent a start on a comprehensive system that nurtures children's self-esteem while supporting their parents. We begin with "Primary Recommendations" that provide the foundation for the subsequent recommendations on child care and youth issues, which while numbered in sequence are not presented in any priority order. We need a generation of commitment to these priorities, not just a year or a term in office.

The first Alaska teenagers of the 21st century were born in 1987, the first year of the Commission's work. These recommendations could well be the first steps that will help us dedicate the 1990s as the Decade of the Alaskan Child.





## EXECUTIVE SUMMARY

### PRIMARY RECOMMENDATIONS

#### **Invest in Parenting and Family Strengths: 1**

The State of Alaska should help parents learn the skills they need to create a nurturing and safe life for all children. *Page 15*

#### **Life Skills Education: 2**

The State Board of Education should require all school districts to offer skills for living integrated into the curriculum for grades K-12, and require at least a semester-long parenting and child development course in senior high school. *Page 16*

#### **Problem Prevention: 3**

State children and youth grant programs should ensure that a minimum of between 5% and 15% of available funding is used to prevent problems. *Page 17*

#### **Training: 4**

Additional training is essential for adults who make decisions about or interact with children or youth in a licensed or professional capacity. *Page 18*

#### **Increase Literacy: 5**

Efforts to increase literacy and effectiveness of communication should be expanded, including additional support for adult basic literacy programs and statewide programs to increase youth literacy. *Page 19*

#### **Coordination: 6**

State, local and multidisciplinary coordinating groups should be created and/or continued to assess problems and needs, identify priorities, develop solutions and encourage use of community members in problem solving. *Page 19*

#### **Community Activities: 7**

Communities should enlist their youth to help develop social, recreational and community service programs to serve as alternatives to boredom and substance abuse. *Page 20*

#### **Youth Leadership and Participation: 8**

School districts should significantly expand elective credit opportunities for student community service. *Page 20*

#### **School Nursing and Public Health Nursing Services: 9**

School districts and the departments of Education, and Health and Social Services should support and provide funds to maintain and expand basic school and public health nursing programs in rural and urban areas. Incentives should be offered to encourage school districts that do not have health services to institute them. *Page 21*

#### **School Counseling: 10**

Initiate and expand school counseling programs in grades K-12, especially at the elementary school level. *Page 22*

#### **Natural Helpers/Peer Counseling: 11**

Programs that use students as natural helpers to teach and help other students should be expanded and funded in grades K-12. *Page 22*

#### **Mental Health Minimum Funding: 12**

The Mental Health Board and the Department of Health and Social Services should ensure that at least 33 percent of funds expected from the Mental Health Lands Act settlement are allocated to services for children and youth. *Page 23*

**Children and Family Research: 13**

The state should provide funds to conduct, analyze and disseminate research relevant to Alaska's children and families. *Page 23*

**Adolescent Survey: 14**

State agencies should be funded to survey jointly a representative sample of Alaska's youth to provide baseline data on a wide range of health, education and social issues for purposes of comprehensive planning, specific program design and evaluation of resource allocation effectiveness. *Page 24*

**Hire Qualified Natives: 15**

Schools and human services agencies serving Native children, youth and families should hire qualified Natives as service providers to children. *Page 24*

**Rural Services: 16**

Rural areas should receive state assistance to develop a rural services task force to explore and establish community development programs that jointly address social, spiritual and economic needs. *Page 25*

**Juvenile Diversion: 17**

The Division of Family and Youth Services together with the judicial system should again fund and expand a juvenile diversion program ✓ as an alternative to the traditional, punitive juvenile justice system. *Page 26*

**Background Checks: 18**

A statewide system that provides employers with the criminal history of all personnel working directly with or supervising children ✓ should be developed. To assure that all sexual assault convictions remain on the record, criminal sentencing laws should be amended to prohibit suspended imposition of sentences for individuals convicted of sexual assault. *Page 26*

**Law Enforcement: 19**

More law enforcement personnel are needed in many areas of the state to enforce existing laws against violence and substance use. Law enforcement personnel should be trained in substance abuse, family violence and cultural awareness. *Page 27*

## **CHILD CARE RECOMMENDATIONS**

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### **1. QUALITY**

**Salaries/Child Care Grant Program: 20**

Child Care Grant Program funds should be increased to the statutory maximum of \$50 per full-time child per month to provide additional resources for such purposes as increased staff salaries and professional training. *Page 32* ✓

**High Quality Standards: 21**

The state should provide grant funds to enable early childhood programs to become accredited through the National Academy of Early Childhood Programs and should financially assist programs that continue to meet academy standards. *Page 33*

**Specialized Training: 22**

Specialized training at local, regional and state levels is needed for early childhood educators and family home care providers. *Page 34*

**Quality infant care: 23**

The state should pay up to one-half the program's cost of care for infants when programs meet high standards. The departments of Community and Regional Affairs, Health and Social Services, and Education should develop a Criteria for Excellence for infant and toddler care to define those quality standards. *Page 34*

**Primary Grade Ratios: 24**

The State Board of Education should adopt a policy urging a maximum of 20 children per teacher in kindergarten through grade 3. The state should help fund local district efforts to meet that goal. *Page 35*

**1. QUALITY: Well-Trained Staff**

**Education and Training: 25**

Education and Training Grant funds from the Department of Community and Regional Affairs should be increased so eligible programs, organizations and communities can offer developmentally appropriate early childhood education/training and scholarships for courses and other professional development. *Page 36*

**Career Ladder: 26**

The University of Alaska and the Department of Education should develop an early childhood career ladder. *Page 37*

**1. QUALITY: Culture**

**Local Hire: 27**

More early childhood educators and family child care providers from Alaska's diverse cultures must be recruited, trained and hired in local communities. *Page 39*

**Awareness Training: 28**

Child care providers, educators and administrators, should be trained to heighten their awareness of cultural differences and improve their ability to resolve issues in a culturally appropriate manner. *Page 40*

**Assess in Primary Language: 29**

Screening and assessment of young children to determine developmental readiness for learning should be done in the child's primary language. *Page 40*

**Culturally Appropriate Materials: 30**

Curriculum and materials culturally appropriate for Alaska should be available to all early childhood programs through the state library and other services. *Page 41*

**1. QUALITY: Health**

**Child Care Revolving Loan Fund: 31**

Alaska should reinstate the low interest Child Care Revolving Loan Fund, increase its previous level of funding and simplify the required paperwork. *Page 42*

**Comprehensive Health Screening: 32**

Comprehensive health screenings should be guaranteed to all Alaska's infants, toddlers, preschoolers and students to identify problems as soon as possible to prevent more expensive treatment later. *Page 42*

**Respite Care and Therapeutic Services: 33**

The state and local communities should fund low-cost respite care for families who need child care relief for brief periods of time. Therapeutic services for young children with special needs and their families should also be supported by the state and local communities. *Page 43*

## 1. QUALITY: Regulations

### Basic Regulations: 34

One standard set of basic child care regulations for all Alaska's children in early childhood programs should be used. The Commission recommends that all child care and preschool programs serving children from birth to age 8 be called Early Childhood Programs to build a community among providers and educators and to heighten public awareness of our common commitment to quality care for all children regardless of the number of hours in care. *Page 45*

### Licensing/Technical Assistance: 35

The Department of Health and Social Services must fund adequate numbers of trained staff whose primary responsibility is to license homes and centers. *Page 46*

### Interagency Coordination: 36

Cooperation and planning among the six state agencies involved with early childhood education and child care is essential. *Page 47*

### Anchorage Licensing: 37

The Municipality of Anchorage, which is scheduled to assume licensing responsibilities for child care center programs there, should work closely with the Department of Health and Social Services to enforce common standards and promote high quality programs. *Page 48*

## 2. AFFORDABILITY

### Day Care Assistance Program: 38

The state should increase funding for the Day Care Assistance Program to serve more families and expand eligibility. *Page 53*

### Facilities: 39

Buildings not fully used should be made available for child care, including churches, schools, state office and municipal buildings, and vacant buildings held by state agencies such as the Alaska Housing Finance Corporation. *Page 54*

### Flexible Personnel Policies: 40

All employers, public and private, should adopt flexible personnel policies that meet the needs of parents and families. *Page 54*

### State as a Model Employer: 41

The state should develop a Model Employer Plan. *Page 55*

### Optional Child Care Benefits: 42

The state should make child care an optional benefit for state employees through the Supplemental Benefits System. *Page 55*

### Employer-Sponsored Child Care: 43

The state should launch a new public/private initiative on employer-sponsored child care. *Page 56*

### Municipal Child Care: 44

Local decision makers, including planners, zoning boards and developers, should be encouraged to investigate successful models elsewhere that set aside space for child care in public facilities. *Page 56*

## 3. ACCESSIBILITY

### Resource and Referral Agencies: 45

A statewide system of resource and referral centers to help parents find accessible, affordable, quality child care should be funded jointly by the state, local businesses, school districts and other agencies. *Page 57*

**Family Child Care Providers: 46**

Resource and referral agencies should receive incentive grants to recruit, initially train and help develop a continuing training program for family child care providers. *Page 58*

**Range of Care: 47**

A full range of child care services must be made available for parents needing out-of-home care for their children. *Page 59*

**School-age Child Care: 48**

A network of affordable care programs for school-age children should be developed throughout the state. Community Schools funding should be reinstated to coordinate school-age care. *Page 60*

**Head Start: 49**

The state should make Head Start services available to all of Alaska's eligible children and their families. *Page 61*

**4. PARENT SUPPORT AND TRAINING**

**Parent Support: 50**

Alaska should adopt and fund a comprehensive parent support and training program. *Page 62*

**Media Campaign: 51**

Audio, video and print media should be encouraged to deliver more parenting advice and skills to their audiences. *Page 64*

**YOUTH RECOMMENDATIONS**

**FAMILY VIOLENCE**

**Victims of Family Violence: 52**

Increased resources should be made available to protect, support and treat children who are victims of physical or sexual abuse, or neglect. *Page 68*

**Witnesses to Family Violence: 53**

Increased crisis intervention and aftercare services of greater variety should be made available for children and youth who live in violent homes. Judges should thoroughly consider the impact of violence in the home on children and youth when deciding custody disputes. *Page 69*

**Children's Trust Fund: 54**

A children's trust fund should be established and administered by a board that seeks new funding for child abuse and neglect prevention programs. *Page 70*

**Juvenile Sex Offender Task Force: 55**

A statewide Juvenile Sex Offender Task Force should be established to design a plan to provide services for youth identified as sex offenders or at risk of becoming offenders. *Page 70*

**Corporal Punishment: 56**

The Alaska State Board of Education should ban corporal punishment in the schools and early childhood programs and offer training in positive, non-physical methods of discipline. *Page 71*

**Child Protection System: 57**

The Governor should charge this or a new Commission with an in-depth analysis of how the existing child protection system can be improved. *Page 72*

**TEEN SUICIDE**

**Community Plan: 58**

Every community should create a plan to address problems that lead its young people to despair. *Page 73*

**Prevention Education: 59**

Adults who work with children and youth must be taught to recognize the early warning signs of depression and youth at risk for suicide and to act to obtain help. *Page 74*

**Suicide Prevention Counseling: 60**

Basic counseling services need to be available in all Alaska communities to help prevent suicide. *Page 75*

**Suicide Research: 61**

The state should support research to determine what factors account for the dramatic variation in village alcohol-related accident and suicide rates. *Page 76*

**Emotional Disaster Response Team: 62**

The Department of Health and Social Services should be funded to stimulate the development of state and regional crisis teams that will be mobilized to assist communities to provide emergency and follow-up counseling services when one or more suicides constitute a catastrophic event. *Page 76*

**Families and Friends: 63**

Community mental health centers and rural crisis response teams should develop plans for assisting families and friends of suicide victims and distribute information about self-help groups to them. *Page 77*

**Care for Suicidal Youth: 64**

Communities should actively take a role in caring for their suicidal youth, including use of appropriate secure placements and holding commitment hearings in the community where possible. *Page 77*

**Mental Health and Alcoholism: 65**

The Department of Health and Social Services should make it a priority to design its services to reflect the fact that alcohol-related and other substance abuse accidental deaths and suicides share many common causes. *Page 78*

**SUBSTANCE ABUSE**

**Substance Abuse Prevention: 66**

The State Board of Education and local school districts should cooperate with other agencies to expand funding for programs in grades K-12 to prevent substance abuse. *Page 80*

**Substance Abuse Treatment Range: 67**

More funds are needed to expand support groups, outpatient treatment, and a variety of residential treatment options for young substance abusers. *Page 80*

**Treatment for Children of Abusers: 68**

More grant money is needed to educate and treat children of alcoholics and other substance abusers and dysfunctional families through schools, expanded outpatient treatment centers, support groups and camps for children of alcoholics. *Page 81*

**Substance Law Enforcement: 69**

Greater state and local resources and greater emphasis need to be directed to enforcing laws that prohibit selling and providing alcohol, drugs and tobacco to minors. *Page 81*

**Withholding Privileges: 70**

Alaska should enact legislation that more effectively discourages substance use by withholding or delaying youth privileges such as driver's licenses. *Page 82*

**Fetal Alcohol Syndrome:** 71

Agencies involved in delivering substance abuse services should guarantee voluntary residential treatment programs for pregnant women who choose an alternative to drinking during pregnancy. *Page 82*

**Family Counseling:** 77

Resources should be made available to existing community and state agencies and the private sector to increase youth and family counseling and education services provided to families in divorce, single parents and stepfamilies. *Page 88*

## TEEN PREGNANCY

**Adolescent Health Clinics:** 72

The departments of Health and Social Services and Education should jointly fund and monitor a program of pilot comprehensive adolescent health clinics in schools. *Page 84*

**Teenage Prenatal Care:** 73

Comprehensive prenatal care programs for teenagers and low income women should be created and funded through expanded Medicaid coverage options allowed under SOBRA. *Page 85*

**Child Care for Teenage Parents:** 74

Child care and other supports for teenage parents should be provided to enable them to stay in school. *Page 86*

**Sex Education and Family Planning Services:** 75

Education about sexuality should be more widely available to teenagers, as should family planning counseling and services to help prevent pregnancy. *Page 86*

## RUNAWAY YOUTH

**Comprehensive Runaway Program:** 76

A new comprehensive program should be developed to serve runaways, throwaways and their families. *Page 88*

**Shelter, Emancipation and Independent Living Programs:** 78

A broader variety of shelter programs offering brief to long stays should be funded for runaways and throwaways who are not delinquent or in state custody. The Legislature should define the criteria for emancipation of minors. The state and licensed agencies need more funds and changes in the law to allow them to place youth in independent living programs. *Page 89*

**Reunited Families:** 79

Programs should be funded to help families reunited with a runaway or throwaway child after the reunion, particularly to counsel other children in the family. *Page 90*

## DROPOUTS

**Defining Children at Risk of Dropping Out:** 80

The State Board of Education should define "children at risk of dropping out of school" and establish minimum standards to help them. *Page 92*

**Alternative Education Programs:** 81

The Legislature should offer financial and other incentives to districts that develop a variety of alternative education programs for students, especially at the elementary level, likely to drop out, as well as re-entry programs for those who have already dropped out. *Page 92*

**Uniform Dropout Definition: 82**

Uniform definition and reporting standards should be developed and monitored so that dropout statistics are comparable across the state. *Page 93*

**Truancy and Suspension: 83**

School districts should create local working groups to review truancy and suspension policies. *Page 93*

**Multicultural Experiences: 84**

Schools should provide more multicultural experiences so students will appreciate their own and other cultures. Elders should more frequently be asked to teach Native languages, survival skills, crafts and history in schools. *Page 94*

**BRIDGE TO THE FUTURE**

**Permanent Commission: 85**

The Legislature should establish a permanent Commission on Children and Youth to advocate for continuing support for Alaska's children and youth and to address many other issues we did not cover. *Page 100*





# Primary Recommendations



## BACKGROUND

## RECOMMENDATION

These general recommendations apply to, and form the foundations of, the specific recommendations in the sections on child care and youth issues.

### **Invest in Parenting and Family Strengths:**

1

Inadequate parenting skills are at the heart of many youth problems. Too few parents are reached with existing parenting education programs and little encourages them to use the few available opportunities. Knowing how to parent well is the foundation for responding well to children's needs and sets the stage for children's development of self-esteem, connections with others and resourcefulness. Support for parents to learn good parenting is the single greatest investment Alaska can make in strong families. (See Recommendation 50, page 62.)

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*Support for parents to learn good parenting is the single greatest investment Alaska can make in strong families.*

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The State of Alaska should help parents learn the skills they need to create a nurturing and safe life for all children by offering incentives such as stipends, free child care, transportation and release time for parents who participate in and people who offer parent education and training.

Media public service announcements should promote these classes and support groups. Classes should include but not be limited to the following:

- a. education, especially about substance abuse, nutrition and their effects on pregnancy;
- b. support/education groups for new parents and parents of young children;
- c. instruction about the developmental stages of childhood and adolescence, the psychological, social and physical needs of children throughout growth and the range of children's individual differences;
- d. life skills, substance abuse and sexually transmitted disease education for parents;
- e. programs for parents of children with special needs.

## Life Skills Education:

2

A junior at Nelson Island High School asked: "Does school prepare us for life?" Preparing youth for life is everybody's business, but schools have a special role. An Arctic Slope elder observed that "the best survival kit a person has is their mind." All community resources help create this survival kit, especially the schools.

Young people's health and ability to stay healthy affect how well they learn in or out of school. As young people grow, the degree to which they have mastered life skills, such as knowing how to make friends and resist peer pressure, the difference between normal "blues" and serious depression, ways of being "naturally high," how to resolve conflicts with parents and others, can determine whether they become casualties or take advantage of their opportunities. Educating the whole child means that life skills are as basic as language or math.

Parenting courses are now taught in some of Alaska's 55 school districts, and a curriculum that integrates skills for living within a critical thinking approach is not available anywhere. Yet it is clear that the ability to make good life decisions and future plans, resist peer pressure, learn new skills for adapting to changing job markets and understand the demands and qualities of successful parenting are among the most important new basics in our children's education. They are the basics of the future, no less important than the traditional three R's.

The Department of Education can develop a sequence of model curriculums that help enhance students' self-concept, critical thinking, coping and decision-making and refusal skills. Specific topics should include but not be limited to the following: parenting, commu-

(Continued on Page 17)

The State Board of Education should require all school districts to offer skills for living integrated into the curriculum for grades K-12, and require at least a semester-long parenting and child development course in senior high school.

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*"Encourage exceptions to the rule."*

—Claudette Amadon, grandmother

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nication and decision making, self-concept building, family violence, education about sexuality, gender roles and sex stereotyping, sexually transmissible diseases and AIDS, prevention of date rape, sexual abuse and substance abuse, dealing with family dissolution, dealing with grief and similar topics. The focus of this K-12 curriculum should be on wellness and prevention. Preparation at the secondary level should also include job application skills such as resume preparation, job interviewing, and how to be a responsible, dependable worker. The state should provide incentives for teaching excellence in life skills and employ a talent bank of master teachers to provide training school districts will need for excellent programs.

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*A junior at Nelson Island High School asked: "Does school prepare us for life?"*

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### **Problem Prevention:**

**3**

Numerous studies have shown that prevention is cheaper than cure. Studies in a report from the U.S. House Select Committee on Children, Youth and Families showed savings from \$3 to \$10 in cure costs for every dollar spent on prevention. When revenues are scarce, however, dollars tend to be appropriated first to treat those already in crisis. The National Governors' Association has called for spending at least 5% of a state's total resources on preventing dropouts, suicide, runaways, substance abuse, teen pregnancy and family violence. The National Mental Health Association sets the minimum at 15%.

State children and youth grant programs should ensure that a minimum of between 5% and 15% of available funding is used to prevent problems. Money must not be moved from essential treatment to fund prevention. Prevention should be viewed as a longer term investment that recoups its initial cost many times over.

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*Prevention is cheaper than cure. Studies show savings from \$3 to \$10 in cure costs for every dollar spent on prevention.*

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**Training:**

Many adults influence and make decisions about a child's life beyond the child's family: early childhood personnel and administrators, educators, physical and mental health professionals, social workers, human service providers, juvenile justice personnel, law enforcement officials, judges and court personnel, crisis intervention personnel, foster parents and licensing personnel. People working in one specialty area increasingly need to know about other issues. For instance, children abusing alcohol have a high risk of suicide. Suicide prevention and substance abuse prevention specialists need to know more of each other's specialties. Help must be provided for all problems so the child can develop into a healthy adult. All people who work with children should know about children and how their problems interrelate as well as how to refer them to the agencies that can provide services.

A consistent theme throughout testimony from Alaska's youth, regardless of their culture, was their need and desire for appropriate nurturing and role models from the adults in their lives.

Witnesses shared numerous professional and personal experiences in which law enforcement officials, health care practitioners, juvenile justice personnel, social workers and educators made decisions that had significant impact on the individuals and their families without appropriate understanding of critical issues of development or cultural factors. Professionals testified about incidents within their own families in which problems were not properly identified by other professionals charged with intervention.

The overwhelming weight of this testimony suggests that key adults in a broad range of positions basic to the lives of children and youth lack critical training.

Additional training is essential for adults who make decisions about or interact with children or youth in a licensed or professional capacity. This training should be required before and during employment, be available statewide and should include the following areas:

- a. the identification of children who are at risk as a result of substance abuse, child abuse and neglect, sexual assault, suicide or witnessing violence in their homes and how to appropriately intervene and refer them;
- b. an understanding of child and adolescent growth and development, culturally diverse behavior, death and dying, grief and loss, impacts and special needs of families with chronic illness or disability.

**Increase Literacy:**

5

Youth and adults who are functionally literate have a greater chance of employment. That alone benefits children. Young people with poor reading, writing and speaking skills have been found to be three to five times more likely to become teen parents than more literate teens. Adults who actively read and write serve as role models for children. An adult learning to read and write communicates powerfully the value of literacy. Basic literacy is the cornerstone of future economic opportunities for children and adults. Programs such as the Alaska State Writing Consortium have increased the amount and fluency of student writing and students' satisfaction and willingness to write. While the efforts of the Alaska library system and others have done much to promote literacy, more attention would increase the communication skills of all Alaskans.

Efforts to increase literacy and effectiveness of communication should be expanded, including additional support for adult basic literacy programs and statewide programs to increase youth literacy.

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*Basic literacy is the cornerstone of future economic opportunities for children and adults.*

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**Coordination:**

6

Strict boundaries between agencies have not produced an effective system of children and youth services. Children's needs extend beyond what one agency can provide and the limited scope in which funding is often awarded. Cooperation across agency lines and involving youth in shaping programs that affect them have produced successful programs and improved services and advocacy for children through the Arctic Alliance for People, the Fairbanks Child Sexual Abuse Task Force, the Anchorage Child Advocacy Network and other organizations. Cooperative efforts must be encouraged to ensure that valuable human and financial resources are not fragmented and that individual agency programs do not duplicate other programs but rather form a range of care for our communities.

State, local and multidisciplinary coordinating groups should be created and/or continued to assess problems and needs, identify priorities, develop solutions and encourage use of community members in problem solving. These coordinating groups should receive technical assistance and support from state government.

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*Children's needs extend beyond what one agency can provide and the limited scope in which funding is often awarded.*

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**Community Activities:**

7

Youth at high risk for a variety of problems tend to be the least involved in extracurricular activities. In addition, thousands of children between the ages of 5 and 14 are home alone each day after school. The absence of either supervision or constructive activity can lead to high risk behavior. Young people repeatedly described to the Commission the lack of wholesome community activities as a contributor to boredom, substance abuse, low self-esteem and suicide. More widespread after-school recreational programs would respond to all these needs, reduce high risk behavior and contribute to healthier children and youth.

Communities should enlist their youth to help develop social, recreational and community service programs to serve as alternatives to boredom and substance abuse.

These activities should include teen activity centers with minimal admission costs, more gym nights, organized sports including non-competitive opportunities, skating rinks, winter and summer survival camps, camping trips with elders, church youth programs, performing arts, culture clubs where youth can learn traditional dances, carving, storytelling, unstructured learning experiences such as using libraries and museums and other similar activities.

**Youth Leadership and Participation:**

8

Offering graduation credit for community service is suggested by blue-ribbon panels such as the National Governors' Association in its report "Bringing Down the Barriers." In some communities, young people plan and lead community work, not just contribute to it. The benefit of volunteer service to youth can be seen in a St. Louis program where teenagers who volunteered weekly at community agencies and also had life skills courses were less likely to get pregnant or fail schoolwork compared to teens not in the program.

Many schools offer work credit for paid employment. This program could be expanded to include unpaid volunteer work. Organizations like the Alaska Association of Student Leaders, which provides an opportunity for our youth to develop their leadership skills, should be encouraged.

Youth repeatedly testified to the Commission about their desire to participate more in meaningful ways in their communities' decision making. Facilitating their involvement would invest in their individual feelings of worth and their ability to contribute productively to Alaska.

School districts should significantly expand elective credit opportunities for student community service.

Youth should receive credit for working with non-profit agencies, government, village and community councils, Native organizations and corporations, and other decision-making bodies and organizations like the Alaska Association of Student Leaders. More opportunities should be funded for leadership training.

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*Youth repeatedly testified to the Commission about their desire to participate more in meaningful ways in their communities' decision making.*

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**School Nursing and Public Health Nursing Services:****9**

Many children in Alaska have some source of health care. However, the marginally poor who do not qualify for assistance, those without insurance, and children of working parents who cannot afford to miss work or have no transportation have difficulty obtaining accessible, affordable health care. The only health professional some children have access to may be the school nurse or public health nurse in rural areas.

Nurses provide cost effective health assessment, illness and problem identification, crisis intervention, referrals, ongoing monitoring and health counseling. In addition, these nurses provide individualized instruction and related health support services as mandated by federal law for children and youth with special needs and disabilities.

Alaska has 386 public elementary and secondary schools that employ approximately 114 school nurses full- or part-time. Itinerant public health nurses provide school nursing services in some rural schools. Most child care programs have no nurses on staff and rely on public health nurses to assist in meeting those needs. Nursing services are reduced annually or eliminated because of budget cuts. These reductions occur when the need for these services is increasing markedly.

School districts and the departments of Education, and Health and Social Services should support and provide funds to maintain and expand basic school and public health nursing programs in rural and urban areas. Incentives should be offered to encourage school districts that do not have health services to institute them.

**School Counseling:**

10

Young people need greater connections to school, family and community. Psychological counseling and social work services for elementary school students are a key to helping many students make the often-difficult transition from elementary to junior high school. All of Alaska has just 10 non-academic counselors at the elementary level and almost no social workers for home visiting and family aid. Most students statewide are in the elementary grades. If social and emotional problems are not prevented now, the state faces years of treatment later.

Initiate and expand school counseling programs in grades K-12, especially at the elementary school level.

Various methods can be used, including contracting with non-profits; funding more school nurses, social workers and counselors; and developing big brother/big sister-type volunteer programs with interested teachers, elders, parents, grandparents, administrators, legislators, professionals and other community role models.

**Natural Helpers/Peer Counseling:**

11

Natural Helpers is a powerful social support and self-esteem building program for young people. That program, and variations such as Anchorage's Dram-edy, operate on a simple principle. Youth and adults to whom young people say they would turn for help are trained to enhance their natural helping skills so that they become a highly skilled, natural mental health resource in schools and elsewhere.

A combination of programs that includes natural helpers and cross-age mentoring has been shown to reduce teenage pregnancy, substance abuse, dropout rates and other problems. Older students, adults, model students and those with problems can all be mentors for students. More Native youth should be trained as natural helpers. These programs are extremely low cost and effective.

Programs that use students as natural helpers to teach and help other students should be expanded and funded in grades K-12. Programs should include academic tutoring as well as emotional counseling. Volunteer effort and non-financial incentives should be used to encourage participation.

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*"Without learning to express myself  
(through Drama) I would be dead  
now."*

—Jeff Atuk, Dram-edy, Anchorage

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*Natural helpers and cross-age mentoring have been shown to reduce teenage pregnancy, substance abuse, dropout rates and other problems.*

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**Mental Health Minimum Funding:****12**

The National Institute of Mental Health estimate that about 10% of children have serious mental health needs is commonly accepted. The Commission heard repeated testimony about Alaska's existing mental health system inadequately responding to children's mental health needs from infancy through adolescence. Too often, children needing services are referred to the child protection system for their needed care, yet such referrals are not the best way to treat these problems. The 1986 long-range plan of the Division of Mental Health and Developmental Disabilities calls for significant expansion of children's mental health services. The settlement of the Mental Health Lands Act will likely ensure adequate annual funding for mental health treatment and promotion of good mental health.

The Mental Health Board and the Department of Health and Social Services should ensure that at least 33 percent of funds expected from the Mental Health Lands Act settlement are allocated to services for children and youth, including children experiencing violence at home and runaway youth with mental health needs, since children are one-third of the population and have been traditionally underserved. This would help ensure sufficient mental health funding through the Mental Health Lands Act to cover children's mental health needs. Children with primarily mental health needs should not necessarily be referred into the Division of Family and Youth Services system.

**Children and Family Research:****13**

We in Alaska now continually need to gather research and reports from other parts of the nation to use as a base for our policy decisions. This need exists at almost every level of services to children and families. Our present methods of data collection and research are costly, time consuming, redundant and often ineffective, but they are better than nothing. Research should be centralized and disseminated to eliminate costly mistakes and inappropriate practices and to address the unique environmental influences of our state on children and families. It should include provisions for child and family research, educational research and cross-cultural research to help ensure that decisions are based on data relevant to Alaska. Such a preventive focus would enable Alaska to become a leader by disseminating within the state and exporting outside of the state valid, research-based knowledge.

The state should provide funds to conduct, analyze and disseminate research relevant to Alaska's children and families.

**Adolescent Survey:**

14

No comprehensive survey of Alaska's youth and their needs exists. Program design and resource allocation requires guesswork without reliable baseline data. The Indian Health Service will survey a representative sample of Alaska Native youth with the Minnesota Adolescent Health Survey. This will provide data on areas such as self-perceived health status, self-image, nutrition, mental health, drug and alcohol use, and sexual activity and identity. State agencies that work with youth could join with the Indian Health Service to survey a sample of all youth in Alaska and provide valuable information to remove the guesswork from planning.

State agencies should be funded to survey jointly a representative sample of Alaska's youth to provide baseline data on a wide range of health, education and social issues for purposes of comprehensive planning, specific program design and evaluation of resource allocation effectiveness.

**Hire Qualified Natives:**

15

Native children are a large proportion of students or social services clients, but few if any Native teachers, counselors or staff are hired to provide role and cultural models. Many Natives do not possess the degrees or certification requirements these positions require, but they offer the cultural understanding vital for Native young people to succeed in school and for non-Natives to understand Native cultures. One of the most frequent recommendations we heard from Native youth was the need for more Native teachers, counselors and other role models.

Schools and human services agencies serving Native children, youth and families should hire qualified Natives as service providers to children. Elders and paraprofessionals recognized by the Native community are qualified by their life experiences and should be employed where appropriate.

Native corporations and the University of Alaska should work together to broaden the availability of programs that prepare Native youth for these jobs, actively encourage Native youth to participate and offer sufficient assistance to ensure that students complete these programs.

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*Native children are a large proportion of students or social services clients, but few if any Native teachers, counselors or staff are hired to provide role and cultural models.*

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**Rural services:**

16

Traditional human service delivery systems have not successfully met the needs of rural and Native residents.

Much interest exists around the state for an integrated community development approach. This model recognizes that individual, mental and emotional stress comes from the social, economic and spiritual struggles of the community. These underlying issues lead youth to feel despair.

While the individual is central to traditional North American culture, the community is central to traditional Native culture. Using a community development approach allows each community to identify its own problems and take collective responsibility for healing itself. The community directs its own healing effort, which is broadly based rather than narrowly problem focused.

Rural services are fragmented and are often the first to be cut when state budgets are tightened. Existing services often miss the target for which they are intended. Rather than addressing the underlying causes of unhealthy families and communities, they focus on specific symptoms. In their present form, state funded services hinder the delivery of integrated rural programs. The state should be responding to rural community needs through its funding mechanisms and program designs. A major shift from categorical funding to more of a block grant structure must be designed within and across state agency boundaries. State dollars and human resources must be committed to the belief that the true source of healing lies in the ability of rural communities to do it themselves.

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*Traditional human service delivery systems have not successfully met the needs of rural and Native residents.*

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Rural areas should receive state assistance to develop a rural services task force in conjunction with state government to explore and establish pilot community development programs that jointly address social, spiritual and economic needs. Technical assistance should be a part of the task force that helps to establish service goals and develop guidelines for budget integration. Appropriate outcome evaluations should be required.

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*"I'm an Indian and grew up on a reservation and I know what it's like to have outsiders come in and tell you what to do and where to go."*

—Theresa Sappier, Suicide Project,  
Alaska Native Health Board, Anchorage

The principles of integrated community development include the following:

- Information and education that changes community members' attitudes to give them a sense of power in shaping their own lives;
- Internal needs assessment to identify needs and ways they can be met in the context of the community and culture;
- Program design where communities establish mechanisms to develop locally agreed upon programs;
- Funding resources where categorical funding is changed to support community designed programs that integrate social, spiritual and economic needs;
- Technical assistance available to communities as they request it including program, training or clinical help;
- Services delivered as much as possible in the community with links established to regular service hub communities.

**Juvenile Diversion:****17**

Programs to divert juvenile offenders from the formal justice system have been successful and cost effective. These youth are often at risk of running away, are experiencing family problems and are potential substance abusers. Early help that does not label them as offenders could prevent future problems. The state's previous program funding has been significantly reduced.

The Division of Family and Youth Services together with the judicial system should again fund and expand a juvenile diversion program as an alternative to the traditional, punitive juvenile justice system. The program would allow youths charged with first-time, less serious crimes to do community service, pay restitution and receive intensive family support services.

**Background Checks:****18**

Our children are potentially at risk of abuse because pre-employment investigations for prior history of abuse are not required. Several obstacles prevent reducing this risk including the following:

- Abusers often have no formal conviction record.
- Criminal background checks are currently authorized but not required.
- Child caregivers are frequently hired on short notice and work briefly before moving to a better paying job.
- Agencies that investigate criminal histories and licensing actions have insufficient personnel.
- Convicted offenders of sexual assault may now have their record cleared through a suspended imposition of sentence regardless of whether they spend any time in jail.
- No system keeps track of reports of abuse on the same alleged abuser or allows disclosure to appropriate persons.

A statewide system that provides employers with the criminal history of all personnel working directly with or supervising children should be developed. This system should provide the information in a timely way at little cost to employee or employer. To assure that all sexual assault convictions remain on the record, criminal sentencing laws should be amended to prohibit suspended imposition of sentences for individuals convicted of sexual assault. Additionally, the child protection laws should allow for appropriate disclosure of instances of abuse by a person who works directly with or supervises children to authorized persons or agencies that employ people or use volunteers who work with children. Due process requires that the alleged abuser be given the opportunity to have a fair hearing before a determination that the report of abuse is founded is disclosed.

**Law Enforcement:**

19

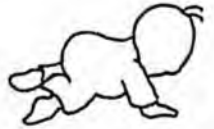
In many areas the Commission studied, changes in the law are not needed. Alcohol and other drug use is now illegal for minors. Not enough officers exist, however, to enforce these laws, especially in rural areas. Law enforcement is directed to more serious violations. Testimony repeatedly emphasized this gap, as well as the need to train law enforcement personnel more in substance abuse, domestic violence, child abuse and neglect, and how these problems and their solutions are viewed in Alaska's different cultures.

More law enforcement personnel are needed in many areas of the state to enforce existing laws against violence and substance use. Law enforcement personnel should be trained in substance abuse, family violence and cultural awareness.





## CHILD CARE ISSUES: Introduction



**A**laska needs a first-class child care system for its children and families.

Child care demand is increasing in Alaska and throughout the nation. Changing population and economic conditions have resulted in a growing number of children being cared for outside their own homes. Seventy percent of Anchorage's single mothers with children under 6 work outside the home, and 45% of all jobs in Alaska are held by women. Alaska women have more children at a younger age and return to work sooner than the national average. Each year more than 11,000 babies are born in Alaska. Children under age 11 are 21% of Alaska's population while those under 5 are 11%. Single-parent and two-working-parent families have become the norm. As the extended family has declined and family members are unavailable to care for children, the need for safe and nurturing care in Alaska for children outside their homes has become an urgent concern of many parents.

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*Alaska needs a first-class child care system for its children and families.*

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Alaska parents experience significant barriers locating child care services. These barriers may be caused by services that cost more than the family can pay, services that are inaccessible with the family's means of transportation an inadequate range of quality alternatives, a lack of easily obtainable information or a service that doesn't exist. These barriers may force the family to choose from three difficult alternatives: to place children in unstable and inadequate care; to leave the children unsupervised; to quit work or drop out of school.

Parents face these barriers throughout the state. Certain factors have inhibited the evolution of quality child care services in Alaska:

- Isolation: Child care professionals and

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*It is one of my major priorities to establish throughout the state a child care system that is workable, that is fair and which integrates with the public school system in a sensible way.*

*Clearly over the last few years, the trend has been that parents—whether it's the single parent or two parents—have to work outside the home. Parents who are able or choose to stay at home certainly work and may need child care. But parents who work outside the home have the most immediate and continuing need for reliable, quality care for their kids.*

*I would like to have a child care system in this state that will be the model throughout the country.*

—Remarks by Governor Steve Cowper to the Governor's Interim Commission on Children and Youth.

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parent activists, key leaders in child care services, are separated by vast distances expensive to cross by air, road or telephone and lack the time for casual and formal exchanges of ideas.

- Multiple services: Child care services are offered by dozens of state, local and private agencies, each with its particular mandate, funding limits and expertise. Families, providers and agencies have trouble identifying

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*"I am not there to manage children but to provide developmentally appropriate education."*

—Judy Cole, Kindergarten teacher, Juneau

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available resources. No agency or coordinated effort oversees the entire child care community nor sets the course for state policy and funding.

- **Lack of data:** No central agency collects or analyzes data on children. Action is slow when information is sketchy on facts such as the numbers of children in different types of child care, working families with children and working families needing child care.

- **Financial support:** Most parents cannot afford quality child care without some financial assistance. Employers in Alaska have been slow to respond to parent employee needs.

Quality child care is a necessity, not a luxury.

It should be a vital concern to all Alaskans, not just parents, because it touches many aspects of our collective life—families, job productivity, poverty, education and health care. A quality child care system in Alaska must strengthen and support all our families and communities. Only 3.7% of all U.S. families have the traditional structure of a mother who stays at home and a father who works.

Robert Halpern, a visiting associate professor at the University of Michigan's School of Social Work, drew the following conclusions about the national changes affecting children and their families:

- Families with young children increasingly depend on agencies outside their informal social networks for the emotion, information and material support underlying nurturant childrearing.

- Our sense of collective responsibility for other people's children is deteriorating.

- The stress on parents of trying to provide both adequate economic support and adequate care and nurturance for children is likely to intensify.

- We as a society face the urgent task of renewing and redefining our social contract with each other, and with young families in particular.



Alaska needs child care.

The increased demand for care and the inadequate supply is one side of the child care triangle. The cost of providing child care is the second side. The third side is the quality of programs in which we place our children. Tremendous gaps exist between supply and demand, between what care costs and what parents can afford to pay and between inadequate facilities filled with overcrowded programs and high quality programs. One gap is currently filled by child care workers who labor for poverty wages. Another is being filled by children who have anxiety resulting from frequent turnover in child care arrangements and changing child care providers. These gaps are also being filled by children who roam the streets and are left at home because their parents cannot afford any care.

These gaps must be filled by society instead of children. We must all recognize our responsibility to future generations to give these children a good start.

These gaps must be filled by spending current dollars on prevention instead of future dollars to cure problems through intervention, rehabilitation, counseling, incarceration and remedial services.

What does a first-class early childhood program look like?

Quality, affordability and accessibility are concerns identified by parents and early childhood professionals. They form the cornerstones of a first-class child care system. The

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*Quality child care is a necessity, not a luxury.*

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system must include well-paid and well-trained staff, safe and suitable facilities, developmentally appropriate materials and curriculum, support services and training for parents, and resource and referral centers to distribute information about child care alternatives. The system must have high quality standards for all child care situations and the programs must be available to all families who need child care. Such a system must be funded by a variety of sources—parents, state and federal government, employers and charitable organizations.

The early years of a child's life are crucial: intellectual, physical, social and emotional growth occur rapidly between birth and age 8. Because parents are any child's first and most significant teachers, they need assistance and support to do the best job preparing their children for the next stage of development.

If we as a state were seriously interested in giving substance to the phrase to which we all pay so much lip service—children are Alaska's future—then we would devote additional resources to children from birth to age 8. At the national level, conservatives and liberals, senators and representatives, women and men from all parts of the country have recognized that child care is a national crisis. Recent legislation has been introduced in the U.S. Congress highlighting a broad-based commitment to improving the quality, affordability and accessibility of child care for American families. Alaska has joined the nation in addressing the crisis. We have the opportunity to lead the nation in creating solutions.

We're ready to change directions.

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*If we as a state were seriously interested in giving substance to the phrase to which we all pay so much lip service—children are Alaska's future—then we would devote additional resources to children from birth to age 8.*

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**A first-class child care system includes the following:**

- consistent, loving caregivers who are trained and are fairly compensated for their important work;
- safe, warm, cheerful physical environments with adequate exercise space;
- developmentally and culturally appropriate books, materials, equipment and programs;
- small group size and low child/teacher ratios;
- adequate and nutritious food;
- a resource and referral system that makes information available to parents and providers;
- parental involvement, education and assistance;
- employer assistance, such as flexible personnel and benefit policies and on-site care;
- community support, both financial and emotional, from schools and other public agencies, private organizations and individuals.



# CHILD CARE: RECOMMENDATIONS

## 1. Quality

### BACKGROUND

### RECOMMENDATION

#### Salaries/Child Care Grant Program:

20

Child care providers in Alaska receive an average salary of \$4.50 an hour. They sacrifice a fair, equitable salary to provide desperately needed service. They subsidize the industry. "Low wages, long hours and very demanding responsibilities make turnover a persistent problem in the field," wrote Marian Estelle, director of the Petersburg (Alaska) Child Care Center. Quality child care in this state will soon evaporate if staff wages, benefits and status do not improve. We must pay professional scale wages or face consequences that include inadequate, low quality warehousing of children, more children left without supervision and ever fewer qualified child care professionals.

The Alaska program that directly funds child care is the Child Care Grant Program. Licensed child care centers or homes that will accept Day Care Assistance children are eligible to receive a payment each month for each child who attends. The program now has 190 centers and 170 homes under contract. It promotes quality child care in licensed homes and centers by partially funding operating expenses such as wages and benefits, food, staff training, materials and parent education. The FY88 state appropriation was \$600,000, which paid \$10 per full-time child for each month in care, with some geographical adjustments. This program indirectly benefits parents by increasing child care quality in centers or homes paid these grants. The maximum allowed by statute is \$50 per child in full-time care. The state has never paid that amount.

Child Care Grant Program funds should be increased to the statutory maximum of \$50 per full-time child per month to provide additional resources for such purposes as increased staff salaries and professional training.

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*Child care providers in Alaska receive an average salary of \$4.50 an hour. They sacrifice a fair, equitable salary to provide desperately needed service. They subsidize the industry.*

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**High Quality Standards:**

21

The National Academy of Early Childhood Programs, in its standards for high quality care, says a first-class program meets the needs of and promotes the physical, social, emotional and cognitive development of children and adults. All aspects of the program are considered: interaction among staff and children, curriculum, staff qualifications and development, staffing patterns, physical environment, health and safety, nutrition and food service, and program evaluation.

A good program is developmentally appropriate. The National Association for the Education of Young Children (NAEYC), the voice of the profession with 55,000 members, defines that phrase. A good program provides children with learning and enough varied experiences to help them develop socially, intellectually, physically and emotionally in a manner appropriate to their age and stage of development. Children of both sexes have equal opportunities to participate in all activities. Activities and materials emphasize concrete experience, which encourages children to think, reason, question and experiment. Quality programs develop positive self-concepts, including a respect for the cultural diversity for all children and staff. Parent involvement is regularly encouraged.

Alaska has only two programs currently certified through the National Academy of Early Childhood Programs—Chugiak Children's Services in Eagle River and the Anchorage School District's Career Center. With encouragement and assistance other programs can move toward excellence.

The state should provide grant funds to enable early childhood programs to become accredited through the National Academy of Early Childhood Programs and should financially assist programs that continue to meet academy standards. Accredited programs should be saluted with a Governor's Award and other public recognition.

The state should also participate in any federal programs that promote and broaden accessibility to high quality child care and should encourage local governments to fund matching incentives.

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*A good program provides children with learning and enough varied experiences to help them develop socially, intellectually, physically and emotionally in a manner appropriate to their age and stage of development.*

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**Specialized Training:**

22

Training is the hallmark theme the Commission heard throughout public hearings. While the state and private sectors must help make child care more accessible, well trained, experienced staff are needed across the state in every center, home or school. Along with university-based degree and credentialing programs, local and regional training must be available to providers who must work full-time and also pursue training. Urgent needs for specialized training exist across the state.

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*Urgent needs for specialized training exist across the state.*

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Specialized training at local, regional and state levels is needed for early childhood educators and family home care providers in cross-cultural communication; language development; meeting the special needs of chronically ill children, disabled children and their families; recognizing symptoms of abuse and neglect; working with children in need and school-age children in child care settings; caring for infants and toddlers; operating licensed family homes; implementing National Association for the Education of Young Children standards for developmentally appropriate care and administering an effective early childhood program.

**Quality infant care:**

23

The fastest growing segment of working parents is mothers with babies under 3. Infant care in Alaska is the most difficult to find and one of the most expensive. If more babies need care because their parents work, we must support good care with trained professionals to help the very youngest children develop physically, emotionally, socially and intellectually.

All our infants have the right to thrive.

Babies have to be talked to, held when they're fed, cuddled, played with, rocked, smiled at and nurtured. A quality program for infants means such things as a low infant-to-staff ratio, consistent caregivers for each infant, developmentally and culturally appropriate interactions, materials and space designed especially for babies, and high parent involvement in what happens in the program.

Many licensed programs are unable to accept infants, particularly those with special needs, because of a lack of trained staff, the high costs of adult-child ratios needed to adequately care for those children, inadequate floor space and materials, and building accessibility problems.

The state should pay up to one-half the program's cost of care for infants when programs meet high standards. The departments of Community and Regional Affairs, Health and Social Services, and Education should develop a Criteria for Excellence for infant and toddler care to define those quality standards.

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*"Research has shown that a child's personality is developed by age 3 and that 50% of the intelligence measurable at 17 is achieved by age 4."*

—Burton White, early childhood psychologist.

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**Primary Grade Ratios:**

24

Early childhood, as the Commission defines it, is from birth to age 8 or through third grade. These critical years require special support and guidance as children establish their self-concepts, good judgment and view of the world. Skills learned in grades K-3 form the foundation for school success later. Self-esteem, confidence to learn and creative thinking depend upon the value, quality and soundness of the foundations built during these years. Group size and the number of adults among children in early childhood classrooms make a significant difference in the way they learn new skills and achieve self-confidence. The ratio of adults to children determines the amount of individual attention any child might receive and directly bears on building a child's self-esteem. This is true in public kindergarten and primary grades as well as in early childhood programs for younger children.

While Alaska establishes a maximum adult-to-child ratio of 1:15 for 5 year olds in child care programs and requires no more than 1:20 for other school-age children in group child care, no standards exist for class size or adult-to-child ratios for children the same age in public schools. Because of school budget cuts, overcrowding occurs in many schools. Kindergartens may now have 35 children assigned to one teacher. In such crowded classrooms, teachers cannot physically provide enough appropriate, concrete learning experiences or individual interaction. As a teacher from Dillingham told the Commission, children complain about "feeling squished."

The State Board of Education should adopt a policy urging a maximum of 20 children per teacher in kindergarten through grade 3. The state should help fund local district efforts to meet that ratio.



# 1. Quality: Well-Trained Staff

## BACKGROUND

Consistent, well-trained staff are the key to quality child care. If they understand child development and can recognize individual children's growth and development, they can provide the best activities, guidance and materials for that child. Parents can have more confidence that their children are in the best possible hands beside their own.

## RECOMMENDATION

The professional status of child care workers is undermined by low wages, lack of benefits, poor working conditions, society's low appreciation of their work's value, lack of education standards and the absence of professional career ladders.

### Education and Training:

25

Interaction between an adult and a child in care is a very critical part of any program. High turnover of dissatisfied and inadequately trained personnel creates an unstable and potentially unsafe situation for children. Trained staff from the children's primary culture are important to help children learn to function in a group and identify with an appropriate role model.

Child care providers have rarely been trained in child development, health or teaching methods. In response, the state developed the Education and Training Grant program in the Department of Community and Regional Affairs. Grants are competitively awarded for projects that will train practitioners and administrators in licensed centers and homes. Last year \$100,000 in state funds was distributed in 32 grants to 16 communities and three state-wide projects. This extremely popular program is an efficient, effective use of state funds.

Education and Training Grant funds from the Department of Community and Regional Affairs should be increased so eligible programs, organizations and communities can offer developmentally appropriate early childhood education/training and scholarships for courses and other professional development.

Regional training programs for providers who care for infants and toddlers should be continued and coordinated through the University of Alaska system and the Department of Education.

#### WHAT ONE GRANT BOUGHT

One program in Fairbanks received an Education and Training Grant of \$2,144 in 1986. With that small amount they purchased the following: 11 National Association for the Education of Young Children (NAEYC) videotapes, eight 1 1/2-hour local workshops and release time for 12 caregivers to spend 2 1/2 hours a day, four days a week for four weeks at the Career Training Center and two teachers to coordinate the early childhood workshops mentioned above. In addition, three centers paid the application fees for NAEYC Accreditation Self Study fees.

**Career Ladder:**

26

A student in Alaska currently cannot obtain a four-year degree in early childhood education or specialize in any related degree field, such as pre-elementary special education.

Alaska teachers possessing a Type A certificate, which makes them eligible to teach in early childhood grades K-3, may not have had any child development or specialized early childhood education courses depending on the college they attended. To promote developmentally appropriate classes in the primary grades, an early childhood 20-hour endorsement on the Type A teaching credential should be required. A specialized in-home training program for family child care home providers should be offered. Subsidies for substitutes should be offered through networking and resource and referral systems so providers can attend state, regional or local training sessions and workshops.

Although approximately 50% of elementary school students are in early childhood grades K-3, administrators seeking a Type B certificate cannot select even one early childhood course toward their degree. Administrative and graduate courses should be offered regularly.

Services to children in preschools and child care programs may be delivered by anyone 18 years old with just 10 hours of informal training. Those seeking additional education cannot find appropriate courses at the university level. With the consolidation of Alaska's community colleges into the university system, two-year early childhood degrees and one-year technical certificates in early childhood education which were offered in some communities may no longer be available. Alaska has no formal training system to support caregivers who want to complete the national Child Development Associate credential. The current Type E credential, designed three years ago for child care staff who had obtained a national Child

(Continued on Page 38)

The University of Alaska and the Department of Education should develop an early childhood career ladder that would do the following:

- a. promote a one-year technical credential for early childhood professionals.
- b. promote the existing Type E credential as the first step in a professional career ladder.
- c. establish a 20 credit hour endorsement for early childhood education on the regular Type A teaching credential.
- d. establish an Early Childhood Bachelor of Education Degree program, such as the model proposed by the University of Alaska Southeast and based on the guidelines developed by the National Association for the Education of Young Children.
- e. require newly hired teachers in grades K-3 to have an endorsement in early childhood. This requirement should be reasonably phased in.
- f. offer a minimum of one course in early childhood education as part of the sequence of elective courses required in a Type B administrative credential.
- g. establish a Pre-elementary Special Education Degree program in Alaska to meet the increasing demands for specialized training.
- h. establish a scholarship fund in conjunction with the Child Care Grant Program for child care providers, particularly in rural Alaska, to pursue further training and degrees such as the national Child Development Associate.
- i. offer subsidies for substitutes through networking and resource and referral systems so providers can attend state, regional or local training sessions and workshops.

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*A student in Alaska currently cannot obtain a four-year degree in early childhood education or specialize in any related degree field, such as pre-elementary special education.*

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## BACKGROUND

## RECOMMENDATION

Development Associate credential should be more widely encouraged.

The state must require the additional education and training and either provide it or the resources to do it. Requiring the training without making it available is impractical, and making it available without requiring it historically has not worked in this state. Given the low salaries, the low incentive to remain in the field, the high turnover and the high cost of time away from the job, training under the current situation is unrealistic for most child care providers.

Historically, the University of Alaska offered early childhood degree programs in the 1970s. The reason most often cited for eliminating these programs was lack of enrollment. Students reasoned, "Why should I get a degree in early childhood to work in a center that pays me \$4 an hour with no vacation and no benefits, when I could get a degree and a teaching certificate and make \$30,000?" Students interested in entering the early childhood field must be subsidized to attend courses and complete degrees. The university must be subsidized to offer relevant, high quality course sequences across the state.



# 1. Quality: Culture

## BACKGROUND

## RECOMMENDATION

**A**laska is rich in its diversity of cultures. What we teach our young reflects how we value those cultures. Early childhood programs across the state demonstrate that value in a wide variety of ways.

Some early childhood programs in Alaska assist children to integrate culture in a variety of ways. Model programs like Head Start have made a tremendous commitment to local

culture. Local people run the centers, determine the goals and priorities, speak the language, celebrate and promote important aspects of the culture. The programs are committed to involve families and the community in a young child's growth and discovery of the world.

### Local Hire:

27

Studies show that the early experiences of a child, particularly one from a low income or minority culture, significantly affect school and life success. Children from minority cultures must receive appropriate and rich experiences in their early years. Programs and materials should be culturally appropriate.

Many children's first language is not English. As children begin to find their way in the world their first language must be recognized. Assessment and evaluation—processes that follow children through school into adulthood—must recognize the child's primary language. In a country where educational success is too often determined by the ability to use English words and Western concepts, a child whose primary language is not English is often at a disadvantage and may be inappropriately labeled. Young children in this situation are often confused and develop poor self-esteem. Self-esteem and confidence learned early help children survive and thrive in a complex world. The Commission found that many problems described in the youth part of this report result from the lack of ability of educators and administrators to assist children to integrate different cultures in ways that build self-esteem and confidence.

Alaska must show its commitment to cultural diversity in early childhood programs where the next generation learns what to value.

More early childhood educators and family child care providers from Alaska's diverse cultures must be recruited, trained and hired in local communities.

*Alaska must show its commitment to cultural diversity in early childhood programs where the next generation learns what to value.*



**Awareness Training:**

28

Studies show that early interactions between children and adults significantly affect a child's competence and confidence in later life. Children from varied cultural environments must receive appropriate and rich cultural experiences that validate the cultural values and practices of their families and communities. Those who administer and teach early childhood programs need to understand and appreciate the cultural environment of the children with whom they work.

Child care providers, educators and administrators, should be trained to heighten their awareness of cultural differences and improve their ability to resolve issues in a culturally appropriate manner.

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*Children from varied cultural environments must receive appropriate and rich cultural experiences that validate the cultural values and practices of their families and communities.*

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**Assess in Primary Language:**

29

In Alaska, many linguistically and culturally different children are identified for special education services far out of proportion to their ratio in the population, especially as learning disabled and speech impaired. For young children just entering the system, this assessment could mean a brief treatment of a correctable problem or years of labeling in the special education system—one often perceived as different from the regular classroom. Early childhood teachers, school district administrators and special education staffs need training on language and cultural differences to be considered in assessing and placing minority students. Instructional aides, parents and volunteers from a child's home culture should be involved with primary assessment.

Screening and assessment of young children to determine developmental readiness for learning should be done in the child's primary language.

**Culturally Appropriate Materials:****30**

Minority children in an early childhood program need relevant, familiar materials and activities. Cognitive and language skills will be developed more easily when a child's home culture or the local community life and culture are integrated with the school culture. Validations of children's personal experiences make them proud of what they already know and confident to learn more to add to those experiences. The same materials and curriculum may enrich other children in the program, demonstrating from the beginning a respect and appreciation for cultures and languages other than their own.

Curriculum and materials culturally appropriate for Alaska should be available to all early childhood programs through the state library and other services.



# 1. Quality: Health

## BACKGROUND

## RECOMMENDATION

### Child Care Revolving Loan Fund:

31

Centers and homes that provide child care and education must be healthy for our children. But many programs are located in inadequate, makeshift spaces, sometimes poorly heated and often with minimal outdoor play space and equipment. When children spend so much of their time indoors, the space must be adequate for the number of children as well as well-lit, heated and maintained.

Child care is labor intensive and capital poor. Alaska used to have a Child Care Revolving Loan Fund for capital improvement. The maximum loan per facility was \$50,000. By banking standards the loans were small. Loans were only available to property owners who often did not run the programs. These factors make it extremely difficult for child care programs to find needed capital to improve existing buildings and make them healthy places for children.

Alaska should reinstate the low interest Child Care Revolving Loan Fund, increase its previous level of funding and simplify the required paperwork. This loan program provides funding support so child care facilities can meet all codes and ensure a healthy environment for our children.

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*Child care is labor intensive and capital poor.*

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### Comprehensive Health Screening:

32

Comprehensive health screenings assure parents and practitioners that the care for young children is appropriate to their needs. Screenings that check height and weight, blood pressure, teeth and include a random check for scoliosis promote normal growth and development. Regular attention to each child's physical health is essential to all children's well-being. The only funding presently available for comprehensive health screening of children in the Department of Health and Social Services is for children who have already been identified as developmentally disabled.

Required immunizations, adequate nutrition and access to medical, dental and mental health services are the right of all of Alaska's children and part of any quality early childhood system.

Comprehensive health screenings should be guaranteed to all Alaska's infants, toddlers, preschoolers and students, to identify problems as soon as possible to prevent more expensive treatment later.

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*Regular attention to each child's physical health is essential to all children's well-being.*

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## Respite Care and Therapeutic Services:

33

Maintaining the health of children with special needs is especially crucial to their growth. More children survive birth with severe disabilities as our knowledge in neonatal medicine expands. These children require expensive and life-long services. At least 11 children under 8 currently live in nursing homes in Alaska and eight children under 4 literally live in hospitals. The families of these children can be strengthened so they can adequately care for their children if they have support services. Services can include shared care, homemaker/home health services, respite care services, in-home child care, family subsidy programs, or specialized foster care.

An increasing number of Alaska's children require counseling as a result of trauma, emotional stress in their families or mental illness. These children should have access to therapeutic child care and counseling integrated with their families and schools. Therapeutic child and respite care can be important to prevent stress-related mental health problems that may arise without time-out periods for parents.

The state and local communities should fund low-cost respite care for families who need child care relief for brief periods of time. Therapeutic services for young children with special needs and their families should also be supported by the state and local communities. Both services should be promoted through resource and referral services.

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*"The working poor do not have the resources for a 'time out' from their children."*

—Milli Andreini, Director,  
Anchorage Child Abuse Board

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## 1. Quality: Regulations

**R**egulation of early childhood programs is a state responsibility, a necessary consumer protection for parents and children. Regulation helps assure children's rights to an acceptable level of care. Regulations help ensure that children are not at risk and are in a safe, healthy environment while their parents work.

In Alaska, general confusion and misunderstanding exist about regulations and which state agency does what. This confusion contributes to incoherent public policy, which has resulted in gaps and overlaps in the regulations and in agency responsibilities.

The Department of Health and Social Services, for example, regulates and licenses child care centers and family child care homes with one set of regulations.

The Municipality of Anchorage uses that set along with its requirements to regulate programs there.

The Department of Education regulates and certifies pre-elementary schools for 3- to 5-year-old children when the programs receive direct state or federal aid and their primary purpose is educational.

The Department of Community and Regional Affairs monitors the Day Care Assistance Program, Head Start, Child Care Grant Program, Education and Training Grant Program, Dependent Care Grant Program, and Kawerak Early Childhood Programs.

The Department of Environmental Conservation conducts sanitation inspections.

The Department of Public Safety conducts fire inspections.

Other regulations also cover child abuse reporting and investigation, and the food services program. In all, six state agencies and the federal government are involved.

No one minimum standard of care exists for all children in Alaska as it does in most other states. The Department of Health and Social Services' regulations, which now apply to out-of-home care but not preschools, could be modified to include children of all ages in various settings. These regulations are the best guarantee of children's general health and safety so the current pre-elementary school regulations could be repealed, reducing gaps and overlaps in the state system.

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*Regulation helps assure children's rights to an acceptable level of care. Regulations help ensure that children are not at risk and are in a safe, healthy environment while their parents work.*

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## Basic Regulations:

34

Serious inequities separate regulations governing preschools and child care centers. For example, child care center regulations require acceptable adult-to-child ratios, facility square footage, training in child development of center administrators, healthy behavior management techniques and the specific scheduling of developmentally appropriate activities. Preschool regulations require none of that, except for a general training plan for staff.

The guarantee of minimal safe care for one 3 year old may vary widely, depending on whether that child attends a child care center or a preschool. The Department of Health and Social Services' regulations are more complete standards. They could be slightly modified to include all programs for children in care, regardless of the number of hours in care or the program's title.

Regulations should be easy to understand and widely distributed. They represent our common expectations for the safe and appropriate care of Alaska's children and are every child's right. A media campaign would do much to increase the number of regulated programs and promote a higher level of quality and parent awareness.

One standard set of basic child care regulations for all Alaska's children in early childhood programs should be used. The Commission recommends that all child care and preschool programs serving children from birth to age 8 be called Early Childhood Programs to build a community among providers and educators and to heighten public awareness of our common commitment to quality care for all children regardless of the number of hours in care.



**Licensing/Technical Assistance:****35**

Regulations are ineffective if they are not monitored by licensing specialists to ensure that they are being met. A well-trained licensing specialist educated in child development and other necessary skills can also offer needed technical assistance and informal training to program administrators. Regular interaction with a licensing specialist can give child care providers a different perspective on their programs.

While the number of children in child care and the facilities serving them have increased dramatically in Alaska in recent years, the number of staff to support, supervise and monitor these programs has dramatically decreased. Lack of adequate licensing staff also means long waiting lists for licensing inspections and delays of up to a year. This may drive providers underground and weaken the state's guarantee of minimum quality. Licensing specialists are in severely short supply in the departments of Health and Social Services, and Education.

The departments should explore local and regional support for on-site monitoring so that, if possible, private contractors can assist in preparing prospective homes and centers for the actual licensing inspection. Travel funds to serve child care centers, homes and preschools across the state are also scarce. As of 1987 the Department of Public Safety can no longer conduct timely fire inspections at no cost to centers, which are required to be inspected to be licensed.

The Department of Health and Social Services must fund adequate numbers of trained staff whose primary responsibility is to license homes and centers. In addition, the departments of Education, Community and Regional Affairs, Public Safety and Law must fund and maintain qualified staff to monitor programs and grants, review regulations, develop policies and provide technical assistance and training. Licensing staff should conduct periodic unannounced visits to centers and homes. The state should guarantee timely fire inspections at no cost to centers.

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*Regulations are ineffective if they are not monitored by licensing specialists to ensure that they are being met.*

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**Interagency Coordination:****36**

Three state agencies with different perspectives have been most active in early childhood regulations. Unlike many other states where agencies dispute and battle for turf, staff of Alaska's departments have proven they can cooperate and support each other. A diversity of agencies active in early childhood is a strength only if they coordinate.

Though the 1982 Tri-department Agreement on Early Childhood mandates cooperation in five areas of mutual concern, tri-department meetings between the departments of Health and Social Services, Education, and Community and Regional Affairs have not been agency priorities. They are irregular and less effective than they could be. This structure has also not included the three other key agencies who must be involved—the departments of Public Safety, Environmental Conservation, and Law. The expanded committee structure could offer a forum for policy development, advocacy and information sharing if the agencies would emphasize it.

In addition, the Interagency Coordinating Council, mandated by P.L. 99-457, involves some of the same agencies along with the Governor's Council on Handicapped and Gifted. Under this mandate they must cooperate to plan and deliver services for young children with special needs. Collectively, the expanded tri-department committee could do much to help implement a comprehensive system for care and education for all young Alaskans and their families.

Cooperation and planning among the six state agencies involved with early childhood education and child care is essential. The tri-department Interagency Committee on Early Childhood should be expanded to include all these agencies and the Governor's Council on Handicapped and Gifted. The committee should be promoted and funded and should hold quarterly public meetings to implement a first-class system across the state.

**Anchorage Licensing:****37**

Anchorage is the only Alaska community that has additional requirements, beyond state licensing, for operating child care centers. This dual licensing is expensive and confusing for the public and child care practitioners. The municipality began work to take over the state licensing responsibility in January 1987. The process is not yet finished.

The Municipality of Anchorage, which is scheduled to assume licensing responsibilities for child care center programs there, should work closely with the Department of Health and Social Services to enforce common standards and promote high quality programs. The Department of Health and Social Services has a skilled and seasoned staff. Their experience, historical perspective and training should be used on a consulting basis by the municipality for at least a year after it assumes the licensing responsibility.

## 2. Affordability

**M**illions of parents in this country are not working because they can't afford to pay child care expenses. Millions of children whose parents work and can't afford child care are left alone to care for themselves, for each other and even for younger siblings, including infants. In a family where both parents work, child care may be the second largest annual cost after housing. Low-income families may pay one-third to one-half of their monthly paycheck for child care.

The gap between how much parents can afford to pay and how much it costs to provide quality child care is currently being filled by low-paid workers subsidizing the industry, working for poverty wages with no benefits and by overcrowding children in inadequate facilities. In Alaska 90% of home care providers and 56% of those who work in child care centers earn below poverty wages. They make less than parking lot attendants or zookeepers.

Child care for working parents in Alaska is expensive. In March 1987, infant care ranged from \$321 to \$521 per month, preschool care from \$301 to \$450 per month, school-age child care from \$132 to \$215 per month and care for children with special needs from \$600 to \$1,200 per month. High quality care may be even more expensive.

Nationally, a recent survey of 600 American families, commissioned by the American Federation of State, County and Municipal Employees, recalled that nearly 40% of their respondents felt they cannot afford their current child care arrangement or the arrangement they would prefer. Much evidence indicates that Alaskans would agree. Family incomes cannot support the current system, let alone add needed resources to improve quality. The state must become involved.

What does child care actually cost?

The charts on the next pages illustrate the realistic operating cost for quality care in this state. They do not include capital costs and are based on Department of Health and Social Services requirements for child care centers,

including a 1:10 ratio of staff to children. The cost is calculated for a program serving 100 children, offering breakfast, lunch, one snack and preschool activities that is open from 7 a.m. to 6:30 p.m. Very few parents could actually support such a program, even when those costs are far below a public school education.

To have affordable, quality child care, Alaska must recognize that society as a whole, and not just parents, is responsible for the care of our future generation. Public resources must be dedicated to reducing the affordability gap and to filling the quality void. The price we as a society will pay if we do not assume this responsibility and help fill this important gap will be devastating in the long run to our educational system, economy, international competitiveness and ultimately our viability as a nation.

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### *Child care for working parents in Alaska is expensive.*

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If Alaska is to develop a first-class child care system, Alaska's employers must take a more active role in that system. For most employers child care affects productivity, profits and employee morale. Child care is important because parents who have it are better workers, not absent as much and stay with their jobs.

Any business can join in reaping the benefits of flexible personnel policies through direct financial assistance, or indirect assistance like resource and referral services to employees, if direct provision of child care is not realistic. Employer-sponsored child care has been the fastest growing part of the child care industry nationally. In 1982, 450 identified employers nationwide offered child care to their employees. Today more than 3,000 employers see the benefits in sponsoring child care.

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*To have affordable, quality child care, Alaska must recognize that society as a whole, and not just parents, is responsible for the care of our future generation.*

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In Alaska, the Municipality of Anchorage offers a choice of benefits to non-union employees and parents can pick child care at pre-taxed dollars. ARCO-Alaska's Dependent Care Task Force has developed a range of options for that company. Many small professional corporations offer a full range of child care benefits.

Anchorage's Providence Hospital and Ketchikan General Hospital have been among the few employers to offer employees on-site child care.

A partnership of public and private employers, parents and the community must work together to support quality child care in Alaska.

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## Operating Costs for Quality Child Care

<u>Expense</u>	<u>Cost/Month/Child</u>	<u>Description of Allocation</u>
Teachers	\$300	Full-time teachers @ \$2000/month (\$11.50/hour) and Part-time teachers @ \$1000/month
Food	120	2 meals @ \$2.25 each and 1 snack @\$1/day
Rent and Property Tax	54	\$1 per square foot @ 35 sq. ft./child, 65% usable
Staff Benefits	80	7.5% Social Security, \$75/month health insurance, 2 weeks vacation and 12 days sick leave and reduced child care cost for one-half of one child
Administrators	60	Average of \$2160/month @ 1.6 per program
Supplies and Educational Materials	50	Office, kitchen, classes and equipment
Support Personnel	40	Cook \$1500/month, bus driver \$1500/month, part-time janitor \$1000/month
Utilities	20	2.47% of budget
Maintenance	20	2.47% of budget
Miscellaneous	<u>10</u>	1.23% of budget
Total	<u>\$754</u> per child per month	

Assume a child care program with one class of maximum enrollments in each age group children attending full time. Enrollment income would be as follows:

5 infants	@ \$425/month	\$ 2,125
6 toddlers	@ \$375/month	2,250
10 preschoolers	@ \$325/month	3,250
15 kindergartners	@ \$225/month	3,375
20 school age	@ \$150/month	3,000
Total		<u>\$14,000</u>

To calculate staff and benefits costs, assume an average wage of \$5.50 per hour, which higher than the current average is still not adequate compensation for the level of responsibility commitment and knowledge required to do a good job.

Benefits were computed as follows:

- 1 day/month sick leave
- 10 days per year vacation time (for full-time employees only)
- 7.5% of gross wage for Social Security
- 2.34% of gross wage for ESC taxes
- 0.47% of gross wage for workman's compensation insurance
- 66% of health insurance premium (no dependent coverage)
- No retirement
- 50% reduced child care charge for first child

Based on the above assumptions, the following are staff costs:

<u>Position</u>	<u>Wages and Benefits/Month</u>
1.5 infant teachers	\$1,923
1.5 toddler teachers	1,923
1.5 preschool teachers	1,923
1 kindergarten teacher (6 hours/day)	1,078
1 school age teacher (3.5 hours/day)	553
1 bus driver (5 hours/day)	787
1 janitor/maintenance (5 hours/day)	787
1 cook (8 hours/day)	1,294
1 director (8+ hours/day)	2,596
Total	<u>\$12,864</u>

The difference between income and staff wages and benefits of \$1,136 must cover rent, insurance, food, vehicle maintenance, utilities, supplies and equipment. Receptionists, typists, accountants are luxuries few child care facilities can afford.

—Prepared by Commission member

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## Comparison of Public Schools and Private Child Care Programs

	<u>Public Schools</u>	<u>Private Child Care Facilities</u>
Program hours/day:	6.5	11 (average)
Children/teachers:	25+:1	5:1 (under 12 months) 6:1 (under 30 months) 10:1 (preschools) 15:1 (kindergarten) 20:1 (school age)
Student days/year:	180	252 (average)
Facilities:	Designed for children Paid for by government	Seldom designed for children Rented and renovated or donated by churches
Teacher qualifications:	Type A certificate/ 4 year degree	None (18 years old)
Teacher pay:	\$41,000/year, 9 month contract	\$6,890/year, 9 months \$9,180/year, 12 months
State support:	\$435/month/child plus capital appropriations	\$11 to \$25/month/child approximately
Local support:	Approximately 20% of operating budget of school district plus bond support	None, except in occasional rare grants for non-profits in general
Parent funding:	None required	85% to 100%

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**Day Care Assistance Program:**

38

Alaska has few programs to assist parents with child care costs. The Day Care Assistance Program subsidizes a portion of the cost of licensed child care for parents with low and moderate incomes who are working, in training or in school. With just modestly increased funds, it will not be able to serve moderate income families. Begun in 1976, it was the first of its kind in the country and is now available in 37 Alaska communities that have licensed child care centers and homes. Parents select child care arrangements and payments are made to the licensed programs. Parents must pay the difference between the state payment and the program fees.

More than 90% of the families using the program are single parents. In many communities, all families served are below the poverty line. Also in many of the smaller communities, 40% of the families served are two-income families—the working poor. This locally administered program offers a sliding fee schedule. As incomes rise, parents pay a larger percentage of child care tuition. Many parents gradually work themselves off the program.

Waiting lists have plagued this program since its start. The lists are caused by lack of child care space and program dollars. These two factors directly correlate in many rural communities. The lack of licensed child care space prevents eligible families from receiving financial help. In urban communities, lack of specialized care and programs open during non-traditional work hours force parents to either quit work or leave children home alone.

The state should increase funding for the Day Care Assistance Program to serve more families and expand eligibility.

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*Alaska has few programs to assist parents with child care costs.*

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**Facilities:**

39

Along with local communities, churches and the state can help lower child care costs. Many child care facilities are inadequate for young children. Many public facilities, however, are already suitable for children. Schools, for example, have playground facilities and other suitable areas. State and municipal buildings offer opportunities for child care because employees who are parents work there.

Buildings not fully used should be made available for child care, including churches, schools, state office and municipal buildings, and vacant buildings held by state agencies such as the Alaska Housing Finance Corporation.

**Flexible Personnel Policies:**

40

Public and private employers should support working families to meet their child care needs. Many employers may be unaware that their current employees may be two wage earner families with children or single parents and that child care is one of their major stresses. Parents need a leave policy that includes parental leave, job sharing, flexible hours, part-time employment, use of sick leave to attend sick children, parenting education, training of supervisors and administrators about the needs of working parents, child care available on or near the job. Ample research shows that quality employer-sponsored child care is good for business.

All employers, public and private, should adopt flexible personnel policies that meet the needs of parents and families.

**State as a Model Employer:**

41

The State of Alaska is the largest employer in Alaska, but its policies do not acknowledge the needs of working parents. One-third of the 1,100 respondents in a 1984 survey of state employees felt that their child care needs were not being met—that their children were in programs that offered inadequate or no learning activities and were very expensive or overcrowded. More than a third of single parents felt their needs were not being met. The federal government is the second largest employer in the state. The military is the only federal employer currently offering child care services in Alaska.

The state should develop a Model Employer Plan. Such a plan would consider job sharing, flexible hours, part-time employment, use of sick leave to attend sick children, parenting education, training of supervisors and administrators about the needs of parents, and child care on or near the job. Under the leadership of the Department of Administration, the state's Model Employer Plan should include statewide policies that address the needs of working parents as determined by a needs assessment. Each agency should submit its plan to implement a Model Employer Plan to the Department of Administration.

**Optional Child Care Benefits:**

42

Child care is fast becoming the newest form of employee benefits for state and local workers, *Governing* magazine reports. At least six states provide on-site child care for statehouse employees. Connecticut is the first to make it available to legislators and people attending public hearings. States that earlier decided to provide child care for legislative employees include Arizona, Maryland, Ohio, Washington and Wisconsin. In five other states, legislatures have provided on-site child care for other state workers but not their own employees. Thirty-three states are either offering or planning some form of child care related benefits for their employees.

The state should make child care an optional benefit for state employees through the Supplemental Benefits System.

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*"A conservative estimate of the cost to the State of Alaska for employee time lost in Juneau and Anchorage as a result of child care concerns is \$539,003 per year."*

—The Alaska State Employee Child Care Survey, Richard Smiley, South East Regional Resource Center, January 1985.

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*Child care is fast becoming the newest form of employee benefits for state and local workers.*

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**Employer-Sponsored Child Care:****43**

Alaska's employers lack awareness about the importance of quality child care for today's work force. Other places in the country have forged successful partnerships between public and private employers, parents and the larger communities. For some it has meant creating space to set aside in new and existing facilities for child care services. Models of such attempts are the City of San Francisco and the City of Honolulu.

The state should launch a new public/private initiative on employer-sponsored child care. A task force of individuals from the public and private sector should be created to develop a statewide strategy.

Information about quality child care should be provided to new and existing businesses, community leaders, Chambers of Commerce, mayors, local planning departments and those businesses whose corporate headquarters are outside Alaska, through the departments of Commerce and Economic Development, and Community and Regional Affairs.

The state should establish a business tax credit that would stimulate employer subsidies and cover resource and referral as well as child care services.

**Municipal Child Care:****44**

See Background for Employer-Sponsored Child Care above.

Local decision makers, including planners, zoning boards and developers, should be encouraged to investigate successful models elsewhere that set aside space for child care in public facilities.

### 3. Accessibility

#### BACKGROUND

#### RECOMMENDATION

#### Resource and Referral Agencies:

45

Parents often have difficulty finding child care that meets their needs and matches their resources. Resource and referral centers assist parents to find affordable, appropriate child care. They also sponsor parent education and collect information about local community needs for different kinds of care. They are "one-stop shopping" for any parent's child care needs.

Child Care Connection in Anchorage is now the only child care resource and referral center in Alaska. Its staff could serve as consultants to other communities interested in establishing a resource and referral network. A resource and referral network links regions and promotes a statewide awareness of quality, as networks have done in other states.

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*Resource and referral centers are "one-stop shopping" for any parent's child care needs.*

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A statewide system of resource and referral centers to help parents find accessible, affordable, quality child care should be funded jointly by the state, local businesses, school districts and other agencies.

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*"Universal access, based on parental option, must be the cornerstone for all policies for young children."*

—Four Year Olds, Who Is Responsible?  
Report to Connecticut Board of Education,  
1985.

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**Family Child Care Providers:**

46

Parents who work rotating shifts, nights or weekends, or who have children with special needs require programs with licensed and trained caregivers. Too few programs offer flexible hours, overnight care and flexible staffing to ensure safe care for children. Not enough family child care homes exist to accommodate the needs of parents who work a non-traditional or normal schedule. The result is a near crisis in urban and rural Alaska.

In rural Alaska, children are predominantly cared for in centers rather than homes, giving parents fewer options. No care is available for many who work non-traditional hours or schedules that take them out of town. In these and other instances a family child care home can offer a kind of care that larger centers cannot provide—a home away from home with few (by regulation fewer than six) or no other children and the same adult. Many parents prefer this for their young children, yet it becomes more difficult to find.

The number of family child care homes licensed by the state is the lowest since 1982 while more two wage-earner families than ever need specialized care. In Anchorage alone in January 1987, 87% of parents seeking child care for their children under 36 months old sought family child care. Only 115 active family child care homes, with a licensed capacity of 332 children, provided child care in Anchorage. Even with families leaving Anchorage, Child Care Connection, the local resource and referral agency, estimates Anchorage's current need to be a licensed capacity of 5,000 children in family child care.

Current data and future projections indicate an urgent need to recruit more family child care providers.

Resource and referral agencies should receive incentive grants to recruit, initially train and help develop a continuing training program for family child care providers.

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*Not enough family child care homes exist to accommodate the needs of parents who work.*

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**Range of Care:**

47

A system of accessible child care must be designed to meet the varied needs of all of Alaska's working parents and those in job training. It should serve school children, children with special needs, infants and toddlers and mildly sick children. Low-income families especially need additional assistance for affordable, quality care so parents may remain in Alaska's work force. Urban and rural families need access to quality care.

Families with children with disabilities need child care as much as other families, but in Alaska too few facilities meet their special needs. The number of children with special needs is predicted to increase dramatically in the next decade because of advances in modern medicine and the unmet needs and problems of pregnant mothers. Besides providing suitable care for children who need it, placing children with special needs in licensed programs can significantly improve their ability to enter the public school mainstream later.

Quality is of special interest in infant care programs. Babies need appropriate stimulation from the same caregiver every day; continuity is important for all children but especially for infants.

Mildly sick children, whose ailments are not highly contagious, need care if their parents work. Unless a friend or family member is available to stay with a sick child, current options are limited and often undesirable: take leave and stay with the sick child; send the sick child to school or child care; leave the sick child home alone. Alaska has facilities, like the St. Jude's Center in Juneau, where mildly sick children are easily cared for along with other children. Other programs should be created based on these models.

A full range of child care services must be made available for parents needing out-of-home care for their children. This range should serve infants and toddlers, preschoolers, school-age children, children with special needs and mildly sick children.

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*"Children don't start learning at age 5 and they don't stop at 3:00 p.m."*

—Sue Oliphant, Latchkey Program,  
Auke Bay School, Juneau

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## School-age Child Care:

48

Child care can be very difficult to locate for the growing number of young school children who care for themselves in the morning and afternoon while their parents work. This situation can be dangerous. In addition to loneliness, boredom and fear, some children risk accidents and abuse by other children and adults. Being left alone can also have life-long negative effects on children's adjustment, school achievement and self-image.

Child care for school children is difficult for working parents to arrange. No statewide system addresses the need. In 1987, the Community Schools program helped provide care for school children in 27 public schools in the state. Budget cuts eliminated approximately 75% of the Community Schools professional staff who had expertise to run such programs. Growing numbers of private centers also care for children before and after school because demand has increased. We need to ensure that all these programs are safe and healthy for children.

A network of affordable care programs for school-age children should be developed throughout the state. Public schools should coordinate and collaborate with local private child care providers and parents. Schools should dedicate adequate developmentally appropriate space available for before and after school care. Technical assistance, training and other support should be provided through the Department of Education's Community Schools program, resource and referral agencies and others to encourage new program development. Community Schools funding should be reinstated to coordinate school-age care.



**Head Start:**

49

Head Start is the most well-known early childhood program in the country. Children in centers are usually served four hours a day, four days a week in this comprehensive program designed 20 years ago to give low income children in America a better start in life. Head Start's 1986 estimated cost in Alaska was \$4,067 per child, funded by the federal and state governments. Though the program serves 1,700 children in Alaska, a waiting list contains 915 other eligible children and 65 other communities requesting a program. In addition, there are rural communities that have too few children to operate a program though they are eligible under federal guidelines.

Many low-income families do not attempt to be placed on Head Start waiting lists because child care is not available before and after the program and on days when the program is not open. Kid Corps, which operates five Anchorage Head Start programs, is developing an integrated Head Start and child care program, which could serve as a model for future programs.

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*"A \$1 investment in quality preschool education with low income children returns \$4.75 to the state, because of lower costs of special education, public assistance, and crime."*

—Report of the Select Committee on Children, Youth and Families of the U.S. House.

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The state should make Head Start services available to all of Alaska's eligible children and their families. For eligible families who cannot participate because of additional child care needs, the state should assist Head Start programs to develop integrated child care systems so parents could continue employment or job training while their children are served cooperatively by Head Start and child care centers and homes. In communities with too few children to establish a Head Start program, assistance should be provided so school districts or other community-based organizations can offer this model program for young children and their families.

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*Many low-income families do not attempt to be placed on Head Start waiting lists because child care is not available before and after the program and on days when the program is not open.*

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## 4. PARENT SUPPORT AND TRAINING

### BACKGROUND

**G**ood parenting is both art and science. This skill can be improved through training and mutual support. Programs need to be available to assist parents with day-to-day support and nurturing of their children. Though one of the most important adult functions, parenting is rarely learned except through trial and error. Frequently parents raise their children the way they were raised.

Community agencies, churches, employers, programs and schools can assist parents to do their job if parents, teachers and the people

### RECOMMENDATION

who work with children understand and cooperate in their roles. The effectiveness of community programs can be enhanced through cooperation in parenting. All parents are under stress at times. Parents can learn to deal more effectively with their emotions and children and thus provide healthier care and avoid abuse and neglect. Parents and child care personnel can help each other care for children if they understand each other and learn to work together. Prevention can avoid costly treatment later.

### Parent Support:

50

Child care in Alaska, at home and away, will be considerably improved if additional parenting classes are made more widely available. Teen parents need the support and assistance parenting courses offer. Grade school children can more effectively deal with their young siblings and peers if they understand early child development. Young parents with little previous experience with infants and children can expand their abilities to cope with stress and learn how to help their children develop in healthy and productive ways.

Infants with special needs are most at risk from inadequate or non-existent care. Early help and support for the parents of infants with special needs will save the state significant money in the future as demonstrated by the success of the home-based Infant Learning Program, which identifies infants between birth and age 3 with special needs and infants at risk and provides services in the home.

(Continued on Page 63)

Alaska should adopt and fund a comprehensive parent support and training program. High-risk families should be especially encouraged to attend training programs through financial incentives. Many community organizations such as churches, hospitals, public and private employers and volunteer organizations should be encouraged to offer parenting classes. Model programs and curricula should be available at a low cost.

Help and ideas are offered through group discussions, home visits, parent-child activities, quality early childhood services, lending libraries of books, toys and other learning materials, events for the entire family and special programs for parents of infants, working parents and multiple stress families.

The most successful programs during the period from birth to age 5 have certain basic characteristics, David Hamburg, president of the Carnegie Corporation, told Congress. He testified that they start early, involve parents substantially in the effort for the long term, strengthen natural social support networks, provide educational activities for young children that have a moderately stimulating quality and sustain contact with mothers and children over relatively long periods.

Parent support and education are an important part of a quality child care system in Alaska and are an effective way to strengthen our families. States such as Minnesota, Missouri, Connecticut and Maryland offer such programs.

In Minnesota, for example, the program's primary goals are to support parents in their efforts to raise children, offer child development information and alternative parenting techniques, help create effective communication between parents and children, supplement children's discovery and learning experiences and promote positive parental attitudes throughout a child's school years. This successful program is available to all Minnesotans and shows how such community-based parent training in Alaska can be an important part of strengthening families.

As part of education reform, a number of states have established parenting education and support programs to prevent school failure. The National Governors' Association's recent report, "The First Sixty Months," also focuses on the need for early preventive intervention and highlights programs underway in

19 states, many of which include substantial family involvement. Several states have provided financial incentives for families most in need of support and least able to afford it.

The primacy of the family's role in child development is indisputably one of the most important American values. We in Alaska must support and nurture our families in order to nurture our children. *(See Recommendation 1, page 15.)*

**Media Campaign:****51**

A campaign is needed to raise parents awareness of good parenting techniques.

Audio, video and print media should be encouraged to deliver more parenting advice and skills to their audiences.

Up until the establishment of village high schools, people in their teen years had been for the most part absent from small rural communities. This means that for at least three generations the art of raising teens was not passed down. Prior to public education, this segment of the population was being educated in traditional roles—hunter, household maker, etc. They had a definite slot to fit into. Come 1976, parents couldn't even turn to their parents or grandparents for advice. . . .

I believe the extreme problems happening now in rural Alaska are a result of this neglect. In a lot of cases, the problem people are graduates from

the Regional Education Attendance Area (REAA), young people who have modeled after the alcohol abusers, which means they have perpetuated the other problems of beaters, sexual offenders, child abusers, etc.

This should not be construed to mean I think the REAAs have failed. All communities are glad to have their youth at home and most of the students are pleased with their education. The problem is that parents are frustrated at the lack of control they feel they have of the youth. They don't know how to guide them. Parents have no role models either.

—Letter from Sherry Ruberg, Program Director, Aleutian Region School District

## YOUTH ISSUES: Introduction



**A** statistical snapshot of Alaska's youth freezes one moment, which may or may not accurately reflect life's moving picture. A series of such snapshots of Alaska's youth during the past decade would show movement hard to deny. The snapshots would picture a generation of young Alaskans falling behind their peers nationally because they are not ready socially and economically to be self-sufficient or contribute to community economic self-sufficiency.

*This generation is at risk.*

The statistics tell only part of the story, but an important—and disturbing—part. In the next section, covering youth issues, we present information that shows Alaska's young people are at or near the top nationally in their rates of experiencing family violence, attempting and completing suicide, abusing substances, running away from home, becoming pregnant and parents while teenagers, and dropping out of school.

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*The snapshots would picture a generation of young Alaskans falling behind their peers nationally because they are not ready socially and economically to be self-sufficient or contribute to community economic self-sufficiency.*

*This generation is at risk.*

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Basic academic and vocational preparation is one part of being economically ready for a productive adulthood. Other parts are the self-esteem of youth, their connection to families and communities, their freedom from victimization and despair. Alaskans must do more to create these conditions for our youth too.

National estimates are that 15% of American youth are disconnected from their families, schools and communities. By the indications we present, Alaska's youth are at even greater risk of becoming disconnected. Our recom-

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*What I want to do is establish a system that prepares the children of this state to enter into the world of economic self-sufficiency. What we want to do is remove the barriers that stand in the way of children to enter into the economic world that we're going to face in the future. . . .*

*We have a long-term goal here to make sure that we do everything we can to see that our youth are healthy and well-adjusted and able to enter the world of the future. It's going to be a world in which the government is going to be able to offer less security than has been the case in the past. It's going to be a world in which individual incentive is going to account for a whole lot more than dependence on the government.*

—Remarks by Governor Steve Cowper to the June 12, 1987, meeting of the Governor's Interim Commission on Children and Youth in Juneau, Alaska.

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mendations respond to this high risk and to the trends and facts that make Alaska unique and the challenge particularly great.

One trend is our birth rate, the second highest in the nation. Already, one in three Alaskans is under 18, compared to the national rate of one in four. Our high birth rate and young population means we can count on a youthful population for some time. We also have the nation's second highest divorce rate, meaning that most of Alaska's families, and the children in them, will experience family

breakup and transition. Our recent history of boom and bust economic cycles, along with common seasonal swings in employment and unemployment rates, rounds out a picture of a state that is rich in natural resources but lacks real economic stability and struggles to overcome pervasive family breakup and cultural conflict.

All youth and their families live with these trends in Alaska. The additional challenge of cultural change and the stress it has brought during the last 30 years, however, is as deep and significant for Native cultures as the Industrial Revolution was 100 years ago. The subsistence tradition is a viable option for many Native youth, but we heard elders who worried that Native youth were not learning it. Attending college or other new options are possible choices too, but we heard other Native leaders who worried that their children were not learning this either. For some, walking in two worlds is possible; for others, choices must be made. Where will Native youth live, what will they do, what relationship with their villages or their families in urban areas will they have, and what will they in turn teach their children?

We have focused often on the concerns of Native youth and families, but another trend all Alaskans experience is a broadening of our ethnic diversity. Increasing numbers of Hispanics, Filipinos, blacks and other ethnic groups with their own cultural heritage, and their own particular experiences with success and discrimination, add to our opportunities to strengthen cultural appreciation and richness, or to the risk of limiting self-esteem, cultural values and economic opportunities for many.

We cannot "teach" self-esteem in the classroom. Self-esteem can be built only through success and with nurturance from the family and community. Creating and maintaining the conditions in which this elusive trait can develop are at the heart of what we must do to prepare youth of varying backgrounds for the complex future.

The future is not all bleak. Most Alaskans reach adulthood without becoming casualties. The system worked for them and their families, even if tenuously. Our research found numerous policies and programs here and elsewhere that work, examples we can emulate to promote healthy, productive, capable children and youth.

We don't have to start from scratch. We already possess many answers. We've chosen to limit our discussion here to six of the most pervasive—and interconnected—problems our youth face: family violence, suicide, substance abuse, teen pregnancy and parenthood, running away, and dropping out of school. Although each of these problems seems unique, they all have common underlying causes. These causes include the following:

1. inadequate basic academic and life skills;
2. low self-esteem;
3. insufficient emotional connections among youth and their families, schools and communities;
4. insufficient attention paid to individual and cultural differences in values, interests and needs;
5. inadequate resources devoted early enough in children's lives to prevent problems before they occur.

Our recommendations address these causes. The recommendations that follow can help re-stimulate the concept of healthy communities. We believe communities that can heal from within, using their own emotional and cultural resources, assisted by government's financial resources, are better off in the long run than communities that cannot.

These recommendations are part of a sustained effort we must make from before birth through early childhood and graduation or preparation for careers.

# YOUTH: RECOMMENDATIONS

## FAMILY VIOLENCE

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**F**amily violence passes from one generation to the next with alarming regularity, often escalating in severity. Children in violent homes learn violence much as they learn other behaviors. Witnessing violence teaches that violence is a normal way to solve problems. Family violence today sets a time bomb that will explode years later when abused children become abusers of their own children. Children who watch one parent hit the other repeat the behavior in their own adult relationships or in the community.

Most Alaskan families protect and nurture their members. For many children, however, violence and child neglect within the family create trauma, pain and long-term problems. Family violence is defined as acts of physical or emotional abuse inflicted against children and adults by people who are related or living in the same household, neglect of children by their custodians and parental kidnapping.

Studies have indicated high correlations between child abuse and deviant behavior among violent juvenile delinquents and adults who committed violent crimes. Most violent criminals were severely physically or sexually abused as children. Children raised in violent homes often have low self-esteem, and alcohol or other drug problems. They often run away and are suicidal. Preventing and treating family violence is imperative if society is to cut the intergenerational connections between violent behaviors. Family violence cannot be tolerated.

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*"The only truly effective counter to senseless hate is senseless love—the more the better."*

—Tom Anthony, Youth at Risk program,  
Anchorage

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- The Division of Family and Youth Services receives 20,000 child abuse and neglect reports a year. Although many are unsubstantiated, this heavy volume creates a caseload for social workers that is three to five times the national average.

- 19,000 Alaska women were abused by their partners in 1986; 63% of those women had children who were abused.

- The number of children receiving child protective services statewide increased 20 percent in just one year from 7,700 in 1985 to 9,200 in 1986.

- Sons who witness their fathers' violence have a 1,000% greater chance of becoming abusers than those who do not.

- Adult sex offenders say they committed two to five times as many offenses as the number for which they were charged and they usually started as juveniles.

- Children under 10 are most likely to be molested by a relative.

- Programs funded by the Council on Domestic Violence and Sexual Assault annually serve approximately 2,500 children who have either witnessed or been victims of family violence.

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## Victims of Family Violence:

52

Child abuse and neglect can and does result in death or life-long problems. The degree of harm depends on the child's age, the relationship between the child and the offender, the nature and length of the abuse or neglect, how disclosure is handled, and the support and assistance the child receives. Children who are victims need counseling, protective services and other therapy to alleviate their pain.

The Division of Family and Youth Services can only handle emergency abuse cases because of a traditional shortage of child protection caseworkers and recent funding cuts. For the same reasons the agency cannot handle neglect cases. Yet, we know that child neglect has serious, long-term consequences. The division needs additional funding to lower average caseloads to 50, still more than double the level recommended by the Child Welfare League of America.

Funds are also needed for more Department of Law personnel to increase the proportion of abuse cases that are litigated or prosecuted and to offer additional child protection services.

Community-based, intensive counseling services in families' homes protect children while simultaneously strengthening their families and avoiding unnecessary removal of the child from the home. These cost-effective community services have not been sufficiently funded.

Increases in services are necessary but not sufficient. Greater interdepartmental recognition of the relationship of domestic violence, child protection and child custody issues should be reflected in policies and programs.

Increased resources should be made available to protect, support and treat children who are victims of physical or sexual abuse, or neglect.



**Witnesses to Family Violence:**

53

More than 1,700 children served by programs funded by the Council on Domestic Violence and Sexual Assault have witnessed violence. Such children are more likely to develop problems. In a violent home, fear, instability and confusion often replace the love, comfort and nurturance children require for normal, healthy development. Children who live in violent homes often suffer from anxiety, depression, guilt and confusion.

Although shelter and safe home programs funded by the Council on Domestic Violence and Sexual Assault serve children from violent homes, inadequate funding is available to assure a full range of services in all of the state's communities. The following range of services is needed:

- immediate safety through provision of shelter;
- therapy for children;
- education that helps parents learn violence-free discipline and positive reinforcement for appropriate behavior, building trust and overcoming fear, problem solving and decision making, obtaining developmental, psychological and medical screening for children, nurturing behavior towards children and self and improvement of self-image and self-esteem;
- continuing support to women with children who leave shelters;
- a parent-aide program similar to those used in child abuse and neglect treatment programs to guarantee follow-up for these children.

Increased crisis intervention and aftercare services of greater variety should be made available for children and youth who live in violent homes. Judges should thoroughly consider the impact of violence in the home on children and youth when deciding custody disputes.

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*Children who live in violent homes often suffer from anxiety, depression, guilt and confusion.*

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**Children's Trust Fund:**

54

Alaska is one of the last states to consider creating a children's trust fund. Funding will be relatively meager unless a proportion of various fees is also committed to the fund. The trust fund must supplement departmental budgets so it can finance preventive efforts often short-changed in the budget process. Prevention efforts focus on maintaining conditions that lower the risk of abuse in families as compared with currently funded programs that intervene in families where abuse has already occurred or is a high risk.

A children's trust fund should be established and administered by a free-standing board that seeks new funding for child abuse and neglect prevention programs. The fund should be separate from and in addition to state departmental budgets and responsibilities.

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*The trust fund must supplement departmental budgets so it can finance preventive efforts often short-changed in the budget process.*

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**Juvenile Sex Offender Task Force:**

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Sexual offenses committed by youth under 18 have been increasing nationwide. Jailed adult sex offenders admit to committing two to five times as many sex offenses as those for which they were apprehended. First offenses started as early as age 8, and the severity of offenses tended to escalate. Identifying and treating these youths will reduce offenses against other children now as well as prevent today's children from becoming tomorrow's adults who abuse their children.

Treating the juvenile sexual offender often offers the opportunity to treat a victim since offenders have often been victims. Because treatment of adult sexual offenders is not very successful, that and prison punishment are the least likely to prevent sexual abuse.

A range of specialists trained in juvenile sex offender treatment or who have become experts through experience is needed. A program to train specialists in treatment alternatives and cultural issues would create a base of skilled clinicians to treat convicted offenders and victims who are potential offenders and begin to break the cycle of child sexual abuse.

A statewide Juvenile Sex Offender Task Force should be established to design a plan to provide services for youth identified as sex offenders or at risk of becoming offenders. The plan should include a treatment philosophy, methods to identify clients and assess their predicted treatment success. The task force should seek funds for treatment and help create a program to train juvenile sex offender treatment specialists.

**Corporal Punishment:**

56

Corporal punishment is now permitted at local option. While the Anchorage, Fairbanks and Matanuska-Susitna schools have banned it, other districts allow it. Corporal punishment—the striking of students as a discipline measure—is used most often on students who need extra help and are already experiencing problems. Corporal punishment is associated with lowered grades and self-esteem and administered more to minority children and boys far out of proportion to their population percentages. The Anchorage Corporal Punishment Task Force found that elementary children are almost always the sole recipients of corporal punishment. The task force also discovered wide variations in reasons for using it in different schools and that some used it more liberally than others.

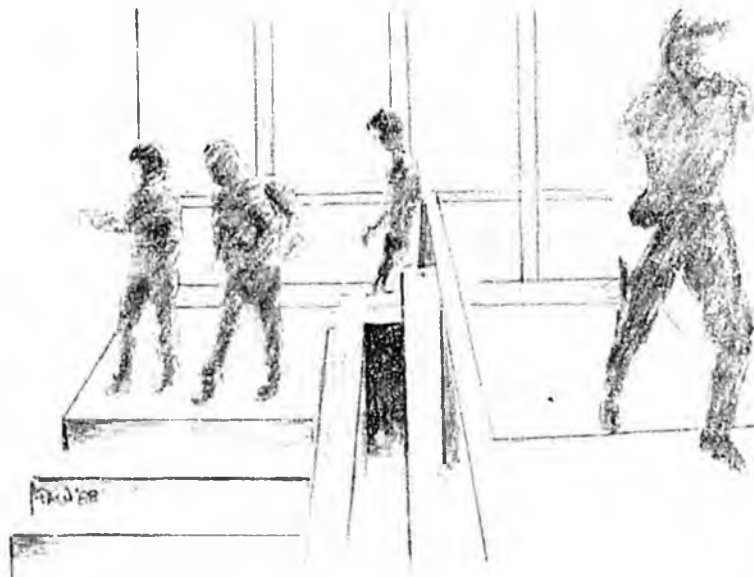
Corporal punishment is most often a response to fighting. Children are hit to teach them to stop hitting. This practice does not square with our concept of school as a place where reason prevails.

The Alaska State Board of Education should ban corporal punishment in the schools and early childhood programs and offer training in positive, non-physical methods of discipline. Reasonable physical restraint necessary to protect self, others or property would not be prohibited by this ban.

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*Corporal punishment is most often a response to fighting. Children are hit to teach them to stop hitting. This practice does not square with our concept of school as a place where reason prevails.*

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## Child Protection System:

57

Alaska's rates of child sexual and physical abuse are shocking, as noted above. Because the state does not keep records of assaults and murders by age of victim, we do not know how many of these incidents resulted in criminal charges and convictions. Anchorage alone had 618 child sexual abuse cases in 1986, a rate of 1,042 per 100,000 minor inhabitants, or 6.6 times the national rate of 158 per 100,000. Most professionals in child sexual abuse estimate that the hidden rate of child sexual abuse between five and 10 times greater than the reported rate.

Increased education and public awareness have led to increased reporting and expectations for protection of children and prosecution of offenders. Most reports, even those that are substantiated, do not result in the offender being prosecuted or treatment being made available to the victim. The resulting lack of confidence in the system means that children are victimized twice. They believe no one can or will rescue them or hold their abuser accountable.

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*Most professionals in child sexual abuse estimate that the hidden rate of child sexual abuse between five and 10 times greater than the reported rate.*

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The Governor should charge this or a new Commission with an in-depth analysis of how the existing child protection system can be improved. To assist that analysis, law enforcement officials should keep data on reported incidents of assault and abuse, and the court system and the Alaska Judicial Council should keep statistics on sentencing of individuals found guilty of child sexual assault and physical abuse.



## TEEN SUICIDE

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**L**ittle evokes as much a feeling of tragedy that could and should have been averted as a teenage suicide. Parents, school officials and health providers are greatly concerned about the rising number of young people who believe their lives are futile and either attempt or commit suicide.

Young people in their 20s are at highest risk of suicide. Native males that age are at the highest risk. Suicide attempts by younger children can lead to completed suicides if underlying problems that caused the attempt are not relieved. Siblings of suicide attempters are at high risk of modeling the behavior.

Studies of factors that contribute to youth suicide show the following:

- a history of problems back to early childhood,
- an increase of problems related to adolescent development,
- failure connected to high expectations,
- homosexuality, a much larger factor in teenage suicide than either the public or professionals perceive according to Dr. Frederick Hillman of Anchorage,
- a period of days or weeks prior to the suicide of increasing feelings of isolation and hopelessness often precipitated by an acute stress from the loss of a personal relationship, such as death, divorce, change in residence, breaking up with a boy or girl friend, and
- the use or abuse of alcohol and drugs.

These factors are compounded for Alaska Native youth and young adults by rapid changes experienced in Native life. Prejudice and losses of cultural norms contribute to collective feelings of low self-worth. Studies show a lower suicide rate in more traditional villages than in those that interact more with Western culture.

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- Alaska's suicide rate is twice the national average. Among young adult Native men, it is 22 times the national average.

- Between 1983-1985, youth under 19 accounted for 12% of Alaska's suicides.

- For every completed suicide, an additional 110 attempts are serious enough to require medical attention.

- The signs of suicidal patterns are often visible early in the teenage years.

- Cultural conflict is a particular risk for Native youth.

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Comprehensive efforts to prevent teenage suicide need to focus on two broad areas:

- Too many children enter adolescence already burdened with a long history of problems.
- Too many troubled adolescents are either unrecognized, ignored, or inappropriately and/or ineffectively treated.

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*Little evokes as much a feeling of tragedy that could and should have been averted as a teenage suicide.*

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**Community Plan:**

58

Suicide prevention is a community responsibility. When a community has a healthy attitude and feels responsible for all of its members, then suicide prevention will come naturally. Factors that increase the despair that leads young people to suicide, such as lack of attention to early childhood development, lack of nurturing, unreasonably high expectations, isolation, loss of cultural norms, prejudice, low self-esteem, and the belief that nobody is listening can be changed by communities so that children and youth are properly cared for throughout childhood and listened to as teenagers.

Communities have the power to change their collective outlook and therefore help young people's outlook for the future.

Every community should create a plan to address problems that lead its young people to despair. This plan should educate parents, young people and the community as a whole about suicide and the need to talk openly about what is happening to teenagers and why. This breaks a conspiracy of silence not to talk about teenage suicide. Approaching suicide prevention as a community responsibility means that the community as a whole can heal from within and take its own action to build a healthy town or village for teenagers and children. Information, education and organization assistance should be available from the departments of Health and Social Services, Education, Corrections, and Community and Regional Affairs.

**Prevention Education:**

59

When a teacher, social worker, parent or someone in the community notices that a child may be suicidal, people are often unclear what to do about it. Many times after a suicide people will say they knew the child was depressed, had even talked about suicide, but the adults didn't know what to do. Dropping out of school increases feelings of alienation, isolation and hopelessness. Native students are at a high risk for dropping out. High school is where many youth have their only regular contact with adults. For youth who do not get along with their parents, relationships with high school teachers may be their only chance to receive adult support and guidance. All adults in a child's life, including those at school, need to know how to respond and help when a teenager reaches the despair that can lead to suicide.

Adults who work with children and youth must be taught to recognize the early warning signs of depression and youth at risk for suicide and to act to obtain help. The departments of Health and Social Services and Education should jointly develop clear policies and actions for schools to identify, help and refer troubled students before they attempt suicide. Assistance should be provided to schools to respond to other students after a suicide because such plans help reduce the risk of more teenage suicides.

**Suicide Prevention Counseling:**

60

If we treat suicidal teenagers, they may not complete the attempt. Lower 48 studies suggest that youth who kill themselves have not been in counseling or treatment and are unknown to mental health and service agencies. Preliminary findings show that young people are at high risk for suicide and alcohol-related accidental death. Alcohol is implicated in at least 70% of Native suicides.

Counseling services must be made available to teenagers. Most adolescents who receive treatment can pass through the suicidal crisis with counseling. Then they can receive treatment for the depression. Basic counseling services in the community, through schools, churches, mental health centers and alcohol treatment programs, can serve as a safety valve to prevent suicides. People use these services when they are in crisis.

Basic counseling services need to be available in all Alaska communities to help prevent suicide. These counseling services should be available at schools, churches, teen clubs, mental health centers, and alcohol treatment programs. Mental health and alcohol treatment programs should cooperate closely to set up and operate programs for people in despair and should coordinate responses to suicide threats and attempts. Village health, school and agency people should be trained to deliver suicide prevention services and rural crisis response teams should be created and trained to respond to suicide threats and attempts. These counseling and response services should also be actively available to counsel family and community members after a suicide.

The Commission received a letter with the following account of events in one rural area :

One teenager committed suicide the end of September. The week prior had been a traumatic one in that community, as an arrest occurred in a child sexual abuse case. Several other members in the community were implicated. As a result, the community was in extreme upheaval, then the suicide occurred. While I was there, one threat and one attempt of suicide occurred. Three . . . high school students were among our AFN group and in the process of developing testimony, they really opened up. Last week we've

had another threat of suicide, this time from a student in another village. Last summer a young adult there killed himself.

What it boils down to from listening to our students talk about problems in their communities is that most of the same basic problems exist in all of our communities, and from the sound of the rest of the testimony, around the state as well. It is not news that alcohol abuse is the number one factor in many other problems that affect youth. When describing their feelings in regards to problems, the students repeatedly expressed hopelessness, that they have no control over what adults do or do to them.

**Suicide Research:**

61

Lack of data on rural and urban teen suicide attempts in Alaska hinders efforts to target prevention and develop appropriate treatment programs. We know that Alaska has an outrageous suicide rate among young Native men. These men did not suddenly develop problems when they turned 20 years old. Similarly, young women in Alaska are attempting suicide in increasing numbers.

Rates of suicide are one measure of social and personal stress and should be compared with other measures, such as rates of violent crimes and children in need of aid to give us a more complete picture of village mental health. The individual's state of mind is partially influenced by the community's state of mind. Unnatural death is not scattered at random across all villages but show a tendency to cluster in some. It happens to vulnerable individuals in the context of their family, community and culture. How whole communities deal with grief and grieving can affect future suicide rates.

By comparing healthy and unhealthy villages we hope to answer several basic questions: What forces in the present and past, particularly contact with Western culture, help explain the current condition of this village? Why are so many young Alaska Native men choosing suicide? What factors contribute to village health? How can we assist healthy villages to stay that way and help unhealthy villages become healthy?

The state should support research to determine what factors account for the dramatic variation in village alcohol-related accident and suicide rates. Appropriate agencies should collect and report data in a consistent manner to analyze it statewide and help determine what factors can be changed to affect community-wide suicide prevention. Crisis response teams should be funded by the state to support communities when a suicide has occurred.

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*Alaska has an outrageous suicide rate among young Native men. These men did not suddenly develop problems when they turned 20 years old.*

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**Emotional Disaster Response Team:**

62

A suicide does not occur in isolation. This is particularly true in small, rural areas where the community is the family. The loss of one or more youth can be just as devastating to a community as a natural disaster.

The Department of Health and Social Services should be funded to stimulate the development of state and regional crisis teams that will be mobilized to assist communities to provide emergency and follow-up counseling services when one or more suicides constitute a catastrophic event.

**Families and Friends:**

63

Research shows that suicide does not happen in a random fashion and that it has life-long effects on the families, friends and others who are left. Research also shows that grief and despair can be overwhelming for those close to a suicide victim. Depression, substance abuse and even suicide may follow for those people. Helping families and friends of suicide victims is an important part of a community approach to preventing suicide.

Community mental health centers and rural crisis response teams should develop plans for assisting families and friends of suicide victims and distribute information about self-help groups to them. Programs should focus on active outreach, self-help and supportive counseling, with a special focus on the victim's brothers and sisters.

**Care for Suicidal Youth:**

64

When adolescents are actively suicidal, it is usually for a short period of time. During this time, it is critical that they be treated in a safe, secure setting. Most rural communities lack such facilities and in some communities where they do exist, such as in hospitals and village clinics, for a variety of reasons they are not used. Placement at Alaska Psychiatric Institute in Anchorage is typical, yet the best treatment should be in the child's own community. A trip to API often requires an overnight stay in a jail before transportation is available and may further alienate and depress the child. Legal difficulties can be encountered when involuntary commitment is sought away from the child's community. Even when commitment is necessary, once the child is no longer actively suicidal API staff are legally required to explore placement in "the least restrictive setting," which ideally should result in continuing treatment in the child's own community.

Communities should actively take a role in caring for their suicidal youth, including use of appropriate secure placements and holding commitment hearings in the community where possible. The state should help small communities develop alternatives to hospitalization such as special foster homes, safe beds and regional residential facilities. These community services should be jointly developed by the communities and the Department of Health and Social Services, not planned for the communities by the department. In the event short-term placement at Alaska Psychiatric Institute is necessary, follow-up with the community and its mental health professionals is necessary.

**Mental Health and Alcoholism:**

65

Preliminary findings show that the high risk group for suicide and alcohol-related accidental death is the same and that alcohol is implicated in at least 70% of Native suicides.

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*"We have a real gap here. The worst possible scenario is a child who is emotionally disturbed, maybe 10 or 11 years old and lives in a rural community. That child will probably have to come to the point of either getting in trouble with the law, attempting suicide or succeeding in it before services are offered to him."*

—Mary Moses Marks, Special Education Coordinator, Iditarod School District, McGrath

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The Department of Health and Social Services should make it a priority to design its services to reflect the fact that alcohol-related and other substance abuse accidental deaths and suicides share many common causes. Closer cooperation is needed between mental health and alcoholism treatment agencies, especially in designing and implementing programs to address underlying problems and in coordinating responses to suicide threats and attempts.

## SUBSTANCE ABUSE

**S**ubstance abuse among Alaska's children is pervasive. Children are provided a powerful negative role model by adults who themselves abuse alcohol, drugs and tobacco. In some families, alcoholism has strong genetic roots and the likelihood of addiction is very high. Other young people turn to substance abuse to relieve the pain of their lives or because they see adults apparently unable to enjoy themselves without substance abuse.

Children and youth in Alaska too easily obtain and use alcohol, other drugs and tobacco products. Cigarettes and untaxed chewing tobacco are available in unsupervised vending machines and in stores where children are allowed, making purchase easy. Because of a lack of law enforcement personnel, laws against drug use are often unenforced, particularly in villages.

Addiction involves others. Alcoholism or drug addiction in a family often becomes the elephant in the living room never to be mentioned. In couples, one partner's efforts to end substance dependency are easily undermined by an unsupportive partner who may need a partner to rationalize his or her own addiction.

Substance abuse costs our society in lost productivity and increases health care costs, crime and accidents.

While the state has a policy on substance abuse, programs to implement the policy have been inadequately funded. Substance abuse is handled inconsistently by communities and schools. Alaska lacks organized and systematic requirements for alcohol and drug abuse treatment for minors who have committed alcohol- and drug-related crimes. Untrained professionals and educators do not often diagnose substance abuse. Parents often do not recognize the effects of their own substance abuse on children.

Affected children, youth and families do not have access to a sufficient variety of prevention and treatment services. The federal government has recently demonstrated its commitment to reducing the harmful use of drugs through the Drug Free Schools and Communities Act. The state must follow suit. The

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- Alaska's youth have significantly higher rates of alcohol and drug abuse than Lower 48 peers.

- Alcohol is involved in at least one-fourth of all juvenile crimes.

- Alcohol is involved in at least 70% of Native suicides.

- 8% to 9% of Alaska's youth say they have drug-related problems at school.

- Alaska's Native Fetal Alcohol Syndrome rate is the highest reported in the world.

- One in four children in Alaska estimated to be children of alcoholics are at higher risk of abuse, neglect, suicide, depression and substance abuse.

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programs funded by the State Office on Alcohol and Drug Abuse have not placed enough emphasis on children and youth. Prevention efforts are limited in scope and do not respond to the problem's severity and dimensions. Early identification and treatment can prevent chronic addiction, but few programs have been established. Few treatment programs exist in Alaska for young people who are substance abusers.

Congress has committed federal drug abuse money to youth through the passage of the Anti-Drug Abuse Act of 1986, P.L. 99-570. During the next three years, these funds will flow into Alaska for prevention and treatment programs for children, youth and families. The future of this funding is uncertain after that. The State of Alaska must institutionalize this federal commitment. We must declare war on the pervasive substance abuse that robs people of their dignity and their strength.

**Substance Abuse Prevention:**

66

Alaska has a number of cooperative programs between community providers and school districts, such as the "Here's Looking at You 2000" and "Friday Night Live" resources of the Alaska Council on Prevention of Alcohol and Drug Abuse. Not all districts have programs, and many do not have the trained staff required to implement this program effectively. Adults must model what they preach about substance abuse. In many communities, the best teachers may be community people who overcame their own addictions or deeply understand the personal and family issues. Substance abuse prevention must be given equal priority to treatment.

Treatment programs should not punish youth recovering from addictions. Approaches such as at Homer High School, where students may stay on sports teams and other activities if they obtain counseling for their substance problems, recognize that connections to peer groups are vital to a young person's mental health. Punishment that removes those connections does not logically lead to successful abuse treatment.

The State Board of Education and local school districts should cooperate with other agencies to expand funding for programs in grades K-12 to prevent substance abuse. Every district should have a plan and be provided the resources to implement it. Programs should use private, non-profits to train teachers in effective programs, instruct students how to say no to drugs, help young people understand the addictive process and how role modeling affects them, provide a mechanism for youth to help youth, and suggest alternate ways of having fun without using illegal substances. School district plans should also include options for assistance for employees with substance abuse problems.

**Substance Abuse Treatment Range:**

67

Only one adolescent residential substance abuse treatment program in Alaska allows patients to stay up to six months. Several others are beginning, but together these will offer few spaces. Existing programs are not designed to consider specific cultural issues vital to successful treatment of many young people. The special needs of children and youth have only recently received the attention of substance abuse specialists. Historically, service focused on adults and treating the chronically drug- or alcohol-addicted. Research shows that effective substance abuse prevention and intervention must treat the addictive process within families and the abuser.

More funds are needed to expand support groups, outpatient treatment and a variety of residential treatment options for young substance abusers. Alaska Native teenagers need specialized treatment facilities with a staff that comprehends the cultural issues integral to their recovery. All treatment options, from least to most restrictive, must be available so young people benefit from the setting most appropriate to their needs.

**Treatment for Children of Abusers:**

68

One in four children in Alaska has an alcoholic parent. These children and those whose parents abuse other substances are much more likely to become substance abusers than children with non-substance abusing parents. Breaking this generational cycle requires special attention to these high-risk children.

More grant money is needed to educate and treat children of alcoholics and other substance abusers and dysfunctional families through schools, expanded outpatient treatment centers, support groups and camps for children of alcoholics.

**Substance Law Enforcement:**

69

Much testimony from around the state concerned the widespread violation of alcohol and drug laws. Current state statutes send a mixed message to youth. When young people see such disregard for the law and a double standard about substance abuse, they come to disrespect existing laws. They also suffer the effects of adult substance use, including domestic violence and child abuse, unemployment, neglect and poor health. Even a small increase in the cost of alcohol has been shown to lessen consumption, particularly among youth. Washington State is considering increasing its taxes and spending the revenue on prevention and treatment of substance abuse. For many young people tobacco consumption is their first experience buying and using substances the law prohibits them from using. Vending machines and tobacco sales in grocery and convenience stores make it possible for children to buy these products anonymously. The Alaska Lung Association discovered recently that even preteens can obtain them easily.

Greater state and local resources and greater emphasis need to be directed to enforcing laws that prohibit selling and providing alcohol, drugs and tobacco to minors. Such measures should include more hiring and effective training of law enforcement personnel, particularly in villages, and enforcement of penalties on adults who purchase for or sell substances to young people. Taxes on alcohol and tobacco should be increased. A review of the statutes regarding marijuana use should be conducted. Laws should require that cigarettes and chewing tobacco be sold in a restricted manner requiring adult supervision and preventing sale to children.

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*"Most children from substance abuse families do not know how to play. Life is far too serious to have developed that skill."*

—Bette O'Moor, Executive Director,  
Alaska Council on Prevention of  
Alcohol and Drug Abuse, Anchorage

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**Withholding Privileges:**

70

Youth participate in substance abuse for many reasons, including the desire to appear adult, please their peers, or escape boredom, pain or depression. The illegality of alcohol or drug use discourages few youth from substance use. Some states have enacted laws that delay the time when a youth can obtain a driver's license if that youth has consumed illegal substances. These states have found these so-called "use it and lose it" laws to be an effective deterrent. Other states have involved teen idols and other youth in education and training programs to provide role models for teens to say no to drugs.

Alaska should enact legislation that more effectively discourages substance use by withholding or delaying youth privileges such as driver's licenses. Communities and schools should involve youth and respected leaders in programs that help youth make wise choices about drugs in their lives.

**Fetal Alcohol Syndrome:**

71

When a pregnant woman uses alcohol, drugs or tobacco her newborn is at high risk of injury. Alcohol addiction is a part of daily life for many pregnant women in Alaska. When a pregnant woman is part of a family or community where alcohol abuse is the rule rather than the exception or when she or her partner are addicted to alcohol, the sad result is often a baby born with fetal alcohol syndrome (FAS) or fetal alcohol effect.

A baby with FAS can be born prematurely, at low birth weight and require extraordinary medical attention, special care through preschool, special education programs in school and potentially lifelong residential care in severe cases. These burdens on families and service providers can be prevented by addressing causes before and during pregnancy. Medicaid spent more than \$4.6 million in Alaska for 96 infants in newborn intensive care in 1986. Many of these infants had FAS.

Agencies involved in delivering substance abuse services should guarantee voluntary residential treatment programs for pregnant women who choose an alternative to drinking during pregnancy. Public education should continue to be provided regarding the effects of substances including alcohol, drugs and tobacco on the health of a woman and her fetus.

## TEEN PREGNANCY

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**T**eenagers who come from lower socioeconomic backgrounds, don't go to school, have difficulties in school, are unemployed or live with only one parent begin sexual activity earlier and are less likely to use contraception than other teenagers. Alaska Natives are affected far out of proportion to their percentage of the population. While divorce and single parenting cut across ethnic and economic lines, Alaska's divorce rate is 60% higher than the national average, second only to Nevada's, and no one comes here to divorce.

Although family life and sex education alone cannot prevent teenage pregnancy, national research shows that states with a higher proportion of high school seniors who have taken sex education have white teenage pregnancy rates 5 points lower than other states. Across and within Alaska's school districts the timing and comprehensiveness of health, sex and life skills education varies widely.

Low birth weight accounts for two of every five Alaska infant deaths. Teenagers have a higher risk of bearing low birth weight babies because of their physical immaturity and because they receive significantly less adequate prenatal care compared with older women.

More than a third of Alaskans are under 18, and the state has the second highest birth rate in the country. Unless we take strong and clear actions now, teenage pregnancy in Alaska will increase and so will the social and economic problems that accompany it: school dropout, unemployment or low wage employment, infants enrolled on Aid to Families of Dependent Children with higher than national rates of anemia and fetal alcohol syndrome, child neglect, single parenting and unstable marriages. These problems cost us money. So teenage pregnancy is a major emerging threat to Alaska's economic health.

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- Alaska's teenage pregnancy rate is 13% higher than the national average, the ninth highest in the country.

- The Native teenage pregnancy rate is estimated at 70% higher than the national average.

- Alaska's infant mortality rate is ninth highest in the nation.

- The children of teenagers account for 10% of births, but they account for 16% of infant deaths.

- Only 41% of non-white and 50% of white Alaska teenagers receive adequate prenatal care, resulting in low birth weight babies with a higher chance of death.

- While improvement has been made, Alaska still serves only 27% of those eligible for the federal Women and Infant Care program that provides basic nutrition, education and other services, placing us 48th lowest in the nation.

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**Adolescent Health Clinics:**

72

Comprehensive, adolescent health clinics in or linked closely to schools have reduced teenage pregnancy rates by 30% to 50% from 18 months to three years. These clinics also offer a major advantage: ease of access. Many teenagers do not plan well, have ready transportation or the funds to obtain health care in scattered locations. School clinics greatly reduce these barriers.

While contraceptive counseling or contraception has been a debated program of these now more than 100 clinics in the U.S., visits for non-family planning reasons account for two-thirds or more of clinic visits. Students seek general health care, including weight reduction, athletic physicals, stress reduction, cancer screening, and ear exams, not just or even mainly family planning. At a per student annual cost of about \$150, they are cost-effective.

The departments of Health and Social Services and Education should jointly fund and monitor a program of pilot comprehensive adolescent health clinics in schools. The clinics should offer a broad array of services related to general physical and mental health, family planning and substance abuse prevention.

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*Comprehensive, adolescent health clinics in or linked closely to schools have reduced teenage pregnancy rates by 30% to 50% in from 18 months to three years.*

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**Teenage Prenatal Care:**

73

A comprehensive prenatal and infant care program is essential to ensure nutritional and medical care needs for healthy pregnancies and healthy children. In 1986, the U.S. Congress broadened states' ability to provide this care for poor women and their children and appropriated federal dollars to match state dollars. Families with incomes up to the poverty level can be included. Alaska has the ninth highest infant mortality rate in the nation, and the highest rate of postneonatal mortality. Low birth weight, which is significantly reduced by good prenatal care programs, is responsible for 40% of Alaska's infant deaths. Alaska's teenagers, just 50% of whom receive adequate prenatal care now, are more likely to have low birth weight babies. The new federal option allowed under the Sixth Omnibus Budget Reconciliation Act (SOBRA) has already been adopted by more than half the states. If adopted in Alaska, an estimated 974 additional women would receive pregnancy and postpartum coverage, and 5,000 children would have medical insurance coverage under Medicaid for their first five years of life. For every \$1 spent on women at high risk of having low birth weight babies, \$3.40 is saved in the surviving infant's first year of life alone.

Comprehensive prenatal care programs for teenagers and low income women should be created and funded through expanded Medicaid coverage options allowed under SOBRA. The programs would ensure medical care, access to community social services, adequate nutrition, and emphasize home visits to teenage parents by public health nurses or lay companions during the last three months of pregnancy through an infant's first birth. The visitors should teach parenting skills and monitor the health of mother and infant.

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*A comprehensive prenatal and infant care program is essential to ensure nutritional and medical care needs for healthy pregnancies and healthy children.*

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**Child Care for Teenage Parents:**

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Teenagers who become parents simply cannot stay in school without adequate child care. Teenage pregnancy is the primary reason young women drop out of school. While research shows that a teenager who drops out also has a higher chance of then getting pregnant, a teenager who first gets pregnant and then drops out has half the chance of ever completing her diploma. The occupational, parenting, health and social effects of that failure are well-documented.

Funds need to be appropriated to support a variety of child care options for teenage parents. Teenagers who are not yet parents can also learn parenting skills and the enormous demands of young children if child development centers are housed in schools. Parenting and life skills education that teenage parents receive in school can be made more realistic in the real setting of a good center.

Child care and other supports for teenage parents should be provided to enable them to stay in school.

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*Teenagers who become parents simply cannot stay in school without adequate child care.*

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**Sex Education and Family Planning Services:**

75

Alaska's gonorrhea rate is seventh in the nation and our teen pregnancy rate is the ninth highest. AIDS is an emerging issue in our state as well. Despite these facts, and our best intentions, half of all teens have sexual intercourse before they leave high school. Since research shows that only one-third of sexually active teens regularly use contraception, an increase in contraceptive education as well as increased funding for family planning services for teens is essential as part of a comprehensive pregnancy prevention plan. Education can provide the skills to make choices about sexuality and a forum for discussing the health and emotional risks of early sexual involvement, as well as information about contraceptives that includes both risks and benefits in preventing teen pregnancy and sexually transmitted diseases. Preventing pregnancy among those teens who choose not to abstain is an important goal.

Education about sexuality should be more widely available to teenagers, as should family planning counseling and services to help prevent pregnancy. These programs should stress the health and emotional risks of early sexual involvement and ways to prevent pregnancy and disease if youth choose to engage in sexual activity. Education for parents to help them as sex educators of their own children should also be supported to help delay the onset of sexual activity and improve family communication.

## RUNAWAY YOUTH

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**N**o child is safe on the streets. Runaways have a higher likelihood of committing suicide, becoming pregnant, dropping out of school, abusing drugs and becoming juvenile prostitutes. While as a group runaways are not more likely to commit other types of crimes, chronic runaways are more likely to engage in violent crimes and crimes to support themselves.

In Alaska, statewide statistics are spotty and of limited accuracy. In Anchorage, reasonably reliable and valid data collected for 1985 indicate that about 11% of Anchorage youth, about 3,600, were at risk of becoming runaways, or "throwaways," children literally cast out on the street.

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*Runaways have a higher likelihood of committing suicide, becoming pregnant, dropping out of school, abusing drugs and becoming juvenile prostitutes.*

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Substance abuse, family breakup, another family member having run away, high amounts of total life stress increase the chance a youth will run away from or be thrown out of home. For all runaways, throwaways and their families who do not receive effective help, the likelihood is that a cycle of being victims and victimizers will be created at enormous personal and social cost. Past efforts to deal punitively with runaways and throwaways without appropriate follow-up services have been shown ineffective. The state should help keep families together when appropriate through a variety of support services that recognize the family as the basic unit of society.

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- Urban statistics show a runaway rate in Alaska several times the national average.
  - At least two-thirds of runaway youth say they have been abused at home.
  - 80% of runaway youth say family problems led to their running away.
  - 25% of runaways may become chronic, habitual runaways who are more likely to become criminals.
  - Runaways and throwaways are much more likely to become teenage prostitutes, victims of suicide and drug abusers than non-runaway youth.
  - Each year, at least 1,100 runaway youth are reunited with their families in Anchorage alone.
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**Comprehensive Runaway Program:**

76

No state agency is responsible for or now has all the resources needed to deal with all runaways and throwaways. The Division of Family and Youth Services is responsible for runaways or throwaways who have been abused, who have broken the law or who choose to accept the services available through the division. An abused runaway or a runaway who accepts services is handled by Family Services and a runaway who violated the law would be handled by Youth Services. Children whose only crime is substance abuse are often not adjudicated, leaving them to make crucial decisions about their lives in a drug-induced haze. Even the child who makes it into the social services system often will be treated with an uncoordinated, hit-or-miss approach. Agency response is minimal or non-existent for runaways who are not abused, who have not broken the law or who refuse to accept services. Runaway and throwaway children are at the mercy of the streets, unprotected.

A new comprehensive program should be developed to serve runaways, throwaways and their families. This Department of Health and Social Services unit would combine the now separate functions of Family Services and Youth Services to diagnose, develop a treatment plan for runaways, throwaways and their parents, and provide crisis intervention and referral to other community resources. Unit members would include probation officers, social workers and a mental health clinician. A data tracking system should also be developed with appropriate client confidentiality safeguards.

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*Runaway and throwaway children are at the mercy of the streets, unprotected.*

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**Family Counseling:**

77

Families experiencing divorce have an especially high risk of a runaway child. In Alaska, approximately seven of 10 marriages end in divorce as opposed to the national figure of five of 10. Insufficient funds are devoted to counseling families at high risk of having a runaway, especially for families experiencing divorce. Earlier screening, home visits with identified high risk families and special incentives for parents to learn parenting skills, a job for which few of us ever train, would increase this prevention effort. Additional efforts would include modest support for groups of largely volunteer parents willing to offer parent support groups and for resources such as a state-wide, toll-free, parents only, 24-hour crisis line.

Resources should be made available to existing community and state agencies and the private sector to increase youth and family counseling and education services provided to families in divorce, single parents and stepfamilies.

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*Insufficient funds are devoted to counseling families at high risk of having a runaway, especially for families experiencing divorce.*

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**Shelter, Emancipation and Independent Living Programs:****78**

Runaways are a diverse group with diverse reasons for running away from home. They need diverse services. Most runaways eventually reunite with their families. Some need independent living programs because returning home is either impossible or inappropriate.

In Anchorage, the only options for a family dealing with a runaway are for the youth to return home, be placed in a short term shelter, or be committed to Alaska Psychiatric Institute if "gravely disabled or suffering from mental illness." Very few beds are available for youth neither delinquent nor in state custody—perhaps 10 at most. A new shelter, Covenant House, is being developed with state and private support, but this facility will focus more on the 16 and older runaway, as well as more chronic runaways, still leaving gaps in service for younger, first or second time runaway youth. More shelter space is needed, with short and longer stays possible, since now only a one- or two-week shelter stay is possible.

In addition, older Alaska teenagers who are emotionally, socially and economically competent to lead an independent life have often left home to seek employment especially in boom periods. However, Alaska statutes do not define the conditions, including age, that a juvenile must meet to be declared competent to lead an independent life. Alaska statutes need to be changed to define the competency a juvenile must demonstrate to be emancipated and to allow youth to be placed in a program where they are not under direct supervision.

Supervised independent living programs for older youth who can or should not return home practically do not exist. A modest increase in funding for these youth, and the statutory change needed, could prevent further child protection and juvenile justice problems.

A broader variety of shelter programs offering brief to long stays should be funded for runaways and throwaways who are not delinquent or in state custody.

The Legislature should define the criteria for emancipation of minors.

The state and licensed agencies need more funds and changes in the law to allow them to place youth in independent living programs.

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*Runaways are a diverse group with diverse reasons for running away from home. They need diverse services.*

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**Reunited Families:**

79

Most runaway programs are devoted to crisis intervention. Once a runaway youth has been reunited with his or her family, a second running away might occur if family members' behaviors and interactions remain the same. Since 80% of runaways say family problems caused them to run, the family system needs help to prevent repeat runaways. In Anchorage alone, at least 1,100 runaways are estimated to return home each year, indicating a large need for aftercare. Mediation between runaways and family members works. Special attention should be devoted to the siblings of runaway youth, since they are also at high risk for becoming runaways.

Programs should be funded to help families reunited with a runaway or throwaway child after the reunion, particularly to counsel other children in the family.



## DROPOUTS

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**Y**oung people who don't complete high school become an economic drain on their community and state. They lack the basic skills to compete for and succeed in the jobs that will expand most during the next 20 to 30 years. Experts expect that nationally there will be far fewer low-skill, high-paying jobs. More than 80% of the jobs in 2000 will be in the service sector, many of which we haven't even imagined yet.

In Alaska, we're all familiar with stories of teenagers who quit school in the oil boom years to make a bundle on the North Slope. No such option exists today or is likely to exist for a generation. People with few skills will be stuck in low paying jobs at best. At worst, they will be regularly or permanently unemployed. Collectively, the armed forces reject 600,000 out of 1.8 million applicants annually now because these young men and women don't have the technical skills or can't be trained cost effectively. The costs of health and social fallout from poor school completion rates and low skill levels among many graduates will amount to many times more than the costs of preventing these problems. Dropping out of school is one of the strongest predictors of future social dependency.

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- Alaska graduates two-thirds of its youth by their 18th birthday, making it the 37th lowest state in the nation.

- Although half of those who leave early eventually get a GED or complete school, dropouts cost Alaska as much as \$17 million a year in lost revenue and remedial expenditures.

- The majority of people in the nation's jails are dropouts.

- Dropouts are twice as likely to be substance abusers.

- Dropouts are 60% less likely to be employed over the next decade and, when employed, will earn one-third less than graduates.

- Native youth have dropout rates several times higher than non-Natives.

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*"Alternative schools are more expensive than traditional schools but much less expensive than jail."*

—Jerry Hartsock, Principal, McKinley  
Alternative High School, Fairbanks

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**Defining Children at Risk of Dropping Out:****80**

Students who are at high risk of dropping out or having a marginal school experience are often identified too late to help them effectively. Students who exhibit easily observable behaviors in junior high that we know predict likely dropouts are more likely to receive attention than quieter students or elementary students. Native students are especially at risk of dropping out. In Fairbanks, for example, 72% of 1982's freshman Natives did not graduate four years later.

The State Board of Education should define "children at risk of dropping out of school" and establish minimum standards to help them. An effective system should be developed to identify at least by the fourth grade, students likely to drop out and assist them to successfully complete school. Attendance, performance and literacy should be considered. Parents should be notified quickly of their children's needs.

**Alternative Education Programs:****81**

Once potential dropouts are identified, too few resources are devoted to effective alternative education and a variety of supportive services. In Fairbanks, for example, alternative junior and senior high schools have lengthy waiting lists for prospective entrants. Studies indicate that 75% to 80% of high risk youth can be saved from dropping out, or returned to school, through flexible alternative programs. California and Oregon have mandated alternative programs in all school districts.

Once a student has left school, sporadic efforts are made to encourage that student to re-enter or to obtain a diploma through correspondence or GED. Helping juveniles who have been jailed to complete their degree is good basic crime prevention, since their recidivism rate is much lower than youth without a high school diploma.

The Legislature should offer financial and other incentives to districts that develop a variety of alternative education programs for students, especially at the elementary level, likely to drop out, as well as re-entry programs for those who have already dropped out.

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*Once potential dropouts are identified, too few resources are devoted to effective alternative education and a variety of supportive services.*

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**Uniform Dropout Definition:**

82

The Alaska State Board of Education does not require that school districts uniformly define and report students who dropout, making overall state figures inaccurate and in-state comparisons difficult. Students who withdraw for reasons related to poor attendance, achievement or social/family conditions are a failure of our system, yet they are frequently not counted as dropouts.

Uniform definition and reporting standards should be developed and monitored so that dropout statistics are comparable across the state. A tracking system, begun with an exit interview with each student who withdraws from school, should be developed and established in and between school districts.

**Truancy and Suspension:**

83

The primary response to truancy seems to be suspension or expulsion if the truancy becomes too great. To encourage attendance by a student who wants to stay away from school, we prevent that student from attending school. This pours these youth out on to the streets and contributes to runaway and dropout problems. In Anchorage, statistics from the past three years show that attendance problems were the single largest reason for dropping out. Expansion of alternatives like in-school suspension should be considered.

Any punishment that decreases a youth's connection to school or family increases that youth's chances of running away or developing additional problems. Computer dialing to notify parents when their children are absent is not a deterrent, since parents never know an automatic call has been made to their home if a child answers it and does not inform them.

School districts should create local working groups to review truancy and suspension policies. They should encourage enforcement of truancy laws and alternatives to out-of-school suspension and expulsion, such as in-school suspension, community service, home-based instruction, supervised correspondence study and out-of-building programs. Truancy should be treated as early warning of a possible runaway. Parents should be immediately notified of absences.

School districts must not use suspension or expulsion as disciplinary measures except as a last resort.

## Multicultural Experiences:

84

Testimony from Native youth underscored the key role that feelings of discrimination and cultural distance play in Native youths' emotional, spiritual and physical health. All young people in Alaska must better understand and respect a variety of cultural traditions to reduce prejudice and discrimination. Native youth have twice the dropout rate of non-Natives, and testimony the Commission heard repeatedly emphasized the role of cultural discrimination in the low self-esteem of many Native youth. Countering this discrimination can help prevent dropout.

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*All young people in Alaska must better understand and respect a variety of cultural traditions to reduce prejudice and discrimination.*

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Schools should provide more multicultural experiences so students will appreciate their own and other cultures. These experiences should include the study of oral traditions, literary and historical works that communicate basic concepts about cultures, rural-urban exchange programs between teachers, staff and students and similar approaches. Elders should more frequently be asked to teach Native languages, survival skills, crafts and history in schools.





## ISSUES WE DID NOT TACKLE:

### Children in poverty in Alaska

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**C**hildren in poverty in our state is the single most important issue we could not adequately address. Our children's greatest enemy is poverty. The Children's Defense Fund estimates that 1 in 6.5 Alaskans under 18 live in families whose income is below the poverty line. Poor children are far more likely to be victims of the problems we've discussed at length in this report—inadequate child care services, dropouts, substance abusers, runaways, pregnant and parenting teens, suicides.

Across the nation, older and younger Americans have switched places over the last 20 years. Children are now the age group most likely to be poor and those over 65 the least. Allocation of resources partly accounts for this deterioration of children's status. Federally, it's estimated that we spend 30% of our national budget on older people, versus 3% to 5% on those under 18. In Alaska, the Legislative Research Agency concluded in spring 1987 that over the last few fiscal years we have been spending six to eight times more on seniors for discretionary programs than we have for children.

Defining the broader economic development strategies basic to reducing poverty and lessening its effects in Alaska is beyond the scope of our work. We can appropriately address, in our future work, strategies in three areas that can help children keep or get out of poverty: welfare reform; ways to mitigate the economics of divorce; and the employability of young people in an economy that has a greater diversity of job opportunities.

#### **Welfare Reform.**

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Welfare reform is the catchword for legislative proposals aimed at moving people from welfare dependency into economic independence and for preventing welfare dependence. The original Aid to Families with Dependent Children

(AFDC) system was designed for widows and orphans. Yet today, the system increasingly serves single mothers, particularly unmarried teen parents, and their children. Half of the more than \$12 billion spent by the federal government on AFDC in 1983, for example, went to families in which the mother had her first child as a teenager. In Alaska each month, the food, shelter and medical care of 12,000 children are met by AFDC.

Welfare reform offers mothers and children on welfare the following services:

1. Remedial education to provide basic skills in reading and writing or learning English, so welfare recipients can compete for jobs. Recipients are helped to earn a high school diploma.
2. Training ranging from specific occupational skills to how to fill out a job application and have a positive work attitude.
3. Job opportunities for recipients who are ready to seek work.
4. Support services such as quality, affordable child care, affordable health care and transportation.
5. Case management so one person helps the recipient through the maze of programs and encourages the learning of independence.
6. A social contract or plan in which the obligations and responsibilities of the recipient and the government are spelled out.

For children, welfare reform must extend beyond assisting their parents to move from AFDC to economic independence. Welfare reform must prevent dependency from claiming another generation. One part of welfare reform is helping people get off welfare. The other half is preventing people from ever getting on.

The following welfare reform proposals aim to keep the next generation off welfare:

1. Prenatal health care reduces infant mortality, saving long-term health costs for babies born with developmental disabilities and preventing costly neonatal intensive care.

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*Children are now the age group most likely to be poor and those over 65 the least.*

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2. Children's health care from childhood through the teenage years protects our children's physical and emotional health.

3. Family resource programs meet the needs of young parents who feel isolated and frustrated as they try to work and raise children without the extended family or more often, without a spouse. Resources may include child development classes, information and referral services, nutrition counseling, hotlines, peer support groups, parent-child communication skills and positive disciplining techniques.

4. Child care helps move individuals from welfare dependency to independence and helps prevent problems.

5. Recreation provides young people and positive ways to use free time.

A successful welfare reform proposal for Alaska must address the child care needs of AFDC parents, who cannot seek, get trained for, or hold down a job without quality, affordable care for their children. It must address the impact of current policy in Alaska, which provides AFDC only to single parents. Half the states have adopted the AFDC Unemployed Parent option which provides benefits to two-parent families, which keeps families together.

The proposal must address the gap that occurs when many AFDC recipients try to leave the rolls for employment, only to find that they lose Medicaid health coverage yet don't earn enough to afford other health insurance. That alone has kept Alaska families on AFDC rolls longer than necessary. New Jersey's new REACH program incorporates some of these proposals and will be a useful model to watch. In the New Jersey program, the federal government will allow any savings that result from requiring participants with children as young as two years to seek or train for work to be kept and recycled. Child care and transportation are provided. In addition, New Jersey's program allows 600 recipients who agree to become family child care providers to keep a larger portion of their public assistance despite earning income. New Jersey will also keep new workers eligible for Medicaid benefits for 12 months after they become employed.

Finally, a Washington State proposal may offer some lessons on unemployment compensation. This proposal is being implemented with Job Training Partnership Act (JTPA) participants in Washington and enables individuals to keep their first 90 days of income from starting a new business, without any loss of unemployment compensation benefits.

### **Mitigating the Economic Impact of Divorce**

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Children are likely to suffer significantly from a decreased standard of living following divorce. Parents have the primary responsibility to support their children and must make every effort to do so. Child support is a child's right, not a custodial parent's right. Aggressive measures are necessary to enforce this right.

The Alaska Women's Commission study on the economic impact of divorce is clear: divorced women and their children experienced a 33% decline in per capita income following divorce, while divorced men saw their per capita incomes rise 17%. Since Alaska's divorce and birth rates are second highest in the nation, thousands of children are adversely affected here each year. The scope of need can also be measured by noting that, from FY84-FY87, the caseload of the Child Support Enforcement Division increased by 6,000 cases, or an average of 30% each year, with no increase in enforcement personnel.

Child support enforcement is a key ingredient of lessening this economic impact, since women have sole custody nearly 60% of the time and joint about 20%. In 80% of the divorces involving minor children, child support is awarded. Yet, only half of custodial parents receive their full award. The average award is just \$191/month, less than half the amount needed for adequate child care.

Civil Rule 90.3, adopted by the Alaska Supreme Court in August 1987, is intended to improve the size of the initial award by making a change from the past. A new presumptive guideline sets aside 20% of the non-custodial

parent's adjusted income for child support. The changes in financial support so awarded should be closely monitored to ensure that this effect is achieved.

Civil Rule 90.3 does not address the non-payment of support. The Alaska Women's Commission study documents the success of the Child Support Enforcement Division in obtaining at least partial relief in the majority of non-payment cases, but the alternative of automatic income withholding deserves review. Wisconsin is among the states that use this procedure, where child support is automatically deducted from paychecks, unlike our present system when a default first has to occur and then a procedure is set in motion to begin withholding.

Finally, we emphasize our previous recommendations on making quality child care affordable and accessible for all working parents or parents in training, especially for single parents. These child care recommendations are an essential part of helping single working parents get and stay out of poverty and improving their children's economic chances.

### **Youth Employment Options**

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We believe many of our recommendations will help reduce poverty among future generations of Alaskans, through providing young people with the tools for economic productivity. Recommendations such as the following will help meet that goal:

- increased nurturing of our children through incentives for developing parenting skills;
- preparation of young people through skills for living curriculums that emphasize decision making, problem solving, communication and parenting skills;
- increased opportunities for young people to contribute to their communities through service; and
- increased resources devoted to dropout prevention, early identification of high risk children, and alternative education programs that enable all children to learn basic academic and life skills.

The importance of basic reading, writing, speaking and critical thinking skills cannot be overstated. The National Longitudinal Study of Young Americans found that students in the lower third on performance in these areas were three to five times more likely to become teenage parents than students in the top third. Among poor students with poor basic skills, the chances of pregnancy and teen parenthood were almost identical among whites, blacks and Hispanics. Ensuring basic skills helps directly through increasing ability and indirectly through prevention of dropouts and teen pregnancy.

We must support schools and teachers in teaching students how to learn to learn, not just what to learn. A recent Committee for Economic Development survey of 1,200 corporate leaders found this ability to learn new things, followed closely by problem solving and communication abilities, were the most important factors in getting ahead, at least in those cash-based economies. Districts that expand offerings in such instruction should receive incentives for doing so.

We should rethink our JTPA and Vocational Education programs too. Job specific skills should be taught primarily within a framework of helping learners make critical choices and develop general thinking skills. If curricula have these fundamental qualities, then perhaps the Governor's Council on Vocational Education proposal for allowing high school graduation requirements to be met through appropriate vocational courses would be acceptable and an excellent way to better the readiness of those 70% of youth who do not go on to college. We could focus more on teen parents in our JTPA programs too. They are only an estimated 10% of Alaska's JTPA enrollees, and yet many teen parents are among those most significantly mired in the poverty cycle.

Preventing teen pregnancy and mitigating its effects through policies that help teen parents complete schooling and career training are prime ways to break the poverty cycle. Our recommendations address these issues, and we emphasize that they must be included in the

range of policy options that we hope will significantly reduce and prevent poverty in Alaska.

Addressing the fundamental problem of children in poverty calls for much more in-depth work, particularly in suggesting how, beyond our current recommendations, we can best assist Alaska's Native youth as they inherit a world of mixed cash and subsistence economies, and the different abilities required for success in each. This overview is only a beginning.

### **Parents at Home**

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Alaska parents who choose to stay home and to nurture, care and educate their young children also have needs for their children and themselves such as parent support groups; respite care; parks and indoor play areas designed for young children; medical, dental and mental health care; cooperative play groups or schools; quality, affordable, accessible child care in exchange for volunteer hours; and a community that is hospitable to young children and families.

The Commission heard parents plea to have their needs addressed in this report. They are not. For Alaska to have a statewide, first class, child care system, these concerns need to be addressed.

### **Indian Child Welfare Act**

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The goal of the Indian Child Welfare Act (ICWA) is to protect the best interests of Indian children and preserve tribal integrity by reducing the number of Indian children removed from Indian homes. In Alaska, the passage of ICWA has led to a reduced frequency of foster care or adoptive placements in non-Native

homes for Alaska Native children and more awareness by state administrators, judges and social workers about the critical roles of culture and the tribe in a Native child's life. The Department of Health and Social Services is responsible for ICWA implementation in Alaska.

ICWA provides a needed vehicle for Alaska Native villages to have the power to make significant decisions about the well-being of individual children and to advocate on behalf of all Native children. At least 30 percent of the children in the child protective system of the Division of Family and Youth Services are Alaska Natives.

For more than a year, Alaska Native representatives have been meeting with state social workers and lawyers to negotiate state-tribal agreements about how villages and state social workers can best meet the needs of Native children in daily child welfare practice. This kind of good faith negotiating needs to continue for the act to be fully implemented in Alaska. The issues underpinning the act's implementation have not lent themselves to any easy resolution.

Tribal sovereignty, the relationship between Native villages and the state child welfare system, and various values and laws must be addressed for the act to do the job for which it was intended. If the act's goals are to be achieved, then the socioeconomic conditions of Alaska Natives must be improved.

The implementation of ICWA is too important and complex for the Commission to adequately address in the short time allotted for this initial work. At the same time, the critical issues of ICWA implementation are so important and complex that they must be fully tackled in the Commission's future work. Resolution of those issues are central to the future health and well-being of Native children, families and communities.

## BRIDGE TO THE FUTURE: THE NEXT STEPS



*"Please designate money in the budget because we are the future."*

This Native youth spoke for all Alaska's children and youth. We often call children our greatest natural resource, but we don't often back that statement with hard cash. When we do, we too often spend the money on saving drowning people instead of figuring out why they're falling in the river.

The recommendations in this report are just a beginning to change these priorities, change direction. We have just scratched the surface. In the future, for example, we should also suggest ways of assisting parents who "work" by staying home to raise their children. We should develop better ways to respond to the needs of rural communities. We should talk about how our basic economic policies create the framework in which families can either

provide for their children or in which children's basic needs are unmet, leaving them open to a life of emotional risk and economic dependency. We must discuss much more extensively the role of the schools as the one institution through which almost all children pass, about the need to assist the educational system to ensure that children achieve academic excellence as well as develop the whole child. We should consider children with developmental and learning disabilities and how we can ensure that their future is as bright as children without these special needs. These issues and others like them await future Commission work. There is still much to be done.

In the early 1970s, Alaska had an Office of Child Advocacy. In time, it seemed its original purpose had been served, and this voice for children was disbanded. If nothing else, the Governor's Interim Commission on Children



and Youth has learned that Alaska's children need that voice on their behalf. If we are to have equity across generations, children's needs cannot be addressed every 10 years or so with a new Commission or advocacy effort.

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*We often call children our greatest natural resource, but we don't often back that statement with hard cash.*

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Ten years from now, Alaska's children still won't be able to vote. Who will speak for them?

This recognition has led the Interim Commission on Children and Youth to the following key recommendation:

### **Permanent Commission: 85**

The Legislature should establish a permanent Commission on Children and Youth to advocate for continuing support for Alaska's children and youth and to address many other issues we did not cover. Other urgent and important issues brought to the Commission that were not addressed because of time constraints deserve the research and discussion we devoted to those issues presented here. These additional issues and our initial work on them are the legacy we pass on.

The Commission would develop a comprehensive service plan for children, youth and family that focuses attention on children and youth and their place on our public policy agenda. This plan would include the full development of an implementation plan for the recommendations in this report. The Commission would also promote prevention efforts aimed at healthy child development and would continue to investigate the important issues this Interim Commission could not adequately pursue. The Commission would also have the following responsibilities:

a. serve as a statewide clearinghouse of model programs and resources for technical assistance,

b. require all departments to identify in the budget process and describe the purposes of the resources they devote to children and youth,

c. prior to each annual legislative session, convene officials and citizen groups to formulate recommendations on proposed legislation or code changes and develop mechanisms to review and coordinate advocacy during the session,

d. advocate for studies and basic data collection on children and youth to fill a distressing amount of gaps in the census data we have on our children. This would also include studies such as the Minnesota Adolescent Health Survey that ask children and youth to tell adults what their perceived needs are so that we can bring an expanded children's voice into the planning process.

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*If we are to have equity across generations, children's needs cannot be addressed every 10 years or so with a new Commission or advocacy effort.*

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Washington State and Nebraska, among others, have recently constituted ongoing children's commissions through legislative actions. Their models are available for us to consider.

The critical role of an ongoing Commission would be as a strategic planning nerve center and advocate for children's issues, a place where an opinion can be offered on the impact of government policies on children and families, just as we must prepare environmental impact statements to guide development strategies.

During 1988 and beyond, a permanent Commission will play these roles. In addition, the Governor's Interim Commission on Children and Youth received a federal grant, "Youth 2000," that will enable us to stimulate and

support several pilot projects that put into action some of these recommendations for enhancing youth's economic self-sufficiency.

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Through these activities, Alaska's children can be assured of having a sounding board at the state level, a body whose principal responsibility would be to ensure quality in children's programs and an ongoing awareness that children's well-being must be high on everyone's public policy agenda. We know that genuine solutions mandate social change. These require committed effort, creativity and innovation to cut across the boundaries that can divide governmental departments from each other, and government from families and community institutions. An ongoing Children's Commission can help bridge these boundaries.

Always, where our children are concerned, we must have a vision. Visions are not always practical, but they represent the best, the ideal we hope for. Apart from our formal recommendations, here are some of the ideals Commission members hoped for our children:

- an adequate income for every Alaskan family to be able to afford shelter, food, care and clothes for children;
- a quality education that instills self-esteem

and love of learning in each child and which respects and honors each child's culture and heritage;

- a redesigned world of parks, playgrounds, and child care development centers for small children who live in the world of giants and see everything from the level of our knees so they can look us in the eye;

- a legal system that ensures that the child victim of sexual assault lives in a safe, warm and loving home and under which the perpetrator suffers the consequences of the crime, rather than the child;

- a requirement all parents and teachers to return to school to learn what it is like to be a child and not be able to have any say in solving problems that directly affect you;

- a provision for free parenting classes for every Alaskan with incentives, such as union hours credit towards benefit eligibility, for attending;

- a change of the attitude and understanding of all people in Alaska toward children: government, for all its power and wisdom, is only a reflection of the public will and until the public perception changes we'll only scratch the surface.

That is a vision filled with wishful thinking. But if Alaskans are truly serious about children being our greatest natural resource, if we are truly serious about investing in their future—and ours—then wishful thinking is exactly where we've got to start.

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*That is a vision filled with wishful thinking. But if Alaskans are truly serious about children being our greatest natural resource, if we are truly serious about investing in their future—and ours—then wishful thinking is exactly where we've got to start.*

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## Profiles of Commission Members

### **John Antonnen, Ed. D.**

Educational background in elementary education and special education, with doctoral training in special education and education administration; has been a school teacher in Colorado, Oregon, Ohio and Alaska; serves as Superintendent of Schools in the Southwest Region, headquartered in Dillingham.

### **Sen. John Binkley**

Educated in Fairbanks; served on the Bethel City Council from 1981-1984; elected to the State House of Representatives in 1984 and the Senate in 1986; currently serves as Co-chair of the Senate Finance Committee and member of the Rules Committee and the Children's Caucus.

### **Blanche Brunk**

Educated in Colorado and Hawaii in the fields of nursing and public health, specializing in maternal/child health; has served on the Steering Committee of the Region X Child Abuse and Neglect Resource Center and on the Executive Committee for the Arctic Alliance for People in Fairbanks; currently employed as Deputy Commissioner of the Department of Health and Social Services; formerly employed as a Public Health Nurse with the Fairbanks Health Center, Executive Director of the Resource Center for Parents and Children, Health Aide Coordinator for the Tanana Chiefs Conference, and a Child Abuse Prevention Planner; is a member of the American Nurses Association and Sigma Theta Tau, the National Honor Society of Nursing.

### **Annie Calkins**

Educated in Missouri in philosophy and English; currently employed by the Department of Education as a Language Arts Specialist, Coordinator of the Pacific Rim Sister Schools Program, Sex Equity Coordinator, and is an Early Childhood Specialist; has been a classroom teacher and taught language arts and social studies and has been employed as a

Curriculum Director and a teacher/trainer in 7 Alaskan school districts; serves on a task force involved with Early Childhood and Special Education and is the Coordinator for the Alaska Writing Consortium.

### **Rep. Virginia Collins**

Educated in California in the fields of nursing and health science; has served as a member of the Alaska Rehabilitation Association, American Nurses Association and March of Dimes; elected to the House of Representatives in 1984 and 1986; currently serves on the House Community and Regional Affairs Committee and is a member of the Children's Caucus.

### **Shirley Covington**

Educated in California and Texas in the public health field and is a Nurse Practitioner; currently employed as the Health Services Coordinator for the Mat-Su Borough School District; involved with the Mat Valley Child Protection Team, Friends of Families and co-founded the Family Planning Clinic; is currently Acting President and was the first President of the Alaska School Nurses Association.

### **Sen. Rick Halford**

Educated in Alaska in the fields of history and political science; elected to the House of Representatives in 1978 and 1980, and to the Senate in 1982 and 1984; currently serves as Co-chair of the Senate Finance Committee and on the Senate Community and Regional Affairs and Judiciary Committees and is a member of the Children's Caucus.

### **Sandra Holloway-Sykes**

Educated in New York and Arizona as a Public Health Nurse; most recently employed as a Counselor with the Family Planning Clinic in Anchorage; has been employed with health and nutrition programs serving women, infants and children in hospital and clinical settings; has been involved with the PFA and youth athletics.

### **Marlene Johnson**

Resident of Hoonah, educated in Juneau; served on the Hoonah School Board for 24 years and the Rural CAP Board for 9 years; was an original incorporator of Sealaska Corporation, has served on the Board since 1972, and currently serves as President; in addition to service on numerous boards and commissions, has also been involved with the Southeast Health Systems Agency, Hoonah Health Council and the Rural Affairs Council.

### **Sen. Joe Josephson**

Educated in Chicago and is an attorney; served previously on the Anchorage City Council and Borough Assembly; member of the Anchorage Charter Commission, Southcentral Red Cross, Anchorage Council on Drug Aid and the Alaska Advisory Committee to the U.S. Commission on Civil Rights; elected to the State House of Representatives in 1962 and 1964 and the Alaska State Senate in 1968, 1982 and 1984; currently serves on the Senate Health, Education and Social Services, Judiciary, and State Affairs Committees and the Postsecondary Education Commission; is a member of the Children's Caucus.

### **Reggie Joule**

Educated in Kotzebue and Fairbanks; currently employed as the Field Coordinator for UAF's Department of Rural Development, College of Human and Rural Development; was formerly employed by NANA Corporation as a Youth Coordinator for the Spirit Program; presently serves on the Board of NANA Corporation, the Alaska Native Foundation and the Governor's Drug Abuse Advisory Board; for 8 years was involved with the organization of the World Eskimo Indian Olympics and served on the Chukchi Community College Advisory Council. Serves as Commission Vice Chair.

### **Clara Kelly**

Educational background in early childhood and nursing; currently employed as the Direc-

tor of the Southwestern Alaska Council for the Prevention of Child Sexual Abuse; was formerly employed by Rural CAP as a Parent/Child Coordinator and Field Supervisor, by the Yukon-Kuskokwim Health Corporation as a Community Health Supervisor, by Bethel Social Services as Director of a nursery and by AFN as Coordinator of a preschool program; born in the Yukon-Kuskokwim Delta and a fluent speaker of Yupik. Elected to Bethel City Council in 1987.

### **Rep. Niilo Koponen**

Educated in New York, Massachusetts, London and Alaska in the fields of education and economics; former teacher, principal, researcher and planner; with the Fairbanks North Star Borough School District and UAF, and former Director of Fairbanks Head Start; has served as a member of the Alaska Federation for Community Self Reliance, the Governor's Child Care Advisory Board and the Office of Child Advocacy; elected to the House of Representatives in 1982, 1984 and 1986; currently serves as Co-chair of the House Health, Education and Social Services Committee and member of the Labor and Commerce Committee and the Children's Caucus.

### **Ms. Lare**

Educated in Alaska, California and Virginia in the fields of public administration, child development administration and political science; involved with the National Association of State Directors of Child Development, Kids Corps, and the Child Care Connection; currently employed as the Child Care Coordinator for the Department of Community and Regional Affairs.

### **Kayleen Lowe**

Educated in California, Utah and Alaska in anthropology and nursing; currently serves as Executive Director of Lifeline Alternatives, Inc., which provides alternatives to hospitalization and institutionalization for medically fragile/

technology dependent infants and children; has been involved in numerous organizations related to health care and nutrition, mental health, education for children with special needs, and foster care and placement.

**Patty Meritt**

Educational background in child development; has been involved in early childhood and child care programs since 1973; is currently the Executive Director of Play N Learn, Inc., in Fairbanks, which operates three child care centers and has also operated child care programs in California; currently serves as President of the Fairbanks Association for the Education of Young Children and is the Treasurer for KIDPAC.

**Barbara Miklos**

Educated in Colorado, Missouri and Alaska in health administration and education; currently employed as Executive Director of the Department of Public Safety's Council on Domestic Violence and Sexual Assault; has been employed as a Health Systems Specialist and Health Planning Coordinator for the State of Alaska; was a consultant for Akeela House and coordinated a task force to plan for the provision of in-patient mental health services at Mt. Edgecumbe Hospital.

**Dianne Olsen**

Educated in Washington in society and justice and is an attorney; was formerly in private practice and is currently employed as an Assistant Attorney General supervising the Human Services Section in the Department of Law.

**Judy Rich**

Educated in California, Oregon and Alaska in the educational field; has been a classroom teacher of English and Remedial Reading; is currently involved with Tough Love, the Alaska Juvenile Crime Commission, and Victims for Justice; primarily involved with issues related

to runaways, castaways and homeless youth.

**Peter Scales, Ph.D.**

Educated in New York, with doctoral training in Child and Family Studies; currently employed as Executive Director of Family Connection in Anchorage; has served on numerous boards and commissions statewide and nationally; authored over 80 books, articles and other publications related to child and family issues; chaired prevention committee of Anchorage Runaway and Homeless Youth Task Force, served on Anchorage School District Corporal Punishment Task Force, and Health Education Curriculum Committee. Served as Commission Vice Chair and Chair.

**Niesje Steinkruger**

Educational background in secondary education and history; an attorney employed as an Assistant Public Defender and formerly as an Assistant Attorney General and with private firms, involved primarily with juvenile and family law; serves on the Juvenile Justice and Family Services Advisory Committee, the Fairbanks Child Sexual Abuse Task Force and the National Association of Counsel for Children. Served as Commission's first Chair.

**Fran Ulmer**

Educated in Wisconsin in the fields of political science and economics and is an attorney; served as Mayor of the City and Borough of Juneau from 1983 to 1985 and was elected to the House of Representatives in 1986; currently serves as Chair of the House State Affairs Committee and is a member of the Judiciary Committee and the Children's Caucus; has been employed as the Director of the Division of Policy Development and Planning for the State of Alaska; previously served as Chair of the U.S. Conference of Women Mayors, on the State Board of the League of Women Voters, the Salvation Army and was Honorary Chair of the 1986 March of Dimes.

The budget breakdown we were given shows only 1 meeting in FY 88 - cost \$6,840.

## Public Testimony:

Following are the number of hours of public testimony and the number of people who testified before the Commission:

<u>Date</u>	<u>Meeting</u>	<u>Hours of Testimony</u>	<u>People Testifying</u>
June 12-13	Commission	1	19
July 9-10	Child Care Committee	1.5	16
July 10-11	Youth Committee	1	7
Aug. 8	Commission	3	39
Aug. 27-28	Child Care Committee	1.5	21
Sept. 9-10	Youth Committee	8.5	75
Sept. 17-19	Youth Committee	2	40
Sept. 25	Child Care Committee	3	22
Oct. 1	Child Care Committee	3	11
Oct. 5-6	Child Care Committee	1.5	9
Oct. 19-20	Commission	4	53
Nov. 9-10	Youth Committee	1	12
Nov. 18	Child Care Committee	1	8
Nov. 19-20	Commission	2.5	25
Dec. 9-11	Commission	3	25
	TOTAL	37.5	383

## Commission Meetings:

The Governor's Interim Commission on Children and Youth met the following dates between June and December, 1987, the time during which this report was written:

<u>Body</u>	<u>Dates</u>	<u>Location</u>
Commission:	June 12-31	Juneau
	Aug. 8	Fairbanks
	Oct. 19-20	Anchorage
	Nov. 19-20	Anchorage
	Dec. 9-11	Anchorage
	Jan. 19-20	Juneau
Child Care Committee:	July 9-10	Anchorage
	Aug. 7	Fairbanks
	Aug. 27-28	Anchorage
	Sept. 25	statewide public hearing
	Oct. 1	Southeast public hearing
	Oct. 5-6	Anchorage
	Nov. 18	Anchorage

<u>Body</u>	<u>Dates</u>	<u>Location</u>
Youth Committee:	July 10-11	Anchorage
	August 7	Fairbanks
	Sept. 9-10	statewide public hearing
	Sept. 17-18	Anchorage
	Oct. 7	statewide public hearing
	Nov. 9-10	Anchorage

## Commission Activities and Participation:

The following lists, by month, meetings, conferences, workshops, trainings, seminars, etc. in which Commission members participated or at which they represented the Commission:

### **JUNE:**

Conference of the Association of School Superintendents: John Anttonen, Annie Calkins.

Meeting of the Cabinet of Professional Associations: Annie Calkins.

Meeting of the Alaska State Writing Consortium: Annie Calkins.

Meeting of the Child Advocacy Network: Judy Rich.

Planning meeting, Anchorage Covenant House: Sen. Josephson, Judy Rich, Peter Scales.

Surgeon General's Conference on Family-Centered, Community-Based, Coordinated Care for Children with Chronic Illnesses and Other Disabilities: Kayleen Lowe.

Visit to the Crippled Children's Association Day Care Facility, Wanganui, New Zealand: Kayleen Lowe.

"STD: Check It Out" program review, Ministry of Health, New Zealand: Kayleen Lowe.

### **JULY:**

Visits to Juneau child care centers: Rep. Ulmer.

Visit to the Asthma Society of Auckland's Children's Asthma Program, Auckland, New Zealand: Kayleen Lowe.

### **AUGUST:**

Meeting of the Fairbanks Child Care Providers Association: Ms. Lare.

Visits to child care centers, Fairbanks: Child Care Committee.

Meetings with Juneau child care providers: Rep. Ulmer.

Dram-edy Workshop: Sen. Josephson. Kapulani Preschool Parenting Training Project, Oahu, Hawaii: Kayleen Lowe.

Meeting of the Perinatal Association of Alaska: Kayleen Lowe.

Meeting of the Special Education Service Agency: Kayleen Lowe.

## **SEPTEMBER:**

Joint meeting of the Governor's Council on Vocational Education and the State Job Training Partnership Coordinating Council: Peter Scales.

WIC Annual Meeting: Peter Scales.

Bilingual/Bicultural Education Coordinators Institute: John Antonnen, Annie Calkins, Shirley Covington, Ms. Lare, Kayleen Lowe.

Meeting of Volunteers for Youth At-Risk: Sen. Josephson.

Meeting for Participants in State Early Childhood Initiatives, National Association of State Boards of Education: Annie Calkins.

Meeting of the League of Women Voters: Rep. Ulmer.

Meeting of the Emergency Medical Services Advisory Council: Kayleen Lowe.

Hearings on Anchorage Municipal Health Plan: Kayleen Lowe.

Hearings on State Child Care Regulations: Kayleen Lowe.

ACCESS Alaska, Family Issues Conference: Kayleen Lowe.

Special Hearing of the Federal Office of Special Education, Audit of State Education Programs: Kayleen Lowe.

Presentation to Child Care Connection: Kayleen Lowe.

KIDPAC Meeting: Kayleen Lowe.

KENI Radio Talk Show: Kayleen Lowe, Peter Scales.

Conference of Theta Omicron Chapter of Sigma Theta Tau, the National Honor Society of Nursing: Kayleen Lowe.

Seventh Annual Pediatrics Conference, Presentation by Dr. Richard Krugman on the Sexual Abuse of Children: Kayleen Lowe.

## **OCTOBER:**

Annual Conference of the Child Welfare League of America: Ms. Lare.

Public Hearing: Upper Mat-Su Valley and

Wasilla: Shirley Covington, Ms. Lare.

Conference of the Alaska Association for Community Education: Ms. Lare, Kayleen Lowe.

National Juvenile Justice Conference, Boston: Sen. Josephson.

Workshop on the Medical Indicators of Child Abuse and Neglect: Blanche Brunk.

Meeting of the National Association for the Advancement of Colored People, Northwest Region: Peter Scales.

Parents Meeting, Juneau Montessori School: Rep. Ulmer.

Alaska Federation of Natives Convention, Youth and Elders' Conference: Governor's Interim Commission on Children and Youth.

Meeting of the Emergency Medical Services Advisory Council: Kayleen Lowe.

Meeting of the Alaska Women's Commission: Kayleen Lowe.

Alaska Vocational Education Conference: Blanche Brunk.

Meeting of the State Board of Education: Blanche Brunk, Annie Calkins, Reggie Joule, Rep. Koponen, Patty Meritt, Niesje Steinkruger.

Visit to Covenant House, New York: Sen. Josephson.

Public Hearing: Nelson Island and Scammon Bay High Schools: Sen. Binkley, Clara Kelly, Kayleen Lowe.

Presentation to the Family Law Section, Alaska Bar Association: Niesje Steinkruger.

## **NOVEMBER:**

Conference of the National Association of State Directors of Child Development: Ms. Lare.

Meeting of the Matanuska Valley Child Protection Team: Shirley Covington.

Meeting of the Alaska State School Boards Association: John Antonnen, Blanche Brunk, Peter Scales.

Fairbanks Mayor's Task Force on Children

and Youth: Patty Meritt, Niesje Steinkruger.  
Meeting of the State Board of Education:  
Annie Calkins, Peter Scales, Ms. Lare, Dianne  
Olsen.

Meeting of the Alaska Municipal League:  
Peter Scales.

Annual Conference of the National Association  
for the Education of Young Children,  
Chicago: Ms. Lare, Kayleen Lowe.

Alaska School Administrators Conference:  
John Antonnen.

Siberian Medical Research Conference:  
Kayleen Lowe.

Teen Pregnancy Workshop: Rep. Collins,  
Judy Rich.

Seventh Annual Statewide Alcohol and Drug  
Abuse Prevention Symposium: Reggie Joule,  
Kayleen Lowe, Judy Rich.

Visit to the Lee Street Shelter: Sen.  
Josephson.

Presentation of National Teacher's Awards:  
Sen. Josephson.

Meeting of Standing Together Against Rape  
(STAR): Sen. Josephson.

"Public Official in the Classroom" Program:  
Sen. Josephson, Rep. Ulmer.

Visit to Lekotek Toy Lending Library, Com-  
puplay, and Pre-School Mainstreamed Pro-  
grams, Evanston, Illinois: Kayleen Lowe.

Foster Care Hearings, Department of Health  
and Social Services: Kayleen Lowe.

Fairbanks Directors' Association: Patty  
Meritt.

Fairbanks Association for the Education of  
Young Children: Patty Meritt.

Governor's Council on Handicapped and  
Gifted: Ms. Lare, Kayleen Lowe.

Postsecondary Education Commission: Sen.  
Josephson.

#### **DECEMBER:**

National Forum for Youth At-Risk, Washing-  
ton, D.C.: John Antonnen, Sen. Josephson.

#### **ON-GOING:**

Alaska Teen Pregnancy Task Force: Peter  
Scales.

Anchorage Association for the Education of  
Young Children: Ms. Lare.

Child Care Connection Board meetings: Ms.  
Lare.

ARCO Dependent Care Task Force: Ms. Lare.

Tri-Department Committee: Blanche Brunk,  
Annie Calkins, Ms. Lare.

## ACKNOWLEDGEMENTS:

Many, many people contributed in various ways to the production of this report, which would not have been possible without their assistance. We would like to especially thank them.

- To the hundreds of parents, educators, health professionals, attorneys, concerned citizens, child care professionals, children, agency representatives and youth who cared enough to submit testimony, address the Commission at public hearings, provide information and share their thoughts, suggestions and concerns.

- To the students who participated in the Governor's Youth Safety Conference, sponsored and organized by the Alaska Council on the Prevention of Alcohol and Drug Abuse and the Alaska Highway Safety Planning Agency, for providing us with new insights into the lives of teenagers.

- To the youth and elders who participated in the public hearing sponsored by the Commission at the AFN Convention, for opening their hearts to us, and to Janie Leask, President, and George Irvin, Executive Vice President, for making that hearing possible.

- To the "Dram-edy" Program, Jamie Cox, Linda Ronan and the students involved with it, for an impressive and lasting learning experience.

- To the original Steering Committee, whose joint efforts and cooperation helped make the establishment of the Commission a reality: Darby Anderson, Blanche Brunk, Randall Burns, Annie Calkins, Ms. Lare, Sally Mead, Barbara Miklos, Patty Kastelic and Caren Robinson.

- To the Commissioners of the state departments represented on the Commission, for the valuable contribution of staff support and funding:

William Demmert, Commissioner, Department of Education;

Art English, Commissioner, Department of Public Safety;

David Hoffman, Commissioner, Department of Community and Regional Affairs;

Myra Munson, Commissioner, Department of Health and Social Services;

Grace Schaible, Attorney General, Department of Law;

- To the key readers, who plowed through reams of paper to make this report as thorough, accurate and readable as it is:

Dr. George Brown, Pediatrician, Palmer;

Marian Estelle, Director, Petersburg Child Care Center;

Dr. Shirley Holloway, Associate Superintendent, North Slope Borough School District, Barrow;

William Hitchcock, Master, Children's Court, Anchorage;

Pudge Kleinkauf, Chair, Department of Social Work, UAA;

Rich Kronberg, teacher, Klatt Elementary School, Anchorage;

Dr. Jo Kuykendall, Director, Day Care Assistance Program, Fairbanks North Star Borough;

Thelma Langdon, Coordinator, Child and Family Advocacy Project, Alaska Children's Services, Anchorage;

Doug Modig, Director, Alcohol Program, Rural CAP, Anchorage;

Gail Rowland, former Board Chair, Office of Child Advocacy, Anchorage; and

Don Shircei, Director of Family Services, Tanana Chiefs Conference, Fairbanks.

- To the federal Youth 2000 Project, for technical assistance and for awarding a grant to the Commission, enabling it to continue its work in addressing issues affecting youth and to fund demonstration projects:

Edward Singler, Regional Administrator, and Judith Wood, Director of the Division of Program Management, Office of Human Development Services, Department of Health and Human Services, Region X.

Harry Brown, Regional Administrator and Michael Brauser, Director of the Office of Job Training Programs, Employment and Training Administration, Department of Labor, Region X.

- To the National Association of State Boards of Education for providing technical assistance, moral support and funding for production of this report: Tom Schultz, Director, Early Childhood Project.

- To the National Conference of State Legislatures for providing funding for technical assistance in the area of early childhood education: Terry Gnezda, Ph.D., Senior Project Manager, Child Care/Early Childhood Education Project.

- To the Department of Education, Division of Migrant Education, for fiscal support for production of a student version of the Commission's report.

- To the Senate Finance Committee for fiscal support for an abridged version of the Commission's report for wide public distribution.

- To the staff of the Governor's Office in Juneau for provision of support services on a continuing basis: Garrey Peska, Chief of Staff; Sheila Gottehrer, Director, Boards and Commissions; Caren Robinson, Special Staff Assistant.

Administrative Services: Mike Nizich, Director; Terry Eller, Accounting Technician; Mary Etheridge, Accounting Technician; Fred Fisher, Accounting Supervisor; Vern Jones, Procurement Officer; Shawn Henderson, Property Control Officer.

Secretarial Services: Carla Dederer, Executive Secretary; Annemarie Barnack, Secretary; Janice Harmon, Secretary.

Data Processing Services: Martha Ecklund, Secretary.

Receptionists: Donna Edwards, Donna Voss.  
Mail Room: Barbara Fallon, Supervisor;  
Marcus Davis, Clerk.

Personnel Services: LaRae Jones, Personnel Officer.

Press: David Ramseur, Press Secretary; Laury Roberts Scandling, Deputy Press Secretary; Marc Olson, Information Officer; Cher Reeves, Executive Secretary.

Patty Kastelic, former Director of Scheduling, Office of the Governor.

- To the staff of the Anchorage and Fairbanks' Governor's Offices for assistance with meeting organization and information dissemination: Charity Kadow, Associate Director, Anchorage; Lisa Caress, Executive Secretary, Anchorage; Rebecha Miller, Associate Director, Fairbanks; Debbie Damron, Staff Assistant, Fairbanks; Penny Forsmo, former Executive Secretary, Fairbanks.

- A very special thanks to the staff of the Anchorage, Fairbanks and Juneau Legislative Information Offices for their invaluable assistance with organizing meetings, moderating public hearings and professional and courteous attention to the Commission:

Anchorage: Micki Henderson, Information Officer; David Jensen, Teleconference Moderator; Harry Mandregan, Teleconference Moderator; Barbara Norrell, Information Assistant; Lana Prujillo, Information Assistant.

Fairbanks: Annie Neubauer, Information Officer; Melba Oester, Teleconference Moderator.

Juneau: Sue Gullafsen, Manager, Public Services; Peggy Simons, Information Officer; Glenn Gray, Teleconference Moderator; Lynn Morley, Teleconference Moderator; Arlene Murphy, Teleconference Moderator.

- To the staff of the Legislative Affairs Agency for technical assistance and computer work and use of computers and printers: Bill McCauley, User Services Supervisor; Daryel Donaldsen, Data Processing Manager.

- To the following Legislators and their staff members for professional services and financial support:

Rep. Johnny Ellis, who generously donated the use of his office during the interim so the Commission could have a home.

Sen. Binkley, for funding distribution of the Commission's newsletter, Marc Stephens for production of the newsletter, and Pat Jackson.

Sen. Halford's Office: Lynn Stoops and Maureen Weeks.

Sen. Josephson's Office: Rosemary Karish, David Finkelstein.

Rep. Grussendorf's Office: Katherine Buchanan, Doug Rickey and Kate Tesar.

Rep. Collins, for supplying refreshments for Commission meetings, and Marveen Palmer for assistance during Commission meetings.

Rep. Koponen's Office: Lisa McLaren, Dana Owen and Shari Paul.

Rep. Ulmer's Office: Linda Giguere and Judy Knight.

- To Daniel Dinell and Lisa Weiser, who volunteered clerical and research services to the Commission.

- To the staff of the Commission: Carla Timpone, Program Coordinator; Sara Hannan, Administrative Assistant; Dean Gottehrer, Editor; Paula Wolfe, Graphic Artist; Roxanne Turner, Data Clerk.

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