

HCR

4

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March 25, 1991

To: **Representatives Carney and Lincoln, Co-Chairs
Members, House HESS Committee**

Re:

HCR 3; "Proposing an amendment to the Uniform Rules of Alaska State Legislature creating and relating to the jurisdiction of the Education standing committees, and relating to the jurisdiction of the Health and Social Services standing committees; and providing that the amendment will take effect on the convening of the First Session of the Eighteenth Alaska State Legislature."

NEA-Alaska supports and encourages the creation of a separate standing committee for public education and the university system.

The current HESS Committees have policy responsibility for two of the most comprehensive agencies in state government. The magnitude of load which is always before the HESS committees is substantial and may periodically preclude adequate consideration of critical policy issues.

Public Education and Health and Social Services are also a substantial part of the operating budget of the State and must effectively monitor entitlement formula funding and many federal programs as well.

It is our opinion that the changes proposed by HCR 3 would result in better and more timely policy decisions, continuity in appropriate legislative oversight, and the ability to be more responsive to the increasing and ever changing needs in public education.

The opportunity and potential need for interim work by a standing Education committee would permit legislators to more closely focus on specific programs, services, and needs in our public schools and university system.

Thank you for your consideration of our position and recommendation.

Respectfully submitted,

Bob Manners
Executive Director

Don Oberg
President

cc: **Representative Carney**

Co-Chair
Health, Education and
Social Services Committee

Resources Committee

Legislative Budget and Audit

Special Committee
on Oil and Gas

Alaska State Legislature



Representative Patrick J. Carney

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SPONSOR STATEMENT

House Concurrent Resolution 3 would create a committee on education separate from health and social services.

As you know, the HESS Committee is one of the busiest committees in the House. As of April 4, we have had a total of 110 bills referred to us this session. Thirty-six have been education bills or resolutions, while 74 have been health and social service issues. Because of the large number of bills, we cannot always give due consideration to every issue or every bill that comes before us, and these are important issues affecting the lives of many citizens of our state.

There would be no extra costs involved and no additional staff would be required.

We already have separate finance subcommittees for education and for health and social services. Education and health and social services are separate state agencies. Almost every other state has separate standing committees for education and for health and social services. In fact, Maryland and Rhode Island are the only two states besides Alaska without a separate standing committee on education.

There is not much overlap between the two. There have been only one or two bills dealing with both education and health and social services issues at the same time. Therefore splitting the committees would not require an additional committee referral in most cases.

The number of bills referred to our committee continues to grow every year. The issues that come before us are complex. Splitting the committee will provide a more efficient process and ultimately serve our constituents more efficiently and effectively, with no additional costs to the State.



ALASKA ASSOCIATION OF ELEMENTARY SCHOOL PRINCIPALS
ALASKA ASSOCIATION OF SECONDARY SCHOOL PRINCIPALS
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POSITION PAPER

HCR 3

CREATING THE STANDING COMMITTEE ON EDUCATION

The Alaska Council of School Administrators supports HCR 3.

Education issues have become of such importance both as state-wide and national issues that we must allow concentrated and deliberate time to explore all issues before action is taken through the legislative process.

The past five years have proven that there are growing concerns regarding social services and health issues which demand more time for review. Therefore, the current committee is having to spread themselves over three very significant issues viewed on the state level as responsibilities of the state.

Therefore, we believe by creating the Education Committee, the legislature would be serving more effectively the social services, health and education related issues in Alaska.

The Council of State Governments

State Legislative Leadership, Committees & Staff

1989-90

The
Council of
State
Governments



REFERENCE
OTHER STATES
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EDUCATION

Committees that consider matters concerning education.

ALABAMA

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(205) 261-7880

Rep. Stephen A.
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Rep. Johnny Ellis
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Senate Wing, State
Capitol
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(602) 542-3171

Rep. Bev Hermon
Chairman
House Education Cmte.
House Wing, State
Capitol
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ARKANSAS

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House Appropriations
Cmte.
P.O. Box 406
Richmond, VA 23203
(804) 786-6505

WASHINGTON

Sen. Cliff Bailey
Chairman
Senate Education Cmte.
Rm. 109B, Institutional
Bldg.
Olympia, WA 98504
(206) 786-7676

Sen. Jerry Saling
Chairman
Senate Higher Education
Cmte.
Rm. 115B, Institutional
Bldg.
Olympia, WA 98504
(206) 786-7608

Rep. Kim Peery
Chairman
House Education Cmte.
Rm. 431, House Office
Bldg.
Olympia, WA 98504
(206) 786-7994

Rep. Ken Jacobsen
Chairman
House Higher Education
Cmte.
Rm. 334, House Office
Bldg.
Olympia, WA 98504
(206) 786-7818

WEST VIRGINIA

Sen. Sondra Lucht
Chairman
Senate Education Cmte.
State Capitol
Charleston, WV 25305
(304) 357-7800

Sen. Earl Ray Tomblin
Chairman
Senate Finance Cmte.
State Capitol
Charleston, WV 25305
(304) 357-7800

Del. F. Lyle Sattes
Chairman
House Education Cmte.
State Capitol
Charleston, WV 25305
(304) 340-3200

Del. George E. Farley
Chairman
House Finance Cmte.
State Capitol
Charleston, WV 25305
(304) 340-3200

WISCONSIN

Sen. Barbara L. Ulichny
Chairman
Senate Education,
Economic Development,
Financial Institutions &
Fiscal Policies Cmte.
Rm. 140C S., State
Capitol
Madison, WI 53702
(608) 266-5830

Sen. Robert A. Jauch
Chairman
Senate Educational
Financing, Higher
Education & Tourism
Cmte.
Rm. 11 S., State Capitol
Madison, WI 53702
(608) 266-3510

Rep. Sue Rohan
Chairman
Assembly Colleges &
Universities Cmte.
Rm. 118 W., State
Capitol
Madison, WI 53702
(608) 267-5342

Rep. Calvin J. Potter
Chairman
Assembly Education
Cmte.
Rm. 11 W., State Capitol
Madison, WI 53702
(608) 266-0656

WYOMING

Sen. Boyd L. Eddins
Chairman
Senate Education, Health
& Welfare Cmte.
State Capitol
Cheyenne, WY 82002
(307) 777-7220

Rep. James C. Hageman
Chairman
House Education Cmte.
State Capitol
Cheyenne, WY 82002
(307) 777-7220

DISTRICT OF COLUMBIA

Cnclmn. Hilda H. M.
Mason
Chairman
Education & Libraries
Cmte.
District Bldg.
1350 Pennsylvania Ave.,
NW
Washington, DC 20004
(202) 724-8072

AMERICAN SAMOA

Sen. Ponemafua Auelua
Chairman
Senate Education Cmte.
Rm. 118, Maota Fono
Bldg.
P.O. Box 485
Pago Pago, AS 96799
(684) 633-5668

Rep. Aina Savea T. Nua
Chairman
House Education Cmte.
Rm. 214, Maota Fono
Bldg.
P.O. Box 485
Pago Pago, AS 96799
(684) 633-4459

FISCAL NOTE

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO: HCR 3

Revision Date: _____
Title: Proposing an amendment to... Uniform
Rules... relating to Education comm... & H&SS comm...
Sponsor: Representative Carney
Requestor: House HESS

Department Affected: Legislative Affairs Agency
BRU: Legislative Council
Component: Session Expenses

COMPONENT SERIAL NO: 782

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL	0	0	0	0	0	0
CONTRACTUAL	0	0	0	0	0	0
SUPPLIES	0	0	0	0	0	0
EQUIPMENT	0	0	0	0	0	0
LAND & STRUCTURES	0	0	0	0	0	0
GRANTS, CLAIMS	0	0	0	0	0	0
MISCELLANEOUS	0	0	0	0	0	0
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

GENERAL FUND	0	0	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER	0	0	0	0	0	0
TOTAL	0	0	0	0	0	0

POSITIONS:

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

Estimate of current year impact: _____

ANALYSIS: (Attach a separate page if necessary)

Zero fiscal impact.

Prepared By: Pamela A. Stoops, Director
Division: Administrative Services

Pamela A. Stoops

Phone: 465-3850
Date: 3/7/91

Approved By: Warren W. Endicott, Executive Director
Agency: Legislative Affairs Agency

Warren W. Endicott

Date: 3/7/91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).



Alaska State Legislature
LEGISLATIVE RESEARCH AGENCY

P.O. Box Y, Juneau, Alaska 99811-3100
907-465-3991 Fax 907-463-3351

TO: Caroline Lombard

DATE: 2/28/91

FROM:

Faura d. Scavera.

Any more questions - give a call!

Maryland &
Rhode Island
are ^{the} only two
w/out separate
committees on
education.

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Rep. Eileen Panigeo MacLean
Co-Chair
Rep. Cheri Davis
Rep. Niilo Koponen
Rep. Johnny Ellis
Ex Officio



Sen. Lloyd Jones
Co-Chair
Sen. Al Adams
Sen. Jack Coghill
Sen. John Binkley
Ex Officio

Alaska State Legislature

Joint Committee on School Performance

February 11, 1991

MEMORANDUM

To: Members, Joint Committee on School Performance

From: Senator Lloyd Jones, Co-Chair
Representative Eileen MacLean, Co-chair

Subj: Introduction of Legislation for Joint Committee

As you know, recommendations to the Legislature, contained in the Joint Committee's second report, call for several pieces of legislation to be introduced. To expedite matters and because the Committee no longer formally exists, we have assigned each member the task of drafting legislation key to a specific recommendation. The assignments are as follows (the page numbers are from the January 25 draft of the report):

Rep. Ellis: *Incentive Grants and Local Participation (p. 13-16)*

Recommends that no less than \$3 million be appropriated annually to the Fund for the Improvement of School Performance over the next five years.

Rep. MacLean: *Health and Family Services Programs (p. 16-17)*

Recommends that a resolution calling for better coordinated services among the departments of health and social services, labor, community and regional affairs, and education, similar to the resolution calling for this effort passed by the 16th Legislature, be enacted by the 17th Legislature.

Sen. Jones: *Early Childhood and Parenting Education (p. 17-21)*

Establish a committee to address the issues and questions on early childhood education that pertain to the education of Alaska's young children, with particular attention given to those children with environmental handicaps. Included among the committee's responsibility shall be the development of a plan for a statewide program of early childhood education and preparation of a report on its findings with recommendations to the legislature no later than May, 1992.

Rep. MacLean: *School Finance and Governance (p. 29-84)*

Recommends that the Legislature, in recognition of the urgency of the need for improved school performance, initiate a thorough investigation of the school finance and governance systems of Alaska public education. It is further recommended that this work be conducted as a legislative "in-house study" (utilizing the resources of the Department of Education when required) and that it be carried out under the auspices of a newly created joint committee on school performance. (This will be included in the duties of the Joint Committee on School Improvement.)

Rep. Koponen: *Professional Development of School Personnel (p. 84-104)*

Recommends: (1) that a BA or BS degree in a subject matter discipline be a prerequisite for admission to a professional teacher education program at all campuses of the University of Alaska; (2) that teacher training programs that prepare new teachers and upgrade in-service teachers for assignment in village schools be standard offerings of the University of Alaska's system and routinely available as a means to qualify candidates for teacher certificate endorsements appropriate to recommendation number (3) below; (3) that funding for the significant changes that will be required as a result of the prior two recommendations be determined by means of requesting detailed estimates of the University of Alaska, to be made available to the legislature no later than January 15, 1992.

Sen. Adams & Rep. MacLean: *(a) Teacher Certification (p. 84-104)*

Recommends (1) legislation be enacted relating to requirements for limited teacher certificates for the purpose of providing teachers in certain limited fields where baccalaureate degree training is not sufficiently available, so long as the person demonstrates both subject matter expertise and teaching competency; (2) that the legislature, by resolution, instruct the State Board of Education to investigate the feasibility and desirability of setting into place alternative certification routes for candidates entering teaching from other fields not covered in recommendation number (1) under this heading; (3) that the legislature by resolution, urge the State Board of Education to adopt a tiered system of certification that distinguishes between

competencies necessary to teach in rural, multi-cultural communities (Alaska villages) and traditional, urban teaching assignments.

Sen Adams & Rep. Davis: *(B) Tenure (p. 84-104)*

Recommends that the existing tenure law be changed. Sec. 14.20.150(2) presently requires teachers to be "employed as a teacher in the same district continuously for two full school years and is reemployed for the school year immediately following the two full years." The Committee proposes the following amendment: "employed as a teacher in the same district continuously for five full school years and is reemployed for the school year immediately following the five full years."

Sen Jones: *Program Definition and Curricula (p. 104-108)*

Recommends that the legislature, by statute require that the scope and sequence of schedule developed by the State Department of Education in its Alaska studies program be incorporated into the curriculum of each school district of the state.

Rep. Koponen: *Research, Evaluation, and Dissemination (p. 109-112)*

Recommends that the legislature support the University's "Alaska School Research Fund" as it could enable Alaska's research capability to become sufficient to meet the state's educational research needs.

Sen. Jones & Rep. MacLean: *Establishment of Joint Committee on School Improvement (p. 124)*

Recommends that the 17th Alaska Legislature establish a House-Senate Joint Committee on School Improvement. The Committee shall continue the work of the Joint Committee on School Performance, make additional recommendations as conditions warrant, and oversee the legislature's initiatives in school improvement.

We have not set a timeline on the introduction of the above legislation, but, as you know, the sooner the bills are introduced, the sooner they can be reviewed. We will set a meeting time soon to go over the final draft of the report and to discuss pending individual legislation. If you have questions, don't hesitate to call.

Sponsor Sectional

The **Joint Committee on School Improvement** is established by the 17th Alaska Legislature to continue the work of the Joint Committee on School Performance.

The new committee will consist of three members of the House of Representatives and three members of the State Senate.

The **Joint Committee on School Improvement** will:

- Review the work on the Joint Committee on School Performance, using the past Committee's reports to the Legislature as guidelines for further work;
- Identify subjects for priority legislative attention;
- Monitor school improvement mechanisms previously established by legislation introduced by the Joint Committee on School Performance. Specifically: the school report card and Alaska Native studies curriculum.
- Monitor on-going legislation, introduced by members of the Joint Committee on School Performance. These measures directly correlate to recommendations contained in the Joint Committee on School Performance's second report to the legislature: *New Directives in School Performance: The Legislature as Advocate and Guarantor, January 1991*.
- Address policy issues needing further examination such as school finance and governance systems, school accreditation, administrative consolidation, equitable calculation of instructional units; equitable area cost differential; definition of basic need. Further policy questions are contained in the Joint Committee on School Performance's second report to the legislature: *New Directives in School Performance: The Legislature as Advocate and Guarantor, January 1991*. It is recommended that this be a legislative study and that it be done "in house," utilizing the resources of the Department of Education when required.

The **Joint Committee on School Improvement** will require the expertise and support of a research consultant, who, at the direction of the Committee, will:

- Examine the state education delivery system, with emphasis on school governance and finance;
- Recommend reforms leading to enhanced school performance

- Coordinate **Joint Committee on School Improvement** meetings;
- Arrange for on-site school facility tours, if needed;
- Arrange for expert testimony regarding specific school performance issues to be presented to the Joint Committee on School Improvement;
- Write and edit two reports to be presented to the legislature

The Research Consultant will serve part-time through the Seventeenth Alaska State Legislature and the first session of the Eighteenth Alaska State Legislature.

ALASKA STATE LEGISLATURE

Representative Eileen Panigeo MacLean
Co-Chair House Finance Committee
P.O. Box 830
Barrow, Alaska 99723



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

HOUSE OF REPRESENTATIVES

District 22

North Slope
Borough

Anaktuvuk Pass
Atkasuk
Barrow
Kaktovik
Nuiqsut
Point Hope
Point Lay
Wainwright

Northwest Arctic
Borough

Ambler
Buckland
Deering
Kiana
Kivalina
Kobuk
Kotzebue
Noatak
Noorvik
Selawik
Shungnak

MEMORANDUM

DATE: February 15, 1991

TO: Representative Pat Carney, Co-Chair
HESS Committee

Representative Georgianna Lincoln, Co-Chair
HESS Committee

FR: Representative Eileen P. MacLean *EPM*
Co-Chair of House Finance Committee

SUBJ: Scheduling Request: HCR 4 Establishing the
Joint Committee on School Improvement

I sincerely would appreciate your consideration in scheduling HCR 4 establishing the Joint Committee on School Improvement in the HESS committee on February 25, 1991. Attached is a sectional analysis with a fiscal note for the committee's review.

This committee will continue the work of the Joint Committee on School Performance, make additional recommendations as warranted and oversee the legislature's initiatives in school improvement.

Should you need further information, please contact my office at 465-3862. Thank you.



NEA-ALASKA

AFFILIATED WITH THE NATIONAL EDUCATION ASSOCIATION

ANCHORAGE REGIONAL OFFICE

1411 W. 33RD AVENUE
ANCHORAGE, ALASKA 99503
(907) 274-0536
FAX: (907) 274-0551

JUNEAU OFFICE

105 MUNICIPAL WAY, SUITE 302
JUNEAU, ALASKA 99801
(907) 586-3090
FAX: (907) 586-2744

FAIRBANKS REGIONAL OFFICE

2118 CUSHMAN STREET
FAIRBANKS, ALASKA 99701
(907) 456-4435
FAX: (907) 456-2159

February 26, 1991

To: Reps. Carney & Lincoln, Co-Chairs, and Members of House HESS Committee

**FROM: Don Oberg, President
NEA-Alaska**

RE: Joint Committee on School Performance

NEA-Alaska supports the concepts addressed in HCR 4; establishing a legislative committee that functions throughout the year to study our educational system, to identify the most effective school districts, and to recommend means to improve the quality of Alaska public schools. The Joint Committee on School Performance did serve that purpose to a limited extent during the past legislative session but was hampered by limited resources, staff, and time.

NEA-Alaska believes there are better options to provide for more direct and effective public input into the deliberations of such a committee.

We recommend that there be established a standing committee for Education in both the Senate and the House. The standing committee would seek input from the public and members of the education community such as the Association of Alaska School Boards, the Department of Education, the Alaska Parent Teacher Association, and NEA-Alaska as to means to improve our public schools as well as recognize the exceptional schools that we currently enjoy. We also suggest the standing committee have appropriate staff to focus on educational issues.

An intermediate step would be to have a Joint education sub-committee composed of three members each of the House and Senate HESS Committees--appointed by the Chair(s) of the respective committees with the appropriate staff. Such a committee would, we believe, provide for greater continuity with the Health, Education, and Social Services legislative committee(s) and thus be more effective.

NEA-Alaska believes the "committee", irrespective of the composition, should focus on specific topics in order to gather the most recent and highest quality data. We believe that the more the committee focuses on a specific topic the greater the chance for significant effect--topics established by the House and Senate HESS committees in consultation with members of the educational community as listed above. The members of the educational community should be provided travel costs when necessary in order to provide input into the deliberations.

NEA-Alaska encourages the legislature to continue its focus on education within Alaska. We believe that the current legislation before you is a mechanism that with slight amendments can help provide that focus.

FISCAL NOTE

STATE OF ALASKA
1991 LEGISLATIVE SESSION

BILL NO: HCR #4

Revision Date: _____
Title: Establishing the Joint Committee
on School Improvement.
Sponsor: Representative MacLean
Requestor: Representative MacLean

Department Affected: Legislative Affairs Agency
BRU: Legislative Council

Component: Council & Subcommittees

COMPONENT SERIAL NO: 733

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY 92	FY 93	FY 94	FY 95	FY 96	FY 97
PERSONAL SERVICES	30.3					
TRAVEL	17.7					
CONTRACTUAL	2.0					
SUPPLIES	0					
EQUIPMENT	0					
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	50.0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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UNDING: (Thousands of Dollars)

GENERAL FUND	50.0	0	0	0	0	0
FEDERAL FUNDS	0	0	0	0	0	0
OTHER	0	0	0	0	0	0
TOTAL	50.0	0	0	0	0	0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	1	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

Estimate of current year impact: _____

ANALYSIS: (Attach a separate page if necessary)

See attached page for detail.

Prepared By: Pamela A. Stoops, Director
Division: Administrative Services

Pamela A. Stoops

Phone: 465-3850
Date: 2/12/91

Approved By: Warren W. Endicott, Executive Director
Agency: Legislative Affairs Agency

Warren W. Endicott

Date: 2/12/91

Distribution (by preparer): Legislative Finance, Legislative Sponsor, Requestor, OMB, & Impacted Agency(ies).

CONTINUATION OF FISCAL NOTE:

HCR

PERSONAL SERVICES

It is anticipated the Joint Committee on School Improvement will require the following staff assistance:

Administrative Assistant - Range 19 (part-time)		
\$3.637 x 6 months=	\$21.822	
\$21.822 x 39% benefits	<u>\$8.442</u>	
	\$30.264	30.3

TRAVEL

4 trips @ \$436 x 6 members	\$10.464	
3 days per diem @ \$100/day x 4 trips	<u>\$7.200</u>	
	\$17.664	17.7

CONTRACTUAL

Advertising of public notices	\$2.000	2.0
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SUPPLIES

Supplies will be absorbed within existing Legislative Operating Budget.

EQUIPMENT

Equipment will be absorbed within existing Legislative Operating Budget.

HOUSE COMMITTEE REPORT

(7)

Date Referred: February 13, 1991

FURTHER REFERRALS:

Finance

Date of Committee Action: 02/26/91

The HEALTH, EDUCATION AND SOCIAL SERVICES Committee considered:

HCR 4

HOUSE CONCURRENT RESOLUTION NO. 4 JOINT COMMITTEE ON SCHOOL IMPROVEMENT

Establishing the Joint Committee on School Improvement.

- RECOMMENDATIONS:
- be replaced with _____ the same title
 a new title
- have attached amendments(s)
- do pass
- do not pass
- no recommendations
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) _____

APPROVES PREVIOUS: (Dept/Date) _____

fiscal impact _____

fiscal note(s) _____

zero fiscal note _____

zero fiscal note(s) _____

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

	Check appropriate column:	Do Not Pass	No Rec	Amend
<i>Cheri L. Davis</i>				
<i>John C. Samples</i>				
<i>Mark Henley</i>				

John C. Samples

 Chairman's Signature

**New Directives in School Performance:
The Legislature as Advocate and Guarantor**

EXECUTIVE SUMMARY



***REPORT OF THE JOINT COMMITTEE
ON
SCHOOL PERFORMANCE***

To The
Seventeenth Alaska Legislature

JUNEAU, ALASKA
JANUARY 1991

**MEMBERS OF THE JOINT COMMITTEE
ON SCHOOL PERFORMANCE**

Senator Lloyd Jones, Co-Chair
Representative Eileen Panigeo MacLean, Co-Chair

Senator Al Adams
Senator Jack Coghill
Senator John Binkley, Ex Officio

Representative Cheri Davis
Representative Niilo Koponen
Representative Johnny Ellis, Ex Officio

Consultant to the Joint Committee

Dr. Frank Darnell
Emeritus Professor of Education
University of Alaska Fairbanks

NEW DIRECTIVES IN SCHOOL PERFORMANCE:

**THE LEGISLATURE AS ADVOCATE AND
GUARANTOR**

....

EXECUTIVE SUMMARY

***REPORT OF THE JOINT COMMITTEE
ON SCHOOL PERFORMANCE***

**TO THE
SEVENTEENTH ALASKA LEGISLATURE**

**JUNEAU, ALASKA
JANUARY 1991**

Today, education is perhaps the most important function of state and local governments. Compulsory school attendance laws and the great expenditures for education both demonstrate our recognition to the importance of education to our democratic society. It is required in the performance of our most basic public responsibilities, even service in the armed forces. It is the very foundation of good citizenship. Today it is a principal instrument in awakening the child to cultural values, in preparing him for later professional training, and in helping him to adjust normally to his environment. In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms.

**SUPREME COURT OF THE UNITED STATES
BROWN V. BOARD OF EDUCATION, 1954**

INTRODUCTION

When established by the Sixteenth Legislature, the Joint Committee on School Performance was charged with identifying causes of inadequate school performance and recommending ways to overcome them. As reported in the body of its second report, the Committee has accomplished this task. It has not been the purpose of the Committee to seek an indictment of school personnel or schools in general; in some locations exceptionally effective school programs and teachers are to be found. It is undeniable, however, that in many instances school performance is far from what it eventually must be. Whether due to problems in society as a whole or with Alaska's system of public education, there are conspicuous and critical failings in elementary and secondary education in Alaska. Although the legislature has wisely delegated much of its policy-making authority to school districts, the legislature remains ultimately responsible for failings in the system because of its constitutional mandate to maintain public schools in Alaska. In this role the legislature must seek to alleviate widespread shortcomings.

NEEDS IDENTIFIED

Drawing on material in this and the Committee's first report, the Committee has concluded that shortcomings in school performance may be attributed to the following deficiencies, all of which require immediate attention:

1. The need for stricter school district accountability through more closely monitored school operations by the legislature.
2. The need to encourage greater local participation in school affairs at the community or building level.
3. The need to insist on better coordinated health, social service, and educational agencies as a means to remove barriers to learning among disadvantaged youth.
4. The need to strengthen readiness to learn among pre-school children.
5. The need to raise and distribute funds for school districts more equitably among all regions and political subdivisions of the state.
6. The need to achieve balanced equality of opportunity among all students.
7. The need to redraw some school district boundaries in a way that will make districts more operationally efficient, more cost effective, and more receptive to constituent needs.
8. The need to strengthen professional development in the teaching profession.
9. The need for all students to be better informed about the political and natural history of Alaska, the cultural heritage of all its people, and its economic potential.
10. The need to better understand processes of schooling in Alaska, such as why some pupils succeed where others do not, why some programs of instruction work well while others do not,

and how information about successful programs can be disseminated more effectively.

It is not just coincidental that some of the observations made by the Joint Committee in arriving at these needs correspond to those of similarly constituted groups in other states. Many states, either through their legislatures or governors' offices, have undertaken school performance improvement or school system restructuring programs in recent years. The movement for improved school performance is national in scope; many problems relating to school performance identified elsewhere are present in Alaska. Others, some of the most severe, are uniquely Alaskan and are in part the causes of the incongruous gap in performance between poorly performing students, many of whom are in isolated rural villages, and adequately performing students.

RECOMMENDATIONS REVIEWED

In response to the Joint Committee's findings and as the means that will enable the legislature to eliminate or reduce some of the deficiencies the Committee has identified, several recommendations in this and the Committee's first report have been made. To deal with other needs, the Committee has raised several questions about the condition of Alaska's system of public schools that first must be answered before additional recommendations can be made. In either case, the legislature needs to advocate and guarantee changes that will lead to new directives in school performance. The Joint Committee has recommended changes that it believes are preconditions to most improvements in school performance

School District Accountability [Pages 8 - 12]

The need for stricter school district accountability was well established by the Alaska Senate through the work of its Special Committee on School Performance in 1988 and the Joint Committee on School Performance in 1989 and 1990. Acting on a recommendation of the Joint Committee, the legislature passed HB 469 in 1990 (now codified as Chapter 173) establishing the purposes, expected outcomes, and goals of schooling. Furthermore, Chapter 173 requires school districts to be held accountable for the authority delegated to them by requiring an annual "report card" on school performance to the public and the legislature. The state Department of Education is currently developing procedures, in cooperation with school districts, the public, and the education profession in general, that will enable the process to be carried out promptly and uniformly. (As a means to underscore the significance of this legislation, Bob Arnold former staff director of the Senate's Special Committee on School Performance, has summarized in essay form his reflections on the legislature's declared purposes of schooling since enactment of Chapter 173. His essay is attached as Appendix H.)

Incentive Grants and Local Participation

[Pages 13 - 16] *

The need to encourage greater local participation in school improvement was addressed in HB 469 with passage of a clause in the bill that established the Fund for the Improvement of School Performance, but failed to appropriate funds to activate the program. The governing body of a school district, district advisory board or nonprofit community organization, or a teacher or principal

*Page numbers accompanying each recommendation refer to the place where detailed information on each topic may be found in the body of the report.

employed by a school in the state, may apply for a grant to improve school performance by submitting an application to the commissioner of education. Without an appropriation creation of the fund serves no purpose. Therefore, the Committee recommends

that no less than \$3,000,000 be appropriated annually to the Fund for the Improvement of School Performance over the next five years.

Health and Family Services Programs

[Pages 16-17]

The Committee recognized that not all causes of inadequate school performance can be attributed to problems in the school system. Thus, the Committee has identified the need for better coordinated health and family-related service programs, for the complexity of the need for change involves social, health, and poverty-related problems. To address these in a coordinated way, the legislature enacted HCR 46 in response to a recommendation in the Committee's first report. That resolution called on the executive branch of government to create a committee of cognizant department heads to develop a plan that will enable their departments to better serve the needs of disadvantaged and "at risk" students through coordinated deployment of resources. The governor is presently examining ways this resolution can be implemented.

To underscore the sense of importance the Committee gives to this subject, it recommends:

that a resolution calling for better coordinated services among the departments of health and social services, labor, community and regional affairs, and education, similar to the resolution calling for this effort passed by the 16th Legislature, be enacted by the 17th Legislature.

Early Childhood and Parenting Education

[Pages 17-21]

The need for enhanced early childhood education is consistent with testimony from every corner of the state, urban and rural. Among fundamental causes that deny children the means or motivation necessary to succeed at schooling are inadequate or insufficient early childhood and parenting education. In recognition of this reality the legislature has increased appropriations for early childhood education as has the federal government. There remain, however, many unanswered questions on the nature of early childhood education and how programs should be delivered, answers to which will determine the eventual make-up of Alaska's early childhood programs.

Therefore, as was stated in its first report the Committee recommends:

that the legislature, by resolution, establish a Committee to address the issues and questions on early childhood education that pertain to the education of Alaska's young children, with particular attention given to those children with environmental handicaps. Included among the Committee's responsibility shall be the development of a plan for a statewide program of early childhood education and preparation of a report on its findings with recommendations to the legislature no later than May, 1992.

School Finance and Governance [Pages 29-84]

Of all the needs identified by the Joint Committee, the need for a redesigned system of school governance and finance is the most complex. Because this subject addresses so many important problem areas (the need for tax liability equity among districts, equitable distribution of state funds for school purposes, and equitable decision making authority among all Alaska communities), meeting it may hold the greatest promise of all the Committee's recommendations. The Committee recommends:

that the legislature, in recognition of the urgency of the need for improved school performance, initiate a thorough investigation of the school finance and governance systems of Alaska public education. It is further recommended that this work be conducted as a legislative "in-house study" (utilizing the resources of the Department of Education when required) and that it be carried out under the auspices of a newly created joint committee on school performance (as recommended in Chapter Three). The study shall include answers to the questions posed in the body of this report (pages 46-47 and 61-64) and propose a system of governance and a financial foundation formula in agreement with the findings. The committee shall report its findings and make its proposals no later than January 1993.

Professional Development of School Personnel

[Pages 84 - 104]

Much of the education reform movement during the past decade has focused on improving the quality of teacher performance through improved professional development.

Although it is recognized that the aggregate of Alaska's current teaching force is among the best trained and competent in the nation, this position is at risk. Teacher shortages, primarily in rural schools where recently there has been an annual teacher turnover rate of 30%, have made it necessary to recruit teachers who do not have the background necessary to succeed under the demanding conditions found in many Alaska schools. The means to develop, recruit, and retain an adequate teacher force, both in numbers and ability, need to be expanded and enhanced. Therefore, in the matter of teacher education and training, it is recommended:

1. that a BA or BS degree in a subject matter discipline be a prerequisite for admission to a professional teacher education program at all campuses of the University of Alaska.

2. that teacher training programs that prepare new teachers and upgrade in-service teachers for assignment in village schools be standard offerings of the University of Alaska system and routinely available as a means to qualify candidates for teacher certificate endorsements appropriate to recommendation number 3 under certification below (pertaining to village teaching).

3. that the University of Alaska prepare detailed estimates of the funding that will be required to carry out the prior two recommendations, to be made available to the legislature no later than January 15, 1992.

In the matter of teacher certification, it is recommended:

1. that legislation be enacted relating to requirements for limited teacher certificates for the purpose of providing teachers in certain limited fields where baccalaureate degree training is not sufficiently available, so long as the person demonstrates both subject matter expertise and teaching competency.

2. that the legislature, by resolution, instruct the state board of education to investigate the feasibility and desirability of setting into place alternative certification routes for candidates entering teaching from other fields not covered in recommendation number 1 under this heading.

3. that the legislature, by resolution, urge the state board of education to adopt a tiered system of certification that distinguishes between competencies necessary to teach in rural, multicultural communities (Alaska villages) and traditional, urban teaching assignments.

In the matter of tenure, it is recommended:

that the existing tenure law be changed. Sec. 14.20.150 (2) presently requires teachers to be "employed as a teacher in the same district continuously for two full school years and is reemployed for the school year immediately following the two full years." The Committee proposes the following alteration: "employed as a teacher in the same district continuously for five full school years and is reemployed for the school year immediately following the five full years."

Program Definition and Curricula

[Pages 104 - 108]

Strengthened curricula and innovative programs of instruction can be among the most promising components of the school improvement movement. Historically it has been the practice of the Alaska legislature to defer decisions affecting curricula and programs of instruction to others. Nevertheless, and although the Committee subscribes to the principle of delegating matters of curriculum to the state board and local districts, because a critical need is not being met, Alaska studies is an exception to this doctrine. There is a critical need for all Alaskans to be well informed about Alaska's history, system of government, geography and natural resources, and the richness of its multiculturally diverse population.

Therefore, it is recommended:

that the legislature, by statute, require that the scope and sequence schedule developed by the state Department of Education in its Alaska studies program be incorporated into the curriculum of each school district of the state.

Research, Evaluation. and Dissemination

[Pages 109 - 112]

As the Committee collected background material for this report, the need to better understand processes of schooling in Alaska became clear. There is a need for long-range, ongoing studies that will provide the state with background materials and knowledge of options that are necessary to meet goals of education. What little research is carried out by Alaska institutions is usually initiated only by inspired individual investigators. Current capabilities of Alaska institutions of higher education and the Department of

Education to fulfill Alaska's educational research needs are being questioned. The issue is not whether there is a need for educational research; the issue is whether there is the capability and commitment at Alaska's research institutions to carry it out.

Efforts at the University of Alaska to develop a coordinated, sustained, institutional educational research presence with its recently established Alaska Schools Research Fund have created the potential to meet most research needs

that this report speaks to as well as many others.

Therefore, the Committee recommends:

that the legislature support the University's "Alaska School Research Fund" as it has the potential to enable Alaska's research capability to become sufficient to meet the state's educational research needs. Furthermore, it recommends pursuing research on subjects suggested in this report and others that may be suggested, especially those that seek the means to ameliorate causes of inadequate school performance.

This summary leads to the Joint Committee's final recommendation. There is need for the legislature to continue to give extraordinary attention to school performance. Arguments advanced in favor of creating the Joint Committee two years ago remain valid. Some of the Committee's recommendations already acted upon require continuing legislative oversight. And as measures to meet needs identified in this report are developed, they should be monitored by the legislature to guarantee that they are

carried out correctly and promptly. In particular, the study of the state's school finance and governance system recommended by the Committee in Chapter Two should be accomplished under the auspices of the legislature. Therefore the Committee recommends:

that the 17th Alaska Legislature establish a House-Senate Joint Committee on School Improvement. The Committee shall continue the work of the Joint Committee on School Performance, make additional recommendations as conditions warrant, and oversee all of the legislature's initiatives in school improvement.

CONCLUSION

Although there have been efforts at school reform over the past several years that failed because they were ill founded or inadequately carried out, it would be a mistake to dismiss current arguments for reform as lacking in substance or to doubt that there is genuine need. Two compelling reasons support this statement and the presumption that there is need to act on the Committee's recommendations definitively and promptly. First, the number of students who drop out of school or finish school unable to fill out a job application form let alone qualify for any kind of employment grows increasingly higher each year. As many as one out of every three students presently enrolled is experiencing social, economic, or academic distress. Complicating these conditions is the reality that these students are not uniformly distributed among the state's fifty-four school districts. There are concentrations of students (often in small, remote villages) where 60% to 70% of the school-age population benefits little from Alaska's education system. These children do not progress toward but rather retreat from requirements of contemporary society. Because they are scattered over such a

large geographic area, the critical nature of their deficiencies is not apparent. Consequently, they attract far less public awareness and concern than is usually necessary to activate calls for remedial measures. Nevertheless, these children are there, their need is great, and their numbers are growing.

Second, the level of education necessary to succeed in Alaska's (and the nation's) increasingly technological and educationally demanding society is much higher than ever before. There are more youth falling out of the system who are unable to cope academically or socially at any level than ever before, while at the same time the need to complete a solid basic education as a pre-condition merely to survive economically steadily increases. In the first report of the Joint Committee, quoting Lisbeth Shore from her book, *Within Our Reach: Breaking the Cycle of Disadvantage*, the point was made that "In today's world, a youngster who leaves school unable to read, write, and do simple arithmetic faces a bleak future. When a substantial proportion of boys and girls leave school uneducated, the rest of us face a bleak future."

Guided by the assumption that all children and youth are able to learn and that the state as well as individual students will profit from their learning, the Committee is convinced that Alaska need not face a bleak future -- *if education is given the priority it requires*. It follows, therefore, that the financial and intellectual resources of the state must be made equally available to all children. The real proof of the legislature's success in advocating and guaranteeing improved school performance will be seen when all students achieve levels of performance commensurate with their abilities regardless of their ethnicity, their gender, their economic circumstance, or their place of residence.

*I HAVE LIVED IN THIS VILLAGE ALL MY
LIFE AND NEVER WENT TO SCHOOL. I
SPEAK ONLY MY NATIVE LANGUAGE.
WHY IS IT THAT THE KIDS WHO
GRADUATE FROM HIGH SCHOOL DO
NOT KNOW ANY MORE THAN I DO?*

**TUNUNUK VILLAGE ELDER
SEPTEMBER, 1989**

THE FOLLOWING DOCUMENT HAS
NOT BEEN FILMED BUT IS
AVAILABLE IN THE ORIGINAL
FILE

**New Directives in School Performance:
The Legislature as Advocate and Guarantor**



**REPORT OF THE JOINT COMMITTEE
ON
SCHOOL PERFORMANCE**

To The
Seventeenth Alaska Legislature

JUNEAU, ALASKA
JANUARY 1991