

Leg. Finance - Finance Comte Files (1971-72)

SB 418, 422

8879

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# RECORDS CERTIFICATION



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James D. Smith  
Signature of Camera Operator

4/4/89  
Date


STATE  
of ALASKA

# MEMORANDUM

OFFICE OF THE GOVERNOR

TO: [ Legislative Finance  
Room 407, Capitol Building

DATE : April 27, 1972

FROM: Warren W. Wiley   
Administrative Assistant  
Office of the Governor

SUBJECT: Comments on proposed  
organizational chart  
for Senate Bill 418

The attached proposed organization chart reflects as closely as possible budgeted funding levels for the proposed department and transferred agencies and functions for fiscal year 1973. However, several positions have been modified and several new ones added to reflect an essential staffing pattern. Such new positions are pointed out on the organization chart with asterisks.

Located within the Commissioner's office are both the Administrative branch and the Division of Community Development Research and Planning. This centralizes those two major department-wide functions.

Of the three major line agencies transferred from the Office of the Governor to the department, the State Economic Opportunity Office is made separate from the Local Affairs Agency and given divisional status. Except for the change of the SEOO office, the Local Affairs Agency and the Rural Development Agency are maintained almost in toto as separate divisions within the new department. The establishment of three separate divisions is necessary for the initial organization and in fact does reflect a logical breakout of program functions. Placing the transferred agencies within the department as separate divisions will allow a much more rapid, efficient and economical departmental gear up with a minimum of administrative and program confusion. This approach also reflects realistic budgetary restraints. Furthermore, such a divisional system, at least currently, reflects logical and reasonable program separation. Finally, organizational and program adjustments and changes can certainly be made more logically and reasonably upon the basis of operational experience than upon prior assumptions.

The Local Boundary Commission will be transferred from the Office of the Governor to the department with the Division of Local Government assistance serving as Commission staff.

The division of Rural Development Assistance will serve, as requested, as staff to the Rural Affairs Commission.

The local planning and community planning functions of the Alaska State Housing Authority will be transferred to the proposed Division

of Community Development Research and Planning. Positions within the new division of Planning and Research in fiscal year 1973 will be federally funded. The Alaska State Housing Authority will retain direct housing planning functions. Should present Alaska State Housing Authority personnel accompany the transfer of local and community development planning functions, consideration needs to be given to retention in state service of employee benefits accrued under the Alaska State Housing Authority personnel system. Although not noted in the fiscal detail of this fiscal note, the positions within the Division of Community Development Research and Planning in fiscal year 1973 will be fully federally funded from federal community development programs transferred to the Department of Community and Regional Affairs.

To date, departments of community affairs have been established by twenty-five states, six of them since the beginning of 1969. Most other states are in the process of organizing or considering the establishment of such departments. The proposed reorganization is necessary to group presently scattered agencies into a single functional area. In the area of community development, it is necessary to delineate a single line of authority to the top, to enhance span of control and to pinpoint responsibility to the Chief Executive and to the Legislature. A rational structuring of community development governmental activities will reduce confusion, and the public will be more able to easily determine where to go for rapidly expanding needed services. Such a reorganization has been urged nationally by the Council of State Governments and other organizations active in the human resource and community development field. Since statehood, the number of local government units in the State of Alaska has grown to approximately 130 from less than 50 at the time of statehood. In addition, the development of rural Alaska and all parts of the state require some rational division of the state into regional areas which of necessity must have local governmental powers.

WWW:BIM:pak

Attachment

The Legislature of the State of Alaska  
FISCAL NOTE  
Second Session - Seventh State Legislature

I. REQUEST

Bill Identification: S 418  
 Title: Dept. of Community and Regional Affairs  
 Requested by: Senate Finance Date: 4/24/72  
 Return Date Requested: 4/28/72 - RUSH!  
 Agency: Office of the Governor Program: \_\_\_\_\_

II. FISCAL DETAIL

Budget Request Unit(s) Affected: See Attachment I

A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 72	FY 73	FY 74	FY 75	FY 76	FY 77
100 PERSONAL SERVICES	450.9	693.7	731.8	772.0	814.5	859.3
200 TRAVEL	156.5	179.3	189.2	199.6	210.6	222.2
300 CONTRACTUAL	222.9	842.4	888.7	937.6	989.1	1,043.5
400 COMMODITIES	8.1	15.9	16.8	17.7	18.7	19.7
500 EQUIPMENT	1.7	12.5	2.0	2.0	2.0	2.0
600 LAND & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
700 GRANTS, CLAIMS, ETC.	7,611.5	7,588.0	7,725.0	7,870.0	8,020.0	8,170.0
NATIVE LAND CLAIMS		1,174.0	1,101.5	1,047.2	1,000.5	16,321.1
TOTAL	8,451.6	10,505.8	10,655.0	10,846.1	11,055.4	26,637.8

B. FUNDING: (Thousands of dollars)

GENERAL FUND	8,153.6	9,812.7	9,953.0	10,091.1	10,254.4	25,780.8
FEDERAL FUNDS	298.0	284.0	284.0	295.0	295.0	300.0
OTHER	-0-	409.1	418.0	460.0	506.0	557.0

C. POSITIONS:

PERMANENT/TEMPORARY	25 /	46 /	46 /	46 /	46 /	46 /
MAN MONTHS (P./T.)	300 /	552 /	522 /	522 /	522 /	522 /

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

See Attachment II

IV. ATTACHMENTS

- I Line item breakdown of funding by Budget Request Unit
- II Narrative Analysis

V. DATE: 4-26-72

PREPARED BY: M. R. Lehman

III. Proposed Organization/Staffing Chart

IV. Current Organization/Staffing Charts

Original: Legislative Finance

cc: Budget and Management

Prime Sponsor (First Legislator Named)

ATTACHMENT I

II Budget Request Units affected:

Local Government Assistance:

Technical Assistance (Local Affairs Agency General Assistance in FY 72)  
State Assessor's Office  
Local Boundary Commission

State Economic Opportunity Office

Rural Development Assistance (Rural Development Administration in FY 72)

Office of the Commissioner:

Commissioner's Office (New in FY 73)  
Rural Affairs Commission

Administrative Services (New in FY 73)

Financial Assistance to Communities:

Municipal Services Revenue Sharing  
Rural Development Grants

Native Claims Settlement

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs

ORGANIZATIONAL UNIT: Summary

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES		450.9	416.5	693.7	693.7
200 TRAVEL		156.5	146.6	179.3	179.3
300 CONTR. SERVICES		222.9	598.8	842.4	824.4
400 COMMODITIES		8.1	8.3	15.9	15.9
500 EQUIPMENT		1.7	1.6	12.5	12.5
600 LAND & STRUCTURES		-0-	-0-	-0-	-0-
700 GRANTS		7,611.5	8,723.5	8,762.0	8,762.0
800 MISCELLANEOUS		-0-			
<b>TOTAL</b>		8,451.6	9,895.3	10,505.8	10,505.8
900 INTER-AGENCY CHARGES*		6.5	6.6	12.6	12.6
FUNDING: GENERAL FUND		8,127.1	9,149.9	9,681.3	9,861.3
FEDERAL		298.0	284.0	284.0	284.0
REQ'D GF MATCH		26.5	100.8	131.4	131.4
OTHER			360.6	409.1	409.1

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

PROGRAM CATEGORY: Development AGENCY: Comm & Reg. Affairs ORGANIZATIONAL UNIT: Tech. Assistance

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES		140.8	137.5	222.8	222.8
200 TRAVEL		17.1	15.6	28.1	28.1
300 CONTR. SERVICES		40.8	<sup>1</sup> 466.3	587.2	587.2
400 COMMODITIES		2.0	2.2	3.7	3.7
500 EQUIPMENT		1.7	1.6	4.2	4.2
600 LAND & STRUCTURES					
700 GRANTS					
800 MISCELLANEOUS					
<b>TOTAL</b>		202.4	623.2	846.0	846.0
900 INTER-AGENCY CHARGES*		1.5	1.6	1.6	1.6
FUNDING: GENERAL FUND		174.4	188.3	332.0	332.0
FEDERAL		14.0			
REQ'D GF MATCH		14.0	74.3	104.9	104.9
OTHER			<sup>1</sup> 360.6	409.1	409.1

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

(1) Reflects Inter-Agency Receipt from Planning and Research of HUD Advisory Services and Community Development Funds.

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs ORGANIZATIONAL UNIT: St. Assessor's Office

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES		42.8	40.8	40.8	40.8
200 TRAVEL		5.6	7.1	7.1	7.1
300 CONTR. SERVICES		20.1	13.4	13.4	13.4
400 COMMODITIES		1.6	2.2	2.2	2.2
500 EQUIPMENT					
600 LAND & STRUCTURES					
700 GRANTS					
800 MISCELLANEOUS					
<b>TOTAL</b>		70.1	63.5	63.5	63.5
900 INTER-AGENCY CHARGES*					
FUNDING: GENERAL FUND		70.1	63.5	63.5	63.5
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs

ORGANIZATIONAL UNIT: Local Boundary Comm.

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES		12.6	11.6	11.6	11.6
200 TRAVEL		11.2	11.2	17.0	17.0
300 CONTR. SERVICES		8.3	8.1	8.1	8.1
400 COMMODITIES		.3	.4	.4	.4
500 EQUIPMENT					
600 LAND & STRUCTURES					
700 GRANTS					
800 MISCELLANEOUS					
<b>TOTAL</b>		<b>32.4</b>	<b>31.3</b>	<b>37.1</b>	<b>37.1</b>
900 INTER-AGENCY CHARGES*					
FUNDING: GENERAL FUND		32.4	31.3	37.1	37.1
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs

ORGANIZATIONAL UNIT: Rural Dev. Asst.

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES		102.0	83.1	83.1	83.1
200 TRAVEL		18.7	19.7	18.7	19.7
300 CONTR. SERVICES		7.2	7.4	29.0	29.0
400 COMMODITIES		1.6	1.7	1.8	1.8
500 EQUIPMENT					
600 LAND & STRUCTURES					
700 GRANTS		449.5	-0-	-0-	-0-
800 MISCELLANEOUS					
<b>TOTAL</b>		579.0	<sup>1</sup> 111.9	133.6	133.6
900 INTER-AGENCY CHARGES*					
FUNDING: GENERAL FUND		579.0	111.9	133.6	133.6
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

(1) RDA Grants budgeted in Financial Assistance to Communities BRU

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs

ORGANIZATIONAL UNIT: SE00

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES		152.7	143.5	151.0	151.0
200 TRAVEL		75.6	63.1	63.1	63.1
300 CONTR. SERVICES		144.3	103.6	164.1	164.1
400 COMMODITIES		2.1	1.8	2.3	2.3
500 EQUIPMENT			-0-	.7	.7
600 LAND & STRUCTURES					
700 GRANTS		62.0	50.0	50.0	50.0
800 MISCELLANEOUS					
<b>TOTAL</b>		436.7	362.0	431.2	431.2
900 INTER-AGENCY CHARGES*		-0-	5.0	5.5	5.5
FUNDING: GENERAL FUND		126.2	51.5	120.7	120.7
FEDERAL		284.0	284.0	284.0	284.0
REQ'D GF MATCH		25.5	26.5	26.5	26.5
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Dev.

ORGANIZATIONAL UNIT: offc. of Commissioner

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES				83.9	83.9
200 TRAVEL				13.0	13.0
300 CONTR. SERVICES				21.6	21.6
400 COMMODITIES				2.5	2.5
500 EQUIPMENT				2.3	2.3
600 LAND & STRUCTURES					
700 GRANTS					
800 MISCELLANEOUS					
<b>TOTAL</b>				123.3	123.3
900 INTER-AGENCY CHARGES*				2.0	2.0
FUNDING: GENERAL FUND				123.3	123.3
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs

ORGANIZATIONAL UNIT: Rural Affrs. Comm.

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES					
200 TRAVEL		28.3	29.9	29.9	29.9
300 CONTR. SERVICES		2.2			
400 COMMODITIES		.5			
500 EQUIPMENT					
600 LAND & STRUCTURES					
700 GRANTS					
800 MISCELLANEOUS					
<b>TOTAL</b>		31.0	29.9	29.9	29.9
900 INTER-AGENCY CHARGES*					
FUNDING: GENERAL FUND		31.0	29.9	29.9	29.9
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs

ORGANIZATIONAL UNIT: Admin. Services

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES				100.5	100.5
200 TRAVEL				1.4	1.4
300 CONTR. SERVICES				19.0	19.0
400 COMMODITIES				3.0	3.0
500 EQUIPMENT				5.3	5.3
600 LAND & STRUCTURES					
700 GRANTS					
800 MISCELLANEOUS					
<b>TOTAL</b>				129.2	129.2
900 INTER-AGENCY CHARGES*				3.5	3.5
FUNDING: GENERAL FUND				129.2	129.2
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs ORGANIZATIONAL UNIT: to Communities

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES					
200 TRAVEL					
300 CONTR. SERVICES					
400 COMMODITIES					
500 EQUIPMENT					
600 LAND & STRUCTURES					
700 GRANTS		7,100.0	17,499.5	17,538.0	17,538.0
800 MISCELLANEOUS					
<b>TOTAL</b>		7,100.0	7,499.5	7,538.0	7,538.0
900 INTER-AGENCY CHARGES*		-0-	-0-	-0-	
FUNDING: GENERAL FUND		7,100.0	7,499.5	7,538.0	7,538.0
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

	<u>FY 72</u>	<u>Maintenance FY 73</u>	<u>Request FY 73</u>
(1) Municipal Services Revenue Sharing	7,100.0	7,100.0	7,100.0
Rural Development Grants		399.5	438.0

PROGRAM CATEGORY: Development

AGENCY: Comm. &amp; Reg. Affairs

ORGANIZATIONAL UNIT: Settlement

Native Claims

CODE	ACTUAL FY 71	AUTHORIZED - FY 72	MAINTENANCE FY 73	REQUEST FY 73	GOVERNOR'S RECOMMENDED FY 73
100 PERSONAL SERVICES					
200 TRAVEL					
300 CONTR. SERVICES					
400 COMMODITIES					
500 EQUIPMENT					
600 LAND & STRUCTURES					
700 GRANTS		1559.0	1,174.0	1,174.0	1,174.0
800 MISCELLANEOUS					
<b>TOTAL</b>		559.0	1,174.0	1,174.0	1,174.0
900 INTER-AGENCY CHARGES*		-0-	-0-	-0-	-0-
FUNDING: GENERAL FUND		559.0	1,174.0	1,174.0	1,174.0
FEDERAL					
REQ'D GF MATCH					
OTHER					

\*INTER-AGENCY CHARGES ARE INCLUDED UNDER EACH CODE. THEY ARE SHOWN IN TOTAL FOR INFORMATIONAL PURPOSES ONLY.

1. Appropriated in CSHB 516 Chapter No. 11 Effective March 16, 1972

ATTACHMENT II

III. Analysis

Total cost of the new Department of Community and Regional Affairs as proposed in SB 418 is as projected above for FY 73 through FY 77. FY 72 costs represent currently budgeted programs which would be transferred to the new department and comprise the major portion of the total Department. These programs are:

1. Rural Development Agency	\$ 579.0
2. Local Affairs Agency	304.9
3. Rural Affairs Commission	31.0
4. SEOO	436.7
5. Municipal Revenue Sharing	<u>7,100.0</u>
	\$8,451.6

The difference between FY 72 authorizations (\$8,451.6) and FY 73 requests (\$10,505.8) is \$2,054.2. Of this amount \$252.5 results directly from the establishment of the Department of Community and Regional Affairs (Office of the Commissioner \$123.3 and Administrative Services \$129.2). Native Claims Settlement payments for FY 73 are in the amount of \$1,174.0. The remaining \$627.7 is for new or expanded efforts in existing agencies. A breakdown by budget request unit is shown on the attached line item forms.

No estimate has been made for the cost of providing planning assistance. We have insufficient information concerning planning assistance costs for services presently provided by ASHA.

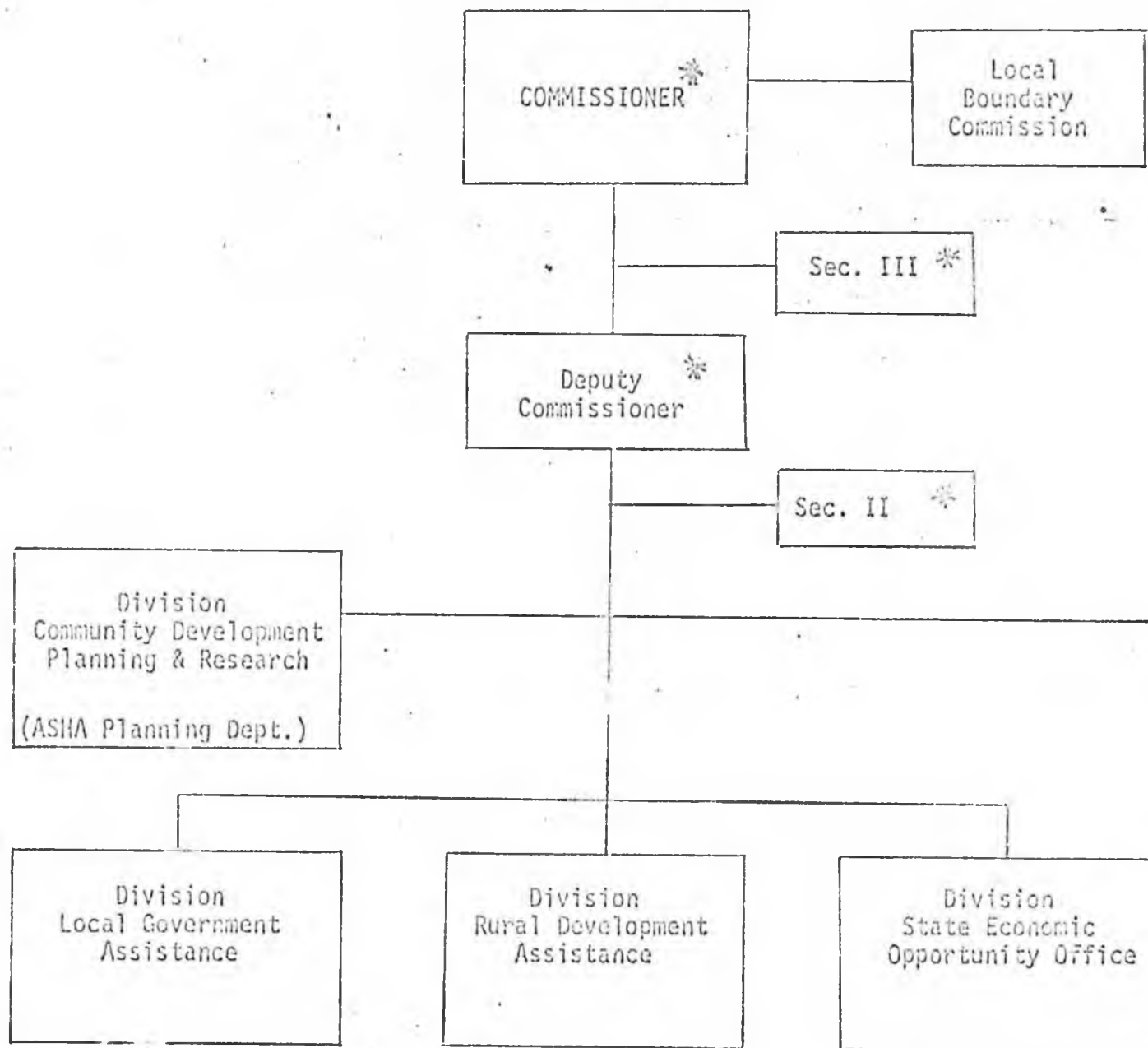
Attachment # 3 - Proposed Organization/Staffing Chart

Note: All positions are transferred from existing organizational units unless indicated by an asterick\*.

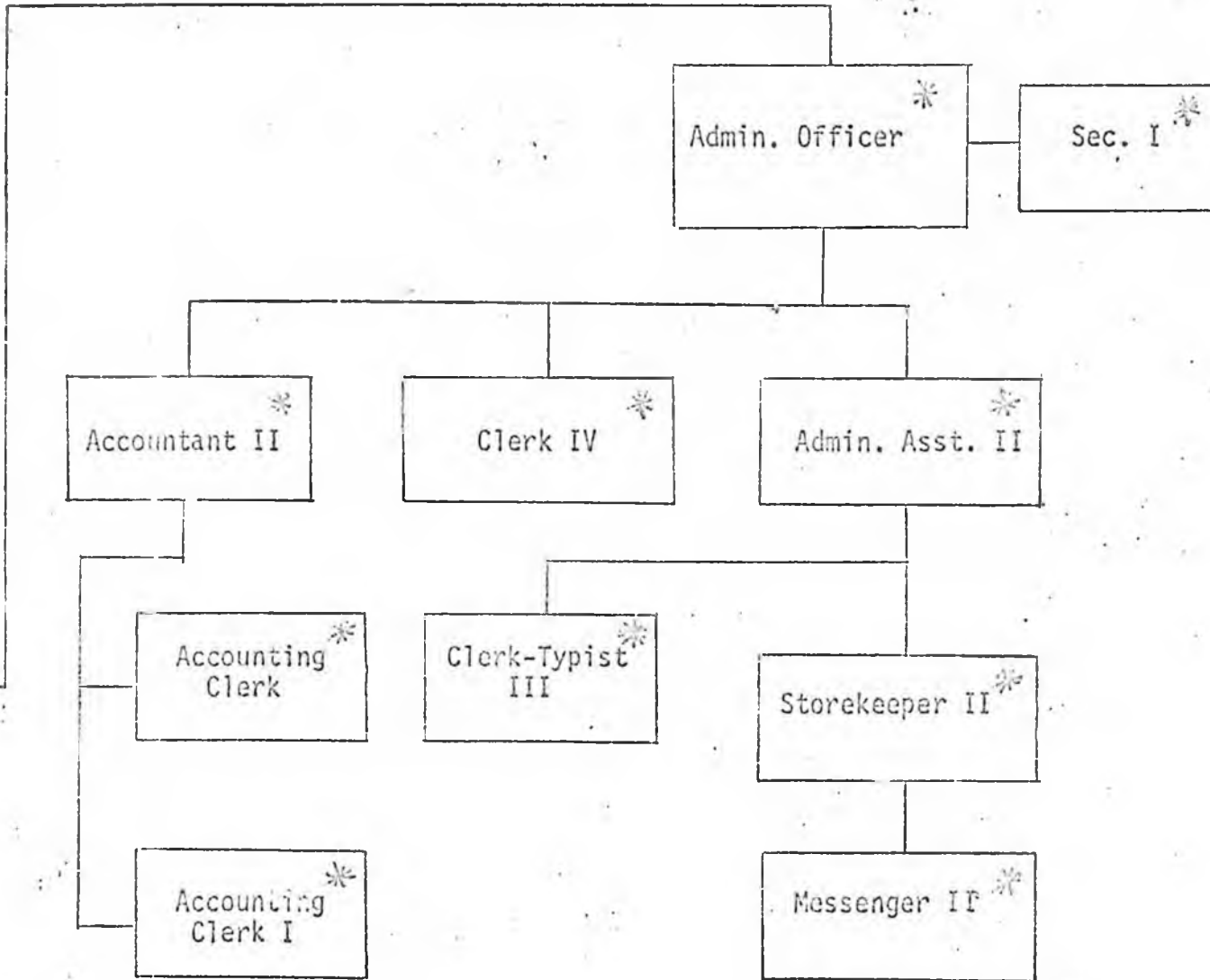
New positions hereon total 19.

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS

OFFICE OF THE COMMISSIONER

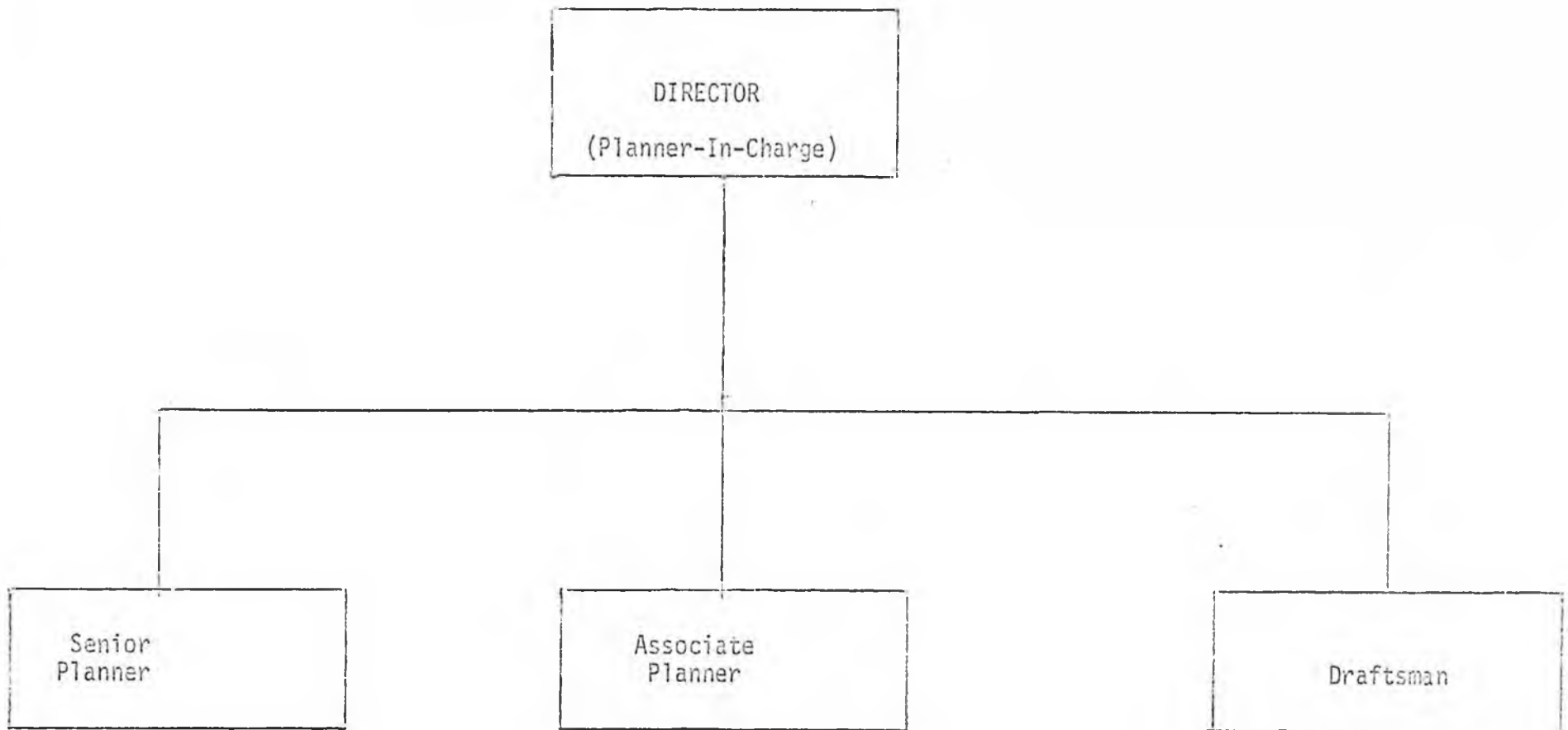


ADMINISTRATIVE SERVICES SECTION

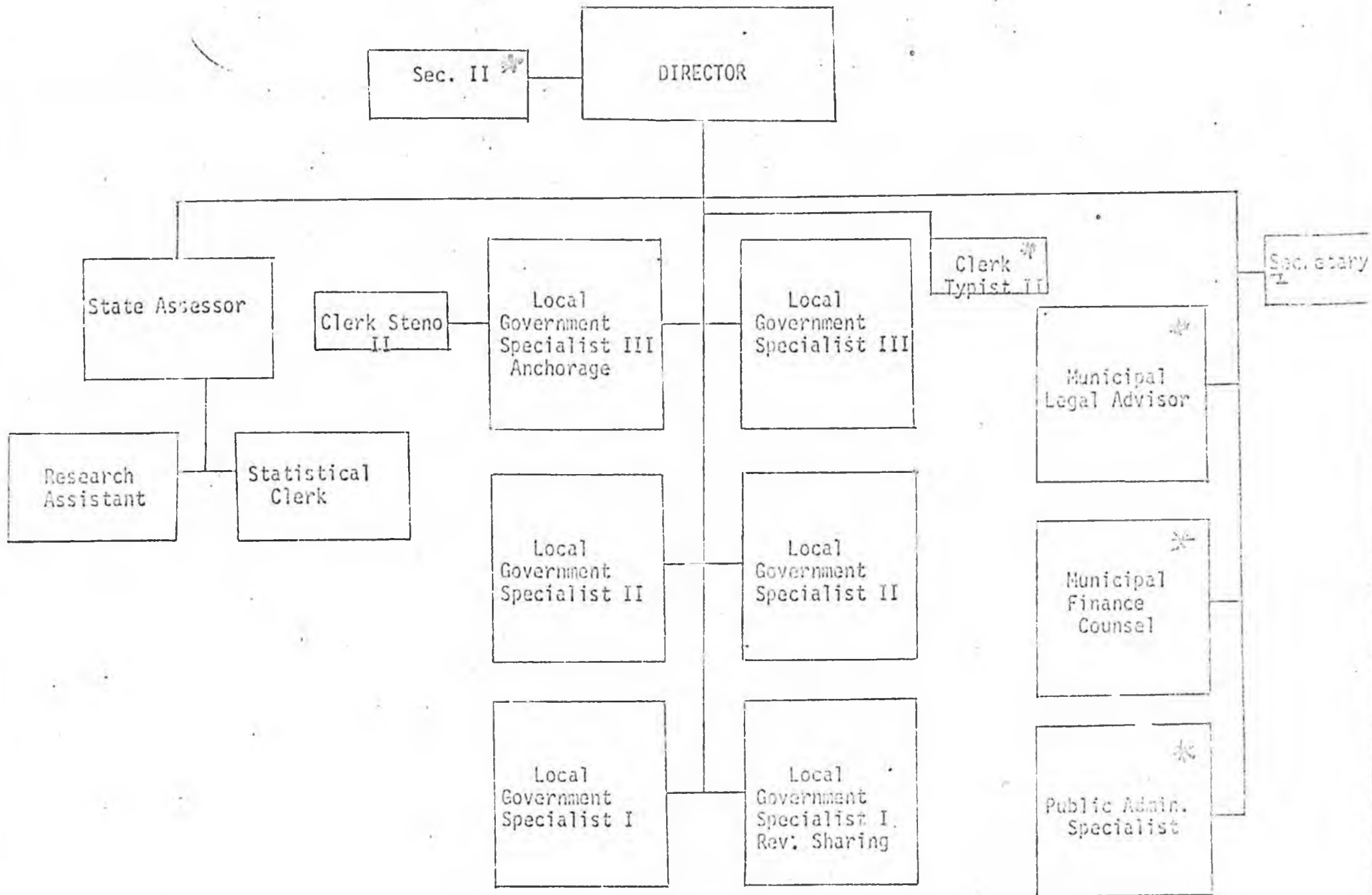


Department of Community and Regional Affairs

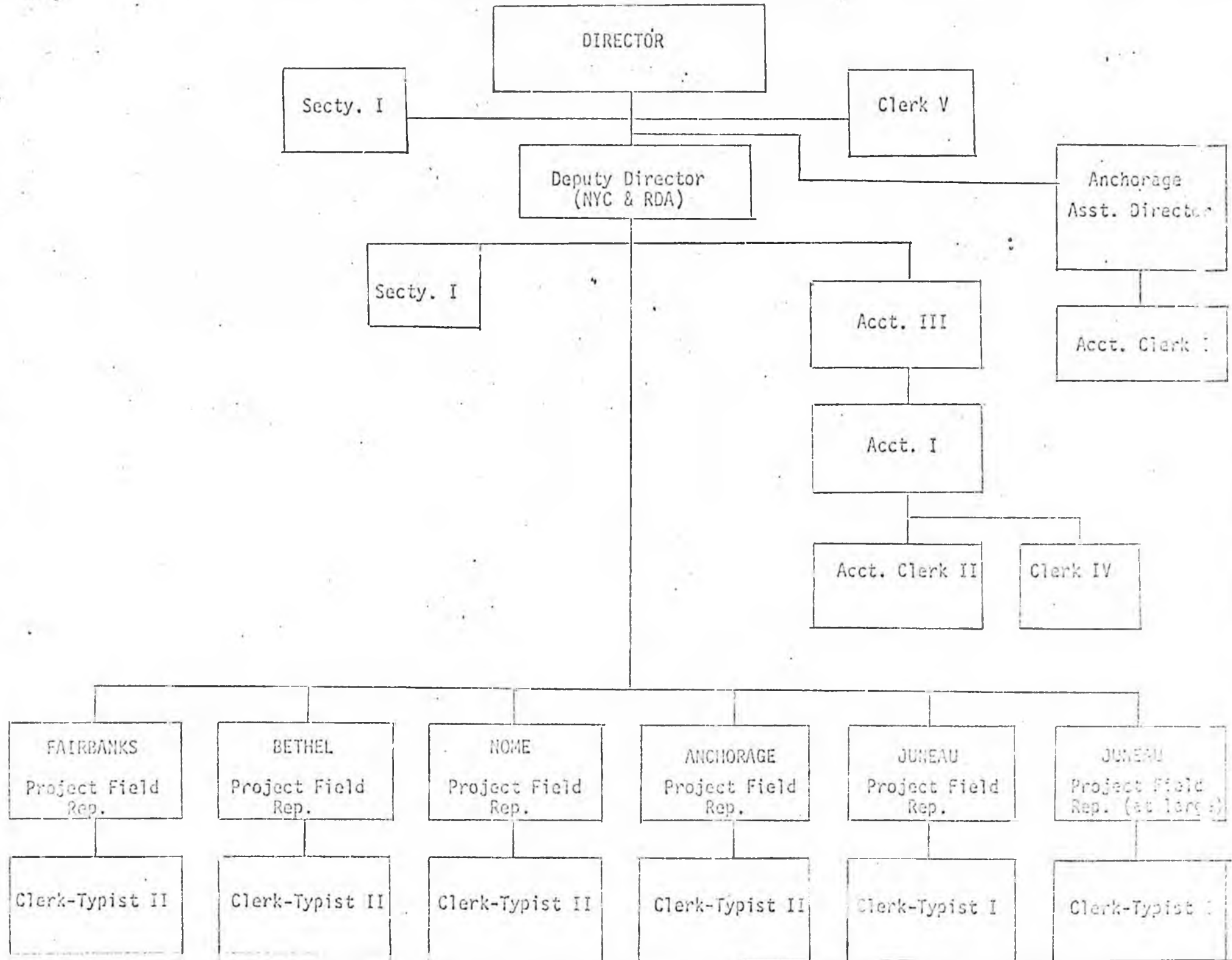
Division of Community Development Research and Planning



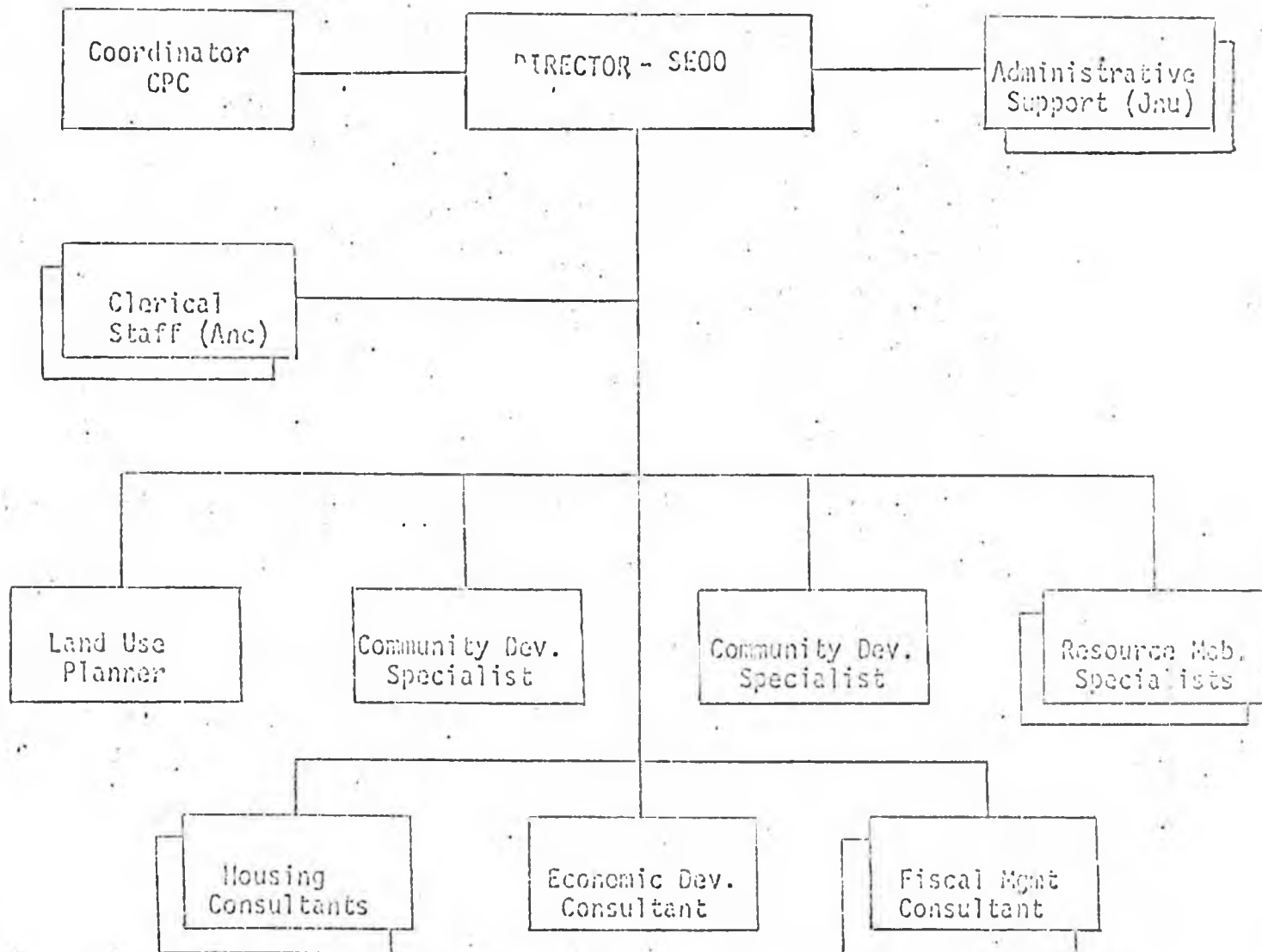
DIVISION OF LOCAL GOVERNMENT ASSISTANCE



DIVISION OF RURAL DEVELOPMENT ASSISTANCE



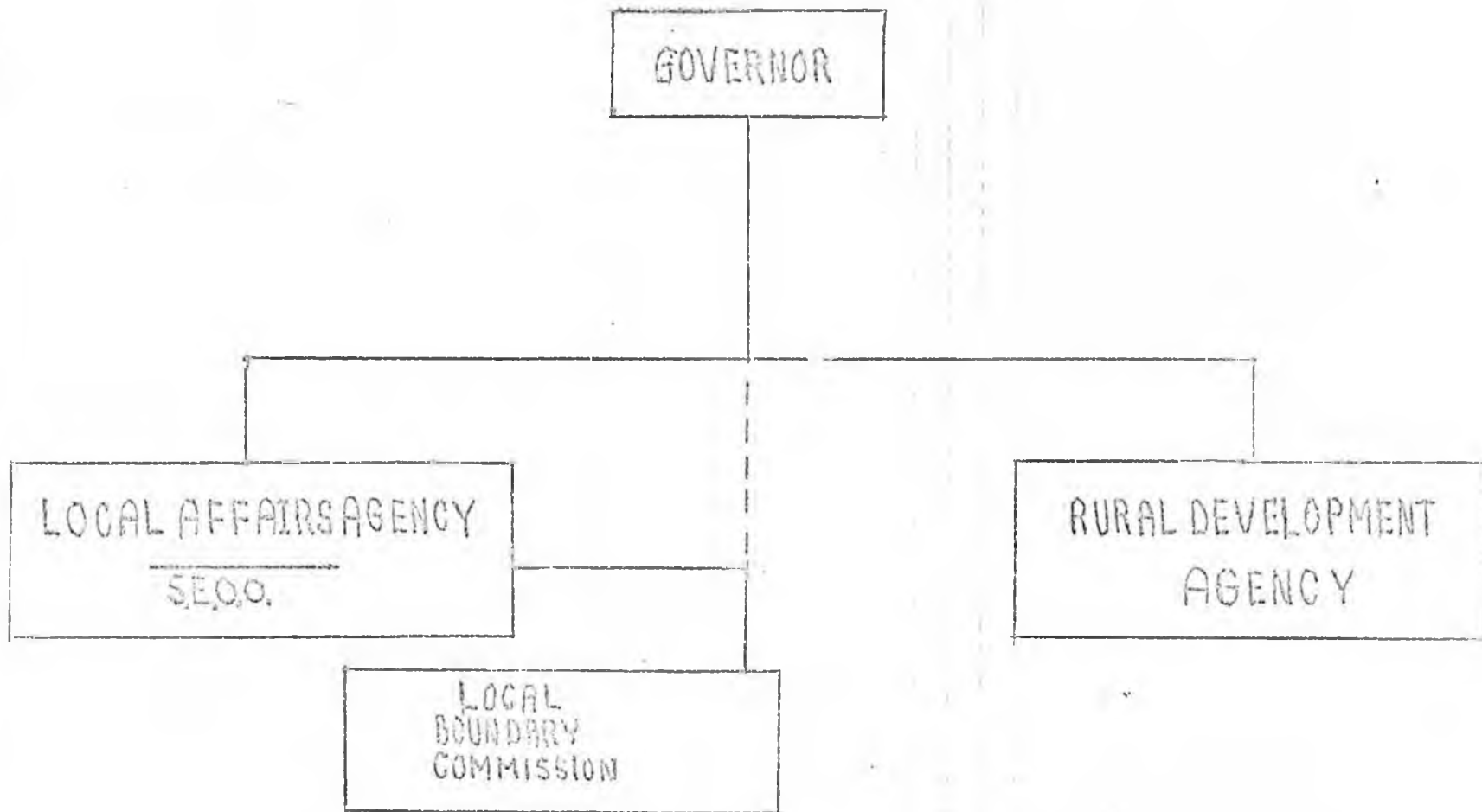
DIVISION OF STATE ECONOMIC OPPORTUNITY OFFICE



Attachment # 4 - Current Organization/Staffing Charts of Agency to be  
Transferred to Proposed Department of Community and  
Regional Affairs.

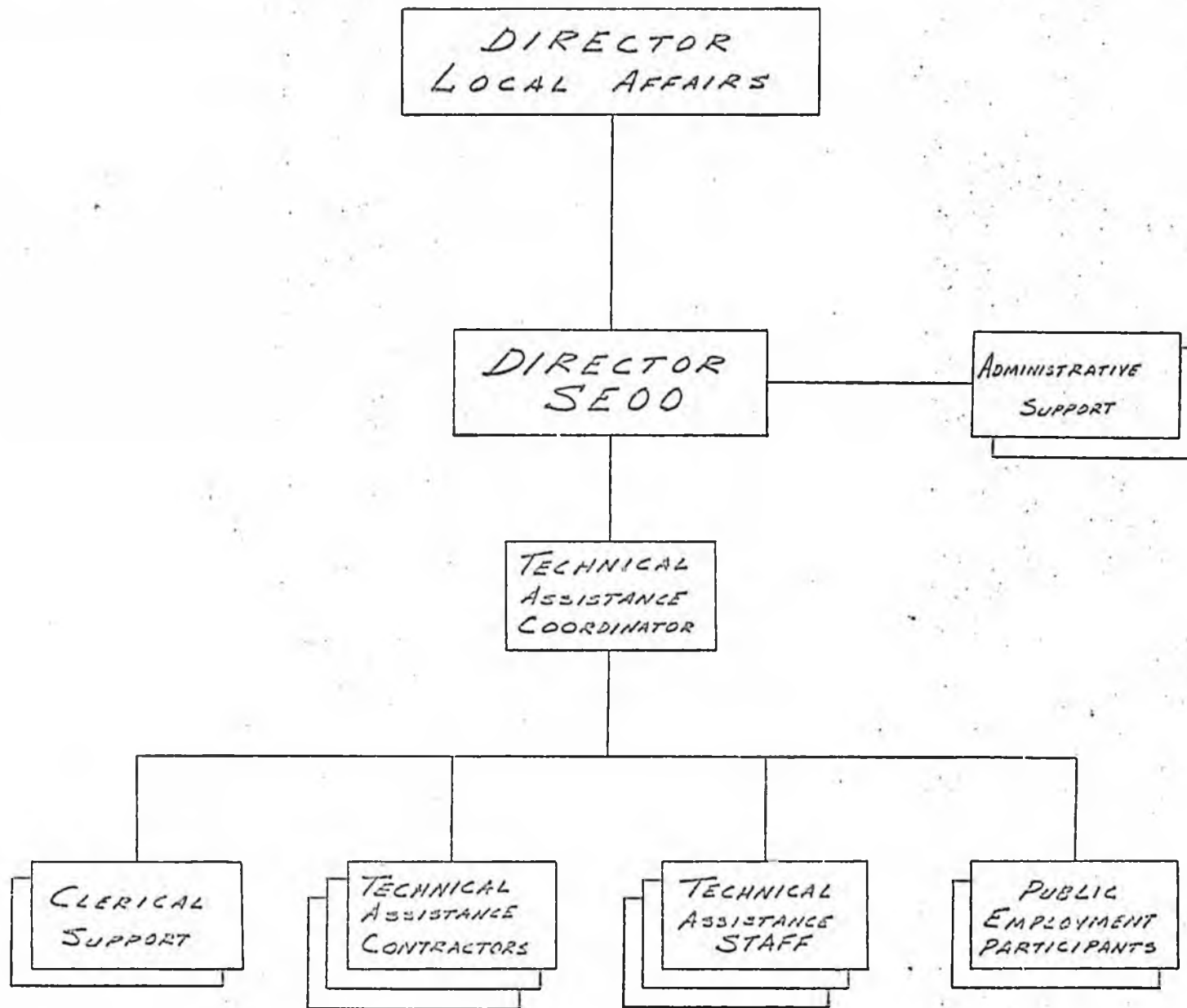
# CURRENT ORGANIZATIONAL CHART - OFFICE OF THE GOVERNOR\*\*

\*\* (DEPICTS ONLY AGENCIES PROPOSED FOR TRANSFER)



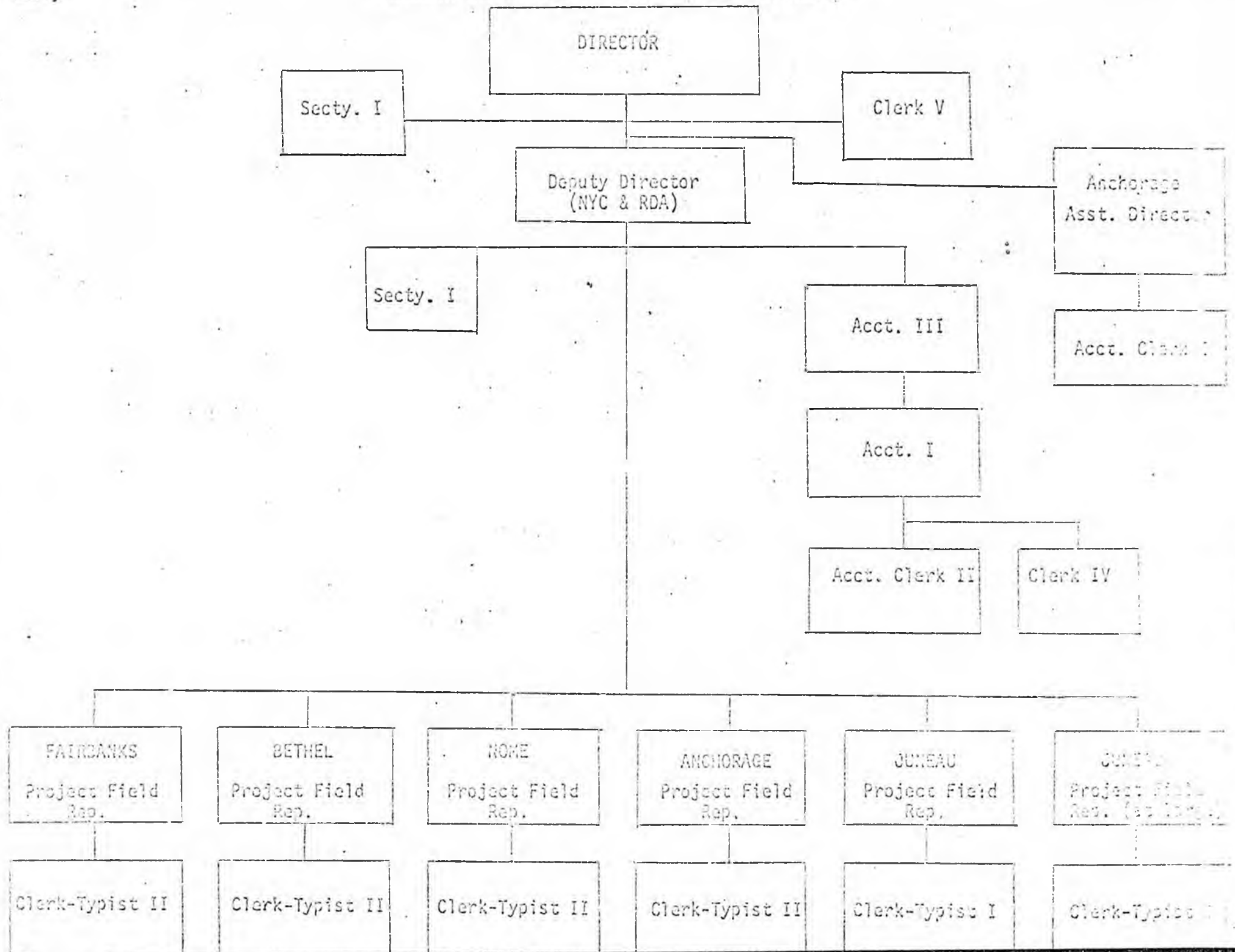
✓ Proposed Division of Research + Planning in New Dept. Consists of ALASKA STATE HOUSING AUTHORITY'S PLANNING DEPT. WHICH WOULD BE TRANSFERRED.





CURRENT ORGANIZATIONAL STRUCTURE  
STATE ECONOMIC OPPORTUNITY OFFICE

CURRENT STAFFING CHART RURAL DEVELOPMENT AGENCY



# STATE OF ALASKA

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

AUDIT DIVISION  
FOUCH W — ALASKA OFFICE BUILDING

FINANCE DIVISION  
POUGH WF — STATE CAPITOL

JUNEAU 99801

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

TO: Warren Wiley  
Administrative Assistant  
Office of the Governor

DATE: April 25, 1972

FROM: LEGISLATIVE FINANCE  
ROOM 407  
CAPITOL BUILDING

SUBJ: FISCAL NOTE REQUEST

PLEASE COMPLETE THE ATTACHED FISCAL NOTE FOR SB 418,  
AND RETURN IT TO OUR OFFICE BY 4/28/72 - RUSH.

IN ADDITION TO THE GENERAL INSTRUCTIONS REGARDING FISCAL  
NOTE PREPARATION (REFERENCE OUR MEMO OF \_\_\_\_\_),  
PLEASE OBSERVE THE FOLLOWING:

(See attached.)

TIMELY RETURN OF THIS INFORMATION IS REQUESTED. HOWEVER,  
IF ADDITIONAL PREPARATION TIME IS REQUIRED, NOTIFY OUR OFFICE  
AS SOON AS POSSIBLE IN ORDER THAT DISCUSSION OF THE PROPOSED LEG-  
ISLATION MAY BE RESCHEDULED TO A LATER DATE.

ATTACHMENTS: (1) FISCAL NOTE  
(2) COPY OF BILL VERSION

CC: BUDGET & MANAGEMENT

# STATE OF ALASKA

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

AUDIT DIVISION  
POUCH W — ALASKA OFFICE BUILDING

FINANCE DIVISION  
POUCH WF — STATE CAPITOL

JUNEAU 99801

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

TO: Myrt Charney  
Director  
Division of Budget & Management

DATE: April 25, 1972

FROM: LEGISLATIVE FINANCE  
ROOM 407  
CAPITOL BUILDING

SUBJ: FISCAL NOTE REQUEST

PLEASE COMPLETE THE ATTACHED FISCAL NOTE FOR SB 418,  
AND RETURN IT TO OUR OFFICE BY 4/28/72 - RUSH!.

IN ADDITION TO THE GENERAL INSTRUCTIONS REGARDING FISCAL  
NOTE PREPARATION (REFERENCE OUR MEMO OF \_\_\_\_\_),  
PLEASE OBSERVE THE FOLLOWING:

Coordinate with Warren Wiley, Administrative Assistant, Office  
of the Governor, and furnish a line item level (i.e., code 100, 200,  
etc.) total cost comparison of the existing organizational units  
and the proposed department. This data is to be computed for both  
the current FY 72 authorization and the latest FY 73 request.

TIMELY RETURN OF THIS INFORMATION IS REQUESTED. HOWEVER,  
IF ADDITIONAL PREPARATION TIME IS REQUIRED, NOTIFY OUR OFFICE  
AS SOON AS POSSIBLE IN ORDER THAT DISCUSSION OF THE PROPOSED LEG-  
ISLATION MAY BE RESCHEDULED TO A LATER DATE.

ATTACHMENTS: (1) FISCAL NOTE  
(2) COPY OF BILL VERSION

CC: BUDGET & MANAGEMENT

Introduced: 4/19/72  
Referred: Local Government,  
Finance

1 IN THE SENATE

BY THE LOCAL GOVERNMENT  
COMMITTEE BY REQUEST

2 SENATE BILL NO. 418

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SEVENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act creating a Department of Community and  
7 Regional Affairs; and providing for an effective date."

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

9 \* Section 1. AS 44.15.010 is amended by adding a new paragraph to read:

10 (17) Department of Community and Regional Affairs

11 \* Sec. 2. AS 44 is amended by adding a new chapter to read:

12 CHAPTER 47. DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS.

13 ARTICLE 1. ORGANIZATION AND PURPOSE.

14 Sec. 44.47.010. COMMISSIONER OF COMMUNITY AND REGIONAL AFFAIRS.

15 The principal executive officer of the Department of Community and  
16 Regional Affairs is the commissioner of community and regional affairs.

17 Sec. 44.47.020. PURPOSE OF DEPARTMENT. The purpose of the  
18 department is to render maximum state assistance to government at the  
19 community and regional level.

20 ARTICLE 2. COMMUNITY AND REGIONAL AFFAIRS.

21 Sec. 44.47.050. GENERAL POWERS AND DUTIES. The department may

22 (1) advise and assist local governments;

23 (2) serve as staff for the local boundary commission;

24 (3) conduct studies and carry out experimental and pilot  
25 projects for the purpose of developing solutions to community and  
26 regional problems;

27 (4) promote cooperative solutions to problems affecting  
28 more than one community or region, including joint service agreements,  
29 regional compacts, and other forms of cooperation;

1 (5) serve as a clearinghouse for information useful in solu-  
2 tion of community and regional problems, and channel to the appropriate  
3 authority requests for information and services;

4 (6) advise and assist community and regional governments  
5 on matters of finance, including but not limited to bond marketing  
6 and procurement of federal funds;

7 (7) prepare suggested guidelines relating to the content  
8 of notice of bond sale advertisements, prospectuses and other bonding  
9 matters issued by local governments;

10 (8) administer state funds appropriated for the benefit  
11 of unorganized regions within the state, allowing for maximum partici-  
12 pation by local advisory councils and similar bodies;

13 (9) carry out those administrative functions in unorganized  
14 boroughs that the legislature may prescribe;

15 (10) study existing and proposed laws and state activities  
16 that affect community and regional affairs and submit to the governor  
17 recommended changes in those laws and activities;

18 (11) coordinate activities of the state which have impact  
19 on community and regional affairs;

20 (12) assist in the development of new communities and serve  
21 as the agent of the state for purposes of participation in federal  
22 programs relating to new communities;

23 (13) supervise planning, management, and other activities  
24 required for local eligibility for financial aid under those federal  
25 and state programs which provide assistance to community and regional  
26 governments;

27 (14) administer state, and, as appropriate, federal programs  
28 for revenue sharing, grants, and other forms of financial assistance  
29 to community and regional governments;

1 (15) provide staff assistance, as requested, to the Rural  
2 Affairs Commission;

3 (16) apply for, receive and use funds from federal and other  
4 sources, public or private, for use in carrying out the powers and  
5 duties of the department;

6 (17) request and utilize the resources of other agencies of  
7 state government in carrying out the purposes of this chapter to the  
8 extent such utilization is more efficient than maintaining departmental  
9 staff, reimbursing the other agencies when appropriate;

10 (18) carry out other functions and duties, consistent with  
11 law, necessary or appropriate to accomplish the purpose of this chapter.

12 ARTICLE 3. PLANNING ASSISTANCE.

13 Sec. 44.47.080. PLANNING ASSISTANCE TO PLATTING AUTHORITIES. To  
14 facilitate urban planning in cities and other political subdivisions,  
15 the department may provide planning assistance, including but not  
16 limited to surveys, land-use studies, urban renewal plans, technical  
17 services, and other planning work to a city, borough, or other platting  
18 authority. In an area under the jurisdiction for planning purposes of  
19 a city, borough, or other platting authority, the department may not  
20 perform the planning work except at the request or with the consent  
21 of the local authority.

22 Sec. 44.47.090. ASSISTANCE BY CITIES AND PLATTING AUTHORITIES.  
23 A city or platting authority may make funds under its control available  
24 to the department for the purposes of obtaining planning work or plan-  
25 ning assistance, or both, for its area. The department may contract  
26 for, accept, and expend the funds for urban planning for the local  
27 jurisdiction.

28 Sec. 44.47.100. PLANNING POWERS OF AUTHORITY. The department  
29 may accept and expend grants from the federal government and other

1 public or private sources, may contract with reference thereto, and  
2 may enter into contracts and exercise all other powers necessary to  
3 carry out secs. 80 - 100 of this chapter.

4 ARTICLE 4. RURAL DEVELOPMENT.

5 Sec. 44.47.130. POWERS AND DUTIES. To promote development of  
6 rural areas of the state the department is authorized to

7 (1) investigate social and economic conditions of rural  
8 areas to determine the need to expand economic opportunities and  
9 improve living conditions;

10 (2) formulate a coordinated program to broaden and diversify  
11 the economic base of rural areas;

12 (3) coordinate administration of emergency relief, surplus  
13 food distribution, or other public assistance programs, except the  
14 regular relief and assistance programs of the federal government in  
15 rural areas;

16 (4) formulate and conduct a program of construction of  
17 basic facilities to improve health, welfare and economic security  
18 and provide employment and income in the rural areas;

19 (5) promote training and educational programs designed to  
20 expand employment opportunities for residents of rural areas.

21 ARTICLE 5. GENERAL PROVISIONS.

22 Sec. 44.47.160. REGULATIONS. The department may adopt regulations  
23 in accordance with the Administrative Procedure Act (AS 44.62) to carry  
24 out the purposes of this chapter.

25 Sec. 44.47.170. DEFINITIONS. In this chapter

26 (1) "commissioner" means the commissioner of community and  
27 regional affairs;

28 (2) "community" means home rule cities and boroughs, cities  
29 and boroughs of any class, and unorganized boroughs and villages which

1 are social units;

2 (3) "department" means the Department of Community and  
3 Regional Affairs;

4 (4) "region" means an area larger than a community, or in-  
5 cluding all or part of more than one community, but sufficiently inte-  
6 grated that it may be treated as a unit for administration of particular  
7 services.

8 \* Sec. 3. AS 43.18.010(a)(4)(B)(ii) is amended to read:

9 (ii) an annual contract with a recognized  
10 planning firm to provide land use planning and plan imple-  
11 mentation on a consulting basis with a work program outline  
12 approved by the Department of Community and Regional Affairs  
13 [LOCAL AFFAIRS AGENCY]; or

14 \* Sec. 4. AS 43.18.010(a)(4)(B)(iii) is amended to read:

15 (iii) the state's continuing planning advisory  
16 service program through the Department of Community and  
17 Regional Affairs [LOCAL AFFAIRS AGENCY];

18 \* Sec. 5. AS 44.19.250 is amended to read:

19 Sec. 4 .19.250. LOCAL BOUNDARY COMMISSION. There is in the  
20 Department of Community and Regional Affairs [LOCAL AFFAIRS AGENCY] a  
21 local boundary commission. The local boundary commission consists of  
22 five members appointed by the governor for overlapping five-year terms.  
23 One member shall be appointed from each of the four major senatorial  
24 election districts and one from the state at large. The member  
25 appointed from the state at large is the chairman of the commission.

26 \* Sec. 6. AS 44.19.260(a)(3) is amended to read:

27 (3) consider a local government boundary change requested of  
28 it by the legislature, the commissioner of community and regional  
29 affairs [DIRECTOR OF LOCAL AFFAIRS], or a political subdivision of

1 the state; and

2 \* Sec. 7. AS 44.19.270 is amended to read:

3 Sec. 44.19.270. MEETINGS AND HEARINGS. The chairman of the com-  
4 mission or the commissioner of community and regional affairs [DIRECTOR  
5 OF LOCAL AFFAIRS] with the consent of the chairman may call a meeting  
6 or hearing of the local boundary commission. All meetings and hearings  
7 shall be public.

8 \* Sec. 8. AS 44.19.880(a)(10) is amended to read:

9 (10) assist the governor and the Department of Community and  
10 Regional Affairs [LOCAL AFFAIRS AGENCY] in coordinating the activities  
11 of state agencies [THE ACTIVITIES OF] which have an impact on the solu-  
12 tion of local and regional development problems [PROGRAMS];

13 \* Sec. 9. When the titles "Local Affairs Agency" or "Rural Development  
14 Agency" appear in the law of this state, they shall be read as the "Depart-  
15 ment of Community and Regional Affairs."

16 \* Sec. 10. AS 18.55.970 - 18.55.990; AS 44.19.180 - 44.19.210; AS 44.19.-  
17 580 - 44.19.620; AS 44.19.880(5) are repealed.

18 \* Sec. 11. All litigation, hearings, investigations and other proceedings  
19 pending under a law amended or repealed or functions which may be trans-  
20 ferred by this Act, continue in effect and may be continued and completed  
21 notwithstanding a transfer or amendment or repeal provided for in this  
22 Act. Certificates, orders, rules or regulations issued or filed under  
23 authority of law amended or repealed by this Act or functions which may be  
24 transferred by this Act, remain in effect for the term issued, until re-  
25 voked, vacated, or otherwise modified under the provisions of this Act. All  
26 contracts or other obligations created by a law amended or repealed by  
27 this Act or by virtue of functions which may be transferred by this Act, and  
28 in effect on the effective date of this Act, remain in effect until revoked,  
29 or modified under the provisions of this Act. Appropriations, records,

1 equipment and other property of agencies of the state integrated with the  
2 Department of Community and Regional Affairs established under this Act  
3 are transferred to the department. Appropriations and other money available  
4 and to become available to agencies the functions, powers and duties of  
5 which have been transferred to the Department of Community and Regional  
6 Affairs established under this Act shall be available for the objects and  
7 purposes for which appropriate or otherwise made available, subject to the  
8 terms, restrictions, limitations or other requirements imposed under this  
9 section of federal law.

10 \* Sec. 12. This Act takes effect July 1, 1972.  
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# RECORDS



# CERTIFICATION

I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.

James D. Smith  
Signature of Camera Operator

4/4/89  
Date

# Committee Report

Ref: 4/27/72

SENATE

June 5, 1972

Date

Mr. President:

The Committee on Finance has had SB 422  
(bilingual education approp)  
under consideration. A majority of the members of the Committee

- recommends it do pass
- recommends it do not pass
- recommends it do pass with attached amendment(s)
- recommends it be replaced with CS for SB 422 and that Senate CS for SB 422 do pass
- (and) recommends it be referred to the \_\_\_\_\_ committee
- reports it back without recommendation
- (other) \_\_\_\_\_

### MEMBERS SIGNING THE MAJORITY REPORT:

<u>[Signature]</u>	<u>[Signature]</u>	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

### MEMBERS NOT CONCURRING IN THE MAJORITY REPORT:

\_\_\_\_\_ recommends:  
\_\_\_\_\_ recommends:  
\_\_\_\_\_ recommends:  
\_\_\_\_\_ recommends:  
\_\_\_\_\_ recommends:

[Signature]  
CHAIRMAN

May 9, 1972

Sen. John Butrovich  
Chairman  
Senate Finance Committee  
Alaska State Legislature  
Juneau, Alaska 99801

re: Senate Bill 422

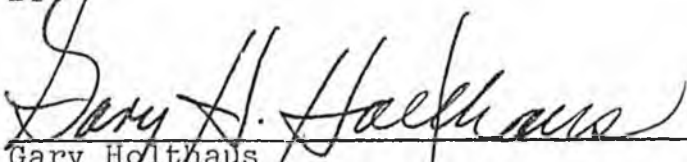
Dear Sen. Butrovich,

Attached is a fiscal note indicating a revised program for FY 73. The new program would permit expansion into ten new schools to be selected from those schools listed in column three of the Long Range Plan for Bilingual Education. It is understood that the above bill is to be used solely for villages in addition to the amount already included in the ASOS budget for Title VII programs and that ASOS will continue to seek supplementary funds from Title I and Title IV.

Sincerely yours,

Stanley Friese,  
Superintendent, Alaska State Operated Schools

BY:



---

Gary Holthaus  
Director, Bilingual Education Program, ASOS

The Legislature of the State of Alaska  
FISCAL NOTE  
Second Session - Seventh State Legislature

I. REQUEST

Bill Identification: SB 422  
 Title: Act relating to State Operated Schools for bilingual education  
 Requested by: Senate Finance Committee Date: 5/9/72  
 Return Date Requested: \_\_\_\_\_  
 Agency: State Operated Schools Program: bilingual education

II. FISCAL DETAIL

Budget Request Unit(s) Affected: \_\_\_\_\_

A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 72	FY 73	FY 74	FY 75	FY 76	FY 77
100 PERSONAL SERVICES	-0-	105.0	-0-	-0-	-0-	-0-
200 TRAVEL	-0-	15.0	-0-	-0-	-0-	-0-
300 CONTRACTUAL	-0-	70.0	-0-	-0-	-0-	-0-
400 COMMODITIES	-0-	5.0	-0-	-0-	-0-	-0-
500 EQUIPMENT	-0-	5.0	-0-	-0-	-0-	-0-
600 LAND & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
700 GRANTS, CLAIMS, ETC.	-0-	-0-	-0-	-0-	-0-	-0-
Fixed costs	-0-	-0-	-0-	-0-	-0-	-0-
TOTAL		200.00				

B. FUNDING: (Thousands of dollars)

GENERAL FUND	-0-	200.00	-0-	-0-	-0-	-0-
FEDERAL FUNDS	-0-	190.00	-0-	-0-	-0-	-0-
OTHER	-0-	-0-	-0-	-0-	-0-	-0-

C. POSITIONS:

PERMANENT/TEMPORARY	/	1 / 11	/	/	/	/
MAN MONTHS (P./T.)	/	12 / 105	/	/	/	/

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

*evaluator* 1 x 5 mos. @ 5.0  
*co-director* 1 x 12 mos. @ 20.0  
*Aides* 10 x 10 mos. @ 80.0

IV. ATTACHMENTS

V. DATE: 5-9-72

PREPARED BY: Dany H. Halverson

Original: Legislative Finance  
 cc: Budget and Management  
 Prime Sponsor (First Legislator Named)

Original sponsor: Health, Welfare  
and Education Committee

Offered: 6/5/72  
Referred: Rules

1 IN THE SENATE

BY THE FINANCE COMMITTEE

2 CS FOR SENATE BILL NO. 422

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SEVENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act appropriating to the State-Operated School  
7 System for bilingual education; and providing for  
8 an effective date."

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

10 \* Section 1. The sum of \$200,000 is appropriated from the general fund  
11 to the State-Operated School System, bilingual education fund, which is an  
12 account in the general fund, which shall be expended for the purpose of  
13 providing bilingual education.

14 \* Sec. 2. This Act takes effect July 1, 1972.

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UNIVERSITY OF ALASKA  
COLLEGE, ALASKA 99701

Senator Joseph Josephson  
State Legislature  
Juneau Alaska, 99801

Dear Joe,

It was good to get to talk to you earlier today. I have sent to Senators Butrovitch, Lewis, Groh, Palmer, Koslosky, Poland, Ray, Hammond, Croft, L. Thomas, Young, Miller, Hensley, and you, each a letter with roughly the following text, and the same enclosure.

I wholeheartedly support Senate Bills 421-424, for Bilingual Education in State Schools, and for a Center for Alaska Native Languages at the University of Alaska. As a linguist deeply involved in the study and cultivation of Alaska Native languages at the University since 1960, I have seen such that profoundly convinces me that the measures in these bills are desperately needed for the social future of this State and for the ~~world~~ unique Alaskan civilizations in such grave danger of perishing here.

The enclosed prospectus for an Alaska Native Language Center at the University of Alaska you may find interesting and useful for its summary of the present condition of each Alaska Native language. Prepared without reference to SB 423/4, the enclosed is yet exactly in the spirit of these bills, and gives some idea of the scope and urgency of the work to be done. Appended is also a note on some of the activities of the Eskimo Language Workshop functioning at the University since 1968. The Center would be an expansion of this, to serve all Alaska Native languages.

Please let me know if there is any way I can help with these bills, furnishing further information either in writing or by appearing personally in Juneau.

Sincerely,

A handwritten signature in cursive script, appearing to read "Michael E. Krauss".

Michael E. Krauss  
Professor of Linguistics

Office Phone 479-7396  
Home Phone 479-6340



UNIVERSITY OF ALASKA  
COLLEGE, ALASKA 99701

April 21, 1972

The Honorable Joseph P. Josephson  
Alaska State Senate  
Alaska State Legislature  
State Capitol Building  
Juneau, Alaska 99801

Dear Senator Josephson:

I wish to indicate my strong support of legislation to (1) authorize programs of bilingual education in Alaskan schools where English is used as a second language by all or part of the school population; and (2) provide funds for the implementation of appropriate programs of bilingual education in such schools.

My work in rural education in Alaska began in August, 1960 and has continued to the present time. In those years I have been involved in efforts to improve educational opportunity for Alaska Native children. I consider bilingual education the most viable and promising development of many that have been attempted, and the best means of assuring true bicultural education for Eskimo, Indian or Aleut children.

Observation of bilingual programs has shown us that parents can and do become interested and involved in school activities, and in the planning and development of goals for their children. This in itself is strong justification for support of bilingualism in the schools.

I respectfully ask for your support of legislation for bilingual and bicultural education in Alaska.

Yours sincerely,

Winifred Lande, Director  
Alaska Rural School Project

WL/ke

## Why Not in Colorado, Too?

MASSACHUSETTS HAS just become the first state in the nation to make bilingual education mandatory for school children with limited knowledge of English.

This is an idea which ought to be put into effect in Colorado, too.

Gov. Francis W. Sargent, in signing the bilingual education bill into law, noted that there are more than 40,000 school-age children in Massachusetts "whose primary language is other than English." Most of them, as in Colorado, speak Spanish at home:

The new Massachusetts law makes it mandatory for every school system with 20 or more children of limited English-speaking ability to provide a transitional bilingual education program for its pupils. The children would be taught their regular academic subjects in Spanish, while receiving instruction in English until they are fluent enough in English to move into regular English-speaking classes.

"These children for too long have been ignored or penalized simply because their speech is different," Sargent said. And we're sure the same thing is happening to many Spanish-speaking children in Colorado.

There are only a few bilingual classes for Spanish-speaking children scattered around Colorado — most of them experimental programs financed with federal funds. Yet there must be several thousand children in schools around the state who need this kind of bilingual education.

INERTIA AMONG educators being what it is — not to mention financial problems being what they are — it is all too likely that many school districts that need bilingual programs the most don't have them.

This coming session of the General Assembly would be a good time to see to it that Colorado catches up with Massachusetts.

*Denver Post 1/4/72*

LONG RANGE PLAN FOR BILINGUAL EDUCATION

TABLE OF CONTENTS

	Page
1. Needs/Rationale	1
2. Program Purposes (basic assumptions, goals, objectives)	6
3. Alternatives (program models)	8
4. Evaluation	11

Bilingual education programs seek to address a variety of needs in rural schools in Alaska. Those needs can be briefly summarized as follows:

1. Needs/Rationale

- 1a. 1) To enhance student self-image.
- 2) To recognize Alaska Native cultures as having viable characteristics and values with a legitimate place in the school system.
- 3) To reestablish coordinate language systems and eliminate "mixing" languages.
- 4) To involve parents in school activities, planning and development of goals for their children, and to develop their understanding of and cooperation with an educational effort which is not culture destructive.
- 5) To utilize the language skills and innate cognitive strengths which Alaskan Native students already possess, such as perceptual skills involving image memory, visual discrimination, spatial ability, and object assembly. Similarly they often have communications skills, generally unrecognized, in two languages rather than one.
- 6) To develop materials which focus interest and information on local culture.

1b. These needs were arrived at from two sources; subjective information gathered from many conversations with village people about their schools, from talks with teachers and administrators, from a careful survey of the descriptive and prescriptive literature about Alaska Native education and American Indians generally, and from numerous discussions with linguists at the University of Alaska. The second category, and a much more difficult one to use because of the difficulties inherent in testing procedures in Alaska, is the result of objective testing. This includes the testing undertaken by A.S.O.S. through D. K. Thomas, tests administered in independent school dis-

tricts, and tests developed especially to measure vocabulary proficiency in Eskimo and English.

1c. Chart A, page 13, indicates the language spoken in each village having an A.S.O.S. school. Chart B, page 14, indicates the degree of language use in each school. It should be pointed out that the amount of language used is an estimate compiled from a variety of sources; teachers, village people, University of Alaska linguists, and A.S.O.S. personnel. Many villages should be placed in more than one category. For example, in some schools such as Bethel, students may range from near monolingual Eskimo to near monolingual English language ability. Most Native students of kindergarten age fit in category three, but about one third of them fit category four. These estimates are established on the basis of both English and Eskimo receptive and expressive vocabulary tests administered over a two year period, as well as the sources cited above.

Priorities for educators begin with 4 in Chart B as top priority, and move down the scale to the lowest priority of 0. Linguists, however, may see other priorities and might rank order priorities 3-2-4-1-0.

There is justification for both systems since we have somewhat different concerns and different constituencies. The critical areas for language study are those where the language is in danger or is being used in decreasing amounts. The critical areas for students are those where essentially monolingual Native speaking pre-schoolers or first graders must come to a school where the teacher is English speaking. The second most critical area for students is the village listed as 3 on the rating scale, in which the mixed language situation often results in poor quality, non-standard usage in both languages. In many such

places elders lament the poor quality Native language usage of young people, while teachers bemoan the non-standard English. Occasionally the language difference between elders and children in the village results in little direct communication or understanding between grandparents and their grandchildren. At the same time teachers see the non-standard English usage as a detriment in class, and failure to achieve grade level at established norms is the result. In the villages of category three on the scale, students may frequently appear to understand what the teacher says, but in reality will not. Further, the student will find it necessary to translate from one language to another in order to understand what has been said and formulate a response, and then to translate back so that he can answer, a process which often makes him appear slow.

1d. 1) Village people have expressed great interest in bilingual education, and the A.F.N. has called for its implementation for the following reasons:

- a. We have a right to our own language.
- b. Our children need it to live in the village.
- c. Our children need it to talk to their elders.
- d. Our children need it to maintain their identity as members of our particular culture.

2) Schools need the community involvement it provides. They cannot function well without community interest and support. Such support has been notoriously lacking in rural villages, partly because school has always been conducted in a language no one ~~understands~~ ~~Experience indicates that bilingual education gets~~ people involved:

- a. In class activities as instructors/participants.
- b. In conversations with teachers.
- c. In observation of classes, programs.
- d. In response to parent conferences.
- e. In assisting their children with school work.

Because village people can talk to school teachers who speak their language, the purposes of school are more readily understood and support for its aims is more readily given. Especially since those aims seem less destructive than in the past.

- 3) Children need recognition of the value of local culture. Bilingual programs are not only involved as an aspect of local culture, but provide natural opportunities to discuss other aspects of local culture as well - such as kinship patterns, material culture, religion, values, economic patterns and practices.
- 4) Village people, teachers, and the general literature about Indians and education all decry the lack of local cultural content in the school curriculum - in social studies and language particularly. The consensus of all these sources is that such content will have multiple values. It will provide information necessary for transmission of culture; end the denigration of local culture and values by schools and affect positively student self-image thereby; provide the vehicle for communication with other members of the culture; provide the means to end the loss of valued aspects of cultural history, legends and folklore through the creation not just of writing systems and literacy, but through the creation of literature itself. Thus education will provide for the continuation of culture and create genuine options for choosing to live and participate meaningfully in either the local culture or the

dominant culture - and allow the student to make the choice. Bilingual education thus provides a natural vehicle for true bi-cultural education.

The extensive literature on language acquisition and the information available from the experience of other bilingual programs, not only in the United States but around the world, is very positive about the idea that children learn to speak and read a second language more easily if they have already achieved literacy in their own language. This would indicate that in those villages where children come to school with Native language skills dominant, the first language of instruction and first literacy should be in their local tongue. Literacy in English should be achieved later through the techniques of "English as a Second Language" instruction with a heavy initial emphasis on oral skills. The above is sound strategy for the following reasons:

1. It eliminates much of the mystery, fear and trauma which surrounds the early days in school when a student cannot understand the language of instruction.
2. It makes the school seem a friendlier, less hostile place, and establishes a better learning environment.
3. It eliminates the double burden of learning both the language and academic concepts at the same time. The concepts are taught in the language which is already best understood.
4. It lessens the denigration of local culture and eliminates the condescending attitude so often exhibited by the school toward what happens in the village and the home. Thus it lessens the conflicts between what a student learns in the two most influential areas of early development - the home and the school.

## 2. Program Purposes

2a. There are some basic assumptions out of which the bilingual program has grown and certain goals which have been established as a result of those assumptions. Stated briefly, those assumptions are listed as follows:

- 1) Students in villages in Alaska are representatives of a viable, valuable culture which is in a continual process of change - as are all cultures - but which has a right to continue its existence as a unique culture whether Eskimo, Indian, or Aleut.
- 2) The schools have an obligation to provide education which is genuinely bicultural and is not designed to shift students unilaterally from one culture to another.
- 3) In those villages where children come to school using English as a second language, students are entitled to receive primary education in their first language and develop oral skills and literacy in English using ESL techniques.
- 4) That education must utilize the unique skills which Native children may bring to the classroom. These may include a variety of perceptual skills and communications skills in two languages.
- 5) That Alaska Native children have a right to attend schools which recognize their culture in the classroom as a legitimate source of study and interest. Local language, history, material culture and value systems all have a place in the curriculum of schools which have Alaskan Native students.
- 6) That one of the contributing causes to the below average achievement which characterizes many Alaskan Native students on standardized tests is the school's failure to teach in a language easily understood by the students. The language mixing which has resulted from past policies works a hardship on Native speakers and is detrimental to their achievement in school.
- 7) That one way to help reestablish coordinate language systems and assist in good language development in two languages is with bilingual instruction and ESL which helps eliminate mispatterning and establishes good usage in both the Native language and in English.
- ~~8) That literacy in the Native language is a proper goal for Native language speakers; that they have the same right to use and keep their language as English speakers to use and keep English. The fact that one language belongs to the dominant culture and the~~

other may be helpless in the face of it does not give the dominant culture license to continue to eradicate the local language. The pattern we have followed in the past is as brutal linguistically as the old gladiatorial combat. We have held in the education system that because the language is down or failing we should kill it in favor of English.

- 9) It is also assumed that since initial instruction may be in the local language those students in a genuine bilingual program will not do as well on standardized achievement tests as those who begin with English - until grade five. Because concepts are taught in the local language and English literacy is put off until a more logical time in the developmental skills sequence of children's learning, and because the achievement tests are in English, we assume that the present testing pattern will reverse itself. The present testing indicates that for a while both Native and English speakers test about the same. But as the years pass a gap in performance level begins to emerge with dominant culture children achieving at a higher rate on the tests. At exit from the public school system, Native children in Alaska average below grade level while their non-Native counterparts in the same village are at grade level or better. It is an assumption of this program, based on the experience of other bilingual efforts, that the achievement testing of children in the bilingual program will lag from the very beginning. But as children learn English more quickly and accurately in a bilingual system the gap will narrow instead of widen and at exit from public school Native speaking children will perform at grade level or better.

#### 2b. Goals

- 1) To provide opportunity for literacy in two languages.
- 2) To provide genuine bicultural education for village students.
- 3) To provide for transmission and appreciation for local culture as well as the dominant culture.
- 4) To involve local people in the educational process.

#### 2c. Objectives

When he graduates from grade eight a

- 1) Student will be able to converse in acceptable language patterns with both English speakers and speakers of the local language
- 2) Student will be able to read material in both languages - at grade

level in English, and whatever materials are printed in his own language.

- 3) Student will be able to discuss salient aspects of both local culture and the dominant culture with his bilingual teachers.

After one year in the program,

- 1) Teachers, both English speakers and bilingual, will be able to discuss important elements of local culture with their students.
- 2) English speaking teachers will be able to use simple greetings and some conversational exchanges in the local language.
- 3) English speaking teachers will be able to discuss local cultural characteristics with residents.
- 4) English speaking teachers will be sensitive to village people and exhibit appreciation for local culture in their actions toward students and villagers.

### 3. Alternatives

- 3a. A broad range of bilingual programs is needed spanning a continuum from an intensive effort such is currently undertaken at Togiak, Manokotak, Twin Hills or Kongiganak to the other end of the continuum where the language might be taught using ESL techniques or simply is a major unit in a comprehensive social studies curriculum focused on local culture. The model in the first situation might be that adopted at Togiak. There first grade instruction is provided in Eskimo in all subject areas except English. English is learned during one half hour session each day in the morning and afternoon. Math, science, social studies, reading are all in Eskimo. English concentrates on pattern practice of oral skills.

~~The second year more of the instructional day will be in English and~~

the ESL program will focus on language games and activities all

directed toward reading readiness. Other instruction will continue in Eskimo. In third grade the proportion will shift to still more English, and the fourth grade will be almost the reverse of the first, with perhaps only an hour of Eskimo and the rest of the day in English. It is believed that by that time literacy will be well established in both languages and students can work in the regular curriculum without a language handicap.

A model more central on the spectrum is like the current effort at Nikolai. There the language will be taught for approximately an hour a day in all grades and the rest of the instruction will be in English.

The only known present attempts to teach a Native language as a second language are on the State's college campuses at the University of Alaska, Alaska Methodist University, and Sheldon Jackson.

Selection of alternatives should be done by village people, local school boards, teachers, and linguists. It is assumed that each village will determine the kind of program they want, the amounts of time allocated to each language, and the personnel to be involved. Goals and objectives for the program should be developed by the same group.

- 3b. Program activities include a variety of educational practices and techniques. It is believed that many village people should participate in class programs in an instructional capacity - telling stories, demonstrating techniques of the material culture, discussing village history, teaching songs and dances, describing and developing value systems and religious ideas of the local culture. Community involve-

ment is one of the goals of the program.

The use of ESL in the classroom has been described above.

Class activities could include field trips to old village sites, watching a sled maker, mapping trails, giving local names to mapped areas with game locations, fish spawning areas, berry grounds. Other in class activities should focus on current issues such as the land claims settlement, economics, health, and education. All such discussion should be in the local language.

3c. At present the only linguists capable of literacy training in Alaska are non-Native. These people should be used to train village people in literacy so that all classroom instructors in the local language are Native people. Training should be provided which would permit entry into teaching in the Native language at levels ranging from the basic training now offered to graduation with a degree and teaching certificate.

3d. Equipment in each bilingual school should include Language Masters, VTR, camera and monitors, as well as the currently standard 16 mm projector and phonograph. The TV equipment is necessary to record activities of students and village people engaged in cultural heritage programs, for the tape exchange of successful classroom projects of teaching techniques and for the development of visual and dramatic skills of the students.

~~3e. Materials should be developed through the establishment of an Alaska~~  
Native Language Center whose purposes would be to study Alaskan

languages, develop literacy materials, assist in the translation of important documents, provide the vehicle necessary for development and dissemination of Alaska Native literature, and to train Alaska Native language speakers to work as teachers and aides in bilingual classrooms.

#### 4. Evaluation

Evaluation of each project ought to be done according to the evaluation concepts important to each village, as well as important to the kinds of information sought by A.S.O.S. It may be that the village will judge the validity of the program by standards that may not occur to central office staff. On the other hand, the central office should feel free to gather the data necessary for research and program validation. Such information should include tests devised by linguists, the bilingual teachers and village people, and a research psychologist familiar with the technical aspects of evaluation. Such a person will be employed full time to work on evaluation designs and instruments appropriate to each bilingual site and to assist in the design and implementation of research projects important to understanding the learning processes of village children, their language acquisition, and developmental skills sequences, as well as the effectiveness of bilingual education.

BUDGET

<u>Cost</u>			
	1970-71	\$ 200,000	7 classes
	1972-73	440,900	16 classes
	1973-74	480,000	32 classes
	1974-75	600,000	40 classes
	1975-76	<u>660,000</u>	40 classes

Five year total \$2,380,900 for program implementation.

Five year total \$1,550,000 for materials development in  
Alaska Native Language Center  
(\$310,000 per year for five  
years).

LANGUAGE SPOKEN IN VILLAGES

Aleut	Inupiat	Yupik	Upper Kuskokwim Athapascan	Koyukon Athapascan	Ingalik Athapascan	Tanana Athapascan	Upper Tanana Athapascan	Kenai Athapascan
<u>Eastern</u>								
Akutan	Ambler	Aleknagik	McGrath	Allakaket	Anvik	Dot Lake	Northway	Eagle
Balkofski	Anaktuvuk	Aleknagik N. Shore	Nikolai	Bettles		Manley Hot Springs		
Cold Bay	Buckland	Aniak		Galena		Minto		
False Pass	Deering	Atmautluak		Hughes				
Nikolski	Kivuljina	Bethel		Huslia				
St. George Island	Kobuk	Chuathbaluk		Kaltag				
St. Paul Island	Koyuk	Clark's Point		Koyukuk				
Sand Point	Noatak	Egegik		Mulato				
	Noorvik	Ekuk		Rampart				
<u>Western</u>	Point Hope	Ekwok		Ruby				
	Selkvik	Fortuna Ledge		Stevens Village				
Atka	Shishmaref	Iguigig		Tanana				
	Shungnak	Kokhanok						
	Teller	Koliganek						
	Wainwright	Kongiganak						
	White Mountain	Levelock						
	William E. Beltz	Manokotak						
		Nelson Lagoon						
		Newhalen						
		New Stuyahok						
		Ongsenakale						
		Perryville						
		Pilot Point						
		Pitka's Point						
		Platinum						
		Port Heiden						
		Red Devil						
		Russian Mission						
		Tatitlek						
		Togiak						
		Twin Hills						

LANGUAGE SPOKEN IN VILLAGES

ATHAPASCAN	Han Athapascan	Ahtena Athapascan	Tlingit	Tsimshian	Kutchin Athapascan	Tanaina	Tanacross	Mixed
	Eagle	Cantwell Chistochina Copper Center Gakona Glennallen Kenny Lake Mentasta Lake	Angoon Coffman Cove El Capitan Gustavus Port Alice St. John's Harbor Shakan Bay Tenakee Tuxekan Wale Pass	Annette Metlakatla	Arctic Village Birch Creek Chalkyitsik Circle Fort Yukon	Nondalton Pedro Bay	Tanacross	Chignik Chignik Lagoon Chignik Lake Crooked Crank Delta Junction Holy Cross Ivanoff Bay *Sleetmute Stony River Thorne Bay Thorne Island Tok  *Essentially Yupik

CHART B

Language Use by Athapaskan Village Schools<sup>1</sup>

0	1	2	3	4
Alcastra Anderson Village Erdos's Court Lage Lake Wilber's Cove Gustavus Sunrise Creek	Allakaket Annette Anvik Belkofski Bethel Chignik Chignik Lagoon Chignik Lake Chistochina Coffman Cove Cold Bay Copper Center Crooked Creek Deering (a) Delta Junction Dot Lake El Capitan False Pass Gakona Galena Glennallen Ivanoff Bay Kaltag Kenny Lake Kokhanok Koyukuk Manley Hot Springs Metlakatla Minto Nelson Lagoon Nordalton Nulato Pedro Bay Perryville Pilot Point Port Alice Port Heiden Rampart Red Devil Ruby St. George Island St. John's Harbor St. Paul Island Sand Point Shakan Bay Stevens Village Tanana Tatitlek Tenakee Thorne Bay Thorne Island Tri-Valley Tuxekan Wale Pass Whittier	Alutan Anaktuyuk Angeon Aniak Buckland Cantwell Circle Clark's Point Eagle Eluk (b) Fort Yukon Holy Cross Hughes Huslia Kivalina Koyuk Levelock Mentasta Lake Noatak Noorvik Point Hope Russian Mission (c) Stony River Teller (d) Tok Wales White Mountain (e) William E. Beltz	Aleknagik Aleknagik North Shore Alder Arctic Village Atka Atnautluak Bethel Birch Creek Chalkyitsik Chuatthaluk Egegik Elwak Fortuna Ledge Igugig Kobuk Koliganek McGrath Nashalen New Stuyahok Nikolai Nikolski Northway Ohlsenakale Pitka's Point Platinum Selawik Shishmaref Shungnak Sleetmute Tanacross	Kongiganak Eanulotek Tonik Twin Hills

(a) Mixed Athapaskan, Upper Tanana speakers in the school probably range through categories 2 and 3.

(b) This is also mixed population, similar in many ways to Bethel's, with students' language patterns and use reflecting home villages and ranging from 0 to 3.

(c) Three language groups are settled here; some Tanaina in category 2; some Yupik in ranges 2-3; and some Upper Kuskokwim ranging in categories 2 or 3.

(d) Boarding school, amount of language depends on own village.

(e) Boarding school, and individual language reflects own villages and speakers fit categories from 1 - 3.

<sup>1</sup>The rating scale 0 - 4 should be interpreted as follows:

- 0 - Non-native village, essentially monolingual in English. No native language understood or spoken.
- 1 - Some village people may understand a native language, but none will be able to speak it, and children probably will not understand it.
- 2 - Most village people of any age understand the language, many older people will speak it, but there are no speakers under approximate age 15.
- 3 - Most village people understand the language, everyone can speak it, but younger people are bilingual with pretty good, probably non-standard, English. School children may have extensive English vocabulary but some words, mispattern in sentences, experience difficulty in writing a school theme.
- 4 - Essentially monolingual in the native language. Younger people will have some English, but those just entering school will have very little or none.



# ALASKA STATE-OPERATED SCHOOL SYSTEM

650 International Airport Road  
Anchorage, Alaska 99502

April 11, 1972

The Honorable Joseph P. Josephson  
Alaska State Senate  
Alaska State Legislature  
State Capitol Building  
Juneau, Alaska 99801

Dear Joe:

Would like to see some legislation on this if you can make it happen.

Perhaps there should be three separate bills:

1. Require bilingual education in each school where more than 15 (because we have some small schools with only one teacher which should have bilingual ed.) students use English as a second language.
2. Authorize funds for program implementation over the next five years.
3. Authorize funds for the creation of an Alaska Native Language Center at U. of A. for the purposes stated on page 10.

The proposed general budget figures reflect this year's effort and very rough projections for the next four years.

Thanks, man.

Sincerely,

*Gary* (c) (u)

Gary H. Holthaus, Director  
Bilingual Education Program

GHH/vlc

4/27/72

Enclosure

*NOTE: Complete back-up for SB 423 is in the SB 422 file.*

*RG*

# STATE OF ALASKA

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

AUDIT DIVISION  
POUCH W — ALASKA OFFICE BUILDING

FINANCE DIVISION  
POUCH WF — STATE CAPITOL

JUNEAU 99801

## MEMORANDUM

TO: Stanley Friese, Supt.  
State-Operated Schools  
650 International Airport Road  
Anchorage, Alaska 99502

FROM: LEGISLATIVE FINANCE  
ROOM 407  
CAPITOL BUILDING

DATE: April 27, 1972

SUBJ: FISCAL NOTE REQUEST

PLEASE COMPLETE THE ATTACHED FISCAL NOTE FOR SB 422,  
AND RETURN IT TO OUR OFFICE BY 5/8/72.

IN ADDITION TO THE GENERAL INSTRUCTIONS REGARDING FISCAL  
NOTE PREPARATION (REFERENCE OUR MEMO OF \_\_\_\_\_),  
PLEASE OBSERVE THE FOLLOWING:

1. Outline the tentative program to be developed and implemented.  
Designate probable locations.
2. How much federal and state funds are presently allocated to  
bilingual education in S.O.S.? Would these state funds  
generate any additional federal funds? If so, how much, and  
from which federal programs?

TIMELY RETURN OF THIS INFORMATION IS REQUESTED. HOWEVER,  
IF ADDITIONAL PREPARATION TIME IS REQUIRED, NOTIFY OUR OFFICE  
AS SOON AS POSSIBLE IN ORDER THAT DISCUSSION OF THE PROPOSED LEG-  
ISLATION MAY BE RESCHEDULED TO A LATER DATE.

ATTACHMENTS: (1) FISCAL NOTE  
(2) COPY OF BILL VERSION

CC: BUDGET & MANAGEMENT

cc: Gary Holthaus,  
State-Operated Schools

*Amical*  
*2/21*

Introduced: 4/20/72  
Referred: Health, Welfare  
and Education; Finance

BY THE HEALTH, WELFARE  
AND EDUCATION COMMITTEE

1 IN THE SENATE

2 SENATE BILL NO. 422

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SEVENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act appropriating to the State-Operated School  
7 System for bilingual education; and providing for  
8 an effective date."

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

10 \* Section 1. The sum of \$2,180,900 is appropriated from the general  
11 fund to the State-Operated School System, bilingual education fund, which  
12 is an account in the general fund, which shall be expended for the purpose  
13 of providing bilingual education according to the following schedule and  
14 which shall lapse on June 30, 1977:

15	<del>1972 - 1973</del>	<del>7 classes</del>	<del>\$200,000</del>
16	1973 - 1974	16 classes	440,900
17	1974 - 1975	32 classes	480,000
18	1975 - 1976	40 classes	600,000
19	1976 - 1977	40 classes	660,000

20 \* Sec. 2. This Act takes effect July 1, 1972.

21  
22  
23  
24  
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LONG RANGE PLAN FOR BILINGUAL EDUCATION

TABLE OF CONTENTS

	Page
1. Needs/Rationale	1
2. Program Purposes (basic assumptions, goals, objectives)	6
3. Alternatives (program models)	8
4. Evaluation	11

Bilingual education programs seek to address a variety of needs in rural schools in Alaska. Those needs can be briefly summarized as follows:

1. Needs/Rationale

- 1a. 1) To enhance student self-image.
- 2) To recognize Alaska Native cultures as having viable characteristics and values with a legitimate place in the school system.
- 3) To reestablish coordinate language systems and eliminate "mixing" languages.
- 4) To involve parents in school activities, planning and development of goals for their children, and to develop their understanding of and cooperation with an educational effort which is not culture destructive.
- 5) To utilize the language skills and innate cognitive strengths which Alaskan Native students already possess, such as perceptual skills involving image memory, visual discrimination, spatial ability, and object assembly. Similarly they often have communications skills, generally unrecognized, in two languages rather than one.
- 6) To develop materials which focus interest and information on local culture.
- 1b. These needs were arrived at from two sources; subjective information gathered from many conversations with village people about their schools, from talks with teachers and administrators, from a careful survey of the descriptive and prescriptive literature about Alaska Native education and American Indians generally, and from numerous discussions with linguists at the University of Alaska. The second category, and a much more difficult one to use because of the difficulties inherent in testing procedures in Alaska, is the result of objective testing. This includes the testing undertaken by A.S.O.S. through D. K. Thomas, tests administered in independent school dis-

tricts, and tests developed especially to measure vocabulary proficiency in Eskimo and English.

- 1c. Chart A, page 13, indicates the language spoken in each village having an A.S.O.S. school. Chart B, page 14, indicates the degree of language use in each school. It should be pointed out that the amount of language used is an estimate compiled from a variety of sources; teachers, village people, University of Alaska linguists, and A.S.O.S. personnel. Many villages should be placed in more than one category. For example, in some schools such as Bethel, students may range from near monolingual Eskimo to near monolingual English language ability. Most Native students of kindergarten age fit in category three, but about one third of them fit category four. These estimates are established on the basis of both English and Eskimo receptive and expressive vocabulary tests administered over a two year period, as well as the sources cited above.

Priorities for educators begin with 4 in Chart B as top priority, and move down the scale to the lowest priority of 0. Linguists, however, may see other priorities and might rank order priorities 3-2-4-1-0. There is justification for both systems since we have somewhat different concerns and different constituencies. The critical areas for language study are those where the language is in danger or is being used in decreasing amounts. The critical areas for students are those where essentially monolingual Native speaking pre-schoolers or first graders must come to a school where the teacher is English speaking. The second most critical area for students is the village listed as 3 on the rating scale, in which the mixed language situation often results in poor quality, non-standard usage in both languages. In many such

places elders lament the poor quality Native language usage of young people, while teachers bemoan the non-standard English. Occasionally the language difference between elders and children in the village results in little direct communication or understanding between grandparents and their grandchildren. At the same time teachers see the non-standard English usage as a detriment in class, and failure to achieve grade level at established norms is the result. In the villages of category three on the scale, students may frequently appear to understand what the teacher says, but in reality will not. Further, the student will find it necessary to translate from one language to another in order to understand what has been said and formulate a response, and then to translate back so that he can answer, a process which often makes him appear slow.

- 1d. 1) Village people have expressed great interest in bilingual education, and the A.F.N. has called for its implementation for the following reasons:
  - a. We have a right to our own language.
  - b. Our children need it to live in the village.
  - c. Our children need it to talk to their elders.
  - d. Our children need it to maintain their identity as members of our particular culture.
  
- 2) Schools need the community involvement it provides. They cannot function well without community interest and support. Such support has been notoriously lacking in rural villages, partly because school has always been conducted in a language no one understood. Experience indicates that bilingual education gets people involved:

- a. In class activities as instructors/participants.
- b. In conversations with teachers.
- c. In observation of classes, programs.
- d. In response to parent conferences.
- e. In assisting their children with school work.

Because village people can talk to school teachers who speak their language, the purposes of school are more readily understood and support for its aims is more readily given. Especially since those aims seem less destructive than in the past.

- 3) Children need recognition of the value of local culture. Bilingual programs are not only involved as an aspect of local culture, but provide natural opportunities to discuss other aspects of local culture as well - such as kinship patterns, material culture, religion, values, economic patterns and practices.
- 4) Village people, teachers, and the general literature about Indians and education all decry the lack of local cultural content in the school curriculum - in social studies and language particularly. The consensus of all these sources is that such content will have multiple values. It will provide information necessary for transmission of culture; end the denigration of local culture and values by schools and affect positively student self-image thereby; provide the vehicle for communication with other members of the culture; provide the means to end the loss of valued aspects of cultural history, legends and folklore through the creation not just of writing systems and literacy, but through the creation of literature itself. Thus education will provide for the continuation of culture and create genuine options for choosing to live and participate meaningfully in either the local culture or the