

SCOMM 3: HOUSE SELECT COMMITTEE ON EDUCATION, 1976  
LIST OF FILES (PAGE 1)

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1. SCR 88 (1976)
2. SB 203 am (1975-76)
3. HB 245 (1975-76)
4. SB 518 (1976)
5. no file with this number
6. HB 619 (1976)
7. HB 701 (1976)
8. HB 708 and HB 709 (1976)
9. HB 885 (1976)

SCOMM

#3:1

## FACT SHEET

### "A STUDY OF THE QUALITY, COST AND FINANCING OF PRE-HIGHER EDUCATION IN ALASKA"

#### BACKGROUND

Alaska's changing economic, political and social scenes all point to the need for a comprehensive review of how the State intends to meet its obligations for elementary and secondary public education. Agencies which have called for such a study include the State Board of Education; the Alaska Federation of Natives; and, the 1973-74 Legislative Interim Committee on Pre-Higher Education in the Unorganized Borough. In addition, the Alaska Association of School Boards; the Alaska Association of School Administrators; Alaska-NEA; and, Alaska Association of Secondary School Principals have asked for studies of selected aspects of school costs closely related to the school finance study.

#### REASONS FOR THE STUDY

The current study, which began in November 1974, has been made necessary for the following reasons:

1. The need to analyze the many views regarding State and local responsibilities for education.
2. The general lack of understanding about what constitutes basic education costs and full education costs; and,
3. The need for a periodic review of the Public School Foundation Act and other methods of financing education.

These needs as well as others identified during the next 18 months will be addressed in the process of study.

#### FORMAT AND ANTICIPATED RESULTS OF THE STUDY

During the remaining study period (through December 1977), the school finance study will include and focus on the following items.

1. The investigation and analysis of eight major topic areas reflecting the significant issues of school finance;
2. The involvement of citizens throughout the State in discussions to determine the kind of education programs they want for Alaska's children and to obtain the opinions of "consumers" about the financing of education in the State.
3. A process whereby suggestions regarding school finance issues are obtained from educational agency personnel; teacher groups; school board members; school administrators; legislators; business and civic representatives; and, other organized bodies.
4. A review of Federal, State and local responsibilities for elementary and secondary education;
5. An exploration of curriculum alternatives;
6. Identification of basic and full education program costs with consideration given to regional differentials, capital outlay and local discretionary programs;

7. Recommendations about the means and methods of financing schools in Alaska; and,
8. Suggested legislation as may be necessary and appropriate to implement the plan for financing Alaskan education which has resulted from this study.

#### ROLE OF CENTER FOR NORTHERN EDUCATIONAL RESEARCH

CNER is serving as the coordinating agency for the study. In this capacity, the Center:

1. Provides a central base of operations for the study;
2. provides direct professional assistance;
3. analyzes and factors the data obtained in the study,
4. manages project resources (financial support and contributed staff from the BIA and the U.S. Office of Education and of Community and Regional Affairs; from the Alaska Federation of Natives; from Rural CAP; and, from other interested groups); and,
5. prepares and issues the interim and final study reports.

FOR MORE INFORMATION about the study or to offer suggestions about issues to be addressed, write or phone the following:

#### In Fairbanks:

E. Dean Coon, Asst. Director (479-7143)  
or  
Jerry Waddell, Research Associate (479-7145)  
Center for Northern Educational Research  
University of Alaska  
Fairbanks, Alaska 99701

#### In Anchorage:

Anne Just, Research Affiliate (272-5522, ext. 151)  
Center for Northern Educational Research  
University of Alaska Sr. College  
2651 Providence Avenue  
Office #305, Sr. College Academic Bldg.  
Anchorage, Alaska 99504

#### In Juneau:

Nathaniel Cole, Deputy Commissioner (465-2800)  
or  
William Thompson, Director of Administration & Finance  
Alaska State Department of Education  
Pouch F  
Juneau, Alaska 99811

January 26, 1976

ALASKA EDUCATION COSTS  
FOR FISCAL YEAR 1974

Analysis of  
Current Operating Expenses  
of Elementary and Secondary Education  
in the Alaska State Operated  
Schools, Bureau of Indian  
Affairs Schools and District Schools

Prepared as a part of  
The Study on the Quality, Cost and  
Financing of Elementary and Secondary  
Education in Alaska

Center for Northern Educational Research  
University of Alaska  
Fairbanks, Alaska

January 1976

## EXPLANATION OF TABLES

As a part of the study on the Quality, Cost and Financing of Elementary and Secondary Education in Alaska, the attached tables are a first attempt to test the uniformity of data available for fiscal year 1974 by arranging the data in a comparable format.

Table 1, Alaska Education Costs for Current Operating Expense for Fiscal Year 1974. This depicts a crosswalk of expenditure categories for the Alaska State Operated School System and the schools operated by the Bureau of Indian Affairs as they relate to the expenditure categories of the District Schools of Alaska. Footnotes are provided to explain any major differences in expenditure classification.

Cost categories for Current Operating Expense (excluding capital outlay and debt service) are shown for each "school system" along with the associated cost per average daily membership. The "bottom line" totals each expenditure category and computes the costs for the combined average daily membership for all Alaska public and federal schools.

Table 2, Alaska Education Costs for Current Operating Expense Per Average Daily Membership for Fiscal Year 1974. This summarizes the expenditures and average daily membership costs from the previously described table.

Table 3, Alaska Education Revenue for Current Operating Expense for Fiscal Year 1974. This lists the revenues by source, Federal, State, and Local for the Alaska State Operated School System, the District Schools, and the Bureau of Indian Affairs Schools. Additionally, the revenues in these categories are reflected by Average Daily Membership and the percentage of each source to the total for the respective school system is shown. Revenue for current operating expense was derived by reducing total District School revenue by \$7,452,000 for State Sources and \$5,840,696 for Local Sources, the amounts reported for revenue for capital outlay and debt service by the Alaska Department of Education.

\* \* \* \* \*

Fiscal Year 1974 data was used for this analysis, because actual cost information was not yet available for FY 1975. The data shown in these tables were derived from the following:

1. Report of Audit, Alaska State Operated School System by Main LaFrentz and Company, Certified Public Accountants, Anchorage, Alaska, dated 7 December 1974.
2. Annual Report 74-75, Department of Education, Juneau, Alaska.
3. Report of Operating Budget, Bureau of Indian Affairs, as of 30 June 1974.

Private and parochial schools have not been included.

Table 1

## ALASKA EDUCATION COSTS FOR CURRENT OPERATING EXPENSE FOR FISCAL YEAR 1974

ALASKA STATE OPERATED SCHOOL SYSTEM	Adminis- tration	Instruc- tion	Auxiliary Services	Pupil Transpor- tation	Plant Opera- tion	Plant Mainte- nance	Fixed Charges	Food Service	Current Operating Expense	Average Daily Membership
District Office										
Instructional Services		180,943							180,943	
Instructional Media		304,140							304,140	
Board of Directors	46,469								46,469	
Superintendent	65,442								65,442	
Administrative Services	1,545,210								1,545,210	
Planning & Evaluation	53,195								53,195	
Rural Schools										
Early Childhood Development		145,402							145,402	
Basic Instruction		10,465,923							10,465,923	
Food Services								1,723,136	1,723,136	
Building Maintenance						1,258,712			1,258,712	
Building Operations					3,890,726				3,890,726	
Administrative Support	597,448								597,448	
Bilingual Education		733,406							733,406	
Pupil Transportation				435,156					435,156	
Exceptional Students		386,322							386,322	
Base Schools										
Early Childhood Development		294,863							294,863	
Basic Instruction		7,800,702							7,800,702	
Food Services								107,008	107,008	
Building Maintenance						443,862			443,862	
Building Operations					1,045,143				1,045,143	
Administrative Support	310,929								310,929	
Pupil Transportation				375,091					375,091	
Exceptional Students		296,480							296,480	
Other Programs [1										
Supplemental Programs		198,313							198,313	
Community Liaison	73,580								73,580	
School Board Development	10,200								10,200	
Vocational Education		58,587							58,587	
Adult Education		45,838							45,838	
Title I - ESEA		724,534							724,534	
Title II - ESEA		23,567							23,567	
Title III - ESEA		82,385							82,385	
Title VI - ESEA		13,444							13,444	
Title VII - Bilingual		156,305							156,305	
PL 89-313 Exceptional Students		850,154							850,154	
Title IV - Indian Education		540,718							540,718	
<b>Total ASOSS Costs</b>	<b>\$ 2,702,473</b>	<b>\$ 23,302,026</b>	[2	<b>\$ 810,247</b>	<b>\$ 4,935,869</b>	<b>\$ 1,702,574</b>	[2	<b>\$ 1,830,144</b>	<b>\$ 35,283,333</b>	<b>14,680</b>
<b>Costs Per ADM</b>	<b>184</b>	<b>1,587</b>		<b>55</b>	<b>336</b>	<b>116</b>		<b>125</b>	<b>2,403</b>	

Table 1 Cont.

	Adminis- tration	Instruc- tion	Auxiliary Services	Pupil Transpor- tation	Plant Opera- tion	Plant Mainte- nance	Fixed Charges	Food Service	Current Operating Expense	Average Daily Membership
DISTRICT SCHOOLS	\$ 4,368,111	\$ 76,677,246	\$ 6,299,873	\$ 6,137,164	\$ 7,448,330	\$ 4,595,715	\$ 7,011,510	\$ 1,374,354	\$ 113,912,303	68,440
Costs Per ADM	64	1,120	92	89	109	67	102	21	1,664	
BUREAU OF INDIAN AFFAIRS										
School Operations									205,309	
Juneau Area Office	205,309								292,267	
Agency Offices	292,267								488,546	
Administrative Support	488,546								237,771	
School Unit Supervision		237,771							5,272,902	
Instruction		5,272,902							276,362	
Pupil Transportation				276,362					3,993,879	
Plant Operations					3,993,879 [4]				17,592	
Indian Advisory School Boards	17,592								249,056	
Library & Material Centers		249,056							66,096	
School Social Work			66,096						1,373,209	
Food Services								1,373,209	2,141,338	
Plant Maintenance						2,141,338 [5]			33,708	
Research Develop. & Training	33,708								269,797	
Transportation of Things		269,797								
Title I										
Parent Counseling			22,054						22,054	
Dissemination	2,743								2,743	
Professional Staff		213,260							890,791	
Para-Professional		890,791							58,006	
In-Service Training		58,006							179,029	
Supplies		179,029							120,801	
Administration	120,801								22,275	
Title II - ESEA		22,275							82,061	
Title III - ESEA		82,061							25,000	
Title VI - ESEA		25,000							12,260	
Title III - NDEA		12,260								
Total BIA Costs	\$ 1,160,966 [6]	\$ 7,512,208	\$ 88,150	\$ 276,362	\$ 3,993,879	\$ 2,141,338		\$ 1,373,209	\$ 16,546,112	5,478
Costs Per ADM	212	1,371	16	50	729	391		251	3,020 [7]	
TOTAL ALL SCHOOLS [8]	\$ 8,231,550	\$ 107,491,480	\$ 6,388,023	\$ 7,223,773	\$ 16,378,078	\$ 8,439,627	\$ 7,011,510	\$ 4,577,707	\$ 165,741,748	88,598
Costs Per ADM	92	1,213	72	82	185	95	79	52	1,871	

Footnotes:

- [1] All ESEA program costs are reported under Instruction, Administration and other categories could amount to approximately 10 per cent.
- [2] Auxiliary Services and Fixed Charges not identifiable in ASOSS chart of accounts. These costs are included in the other categories shown.
- [3] Food Service expenditures for District Schools reflect the Districts' net costs (total operational expenses less revenue from sale of lunches and other reimbursements).
- [4] Adjusted to exclude non-educational costs charged to Plant Operations.
- [5] Adjusted to exclude non-educational costs charged to Plant Maintenance.
- [6] BIA administrative costs have been adjusted to eliminate BIA education programs not applicable to current operating expense for BIA schools such as Johnson O'Malley, Higher Education Scholarships, etc.
- [7] Costs for Home Living (Dormitory Operations) have been excluded for comparability and uniformity of data. These expenditures amounted to \$895,458 or \$164 per ADM.
- [8] Represents total expenditures for public and federally operated schools in Alaska, excluding capital outlay and debt service.

Table 2

ALASKA EDUCATION COSTS FOR CURRENT OPERATING EXPENSE  
PER AVERAGE DAILY MEMBERSHIP  
FOR FISCAL YEAR 1974

	State Operated Schools	District Schools	BIA	Total [1]
Administration	\$ 2,702,473 184	\$ 4,368,111 64	\$ 1,160,966 212	\$ 8,231,550 92
Instruction	23,302,026 1,587	76,677,246 1,120	7,512,708 1,371	107,491,480 1,213
Auxiliary Services	-----	6,299,873 92	88,150 16	6,388,023 72
Pupil Transportation	810,247 55	6,137,164 89	276,362 50	7,223,773 82
Operation of Plant	4,935,869 336	7,448,330 109	3,993,879 729	16,378,078 185
Maintenance of Plant	1,702,574 116	4,595,715 67	2,141,338 391	8,439,627 95
Fixed Charges	-----	7,011,510 102	-----	7,011,510 79
Food Services	1,830,144 125	1,374,354 21	1,373,209 251	4,577,707 52
Current Operating Expense	<u>35,283,333</u> 2,403	<u>113,912,303</u> 1,664	<u>16,546,112</u> 3,020	<u>165,741,748</u> 1,871

[1] Total Costs per Total ADM All Alaska Schools Excluding Private Schools.

Table 3

ALASKA EDUCATION REVENUE FOR CURRENT OPERATING EXPENSE  
FOR FISCAL YEAR 1974

	State Operated Schools	District Schools	BIA	Total
Federal	\$28,146,493	\$ 7,135,251	\$17,441,570	\$52,723,314
Per ADM	1,917	104	3,184	595
Per Cent	74	6	100	31
State	9,686,319	81,714,249	-----	91,400,568
Per ADM	660	1,194	-----	1,032
Per Cent	25	71	-----	53
Local	453,312	26,025,556	-----	26,478,868
Per ADM	31	380	-----	299
Per Cent	1	23	-----	16
<b>Total</b>	<b>38,286,124</b>	<b>114,875,056</b>	<b>17,441,570</b>	<b>170,602,750</b>
Per ADM	2,608	1,678	3,184	1,926
Per Cent	100	100	100	100

IN THE SENATE

BY THE HEALTH, EDUCATION AND SOCIAL SERVICES COMMITTEE

SENATE CONCURRENT RESOLUTION NO. 88 am

IN THE LEGISLATURE OF THE STATE OF ALASKA

NINTH LEGISLATURE - SECOND SESSION

Relating to the public school foundation program.

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

WHEREAS the public school foundation program was initially implemented in 1962; and

WHEREAS many alterations to the program have been made since then to address the changing educational needs in the state; and

WHEREAS educational structure in the state has undergone rapid change with the emergencies of the rural educational attendance areas; and

WHEREAS inflationary pressures and the increasing requirements of more sophisticated utility support have placed severe strain upon education budgets;

BE IT RESOLVED by the Alaska State Legislature that it directs the Legislative Council, <sup>in cooperation with the U of A Center for Northern Educational Research</sup> to undertake a thorough study and evaluation of the public school foundation program (AS 14.17). The objectives of the study shall include but are not limited to: The manageability of the present program; applicability of the program to the needs of the rural educational attendance areas; simplification of the funding formulas to enhance forecasting; suitability of the funding formulas to address educational auxiliary and support costs; ability of local school districts to raise revenue for school support; and the acceptability of the program by all agencies presently affected by it. The study shall be completed no later than the first month of the Tenth Legislature, First Session, and submitted to the presiding officers of the Senate and House of Representatives; and be it

FURTHER RESOLVED that the Governor is respectfully requested to urge

1 the Department of Education to lend all necessary assistance to the Legisla-  
2 tive Affairs Agency to effect this study.

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UNIVERSITY OF ALASKA

FAIRBANKS, ALASKA 99701

April 2, 1976

Representative Charles Parr  
Pouch V  
Juneau, Alaska 99801

Dear Representative Parr:

Thank you for calling us about Senate Concurrent Resolution No. 88. Our interpretation of the relationship of SCR 88 and the School Finance Study being coordinated by the Center for Northern Educational Research is explained below.

A study and evaluation of the Public School Foundation Program is one of the important aspects of the School Finance Study. The resources of the Legislative Council that would be available to examine the Foundation Program should SCR 88 be enacted would be a welcome and needed addition to the efforts under way now. The work to be done under the authority of SCR 88 could be coordinated quite easily with all other aspects of the School Finance Study which are noted on the attached Fact Sheet.

A January 1976 Status Report on the study is attached. Note on page 2 the tentative schedule of major events. Conduct of the Foundation Program Review during calendar year '76 would enable this aspect to be included in Report No. 2 at the end of the year.

Also included with this letter is a copy of the Analysis of Fiscal '74 Education Costs in Alaska. As I told you, we are now working on Fiscal '75 and Fiscal '76. The intent here is to provide a base of comparable information necessary for specific analysis and projections. The Public School Foundation Program is, of course, one important element of this analysis.

Just recently we were notified that the Governor's Office intends to provide some financial resources to the study in FY'77. Use of these funds will be coordinated with the Department of Education and will not conflict with or duplicate the work called for under SCR 88. Should you have additional questions about this, please do not hesitate to contact me or Marshall Lind.

Sincerely,

E. Dean Coon  
Assistant Director  
Center for Northern  
Educational Research

Enc.

cc: Marshall Lind  
Sue Greene

EDC/rg

PLEASE REPLY BY AIRMAIL

Back up  
to go into  
Charlie's

folder

ECR  
98



CENTER FOR NORTHERN EDUCATIONAL RESEARCH

UNIVERSITY OF ALASKA -- FAIRBANKS

January, 1976

A STATUS REPORT ON  
A STUDY OF THE QUALITY, COST AND FINANCING  
OF ELEMENTARY AND SECONDARY EDUCATION  
IN ALASKA

This is a report on major activities concerning the study which have occurred during the past six months. These activities fall under five major headings: (1) Resource Acquisition; (2) Planning and Development; (3) Data Collection and Analysis; (4) Presentations; and (5) Related Activities.

RESOURCE ACQUISITION. CNER, in cooperation with the Department of Education, has made or is making efforts to obtain funds and personnel with the following results:

1. The U. S. Office of Education has assigned Ms. Anne Just from its Bureau of School Systems to CNER for a two-year period which began September 1, 1975. Under provision of this Intergovernmental Personnel Act assignment, the USOE and CNER are each paying half of Ms. Just's salary.
2. In October, a request for \$11,650 for travel and per diem expenses for the contributed staff members and other related needs during the current year was submitted to the State Department of Education. The Department was unable to provide these funds from its FY '76 budget.
3. A request for a legislative appropriation of \$93,000 to support the study in Fiscal Year '77 has been developed and submitted to the Department of Education. The requested funds would be used to obtain the services of regional representatives, advisory specialists, and a staff assistant, as well as travel and support expenses of these persons and the contributed staff members already assigned.
4. Investigation of other sources of support continues. The most promising on a long-term basis is a proposed federal program of assistance to states for state equalization plans. This program, authorized in Section 842 of Title VIII of the Elementary and Secondary Education Act (as amended in 1974) would reimburse states for costs of developing state equalization plans which met specified criteria. Although no funds have been appropriated yet for Section 842, Alaska would be eligible for reimbursement of \$100,000. State applications of intent to develop such plans are due no later than July 1, 1977.

PLANNING AND DEVELOPMENT. A number of activities dealt with revision of the study calendar and in the development of preliminary materials as follows:

1. A comprehensive list of major questions was developed for each of the 9 study topics and analyzed according to (1) type of questions (informational, empirical, or conceptual); (2) source of information; (3) work days re-

quired; (4) agencies or groups involved, and (5) probable completion times.

2. A preliminary survey instrument with 35 questions was prepared, and limited field testing was conducted. The questions in this survey are being designed for use in the community participation phase of the study.
3. A Fact Sheet briefly describing the study was developed. Copies are available from CNER.
4. Proposed time schedules for events of the study were modified to reflect the available resources, information availability, and possible legislative involvement. The current tentative schedule of major events:

<u>Year</u>	<u>Event</u>
1975	Obtain Resources Begin Data/Information Collection Preliminary Analysis FY'74 Costs
1976	Report No. 1 Issued Data Collection--Analysis Involvement--Community, Agency, Regions, Forums Report No. 2 Issued
1977	More Involvement Activities Interim Legislative Committee Forums Report No. 3 Issued
1978	Legislative Alternatives Considered

DATA COLLECTION AND ANALYSIS. A continuing activity has been to collect base data and reports concerning the schools. Major tasks initiated or completed include:

1. An Analysis of FY '74 Education Costs in Alaska has been completed. This report examines comparable operating expenses for education programs operated by the Alaska State Operated Schools, Bureau of Indian Affairs, and District Schools. It was developed as a base for examining costs in subsequent fiscal years.
2. An analysis of revenues and expenses for elementary and secondary education in FY '75 and FY '76 is being prepared.

PRESENTATIONS. Study staff members attended several meetings to explain the study, to test the survey questionnaire, and to solicit suggestions. Meetings or groups addressed or to be addressed for these purposes include:

1. The State Board of Education at its regular meeting in Anchorage December 4, 1975. State Board support of the study was reaffirmed and Commissioner of

Education Marshall Lind suggested that a similar presentation be made to Governor Hammond in the very near future.

2. The Community Participation Conference in Anchorage on December 5, 1975. Delegates subsequently gave a "high priority" to support enactment of House Bill 229, which would provide funds to the Department of Education to support the study.
3. The Human Resources Committee of the Alaska Federation of Natives in Anchorage January 8, 1976. The Committee reaffirmed its support of the study in a resolution which stated, in part, ". . . that the Legislature and the State Department of Education provide additional assistance and support for the study to insure its successful completion."

Arrangements have also been made for presentations to Governor Hammond and to the staff of the State Department of Education.

RELATED ACTIVITIES. Several activities which will provide important information for the study are underway and include:

1. An inventory of school facilities in rural Alaska has become a priority project of the State Department of Education and the Bureau of Indian Affairs. These agencies expect to finish the inventory by June, 1976. The results of this project will be an important contribution to the study.
2. An intensive examination of current State laws and regulations which affect education of Alaska Natives is underway now. Attorney David Getches, formerly associated with the Native American Rights Fund, is doing this work under a grant from the Ford Foundation.
3. Orientation and training activities being scheduled for Regional Education Attendance Area board members may provide opportunity for finance study involvement. Especially important will be REAA goals and objectives, educational programs desired, and resources available.

FOR FURTHER INFORMATION about the study or to offer suggestions about issues to be addressed, write or phone the following:

In Fairbanks:

E. Dean Coon, Asst. Director (479-7143)  
or  
Jerry Waddell, Research Associate (479-7145)  
Center for Northern Educational Research  
University of Alaska  
Fairbanks, Alaska 99701

In Anchorage:

Anne Just, Research Affiliate (272-5522, ext. 151)  
Center for Northern Educational Research  
University of Alaska Sr. College  
Office #305, Sr. College Academic Bldg.  
2651 Providence Avenue  
Anchorage, Alaska 99504

In Juneau:

Nathaniel Cole, Deputy Commissioner  
or  
William Thompson, Director of  
Administration & Finance (465-2800)  
Alaska State Dept. of Education  
Pouch F  
Juneau, Alaska 99811

\*Copies of the previous progress report, dated July 28, 1975 are available from the Center for Northern Educational Research

# COMMITTEE REPORT

HOUSE

3/19/76

FINANCE

Mr. Speaker:

Date April 13 1976

The Committee on SELECT COMMITTEE ON EDUCATION has had 000 00 00

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 \_\_\_\_\_ AND THAT

CS FOR \_\_\_\_\_ 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>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>	<u>[Signature]</u>
<u>[Signature]</u>	<u>[Signature]</u>	<u>[Signature]</u>

Members NOT concurring in the Majority report:

<u>[Signature]</u>	recommends: <u>DO NOT</u>
<u>[Signature]</u>	recommends: <u>" "</u>
<u>                    </u>	recommends: <u>          </u>
<u>                    </u>	recommends: <u>          </u>
<u>                    </u>	recommends: <u>          </u>

[Signature] Chairman

A M E N D M E N T

OFFERED IN THE HOUSE:

By: Select Committee on Education

To: \_\_\_\_\_ HOUSE BILL No. \_\_\_\_\_

SENATE BILL No. SCR 84 am

PAGE: 2

LINE: 2

and

insert after the word "study" the following:

"and that the legislative study be coordinated with  
the present on-going Center for Northern Educational  
Research study"



UNIVERSITY OF ALASKA

FAIRBANKS, ALASKA 99701

April 2, 1976

Representative Charles Parr  
Pouch V  
Juneau, Alaska 99801

Dear Representative Parr:

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Sincerely,

E. Dean Coon  
Assistant Director  
Center for Northern  
Educational Research

Enc.

cc: Marshall Lind  
Sue Greene

EDC/rg

PLEASE REPLY BY AIRMAIL

Charlie —

HCR 88 file

Thought you might find this  
of interest.  
Warren Smith

## THE ART OF PLANNING

Harold L. Encarson

*Planning is definitely an art, but mostly a bad art. College and university administrators often become bogged down in the "techniques and tools" of planning systems, thereby losing sight of the real problems and goals. Encarson defines the errors that inhibit good planning and prefers to use a planning model for the future that he calls the "Lewis and Clark tour."*

I BELIEVE IN PLANNING ALL THINGS, large and small. And what I prescribe for myself and for my family I also prescribe for the cosmos and all persons and institutions privileged to occupy it. From extensive personal experience I know the penalties of not thinking ahead and not planning for tomorrow.

Take this season's trip to our cabin in the Colorado mountains as a case study in how not to plan. My wife and I drove more than 1,000 miles to reach the gate to our mountain meadow—only to discover that she forgot the key to the lock. (My wife and I resolve this with the problem-solving technique standard in such marital situations—mutual recrimination followed by prolonged, grim silence as I rip down part of the fence to gain entry to our property.)

Our day proceeds to deteriorate. We buy \$40 worth of groceries—only to discover on our return that we failed to pick up the following necessities: matches, fly swatters, Coors beer, mantles for the lamp, mouse traps, and staples to fix the fence I just tore down. The marital silence deepens.

The second day of vacation is an ordeal of compounding folly—all for want of planning. I saddle my horse to go inspect the thinning of ten acres of timber. The Department of Agriculture lists me as a cooperating

landowner, since I agreed to pay—at a "bargain" rate—\$450 for some thinning. The profit from the sale of the logs is all mine. The logs are neatly stacked, ready for sale. But exactly how am I to sell 40 cords of fresh timber, some of it quarantined because of pine beetle?

I ponder the prospect of loading the Volvo station wagon and parking on the outskirts of Boulder. In Walter Mitty fashion, I even think of a sign: Reduced Rates for Friends of the Big Ten Conference. No, that won't do. I do not even need an adding machine to conclude that thinning trees doesn't pay off. No sir, there is nothing like cost-benefit analysis—even after the fact. Indeed, I become so enchanted with the exquisite symmetry of cost-benefit analysis that upon unsaddling I fail to unbuckle the flank cinch—and have another painful lesson in the necessity of thinking ahead.

By now I am thoroughly repentant. On the back of an old and still unread university financial report, I write ten times the words of the Burnham gospel: "Make no little plans." And underneath I write a note to myself: "Get a case of Coors." So I retreat to the fugitive materials hastily tucked in my briefcase. It is dreary stuff: an Ohio Board of Regents report on student

credit hour production, a cost analysis of the OSU motor pool, a Big Ten report on intercollegiate athletics, and another on library costs (How did it get there?), a NCFHEMS report, a paper on computer models with the engaging title "Counter-intuitive Behavior of Social Systems," and Kenneth Boulding's paper, "The Management of Decline." Surely somewhere in this clutter lie great insights into the nature of planning—planning as an art form, that is. And so I read by lamplight, and with mounting disquiet I reflect on what I read and remember planning in higher education.

What in the literature and developments in state, regional, and national planning for higher education makes some of us troubled and uneasy? Management planning, planning by objective, systems management, systems dynamics, integrated information systems, cost relative to benefit. It all sounds so cool, thoughtful, and rational. The very words soothe, reassure; we are about to enter the promised land of "rational decision making."

#### New data

And who can quarrel with the need for more data, for comparable data, for exact measurement of cost, for analysis of benefits as against costs? Who can quarrel with the need for planning (long range as well as short range) for individual institutions and for states? And how can one reject the exciting potential of models and of the application of computer technology to management decision making?

Not only is there a new frontier of data collection and analysis, but there are rapidly expanding systems of coordination and management—state coordinating agencies and regional planning agencies. In all this, there is the promise—sometimes implicit, occasionally prideful and boasting—that the great enterprise of postsecondary education is at last to become manageable. And with this bright promise is the image of the new

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*Harold L. Enarson is president of the Ohio State University, Columbus. This article is adapted from a speech given 9 July 1975 in Minneapolis, Minnesota, to the Society for College and University Planning Conference.*

manager, flanked always by his computer terminal—Mr. Facts in full command. Suddenly there are echoes of the familiar—of McNamara's adoration of systems management and infatuation with the computer, of the Corps of Engineers' adventures in river politics masqueraded in the mystique of elaborate cost-benefit analysis, and of Taylor's "one best way" concept of factory management. These echoes provide reasons for one's sense of disquiet.

Too often our planning efforts display an obsessive preoccupation with whatever is fashionable. Only a few years ago institutional research was the "in" thing with its own professional literature and leaders and learned essays about the role and proper place of institutional research in the scheme of things. But early obsolescence is the fate of all fads, and now institutional research—as we knew it in the 1950s and early 1960s—has been eclipsed by other fashions of the day.

#### Computers

Now the word "systems" appears everywhere. How could one resist the "systems approach" or deny its purity and compelling logic? It is almost as if we warded off the sense of engulfing chaos by ritual incantation of magic words. Couple "system" with another strong, reassuring word such as "dynamics," and we have a new creed and a corporation to cry its praises and claim its profits. In all this, we risk the "triumph of technique over purpose"—a phrase made famous by Wallace Sayre in describing the defeat of sound personnel practices through the ritualism of "civil service."

Techniques and tools are important, and the fabled memory systems of computers are impressive until one learns of the even more impressive circuitry of the human brain. And the capacity of a computer to sort combinations of factors is even more impressive for the simple reason that the computer takes orders, while the human brain is quickly exhausted, even more quickly bored. Who wants to factor in one's own head the ideal combination of feed grain for cattle in a feed lot on the Great Plains? Let our patient computer do the drudgery. So plainly, the computer is a tool

to be used, just as the systems approach may represent a helpful grouping of problem-solving concepts.

### The human factor

But let's take a very slow pause here, and note that techniques and tools tend *not* to be the neutral servants we describe them to be. Techniques and tools are used, always, by persons operating in time, place, circumstance, culture, and power relationships. The tools and techniques are, of course, neutral. But the persons who use them are never neutral, for, as human beings, we have as our burden and our pride the legacy of a congested bundle of ideas, faiths, opinions, preconceptions, goals, and aspirations. None of us is a disembodied soul, floating free in the cosmos, but we often pretend to be this neutral. Tools and techniques merge and meld with people and institutions. If we were truly curious about "system," we would explore the complex relationship which develops between the surgeon and his knives, the army general and his nuclear warheads, the manager and his operations management protocol, the agricultural extension agent and his chemical fertilizers, and the educational planner with his models, system, and advanced computer technology.

Our tools have a special allure for some of us, becoming part of our very identity. Horse and man combine to make the man different, more powerful. Motorcycle and adolescent combine to make the adolescent different, more powerful, something new under the sun. The computer, brilliant achievement and marvelous toy, has the same capacity to enthrall, captivate, and finally to imprison. And so it is that we witness an excess of faith in the tool and the technique. The temptation is to overkill. Overkill is understandable, since the tool and the technique exist to be used.

Some years ago, I visited the major university of a Central American country and observed an institution-building project. A massive exercise in institutional research was being undertaken under supervision of a major United States university. Masses of data were being accumulated. Presumably, the decision-makers would have all the information necessary to plan the future intel-

ligently. There was only one small flaw—the cost of the information gathering was roughly one-fourth of the entire budget. Here were sophisticated tools, sophisticated research, and sophisticated people—but a pathetic unawareness of absurd disproportion. I suspect that some of the research work currently being done suffers from a similar defect. I call this the "beagle fallacy." If you have never walked the woods with a beagle, you have missed a delightful experience. The beagle has a superb nose and follows the scent of the trail with total absorption. But the beagle has poor eyesight and seldom looks up to see the rabbit staring quietly (and I trust with amusement) at him.

### Cost-benefit analysis

Some of our new tools may turn out to be more plausible than substantial—the cost-benefit analysis of the "inputs" and "outputs" of higher education, for example. What does one do with mountains of computer printouts on costs of instruction? I already know that physics costs more than poultry science (at least I think it does). I already know that the teacher-student ratio at a nearby private university is half that of Ohio State. So what. The teacher-student ratio is largely a function of resource availability. If a massive gift were made to a university doubling its resources, the ratio of faculty to students would soon double. And myth has it that quality would increase. But would it? You will search the literature in vain for evidence that the quality of learning varies proportionately with the teacher-student ratio.

No amount of cost-benefit analysis will help us decide whether to phase out a foreign language or whether to cut the library budget and increase the budget of the counseling service. And the value to society of a good plumber and a poor philosopher is truly beyond effective measure. Let the Corps of Engineers continue to play games with cost-benefit analysis, mesmerizing the Congress. But do not let the universities of this land fall into the trap of promising to show dollar value received for dollar spent.

The value of the truly educated person is

no more to be weighed and measured than is a sonnet or a smile. The true values we seek in higher education are, at bottom, matters of faith. Why pretend that the teaching-learning enterprise lends itself to simplistic analyses?

Planning—whether for a new academic program, a new university, or the “managed decline” of a conglomerate of universities captive in our new state systems—is definitely art, but mostly bad art. I think of at least five common errors in addition to the “beagle fallacy.”

#### Definition of problems

*Defining the problem too narrowly.* Health care requires nurses as well as doctors, ambulatory clinics as well as hospitals, dental hygienists as well as dentists. This diversity is commonly ignored. Everywhere we see the latest state study of “The Supply and Demand for Nurses” and “The Supply and Demand for Physicians.” The failure to define an appropriate framework of inquiry invites, even guarantees, enormous waste. In Ohio, the “doctor shortage” has generated a demand for a third new medical school in addition to the two new schools recently established. The predictably exorbitant costs of these new ventures will, in a few years, put these schools in direct, hurtful competition for the education dollar, and all higher education in Ohio will be poorer for it.

*Defining the problem too widely.* The computer model does splendidly when calculating how best to maximize the increase in the weight of feeder calves, but it groans and wheezes and spins out nonsense when it works on a problem involving almost endless variables, with assumption piled upon assumption—stacked dominoes reaching to the very heavens. Is it possible to identify all the variables that go into the demand for nurses nationwide twenty years from now? To begin, one is forced to make assumptions about population growth, income growth and distribution, spending habits, impact of new drugs, incidence of disease, efficiency of health care systems. The list of variables is literally endless. Such work is as insubstantial as skywriting. Yet there is just such a study now underway. The price tag

for the entire project is two and a half million federal dollars. The technique and tool were there, and the temptation to use both proved irresistible.

*Counting the “countable.”* It does not follow that because something can be counted it therefore should be counted. Student credit hour production can be counted; the cost of a student credit hour can be counted. All kinds of comparisons can be made from these data, but rarely are. No one knows how much money is spent on such counting. No one has counted that—which is curious. One might have expected a cost-benefit analysis . . .

In Ohio, and very likely in other states, we tabulate in painstaking detail the distribution of faculty time spent on a variety of activities. It’s all very impressive and mostly useless as a crude measure of academic imagination and puffery. (We have a tireless professor who regularly reports over 100 hours a week, and the computer dutifully accepts the figure.) Incidentally, the form provides no place to mark down hours spent staring at fireflies or standing transfixed under the shower. Yet it is just in such “idle times” that something occasionally clicks into place, and an idea is born. I think we call it creativity.

#### The counting game

Our love of counting the countable would be good clean fun were it not for the fact that it distracts from other tasks. A department chairman busy with such reports fails to find time for the common sense judgments which are his to make.

*Collecting more facts.* The researcher always hungers for more facts. He calls this “enlarging the data base.” Dr. Jay W. Forrester could have had education planners in mind when he wrote: “There seems to be a common attitude that the major difficulty is shortage of information and data. Once data is collected, people then feel confident in interpreting the implications. I differ on both of these attitudes. The problem is not shortage of data but rather our inability to perceive the consequences of the information we already possess.”<sup>1</sup>

<sup>1</sup> “Counterintuitive Behavior of Social Systems,” *Technological Review*, January 1971.

In the fifteen years that I have served as an academic administrator, I have stared helplessly at more reports than I dare remember. But I can recall few reports that contributed directly or even indirectly to what is pompously called the "decision making process." Our problem is not the shortage of facts, but our general inability to grasp the significance of the facts. We are also reluctant to do what needs to be done. The absence of nerve in university administration is far more serious than the shortage of information.

*Chasing rabbits.* This bit of western colloquialism may need explaining. The untrained hound dog in hot pursuit of a bobcat will turn off the trail as a rabbit crosses his path. So it is with much of our planning.

### Future planning

America is hardly a tidy place, and our universities and our people and our institutions are caught in the convulsions of change. Integrated data bases do not excite me, nor do "models," complete with software, compel my imagination. Too often these new tools and techniques create the illusion of planning and thus distract us from facing issues.

It is not our task to predict the future, but to shape our future to the greatest extent possible. If the "management of decline" is our new responsibility, then perhaps the new data bases will be useful in small ways. Trim a little here, trim a little there. Eliminate a few programs. Consolidate the enterprise. Point to small savings in huge budgets. But this is not enough, not nearly enough.

If we really embraced planning, we would be forced to define our ideal of the future. We would not be content with presiding over the status quo, with merely fronting for the entrenched vested interests of our institutions. Instead, we would turn, however reluctantly, to the long-neglected agenda.

Our head-in-the-sand view of the job market for our graduates won't do. If the Department of Labor studies are even partly correct, we face a growing glut of college graduates who will be unable to work at

jobs requiring college-level competencies. If the changing nature of the labor market is not explained to our students and our friends in the legislature, we risk flood tides of great resentment.

There are other compelling concerns: the revival of the liberal arts, the reconstitution of student counseling, the redefinition of institutional autonomy in the context of state systems, the development of remedial programs that really work. The agenda could be extended. Surely there is no want of major problems that we in education steadfastly ignore. And all the while the formal apparatus of planning grows.

Planning is inseparable from management, and both involve those elements we associate with art—intuition, creativity, discernment, command of the work tools and materials, an appreciation of the interaction of form and function.

There are planners and then there are planners—whether of mountain vacations or of state universities and state systems. There are at least two models: the Cook's tour model and the Lewis and Clark model. The Cook's tour defines a precise schedule on a well-defined route. "If it's Tuesday, this must be Belgium." The tour moves in orderly progression amid known landmarks. The name of the game is to so plan as to avoid contingencies. The unexpected is to be avoided. All is schedule, order, routine.

But I prefer the Lewis and Clark model with its sense of adventure as it explores new frontiers. Lewis and Clark envisioned their goal, assembled the minimum resources, and had the nerve and the courage to take the unexpected in stride. They knew in their bones that success depended upon painstaking completion of the smallest of plans—the building of the campfires, the fording of the stream, the delicate negotiations with the Indians. Their epic success was a triumph of small daily successes—all within the context of a goal and clear sense of direction.

The Cook's tour provides the illusion of planning in a world of imagined stability. The Lewis and Clark tour is an adventure into the unknown. Can there be any choice for us? □

SCOMM

#3:2



Pouch V  
JUNEAU ALASKA  
99811

Alaska State Legislature  
House

SELECT COMMITTEE ON EDUCATION

(907) 465-4951  
or  
(907) 465-3729

One hearing by SCOE

Stayed in House HESS  
for action (was hold-  
over from previous  
session).



Pouch V  
JUNEAU ALASKA  
99811

# Alaska State Legislature

## House

SELECT COMMITTEE ON EDUCATION

February 3, 1976

(907) 465-4951  
OR  
(907) 465-3729

### MINUTES

Present: Parr Davis  
Hackney Osterback  
Ostrosky Swanson

Absent: Wallis Sullivan  
Beirne

Testifying: Marshall Lind, Commissioner of Education; SB 203 am  
and HB 245  
Ernest Polley, Coordinator, Planning and Research;  
HB 245

Robert Van Houte, NEA-Alaska, Inc.; SB 203 am

Chairman Parr called the meeting to order at 3:10 pm.

SB 203 am - Relating to school attendance-Hohman

Parr-Hohman's reason for initiating the bill was because there was a problem with some of the school boards in approving an absence requested for participating in an educational experience.

Lind-Section 14.30.010 (Compiled School Laws) is being amended to add a ninth exemption from compulsory school. Department of Education offered no specific recommendation because they are reluctant to make statutory changes if existing sections cover the problem.

The Committee was unsure of the specific intent of the bill (for short absences, extended absences, etc.) and felt the language needed clarification. It appeared the bill was attempting to put into statute a decision which now exists in school board policy; it should remain the prerogative of the school board to decide if a trip is worthwhile to a student, educationally, and to excuse or not excuse the absence.

Mr. Lind-decision to excuse now rests with superintendent. If a school board overrides his decision he can follow a procedure to grieve the override decision. Felt the major obligation is that a decision not be contradictory to existing statute or law. Requests of this type are few.

Van Houte-would support the bill-on the grounds that an absence of this type should be allowed but if it is allowable now under existing law would agree that the bill is not necessary.

Mr. Lind -felt most teachers and administrators would agree that an educational experience is another way of learning. Felt it would be difficult for the Department of Education to determine whether the absence was excusable, not being familiar with the student, his grades, etc.

Rep. Swanson made a motion, asking for unanimous consent, that the bill be laid on the table. So ordered.

HB 245-Evaluation & planning in the Department of Education-HESS

Mr. Lind -will be a videotape available in a week having to do with the satellite effort being planned as well as other phases of the proposed program. An assessment program is being worked on in the critical areas of math and reading which will also serve as an assist to the teachers in diagnosing problems in specific areas. Are also looking at high school graduation requirements and evaluating results being achieved with students. The study would assist the Department of Education in tying together efforts (collection of data, managing this information, planning and design work, and evaluation). Would require new money or a provision from the legislature enabling the Department to take it out of another area (Student Instruction Support program). Program would allow standards to be set and districts would be evaluated against these standards. Would be a way of planning on a statewide basis not possible through local school districts.

Polley-existing standardized tests do not allow teachers to derive any conclusion (merely separates people on a curve) but Criterion Reference testing would tell what specific skills are necessary to achieve the intended result, where specifically the student is lacking, and would provide prescriptive support for corrective action.

Rep. Parr-didn't Right to Read project do this?

Polley-program was much too vulnerable; depended too much on the individual skills of the teacher. Program would include the necessary support system (materials and instructions to teachers, etc.). Can only provide this assistance; districts would decide if they should use it. Felt it would be beneficial to discuss the program with superintendents when they are in Juneau next week to get their views.

Rep. Swanson-it would add to the bureaucracy, instead of doing what Chapter 124 intended; to have the Regional Education Attendance Area Board Members make the decisions on standards and then do what has to be done to meet them.

Polley-outlined the technological communications proposed. Said they felt the methods would be faster and more dependable (than mail service) and would cut down on much of the paper work now required resulting in lower expenses. Also much can be accomplished through computer based instruction, one way and two way audio, tapping into satellites, etc. which can not otherwise be offered. A pilot program is the only way to see if these methods will work.

Rep. Hackney-opposed the cost of the study over the period of time proposed. Asked why they couldn't have the pilot program where hardware now exists.

Polley-explained why they had selected the villages they had for the pilot program; low cost and an area where the need is great, for meaningful evaluation (Skagway, Angoon & Kake).

Mr.Lind -not imposing something new or creating an additional layer of bureaucracy on the school districts and not adding new people to the Department of Education, but instead an attempt of looking for better ways to use the funds now allocated for education and to better utilize the dollars going into the hardware (earth station and satellite) regardless of what is done in education. Will get better return on money being put out now. Individual districts can not accomplish the same because of lack of funds, etc. Students in larger communities have an advantage over smaller villages; would help equalize educational capabilities. The proposed program is a vehicle to enable the Department and the Legislature to do planning and evaluating on those things they feel are significant.

Rep. Osterback- supports program because of what it can do in the villages (thru telecommunications, etc.) to bring in new material on a regular basis.

The Committee agreed they should view the videotape the Department of Education had put together with the Telecommunications Office and should talk with the superintendents to get their views on the bill.

Mr.Lind-asked the Committee to ask the superintendents their views on SB 203 am as well.

There being no objection, HB 245 was ordered held in abeyance until a later date.

Chairman Parr adjourned the meeting at 4:30 pm.

Introduced: 2/26/75  
Referred: Health, Education  
and Social Services

1 IN THE SENATE

BY HOHMAN

2 SENATE BILL NO. 203 am

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to school attendance."

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

8 \* Section 1. AS 14.30.010(b) is amended by adding a new paragraph to  
9 read:

10 (10) is equally well-served by an educational experience  
11 approved by the school board as serving his educational interests despite  
12 an absence from school, the request for excuse is made in writing by  
13 his parents or guardian, and approved by the principal or administrator  
14 of the school he attends.  
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# COMMITTEE REPORT

## HOUSE

1/19/76

HESS

Mr. Speaker:

Date \_\_\_\_\_

The Committee on Select Comm. on Ed. has had SB 203 am

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 \_\_\_\_\_ AND THAT

CS FOR \_\_\_\_\_ DO PASS

"and" recommends it BE REFERRED TO THE \_\_\_\_\_

COMMITTEE

reports it back WITHOUT RECOMMENDATION

"other"

Members signing the Majority report:

_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

Members NOT concurring in the Majority report:

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

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

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

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

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

\_\_\_\_\_ Chairman

Introduced: 2/26/75  
Referred: Health, Education  
and Social Services

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POSITION PAPER

SB # 203

SB #203 "relating to school attendance."

BACKGROUND

Practices and policies concerning student excused and unexcused absences from compulsory school attendance varies widely among districts.

WHAT THE PROPOSED LEGISLATION WOULD DO

The proposed legislation would add an additional exemption to the compulsory school statute, and would codify what is currently practiced by the districts through school board policies or administration rules and regulations.

AGENCY COMMENT

Is it necessary to place this provision in statute?

AGENCY POSITION

No recommendation.

Chapter 30. Pupils.Article

1. Compulsory Education (Sec. 14.30.010--14.30.050)
2. Physical Examinations (Sec. 14.30.065--14.30.125)
3. Education for Exceptional Children (Sec. 14.30.180--14.30.350)

Article 1. Compulsory Education.Section

10. When attendance compulsory
20. Violation
30. Report of violations and procedures

Section

45. Grounds for suspension or denial of admission
47. Admission or readmission, when cause no longer exists
50. Truant officers

Sec. 14.30.010. When attendance compulsory. (a) Every child between seven and 16 years of age shall attend school at the public school in the district in which the child resides during each school term. Every parent, guardian or other person having the responsibility for or control of a child between seven and 16 years of age shall insure that the child is not absent from attendance.

(b) This section does not apply if a child

(1) is provided an academic education comparable to that offered by the public schools in the area, either by attendance at a private school in which the teachers are certificated according to AS 14.20.020 or by tutoring by personnel certificated according to AS 14.20.020;

(2) attends a school operated by the federal government;

(3) has a physical or mental condition which a competent medical authority determines will make attendance impractical;

(4) is in the custody of a court or law enforcement authorities;

(5) is temporarily ill or injured;

(6) has been suspended or denied admittance according to sec. 45 of this chapter;

(7) resides more than two miles from either a public school or a route on which transportation is provided by the school authorities, except that this subsection does not apply if the pupil resides within two miles of a federal or private school which he is eligible and able to attend;

(8) is excused in writing signed by a majority of the members of the school board of a district, or by the director of state-operated schools for a child in such a school, or

(9) has completed the 12th grade.

(10) is enrolled in a full-time program of correspondence study approved by the department; in those school districts providing an approved correspondence study program, a student may be enrolled either in the district correspondence program or in the centralized correspondence study program.

(Sec 37-7-1 ACLA 1949; am Sec 10 ch 98 SLA 1966; am Sec 5 ch 71 SLA 1972; am Sec 5 ch 190 SLA 1975)

SELECT COMMITTEE ON EDUCATION

SB 203 am

Senator Hohman:

Why do you think Sec. 14.30.010 does not have adequate provisions for excused absences from school?

Could you give us some specific examples which could substantiate the need for this legislation.

SCOMM

#3:3



Pouch V  
JUNEAU ALASKA  
99811

Alaska State Legislature  
House

SELECT COMMITTEE ON EDUCATION

(907) 465-4951  
or  
(907) 465-3729

One hearing by SCOE  
Stayed in House HESS  
for action (was hold  
over from previous  
session).



Pouch V  
JUNEAU ALASKA  
99811

# Alaska State Legislature

## House

SELECT COMMITTEE ON EDUCATION

February 3, 1976

(907) 465-4951  
or  
(907) 465-3729

### MINUTES

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Hackney Osterback  
Ostrosky Swanson

Absent: Wallis Sullivan  
Beirne

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Rep. Swanson made a motion, asking for unanimous consent, that the bill be laid on the table. So ordered.

HB 245-Evaluation & planning in the Department of Education-HESS

Mr.Lind -will be a videotape available in a week having to do with the satellite effort being planned as well as other phases of the proposed program. An assessment program is being worked on in the critical areas of math and reading which will also serve as an assist to the teachers in diagnosing problems in specific areas. Are also looking at high school graduation requirements and evaluating results being achieved with students. The study would assist the Department of Education in tying together efforts (collection of data, managing this information, planning and design work, and evaluation). Would require new money or a provision from the legislature enabling the Department to take it out of another area (Student Instruction Support program). Program would allow standards to be set and districts would be evaluated against these standards. Would be a way of planning on a statewide basis not possible through local school districts.

Polley-existing standardized tests do not allow teachers to derive any conclusion (merely separates people on a curve) but Criterion Reference testing would tell what specific skills are necessary to achieve the intended result, where specifically the student is lacking, and would provide prescriptive support for corrective action.

Rep. Parr-didn't Right to Read project do this?

Polley-program was much to vulnerable; depended too much on the individual skills of the teacher. Program would include the necessary support system (materials and instructions to teachers, etc.). Can only provide this assistance; districts would decide if they should use it. Felt it would be beneficial to discuss the program with superintendents when they are in Juneau next week to get their views.

Rep. Swanson-it would add to the bureaucracy, instead of doing what Chapter 124 intended; to have the Regional Education Attendance Area Board Members make the decisions on standards and then do what has to be done to meet them.

Polley-outlined the technological communications proposed. Said they felt the methods would be faster and more dependable (than mail service) and would cut down on much of the paper work now required resulting in lower expenses. Also much can be accomplished through computer based instruction, one way and two way audio, tapping into satellites, etc. which can not otherwise be offered. A pilot program is the only way to see if these methods will work.

Rep. Hackney-opposed the cost of the study over the period of time proposed. Asked why they couldn't have the pilot program where hardware now exists.

Polley-explained why they had selected the villages they had for the pilot program; low cost and an area where the need is great, for meaningful evaluation (Skagway, Angoon & Kake).

Mr.Lind -not imposing something new or creating an additional layer of bureaucracy on the school districts and not adding new people to the Department of Education, but instead an attempt of looking for better ways to use the funds now allocated for education and to better utilize the dollars going into the hardware (earth station and satellite) regardless of what is done in education. Will get better return on money being put out now. Individual districts can not accomplish the same because of lack of funds, etc. Students in larger communities have an advantage over smaller villages; would help equalize educational capabilities. The proposed program is a vehicle to enable the Department and the Legislature to do planning and evaluating on those things they feel are significant.

Rep. Osterback- supports program because of what it can do in the villages (thru telecommunications, etc.) to bring in new material on a regular basis.

The Committee agreed they should view the videotape the Department of Education had put together with the Telecommunications Office and should talk with the superintendents to get their views on the bill.

Mr.Lind-asked the Committee to ask the superintendents their views on SB 203 am as well.

There being no objection, HB 245 was ordered held in abeyance until a later date.

Chairman Parr adjourned the meeting at 4:30 pm.

Introduced: 3/3/75  
Referred: Health, Education &  
Social Services and Finance

1 IN THE HOUSE

BY THE HEALTH, EDUCATION AND  
SOCIAL SERVICES COMMITTEE

2 HOUSE BILL NO. 245

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - FIRST SESSION

5 A BILL

6 For an Act entitled: "An Act relating to evaluation and planning in the  
7 Department of Education."

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

9 \* Section 1. AS 14.07 is amended by adding a new section to read:

10 Sec. 14.07.025. EVALUATION AND PLANNING. The department shall  
11 conduct studies to evaluate the quality of education available in the  
12 public schools and to plan methods for the improvement of public school  
13 education in the state. One-fourth of one per cent of the annual budget  
14 of the department shall be used to conduct the studies, and the commis-  
15 sioner shall annually report the results of the studies to the legisla-  
16 ture.

27  
28  
29

#

DEPARTMENT OF EDUCATION

AGENCY COMMENTS

HB 245

BACKGROUND

Under AS 14.07.020, Duties of the Department of Education, the Department is directed to "study the conditions and needs of the public schools of the state and adopt or recommend plans for the improvement of education". However, until the advent of significant federal funding for state departments of education in the late 1960's, the Department had no internal planning and research capabilities through which it could fulfill this duty.

In the early years of the Research and Planning Section of the Department, funding for personnel and auxiliary services directed toward research and planning activities was totally supplied from federal sources. As late as Fiscal Year 1972, the budget of the section, which totalled \$302.4, was primarily federally-funded, with only \$23.4 of the total supplied from state funds.

Since FY 72, the state's share of the resources allocated to educational planning and research has steadily increased, until, in the FY 75 budget of \$352,200, total, \$208,960 is general fund. Of the general fund contribution, however, \$200,000 was earmarked for a special research and planning project in statewide student skill level assessment.

DISCUSSION

Over the past five years, several movements on both the national and state level have had considerable impact on the direction of the Department of Education. The nationwide thrust for educational accountability -- that is, accountability by professional educators for the results of educational programs -- puts tremendous pressure on the state departments of education both to describe the present status of their educational programs, and to develop plans to move education from where it is to where it should be, in terms of results. The Department's student assessment program addresses the first need, that is, the need to get an accurate description, in terms of student achievement, of the present educational program. The second charge, to design educational programs which achieve or approximate the results desired by the state for its citizens, has not yet been fully addressed in Alaska. Nor will significant steps be taken to improve educational programs until the planning and development functions are recognized and sufficient resources allocated to such functions.

Statewide, the creation of the new rural districts, expanded secondary programs, continuing education for adults, and educational uses of an operational satellite system are areas which require careful analysis and planning if the solutions to

these problems are to be more successful than present practice. Again, within the limits of the present DOE budget for research and planning, such planning and analysis cannot occur on an organized and effective basis.

The strategy outlined in HB 245 appears a reasonable approach to the problem of inadequate resources. It follows a commonly accepted practice in private industry, that of expending a stable percentage of the agency's total operating resources on research, planning and development functions directed toward product improvement.

ACTIVITYESTIMATED COST

## 1. Data

Work would commence immediately on the design and implementation of a basic minimal data support system to be used for management and instruction.

- |  |           |
|--|-----------|
| a. Design and pilot the initial software for the date-processing of state and district reporting.  | \$ 55,000 |
| b. Establish a technological communication link between the Department and 3 small districts. Prepare a carefully designed research project on the cost-benefits of computer based instruction | \$ 86,000 |

## 2. Planning and Design

Under the description of Statewide Instructional Support Systems (SISS) there are various sub-systems requiring careful and thorough design. It is felt that it is critically important to insure that the sub-systems are integrated in cost-conscious and mutually supportive manner.

The major sub-systems requiring extensive design work are:

- |  |             |
|--|-------------|
| (a. Student Assessment *   | \$ 180,000) |
| b. Regional Resource Centers   | 40,000      |
| c. Satellite Telecommunications and educational technology               | 200,000     |
| d. Staff training and evaluation (through the staff development center). | 15,000      |

## 3. Evaluation

Funds will be used to disseminate information and train district staff on state guidelines for the evaluation of educational programs	25,000
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\* The funds for student assessment are appropriated as a separate identifiable program.

## 4. Research and Reporting

On the basis of existent requests, funds are urgently needed for the gathering and analysis of information and the subsequent technical and informational reporting of same

\$ 37,000

Total 458.000

RECOMMENDATIONS

The agency recommends that HB 245 be passed as submitted, with the planning and development monies authorized being placed in the budget of the Office of the Commissioner and with reports on planning, research and development activities within the Department made annually to the Legislature.

Name: Ernest PolleyTitle: CoordinatorDate: 3/3/76

THE LEGISLATURE OF THE STATE OF ALASKA  
FISCAL NOTE

REVISED

Second Session - Ninth Legislature

I. REQUEST

Bill No. H.B. #245  
 Title: "Relating to evaluation & planning in DOE"  
 Requested by: House Pass Date: 1/30/76  
 Return Date Requested: ASAP  
 Agency: Education Program: Pre-elementary & Secondary Ed.

II. FISCAL DETAIL

Budget Request Unit(s) Affected: Executive Administration

A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL		434.0	477.4	525.1	577.6	635.4
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL						

B. FUNDING: (Thousands of dollars)

GENERAL FUND		434.0	477.4	525.1	577.6	635.4
FEDERAL FUNDS						
OTHER						

C. POSITIONS:

PERMANENT/TEMPORARY	/	/	/	/	/	/
MAN MONTHS (P./T.)	/	/	/	/	/	/

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

- (a) FY 77 DOE budget  $\$245,617.2 \times .025 = \$614.0$   
 (b) Less student assessment 180.0 (already included in DOE Executive Administration BRU).  
 $\$614.0 - 180.0 = \$434.0$
- Assume 100% growth in DOE budget in succeeding years.
- Assumption: That the program evaluation would be conducted on individual program basis which are short term in nature, thus not requiring additional personnel in the DOE. Existing personnel would coordinate and conduct long-range planning.

300 Contractual Services  
 380 Professional Services 434.0

IV. ATTACHMENTS

V. DATE: 2/3/74 PREPARED BY: William D. Thomas

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

SELECT COMMITTEE ON EDUCATION

HB 245

Could you explain what kind of "technological communication link between the Department and three small districts" is proposed (computers, T.V., radio, etc.)?

What are some of the specifics of the student assessment?  
Will they be a uniform test such as Iowa Basics, a student questionnaire, or etc?

In column C, Part 2, there is \$200,000 allocated for satellite telecommunications and educational technology. What kind of "extensive design work" do you have planned?

SCOMM

#3:4

Act relating to the functions of the Department of Revenue regarding monetary gifts to the University of Alaska; and providing for an effective date."

# COMMITTEE REPORT

HOUSE

1/30/76

FINANCE

Mr. Speaker:

Date 3-12-76

The Committee on SELECT COMMITTEE ON EDUCATION has had SB 518

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 \_\_\_\_\_ AND THAT  
CS FOR \_\_\_\_\_ DO PASS
- "and" recommends it BE REFERRED TO THE \_\_\_\_\_  
COMMITTEE
- reports it back WITHOUT RECOMMENDATION
- "other"

Members signing the Majority report:

Wm Jackson DO PASS

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Members NOT concurring in the Majority report:

Stephen Steady recommends: do not pass

Richard ... recommends: do not pass unless amended

... recommends: ...

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

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

Chairman

Introduced: 1/15/76  
Referred: Finance

1 IN THE SENATE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

2 SENATE BILL NO. 518

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the functions of the Department  
7 of Revenue regarding monetary gifts to the University  
8 of Alaska; and providing for an effective date."

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

10 \* Section 1. AS 14.40.280 is amended to read:

11 Sec. 14.40.280. ENDOWMENTS AND DONATIONS. All monetary gifts,  
12 bequests or endowments which are made to the university for the pur-  
13 pose of the separate trust fund created under sec. 400 of this chapter  
14 shall be transferred [OTHER THAN STATE APPROPRIATIONS AND FEDERAL  
15 ALLOTMENTS, RECEIVED FOR THE UNIVERSITY EXPANSION PROGRAM OR OTHER USE  
16 SHALL BE TURNED OVER] to the Department of Revenue. The Department of  
17 Revenue shall manage that money in accordance with [SHALL DEPOSIT THEM  
18 IN THE SEPARATE FUND ESTABLISHED AND MAINTAINED UNDER] sec. 400 of  
19 this chapter. Title to and control or possession of [TO] land, [AND]  
20 personal property, and all money other than that transferred to the  
21 Department of Revenue [MONEY], which is devised, bequeathed or given  
22 to the university shall be taken by the university in its corporate  
23 capacity acting by and through the regents or an authorized agent, and  
24 shall be entered in the perpetual inventory of the university.

25 \* Sec. 2. AS 14.40.400(a) is amended to read:

26 (a) The Department of Revenue shall establish a separate fund in  
27 which all money derived from the sale or lease of the lands granted  
28 under the Act of Congress approved January 21, 1929, and in which all  
29 monetary gifts, bequests or endowments made to the university for the

1 purpose of the fund, shall be held in trust.

2 \* Sec. 3. This Act takes effect immediately in accordance with AS 01.-  
3 10.070(c).

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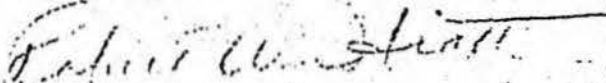
January 20, 1976

Ms. Fran Ulmer  
Legislative Assistant  
to the Governor  
State of Alaska  
Office of the Governor  
Juneau, Alaska 99801

Dear Ms. Ulmer:

The attached Fiscal Note is returned per your instructions. Thank you for keeping us informed of the progress of the drafted legislation regarding monetary gifts to the University. We support the proposed change to 14.40.280.

Sincerely,



Robert W. Hiatt  
President

RWH/mt

cc: Mr. V. Kent Dawson  
Division of Budget & Management

FISCAL NOTE

Second Session - Ninth Legislature

I. REQUEST

Bill No. To be assigned
Title: An act relating to the functions of the Department of Revenue, etc
Requested by: Governor Date:
Return Date Requested:
Agency: University of Alaska Program: Endowments and Donations

II. FISCAL DETAIL

Budget Request Unit(s) Affected: Statewide Administration

A. EXPENDITURES: (Thousands of dollars)

Table with columns: OBJECT, FY 76, FY 77, FY 78, FY 79, FY 80, FY 81. Rows include PERSONAL SERVICES, TRAVEL, CONTRACTUAL, COMMODITIES, EQUIPMENT, LAND & STRUCTURES, GRANTS, CLAIMS, ETC., and TOTAL. A large handwritten 'NONE' is written across the data columns.

B. FUNDING: (Thousands of dollars)

Table with columns for GENERAL FUND, FEDERAL FUNDS, and OTHER, corresponding to fiscal years 76-81.

C. POSITIONS:

Table with columns for PERMANENT/TEMPORARY and MAN MONTHS (P./T.) across fiscal years 76-81.

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

IV. ATTACHMENTS

V. DATE: 20 January 1976 PREPARED BY: M.M. Hullinger, Vice President for Finance and Comptroller

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

**Second Session - Ninth Legislature**

**I. REQUEST**

Bill No. Senate Bill No. 518  
 Title: A bill revising the receipting of University of Alaska Permanent Fund  
 Requested by: Senate Finance Committee Date: January 16, 1976  
 Return Date Requested: January 21, 1976  
 Agency: Revenue Program: Treasury

**II. FISCAL DETAIL**

Budget Request Unit(s) Affected: None

**A. EXPENDITURES: (Thousands of dollars)**

OBJECT	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
<b>TOTAL</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>	<b>-0-</b>

**B. FUNDING: (Thousands of dollars)**

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						

**C. POSITIONS:**

PERMANENT/TEMPORARY	/	/	/	/	/	/
MAN MONTHS (P./T.)	/	/	/	/	/	/

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

There is no fiscal impact that may be measured related to this measure.

**IV. ATTACHMENTS**

V. DATE: Jan. 21, 1976

PREPARED BY:

*Lawrence C. Eppenbach*  
 Lawrence C. Eppenbach

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



UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

March 2, 1976

Representative Hugh Malone, Chairman  
House Finance Committee  
House of Representatives  
Pouch V  
Juneau, Alaska 99801

Dear Hugh:

Following a meeting in Juneau last week with the Finance Committee and Select Education Committee, Mr. Hullinger phoned me and stated that you and Mr. Parr wanted copies of the audit proposal and acceptance agreement.


I am enclosing for your information the following documents from our files:

April 18, 1972	Request for Audit Proposal
May 4, 1972	Ray Kohler and Company Proposal
May 18, 1972	Letter accepting proposal
May 5, 1975	Letter amending Kohler arrangement

Although the request for proposal carries the words "University of Alaska Bid No. 2015 " for identification, bid law, as we understand it, does not require actual "bids" for professional services. However, good practice involves giving prospective providers of service an opportunity to submit proposals. You will note that acceptance of the proposal was acted upon by the Board of Regents.

If there are other questions you have or additional information you require, please let me know. Mr. Hullinger is currently on leave but we will do our best to provide necessary information from his files.

Sincerely yours,

  
Don M. Dafoe  
Executive Vice President

DMF/mt

cc: Representative Charles Parr, Chairman ✓  
Select Committee on Education  
President Hiatt  
Regent Brundin

Enclosures

PLEASE REPLY BY AIRMAIL

April 18, 1972

University of Alaska  
Bid No. 2015

Gentlemen:

The University of Alaska desires to select an auditor for the purpose of examining the records and transactions of the University for fiscal year ended June 30, 1972, in accordance with generally accepted auditing standards prescribed by the American Institute of Certified Public Accountants and in conformity with the generally accepted principles of institutional accounting. The report of audit shall be transmitted to the University within 120 days of the end of its fiscal year.

The scope of the audit will include all transactions and areas of operation necessary to accomplish the report as included in the enclosed financial report of the University. In addition, the University is to receive a letter of comment outlining such matters as the auditor was not fully satisfied with and identify areas where improvement in operation or policy could be made.

If your firm elects to submit an audit proposal, you are invited to attend a pre-award conference to be held on April 26, 1972, at 2 p. m. in Room 101 of the Bunnell Building on the University of Alaska campus at Fairbanks for the purpose of obtaining all information deemed necessary to submit your formal audit proposal which must be received by this office on or before 2 p. m., May 9, 1972. Selection of auditor will be announced within 20 days following the date prescribed for submission of the formal audit proposal.

*the* A detailed price proposal will be in sufficient detail to indicate:  
The number of audit man days; the cost per man day; the total man day costs; travel costs; other costs, if any; and the total estimated cost for the entire proposal.

April 18, 1972

Page Two

The proposal must list recent accounts audited by your organization in Alaska, the experience of your company in auditing university accounts, the names of the auditors to be assigned to this account and their specific background in college and university auditing, and such other data that would assist in the review of your firm.

The proposals will be evaluated by the staff of the Vice President for Finance and Comptroller. The evaluation will include the review of the proposer's plans and associated costs and determine which proposal, if accepted, would be in the best interests of the University. The final award will be subject to approval of the Board of Regents of the University.

The term of this contract pertains to the 1972 fiscal year, but this contract may be renewed for subsequent audits by mutual agreement in writing of the parties hereto subject to approval in the same manner as this instrument. However, in no event will such renewal exceed a period of five years from the date of the original contract.

The University may accept within the time specified herein any proposal whether or not there are negotiations subsequent to its receipt. Any subsequent negotiation shall not constitute a rejection or counter offer on the part of the University.

The University reserves the right to reject any or all proposals and to waive informalities and minor irregularities in the proposals received. It is contemplated that an agreement will be awarded to that responsible offerer whose proposal will be most advantageous to the University. The right is reserved to accept other than the lowest proposal.

Award may be made by acceptance of the most favorable proposal received without further negotiation or bargaining. Initial proposals submitted in response to this solicitation should therefore be set forth in the most favorable terms that the offerer is willing to agree. An acceptance of proposal mailed to the successful offerer within the time for acceptance and upon the terms specified in the proposal shall be deemed to result in a binding agreement without further action by either party.

Payment to the successful firm will be made upon receipt of monthly invoices with the final payment to be rendered upon receipt of the reports and a final invoice for such services.

April 18, 1972  
Page Three

The auditor in being awarded this engagement is to be fully aware that the University has no obligation to engage the auditor for future work to implement any of the recommended changes in procedures and policies revealed during the course of the audit. In addition, there is no obligation on the part of the University to consider the firm for any other management or feasibility studies designed to improve the accounting, organizational or administrative procedures of the University.

Sincerely,

M. M. Hullinger  
Vice President for Finance  
and Comptroller

MMH/alh

Enclosure

RAY KOHLER & CO.  
CERTIFIED PUBLIC ACCOUNTANTS  
P. O. BOX 607  
FAIRBANKS, ALASKA 99707

May 4, 1972

M. M. Hullinger  
Vice-President for Finance  
and Comptroller  
University of Alaska  
College, Alaska 99701

Dear Mr. Hullinger:

The firm of Ray Kohler & Co., Certified Public Accountants, is pleased to present this proposal to examine the records of the University of Alaska for the fiscal year ending June 30, 1972. Our examination will be conducted in accordance with generally accepted auditing standards prescribed or accepted by the American Institute of Certified Public Accountants. The financial statements, upon which our report will be based, are to be prepared in accordance with generally accepted accounting principles applicable to state supported Universities. With respect to such principles, our firm considers "College and University Business Administration" to be the most authoritative literature available for the purpose of defining generally accepted accounting principles applicable to your organization.

In the conduct of the engagement we will utilize the services of Hickman & Kautzky, Certified Public Accountants, our correspondent firm with offices in Anchorage.

OUR APPROACH

It is the philosophy of our firm that an image of independence in the auditors you select is of primary importance in maintaining the confidence of the public and legislative bodies in the integrity of the institution. Since there is adequate expertise available in many firms to perform systems and other special engagements, we consider it unnecessary for our firm to extend services into areas which could adversely affect our image of independence. Accordingly, if selected as your auditors, you are advised that we would not extend services beyond the following functions:

- (1) The audit or "attest" function and related work thereto.
- (2) Assistance in preparing requests for proposals for special engagements, (if requested by you).
- (3) Assistance in evaluating proposals, (if requested by you).

With respect to our staffing, we have appended hereto the resumes of the key personnel who will be involved in the engagement. Set forth under our fee estimate below is the number of man days we expect each such individual to devote to the engagement, based on our estimate of total time involved.

In addition to our report on the financial statements of the University, addressed to the Board of Regents, we will issue a separate "Auditors' Observation Report" in narrative form, setting forth weaknesses in internal control, suggested changes in accounting procedures, and such other matters as we consider appropriate to comment on as a result of our observations during the examination. Such narrative report may be addressed to the chief financial officer of the University, the Board of Regents, or such other authority as may be designated by the University in its proposal acceptance.

As noted in the preceding paragraph, the implementation of any changes based on our observations is considered to be a responsibility of the University and we would not be available for services beyond that previously outlined.

#### OUR QUALIFICATIONS

The firm of Ray Kohler & Co. is the largest local independent public accounting firm in Interior Alaska. The senior member of our firm has been engaged in public accounting in the area since 1942. The three lead personnel we propose to assign to the engagement have a combined total of 47 years accounting and auditing experience. As indicated by their attached resumes, they bring to bear on this engagement significant experience with colleges and universities both within and without the State of Alaska. In addition to these individuals, who will complete the major portion of the engagement, two assistants will be assigned as required. The assistants assigned will have previously completed at least three years as public accountants.

#### TIMING

We have prepared time estimates for the examination and have scheduled assigned individuals for task performance within the 120 day time constraint imposed by you. We will accept responsibility for having the designated individuals available during the time frame and for completion of the assigned tasks within the estimates we have provided. Assuming the University can provide account analyses or reconciliations and the required supplementary schedules within the time frames established by us, our report will be available to the printer on or before October 23, 1972. To assist in monitoring our mutual progress, we would propose the following joint monitoring devices:

- July 6, 1972 - A written progress report by us, presented in conference, reporting on progress to date and anticipated problem areas. Your comments may be verbal or written.
- August 24, 1972 - A written progress report by us, presented in conference, reporting on progress to date. At this time a list of all unreconciled accounts and incomplete schedules will be presented and responsibility for reconciliation and completion within a 30-day period assigned.
- October 2, 1972 - A written report by us, presented in conference, reviewing progress to date and timing of delivery of report to printer, review of brown line and report signing.

OUR FEE

We have reviewed the current status of the University accounting records, evaluated the degree of assistance which we can reasonably expect from your staff (assuming no key personnel changes) and estimate the number of audit man days to be 160 to 175. The number of man days we would assign to the personnel involved in the engagement is as follows:

R. P. Kautzky, resume attached	10
Bill B. Hickman, resume attached	45
Jean B. Schmitt, resume attached	45
Assistant accountants (2), resumes provided upon request	<u>60 - 75</u>
Total estimated man days	<u>160 -175</u>
Cost per man day	<u>\$ 190.00</u>
Estimated engagement cost	<u>\$30,400.00 to \$33,250.00</u>

We assume that the University will provide postage for confirmations, clerical assistance in report and confirmation typing and the costs of report printing. Other costs such as travel, supplies, and our internal operating costs will not be added to the engagement cost. Therefore the engagement cost arrived at by multiplying estimated man days by our charge per man day is to be considered the total estimated cost for the engagement.

M. M. Hullinger

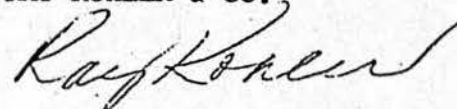
Page 4.

\* \* \* \* \*

We are pleased to present the above information for your consideration and thank you for the opportunity to do so. If you have any questions or further inquiries regarding our proposal, we welcome the opportunity to discuss them with you.

Very truly yours,

RAY KOHLER & CO.



Ray Kohler, Partner

gms

RESUME OF R. P. KAUTZKY

Experience

Mr. Kautzky has been in public and private accounting since 1946. From 1962 through 1971 he was employed by the Anchorage office of an international accounting firm. Duties with that firm have included:

Overhead cost study for Alaska Methodist University.

Manager in charge of management consulting activities for both private and governmental bodies.

Review of the Alaska Tax Structure for the State of Alaska.

Auditing and/or consulting engagements for:

The City of Seward

The City of Anchorage

The City of Kodiak

Greater Anchorage Area Borough and School District

The City of Fairbanks

Fairbanks North Star Borough and School District

Greater Ketchikan Borough

City of Nome

City of Cordova

Professional

Mr. Kautzky is a member of the American Institute of Certified Public Accountants and also serves as a Representative of the State of Alaska to the governing Council of that organization. He is President of Alaska Society of Certified Public Accountants.

RESUME OF BILL B. HICKMAN

Education

Mr. Hickman is a graduate of the University of Oklahoma with a major in Accounting and a minor in Business Law.

Experience

Mr. Hickman qualified as a Certified Public Accountant in 1959, at which time he was employed by a local public accounting firm in Oklahoma. In 1962 Mr. Hickman joined an international public accounting firm outside and transferred to Alaska with that firm during 1967. Effective January 1, 1972, Mr. Hickman joined R. P. Kautzky, Certified Public Accountant, to form the partnership of Hickman & Kautzky.

General governmental accounting experience of Mr. Hickman has included:

Auditor-in-charge	- - -	City of Anadarko, Oklahoma
	- - -	City of Lindsay, Oklahoma
Engagement manager	- - -	City of Anchorage, Alaska
Engagement manager	- - -	Greater Anchorage Area Borough and School District

Specific College and University auditing experience includes:

Engagement supervisor	- - -	Central State College (Oklahoma) enrollment approximately 8,000
Engagement supervisor	- - -	Alaska Methodist University (1967-68 and 1968-69 fiscal years)
Engagement manager	- - -	University of Alaska

Professional

Mr. Hickman is a member of the American Institute of Certified Public Accountants and the Alaska Society of Certified Public Accountants. He is a past member of the Insurance Accounting and Statistical Association and Systems and Procedures Association. He has served as a speaker at the annual meeting of the Oklahoma Society of C.P.A.'s and as an instructor of their professional development courses. Mr. Hickman recently participated as a panelist on Phase II at a meeting of the Alaska Society of Certified Public Accountants.

RESUME OF JEAN B. SCHMITT

Education

Mrs. Schmitt is a magna cum laude graduate of the University of Alaska with a Bachelor of Business Administration degree and Accounting major. She has attended special staff training schools conducted by an international accounting firm on University and Institutional accounting and auditing and computer auditing.

Experience

Mrs. Schmitt has been in public accounting since 1963 when she was employed on a part-time basis by a local public accounting firm while studying at the University of Alaska. From 1965 through 1970 she was employed by an international public accounting firm in their Fairbanks office. She became associated with Ray Kohler, C.P.A., February 1, 1971 and is a partner in the firm of Ray Kohler & Co., Fairbanks.

General governmental accounting experience includes:

Auditor-in-charge - - - - - City of Fairbanks, Alaska  
Assistant auditor - - - - - Fairbanks North Star Borough  
and School District

Specific College and University auditing experience:

Mrs. Schmitt has been associated with the University of Alaska audit engagements for the previous seven years in the following capacities:

1965 and 1966 Assistant auditor  
1967 through 1969 Auditor-in-charge  
1970 Engagement supervisor  
1971 Special technical and advisory services  
in relation to University in-house  
effort to complete year-end work, pre-  
pare work-paper schedules and financial  
statements for the independent audit  
firm.

Professional

Mrs. Schmitt is a member of the American Institute of Certified Public Accountants, the Alaska Society of Certified Public Accountants, and the National Association of Accountants. She has served as a lecturer in accounting at the University of Alaska for both the Evening and Off-campus Division and the College of Business, Economics and Government.

May 18, 1972

Ray Kohler & Co.  
P. O. Box 607  
Fairbanks, Alaska 99701

Dear Mr. Kohler:

The proposal to examine the University records as submitted by your firm and in accordance with University of Alaska bid No. 2015 has been accepted by the Board of Regents.

The arrangements for the conduct of the audit engagement will be worked out with Mr. A. B. Frol, Associate Comptroller, by June 1, 1972.

We appreciate your submitting a proposal for the examination of the University records and look forward to working with the members of your firm.

Sincerely,

M. M. Hullinger  
Vice President for Finance  
and Comptroller

MMH/alh  
cc: Mr. A. B. Frol

RAY KOHLER & CO.  
CERTIFIED PUBLIC ACCOUNTANTS  
P. O. BOX 507  
FAIRBANKS, ALASKA 99707

May 5, 1975

M. M. Hullinger  
Vice President for Finance and Comptroller  
University of Alaska  
Fairbanks, Alaska 99701

Dear Mr. Hullinger:

In accordance with our previous discussions, this letter is to present our proposal for a fee adjustment on our audit contract with the University.

As you know, our original proposal was at \$190 per man day without any charge to the University for travel, housing or per diem. This is the fee arrangement that has been in effect for the past three years. During this period we have all experienced sharply increased costs, particularly in personnel costs. We feel that we cannot continue to meet the increased personnel costs and other charges at our three-year old rate. We hereby request an increase to \$228 per man day. This proposed rate represents a 20% increase, an amount which we feel is less than the general inflation factor we have experienced in the same period. We would continue to pay other costs such as travel and per diem.

However, because of the uncertainties concerning costs and availability of desirable housing in Fairbanks, we request assistance from the University in this area. ~~We propose that we will pay the first \$1,000 of our housing costs. If they should exceed that amount, we consider reimbursement by the University for 50% of that excess to be an equitable arrangement. In addition, University assistance in arranging suitable housing will be appreciated on campus.~~ *Must*

Your favorable consideration will be appreciated. If you agree to the above proposal please sign in the space provided below and return one copy to us.

Very truly yours,

RAY KOHLER & CO.

*Jean B Schmitt*  
Jean B. Schmitt, Partner

The above proposal is accepted

*M. M. Hullinger*  
\_\_\_\_\_

gmf  
enc.

*5/20 Copy to Frae*

# STATE OF ALASKA

## DEPARTMENT OF REVENUE

OFFICE OF THE COMMISSIONER

JAY S. HAMMOND, GOVERNOR

POUCH 5 - JUNEAU 99811

February 3, 1976

Honorable Charles Parr  
Chairman  
Select Committee on Education  
Alaska State Legislature  
State Capitol Building  
Juneau, AK 99811

Re: Senate Bill No. 518

Dear Mr. Parr:

Senate Bill No. 518, an Act relating to the functions of the Department of Revenue regarding monetary gifts to the University of Alaska was introduced in the House on January 29, 1976 and was referred to the House Select Committee on Education and the House Finance Committee.

For the consideration of the House Select Committee on Education, I am enclosing a copy of a fiscal note prepared by Lawrence Eppenbach, Deputy Commissioner, Department of Revenue on the proposed legislation along with copies of a letter dated February 2, 1976 from Mr. Eppenbach to the Honorable Frank Ferguson, Member, Senate Finance Committee and a letter dated November 6, 1975 from Mr. Eppenbach to the Honorable Edward F. Naughton, Chairman, Legislative Budget and Audit Committee concerning the proposed legislation.

If you or any members of the House Select Committee on Education have any questions on the material submitted, please telephone the writer at 465-2397 and I will contact Mr. Eppenbach to submit further material or testify at a hearing.

Very truly yours,



R. D. Stevenson  
Special Assistant

cc: The Honorable Hugh Malone  
Chairman  
House Finance Committee

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury  
Department of Revenue

# STATE OF ALASKA

DEPARTMENT OF REVENUE

TREASURY DIVISION

JAY S. HAMMOND, Governor

POUCH SB-JUNEAU 99801

February 2, 1976

The Honorable Frank Ferguson  
Member, Senate Finance Committee  
Alaska State Capitol  
Juneau, Alaska 99811

Dear Senator Ferguson:

This letter will outline some of the reasons for introducing Senate Bill No. 518 and amplify comments contained in the Governor's letter of transmittal.

The Department of Revenue recognized last summer its receipting responsibility for monetary gifts made to the University of Alaska under Title 14.40.280. The Department wrote to the University requesting a list of any restricted gifts received and the immediate transmittal of all unrestricted gifts. The Department discussed this matter with Budget and Management, Legislative Audit, and disclosed the entire matter to the Budget and Audit Committee in a letter to its Chairman dated November 6, 1975. I have attached a copy of that letter and all documents appended thereto.

Senate Bill No. 518 provides an opportunity for potential benefactors of the University to donate gifts to the University of Alaska Permanent Fund which is invested by the Department of Revenue. This would insure that the value of such gifts would be received by the University in the form of an endowment. The Department of Revenue seeks to make permissive a statute which heretofore required the University to deposit all monetary gifts received. Other changes in Sections 280 and 400 are housekeeping in nature to eliminate archaic language.

There is one issue that SB 518 does not address: The Department of Revenue discussed with Legislative Audit the implication that monetary gifts received by the University may be used to initiate programs which would, in the future, require appropriations. The Department believes that this is an issue deserving legislative review and judgment and not that of the Department.

Sincerely,

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury

LCE:ge  
Enclosure  
cc: R. D. Stevenson

November 6, 1975

The Honorable Edward F. Naughton  
Chairman  
Legislative Budget and Audit Committee  
P. O. Box 1097  
Kodiak, Alaska 99615

Dear Mr. Naughton:

This letter discloses the action taken by the Department of Revenue following its discovery last summer of receipting responsibility contained in Title 14 of the Alaska Code. AS 14.40.280 requires that the Department of Revenue receipt all monetary gifts to the University of Alaska and deposit them in the University of Alaska Permanent Fund. The Department of Revenue was not at the time receipting and depositing such gifts and had no record of ever having made such deposits.

When the Department recognized its responsibility under AS 14.40.280 an official wrote to the Comptroller of the University and asked for a listing of restricted monetary gifts received during fiscal year 1975 as well as for a direct transfer to the Treasury of all unrestricted monetary gifts. The distinction between restricted and unrestricted gifts was made by the Department of Revenue recognizing the practical problems of transferring late in the fiscal year funds already committed for a particular purpose. After additional correspondence with the University, the Department of Revenue was informed that no unrestricted monetary gifts were received during fiscal year 1975.

The University of Alaska did transmit to this Department a listing of all gifts, bequests, and bequeaths, both monetary and in kind. That listing has been reviewed and pared down to the attached list which we believe contains the monetary gifts and bequests that are not directly related to the performance of any contracted service provided by the University. This is admittedly a subjective judgment based on less than sufficient information and the attachment should be viewed as only broadly representative of the nature of monetary gifts, bequests, and endowments.

November 6, 1975

The Department of Revenue has also discussed this issue with the Legislative Auditor and has requested the Attorney General to review the Department's responsibilities under AS 14.40.280 as opposed to Section 250 of the same chapter which appears to confer to the Board of Regents the power to receive and invest funds.

In addition, the Department of Revenue is presently preparing draft legislation for review by the Governor. If introduced and passed it would provide for the Department to receive and deposit monetary gifts in the University of Alaska Permanent Fund when requested by the donor. This would offer a source of permanent investment for monetary gifts as an endowment option available to a donor without directly interfering with the University's relationship to benefactors.

If you have any questions regarding this matter please don't hesitate to call us.

Sincerely,

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury

LCE:ge

Enclosure

cc: The Honorable Jay Hammond, Governor  
Commissioner Sterling Gallagher  
The Honorable Avrum Gross, Attorney General  
Dr. Robert Hiatt, President, University of Alaska  
M. M. Hullinger, Vice President, Finance & Comptroller  
Gary Peska, Legislative Auditor

# STATE OF ALASKA

## DEPARTMENT OF REVENUE

OFFICE OF THE COMMISSIONER

File w/ Bill  
JAY S. HAMMOND, GOVERNOR

POUCH 5 - JUNEAU 99811

February 3, 1976

Honorable Charles Parr  
Chairman  
Select Committee on Education  
Alaska State Legislature  
State Capitol Building  
Juneau, AK 99811

Re: Senate Bill No. 518

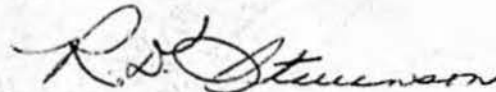
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For the consideration of the House Select Committee on Education, I am enclosing a copy of a fiscal note prepared by Lawrence Eppenbach, Deputy Commissioner, Department of Revenue on the proposed legislation along with copies of a letter dated February 2, 1976 from Mr. Eppenbach to the Honorable Frank Ferguson, Member, Senate Finance Committee and a letter dated November 6, 1975 from Mr. Eppenbach to the Honorable Edward F. Naughton, Chairman, Legislative Budget and Audit Committee concerning the proposed legislation.

If you or any members of the House Select Committee on Education have any questions on the material submitted, please telephone the writer at 465-2397 and I will contact Mr. Eppenbach to submit further material or testify at a hearing.

Very truly yours,



R. D. Stevenson  
Special Assistant

cc: The Honorable Hugh Malone  
Chairman  
House Finance Committee

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury  
Department of Revenue

THE LEGISLATURE OF THE STATE OF ALASKA  
FISCAL NOTE

Second Session -- Ninth Legislature

I. REQUEST

Bill No. Senate Bill No. 518  
 Title: A bill revising the receipting of University of Alaska Permanent Fund  
 Requested by: Senate Finance Committee Date: January 16, 1976  
 Return Date Requested: January 21, 1976  
 Agency: Revenue Program: Treasury

II. FISCAL DETAIL

Budget Request Unit(s) Affected: None

A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

B. FUNDING: (Thousands of dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						

C. POSITIONS:

PERMANENT/TEMPORARY	/	/	/	/	/	/
MAN MONTHS (P./T.)	/	/	/	/	/	/

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

There is no fiscal impact that may be measured related to this measure.

IV. ATTACHMENTS

V. DATE: Jan. 21, 1976 PREPARED BY: Lawrence C. Eppenbach

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

# STATE OF ALASKA

## DEPARTMENT OF REVENUE

TREASURY DIVISION

JAY S. HAMMOND, Governor

POUCH SB-JUNEAU 99801

February 2, 1976

The Honorable Frank Ferguson  
Member, Senate Finance Committee  
Alaska State Capitol  
Juneau, Alaska 99811

Dear Senator Ferguson:

This letter will outline some of the reasons for introducing Senate Bill No. 518 and amplify comments contained in the Governor's letter of transmittal.

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Sincerely,

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury

LCE:ge  
Enclosure  
cc: R. D. Stevenson

November 6, 1975

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Chairman  
Legislative Budget and Audit Committee  
P. O. Box 1097  
Kodiak, Alaska 99615

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If you have any questions regarding this matter please don't hesitate to call us.

Sincerely,

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury

LCE:ge

Enclosure

cc: The Honorable Jay Hammond, Governor  
Commissioner Sterling Gallagher  
The Honorable Avrum Gross, Attorney General  
Dr. Robert Hiatt, President, University of Alaska  
M. M. Hullinger, Vice President, Finance & Comptroller  
Gary Peska, Legislative Auditor

<u>Amount</u>	<u>Project</u>	<u>Granted By</u>
\$ 6,000	Graduate Fellowship Support, D. Hood	Union Oil
72,000	Foundation Support Grant, D. Coon	Ford Foundation
9,060	Self Support Course, L. Helms	Various
1,500	Geology Scholarship, D. Hawkins	Standard Oil Company
2,000	Lions Scholarship, I. Greiner	Pt. Barrow Lions Club
4,507	ASUA Talent Grant Program, I. Greiner	A.S.U.A.
76,000	Petroleum Tech Scholarship, T. Wagoner	B.P. Alaska
7,000	Student Research Grant, J. Peterson	Atlantic Richfield Oil Co.
3,000	Berry Family Scholarship	Berry Holding Company
200	Nellie Trigg Memorial	Paul Sterling II, President Kuyanna House, Inc.
200	J. Theodore "Ted Crites Scholarship for Skiing"	Kenneth Crites
1,000	Pt. Barrow Lions Club Scholarship	Dr. Larry S. Underwood
94	Daniel Cucurull Memorial Fund	Mrs. Donald C. Douglass
1,000	Northern Commercial Foundation	Mr. Volney Richmond, Jr., President Northern Commercial Company
200	Presser Foundation	Mr. John Ronald Ott, President
445	Talent Grant-Music	Mr. Charles Davis, Head of the Department of Music, U of A
3,000	Alumni Association Talent Grant	Mrs. Alice Mikami Snodgrass
300	Alumni Association Scholarship	Mrs. Alice Mikami Snodgrass
73	Margaret P. Harris Memorial Fund	
100,000	Foundation Support Grant, F. Darnell	Ford Foundation
5,000	Native Arts Festival, T. Tomczak	Private
500	Engineering Scholarship Fund, L. Behlke	Union Oil Company
5,985	Alaska Adult Literacy Lab, J. Irany	Private
12,119	Early Childhood Development Center, E. Short	Private
87	George & Mine Makimi Memorial Scholarship	Mrs. Alice Snodgrass
5,165	Anonymous String Scholarship	Mr. Robert H. E. Lauer
97	Emily Brown Scholarship Fund	Mrs. Ida Knoebel
10	Music Talent Grant	Jimmy Bedford
500	Quota Club of Fairbanks	Mrs. Sally Murphy
485	University Day Scholarship	Mrs. Shelia Herriott
1,000	Alaska Magazine Natural Resource Award	Mr. Robert Henning
1,000	UV Industries Scholarship	Mr. Robert Baldwin
225	University Women's Association	Mrs. Jan Turner
100	Blue & Gold Club & Talent Grant	A. W. Baker
100	Blue & Gold Club & Talent Grant	Mr. Randy Clapp
100	Blue & Gold Club & Talent Grant	Floyd Derieux
100	Blue & Gold Club & Talent Grant	Sharon Griffis
100	Blue & Gold Club & Talent Grant	James M. Hackett
100	Blue & Gold Club & Talent Grant	R. Michael Jens
100	Blue & Gold Club & Talent Grant	Mark Klaich
100	Blue & Gold Club & Talent Grant	Angie Kruckenberg
100	Blue & Gold Club & Talent Grant	James L. McCarthy
100	Blue & Gold Club & Talent Grant	Richard J. Mealey
100	Blue & Gold Club & Talent Grant	Urban E. Rahoi
100	Blue & Gold Club & Talent Grant	Jack Shives
2,000	Recruiting, Mineral Engineering	Mineral Industry Education Foundation
1,000	Student Scholarships, Mineral Engineering	UV Industries, Inc.
144	F. Wayne Jones Scholarship, Mineral Engr.	F. Wayne Jones
1,500	Unrestricted, Geology	Marathon Oil Company

<u>Amount</u>	<u>Project</u>	<u>Granted By</u>
\$ 500	Student Scholarship, Geology	Union Oil Company
25	Mary and John Doyle Emergency Loan Fund	Marie Hoffman
520	Scholarship Fund	American Society of Women
25	Jackie Robinson Loan Fund	Accountants c/o Carol Rude
100	Women's Basketball Team	Air Force Sergeants Assn., # 605
15	Women's Basketball Team	F. J. Phillips, M. D.
10	Women's Basketball Team	Theresa's Bakery
5	Women's Basketball Team	Jones & Bosser, Accountants
150	Women's Basketball Team	Harland W. Davis, Attorney
50	Women's Basketball Team	Marathon Oil Company
100	Women's Basketball Team	National Bank of Alaska
10	Women's Basketball Team	Roosevelt Hotel
10	Women's Basketball Team	Automotive Parts & Equipment
50	Women's Basketball Team	R. Collin Middleton
25	Women's Basketball Team	Black Orchid Brothers'
25	Women's Basketball Team	Enterprises, Inc.
10	Women's Basketball Team	Sheffield Enterprises, Inc.
20	Women's Basketball Team	Rabbit Creek Inn
10	Women's Basketball Team	Alaska Stationers
5	Women's Basketball Team	Polar Reproductions
50	Camille Marie More Music Scholarship Fund	Rabbit Hutch
5	Camille Marie More Music Scholarship Fund	M. L. Nicholson
10	Camille Marie More Music Scholarship Fund	Mrs. Marilyn Yonley
25	Camille Marie More Music Scholarship Fund	Mrs. C. O. Arnecke, Jr.
10	Camille Marie More Music Scholarship Fund	Major & Mrs. E. P. Frey
5	Camille Marie More Music Scholarship Fund	The Matyas Family
1,100	Sandra Flothe Memorial Scholarship Fund	Mrs. Joan S. Newhouse
5,500	Surveying and Mapping Scholarship	Mrs. Sara Langton
545	Kevin Robbins Memorial Scholarship Fund	Mr. and Mrs. Milo Flothe
210	Dental Hygiene Scholarship	Sidney J. Henderson, Jr.
2,500	Grant	Latter Day Saints Church
		Dental Assisting Program
		Mr. Larry Howland, Director
		ITT Arctic Services, Inc.

Introduced: 1/15/76  
Referred: Finance

1 IN THE SENATE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

2 SENATE BILL NO. 518

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the functions of the Department  
7 of Revenue regarding monetary gifts to the University  
8 of Alaska; and providing for an effective date."

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

10 \* Section 1. AS 14.40.280 is amended to read:

11 Sec. 14.40.280. ENDOWMENTS AND DONATIONS. All monetary gifts,  
12 bequests or endowments which are made to the university for the pur-  
13 pose of the separate trust fund created under sec. 400 of this chapter  
14 shall be transferred [OTHER THAN STATE APPROPRIATIONS AND FEDERAL  
15 ALLOTMENTS, RECEIVED FOR THE UNIVERSITY EXPANSION PROGRAM OR OTHER USE  
16 SHALL BE TURNED OVER] to the Department of Revenue. The Department of  
17 Revenue shall manage that money in accordance with [SHALL DEPOSIT THEM  
18 IN THE SEPARATE FUND ESTABLISHED AND MAINTAINED UNDER] sec. 400 of  
19 this chapter. Title to and control or possession of [TO] land, [AND]  
20 personal property, and all money other than that transferred to the  
21 Department of Revenue [MONEY], which is devised, bequeathed or given  
22 to the university shall be taken by the university in its corporate  
23 capacity acting by and through the regents or an authorized agent, and  
24 shall be entered in the perpetual inventory of the university.

25 \* Sec. 2. AS 14.40.400(a) is amended to read:

26 (a) The Department of Revenue shall establish a separate fund in  
27 which all money derived from the sale or lease of the lands granted  
28 under the Act of Congress approved January 21, 1929, and in which all  
29 monetary gifts, bequests or endowments made to the university for the

1 purpose of the fund, shall be held in trust.

2 \* Sec. 3. This Act takes effect immediately in accordance with AS 01.-

3 10.070(c).

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# Alaska State Legislature House

SELECT COMMITTEE ON EDUCATION

February 2, 1976

*rec 2/6/76  
cc Mr. Sullivan  
for review  
K.*

Dr. Robert W. Hiatt  
President  
University of Alaska  
Fairbanks, Alaska 99701

Dear Dr. Hiatt:

Does the University have a position on SB 518? This bill deals with the separate trust fund established for monetary gifts, bequests, and endowments made to the University.

I would appreciate any position statement.

Sincerely,

*Charles H. Parr*  
Charles H. Parr  
Chairman

CHP:jh

Introduced: 1/15/76

Referred: Finance

1 IN THE SENATE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

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FROM: OFFICE OF THE PRESIDENT

UNIVERSITY



OF ALASKA

TO: Dr. Gruenig

DATE: 2-6-76

Will you kindly review this for  
Dr. Hiatt. It would be nice if you  
could talk to him about it today..

*W*  
*Makes law conform to existing  
practice.*



Alaska State Legislature  
House

Pouch V  
JUNEAU ALASKA  
99801

SELECT COMMITTEE ON EDUCATION

February 2, 1976

*rec 2/6/76*

Dr. Robert W. Hiatt  
President  
University of Alaska  
Fairbanks, Alaska 99701

Dear Dr. Hiatt:

Does the University have a position on SB 518? This bill deals with the separate trust fund established for monetary gifts, bequests, and endowments made to the University.

I would appreciate any position statement.

Sincerely,

*Charles H. Parr*  
Charles H. Parr  
Chairman

CHP: jh

Introduced: 1/15/76  
Referred: Finance

1 IN THE SENATE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

2 SENATE BILL NO. 518

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the functions of the Department  
7 of Revenue regarding monetary gifts to the University  
8 of Alaska; and providing for an effective date."

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

10 \* Section 1. AS 14.40.280 is amended to read:

11 Sec. 14.40.280. ENDOWMENTS AND DONATIONS. All monetary gifts,  
12 bequests or endowments which are made to the university for the pur-  
13 pose of the separate trust fund created under sec. 400 of this chapter  
14 shall be transferred [OTHER THAN STATE APPROPRIATIONS AND FEDERAL  
15 ALLOTMENT, RECEIVED FOR THE UNIVERSITY EXPANSION PROGRAM OR OTHER USE  
16 SHALL BE TURNED OVER] to the Department of Revenue. The Department of  
17 Revenue shall manage that money in accordance with [SHALL DEPOSIT THEM  
18 IN THE SEPARATE FUND ESTABLISHED AND MAINTAINED UNDER] sec. 400 of  
19 this chapter. Title to and control or possession of [TO] land, [AND]  
20 personal property, and all money other than that transferred to the  
21 Department of Revenue [MONEY], which is devised, bequeathed or given  
22 to the university shall be taken by the university in its corporate  
23 capacity acting by and through the regents or an authorized agent, and  
24 shall be entered in the perpetual inventory of the university.

25 \* Sec. 2. AS 14.40.400(a) is amended to read:

26 (a) The Department of Revenue shall establish a separate fund in  
27 which all money derived from the sale or lease of the lands granted  
28 under the Act of Congress approved January 21, 1929, and in which all  
29 monetary gifts, bequests or endowments made to the university for the

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purpose of the fund, shall be held in trust.

\* Sec. 3. This Act takes effect immediately in accordance with AS 01.-  
10.070(c).

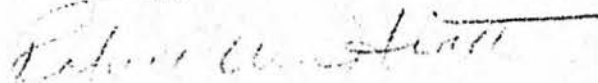
January 20, 1976

Ms. Fran Ulmer  
Legislative Assistant  
to the Governor  
State of Alaska  
Office of the Governor  
Juneau, Alaska 99801

Dear Ms. Ulmer:

The attached Fiscal Note is returned per your instructions. Thank you for keeping us informed of the progress of the drafted legislation regarding monetary gifts to the University. We support the proposed change to 14.40.280.

Sincerely,



Robert W. Hiatt  
President

RWH/mt

cc: Mr. V. Kent Dawson  
Division of Budget & Management

THE LEGISLATURE OF THE STATE OF ALASKA  
FISCAL NOTE  
 Second Session - Ninth Legislature

I. REQUEST  
 Bill No. To be assigned  
 Title: An act relating to the functions of the Department of Revenue, etc.  
 Requested by: Governor Date: \_\_\_\_\_  
 Return Date Requested: \_\_\_\_\_  
 Agency: University of Alaska Program: Endowments and Donations

II. FISCAL DETAIL  
 Budget Request Unit(s) Affected: Statewide Administration  
 A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL						

B. FUNDING: (Thousands of dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						

C. POSITIONS:

PERMANENT/TEMPORARY	/	/	/	/	/	/
MAN MONTHS (P./T.)	/	/	/	/	/	/

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

IV. ATTACHMENTS

V. DATE: 20 January 1976 PREPARED BY: M. M. Hullinger  
 M.M. Hullinger, Vice President for Finance and Comptroller

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

JAY S. HAMMOND  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

January 12, 1976

*ruw 1/16/76*

Dr. Robert W. Hiatt  
President  
University of Alaska  
101 Bunnell  
Fairbanks, Alaska 99701

Dear President Hiatt:

The Attorney General's office has drafted legislation concerning "An Act relating to the functions of the Department of Revenue regarding monetary gifts to the University of Alaska," for introduction in the Second Session of the Ninth Legislature. Please review this proposal for possible fiscal impact upon your agency and complete the attached Fiscal Note. Return the original to me and two copies to the Division of Budget and Management within one week, if it is at all possible.

For assistance in preparing the Fiscal Note, refer to the preparation instructions issued by the Division of Legislative Finance, or consult your budget analyst. Where no fiscal impact implications are involved, enter "none" in section II and return promptly.

Also, as this bill may have a fiscal impact on the Department of Revenue, I have requested a Fiscal Note from that agency.

Sincerely,

*Fran Ulmer / fu*

Fran Ulmer  
Legislative Assistant  
to the Governor

Enclosures

cc: Kent Dawson  
Division of Budget &  
Management  
w/Enclosures

THE FOLLOWING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

DEPARTMENT OF LAW

OFFICE OF THE ATTORNEY GENERAL

POUCH K - STATE CAPITOL  
JUNEAU 99811

January 5, 1976

## MEMORANDUM

TO: The Honorable Jay S. Hammond  
Governor

FROM: Avram W. Gross  
Attorney General

RE: Proposed legislation regarding the functions of  
the Department of Revenue on the receipt of  
monetary gifts to the University of Alaska.

Attached is legislation proposed by the Department of  
Revenue restricting the functions of the Department of Revenue on  
the receipt of monetary gifts to the University of Alaska. Here  
is a copy of the transmittal letter:

DEPT

In accordance with AS 24.30.060( ) and the Uniform Rules of the  
Alaska State Legislature, I am transmitting a bill which limits  
the functions of the Department of Revenue with regard to monetary  
gifts received by the University of Alaska.

Some confusion has arisen over the functions of the Department  
of Revenue regarding the receipt of monetary gifts made to the  
University of Alaska. AS 24.30.060 appears to require the department  
to receive all monetary gifts regardless of whether the

The Honorable Jay S. Hammond

January 5, 1975

- 2 -

... whether gifts were collected or whether the gifts were intended to be made to the permanent trust fund under AS 14.40.400. Accordingly, this bill would appropriately limit the Department of Revenue's control of University of Alaska monetary gifts to those made specifically for the purpose of the separate trust fund administered by the Department of Revenue under AS 14.40.400.

Sincerely,

Jay S. Hammond  
Governor

Enclosed:

THE PRECEDING DOCUMENT(S) MAY NOT FILM  
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ORIGINAL.

STATE OF ALASKA  
DEPARTMENT OF REVENUE  
TREASURY DIVISION  
Pouch SB  
Juneau, Alaska 99811  
(907) 465-2350

GENERAL AND STATE PROGRAM FUNDS

MONTHLY INVESTMENT REPORT

January 31, 1976

CONTENTS

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Investment Portfolio Summary	2
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Summary of Deposits in Alaska Financial Institutions	5
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Asset Listing - State Program Accounts	9 - 11

STATE OF ALASKA  
DEPARTMENT OF REVENUE  
TREASURY DIVISION

GENERAL AND STATE PROGRAM FUNDS

FLOW OF FUNDS SUMMARY  
January 31, 1976

At the end of January 1976, the General and Segregated State Program Funds totaled \$458,398,667.06, down from \$478,744,749.09 at the close of the previous month. Operating cash and the level of the General Investment Account totaled \$378,053,927.83 at the end of January. This total represents a decrease of \$20,538,912.78 from the previous month. During the month, \$4,984,857.08 was received from the Federal Highway Administration, \$5,419,910.52 was received from royalty oil production payments, and \$861,250.08 was received from the Federal Bureau of Outdoor Recreation.

Beginning of Month Cash and Invested Funds	\$478,744,749.09
Net Investment Revenue	1,543,237.87
Net Drawdown of Funds for State Expenditures	(18,802,844.16)
End of Month Cash and Invested Funds	\$458,398,667.06

INVESTMENT RETURN

The total realized cash investment return of \$1.5 million for January raises the amount collected over the first seven months of this fiscal year to \$19.0 million.

STATE OF ALASKA  
DEPARTMENT OF REVENUE  
TREASURY DIVISION

GENERAL AND STATE PROGRAM FUNDS

TOTAL INVESTMENT PORTFOLIO AT COST  
January 31, 1976

<u>General and Segregated State Program Funds</u>	<u>Current Month</u>	<u>Prior Month</u>
Cash	\$ 7,314,970.69	\$ 9,665,528.02
Repurchase Agreements	23,900,000.00	18,500,000.00
Bankers' Acceptances	12,968,969.03	
U. S. Treasury Bills	24,297,367.83	27,131,674.49
Certificates of Deposit	228,924,825.35	254,135,100.84
U. S. Notes and Bonds	456,480.75	5,473,685.25
U. S. Agencies	18,517,282.25	23,542,299.75
Alaska Loans	<u>142,018,771.16</u>	<u>140,296,460.74</u>
Total	<u>\$458,398,667.06</u>	<u>\$478,744,749.09</u>

INVESTMENT ACTIVITY

During the month of January, the Treasury Division was a net purchaser of short term investments (\$6.0 million). Total short term investments (less than one year) in the General Investment Account declined by \$18.0 million after netting out purchases, sales, and maturities. The Treasury Division purchased a total of \$13.0 million, sold \$7.0 million, and allowed \$24.0 million to mature.

In January we committed a total of \$184.9 million to 26 repurchase agreements in order to invest overnight cash balances. These one-day investments were at interest rates ranging from 4.37% to 5.15%.

During the month of January, the Treasury Division reduced holdings of intermediate term securities in the Investment Account by a total of \$10.5 million. Reduced holdings in this maturity range appeared warranted on the basis of imminent heavy Treasury borrowing in this area.

## STATE OF ALASKA

DEPARTMENT OF REVENUE  
TREASURY DIVISION

## GENERAL AND STATE PROGRAM FUNDS

STATEMENT OF CONDITION AT COST  
January 31, 1976

<u>General and State Program Funds</u>	<u>Current Month</u>	<u>Prior Month</u>
Operating Cash:		
Cash in Clearing Accounts	\$ 5,257,693.34	\$ 7,628,915.99
Compensating Balances	1,995,000.00	1,995,000.00
Sub-Total	<u>\$ 7,252,693.34</u>	<u>\$ 9,623,915.99</u>
Investment Accounts:		
Cash	\$ 62,277.35	\$ 41,612.03
Repurchase Agreements	23,900,000.00	18,500,000.00
Bankers' Acceptances	12,968,969.03	
U. S. Treasury Bills	24,297,367.83	27,131,674.49
Certificates of Deposit	93,187,706.62	111,290,812.86
U. S. Notes and Bonds		5,017,204.50
U. S. Agencies	10,050,026.00	15,075,043.50
Alaska Deposits	63,312,500.00	70,612,500.00
Sub-Total	<u>\$227,778,846.83</u>	<u>\$247,668,847.38</u>
Loan and Mortgage Programs:		
Agricultural Loans	\$ 624,291.96	\$ 633,884.56
Alaska Housing Finance Corp. Mortgages	19,482,472.50	19,664,592.57
Alaska Housing Finance Corp. Notes	10,423,027.13	9,953,968.97
Alaska Native Corporations	1,000,000.00	1,775,000.00
Bank Loan Incentive	2,250,224.58	2,262,027.63
Commercial Fishing Loans	3,126,706.36	3,195,320.74
Municipal Loans	4,741,337.00	4,747,337.00
Small Business Loans	5,067,795.91	4,577,033.95
Tourism Loans	6,839,787.72	6,852,638.69
Veterans Loans	89,466,744.50	87,638,273.13
Sub-Total	<u>\$143,022,387.66</u>	<u>\$141,300,077.24</u>
Total - Operating Cash, Investment Accounts, and Loan and Mortgage Programs	<u>\$378,053,927.83</u>	<u>\$398,592,840.61</u>

## STATE OF ALASKA

DEPARTMENT OF REVENUE  
TREASURY DIVISION

## GENERAL AND STATE PROGRAM FUNDS

STATEMENT OF CONDITION AT COST  
January 31, 1976

<u>General and State Program Funds</u>	<u>Current Month</u>	<u>Prior Month</u>
Separately Invested Segregated Funds:		
Bond Construction Fund		
Certificates of Deposit	\$ 59,090,000.00	\$ 59,090,000.00
International Airport Funds		
Operating and Trust Accounts		
Certificates of Deposit	\$ 12,331,002.23	\$ 12,138,171.48
Public School Permanent Fund		
U. S. Government Agencies	\$ 6,376,568.75	\$ 6,376,568.75
University of Alaska Permanent Fund		
U. S. Government Agencies	\$ 2,090,687.50	\$ 2,090,687.50
U. S. Treasury Notes	456,480.75	456,480.75
Sub-Total	<u>\$ 2,547,168.25</u>	<u>\$ 2,547,168.25</u>
Total - Separately Invested Segregated Funds	<u>\$ 80,344,739.23</u>	<u>\$ 80,151,908.48</u>
Total - General and State Program Funds	<u>\$458,398,667.06</u>	<u>\$478,744,749.09</u>

## STATE OF ALASKA

DEPARTMENT OF REVENUE  
TREASURY DIVISION

## GENERAL AND STATE PROGRAM FUNDS

SUMMARY OF DEPOSITS IN FINANCIAL INSTITUTIONS  
January 31, 1976

<u>Institution</u>	<u>General Investment Account Deposits</u>		<u>State Program Accounts Deposits</u>
	<u>Short Term</u>	<u>Long Term</u>	
Alaska Bank of Commerce	\$	\$ 4,370,000	\$ 6,150,000
Alaska Federal Savings & Loan, Juneau	2,700,000		
Alaska Federal and State Federal Credit Union	200,000		
Alaska Mutual Savings Bank, Anchorage	440,000	5,582,500	1,000,000
Alaska National Bank, Fairbanks	400,000	2,570,000	2,700,000
Alaska State Bank	150,000	5,430,000	10,190,000
Anchorage Teachers Federal Credit Union	480,000		
Arctic First Federal Savings & Loan, Fairbanks	1,450,000		
B. M. Behrends Bank, Juneau		500,000	4,100,000
First Federal Savings & Loan, Anchorage	2,350,000		
First National Bank of Anchorage		17,630,000	16,300,000
First National Bank of Fairbanks		2,675,000	
First National Bank of Ketchikan		1,445,000	6,500,000
Home Federal Savings & Loan, Anchorage	675,000		
J. McKinley Mutual Savings Bank, Fairbanks	200,000	1,440,000	600,000
National Bank of Alaska, Anchorage		11,550,000	13,450,000
Peoples Bank & Trust, Anchorage		1,075,000	100,000
Sub-Total	<u>\$ 9,045,000</u>	<u>\$54,267,500</u>	<u>\$61,090,000</u>

	<u>Clearing Account</u>	<u>Compensating Balance</u>
Alaska National Bank, Fairbanks	\$	\$ 300,000.00
American Security & Trust Co., Wn., D. C.		25,000.00
B. M. Behrends Bank, Juneau	733,123.79	350,000.00
First National Bank of Anchorage, Juneau	3,144,722.55	610,000.00
National Bank of Alaska, Juneau	1,379,847.00	710,000.00
Sub-Total	<u>\$ 5,257,693.34</u>	<u>\$1,995,000.00</u>

Total - Time Certificates and Cash on  
Deposit in Alaska Financial  
Institutions

\$131,655,193.34

STATE OF ALASKA  
DEPARTMENT OF REVENUE  
TREASURY DIVISION

INDEX TO FINANCIAL INSTITUTIONS

<u>Reference Symbol</u>	<u>Institution</u>	<u>Location</u>
<u>ALASKA COMMERCIAL BANKS</u>		
ABC	Alaska Bank of Commerce	Anchorage
ANB	Alaska National Bank	Fairbanks
ASB	Alaska State Bank	Anchorage & Fairbanks
BMB	B. M. Behrends Bank	Juneau
FNA	First National Bank of Anchorage	Anchorage
FNB	First National Bank of Fairbanks	Fairbanks
FNK	First National Bank of Ketchikan	Ketchikan
NBA	National Bank of Alaska	Anchorage & Cordova
PBT	Peoples Bank & Trust	Anchorage
<u>ALASKA SAVINGS BANKS AND SAVINGS &amp; LOAN ASSOCIATIONS</u>		
AFSL	Alaska Federal Savings & Loan	Juneau
AS	Alaska Mutual Savings Bank	Anchorage
AFFSL	Arctic First Federal Savings & Loan	Fairbanks
FFSL	First Federal Savings & Loan	Anchorage
HFSL	Home Federal Savings & Loan	Anchorage
MMS	Mt. McKinley Mutual Savings Bank	Fairbanks
<u>OTHER BANKS</u>		
BA	Bank of America	San Francisco
BT	Bankers Trust	New York
CM	Chase Manhattan	New York
RNB	Rainier National Bank	Seattle
SP	Security Pacific	Los Angeles
<u>FEDERAL CREDIT UNIONS</u>		
AFSFCU	Alaska Federal and State Federal Credit Union	Anchorage
ATFCU	Anchorage Teachers Federal Credit Union	Anchorage

STATE OF ALASKA  
DEPARTMENT OF REVENUE  
TREASURY DIVISION  
GENERAL AND STATE PROGRAM FUNDS

GENERAL INVESTMENT ACCOUNT DEPOSITS  
January 31, 1976

SHORT TERM

<u>Due Date</u>	<u>Purchase Date</u>	<u>Held By</u>	<u>Amount</u>	<u>Yield</u>
03/08/76	07/01/75	AFSL	\$ 100,000	6.75
03/15/76	03/21/75	AFSL	250,000	6.75
03/22/76	03/26/75	AFSL	300,000	6.75
03/24/76	09/26/75	AFSL	150,000	7.50
03/26/76	03/26/74	AFSL	1,000,000	7.50
03/26/76	07/01/75	AFSL	100,000	6.75
06/02/76	09/26/75	AFSL	100,000	7.50
08/17/76	08/21/75	AFSL	700,000	7.50
02/02/76	05/27/75	AMS	200,000	6.00
02/23/76	05/27/75	AMS	240,000	6.12
02/20/76	05/26/75	ANB	100,000	6.50
03/19/76	06/23/75	ANB	100,000	6.50
03/30/76	12/31/75	ANB	200,000	5.50
02/12/76	11/14/75	AFFSL	100,000	6.75
03/12/76	06/12/75	AFFSL	150,000	6.75
03/12/76	09/15/75	AFFSL	150,000	6.75
03/15/76	03/26/74	AFFSL	200,000	6.75
03/15/76	03/20/75	AFFSL	150,000	7.50
03/15/76	11/14/75	AFFSL	100,000	6.75
03/20/76	04/05/75	AFFSL	200,000	7.50
05/07/76	12/09/75	AFFSL	157,000	6.75
09/09/76	07/09/74	AFFSL	243,000	7.50
03/29/76	07/22/75	ASB	150,000	6.35
02/13/76	05/19/75	FFSL	200,000	6.50
03/11/76	03/17/75	FFSL	500,000	7.50
03/19/76	03/25/75	FFSL	200,000	7.50
03/23/76	09/25/75	FFSL	200,000	7.75
03/25/76	03/26/74	FFSL	750,000	6.75
04/19/76	05/20/74	FFSL	500,000	7.50

## STATE OF ALASKA

DEPARTMENT OF REVENUE  
TREASURY DIVISION

## GENERAL AND STATE PROGRAM FUNDS

GENERAL INVESTMENT ACCOUNT DEPOSITS  
January 31, 1976SHORT TERM

<u>Due Date</u>	<u>Purchase Date</u>	<u>Held By</u>	<u>Amount</u>	<u>Yield</u>
03/22/76	03/23/75	HFSL	\$ 100,000	7.50
03/26/76	03/27/74	HFSL	175,000	6.75
04/07/76	08/01/75	HFSL	200,000	7.50
05/10/76	10/16/75	HFSL	200,000	7.50
02/24/76	02/25/75	MMS	200,000	6.50
02/01/76	10/31/75	ATFCU	150,000	7.50
02/28/76	10/31/75	ATFCU	160,000	7.50
03/31/76	10/31/75	ATFCU	160,000	7.50
09/19/76	09/17/74	AFSFCU	200,000	7.50
		Total	<u>\$ 9,045,000</u>	

LONG TERM

Various	Various	Alaska Banks	<u>\$ 54,267,500</u>	Various
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## STATE OF ALASKA

DEPARTMENT OF REVENUE  
TREASURY DIVISIONGENERAL AND STATE PROGRAM FUNDS  
STATE PROGRAM ACCOUNTS  
January 31, 1976BOND CONSTRUCTION FUNDS  
CERTIFICATES OF DEPOSIT

<u>Due Date</u>	<u>Purchase Date</u>	<u>Held By</u>	<u>Amount</u>	<u>Yield</u>
03/01/76	09/02/75	ABC	\$ 500,000	7.73
03/01/76	09/02/75	ABC	500,000	7.67
03/01/76	09/02/75	ABC	500,000	7.64
03/01/76	09/02/75	ABC	500,000	7.54
03/01/76	09/02/75	ABC	500,000	7.57
08/22/76	08/22/75	ABC	1,000,000	6.60
09/22/77	08/22/74	ABC	1,100,000	6.00
08/22/78	08/22/75	ABC	300,000	6.60
08/22/79	08/22/74	ABC	1,250,000	6.00
08/22/76	08/22/75	AMS	800,000	6.60
08/22/78	08/22/75	AMS	200,000	6.60
08/22/76	08/22/75	ANB	800,000	6.60
08/22/77	08/22/74	ANB	800,000	6.00
08/22/78	08/22/75	ANB	200,000	6.60
08/22/79	08/22/74	ANB	900,000	6.00
03/01/76	09/02/75	ASB	1,000,000	7.51
03/01/76	09/02/75	ASB	1,000,000	7.37
03/01/76	09/02/75	ASB	1,000,000	7.41
03/01/76	09/02/75	ASB	1,000,000	7.46
03/01/76	09/02/75	ASB	500,000	7.32
05/20/76	12/22/75	ASB	4,590,000	6.02
08/22/76	08/22/75	ASB	900,000	6.60
08/22/78	08/22/75	ASB	200,000	6.60
08/22/76	08/22/75	BMB	1,000,000	6.60
08/22/77	08/22/74	BMB	500,000	6.00
08/22/78	08/22/75	BMB	100,000	6.60
08/22/79	08/22/74	BMB	500,000	6.00
04/12/76	10/15/75	FNA	2,500,000	6.55
08/22/76	08/22/75	FNA	3,000,000	6.60
10/08/76	10/15/75	FNA	2,500,000	7.20
10/08/76	10/15/75	FNA	5,000,000	7.40
10/08/76	10/15/75	FNA	2,500,000	7.55
08/22/78	08/22/75	FNA	800,000	6.60

STATE OF ALASKA  
DEPARTMENT OF REVENUE  
TREASURY DIVISION

GENERAL AND STATE PROGRAM FUNDS  
STATE PROGRAM ACCOUNTS  
January 31, 1976

BOND CONSTRUCTION FUNDS  
CERTIFICATES OF DEPOSIT

<u>Due Date</u>	<u>Purchase Date</u>	<u>Held By</u>	<u>Amount</u>	<u>Yield</u>
03/01/76	09/02/75	FNK	\$ 5,000,000	7.50
08/22/76	08/22/75	FNK	500,000	6.60
08/22/77	06/22/74	FNK	400,000	6.60
08/22/78	08/22/75	FNK	100,000	6.60
08/22/79	06/22/74	FNK	500,000	6.00
08/22/76	08/22/75	MMS	400,000	6.60
08/22/78	08/22/75	MMS	200,000	6.60
08/22/76	08/22/75	NBA	3,300,000	6.60
08/22/76	08/22/75	NBA	300,000	6.60
08/22/77	08/22/74	NBA	4,400,000	6.00
08/22/78	08/22/75	NBA	800,000	6.60
08/22/78	08/22/75	NBA	100,000	6.60
08/22/79	08/22/74	NBA	4,550,000	6.00
08/22/79	08/22/74	PBT	100,000	6.00
		Total	<u>\$59,090,000</u>	

STATE OF ALASKA  
DEPARTMENT OF REVENUE  
TREASURY DIVISION

GENERAL AND STATE PROGRAM FUNDS  
STATE PROGRAM ACCOUNTS  
January 31, 1976

<u>Due Date</u>	<u>Purchase Date</u>	<u>Description</u>	<u>Amount</u>	<u>Yield</u>
<u>INTERNATIONAL AIRPORT REVENUE FUND</u>				
Various	Various	Certificates of Deposit	<u>\$12,138,171</u>	Various
<u>PUBLIC SCHOOL PERMANENT FUND</u> <u>U. S. Government Agencies</u>				
10/20/83	10/23/73	Federal Land Bank Bonds	\$ 750,000	7.30
05/01/97	09/25/74	Tennessee Valley Authority Bonds	478,187	8.64
10/01/97	10/27/72	Federal National Mortgage Cap. Debentures	2,511,444	7.30
12/10/97	03/06/74	Federal National Mortgage Association	269,625	8.07
11/01/02	12/21/72	General Services Administration	592,500	7.22
07/01/12	11/10/72	Washington Metropolitan Bonds	<u>799,250</u>	7.32
Total			<u>\$ 5,401,006</u>	
<u>UNIVERSITY OF ALASKA PERMANENT FUND</u> <u>U. S. Government Agencies</u>				
10/20/83	10/23/73	Federal Land Bank Bonds	\$ 250,000	7.30
05/01/97	09/25/74	Tennessee Valley Authority Bonds	434,937	8.66
12/10/97	03/06/74	Federal National Mortgage Association	269,625	8.07
11/01/02	12/21/72	General Services Administration	434,500	7.22
07/01/12	11/08/72	Washington Metropolitan Bonds	<u>701,625</u>	7.29
Sub-Total			<u>\$ 2,090,688</u>	
<u>U. S. Government Notes &amp; Bonds</u>				
02/15/82	03/01/72	U. S. Treasury Notes	<u>\$ 456,480</u>	6.35
Total			<u>\$ 2,547,168</u>	

UNIVERSITY OF ALASKA

Management Letter

December 5, 1975

RAY KOHLER & CO.  
CERTIFIED PUBLIC ACCOUNTANTS  
P. O. BOX 607  
FAIRBANKS, ALASKA 99707

December 5, 1975

Robert W. Hiatt, President, University of Alaska  
M. M. Hullinger, Vice President for Finance  
and Comptroller, University of Alaska  
Board of Regents, University of Alaska

Ladies and Gentlemen:

In connection with our examination of the financial statements of the University of Alaska for the year ended June 30, 1975, we reviewed and tested the University's system of internal accounting control to the extent we considered necessary to evaluate the system as required by generally accepted auditing standards. Under these standards the purpose of such evaluation is to establish a basis for reliance thereon in determining the nature, timing, and extent of other auditing procedures that are necessary for expressing an opinion on the financial statements.

The objective of internal accounting control is to provide reasonable, but not absolute, assurance as to the safeguarding of assets against loss from unauthorized use or disposition, and the reliability of financial records for preparing financial statements and maintaining accountability for assets. The concept of reasonable assurance recognizes that the cost of a system of internal accounting control should not exceed the benefits derived and also recognizes that the evaluation of these factors necessarily requires estimates and judgments by management.

There are inherent limitations that should be recognized in considering the potential effectiveness of any system of internal accounting control. In the performance of most control procedures, errors can result from misunderstanding of instructions, mistakes of judgment, carelessness, or other personal factors. Control procedures whose effectiveness depends upon segregation of duties can be circumvented by collusion. Similarly, control procedures can be circumvented intentionally by management with respect either to the execution and recording of transactions or with respect to the estimates and judgments required in the preparation of financial statements. Further, projection of any evaluation of internal accounting control to future periods is subject to the risk that the procedures may become inadequate because of changes in conditions, and that the degree of compliance with the procedures may deteriorate.

Our study and evaluation of the University's system of internal accounting control for the year ended June 30, 1975, which was made for the purpose set forth in the first paragraph above, was not designed for the purpose of expressing an opinion on internal accounting control and it would not necessarily disclose all weaknesses in the system. However, such study and evaluation disclosed the following conditions that we believe merit your attention.

### OVERVIEW

The University's already inadequate financial management system was subjected to additional unusual burdens during the year caused in part by:

- (a) Payroll procedure changes resulting from bargaining unit agreements.
- (b) Retroactive salary changes.
- (c) Partial funding of salary increases.

It appears there has been little or no improvement in timeliness and reliability of financial information. In following sections of this report we have addressed specific conditions we believe to represent significant internal control weaknesses.

While it is not an internal control matter, the management problems created by partial funding of salary increases deserves immediate attention of the Board of Regents to preclude or minimize future similar problems. The problem comes about primarily because the salary increase applies to all personnel whereas the state has made provision for funding only on those salaries paid from state appropriated funds. In many instances the University has entered into contracts with Federal agencies or private firms which require specific performance. The contracts typically provide for reimbursement of specified costs plus an allowance for overhead. The contract may provide that salary increases not be charged to the contract or the maximum recoverable under the contract may effectively preclude coverage of salary increases. Under such conditions the effectiveness of budgeting as a management tool is impaired and those individuals charged with the responsibility of future budgets may feel justified in providing for such contingencies in their budget requests.

During June 1975 Systems and Computer Technology Corp. (SCT) commenced work on development and implementation of an integrated business information system. An additional contract for management of the computer center was executed with that firm. Improved timeliness and reliability of financial information and improvement in many of the areas of internal control weaknesses addressed elsewhere in this letter are dependent on the success of the project jointly undertaken by the University and SCT. We consider this project to warrant close supervision by the Regents so that changes in implementation time schedules and/or failure to meet established goals can receive the attention of the Regents at the earliest possible date.

### NONMANDATORY TRANSFERS

Our management letter of December 5, 1974 expressed our reservations with regard to the practice, by the University, of effecting non-mandatory transfers of unrestricted revenues to other fund groups. In addition to the comments included in that letter, we suggest a periodic review, by the Regents, of the status of transfers previously made to ascertain their continued appropriateness. Examples of accounts which should be reviewed are:

- (1) The automatic transfer (at the direction of the Regents) of income from the State of Alaska Permanent Fund to the Planning Revolving Funds which at June 30, 1975 had unexpended balances in excess of \$1,000,000.
- (2) Annual transfers to "self insurance" reserves which now aggregate \$284,000.
- (3) Other smaller funds established by nonmandatory transfers which have been inactive or have reflected only nominal activity.

#### BUDGETING AND FUND BALANCES CARRIED FORWARD

University accounting records account for a separate fund balance for each responsibility center within the University system. These are carried forward from year to year and charged or credited with each operating year's change in fund balance. Annual budgets are prepared without anticipation of the use of existing fund balances or elimination of fund deficits.

Consideration should be given to the more generally followed method of budgeting which is to include existing balances or deficits as a part of each year's budget. The present method encourages manipulation of the budget as a means of eliminating accumulated deficits. Further, a substantial part of the accumulated deficits is made up of excess charges to the responsibility centers for payroll burden costs and this appears to be particularly inappropriate as a carry-forward item.

#### PLANT FUNDS

The University is currently administering the planning, design and construction of \$39,523,000 of 1974 State of Alaska general obligation bond projects, \$6,500,000 of revenue bonds, the completion of numerous prior year bond projects, and has also presented a proposal to submit to the 1976 State legislature for a new bond issue of \$67,500,000 for University construction projects.

The University has chosen to depart from traditional construction and planning procedures and has embarked upon an innovative system of construction planning, design and construction practices. Because of the magnitude of the expenditures and the long-range cost effects, we believe they warrant particularly close monitoring by responsible officials who have expertise in that specialized area and are without bias except as to the best use of designated public funds.

Our audit review of the construction funds indicates that a larger percentage of the construction dollar is spent for consultants (including architects) than would be the case under conventional construction methods. University personnel with whom we discussed this were of the opinion that the improved quality of buildings and the shortened time frame for completion more than offset the cost of additional consultants.

We have no special expertise with which to evaluate the benefits and costs actually gained or lost by alternative methods and procedures of planning, design and construction and do not address that question. However, the following are specific areas of cost control and internal control procedures which we believe should be strengthened:

- (1) Architects and consultant contracts provide for reimbursement of incurred costs such as travel, lodging, meals, and supplies. Terms of the contracts do not require supporting documentation customarily required for some kinds of reimbursable expenditures (for example - business purpose of entertainment expenses). The contracts do provide for advance approval of certain reimbursable expenditures; however, billings are frequently presented and paid without evidence of the required approvals. Reimbursement requests submitted to the University should be subjected to a comprehensive review at the cognizant administrative level for approval. There is little evidence, with some recent exceptions, that University personnel are reviewing such expenditures for appropriateness or for compliance with the contract terms.
- (2) In connection with the architect's changed responsibilities the University has departed from the AIA Standard form of agreement. The agreement presently used requires revision to clarify certain provisions. These provisions have been discussed with appropriate University personnel. The contracts also provide for a portion of the fee to be based on direct personnel cost times a multiplier of 2.0. Under certain circumstances, based on the architect's overhead, the architect may adjust the multiplier to 2.4. We believe the multiplier should be fixed, without conditions for adjustment.
- (3) We recommend that Internal Audit make an in-depth review of the disbursing function for construction funds. Such review should cover approval and documentation control and procedures. In addition, we suggest that Internal Audit, in participation with a qualified engineering firm, conduct a pilot study of a selected construction project to evaluate the cost effectiveness of the construction program.
- (4) Many projects appear to have been completed but have funds remaining. We recommend that such projects be closed and disposition of the funds be made as appropriate.
- (5) Engagements with consultants and architects are often effectively entered into prior to execution and approval of contract documents. Most consultants and architects engaged on the 1974 Bond projects performed substantial work prior to the November 1974 election. Contracts were executed after the approval of the bond issue. It is a frequent occurrence for professional contracts to be submitted for approval subsequent to commencement of work.

#### ENDOWMENT FUNDS

Prior management letters have mentioned that the University has obligated future funds by financing fixed asset purchases through borrowing from endowment funds. We have also questioned the appropriateness of using endowment funds to "invest" in property of the University. The most recent edition of College and University Business Administration (Page 145) addresses this matter with the following comment:

" . . . Although quasi-endowment funds can be used for any purpose, true endowment funds should not be invested in property of the institution, whether income-producing or not".

#### LOAN FUNDS

With increased availability of funds under more attractive terms (State of Alaska Student Loans, NDEA, EOG, SEOG, etc.) the demand by students for conventional repayable student loans has declined to the point that funds from individuals and organizations for that purpose are under utilized. We suggest the contributors of existing loan funds be so notified with the suggestion the original restrictions be removed and the funds be used for more needed purposes, perhaps in the form of endowments or direct student aid.

#### PURCHASING AND CASH DISBURSEMENTS -

##### NORTHERN REGION

The cash disbursing system presently in use in Fairbanks (for expenditures other than payroll which is discussed elsewhere in this letter) is not functioning efficiently. From the time an invoice is received, elapsed time until payment is frequently six weeks or more. As a result, many items are handled outside the system as "handpays". Handpays bypass certain internal control features of the system. For example, handpays are routinely processed on the basis of a check request, without supporting documentation including invoices, receiving reports, etc. To indicate the extent to which this practice is permitted, substantially all payments by Cooperative Extension Service are processed with only a check request as support. In addition to the bypassing of system controls, the numerous handpays place an additional burden on all departments involved in the disbursing function.

In conjunction with the development and implementation of the business information system earlier mentioned, we suggest an extensive revision of the method of processing documents for final payment. The revision would include a shift in the major control point in the disbursing function. Presently there are two steps in the disbursing function which contribute to the unreasonable time lapse. These are:

- (1) Invoices, upon receipt, are transmitted to the department originating the requisition for goods or services. The invoice is matched with the receiving copy of the purchase order and returned to accounts payable for further processing. Departmental approval of the invoice is the critical control point in the present procedure.

- (2) An unreasonable time lapse is presently experienced between the time batched groups of invoices are transmitted from keypunching to the computer center for automatic check preparation. This problem is directly addressed by the SCT project.

We believe consideration should be given to shifting the critical control point from departmental approval of the invoice to accounts payable audit of supporting documentation. This would be accomplished by eliminating departmental approval of the invoice and including in the documentation transmitted to accounts payable signed copies of the purchase requisition, purchase order and receiving report. Written justification for any departure from prescribed purchasing procedures would be included in the documentation supporting the disbursement.

Additionally, consideration should be given to establishing central receiving at the Fairbanks Campus. At present there are a number of expeditors engaged in arranging local purchases and effecting pickup and delivery of goods. We are informed that most of such goods would be delivered free of charge by vendors if a central receiving point were established. This would further reduce processing time for invoices and provide the improved internal control inherent in central receiving.

#### WAREHOUSE INVENTORY - FAIRBANKS

In our management letter of November 15, 1973 we noted that the warehouse inventory had increased approximately \$150,000 over a three year period. In that letter we made some suggestions designed to keep warehoused inventories at some optimum level. During the year ended June 30, 1974 an actual reduction in inventory was accomplished.

During the year ended June 30, 1975 the inventory increased approximately \$80,000 to \$489,000. Total withdrawals during the year approximated \$330,000 indicating a turnover of some 17 months. This suggests it would be appropriate to review the warehouse operations to:

- (1) Determine optimum level and purchase quantities of various inventory items.
- (2) Dispose of obsolete and overstocked items.
- (3) Analyze cost factors involved in warehousing versus purchase as required of specific slow moving items.

#### CASH RECEIPTS

Written procedures for handling cash received by the various departments of the Northern Region have been prepared and circulated but are not being followed by several departments. In general, deposits are not always submitted daily to the Business Office and several departments were not maintaining proper documentation to support amounts submitted. Deficiencies were also noted regarding refund procedures.

Specifically, Cooperative Extension, Tanana Valley Community College, College of Earth Sciences & Mineral Industry, and the Registrar's office are not depositing cash received on a regular basis. Numerical receipts to support deposits are not consistently used at Cooperative Extension or Tanana Valley Community College. Several areas were observed in which small refunds were made without obtaining proper authorization or signature of payee.

Cash received at Northern Region Business Office is receipted and often filed without adequate supporting documentation. Determining purpose of non-routine receipts is unduly time consuming and often unsatisfactory.

#### BANK RECONCILIATIONS

At year end the principal general and payroll bank accounts had not been reconciled for several months and the balances reflected in the accounting records were materially in error. At your request, our staff completed these reconciliations. Errors noted in the process of reconciliation included unrecorded securities transactions, bank transfers and bank debit and credit advices along with numerous errors and omissions in the recording of various receipts and disbursements. As of this writing, none of the principal accounts have been reconciled beyond June, 1975. The major hold up appears to be the difficulty in running the computer bank reconciliation program. Without these, general ledger personnel are unable to reconcile the various bank accounts.

Regular and timely reconciliation of bank accounts is a universally accepted control procedure. Failure to follow this procedure substantially increases the risk of losses through defalcation and management decisions based on erroneous data.

#### RECONCILIATION OF OTHER ASSET

##### AND LIABILITY ACCOUNTS

A number of asset and liability accounts are maintained to record the University's accountability for various amounts due to or from others, such as payroll taxes, employee insurance and retirement provisions and other miscellaneous items. At any given time the balances in these accounts aggregate several hundred thousand dollars. In most organizations such accounts are reconciled or analyzed on a regular recurring basis, usually monthly. Such analyses and/or reconciliations are required so that errors can be detected on a timely basis and so that items to be collected or paid are effected as required.

Reconciliations and necessary adjustments of such accounts are not being effectively completed by the University. This has resulted in a situation where significant errors can occur without detection and matters requiring collection or other action do not come to the attention of the responsible individual or department.

Attention to these matters on a regular and timely basis can be provided for by priority scheduling of tasks by administrative personnel. However, when the work is allowed to accumulate, its accomplishment is particularly difficult to effect.

GRANTS AND CONTRACTS

In an earlier section of this letter we have discussed the problems in the administration of grants and contracts caused by failure to provide a source of funding for pay increases effected during the year. In addition to these problems, we noted a general deterioration in the timeliness and accuracy of grant accounting records. Examples of items noted were:

- (1) Quarterly reports to the major grantor agencies were delinquent during the year and at year end. Reports for the quarter ended June 30, 1975 were not filed until November and December 1975.
- (2) The University administers two grants from the Kellogg Foundation. These grants require that salary increases be funded by other than foundation funds, a provision that has been ignored in reporting to the agency. One of the grants (the Musk-ox Project) has cumulative deficits exceeding \$60,000 at June 30, 1975 and is presently spending funds at a rate which may substantially increase the deficit. A substantial portion of the other grant (Alaska Native Human Resources Project) has been subcontracted to another organization without formally notifying the foundation. Financial reports to the foundation are restated in such manner that the existence of the subcontract is not disclosed. We are of the opinion the failure to obtain concurrence of the foundation in advance of this change in administration of the funds contributes to an unnecessary and undesirable degree of exposure.
- (3) During the year ended June 30, 1975 many contracts and grants were billed late, contributing to an unnecessarily high "negative cash flow" from such activities. We did observe that the timeliness of billing had improved substantially by year end.
- (4) One contract (Pipeline Archeology funded by Alyeska) was over expended \$119,000 without prior formal notification to Alyeska. Alyeska did fund the excess after registering some dismay; however, the fact that such overrun did not come to the attention of appropriate personnel for timely action is indicative of a serious control weakness.

PAYROLL

It is our observation that problems caused by basic system and procedural deficiencies in the payroll function permeate the entire accounting system and cause particular difficulties in payroll liability and bank account reconciliations. The payroll system is being re-designed by SCT. Until such time that a new payroll system is successfully implemented, many desirable corrective changes in other areas are not likely to be effectively accomplished.

We place a high priority on successful development and implementation of the new system. We believe that all levels of University administration must constructively support the implementation of the procedural changes in order for it to be successful. We realize that union contracts may have some unavoidable negative effects on preferred payroll methods. However, we do not believe administrative policy, in general, should interfere with good accounting control practice concerning payroll.

Business organizations have long accepted positive input data (time sheets, promptly submitted) for generation of payroll checks for all levels and grades of personnel. The lack of such operating discipline causes a significant number of payroll checks to be hand prepared each month. Accounting Services professional personnel have had extraordinary demands upon their time to accommodate the hand pay processing.

We strongly support the elimination of the bi-weekly and monthly payroll system. We feel the dual payment system is an unnecessary burden on effective internal control administration. We commend the Board of Regents for authorizing elimination of the dual system as requested by the administration.

Prompt and accurate payroll preparation is one of the most sensitive functions of any large organization. If strong enforcement of revised procedural requirements, as they may be ultimately established, by all appropriate University administrators is not forthcoming, we are concerned that the success of the new system will be limited.

SOUTHCENTRAL REGIONAL CENTER AND

UNIVERSITY OF ALASKA - ANCHORAGE

The Southcentral Regional Center and the University of Alaska - Anchorage continued to make significant improvements in accounting capability.

Many of the benefits of this improved capability have been lost as a result of delays in receipt of processed data from the computer center in Fairbanks. The resolution of this problem is dependent on the success of the SCT project mentioned earlier in this letter.

The Southcentral Region absorbed unbudgeted losses on grants and contracts during the year in an approximate amount of \$60,000. These losses were the results of the following:

	Amount (Approximate)
(1) Provision for loss on unpaid contract with State of Alaska	\$19,000
(2) Provision for loss on contract which specifically excluded recovery of certain expenses (these expenses were not otherwise provided for)	9,000
(3) Net contract overruns on approximately twenty contracts	<u>32,000</u>
	<u>\$60,000</u>

With regard to item (3) above, personnel at the Southcentral Regional Center attribute these overruns primarily to the unfunded salary increases discussed in a prior section of this letter.

Internal control weaknesses observed during the course of our audit which merit additional attention include:

- (1) Some travel advances continue to be charged directly to an expense account rather than to the appropriate receivable.
- (2) Accounts receivable and student loan detail records are not reconciled to the general ledger control on a regular basis.
- (3) Bid requirements on purchases have not been met in all instances. Personnel in the purchasing department have indicated most such departures were the result of commitments made by individuals without following prescribed purchasing procedures. We were informed such individuals are being notified that they will be personally liable for such commitments in the future. We suggest evidence of compliance with bidding requirements accompany all invoices in excess of \$2,500 being processed for payment. Such evidence would consist of:

- (a) a reference to the bid number;
  - (b) a reference to a state or federal contract; or
  - (c) a copy of the written justification for departure from prescribed procedures.
- (4) In our prior year's management letter we noted that fluctuations in gross profit margins for the bookstore operations suggested the need for a closer management review of the operations and more frequent physical inventories. Our review of the current year's operations indicate this need still exists.
- (5) Agency funds are those received by the University from student organizations and others for which the University acts as custodian or fiscal agent on behalf of the payor. Our examination disclosed that the major student organization at Anchorage had "overdrawn" its account approximately \$40,000. Discussion with Anchorage personnel indicated this deficit is being made up in the 1975-76 budget of the organization; however, the fact that the deficit was permitted to accumulate indicates a significant internal control problem.
- (6) In August 1974 the University made a commitment to acquire equipment costing \$22,500 from proceeds of the 1974 G. O. bond issue. The bond issue was not passed until November, 1974.
- (7) The principles of good internal control require segregation of the payroll function from the personnel department where the size of the organization permits. We do not believe a satisfactory segregation of these activities has been achieved.
- (8) Accounting control over contract activities in the Community Colleges is inadequate. In some instances billings on contracts are recorded on a cash basis. In some instances contract overhead expenses remained unrecorded throughout the year. These deficiencies in accounting control provide situations where major problems may go undetected until it is too late to take corrective measures.

\* \* \* \* \*

The primary purpose of our letter discussing internal control is to enable those individuals responsible for management decisions to give consideration to corrective measures on material weaknesses disclosed by our review. Recognizing this as the purpose of the letter, it should be understood that limiting the content to deficiencies only should not be considered to reflect on management effectiveness. Further, it should be recognized that material control weaknesses may be allowed to continue for a variety of reasons, including:

University of Alaska  
December 5, 1975  
page 12

- (1) An evaluation of the degree of risk compared to the cost of correction may make correction impractical.
- (2) The lack of acceptable alternatives may make correction impractical.
- (3) The necessity to assemble particular talents or develop procedures may delay corrective action.

We have appreciated the assistance extended us by University personnel during the course of our examination. We shall be pleased to discuss further with you any of the comments or recommendations included above.

Very truly yours,

RAY KOHLER & CO.

*Jean B. Schmitt*  
Jean B. Schmitt, Partner

## RESPONSE TO

1975 Management Letter  
Provided by Ray Kohler & Company

### Overview

We concur the unusual burdens indicated by the Auditors did further impact our already inadequate financial management systems. These factors coupled with nearly a complete turnover in personnel subjected the University to many crises during the year. Often production and decision schedules had to be altered just to cover the basic tasks required of the operating systems and personnel. All of our resources were utilized in trying to remain operational and financially responsible. Development of analytical data for management on a scheduled basis is seriously hampered due to the inability of the financial systems to react to changing demands. Eventually the information is reliable and available in the management format required.

The authorization of funds from the Legislature and the contract for an integrated financial information system was the first indication of some possible relief to this impossible situation. Much effort has been utilized in developing these new systems during FY76 and we welcome Regent support and attention to its undertaking.

### Nonmandatory Transfers

The auditors annually comment on the nonmandatory transfers even though they acknowledge that the transfers made during FY75 conform with generally accepted accounting principles for Colleges and Universities.

We believe the transfers are good business practice and necessary to meet the specific needs of the University. The transfers are detailed in financial reports of the University and no transfers made without authorization by the Regents.

### Budgeting and Fund Balance Carried Forward

We acknowledge the intent of this recommendation and recognize that sound financial management requires the carrying forward of prior year balances. Unfortunately, the time schedules for budget developments, closing the fiscal year financial records and the lack of effective management systems preclude the inclusion of prior year financial data in the current working budget plan. Each cost center manager has the responsibility for the fiscal programs of their area, which includes all prior year, current year and future year operations.

The new financial systems will provide for current financial information to be made more readily available for budget development and financial planning.

### First Funds

Response provided by Dr. Donald Meyer:

thousands of dollars a year in the maintenance and operation costs of a building across 40 years of its life. Therefore, it is felt that extra attention and effort in design has the potential for significant cost effectiveness savings.

Plant Funds, Paragraph #4

(1) The matter of reimbursement of incurred costs such as travel, lodging, meals and supplies for Architects and consultant contracts, because of the detailed checking involved has been of considerable concern to the Planning/Construction Office. Many Architects have asked that the University shift to a per diem reimbursement pattern, a system used by the Alaska Division of Buildings. This system is under study; however, because of the variety of reimbursable items, this is not a simple matter to resolve. Our review of this matter shows only a few instances where additional justification for expenditure is needed. Presently, all contracts require documentation of reimbursables and is checked by three separate individuals before payment. We will reexamine these procedures and in cooperation with the University's Accounting Department will work to improve the handling of this type of expense.

(2) "In connection with the architects changed responsibilities the University has departed from the AIA Standard form of agreement."

It has been necessary for the University to depart from the AIA Standard form of agreement between owner and architect. The role of the architect is somewhat different under Component Subsystems Procedures and the AIA, although working on a contract of this type, has not yet developed a standard form for the Subsystems mode. The contract presently used with architects on Systems Buildings has been checked by Steve Delisio and seems to be working rather effectively. It will however, be given further review. On buildings and remodeling following traditional modes contracts very similar to the AIA Standard form are used. An attempt is made to develop a contract that will facilitate the best design for a project. If the project involves a very complex design then allowances in fee are made to give extra attention to that particular problem. Regarding the overhead multiplier, we now feel we should return to a 2.0 multiplier.

(3) "We recommend that Internal Audit, in participation with disbursing functions for construction funds."

Many of the present disbursing functions have been developed in cooperation with the University's Accounting Office. The Planning/Construction Office welcomes and will cooperate to bring about any improvements in these controls and procedures.

"In addition, we suggest that Internal Audit, in participation with a qualified engineering firm, conduct a pilot study of selected construction projects, to evaluate the cost effectiveness of the construction program."

THE FOLLOWING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

projects if there is delay; in those cases proposals and letters of intent must suffice in order to proceed with the work. Certainly we must find ways of finalizing contract documents.

Endowment Funds

The stewardship and care of endowment funds by members of governing boards, including permissible investments is under review nationally. There is a model Act entitled "Uniform Management of Institutional Funds Act" being considered nationally. The prefatory note to that Act is as follows:

"Over the past several years the governing boards of eleemosynary institutions, particularly colleges and universities, have sought to make more effective use of endowment and other investment funds. They and their counsel have wrestled with questions as to permissible investments, delegation of investment authority, and use of the total return concept in investing endowment funds. Studies of the legal authority and responsibility for the management of the funds of an institution have pointed up the uncertain state of the law in most jurisdictions. There is virtually no statutory law regarding trustees or governing boards of eleemosynary institutions, and case law is sparse." ... "They concluded that there was little developed law but that legal impediments which have been thought to deprive managers of their freedom of action appear on analysis to be more legendary than real."

The act further states:

"The 'use, benefit, or purposes' of an institution broadly encompasses all of the activities permitted by its charter or other source of authority."

I believe that the past actions taken by the Regents to use endowment funds as a temporary source of monies to acquire property is appropriate and indicates prudent management. These funds are invested for variable periods to obtain maximum current return and safety of principal, combined with sufficient liquidity to permit flexibility of operations.

Loans

I do not concur with the recommendations of the Auditors as their comments are of a different range in concept. The current economic situation and governmental loan programs have made Federal and State loans more attractive than those available to the University. We should not dissipate the loan principal as the time may come when the average student will not be as affluent as at present and there will be a need for loans to students who cannot meet the Federal and State provisions.

Bank Reconciliations

Timely reconciliation of the principal general and payroll bank accounts has been a problem for several years. During the year under review we had problems with getting accurate and timely data from the banks and fell way behind on our reconciliation schedule. As a result we contracted with the audit firm to assist us in getting our accounts in order. The reconciliations were accomplished through the audit period, but we again fell behind schedule because of:

1. Checks and parts of several months' statements were misplaced by several banks.
2. Some magnetic tapes prepared by the banks for the reconciliation programs were erroneous and all of the data had to be corrected.
3. Recording of payroll handpays and voids was not timely.
4. Failure by an outside keypunch service to encode cancelled checks within the planned time schedule delayed the reconciliation.
5. Problems in running and processing bank reconciliation programs within the computer center.

All but one of the accounts are on a current basis. The one account is unreconciled since August because of insufficient data from the bank. We hope to have the missing data in February and then all accounts will be brought to a current basis. The problems with the computer center have been solved as a result of improved management practices instituted by SCT.

Reconciliation of Other Asset and Liability Accounts

We concur with the comments of the Auditor. High turnover of personnel and the top priority given to getting people paid adversely affected this function of our operations. During the past two months additional efforts have been made to get and keep these accounts current. Our efforts have resulted in a reconciled status for nearly half of the accounts and a plan to get them all current effective with the implementation of the new financial system.

Grants and Contracts

The salary increases for employees funded from unrestricted funds applied to those employees funded from restricted funds has seriously impacted the budget plans for operation of grant and contract funds and the program accomplishments. During FY 1975 the average salary increases amounted to over 21% and the largest percentage was

University Office and confirms that this position was discussed and approved.

Dr. Kings' reply of 1/28/74 approves the requested changes and emphasizes the requirement of reporting to them in the categories as listed on the annual fiscal report. The auditors questioned our reporting procedures, but this was done at the request of the Kellogg Foundation. Since their approved budget included the salaries, benefits and other support costs of the liaison position under those categories in our budget, we are required to report the costs in the same manner.

Copies of the memorandum of agreement with the Alaska Native Foundation, approved as of May, 1974 and Kellogg Foundations acceptance of our financial report dated 2/7/75 were furnished to the auditor and we thought the questions had been resolved.

The late billing of grants and contracts is discussed above and was caused by employee turnover and retroactive application of salary increases. New procedures have been installed in the department including a control card for each award containing all pertinent details as well as a calendar of due dates for all billings and financial reports. The installation of these procedures have resulted in the improved timeline of billing as remarked by the auditors.

The Pipeline Archeology contract was a unique project that required a great amount of flexibility to bring about its accomplishment. The overrun in the contract was due to two factors that were outside the control of the University. The pipeline right of way was uncovering an unusual number of prehistoric native sites requiring an increased number of personnel on this project (including a large percentage of University students) to keep ahead of the pipeline construction and not interfere with its progress. Therefore, the increased cost of the project was initially due to the larger number of people engaged on this project than originally budgeted.

After these salaries were paid, we were advised that the students must be paid at an overtime rate for the excess hours over 40 hours per week, since they were not exempt personnel under the Fair Labor Standards Act. This additional expense then resulted in the total excess costs.

Alaska did express dismay, but they acknowledged the fact that they had requested an increased member dig because of discovering more prehistoric sites than anticipated. The University would have been vulnerable to criticism if it had held up the construction of the pipeline while negotiating each extension of the contract.

We concur with the comments of the Auditors. The problems associated with the current payroll procedures have permeated throughout our financial systems

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was made to purchase the equipment in August 1974 in order to take advantage of the opportunity and in anticipation of the 1974 GO bond issue.

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7. The segregation of the payroll function from the personnel department has been under review. Considering the problems we have had with payroll the cooperative efforts made available because of the attachment of this operation to the Personnel Office have been very beneficial to both operations. As soon as adequate resources are available changes will be made to better satisfy the internal control requirements.
  8. The staff resources in the central service areas have not been adequate to properly support the outlying community colleges. The development of the Rural Educational Affairs and its related financial support unit will provide coverage for this internal control weakness. In the meantime each service area will provide as much support as they can to assist these fast growing operating areas.

We appreciate the comments and suggestions of the Auditors and will take steps to correct the internal control weakness where the materiality of the deficiency is seriously affecting the operations of the University and resources are available to implement such corrective action.

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THE PRECEDING DOCUMENT(S) MAY NOT FILM  
LEGIBLY BECAUSE OF POOR QUALITY OF THE  
ORIGINAL.

Eppenbach —

Makes permissive what had been mandatory. Statute had never been enforced.  $\frac{3}{4}$  way through year so asked only that unrestricted funds be transferred.

If money put in permanent fund would be invested and only income used. Donor cannot earmark funds; once given donor loses control.

Contracts under which Univ performs services in return for money are not included under term "gifts"

Hullinger —

Gifts, grants, and contracts all lumped as one term. In FY 75 — \$12,000 in unrestricted gifts; \$10,000 of it for law school. Other \$2000 donor said not to go to permanent fund.

List of all gifts, grants, contracts, to regents at each board meeting.

Indiv segments of Univ cannot solicit funds, must be in name of Univ.

FY 1974 ca \$600,000 in endowment above land money.

Foundation (1 $\frac{1}{2}$  years old) has little less than \$250,000.

Regents several years ago earmarked interest income from Revenue permanent fund for planning revolving fund (construction).

Div of Lands has to handle land sales.

Has never used true endowment funds for investment in Univ.

Berra —

250 repealed (implied) by 280.

Trust and agency funds (e.g. girls basketball team), grants and contracts not into permanent fund.

Interprets 280 to mean that restricted gifts to permanent fund may be used as prescribed by donor; unrestricted gifts to permanent fund could use interest only.

get  
Al  
George

SB 578 (cont)

Investment of trust funds against future appropriations highly speculative from legal viewpoint.

Last year - buy, option \$15.5 million  
May not realize effect 1.1 " for program  
This year - \$7000 contract -

Students 53:421 = 19.16 =  $\frac{114}{5.9}$

329 FT, 197 PT, 412 FTE

D	13
m	23
B	5
	<hr/>
	41

ACC 31/137

15+ -

42 996

\$2.3 million



## NEED FOR GIVING

Your gift to the University of Alaska Foundation is an investment in education — one of the most powerful tools for the survival and continued creativity of man.

A gift to higher education can provide for continued excellence in teaching, research and public service. At the University of Alaska both large and small gifts can be directed to those programs where added financial support is so necessary to progress.

Your gift to higher education can help accomplish these special goals in specific areas:

- Provide scholarships for needy and deserving students at every level.
- Maintain and further research for the benefit of mankind.
- Help to provide new physical facilities for various disciplines.
- Provide funds to bring master teachers with national and international reputations to the campus to present their wisdom to students in the classroom.
- Provide for needed reference and Alaskan works for the University library.
- Provide for gifts of sophisticated teaching materials and equipment necessary to maintain the standard of excellence in teaching.
- Encourage student creativity and initiative by providing prizes for excellence in the respective academic disciplines.
- Maintain the quality of undergraduate work and at the same time build a firm foundation for strengthened graduate programs.
- Provide funds to honor faculty members, students, staff and other deserving individuals.
- Provide for purchase of special Alaskan collections for the University of Alaska Museum.
- Support special programs of the University of Alaska Alumni Association.

## PLANS FOR GIVING

### *Gifts From Income*

Annual gifts from income can aid the University of Alaska and at the same time reduce current income taxes for the donor.

### *Capital Gifts*

Tax advantages often accrue when the individual gives real estate, securities or other property which has appreciated in value. In the case in which the donor prefers to realize a loss, the item of property should be sold and the cash given to the Foundation.

### *Testamentary Trust*

This plan is designed for the donor who wishes to provide for members of his family during their lifetimes and at the same time make a gift of the remainder to the Foundation. This method of giving often produces tax advantages to the survivors named in the estate.

### *Irrevocable Trust*

The irrevocable trust has certain specific advantages. The donor cannot make changes in an irrevocable trust once he has set it up. However, the gift presented by the irrevocable trust (other than tangible personal property) may be deducted from the donor's taxable income in the year in which the trust is created, limited by the extent of the remainder interest which ultimately will pass to the University.

### *Life Income Plans*

These plans provide the donor with a life income with the principal of the gift going to the Foundation at the time of his death.

### *Gift Annuities*

A gift annuity is an agreement between the institution and the donor, whereby the donor contributes a given sum of cash, securities, or other property in return for the payment to him, or to a beneficiary, of a fixed income for life. The principal is released absolutely to the Foundation at the death of the surviving beneficiary.

### *Gifts by Life Insurance*

The donor may benefit the Foundation through a gift of life insurance. Many people who would find it difficult to make a large contribution to the Foundation can realize their desire through gifts of existing insurance or new insurance taken out for this specific purpose.

### *Gift by Bequest*

Regardless of the size of the estate, the bequest is the most popular method of making a large gift to the Foundation. The tax savings may be substantial in the gift by bequest.

## THE UNIVERSITY OF ALASKA FOUNDATION

The University of Alaska Foundation is a non-profit corporation established in 1974 under the laws of the State of Alaska. It operates exclusively for the benefit of the University of Alaska and has been designated by the Board of Regents of the University of Alaska to solicit, receive, hold and manage funds and property on behalf of the University.

Its members and officers bring a wide range of business and professional experience as well as a high degree of motivation and competence in their efforts on behalf of the advancement of the University. The Foundation will be happy to have a qualified representative discuss with you your financial situation and tell you just what could be accomplished for the University and yourself by your gift. This discussion, of course, will put you under no obligation whatever.

For further information, please write:  
University of Alaska Foundation  
P.O. Box 79  
University of Alaska  
Fairbanks, Alaska 99701

SCOMM

#3:6



Pouch V  
JUNEAU ALASKA  
99811

# Alaska State Legislature

## House

SELECT COMMITTEE ON EDUCATION

(907) 465-4951  
or  
(907) 465-3729

February 18, 1976

Mr. Michael Bradner  
Speaker of the House  
Alaska State Legislature  
Juneau, Alaska 99801

Dear Mr. Bradner:

The Select Committee on Education has had HB 619 under consideration. A Majority of the members of the Committee recommends it Do Pass with attached amendments and recommends it be referred to the Finance Committee.

HB 619 provides for the construction of high school facilities in all villages with more than thirty students. It is the Administration's first-phase answer to the Hootch case.

All costs are estimates, based on 150 square feet per student and \$200 per square foot. The Department of Education considers both costs and locations in the bill as only guidelines for Executive Branch action. Previous rural school construction has consistently exceeded the amounts authorized by bond issue, but the Department of Public Works hopes to cut the \$200 per square foot figure by changing the bidding cycle and stay within the budget.

The Committee considered allocation of funds by regional education attendance area (REAA) rather than by village, but in view of other pending legislation decided to leave the bill in its present form.

Respectfully,

Charles H. Parr  
Chairman

CHP:jah  
Enclosures

A M E N D M E N T

OFFERED IN THE HOUSE:

By: SELECT COMMITTEE ON  
EDUCATION

To: FINANCE HOUSE BILL No. 619

SENATE BILL No. \_\_\_\_\_

PAGE: \_\_\_\_\_

LINE: \_\_\_\_\_

Page 1:

Line 7- delete "\$19,900,000" and insert "\$20,400,000"

Line 14- delete "\$19,900,000" and insert "\$20,400,000"

Line 25- delete "\$19,900,000" and insert "\$20,400,000"

Page 2:

After line 19- insert a new line showing "Northway" in  
the first column and "\$500,000" in the second  
column

Page 3:

Line 8- delete "\$19,900,000" and insert "\$20,400,000"

Line 10- delete "\$19,900,000" and insert "\$20,400,000"

An Act providing for the issuance of general obligation bonds in the amount of \$19,900,000 for the purpose of paying the cost of constructing rural secondary school facilities, e.d."

# COMMITTEE REPORT

2/6/76

HOUSE

FINANCE

Mr. Speaker:

Date \_\_\_\_\_

The ~~Committee~~ on SELECT COMMITTEE ON EDUCATION has had HB 619

under consideration. A Majority of the members of the Committee

( ) recommends it DO PASS

( ) recommends it DO NOT PASS

(X) recommends it DO PASS WITH ATTACHED AMENDMENT(S)

( ) recommends it BE REPLACED WITH CS FOR \_\_\_\_\_ AND THAT

CS FOR \_\_\_\_\_ DO PASS

(X) "and" recommends it BE REFERRED TO THE Finance

COMMITTEE

( ) reports it back WITHOUT RECOMMENDATION

( ) "other"

Members signing the Majority report:

_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

Members NOT concurring in the Majority report:

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

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

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

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

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

\_\_\_\_\_ Chairman

Introduced: 1/19/76  
Referred: Health, Education &  
Social Services and Finance

1 IN THE HOUSE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

2 HOUSE BILL NO. 619

3967

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act providing for the issuance of general obliga-  
7 tion bonds in the amount of \$19,900,000 for the  
8 purpose of paying the cost of constructing rural  
9 secondary school facilities; and providing for an  
10 effective date."

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

12 \* Section 1. For the purpose of paying the cost of constructing rural  
13 secondary school facilities, general obligation bonds of the state in the  
14 principal amount of not more than \$19,900,000 shall be issued and sold.  
15 The full faith, credit and resources of the state are pledged to the payment  
16 of the principal of and interest and redemption premium, if any, on these  
17 bonds. These bonds shall be issued under the provisions of AS 37.15 as  
18 those provisions read at the time of issuance.

19 \* Sec. 2. If the issuance of these bonds is authorized by the qualified  
20 voters of the state, a special fund of the state to be known as the 1976  
21 Rural Secondary School Construction Fund shall be established, to which  
22 shall be credited the proceeds of the sale of the bonds described in sec. 1  
23 of this Act except for the accrued interest and premiums. There is appro-  
24 priated from the 1976 Rural Secondary School Construction Fund to the  
25 Department of Education the amount of \$19,900,000. Unless reallocation  
26 among the projects is determined to be necessary by the governor, the  
27 proceeds of these bonds shall be allocated in accordance with the following  
28 projects and estimates:

29

Location

Amount

1	Manokotak		\$1,300,000	+ 200,000
2	New Stuyahok		900,000	
3	Kongiganak		1,050,000	
4	Akiachak		1,260,000	
5	Kasigluk		1,110,000	
6	Kipnuk		470,000	1,000,000
7	Kwethluk		1,770,000	
8	Napaklak		960,000	
9	Napaskiak		1,020,000	
10	Quinhagak		1,170,000	
11	Tununak		1,080,000	
12	√ Nunapitchuk	43 students	1,290,000	
13	Kalskag		990,000	
14	Ambler		930,000	
15	Noatak		770,000	
16	Stebbins		1,050,000	
17	Pilot Station		1,050,000	
18	Kotlik		1,230,000	
19	Angoon		500,000	
20	Northway		500,000	

\* Sec. 3. If the issuance of these bonds is authorized by the qualified voters of the state, the amount of \$69,650 or as much of that amount as is found necessary is appropriated from the general fund of the state to the state bond committee to carry out the provisions of this Act and to pay expenses incident to the sale and issuance of the bonds authorized in this Act. The amounts expended from the appropriation authorized by this section shall be reimbursed to the general fund from the proceeds of the sale of the bonds authorized by this Act.

\* Sec. 4. The amount withdrawn from the Public Facility Planning Fund for the purpose of advance planning for the improvements financed under

1 this Act shall be reimbursed to the fund from the proceeds of the sale of  
2 bonds authorized by this Act.

3 \* Sec. 5. The question whether the bonds authorized in this Act are to  
4 be issued shall be submitted to the qualified voters of the state at the  
5 next state general election and shall read substantially as follows:

6 Proposition

7 State General Obligation Rural Secondary School Construction

8 Bonds

20,400,000  
\$19,900,000

9 Shall the State of Alaska issue its general obligation bonds in the  
10 principal amount of not more than \$19,900,000 for the purpose of  
11 paying the cost of constructing rural secondary school facilities?

12 Bonds Yes [ ]

13 Bonds No [ ]

14 \* Sec. 6. This Act takes effect immediately in accordance with AS 01.-  
15 10.070(c).

LA01 0018 15.55 LA01 0040 15.59 02/13/76

TO: SANDRA  
FROM NAN

*Confirmation*

PLEASE GIVE FOLLOWING MESSAGE TO CHARLIE PARR.

FURTHER INFO ON 12 SCHOOLS IN 1972 \$16,000,000 BOND AUTHORIZATION (CHAPTER 195) DEPT OF EDU. PREPARED LIST (NOORVIK, TOGIAK, ST. LAWRENCE ISLAND, KIPNOK, KWETHLUK, PRICE OF WALES, ALUKANOK, BETHEL (ELEM. SCHOOL), NELSON ISLAND, ST. MARY'S, NONAPITCHUK, SAND POINT). BOND WAS PASSED "TO THE DEPT OF EDU FOR CONSTRUCTING & EQUIPPING STATE OPERATED SCHOOLS. THE "SPECIFIC USE TO BE DETERMINED BY GOVERNOR"". SOS OBJECTED TO LIST. THEY SENT PRIORITIZED LIST OF THEIR OWN. THE NEW SCHOOLS AUTHORIZED TO BE BUILT WERE BETHEL, NOORVIK, ALUKANOK, ST. MARYS, KIANA, SELAWIK, MT. VILLAGE, EMMONEK, ANIAK, NELSON ISLAND, ST. LAWRENCE ISLAND, PRICE OF WALES . NOT ALL OF THESE WERE FUNDED FROM CHAP. 195. THE FOLLOWING WERE FUNDED OUT OF CHP. 170: KIANA, SELAWICK, MT. VILLAGE, ANIAK & EMMONEK.

I.E. 1972 BOND AUTHORIZATION FUNDED 7 SCHOOLS.

FROM MIKE DAVIS EOM

Moore Business Forms, Inc.

16,000,000

FURTHER INFORMATION ON 12 SCHOOLS IN 1972 BOND AUTHORIZATION (CHAPTER 195)

DEPT OF EDUCATION PREPARED LIST (NOORUK, TOGLAK, ST LAWRENCE ISLAND  
KIPNOK, KWETHLUK, PRINCE OF WALES, ALUKANOK, BETHEL (ELEMENTARY SCHOOL)  
NELSON ISLAND, ST MARY'S, NUNAPITCHUK, SAND POINT). ~~THE~~ BOND WAS PASSED "TO  
THE DEPT OF ED FOR CONSTRUCTING & EQUIPPING ~~SOME~~ STATE OPERATED SCHOOLS. THE SPECIFIC USE TO BE  
SOS OBJECTED TO LIST. THEY SENT PRIORITIZED LIST OF THEIR OWN.

DETERMINED BY GOVERNOR

IN '74 PROJECTS WHICH

THE NEW SCHOOLS AUTHORIZED TO BE BUILT WERE

- BETHEL, NOORUK, ALUKANOK, ST MARY'S, KIANA, SELAWICK
- MT VILLAGE, EMMONEY, ANIAK, NELSON ISLAND, ST
- LAWENCE ISLAND, (PRINCE OF WALES GRAD)

~~THE~~ NOT ALL OF THESE WERE FUNDED FROM  
CHAP 195 . THE FOLLOWING

WERE FUNDED OUT OF CHAPTER 170:

- KIANA, SELAWICK, MT VILLAGE,
- ANIAK, EMMONEY,

(1E)  
HE HAD  
THE ~~POWER~~ AUTHORITY  
TO DETERMINE  
THE SITES

1E 1972 BOND  
AUTHORIZATION FUNDED  
7 SCHOOLS

465  
4951



The total amount listed for the projects was much below what it would actually cost to take care of all of them. Mr. Thompson said they would go as far as they could on the money issued through the bond but had estimated the total cost to accomplish all required to be closer to \$11 million.

Rep. Hackney asked if work would be done from within the villages or if it would be contracted out and Mr. Thompson said they were hoping it would be done within the communities. He said they weren't sure because the passage of a bill last year dividing up the unorganized borough said that the land and buildings shall belong to the State but it did not speak to who would do the construction. He said they could go to the Department of Public Works or could make a grant to an REAA Board but there was no legal basis for either.

Rep. Huntington said he was most concerned about the sewer and water act in the bush because if they were to meet the standards it set, more money would have to be found quickly or schools would be closed. He felt it was important to include operation costs and that which was necessary to meet full environmental standards when building a school. Rep. Parr said more detail would be brought out on this question when DPW testified.

Mr. Thompson said that if the grants were given to the REAA's they could reprioritize within their areas and determine where the money should go, to which repairs, etc. first.

Rep. Anderson asked how much it would cost to bring everything needed up to requirement and what the criteria was for determining which projects would be worked on first.

Mr. Thompson answered they had a complete list of needs amounting to approximately \$11 million and this list would be made available to the Committee.

There were no further questions on HB 620 and the Committee went on to HB 619.

Mr. Thompson did not have an opening statement so Chairman Parr began asking him questions from a prepared list.

Two of the villages (Kipnuk & Manokotak) had previously received appropriations but no construction had taken place. Rep. Parr asked if the appropriations being requested in HB 619 would be added to those already allocated. Mr. Thompson said they would be.

Rep. Parr asked about figures set aside for individual schools in very close proximity to each other. Mr. Thompson replied that each site was given a "planning figure" based on the number of students X the required footage per student. It did not mean two village requirements could not be combined into one building, the figures were for total planning purposes only. The plan

would provide secondary schooling for each 30 students but not every location would necessarily have to have grades through the 12th; residents may choose to have facilities for grades only through 10 and have the 11 and 12 graders participate in the boarding program. It would be left to the discretion of the individual villages.

Rep. Parr asked what the process would be if the REAA did not go through. Mr. Thompson replied that the specifications would be given to the Division of Buildings ( a school to house X number of children, etc.) and the conventional process now used would be again used.

Rep. Parr asked about user input. Mr. the responsibility of educational specifications is that of the superintendent of the district. He then usually delegates it to a principal or an outside consultant. A planning committee would be set up in the village; including the school board, parents, students and staff. He did not feel very adequate pre-planning had taken place up until now in most cases. More people would be needed from the DOE to help plan these buildings if the REAA was not put into effect.

Mr. Holden was asked to speak. He spoke to the interface between the school project and the village (sewer and water), and how to develop a planning process to involve local people (whether you have REAA's with grants or with DOE/DPW, etc.). He felt a good job had not been done up to this time in these areas. He said there was no formal State process for doing capital improvements planning. He gave material to the Committee showing a plan the Governor has endorsed which would develop a facilities procurement planning process with the object being to put it in operation by January of 1977. He said that whether we have REAA's or not is not the question since it would take the REAA's a period of time to staff up in order to do educational work. He Briefly outlined present problems they hoped to correct with the Governor's planning process.

Mr. Holden said the number of contractors now is limited but with the advent of the native corporations and their ability to bond contractors there will be more contractors available. Presently contractors are overloaded, causing building costs to rise (because of time and the normal, undisputed contracting charges).

He then outlined what they were going to attempt to do: Each program agency would have its own mission and would develop its spending proposal on behalf of REAA. That proposal would be circulated through a coordinating agency so each agency affected could respond. DPW's job would be to build or make sure the REAA's built according to sets of rules and within the bonded amount. This was termed programmatic planning.

In addition the building agency (PW) is now required to develop a long-term cost analysis of each spending proposal; called life cycle costing. He went on to explain how life cycle costing works.

Mr. Holden said the Governor has sent HB 624 to the Legislature, a bill which will create a revolving fund for capital improvements. Such funds would become available for expenditure against capital improvements projects immediately after the Legislature approved a bond issue to go to the ballot. The fund would enable preliminary design, program planning & site evaluation to proceed prior to the bond vote in order that final design work can be completed prior to the construction season (thereby saving dollars since a construction season is not lost). The fund would be reimbursed from the successful bond sales containing projects on which the funds had been expended. The revolving planning having been reimbursed is then available for program and project planning for the succeeding biennium.

The Committee asked Mr. Holden specific questions on the new plan.

Rep. Ostrosky asked about the present cost per sq. ft. and how it would be affected by the new plan. Mr. Holden responded that by setting up a standard design criteria buildings now built for approximately \$150 to \$190/sq. ft. could be built for from \$95 to \$120/sq. ft. (the University had implemented such a plan and these were the figures proven after several years).

Mr. Holden explained how the process would work with REAA's and there was further input from Committee members on advantages of the new plan and questions on problems which might arise.

At 5:30 the Committee agreed to break until the following Tuesday when the Department of Health & Social Services and DEC would testify on the new regulations from H & SS and the village safe water act. Chairman Parr asked Mr. Holden to be present as well but he will be out of town; another DPW person would be present.



Pouch V  
JUNEAU ALASKA  
99811

# Alaska State Legislature

## House

SELECT COMMITTEE ON EDUCATION

(907) 465-4951  
or  
(907) 465-3729

### MINUTES

February 10, 1976

Present: Parr, Ostrosky, Osterback, Hackney, Davis  
(arrived 4:03) and Sullivan (arrived 4:30)

Absent: Swanson and Wallis (out of town) & Beirne

Testifying: Dr. Frank Pauls, Acting Director of the  
Division of Public Health, Department of  
Health and Social Services

Mr. Sid Heidersdorf, Acting Chief, Environ-  
mental Health Section, Division of Public  
Health

Mr. Jonathan W. Scribner, Director of Division  
Water Programs, Department of Environmental  
Conservation

Dr. Jerry Sargent, Village Safe Water Program,  
Department of Environmental Conservation

Mr. Chris Roust, Facilities Coordinator, DOE

HB 619  
and  
HB 620

Chairman Parr called the meeting to order at 3:10 PM and  
introduced Dr. Frank Pauls.

Dr. Pauls stated that the purpose of his appearance was to  
briefly discuss the regulations that had been enforced in  
reference to the general sanitation of primary and secondary  
schools and also to clarify several points in reference to  
proposed regulations (amending old regulations to bring them  
up to date). These are those that deal with the environmental  
health aspects of the schools: water, waste disposal, fire  
safety, lighting and disease control measures. Major concern  
is prevention. Regulations are those which will help them  
break the chain of infection found in community and rural  
areas. He felt the regulations were not too stringent- were  
based on national standards.

Dr. Pauls introduced Mr. Heidersdorf who stated the regulations  
proposed were advertised and comments had been invited. Instead  
of having the proposed regulations go into effect 30 days after  
public notice, the Division will hold public hearings because  
of the responses received requesting them.

Rep. Hackney asked where the hearings would be held. Mr. Heidersdorf responded, possibly in Anchorage, Fairbanks and Juneau. Four hearings were requested with specific requests for hearings in Fairbanks and Anchorage.

Rep. Hackney asked why hearings would not be held in the bush communities since it affected them more. He suggested three major parts of the state hold hearings and bring people in to them. Mr. Heidersdorf said that suggestion could be explored, that they were open to suggestions and the areas mentioned were not absolutes.

Dr. Pauls clarified that in the Department of Health and Social Services they were concerned with the water that comes from the tap and how it is then handled. The Department of Environmental Conservation established regulations for the water supply systems and waste disposal systems.

Rep. Parr said, then the Department of H & SS insists that water as it comes out of the tap must meet certain specifications but is not responsible for wells or disposal. Mr. Heidersdorf said the regulations do not change the requirements for water but are more specific in some areas. They took a comprehensive set of regulations (from Wash. or Penn.) and modified them for the purposes of discussion. They were definitely open to changes and expect it to be at least another three months before the regs. become final.

Rep. Parr asked what the primary health hazards are to children, particularly in bush areas, which must be considered. Mr. Heidersdorf answered they included any disease transmitted through water and food; hepatitis, bacterial food-borne infections (also found in water), staphylococcal, dysentery, etc.

Dr. Pauls emphasized the importance of adequate water supply in schools to provide adequate hand-washing facilities. He called the human hand the most dangerous instrument; hand to mouth contamination. Proper sanitation of individuals and dishes being most important, and stressed that a personal hygiene program (which students would continue in their homes) must go hand in hand with a clean water supply.

Rep. Osterback felt the hearings should be held after the REAA Boards were elected on February 24 so the input from these people could be considered.

Rep. Ostrosky brought out the point that the new village safe water systems should remain consistent with the school construction; both school and villages should have adequate facilities in order to accomplish health standards being aimed for. She also spoke to the uniform standards; felt they were not useful in some areas because of the diverse environments within the State. She felt the standards should be attuned to the local needs.

Mr. Heidersdorf said some regulations were proposed with the idea of having a starting point, something to discuss. They were faced with the problem of one set of regulations covering communities with higher populations as well as bush communities. He said they felt they could not have two sets of standards but will acknowledge that conditions vary - that is why the exemptions (page 10 of regulations) were added. They had, for example, taken a strong stand that any new school must have water (in order to up-grade). That did not mean necessarily the full compliment of water to provide flush toilets, etc. but at least storage tanks.

Rep. Parr felt that if something was essential to the health and safety of the students it was up to them (DEH) to say so and it was up to the Division of Buildings to say how much it would cost and the legislatures job to decide where the money would come from.

Rep. Osterback asked what they planned to do if a water test proved so poor that they did not have facilities to purify it? Dr. Pauls said it depended on the type of impurification: minerals, bacteriological, etc. If it were minerals the water would have to be treated accordingly and if it were bacetriological, heavy chlorination would be required (or a boiling requirement).

Mr. Scribner testified next on water and sewer systems.

Rep. Parr said it was his understanding that in the fall of 1974 SOS signed an agreement with DEC to conduct an inventory of water and sewer facilities in all rural schools and that upon completion of the inventory SOS was to try to get the money needed to up-grade facilities and if they could not do so the schools would be closed. As far as Rep. Parr could find out, the inventory had not been completed.

Dr. Sargent, with the VSW Program said both he and Mr. Scribner had been concerned with the schools and their relationship with this agreement. Because the transfer of the schools from SOS took place at that time, the money for the position to conduct the survey was not requested by SOS and because the regions which would be administering the schools were not yet staffed, he felt SOS did not wish to go forward with the program; DEC's budget request for the project was not approved so it was never carried out.

Rep. Parr felt that in spite of the change in administering the school program it should have been carried out (the previously signed agreement) since the agreement was signed 8 months before the change with SOS took place.

There was further disucssion on the agreement.

Dr. Sargent said that since the inventory was not done his people did not know, specifically, at this time which schools

did not have adequate water and sewer facilities. A telegram listing 55 schools which required upgrading (at the cost of \$11 million) was referenced but what the list was based on was not known; probably visits by field staff and by PH and upon requests from people at the schools in the villages.

Rep. Parr asked how many villages now have adequate water systems (VSWP). Mr. Scribner said three of the villages with completed VSW facilities, combined with the schools, are Selawic, Alakanuk, and Mulato. Others being worked on are Northway, Chevak, Pitkas Point, Koyukuk and Beaver. These will be combined with schools but were done independently (expected completion this summer).

Dr. Sargent said the VSW Program has taken on the responsibility of keeping (taking) a periodic inventory on the village systems. The information would be available soon and they hoped to eventually be able to monitor each village and bank the data for immediate accessibility.

Rep. Parr asked what the cost was of getting such an inventory (by mid-summer)? Dr. Sargent said they had not separated the inventory from other items being coordinated with VSW, PHS, EPA and the Regional corporations. They said one man with travel, etc. (2-3 years designing system and making contacts) is being funded but it is so complex that it probably would not be completed by the end of the fiscal year, but may be. The exact cost is not known; will depend on how it is finally done and whether they can use existing data.

Rep. Ostrosky asked that since there are three known systems (VSW, EPA Demonstration and PHS System) would it be possible to have an inventory from each of the three so it wouldn't be necessary to do so much traveling. Dr. Sargent said they (the other two) did not have adequate information for their purposes.

Rep. Ostrosky asked if it was feasible to have the legislature or a department to take the responsibility of following up on operation and maintenance. Dr. Sargent said there was money from DEC for VSW projects for this year, but they would need assistance later (a State program, federal and state combined, etc.?) and it had not been resolved how this would be handled in the future. DEC has an interim budget to keep the VSW program going in the meantime. He said training personnel is expensive and more technical than one would imagine.

Rep. Davis asked about the possibility of using REAA (village) people and Dr. Sargent said they definitely would do this; that special personnel should come from the villages (non-profit personnel more likely would be used). Health service organizations are now getting acquainted with villagers and hope to utilize their services.

Rep. Parr made the point that it was important to not duplicate efforts (systems) in the villages. Dr. Sargent said there will be some wasted effort if a project is approved for a village and at another time for a school but they have to weigh the cost of not having facilities, even for the village, during the interium of the added project being approved and developed. They would hope to be able to tie the systems together.

Rep. Parr said as he understood it the Governor's DPW bill would tie all systems (water, elect., etc.) together for construction at one time to save time and money. Dr. Sargent said DPW had not made it clear at this time how DEC would work into this proposal (a clearing house for information?).

Rep. Parr asked if, as proposed, they could close schools if the regulations are not met; what is DEC's position on this? Mr. Scribner answered that if they could not provide safe water for schools it was their position that they be closed, or immediate positive steps be taken to get safe water to them.

Rep. Parr asked how much money was being proposed (how many villages being considered) to do VSW projects in for the coming fiscal year. Mr. Scribner said they were proposing \$1 mil. in this bond issue for VSW programs. This was a small amount designed to carry them through until the information is available and decisions could be made on where to go in the future. Two villages would be considered for this \$1 million; villages had not yet been selected.

Rep. Parr asked for an approximate figure if a complete facility is put in a village. Dr. Sargent said for an average village of 110 people the cost was \$340,000 for full range requirements to be met. Cost increase was expected at the rate of 15-25% per year. This did not mean pipes to the houses, etc. but just a complete central facility.

Dr. Sargent briefly went over the Water Supply Regulations distributed to committee members.

Testifying next was Chris Roust. Rep. Parr stated that Roust had information on the village sites choosen for water and sewer up-grade. All the Committee had been informed of was that this could be done for \$11 million (ref. telegram naming villages) but the Governor's budget called for \$2 million.

Mr. Roust said a coordination of the budget submittal was a last minute effort when DOE took over budgeting process. Mr. Lee Hayes was working for SOS and is now in Mr. Roust's office and had compiled the list of villages from existing information in that office plus input from reports of H&SS and the DEC when problems were indicated as well as from first hand experience. A typical estimate per village installation was \$100,000. They had intended to ask for \$11 million, using this list plus others which would come to their attention, but the Governor cut it to \$2 million and it would be difficult to decide which villages had a

higher priority and should receive the facilities. They would have to go on the basis of the health inspections but did not have specific enough information at this time to make the decision; are trying to get SOS files for additional input.

Mr. Roust said the number of requirements (villages) was for new systems and did not include up-grading existing ones.

Rep. Parr asked what the reasons were for giving the number of 31 students, as opposed to fewer or more, as a school building requirement. Mr. Roust did not have that information; he felt it was an average used for budgetary purposes.

Mr. Roust said their submittal listed burned schools, replacement of. In the original submittal they were listed separately in an Emergency School Fund because of the State's self-insurance policy of \$66,000 per school per year and above that there is a replacement value insurance policy which means they will pay for replacement of buildings as they were built. If a school was built 20 years ago they would only replace it up to that cost but in the 20 year period the (replacement) cost of a facility would be greatly increased because of code up-grades, etc. He felt they might have to add 2% to rebuild a facility. They had asked for an amount of money to be used as a revolving fund for replacing a facility with modern standards to prevent having unhoused students in the interior.\* The three facilities mentioned were used as an example-a basis for funding requirement-in their submittal. However, the Budget Review Committee took out the Emergency School Fund aspect and just funded those three projects; which will probably not require that amount to replace, and if the submittal goes through they will have to ask for a revised program.

There was further discussion on insurance costs and the policy, figures given in the breakdown, on details of the revolving fund mentioned, and the Cost Compensation procedure now used by the University.

Rep. Parr said some of the villages where new high schools are recommended have BIA elementary schools. He asked if a new high school would be separate or attached to the present BIA structure. Mr. Roust said generally it would be a separate structure; usually there isn't enough land at the BIA site and is a different type of construction. If there was a fairly modern facility they would look into it closely.

Rep. Parr asked, besides the 19 schools indicating a range 31 students, if they have a prioritized list to be added if the size of the bond issue was increased. Would they go down the list of 21 to 30 students range? Roust answered affirmatively; no other standards to use at this time.

The meeting adjourned at 5:10 PM

/jah

\* Between bond issues.

## Department of Education Position Paper

### Agency Comments for House Bill #619

House Bill #619 "an Act providing for the issuance of general obligation bonds in the amount of \$19,900,000 for the purpose of paying the cost of constructing rural secondary school facilities; and providing for an effective date.

### Background

With the beginning of Statehood the Department of Education endorsed a secondary school program calling for the creation of Regional Boarding Schools to be located throughout the state. This concept was found to be unsatisfactory and the concept of Area High Schools was adopted. In 1970 many smaller secondary schools were constructed that provided a residential secondary program in villages having fifty (50) to a hundred (100) students.

In 1972 this concept was further developed with the construction of additional Area High Schools throughout the state.

In 1974 this program was further expanded and still more Area High Schools were provided in rural communities wishing residential secondary programs. Some of the schools provided by this program are in the construction process at this time and are scheduled for completion during 1976.

The Hootch Case contends that the state has failed to provide residential secondary educational programs in the Unorganized Borough; that this failure is in effect a denial of the U.S. Constitution's 14th Amendment. In effect that the State has practiced discrimination in the establishment of resident secondary programs. While this case is still in litigation this bill would provide for phase one of a two phase program, that would provide a solution to this contention.

### What the Proposed Legislation Would Do

The proposed legislation would provide secondary school facilities in nineteen communities of the Unorganized Borough which have elementary schools but do not now have secondary schools, thus all communities in the Unorganized Borough with thirty or more secondary students would have access to a residential school program.

These nineteen communities are among those included in the Hootch Case. They represent those communities having thirty or more secondary students.

### Special Problems

The Department of Education recommends that on Page 1, Line 12, Section 1, that the purpose be changed from "of paying the cost of constructing rural secondary school facilities," to read "of paying the cost of acquiring, constructing and equipping rural secondary school facilities." This change would provide for meeting the needs of particular communities where remodeling and equipping an existing facility represent the preponderance of the need.

There is a possibility of problems arising by the establishing specific amounts for each location, page 2, Lines 119, section 2. This is especially true when the effects of Senate Bill #568 (should it pass) are considered. SB #568 provides the most just and equitable system for establishing project costs and the distribution of funds.

DOE Position

The State Board and the Department of Education are committed to the policy of providing secondary programs to all students throughout the state.

The Department of Education supports this proposed legislation as being the most direct method of meeting the resident secondary school facility needs of those communities having thirty (30) or more secondary students.

Other Groups that Have an Interest in the Legislation

Department of Law; Department of Public Works, Alaska Federation of Natives, Rural CAP, Alaska Legal Services, and the Alaska Unorganized Borough School District.



Pouch V  
JUNEAU ALASKA  
99811

# Alaska State Legislature House

*SELECT COMMITTEE ON EDUCATION*

(907) 465-4951  
or  
(907) 465-3729

Tuesday, February 12, 1976

Additional Folder Contents: (HB 619)

Two letters from architects- W.S. Wellenstein & Tom Huntington  
Environmental Conservation Codes; Chapter 80, Drinking Water  
List of 55 villages scheduled for water & sewer up-grade

Juneau, Alaska  
February 4, 1976

Commissioner Francis S. L. Williamson  
Department of Health and Social Services  
State of Alaska  
Pouch H-06F  
Juneau, Alaska 99811

Dear Commissioner Williamson:

At a recent meeting of the Juneau Section of the Alaska Chapter of the AIA, your proposed changes and regulations under Title 7, Schools, was discussed and the members have instructed me to prepare the following comments for your consideration.

These regulations appear to have a profound influence on school construction. These appear to provide much higher standards than required in many areas and could cause a tremendous financial burden on the State or local school districts. In many areas in the bush especially, the remoteness of these may dictate a simple but adequate system. They would not be able to meet these high standards. Some of the systems would require quite a bit of sophistication which would mean a greater demand for technical skills than are presently available. We question some of these regulations which do not appear to take into account the cost of the wastefulness of such mandatory requirements. To point out just a few examples, we offer:

.092B Let us assume that the Alaskan student needs more space in a typical classroom than the rest of the nation but the wording of this paragraph would also cover lecture halls which generally need a minimum of 7 sq. ft. per person and the proposed 25 sq. ft. would appear quite wasteful.

.092E Here we feel that a much better definition of service areas should be given since there may be times when service areas would be more practicably carpeted.

.092F The insect screen requirement in much of the northern areas would be stopped up from freezing and make the ventilation inoperable, at times even collapsing a hood.

.092H Appears to affect all storage rooms and it has been our experience that many of the school administrators request some cold storage areas.

.092I Requires panic hardware and outswinging doors neither of which is generally required in a low occupancy level.

Commissioner Francis S. L. Williamson  
February 4, 1976  
Page 2

.092J We question the requirement of hooks and shelves in toilet rooms. Generally the students are excused from classes for the use of these facilities and do not require hooks or shelves.

.092K We feel is a grossly excessive and energy wasteful requirement. Requiring one-fifth of the area to be in glass is much higher than other existing standards that we know of and would cause a considerable amount of energy loss. Some days in some areas it could cause an undue energy gain which would further tax the mechanical ventilating system. You are in effect requiring one full wall of a classroom to be window. Let us take, for example, a 30' x 25' classroom with 9' ceilings and 3' sill. The window requirement here would be 150 sq. ft. or a 6' x 25' window effectively covering one end of the room.

In the mechanical area, these would in reality require a forced air ventilating system with humidity control and we might add rather high humidity requirements for the colder regions. We feel that by making this mandatory for all situations, the regulation again would result in excessive cost.

With all the challenges that Alaska faces, might it not be better considered to bring up the existing substandard schools rather than institute excessive requirements that are costly to administer, construct and operate.

Sincerely,

Tom Huntington

TITLE 18. ENVIRONMENTAL CONSERVATION

18 AAC 80.010

18 AAC 80.020

CHAPTER 80. DRINKING WATER

SECTION

- 010 Alaska Drinking Water Standards
- 020 Source and Source Protection
- 030 General Practices Required
- 040 Water Treatment and Disinfection
- 050 Sampling and Analysis
- 060 Examination of Water
- 070 Reports and Records
- 080 Compliance
- 090 Public Notice of Noncompliance
- 100 Plan Review
- 110 Penalties
- 120 Maximum Contaminant Concentrations
- 130 Definitions

**DRAFT**  
**OCT. 28, 1975**

18 AAC 80.010. ALASKA DRINKING WATER STANDARDS (a) No person may make available, permit, allow, or cause the use of any water from the distribution system of a public water system which contains contaminants in excess of the "Maximum Contaminant Concentrations" in section 120 of this chapter. The department may waive a requirement for public water systems if such waiver does not affect the health of the consumers.

(b) No person may make available, permit, allow, or cause the use of any water from the distribution system of a public water system which contains fecal contamination, fiberglass, asbestos, metal bits, or other deleterious or foreign material.

(Eff. \_\_/\_\_/\_\_, Register \_\_)

AUTHORITY: AS 46.03.020 (10)(A)  
AS 46.03.020 (10)(C)  
AS 46.03.050  
AS 46.03.070

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*110*  
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*100*  
*100*

18 AAC 80.020. SOURCE AND SOURCE PROTECTION. No person may permit, allow, or cause pollution or contamination to enter a public water system.

(a) Requirements for water wells are as follows:

(1) A well exposed to flooding shall be constructed with provisions for sealing the well or vents when flood waters threaten to contaminate the well.

(2) The surface, ten feet in all directions around the well, shall be sloped to drain away from the well. The department may require an impervious surface, extending at least two feet in all directions from the well.

- (3) A well pit is prohibited.
- (4) Newly constructed or reworked wells shall be flushed of sediment and disinfected by techniques approved by the department before use.
- (5) Drain pipes from a well house to a sewerage system are prohibited.
- (6) All well piping, pumps or other equipment exposed to vehicular traffic shall be protected with curbs, posts, or other barriers.
- (7) Requirements for cased water wells are as follows:
  - (A) All well casings shall have a sanitary seal.
  - (B) A well shall have its casing terminate at least 12 inches above ground level or level of the well house floor.
  - (C) The annular open space outside the well casing shall be filled with a watertight cement grout, sealing clay, bentonite, or equivalent to a minimum depth of ten feet below the ground surface.
  - (D) The well casing shall be sealed off from aquifers containing water of undesirable quality.
- (8) For driven wells, the department may require the annular open space outside the suction line to be filled with a watertight cement grout, sealing clay, bentonite or equivalent to a minimum depth of ten feet below the ground surface.
  - (b) No person may, in the watershed of a surface or subsurface water supply, engage in any activity which may pollute or contaminate that water supply. Prohibited activities may include the discharge of wastewater, either treated or untreated, and the deposition of solid waste.
  - (c) Upon written notice from the department, a person who owns or is responsible for any well abandoned or not in use, any hole, either drilled, augered, or jetted, for the purpose of subsurface exploration or sampling, any cathodic protection well, or any form of excavation which may allow or cause contamination of the groundwater, may be required to seal, protect, or fill up the well, hole, or excavation as directed.
  - (d) No person may construct, install, maintain or operate a surface or subsurface water source unless the separations in Table A, measured horizontally in feet, are maintained. Where the department determines that soil conditions do not provide adequate protection against contamination of the source, greater separation may be required. If the water systems are adequately protected by techniques approved by the department, these distances may be reduced.

TITLE 18. ENVIRONMENTAL CONSERVATION

18 AAC 80.030  
18 AAC 80.050

(e) The department may require a person who owns or operates a public water system serving 100 or more persons to have an approved emergency plan, developed in accordance with guidelines issued by the department. This plan shall contain, but not be limited to, a program for supplying safe drinking water in the event of earthquake, fire, flood, avalanche, landslide, freeze-up, power or equipment outage, pressure loss, source failure, or other disaster which may disrupt water service.

(f) The department may require a person who owns or operates a public water system serving 100 or more persons to submit a system master plan. This plan shall be at a suitable scale and shall show, at least, the correct location, size and type of all pipe, valves, and fire hydrants, and the location of all sources of water, treatment works and pumping facilities.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(A)  
AS 46.03.020 (10)(C)

18 AAC 80.040. WATER TREATMENT AND DISINFECTION. (a) No person may operate, maintain, make available, permit, cause or allow the use of sub-surface water in a public water system without continuous disinfection by techniques approved by the department. The department may waive this requirement for a public water system serving less than 300 persons.

(b) No person may operate, maintain, make available, permit, cause or allow the use of surface water in a public water system without continuous filtration and disinfection by techniques approved by the department.

(c) If chlorination is used for disinfection in a public water system, no person may operate, maintain, make available, permit, cause or allow the use of any water that does not maintain a total chlorine residual of at least 0.1 mg/l throughout the distribution system.

(d) If a public water system is fluoridated, the owner or operator of that water system shall provide fluoride concentrations in the range of 0.9 mg/l to 2.4 mg/l, and as far as practicable, maintain an optimum concentration of 1.2 mg/l.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(C)  
AS 46.03.070

18 AAC 80.050. SAMPLING AND ANALYSIS. A person who owns or operates a public water system shall make, or cause to be made, sampling and analysis of the water at representative points, approved by the department, for water quality parameters at frequencies listed below. The frequencies listed are the minimum required; the department may require an increased frequency or additional monitoring for a contaminant listed in section 120 of this chapter if such contaminant is likely to be present.

(a) Initial sampling and analysis for public water systems shall be performed no later than the dates specified in Table B.

TABLE A - SEPARATIONS  
(Measured horizontally in feet)

Water System	Wastewater Treatment and Disposal Systems Sewage Pump Stations Sewer Line Manholes and Cleanouts	Community Sewer Lines Other Potential or Actual Source of Pollution or Contamination	Private Sewer Lines
Public, serving more than 25 persons	200	200	200
Public, serving 25 or less persons	150	100	75
Private	100	75	25

(In effect before 7/28/59)

AUTHORITY

AS 46.03.020 (10)(A)  
AS 46.03.020 (10)(C)  
AS 46.03.020 (10)(D)  
AS 46.03.050  
AS 46.03.070  
AS 46.03.800  
AS 46.03.810

18 AAC 80.030. GENERAL PRACTICES REQUIRED. (a) No person may construct, install, maintain, permit, cause, or allow a cross connection in a public water system.

(b) The department may require a person to install, maintain and test an approved backflow prevention device on the service line to, or at other locations in, a sewage treatment works, hospital, mortuary, laboratory, food processing facility, irrigation or fire protection system, or other facility determined by the department to have a high potential for cross connections.

(c) The department may require the owner, operator, or other persons responsible for the operation or maintenance of a public water system serving 100 or more persons to be examined and certified by the department to be competent to operate or maintain that system.

(d) The department may require a person who owns or operates a public water system serving 100 or more persons to have an approved comprehensive plan, developed in accordance with guidelines issued by the department. This plan shall contain, but not be limited to, a program to meet projected needs for future population growth, a schedule for conducting sanitary surveys, an inventory of any existing deficiencies, and a schedule to correct deficiencies.

## TITLE 18. ENVIRONMENTAL CONSERVATION

18 AAC 80.050

TABLE B - INITIAL SAMPLING AND ANALYSIS

Analyses	Systems serving 1000 or more residents.		Systems serving more than 25 and less than 1000 residents.		Systems serving less than 25 residents or non-resident populations.	
	Surface Source	Subsurface Source	Surface Source	Subsurface Source	Surface Source	Subsurface Source
Inorganic Chemicals (listed in section 120)	12/31/77	12/31/77	12/31/78	12/31/78	12/31/79	12/31/79
Organic Chemicals (listed in section 120)	12/31/77	Not Required	Not Required	Not Required	Not Required	Not Required
Coliform Bacteria	6/30/76	6/30/76	6/30/76	6/30/76	12/31/76	12/31/76
Color	6/30/76	Not Required	Not Required	Not Required	Not Required	Not Required
Turbidity	6/30/76	Not Required	6/30/76	Not Required	Not Required	Not Required
Gross Alpha Radioactivity	12/31/77	12/31/77	Not Required	Not Required	Not Required	Not Required
Chlorine Residual	6/30/76	6/30/76	6/30/76	6/30/76 (if added)	12/31/76	12/31/76 (if added)
Fluoride (if added)	6/30/76	6/30/76	6/30/76	6/30/76	12/31/76	12/31/76



18 AAC 80.070. REPORTS AND RECORDS. (a) A person who owns or operates a public water system shall retain the following records, and make reports to the department with the following frequencies on forms and in accordance with instructions furnished by the department. Upon request, the department may waive all or part of this requirement.

(1) Records of inorganic chemical, organic chemical, and radio-activity analyses shall be submitted within one month after each analysis is completed, and shall be permanently retained.

(2) Records of coliform bacteria, turbidity, color, chlorine and fluoride analyses for public water systems serving 1000 or more persons shall be submitted by the tenth of each month for the month previous, and shall be retained for the preceding five year period.

(3) Records of coliform bacteria and turbidity analyses for public water systems serving less than 1000 persons shall be submitted by the tenth of each month for the month previous, and shall be retained for the preceding five year period. Records of chlorine and fluoride analyses for public water systems serving less than 1000 persons shall be retained for the preceding five year period.

(4) Records of daily water consumption, daily treatment chemical quantities used, equipment failures, chemical spills, any system malfunction and corrective action, and any written consumer complaint for public water systems serving 1000 or more persons shall be submitted by the tenth of each month for the month previous, and shall be retained for the preceding 10 year period.

(5) Records of well logs, as-built plans and specifications, engineering reports, and any public notice of noncompliance shall be submitted within thirty days after completion of construction, the report, or action, and shall be permanently retained.

(b) A person who owns or operates a public water system shall immediately notify the department if coliform contaminants are present in a single standard sample, and shall continue notification daily until no coliforms are present in two consecutive samples.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(C)

18 AAC 80.080. COMPLIANCE. A person who owns or operates a public water system shall be required, upon written notification from the department that the water system does not meet a provision of this chapter, to furnish the department with a written plan of proposed compliance. The plan of proposed compliance shall be submitted within 15 days from receipt of the notice and shall be subject to department approval. The compliance plan shall include but not be limited to, a complete definition and analysis of all factors causing the system to be in noncompliance, a program to bring the system into compliance, and a time schedule for the proposed program.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(C)  
AS 46.03.130

18. AAC 80.090. PUBLIC NOTICE OF NONCOMPLIANCE. Upon notification by the department, a person who owns or operates a public water system shall give public notice to consumers served by the system if the system is in noncompliance with any requirement of this chapter.

(a) The public notice shall state, at least, what is in noncompliance and if a quantitative limit has been exceeded, what the limit is and at what level the water system has been operating, and an explanation of the public health significance of the items in noncompliance.

(b) The public notice shall be disseminated by publication in newspapers, by radio or television broadcast, by inclusion in water bills, or by other methods, and at frequencies approved by the department.

(c) If there is an imminent or present hazard to the health of persons consuming the water, the owner or operator shall give immediate public notice of the specific hazard, and of protective measures to be taken by the consumer.

(Eff. \_\_/\_\_/\_\_, Register\_\_)

AUTHORITY: AS 46.03.020 (10)(C)

18 AAC 80.100. PLAN REVIEW. No person may construct, install, alter, modify, renovate, improve or enter into a contract to construct, install, alter, modify, or improve a public water system or any part thereof without prior written approval from the department. Upon request, the department may waive all or part of this requirement for public water systems serving less than 100 persons.

(a) Approval shall be based on, but not limited to, complete engineering reports, plans and specifications prepared, signed and sealed by a professional civil engineer registered in the State of Alaska. If construction has not commenced within two years from date of department approval, the plans and specifications shall be resubmitted. The engineering reports and plans shall include but not be limited to the following:

(1) Results of analyses required by section 050(a) of this chapter, when developing new sources of water.

(2) Data showing the capability of a water supply source to meet water consumption needs.

(3) Location of each proposed or existing wastewater treatment and disposal system, sewage pump station, sewer line manhole and cleanout, sewer line, fuel oil or gasoline storage tank, or any other potential or actual source of pollution or contamination within 500 feet of a proposed water source.

(4) The name, address and statement of responsibilities of the water system's owner, operator or other persons responsible for operation and maintenance.

(5) Evidence of having applied to the Department of Natural Resources for a right to appropriate water as required by AS 46.15.040.

(6) Evidence of having applied to the Department of Commerce, Alaska Public Utilities Commission for a certificate of public convenience and necessity as required by AS 42.05.221.

(b) The department shall adopt guidelines by which engineering reports, plans and specifications are to be reviewed and approved.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(C)

18 AAC 80.110. PENALTIES: A person who violates any provision of this chapter is punishable by the appropriate penalties contained in AS 46.03.760(a) and AS 46.03.790. These penalties include the possibility of a maximum punishment by fine of not more than \$25,000 or by imprisonment for not more than one year or both. Each unlawful act or each day of violation may constitute a separate offense.

(Eff. \_\_/\_\_/\_\_, Register\_\_)

AUTHORITY: AS 46.03.760 (a)  
AS 46.03.790

18 AAC 80.120. MAXIMUM CONTAMINANT CONCENTRATIONS. No person may make available, permit, allow or cause the use of any water from the distribution system of a public water system which contains contaminants with concentrations in excess of those listed below. The department may waive a requirement if such waiver does not affect the health of the consumers.

(a) Inorganic chemical contaminants.

Contaminant	Maximum Contaminant Concentration (mg/l)
Arsenic . . . . .	.0.05
Barium . . . . .	.1.
Cadmium . . . . .	.0.010
Chromium . . . . .	.0.05
Cyanide . . . . .	.0.2
Fluoride . . . . .	.2.4
Iron . . . . .	.0.3
Lead . . . . .	.0.05
Manganese . . . . .	.0.05
Mercury . . . . .	.0.002
Nitrate (as Nitrogen) . . . . .	10.
Selenium . . . . .	.0.01
Silver . . . . .	.0.05
Sodium . . . . .	.250.
Zinc . . . . .	.5.

(5) Evidence of having applied to the Department of Natural Resources for a right to appropriate water as required by AS 46.15.040.

(6) Evidence of having applied to the Department of Commerce, Alaska Public Utilities Commission for a certificate of public convenience and necessity as required by AS 42.05.221.

(b) The department shall adopt guidelines by which engineering reports, plans and specifications are to be reviewed and approved.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(C)

18 AAC 80.110. PENALTIES. A person who violates any provision of this chapter is punishable by the appropriate penalties contained in AS 46.03.760(a) and AS 46.03.790. These penalties include the possibility of a maximum punishment by fine of not more than \$25,000 or by imprisonment for not more than one year or both. Each unlawful act or each day of violation may constitute a separate offense.

(Eff. \_\_/\_\_/\_\_, Register \_\_)

AUTHORITY: AS 46.03.760 (a)  
AS 46.03.790

18 AAC 80.120. MAXIMUM CONTAMINANT CONCENTRATIONS. No person may make available, permit, allow or cause the use of any water from the distribution system of a public water system which contains contaminants with concentrations in excess of those listed below. The department may waive a requirement if such waiver does not affect the health of the consumers.

(a) Inorganic chemical contaminants.

Contaminant	Maximum Contaminant Concentration (mg/l)
Arsenic . . . . .	.0.05
Barium . . . . .	.1.
Cadmium . . . . .	.0.010
Chromium . . . . .	.0.05
Cyanide . . . . .	.0.2
Fluoride . . . . .	.2.4
Iron . . . . .	.0.3
Lead . . . . .	.0.05
Manganese . . . . .	.0.05
Mercury . . . . .	.0.002
Nitrate (as Nitrogen) . . . . .	10.
Selenium . . . . .	.0.01
Silver . . . . .	.0.05
Sodium . . . . .	.250.
Zinc . . . . .	.5.

## (b) Organic chemical contaminants.

Contaminant	Maximum Contaminant Concentration (mg/l)
Phenols.....	0.001
Chlordane.....	0.003
Endrin.....	0.0002
Heptachlor.....	0.0001
Heptachlor Epoxide.....	0.0001
Lindane.....	0.004
Methoxychlor.....	0.1
Toxaphene.....	0.005
Aldrin.....	0.001
DDT.....	0.05
Dieldrin.....	0.001
2,4-D.....	0.1
2,4,5-TP Silvex.....	0.01

## (c) Physical contaminants.

Contaminant	Maximum Contaminant Concentration
Color.....	15 units
Turbidity.....	1 unit

## (d) Radioactive contaminants.

Contaminant	Maximum Contaminant Concentration (pCi/l)
Gross Alpha.....	15.
Gross Beta.....	50.
Strontium-90.....	2.
Combined Radium-226 & 228.....	5.
Tritium.....	20,000.

## (e) Coliform bacteria contaminants.

Test Method	Maximum Contaminant
(1) Membrane Filter Technique with less than 20 samples per month	The coliform densities shall not exceed one per 100 milliliters as the arithmetic mean of all samples examined per month and four per 100 milliliters in more than one standard sample per month.
(2) Membrane Filter Technique with 20 or more samples per month	The coliform densities shall not exceed one per 100 milliliters as the arithmetic mean of all samples examined per month and four per 100 milliliters in more than five percent of the standard samples per month.

- (3) Fermentation Tube Method with 10 ml portions with less than 20 samples per month Coliforms shall not be present in more than 10% of the portions in any month and in three or more portions in more than one sample per month.
- (4) Fermentation Tube Method with 10 ml portions with 20 or more samples per month Coliforms shall not be present in more than 10% of the portions in any month and in three or more portions in more than five percent of the samples per month.
- (5) Fermentation Tube Method with 100 ml portions with less than 5 samples per month Coliforms shall not be present in more than 60% of the portions in any month and in all five portions in more than one sample per month.
- (6) Fermentation Tube Method with 100 ml portions with 5 or more samples per month Coliforms shall not be present in more than 60% of the portions in any month and in all five portions in more than 20% of the samples per month.

(Eff. \_\_/\_\_/\_\_, Register\_\_)

AUTHORITY: AS 46.03.020 (10)(A)  
AS 46.03.020 (10)(C)  
AS 46.03.050  
AS 46.03.070

18 AAC 80.130. DEFINITIONS. Unless the context indicates otherwise, in this chapter

(1) "as-built plans and specifications" mean the original plans and specifications prepared for construction and approved by the department, corrected to reflect how the facility was actually constructed or installed.

(2) "backflow" means the flow of any foreign liquids, gases, or substances into the collection or distribution system of a public water system.

(3) "cathodic protection well" means any artificial excavation, constructed by any method, for the purpose of installing equipment or facilities for the protection electrically of metallic equipment in contact with the ground.

(4) "cesspool" means a subsurface pit which receives untreated sewage. New cesspools are prohibited.

(5) "coliform bacteria" means all of the aerobic and facultative anaerobic, gram-negative, nonspore-forming, rod-shaped bacteria which ferment lactose with gas production within 48 hours at 35° C. Coliform bacteria also means all organisms which produce a colony with a golden green metallic sheen within 24 hours of incubation in a nutrient enriched medium.

(6) "commissioner" means the Commissioner of the Department of Environmental Conservation.

(7) "community sewer lines" means the pipelines or conduits which carry sewage, industrial liquid waste, or other wastewater from two or more residences or business establishments to a wastewater treatment and disposal system.

(8) "contaminant" means any physical, chemical, biological, or radiological substance or matter in water.

(9) "cross connection" means any physical arrangement whereby a public water system is connected, directly or indirectly, with any non-potable water system, sewer, drain, conduit, pool, storage reservoir, plumbing fixture, or other device which contains, or may contain, contaminated water, liquid, gases, sewage, or other waste, of unknown or unsafe quality which may be capable of imparting contamination to the water supply as a result of backflow. Bypass arrangements, jumper connections, removable sections, swivel or change over devices, and other temporary; permanent or potential connections through which, or because of which, backflow could occur, are considered to be cross connections.

(10) "department" means the Department of Environmental Conservation.

(11) "disinfection" means the controlled use of chemicals, heat, ultraviolet light, irradiation, or ionizing radiation in a sufficient concentration and followed by an adequate contact time so as to destroy all pathogenic organisms.

(12) "distribution system" means post treatment storage facilities, conduits, mains, lines and appurtenances, pumping stations or other devices used to transport water from the treatment works to the property line of the consumer.

(13) "fecal contamination" means contamination from excrement of human or animal origin as shown by analytical testing for fecal coliform or fecal streptococci bacteria.

(14) "filtration" means an operation in which water and suspended matter are separated by passing the water through a porous material such as sand, anthracite, diatomaceous earth, or similar material.

(15) "person" means any individual, public or private corporation, political subdivision, government agency, municipality, industry, co-partnership, association, firm, trust, estate or any other entity whatsoever.

(16) "private sewer lines" means the pipelines or conduits which carry sewage, industrial liquid waste, or other wastewater from a single residence or business establishment to a community sewer line or to a wastewater treatment and disposal system.

(17) "private water system" means any source of water, intake works, collection system, treatment works, storage facility, and distribution system, serving a single family residence, or a system not providing water to the public.

(18) "public water system" means any source of water, intake works, collection system, treatment works, storage facility, and distribution system from which water is available for public consumption. The term includes, but is not limited to, systems providing water to residences, factories, office buildings, restaurants, schools, and other similar facilities, but excludes systems serving only a single family residence.

(19) "resident" means a person occupying a dwelling unit on a year-round basis.

(20) "sanitary seal" means a watertight seal at the top of a well casing or pipesleeve which prevents water or other liquids from entering the well.

(21) "sanitary survey" means an on-site review of the water source, facilities, equipment, operation and maintenance of a public water system for purposes of evaluating compliance with the requirements of this chapter.

(22) "septic tank" means a settling tank in which solid and scum materials may be removed from sewage.

(23) "service connection" means a connection between the distribution system of a public water system and the customer's system. The customer's system shall be considered part of the distribution system when it consists of a circulating loop or when it serves more than one single family residence.

(24) "soil absorption system" means a subsurface system, including lateral perforated discharge pipes, gravel trenches, and crushed rock, that uses soil for the percolation of septic tank effluents, treated sewage, or wastewater. This definition includes filtering fields, leaching fields, seepage beds or seepage pits, but not cesspools.

(25) "solid waste" means all unwanted or discarded solid or semi-solid material whether putrescible or nonputrescible, originating from any source, including but not limited to garbage, paper, wood, metal, glass, plastic, rubber, cloth, ashes, litter, street sweepings, dewatered sewage sludge, dead animals, junked vehicles and equipment, material and debris resulting from construction or demolition projects, hazardous wastes, gravel pit and quarry spoils, and overburden except that originating from the construction of single buildings.

(26) "storage facility" means any tank or reservoir, whether above or below ground, pond, holding basin, or other container used to hold water before or after treatment.

(27) "subsurface water" means water occupying a permeable saturated zone of soil 30 feet or more below ground surface whether perched above impermeable strata, confined between impermeable strata, or unconfined.

(28) "surface water" means water from streams, ponds, lakes, creeks, reservoirs, the oceans, and water collected from a depth less than 30 feet below ground surface.

(29) "treatment works" means the structure and appurtenances including chemical feeders, coagulation and sedimentation tanks, filtration devices, ion exchange apparatus, aeration tanks, or other works used to condition, purify, or refine water for human consumption.

(30) "wastewater" means sewage, waterborne industrial wastes, laundry liquid effluent, shower or sink water, or other wastes which are waterborne.

(31) "wastewater treatment and disposal system" means soil absorption systems, septic tanks, cesspools, and sewage treatment works.

(32) "well" means an excavation, opening, shaft, or hole from which water can be extracted from the ground.

(33) "well log" means a written report containing but not limited to a description and classification of soil and ice strata and the depths at which encountered, the depth to ground water, depth of well, length, diameter, wall thickness, and type of casing, location of perforations in casing, geographic location of well, yield, and name of owner and well driller.

(34) abbreviations used in this chapter are defined as follows

mg/l - milligrams per liter  
pCi/l - picocuries per liter  
ml - milliliter  
mth - month  
min - minimum

I

CAPITOL BUDGET REQUEST  
MOLLY HOOTCH LITIGATION  
ANALYSIS OF UNHOUSED SECONDARY STUDENTS

REGION	STUDENT POPULATION AND ESTIMATED CONSTRUCTION COSTS			
	30+	21-29	11-20	0-12
<u>Bristol Bay</u>	Manokotak (50) New Stuyahok (40)	Koliganek (23) Nondalton (23)	Chignik Lake (13) Clarks Point (11) Egegik (15) Ekwok (14) Kokhanok (14) Levelock (13) Newhalen (20) Perryville (15) Twin Hills (13)	Chignik (5) Chignik Lagoon (7) Ivanoff (5) Ivanoff Bay (3) Pedro Bay (5) Port Heiden (9) Ohgsenakale (10)
	Sub-totals (90) \$2,200,000	(46) \$1,380,000	(128) \$4,050,000	(51)
	<u>Total by Region: \$7,630,000 (264)</u>			
<u>Aleutian Chain</u>			St. George (20) \$ 450,000	Akutani (6) Atka (7) Belkofski (3) Nelson Lagoon (5) Nikolski (5) False Pass (2)
	Sub-totals		(20) \$ 450,000	(38)
	<u>Total by Region: \$ 450,000 (20)</u>			

REGIONSTUDENT POPULATION AND ESTIMATED CONSTRUCTION COSTS

	<u>30+</u>		<u>21-29</u>		<u>11-20</u>		<u>0-10</u>
<u>Lower Kuskokwim</u>	Kongiganak (35) Akiachak (42) Kasigluk (37) Kipnuk (49) Kwethluk (59) Napakiak (32) Napaskiak (34) Quinhagak (39) Tununak (36)	3,100	Atmautluak (24) Chefornak (24) Eek (21) Goodnews Bay (29) Kwigillingok (27) Mekoryuk (23) Tuluksak (26) Tuntutuliak (28)		Akiak (15) Nightmute (17)		Platinum (6) Oscarville (4)
Sub-totals	(363)	\$8,930,000	(202)	\$6,060,000	(32)	\$ 900,000	(10)
<u>Total by Region:</u>	<u>\$15,890,000 (597)</u>						
<u>Upper Kuskokwim</u>	Kalskag (33) (combined)	\$ 990,000	Chuathbaluk (21) Crooked Creek (21)	\$1,260,000	Sleetmute (17)	\$ 450,000	Lima Village (8) Red Devil (6) Stony River (9)
Sub-totals	(33)	\$ 990,000	(42)	\$1,260,000	(17)	\$ 450,000	(23)
<u>Total by Region:</u>	<u>\$2,700,000 (92)</u>						
<u>Northwest</u>	Ambler (31) Noatak (39)	\$ 930,000 770,000	Buckland (21)	\$ 630,000	Deering (12)	\$ 450,000	Kobuk (8)
Sub-totals	(70)	\$1,700,000	(21)	\$ 630,000	(12)	\$ 450,000	(8)
<u>Total by Region:</u>	<u>\$2,780,000 (103)</u>						

REGIONSTUDENT POPULATION AND ESTIMATED CONSTRUCTION COSTS

		<u>30+</u>	<u>21-29</u>	<u>11-20</u>	<u>0-10</u>
<u>Bering Straits</u>	Stebbins (35)	\$1,050,000	E11m (21) \$ 530,000	Koyuk (15) Teller (18) Brevig Mission (17) Diomede (15) Golovin (12) St. Michael (18) Shaktoolik (13) \$3,150,000	Council (4) Wales (9) White Mountain (10)
	Sub-totals (35)	\$1,050,000	(21) \$ 630,000	(100) \$3,150,000	(23)
	<u>Total by Region:</u>	<u>\$4,830,000 (164)</u>			
<u>Lower Yukon</u>	Pilot Station (35) Kotlik (41)	\$1,050,000 1,230,000	Fortuna Ledge (24) Scammon Bay (27) \$ 720,000 \$ 810,000	Russian Mission (15) Sheldon's Point (15) Pitka's Point (15)	
	Sub-totals (76)	\$2,280,000	(51) \$1,530,000	(45) \$1,350,000	
	<u>Total by Region:</u>	<u>\$5,160,000 (172)</u>			
<u>Yukon-Kuskokwim</u>				Anvik (12) Nikolai (11) Grayling (17) Shageluk (16)	Takotna (12) Telida (0)
	Sub-totals			(56) \$1,800,000	(12)
	<u>Total by Region:</u>	<u>\$1,800,000 (56)</u>			

REGIONSTUDENT POPULATION AND ESTIMATED CONSTRUCTION COSTS

	<u>30+</u>	<u>21-29</u>	<u>11-20</u>	<u>0-10</u>
<u>Middle Yukon</u>		Allakaket (23)	Huslia (20) Koyukuk (16) Minto (17) Ruby (16)	Bettles (5) Hughes (9) Manley (5)
Sub-totals		(23)	(69)	(19)
Total by Region:	\$ 2,490,000	\$ 690,000	\$ 1,800,000	
(92)				
<u>Upper Yukon</u>			Arctic Village (17) Eagle (16)	Birch Creek (4) Chalkyitsik (10) Circle (6) Rampart (6) Stevens Village (7) Beaver (8) Venetie (10)
Sub-totals			(33)	(51)
Total by Region:	\$ 900,000		\$ 900,000	
(33)				
<u>Upper Tanana</u>			Dot Lake (11) Tetlin (13)	
Sub-totals			(24)	
Total by Region:	\$ 900,000		\$ 900,000	
(24)				

REGION STUDENT POPULATION AND ESTIMATED CONSTRUCTION COSTS

	<u>30+</u>	<u>21-29</u>	<u>11-20</u>	<u>0-10</u>
<u>Copper River</u>			Mentasta (12) Whittier (12)	Tatitlek (8) Paxson (0)
Sub-totals			(24)	(8)
Total by Region:	\$ 900,000 (24)		\$ 900,000	
<u>Southeastern</u>	Angoon (40) (to complete)	\$ 500,000	Cape Pole (15) Coffman (18) Whale Pass (13)	El Capitan (5) Elfin Cove (4) Gildersleeve (7) Gustavus (7) Kasaan (4) Naukatl (6) Port Alice (8) Roosevelt Harbor (7) Rowan Bay (7) St. Johns (5) Shakan Bay (1) Thorne Bay (0) Tuxecan (6) Klukwan (7) Metlakatla (0) Annette (0)
Sub-totals	(40)	\$ 500,000	(46)	(74)
Total by Region:	\$1,850,000 (86)		\$1,350,000	
GRAND TOTAL BY REGION:	\$17,650,000	\$12,180,000	\$18,450,000	
GRAND TOTAL:	\$48,280,000			

Column 1 + 2 = \$29,830,000

Assume 16 students as minimum number for which facilities will be constructed; grand total reduced by 24 sites @ \$450,000/site = \$11,250,000

FIRST QUARTER  
 AVERAGE DAILY MEMBERSHIP 1975-76  
 ALASKA UNORGANIZED BOROUGH SCHOOL DISTRICT

<u>NORTHWEST REAA</u>	<u>ADM</u>	<u>Elem</u>	<u>Sec.</u>
Ambler	58.00	58.00	
Barrow	40.85	40.85	
Deering	19.76	19.76	
Kiana H. S.	53.30		53.30
Kivalina	72.33	55.40	16.93
Kobuk	13.00	13.00	
Noatak	101.57	90.98	10.59
Noorvik	183.27	132.32	50.95
Shungnak	54.27	33.27	21.00
	596.35	443.58	152.77

BERING STRAIT REAA

Council	6.29	6.29	
Koyuk	35.00	35.00	
Shishmaref	69.88	69.88	
Teller	35.33	35.33	
Wales	17.95	17.95	
White Mountain	19.65	19.65	
	184.10	184.10	

LOWER YUKON REAA

Ambuk H.S.	34.84		34.84
Emmonak H. S.	42.86		42.86
Mountain Vill. H.S.	39.51		39.51
Pitka's Point	28.18	28.18	
Russian Mission	31.00	31.00	
Fortuna Ledge	45.00	45.00	
	221.39	104.18	117.21

LOWER KUSKOKWIM REAA

Atmautluak	45.51	45.51	
Bethel	1,227.58	534.95	692.63
Kongiganak	76.94	76.94	
Platinum	16.87	16.87	
	1,366.90	663.27	703.63

UPPER KUSKOKWIM REAA

Aniak	101.63	54.24	47.39
Chuathbaluk	43.00	43.00	
Crooked Creek	35.68	35.68	
Red Devil	11.00	11.00	
Sleetmute	32.85	32.85	
Stony River	17.98	17.98	
	242.14	194.75	47.39

Alaska Unorganized Borough School District  
1975-76

NUSHAGAK-BRISTOL BAY REAA

	<u>Total ADM</u>	<u>Elem</u>	<u>Sec</u>
Aleknagik	23.95	23.95	
Aleknagik N.S.	17.32	17.32	
Clark's Point	23.00	23.00	
Ekwok	32.00	32.00	
Koliganek	42.13	42.13	
Levelock	21.00	21.00	
Manokotak	99.88	55.37	44.51
New Stuyahok	87.27	72.00	15.27
Ohgsenakale	14.14	14.14	
Togiak	141.92	79.60	62.32
Twin Hills	25.93	25.93	
	<u>528.54</u>	<u>406.44</u>	<u>122.10</u>

LAKE-PENINSULA-BRISTOL BAY REAA

Chignik	25.39	25.39	
Chignik Lagoon	18.00	18.00	
Chignik Lake	31.00	31.00	
Egegik	23.63	23.63	
Igiugig	9.70	9.70	
Ivanof Bay	8.41	8.41	
Kokhanok	25.71	25.71	
Newhalen	61.00	38.00	23.00
Nondalton	71.76	33.76	38.00
Pedro Bay	8.61	8.61	
Perryville	24.53	24.53	
Pilot Point	12.00	12.00	
Port Heiden	26.34	13.34	13.00
	<u>346.08</u>	<u>272.08</u>	<u>74.00</u>

ALEUTIAN CHAIN REAA

Akutan	11.00	11.00	
Atka	13.59	13.59	
Belkofski	9.98	9.98	
Cold Bay	25.00	20.37	4.63
False Pass	9.41	9.41	
Nelson Lagoon	11.29	11.29	
Nikolski	9.80	9.80	
Sand Point	127.93	93.70	34.23
	<u>218.00</u>	<u>179.14</u>	<u>38.86</u>

PRIBILOF ISLAND REAA

	<u>Total ADM</u>	<u>Elem</u>	<u>Sec</u>
St. George Island	34.78	34.78	
St. Paul Island	149.41	96.34	53.07
	184.19	131.12	53.07
<u>ADAK REAA</u>			
Adak	655.00	442.86	212.14

McGRATH REAA

Anvik	25.34	25.34	
Holy Cross	71.17	58.41	12.76
Lime Village	14.00	14.00	
McGrath	115.25	55.45	59.80
Nikolai	22.00	22.00	
Takotna	9.95	8.95	1.00
Telida	11.00	11.00	
	268.71	195.15	73.56

MIDDLE YUKON REAA

Allakaket	37.00	37.00	
Bettles	13.00	13.00	
Hughes	20.00	20.00	
Huslia	63.02	30.57	32.45
Katag	74.59	43.98	30.61
Koyukuk	34.79	34.79	
Manley Hot. Springs	12.41	11.17	1.24
Minto	42.71	25.71	17.00
Nulato	144.89	55.25	89.64
Ruby	44.58	18.97	25.61
Tanana	153.44	72.56	80.88
	640.43	363.00	277.43

UPPER YUKON REAA

Arctic Village	29.00	29.00	
Birch Creek	8.00	8.00	
Chalkyitsik	21.55	21.55	
Circle	13.05	13.05	
Fort Yukon	194.87	98.80	96.07
Rampart	11.00	11.00	
Stevens Village	12.00	12.00	
	289.47	193.40	96.07

UPPER RAILBELT REAA

	<u>Total ADM</u>	<u>Elem</u>	<u>Sec.</u>
Anderson Village	148.07	73.88	74.19
Brown's Court	11.45	11.45	
Cantwell	23.48	23.48	
Tri-Valley	173.28	103.36	69.92
	<u>356.28</u>	<u>212.17</u>	<u>144.11</u>

*Southeast*ANNETTE ISLAND REAA

Annette	74.02	74.02	
Metlakatla	342.92	174.41	168.51
	<u>416.94</u>	<u>248.43</u>	<u>168.51</u>

*William Sound*  
SOUTHEASTERN REAA

Cape Pole	33.29	33.29	
Coffman Cove	37.61	37.61	
El Capitan	9.36	9.36	
Flat Creek	14.51	14.51	
Gildersleeve	8.00	8.00	
New Kasaan	15.25	15.25	
Naukati Bay	11.31	11.31	
Port Alice	16.61	16.61	
Roosevelt Harbor	11.69	11.69	
Rowan Bay	22.25	22.25	
St. John's Harbor	17.80	17.80	
Thorne Bay	100.41	72.80	27.61
Tuxekan	21.46	21.46	
Whale Pass	20.99	20.99	
	<u>340.54</u>	<u>312.93</u>	<u>27.61</u>

*Northern Sound*  
FREDERICK SOUND REAA

Angoon	86.97	86.97	
Elfin Cove	6.95	6.95	
Gustavus	8.19	8.19	
Tenakee Springs	7.00	7.00	
	<u>109.11</u>	<u>109.11</u>	

COPPER RIVER REAA

Chistochina	30.00	30.00	
Copper Center	100.05	100.05	
Gakona	36.41	36.41	
Glennallen	425.42	191.56	233.86
Kenny Lake	124.91	124.91	
Paxson	13.56	13.56	
Alcantra Youth Camp (1976 only)	12.73	5.39	7.34
	<u>743.08</u>	<u>501.88</u>	<u>241.20</u>

UPPER TANANA WEST REAA

	<u>Total ADM</u>	<u>Elem</u>	<u>Sec</u>
Delta Junction	505.37	278.37	227.00
Hot Greely	345.95	221.66	124.29
Trims Camp	10.54	10.54	
	<u>861.86</u>	<u>510.57</u>	<u>351.29</u>

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UPPER TANANA EAST REAA

Dot Lake	22.58	22.58	
Eagle	39.65	39.65	
Mentasta Lake	24.95	24.95	
Northway	83.71	71.05	12.66
Tok	216.58	148.47	68.11
	<u>387.47</u>	<u>306.70</u>	<u>80.77</u>

CHUGACH REAA

Tatitlek	18.41	17.00	1.41
Whittier	31.56	24.41	7.15
	<u>49.97</u>	<u>41.41</u>	<u>8.56</u>

PW 11 0017 17.18 PW 01 0029 17.18 08/20/75

PWA 14

DEPT OF EDUCATION  
JUNEAU

CHRIS ROUST

2800

*mailed per  
phone call.*

21

62

11-2

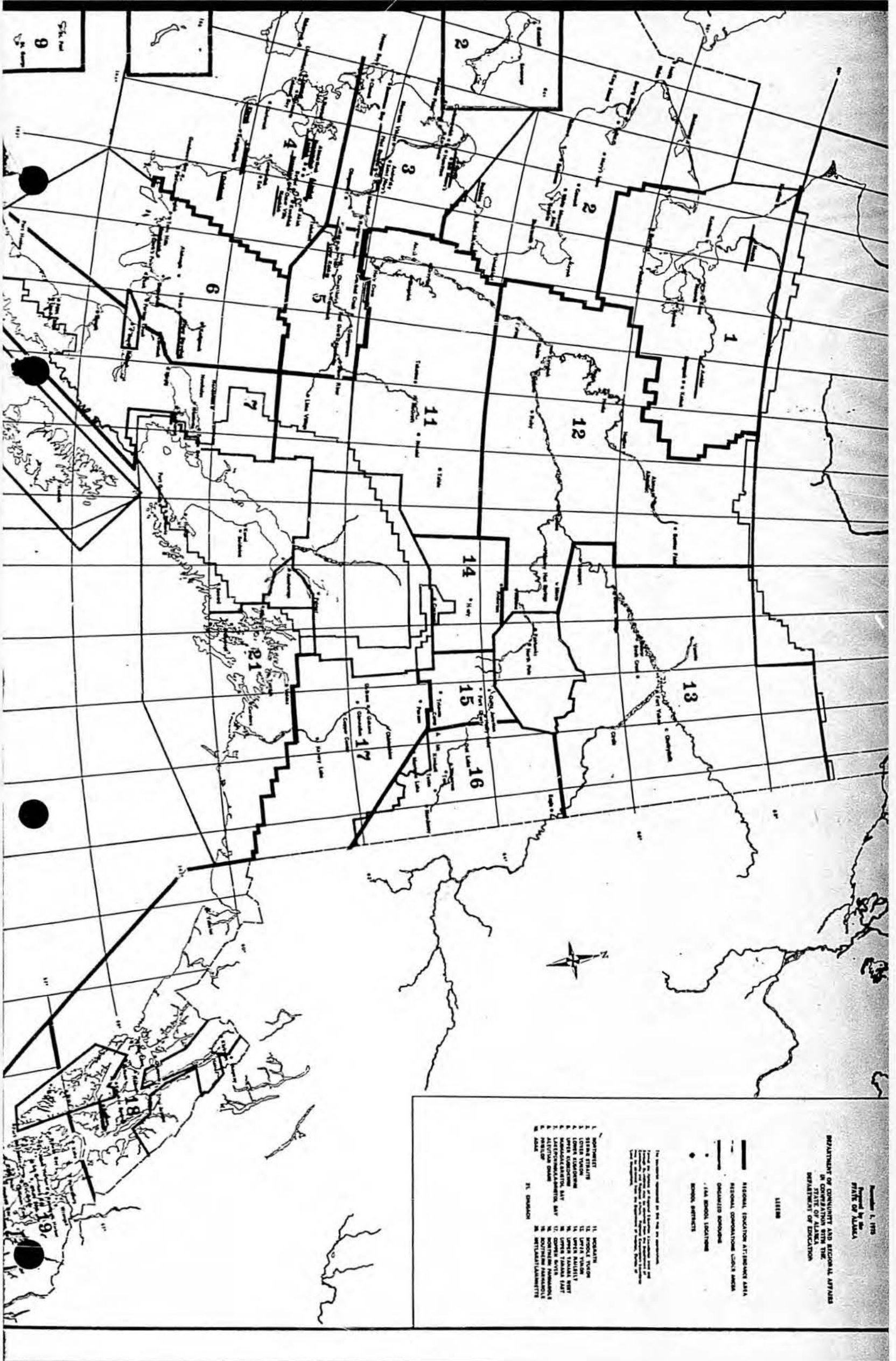
THIS IS A LIST OF LOCATIONS OF SEWER WATER UP GRADE.

DELTA, EAGLE, TOK, ARCTIC VILLAGE, BIRCH CREEK, CIRCLE, RAMPART,  
STEVENS VILLAGE, CHRISTOPHINE, COOPER CENTER, PAXSON, TATITLEK,  
ANVIK, CHUATHVALUK, CROOKED CREEK, FOUNTAIN LEDGE, HOLLY CROSS,  
MC GRATH, NICHALIN, PITKAS POINT, RED DEVIL, RUSSIAN MISSION,  
STONY RIVER, BUCKLIN, COUNSLER, DEERING, ROBOK, ROYOK, WALES, ALERMA,  
ALAKMAGIK NORTH SHORE, CHIGNIK, CHIGNIK LAKE, CHIGNIK LAGOON, CLARK PO  
EKWOK, IGWIG, IVANOF BAY, KOKHANOK, KOLIGABEL, LEVELOCK, NEW HANVILLE  
OHGSENKALE, PADRO BAY, PERRY VILLE, PLATINUM, POINT HIDDEN, TWIN HILLS  
HOMES, HUSLIA, KOYORUK, MAHLEY HOT SPRINGS, RUBY, TADANA, ANDERSON VILL  
BROWNS COURT, AKRENTAN, DELKOFSKI, COLD BAY, NELSON LAGOON, NIKOLSKI,  
PILOT POINT.

MEMO TO FOLLOW.

LEE HAYES SOS ANCHORAGE 8-20-75 MW

*Lee Hayes*



Revised 5, 1975  
 Prepared by the  
 STATE OF ALASKA

DEPARTMENT OF COMMUNITY AND REGIONAL AFFAIRS  
 IN COOPERATION WITH THE  
 DEPARTMENT OF EDUCATION

LEGEND

- REGIONAL EDUCATION ATTENDANCE AREA
- REGIONAL EDUCATION ATTENDANCE AREA
- DISTRICT BOUNDARY
- LOCAL SCHOOL LOCATION
- SCHOOL DISTRICT

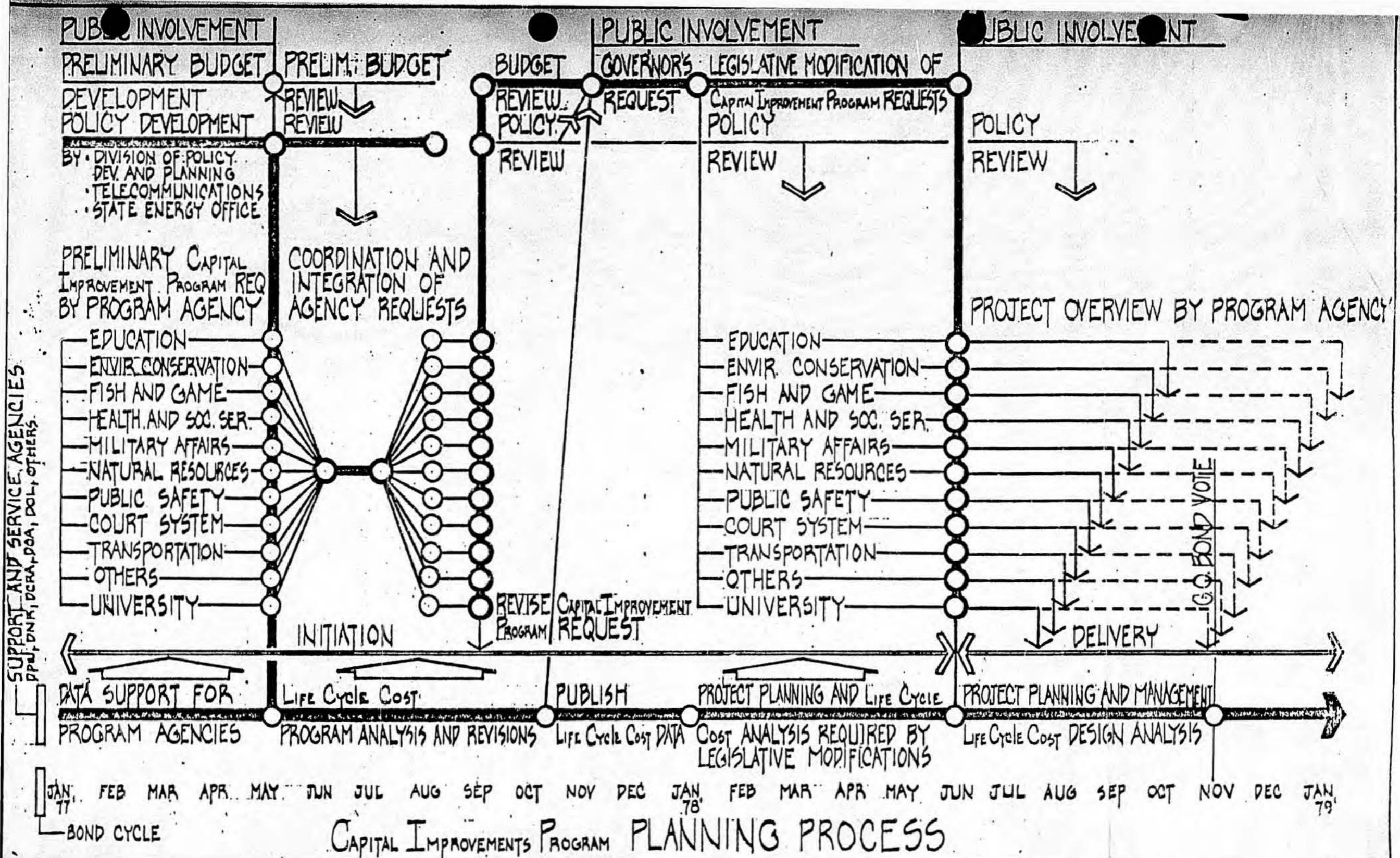
The boundaries shown on this map are approximate. They are based on the best available information and are subject to change. The Department of Education is not responsible for any errors or omissions on this map.

- SOUTHWEST**
- 1. SITKA DISTRICT
  - 2. LITTLE TOKO DISTRICT
  - 3. UPPER KODIAK DISTRICT
  - 4. KODIAK DISTRICT
  - 5. KATIA DISTRICT
  - 6. KATIA DISTRICT
  - 7. KATIA DISTRICT
  - 8. KATIA DISTRICT
  - 9. KATIA DISTRICT
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  - 17. KATIA DISTRICT
  - 18. KATIA DISTRICT
  - 19. KATIA DISTRICT
  - 20. KATIA DISTRICT
  - 21. KATIA DISTRICT

Number of Students Per District:

(75-76 First Quarter)

ALASKA	UNORGANIZED	BOROUGH	SCHOOL DISTRICT		
			Total	Elementary	Secondary
Northwest Area			596.35	443.59	152.77
Bering Strait			184.10	184.10	-0-
Lower Yukon			221.39	104.18	117.21
Lower Kuskowim	1,366.90		663.27	703.63	
Upper Kuskowim			242.00	194.75	47.39
Nushagak-Bristol Bay			528.54	406.44	122.10
Lake Peninsula-Bristol Bay			346.08	272.08	74.00
Aleutian Chain			218.00	179.14	38.86
Privilof Island			184.19	131.12	53.07
Adak			655.00	442.86	212.14
McGrath			268.71	195.15	73.56
Middle Yukon			640.43	363.00	277.43
Upper Yukon			289.47	193.40	96.07
Upper Railbelt			356.28	212.17	144.11
Southeast			416.94	248.43	168.51
Southern Panhandle			340.54	312.93	27.61
Northern Panhandle			109.11	109.11	-0-
Copper River			743.08	501.88	241.20
Upper Tanana West			861.86	510.57	351.29
Upper Tanana East			387.47	306.70	80.77
Chugach			49.97	41.41	8.56



COMPARATIVE COST ANALYSIS OF EDUCATING UNHOUSED  
SECONDARY STUDENTS WITHIN THE UNORGANIZED BOROUGH  
SCHOOL DISTRICTS

Explanatory Notes:

Attached is a two-part summary comparing the cost of providing secondary education in a student's place of residence with the cost of educating him away from home through the present boarding home program. Included are estimates of the cost of providing the facility to implement such a program. Implementation costs are calculated by two methods: (1) A straight-line projection using the formula 150 sq. ft. per student (a recognized standard developed by Educational Facilities Laboratory) X \$200 per sq. ft. (2) Application of the above formula for schools having 21 or more secondary students, and use of a flat project cost for schools with 10 to 20 secondary students.

The flat project cost for schools with 10 to 20 secondary students represents the outlay required to construct a 2,300 sq. ft. multipurpose classroom with associated facilities. The building that will be provided by the flat project cost of \$450,000 will adequately house the minimum sized, separately administered secondary program that is educationally sound. Below this point the project becomes so small that it is not justifiable in terms either of educational soundness or of cost of benefits to the State.

Column 1 identifies average projected ADM.

Columns 2-7 indicate operating costs of educating students away from their place of residence, using projected FY-76 costs. The reader is to be cautioned that the averages per ADM used are State-wide average costs, not necessarily the costs associated with educating children from a particular region. For example, most of the secondary students from the Bering Straits region attend high school in Nome where operating costs would be considerably higher.

Column 2 is the average foundation support per ADM X Column 1.

Column 3 is the average boarding costs per ADM X Column 1.

Column 4 is the average tuition rate of the city and borough school districts X Column 1.

Column 5 is the average per pupil transported, adjusted, assuming that 50% of students living away from home will be transported X Column 1.

Column 6 is the average state payment per ADM for debt retirement on capital outlay in the city and borough school districts X Column 1.

Column 7 is a total of Columns 2-7.

Column 8 is the projected foundation instructional units as computed from AS 14.17 and based on Column 1.

Column 9 is computed as provided in Ch. 124 SLA 1975 X Column 1.

Column 10 assumes a debt retirement of the total of Column 14 X 250% divided by 30 years.

Column 11 is the total of Columns 8-10.

Column 12 is the differences between Columns 7 and 11.

Column 13 is adjusted, Column 1 X 150 sq. ft.

Column 14 is adjusted to eliminate locations with less than 10 students and where some construction is currently taking place.

MANOKOTAK (\$1,300,000)

## Operating Costs Away From Home

Average Proj. ADM	Foundation Aver. Rate Per ADM \$1523	Boarding Costs \$2600	Tuition Aver.State- wide rates \$478	Pupil Trans. Per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	TOTAL
50	76,150	130,000	23,900	4,875	13,450	248,375

## Operating Costs at Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ \$2,395	Total	Net Differ- ence	Aver. No. of Students per 150 sq. feet	Column 13 X \$200 per sq. foot	Comments
155,760	20,000	119,750	295,510	47,135	7,500	(1,500,000)	1,300,000 Need shops and multi- purpose space (General class- room built)

3-20

NEW STUYAHOK (\$900,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate Per ADM \$1523	Boarding Costs \$2600	Tuition Aver.State-wide rates \$478	Pupil Trans. Per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
40	60,920	104,000	19,120	3,900	10,760	198,700

Operating Costs at Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ \$2,395	Total	Net Difference	Average No. of Students per 150 sq. feet	Column 13 X \$200 per sq. foot	Comments
124,608	16,000	95,800	236,408	37,708	6,000	(1,200,000)	900,000 Need Shops and Multipurpose Space. (General Classroom built)

4-20

KONGIGANAK (\$1,050,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate Per ADM	Boarding Costs \$2600	Tuition Aver.State-wide rates \$478	Pupil Trans. Per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
35	53,305	91,000	16,730	3,413	9,415	173,863

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
128,308	14,000	83,825	226,133	52,270	5,250	1,050,000	

5-20

AKIACHAK (\$1,260,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate Per ADM	Boarding. Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. Per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
42	63,966	109,200	20,076	4,095	11,298	208,635

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
128,308	16,800	100,590	245,698	37,063	6,300	1,260,000	

6-20

KASIGLUK (\$1,110,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate Per ADM	Boarding Costs \$2600	Tuition Aver. State wide rates \$478	Pupil Trans. Per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
37	56,351	96,200	17,686	3,607	9,953	183,797

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
128,308	14,800	88,615	231,723	47,926	5,550	1,110,000	

7-20

KIPNUK (\$470,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. Per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total	
49	\$1,523	74,627	127,400	23,422	4,777	13,181	243,407

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
160,385	19,600	117,355	297,340	53,933	7,350	1,470,000	470,000 Need multipurpose room and related 1,000,000

8-20

KWETHLUK (\$1,770,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs	Tuition Aver. State-wide rates	Pupil Trans. Per ADM @ 50%	Debt Retirement City & Borough @	Total
	\$1,523	\$2600	\$478	\$97.50	\$269	
59	89,857	153,400	28,202	5,753	15,871	293,083

Operating Costs at Home

Foundation IU X Allotment @	Local Contri. Rate	C/Outlay @	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
\$31,152	@ \$400	@ 2,395					
160,385	23,600	141,305	325,290	32,207	8,850	1,770,000	

9-20

NAPAKIAK (\$960,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. Per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
32	48,736	83,200	15,296	3,120	8,608	158,960

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
96,231	12,800	76,640	185,671	26,711	4,800	960,000	

10-20

NAPASKIAK (\$1,020,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
34	51,782	88,400	16,252	3,315	9,146	168,895

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
128,308	13,600	81,430	223,338	54,443	5,100	1,020,000	

11-20

QUINHAGAK (\$1,170,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs	Tuition Aver. State-wide rates	Pupil Trans. per ADM @ 50%	Debt Retirement City & Borough @	Total
	\$1,523	\$2600	\$478	\$97.50	\$269	
39	59,397	101,400	18,642	3,803	10,491	193,733

Operating Costs At Home

Foundation IU X Allotment @	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
\$31,152							
128,308	15,600	93,405	237,313	43,580	5,850	1,170,000	

12-20

TUNUNAK (\$1,080,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs	Tuition Aver. State-wide rates	Pupil Trans. per ADM @ 50%	Debt Retirement City & Borough @	Total
	\$1,523	\$2600	\$478	\$97.50	\$269	
36	54,828	93,600	17,200	3,510	9,684	178,830

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
128,308	14,400	86,220	228,928	50,098	5,400	1,080,000	

13-20

NUNAPITCHUK (\$1,290,000) (Figures not available.)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs	Tuition Aver. State-wide rates	Pupil Trans. per ADM @ 50%	Debt Retirement City & Borough @	Total
	\$1,523	\$2600	\$478	\$97.50	\$269	

Operating Costs At Home

Foundation IU X Allotment @	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
\$31,152							

14-20

LOWER KALSKAG and KALSKAG (\$990,000)(Combined in one school)

Operating Costs Away From Home

	Average Project ADM	Foundation Aver. Rate per ADM \$1,523	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
Lower Kalskag	19	28,937	49,400	9,082	1,853	5,111	94,383
Kalskag	14	21,322	36,400	6,692	1,365	3,766	69,545

Operating Costs At Home

	Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
Lower Kalskag	66,004	7,600	45,505	119,109	24,726	2,850	570,000	990,000 Combined in one school
Kalskag	66,004	5,600	33,530	105,134	35,589	2,100	420,000	

15-20

AMBLER (\$930,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
31	47,213	80,600	14,818	3,022	8,339	153,992

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
99,006	12,400	74,245	185,651	31,659	4,650	930,000	

16-20

NOATAK (\$770,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs	Tuition Aver. State-wide rates	Pupil Trans. per ADM @ 50%	Debt Retirement City & Borough @	Total
	\$1,523	\$2600	\$478	\$97.50	\$269	
39	59,397	101,400	18,642	3,802	10,491	193,732

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 14 X \$200 per sq. foot	Comments
132,008	15,600	93,405	241,013	47,281	5,850	770,000	

17-20

STEBBINS (\$1,050,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
35	53,305	91,000	16,730	3,413	9,415	173,863

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 13 X \$200 per sq. foot	Comments
124,608	14,000	83,825	222,433	48,570	5,250	1,050,000	

18-20

PILOT STATION (\$1,050,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
35	53,305	91,000	16,730	3,412	9,415	173,862

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 13 X \$200 per sq. foot	Comments
128,308	14,000	83,825	226,133	52,271	5,250	1,050,000	

19-20

KOTLIK (\$1,230,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate Per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
41	62,443	106,600	19,598	3,998	11,029	203,668

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 13 X \$200 per sq. foot	Comments
128,308	16,400	98,195	242,903	39,235	6,150	1,230,000	

20-20

ANGOON (\$500,000)

Operating Costs Away From Home

Average Project ADM	Foundation Aver. Rate per ADM	Boarding Costs \$2600	Tuition Aver. State-wide rates \$478	Pupil Trans. per ADM @ 50% \$97.50	Debt Retirement City & Borough @ \$269	Total
40	60,920	104,000	19,120	3,900	10,760	198,700

Operating Costs At Home

Foundation IU X Allotment @ \$31,152	Local Contri. Rate @ \$400	C/Outlay @ 2,395	Total	Net Differ. Home & Away	Average No. of Students per 150 sq. feet	Column 13 X \$200 per sq. foot	Comments
98,460	16,000	95,800	210,260	11,560	6,000	(1,200,000)	500,000 multi-purpose under construction 700,000

SCOMMM

#3: 7

...providing for instructional units for reading specialists under public school foundation program; and providing for an effective date.

# COMMITTEE REPORT

HOUSE

2/3/76

STANLEY

Mr. Speaker:

Date \_\_\_\_\_

The Committee on SELECT COMMITTEE ON EDUCATION has had HB 791

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 \_\_\_\_\_ AND THAT  
CS FOR \_\_\_\_\_ DO PASS
- "and" recommends it BE REFERRED TO THE \_\_\_\_\_  
COMMITTEE
- reports it back WITHOUT RECOMMENDATION
- "other"

Members signing the Majority report:

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Members NOT concurring in the Majority report:

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

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

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

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

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

\_\_\_\_\_ Chairman

IN THE LEGISLATURE OF THE STATE OF ALASKA

NINTH LEGISLATURE -- SECOND SESSION

A BILL

For an Act entitled: "An Act providing for instructional units for supplementary programs under the public school foundation program; and providing for an effective date."

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

\*Section 1. AS 14.17.061(a) is amended to read:

(a) In addition to the amounts authorized to be paid to city or borough school districts and Regional Education Attendance Areas under this chapter, funding of supplemental programs, on the same basis as determined in the computation of state aid for the applicable districts, may be recommended by the commissioner.

\*Section 2. AS 14.17.061(b) is amended to read:

(b) Applications for supplemental program funds shall be submitted by each city or borough school district and Regional Education Attendance Area to the commissioner by September 30 of the pre-fiscal year in the form prescribed by the commissioner. Supplemental funds shall be used for programs to prevent and correct student deficiencies in basic skill areas including but not limited to reading, computation, and writing. Where such programs are recommended by the commissioner a minimum of one instructional unit shall be allowed each city or borough school district or Regional Education Attendance Area. A second instructional unit shall be allowed when the city or borough school district or Regional Education Attendance Area has 100 students served in an approved program. Thereafter an additional instructional unit shall be allowed for each additional instructional unit shall be allowed for each additional 150 students served in an approved program.

20  
\*Section 3. AS 14.17.061(c) is repealed and re-enacted to read:

(c) The Department of Education shall promulgate regulations which are necessary to carry out the provisions of this section.

\*Section 4. This Act takes effect July 1, 1976.

Introduced: 2/9/76  
Referred: Special Committee  
on Education and Finance

1 IN THE HOUSE

BY MILLER AND DUNCAN

2 HOUSE BILL NO. 701

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act providing for instructional units for reading  
7 specialists under the public school foundation program;  
8 and providing for an effective date."

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

10 \* Section 1. AS 14.17.031(a) is amended by adding a new paragraph to read:

11 (5) the number of units for reading specialists determined  
12 from sec. 41(e) of this chapter as approved by the department; however,  
13 a reading specialist employed by a school district under this program  
14 must meet the qualifications established by the department by regula-  
15 tion.

16 \* Sec. 2. AS 14.17.041 is amended by adding a new subsection to read:

17 (e) Reading specialist schedule: one instructional unit shall be  
18 allowed for each elementary and each secondary school in the school  
19 district, or one instructional unit for each 250 pupils or major frac-  
20 tion thereof, in Full-Time Equivalent ADM, whichever yields the greater  
21 number of instructional units; however, the number of instructional  
22 units allowed for reading specialists may not exceed the number of  
23 reading specialists actually employed by the district.

24 \* Sec. 3. This Act takes effect July 1, 1976.

DEPARTMENT OF EDUCATION  
AGENCY COMMENTS

HB 701

~~SS 779~~



An Act providing for instructional units for reading specialists under the Public School Foundation Program; and providing for an effective date.

BACKGROUND

The status of reading in the public schools has become an increasing concern, not only in Alaska but nationally. The results of a statewide pilot assessment, appraising the performance of 640 grades 4-6 Alaskan students' reading competencies, done in January of 1974, revealed that more than 50% had not mastered reading comprehension skills.

THE DEPARTMENT'S CONCERN IS EXPRESSED BY THE FOLLOWING:

1. A program of a statewide assessment in reading and math is now near the implementation stage.
2. The Criteria for Excellence for Reading Programs was developed and adopted by the State Board in 1975.
3. A Program Assessment Instrument based on the above criteria was developed for use by the local districts to define needs.
4. Based on results of a survey of the needs of approximately 800 upper grade and high school teachers, a Content Reading In-Service package was developed to train those teachers in using the reading process to teach comprehension of their subjects more effectively. It is in the initial stages of implementation. More reading specialists are needed for full implementation and follow-up.
5. The supply of qualified reading specialists in Alaska is inadequate to satisfy the demand.
6. The number of reading specialists positions allowed in the proposed legislation, Sec. 2, AS 14.17.04(e), is far beyond what could be used effectively.

CONCERNS OF OTHER GROUPS:

A position paper urging districts to employ qualified reading specialists was presented at the State Reading Conference in October of 1975.

A similar resolution was adopted by the Association of Alaskan School Boards in October of 1975.

WHAT THE PROPOSED LEGISLATION WOULD ACCOMPLISH:

The proposed legislation, SB 749, if enacted could place as many as approximately 400 reading specialists throughout the State of Alaska, and provide additional monies for other support to the reading program.

SPECIAL PROBLEMS:

Under the general structure of the State School Finance Program, decisions concerning the curricular offerings in special subject areas are left to the local board of education. Passage of the proposed legislation, with its heavy emphasis on reading as a special curricular area, could lead to an imbalanced curriculum in conflict with the general philosophy of local decisions concerning the curricular offerings. There is no question that reading is very important; however, that fact should be recognized at the local school district level, and resources available to the school district through the state's school financing program should be channeled into the reading effort to fulfill the need.

AGENCY RECOMMENDATIONS:

The Department of Education recognizes the need for an analysis, and most probably increased emphasis in other areas, particularly computational skills. The department is presently developing a student assessment program to be used in the areas of reading and math initially, with a probable extension to all the basic curricular areas. The department would recommend an approach to funding which recognizes compensatory needs in any of the curricular areas. This could be approached through the offering of additional financial support where test results show there are compensatory needs which cannot be met with existing revenues.

I. REQUEST

Bill No. HB #701

Title: Providing instructional units for reading specialist under the Foundation Prog.

Requested by: House Finance Committee

Date: Feb. 17, 1976

Return Date Requested:

Agency: Education

Program: Pre, elementary & secondary Education

II. FISCAL DETAIL

Budget Request Unit(s) Affected: Financial Programs

A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.		10,240.2	10,547.4	10,863.8	11,189.7	11,525.4
TOTAL						

B. FUNDING: (Thousands of dollars)

GENERAL FUND		10,240.2	10,547.4	10,863.8	11,189.7	11,525.4
FEDERAL FUNDS						
OTHER						

C. POSITIONS:

PERMANENT/TEMPORARY	/	/	/	/	/	/
MAN MONTHS (P./T.)	/	/	/	/	/	/

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

Assume 3% growth in succeeding fiscal years.

IV. ATTACHMENTS

V. DATE: 2/17/76 PREPARED BY: William A. Brown

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

WHEREAS reading is a top priority instructional goal in schools throughout the state, and

WHEREAS the reading process is an integral part of the total instructional program and permeates all areas of the curriculum, and

WHEREAS foundation monies are provided for basic instructional programs,

THEREFORE be it resolved that we assure <sup>all</sup> ~~our~~ students the right to read at their highest potential by providing specialized help in reading.

Be it further resolved that the State Foundation Act be amended to include:

One (1) reading specialist who meets the special qualifications as specified in regulation for each building with a minimum of 250 students and 10 teachers for a unit.

Pro-rated funds will be provided for districts with less than 250 students

Monies from this formula must be used for instructional purposes only and are not to be used to meet administrative costs.

And further, that the regulatory provisions specify the following:

1. Supervision is to be under building administrators
2. Teacher qualifications: Reading specialist
  - a. Complete a minimum of three years of successful classroom teaching in which the teaching of reading was an important responsibility of the position.
  - b. Complete a planned program for the Master's Degree from an accredited institution, to include

- (1) a minimum of 12 semester hours in graduate level reading courses with at least one course in each of the following:
  - (a) Foundations or survey of reading--a basic course whose content is related exclusively to reading
  - (b) Diagnosis and correction of reading disability
  - (c) Clinical or laboratory practicum in reading
- c. Complete at undergraduate or graduate level
  - (1) Measurement or evaluation
  - (2) Child psychology
  - (3) Psychology
  - (4) Literature for children
- d. Fulfill the remaining portions of the program from related areas of study.
- e. Exceptions: A teacher with five years of classroom experience with graduate work in the following:

(Same as @ 2. b.)

Role: Reading Specialist

1. Works with teachers, administrators, other professionals and para-professionals to improve and coordinate the total reading program of the school.
2. Works directly and indirectly with those pupils who have either failed to benefit from regular classroom instruction in reading or those pupils who could benefit from advanced training in reading skills

*Copies for [unclear]*

*Call Jim Education*

Introduced: 2/13/76  
Referred: Select Committee on  
Education and Finance

*3/4  
Hearing  
Wed.*

1 IN THE HOUSE

BY OSTERBACK

2 HOUSE BILL NO. 763

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to instructional unit allotments  
7 under the public school foundation program."

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

9 \* Section 1. AS 14.17.051(a)(6) and (8) are amended to read:

10 (6) if the district or area is in that part of the state ly-  
11 ing within the boundaries of election district [12,] 13 or 18, the  
12 district or area shall receive 126.25 per cent of the base instructional  
13 unit allotment;

14 (8) if the district or area is in that part of the state ly-  
15 ing within the boundaries of election district 12, 15, 16 (north of the  
16 Arctic Circle), or 17, the district or area shall receive 133.75 per  
17 cent of the base instructional unit allotment.

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TO: Representative Alvin Osterback

DATE:

FILE NO:

FROM: Arthur H. Hamilton

SUBJECT: Requested Adjustment of  
Basic Instructional Unit

page 3

Excessive travel costs caused by distance, unfavorable weather, and wait-time between schools increases maintenance expenditures greatly.

You will notice that nothing is mentioned about other high-cost factors such as electricity, per diem, leases, costly trips to Anchorage and Juneau, unreimbursed costs of Vocational Education due to small schools, etc. But the items mentioned here should be conclusive enough even without delineating the other high cost factors.

Finally, one more desperate need exists. Each school room has high fixed costs just to open its doors. All school locations should received a certain number of basic units of instruction (presently valued at \$25,000 each for 1976-77) as a floor or minimum amount so that at least operating expenses can be covered.

Perhaps you will want further information that we can supply. If it is needed, we will try to get it to you. It is heartening to see your support of the education of our children and the young people of all Alaska. With your knowledge of the Aleutian Region we hope you will support the increase from 126.25% to 133.75% of the base instructional unit for our schools.

Sincerely,

*Arthur H. Hamilton*

Arthur H. Hamilton  
Regional Superintendent  
Aleutian Region AUBSD

TO: Representative Alvin Osterback  
House of Representatives  
Pouch V  
State Capitol  
Juneau, Alaska 99811.

DATE: February 17, 1976

FILE NO:

FROM: Arthur H. Hamilton,  
Regional Superintendent  
Aleutian Region, AUBSD  
Cold Bay, Alaska 99571

SUBJECT: Requested Adjustment of  
Basic Instructional Unit

Dear Mr. Osterback:

In line with our conversation in Juneau on February 13, we are forwarding to you explanations of a few of the many exceptionally high costs of public education in the Aleutian Region. We expect that this information will show the need for an increase of the educational allotment to the Aleutian Region public schools from 126.25% to 133.75% of the base instructional unit paid to low-cost areas. The 126.25% figure used at present is based on election districts as designated in the "Governor's Proclamation on Reapportionments and Redistricting" and is not an equitable basis for 1976 or later allocations to the Aleutian Region.

First, as matter of interest on revenues, the Aleutian Region schools - eight on the lower Alaska Peninsula and the Aleutian Islands and two more in the Pribilof Islands - must operate only on funds received from state appropriations for education. No additional revenues are received from any outside agency of the State or Federal government except for special educational programs that cost extra money.

On the matter of costs, salaries form the great majority of costs in any school budget. Because of isolation, weather difficulties and the very high cost of living, Aleutian Region teachers must be paid at the highest level on the state scale (Pay Area IV). However, with the low level of funding (126.5% of base) now recommended, the need for high salaries required is not recognized. About half of the entire \$95,000 that would arise from an increased base is necessary to cover just the extra salaries required belonging to Pay Area IV.

Isolation, weather difficulties, and the high cost of living affects other items besides salaries such as:

Travel -

Each two-day school board meeting is expected to cost about \$5,000.

An average of two weeks lost time per board meeting is required by several board members, four weeks for others, and will add a great deal to housing as a factor of school costs.

# MEMORANDUM

TO: Representative Alvin Osterback

DATE:

FILE NO:

FROM: Arthur H. Hamilton

SUBJECT: Requested Adjustment of  
Basic Instructional Unit

page 2

One evaluation or service trip to Atka (which must be reached by charter service) costs about \$2,400 for air fare alone, or a month must be taken for an uncertain trip on a Navy tug across 130 miles of open sea. Eight areas cannot be reached by scheduled transportation at all or only on a possible once-a-week schedule: in two cases, no regular mail service is provided to the communities. One location has no land, air or sea service and must be reached by chartered boat only. A four day field trip from the Pribilofs costs over \$6,000 for ten students and an instructor.

#### Freight -

Only three Aleutian regions have roads; it costs \$2,350 to have one car delivered at those places.

Delivery of materials takes 2-5 months after order from Seattle by ship.

All deliveries from Anchorage must come by air freight or by parcel post.

Fuel oil incurs additional costs beyond the regular price; 20% for barreling, plus high-hazard water freight, manual loading and unloading, the skiff or lighter to take the fuel from ship to shore, and handling after the barrels are unloaded on the beach.

The above problems have caused the payment of double freight in most cases. An example is a mobile office delivered to Cold Bay. Freight from Seattle to Kodiak was \$5,000. Freight from Kodiak to Cold Bay cost \$10,500. Cost in other areas of the region would run much greater.

#### Maintenance -

Contract services must come from Anchorage: a serviceman receives \$200 per day (portal to portal) plus air fare and all expenses. If in a distant school, the service call could easily cost \$3,500 for a two day job.

# MEMORANDUM

ALASKA UNORGANIZED BOROUGH  
SCHOOL DISTRICT  
650 International Airport Road  
Anchorage, Alaska 99502

TO: Representative Alvin Osterback  
House of Representatives  
Pouch V  
State Capitol  
Juneau, Alaska 99811

DATE: February 17, 1976

FILE NO:

FROM: Arthur H. Hamilton,  
Regional Superintendent  
Aleutian Region, AUBSD  
Cold Bay, Alaska 99571

SUBJECT: Requested Adjustment of  
Basic Instructional Unit

*HB 763*

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DATE:

FILE NO:

FROM: Arthur H. Hamilton

SUBJECT: Requested Adjustment of  
Basic Instructional Unit

page 2

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TO: Representative Alvin Osterback

DATE:

FILE NO:

FROM: Arthur H. Hamilton

SUBJECT: Requested Adjustment of  
Basic Instructional Unit

page 3

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Sincerely,

*Arthur H. Hamilton*

Arthur H. Hamilton  
Regional Superintendent  
Aleutian Region AUBSD



Home of the "Eagles"

# Adak Region Schools

Adak, Alaska

Date: February 27, 1976

Fred L. Lau  
Superintendent  
AHS Box no. 34  
FPO Seattle 98791

to: Representative A. Osterback ~~subject:~~ Capital Improvements  
State Assembly Bldg.  
Rm. 203-A  
Juneau, Alaska 99801

First, let me thank you for your introduction of the bill which would raise the percentage of foundation support for Aleutian education. We all hope that this legislation is received favorably.

Second, as you are probably aware, the Adak Schools have experienced a great amount of difficulty concerning capital improvements. A recently submitted proposal through the Alaska Unorganized Borough School District for a six unit addition on Adak was apparently rejected by the governor's budget committee. As this addition is vital to the expansion of our existing program and to accommodate increased enrollment, I urge you to initiate legislation which would restore this item to the governor's capital budget request. If you require any additional information please contact myself or the AUBSD central office in Anchorage.

Thank you for your continued support of Adak Schools.

Fred L. Lau  
Regional Superintendent  
Adak Region Schools

ls

# TELEGRAM

1976 MAR 2 PM 11 02

BCA ALASKA COMMUNICATIONS, INC.

PHONE: 586-6440

JUNEAU, ALASKA 99801

#  
02 108 POM ANCHORAGE ALASKA 15 03-02 0121P AST

PMS REP CHARLES PARR

JUN

ANCHORAGE COUNSEL PTA REPRESENTING 39 SCHOOLS VOTED

UNANIMOUSLY TO SUPPORT HR 701 AND ENCOURAGES PASSAGE THEREOF

CAROLINE LEWIS PRESIDENT ANCHORAGE COUNSEL OF PTA

SRA BOX 339 ANCHORAGE 99502

# TELEGRAM

CA ALASKA COMMUNICATIONS, INC.

PHONE: 586-6440

# JUNEAU, ALASKA 99801

1976 MAR 4 AM 2 14

02544 POM ANCHORAGE ALASKA 15 03-03 0730P AST

PMS REP MIKE MILLER

JUN

HB 701 RE: READING TEACHERS NEEDED DESPERATELY

GLENN AND SANDRA VANDERGAW SRA BOX 1419K ANCH 99502

# TELEGRAM

1976 MAR 4 AM 12 33

CA ALASKA COMMUNICATIONS, INC.

PHONE: 586-6440

JUNEAU, ALASKA 99901

# 02372 POM ANCHORAGE ALASKA 15 03-03 700P AST

PMS REP MIKE MILLER

JUN 0274

WE SUPPORT HB 701 WE SEE A DEFINATE NEED FOR READING TEACHERS  
IN ANCHORAGE

LARRY TAYLOR AND ELAINE TAYLOR 6451 CARLOS COURT

# TELEGRAM

CA ALASKA COMMUNICATIONS, INC.

PHONE: 586-6440

JUNEAU, ALASKA 99801

#

1976 MAR 4 AM 1 27

02437 POM ANCHORAGE ALASKA 15 03-03 625P AST

PMS REP MIKE MILLER

2135

JUN

PLEASE SUPPORT HB701 REGARDING READING TEACHERS AND

URGE IMMEDIATE APPROVAL

WALT AND CAROLYNN KEPHART 3810 BALCHEN DR

# TELEGRAM

RCA ALASKA COMMUNICATIONS, INC.

PHONE: 586-6440

JUNEAU, ALASKA 99801

#

1976 MAR 4 AM 2 12

02541 POM ANCHORAGE ALASKA 15 03-03 0700P AT

PMS REP MIKE MILLER

2138

JUN

TUR NAGAIN SCHOOL STAFF OF 23 SUPPORT HB 701 RE: READING

TEACHERS DESPERATELY NEEDED

TUR NAGAIN ELEMENTARY STAFF

# TELEGRAM

RCA ALASKA COMMUNICATIONS, INC.

PHONE: 522-2440

JUNEAU, ALASKA 99901

1976 MAR 4 AM 1 16

# 02418 POM ANCHORAGE ALASKA 15 03-03 0615P AST

PMS REP MIKE MILLER

JUN

2120

I SUPPORT HB 701 REGARDING READING TEACHER URGENTLY NEEDED

MIKE BRADEY 8413 CORBIN

# TELEGRAM

RCA ALASKA COMMUNICATIONS, INC.

PHONE: 586-6440

JUNEAU, ALASKA 99801

1976 MAR 4 AM 1 16

#

02417 POM ANCHORAGE ALASKA 15 03-03 0615P AST

PMS REP MIKE MILLER

JUN

1119

WE SUPPORT HB 701 REGARDING READING TEACHERS URGENTLY NEEDED

MR AND MRS CHARLES VANDERGAW 7740 BRENTWOOD DR

February 20, 1976  
Box 131  
Nome, Alaska 99762

AB 707

Dear Mr. Pan,

Attached is a proposed bill that will enable schools of 250 or more pupils to receive funding for a Reading Specialist. The teachers listed below from the Nome Elementary-Junior High School highly support this bill and would like your help in seeing it passed.

Thank you.

Sincerely,

Nome Public School  
Elementary-Jr. High School  
Box 131  
Nome, Alaska 99762

Susan Hanson

Mrs. Nancy Carson

Ms. Carolyn Satre

Jane Koyuk

Mary J. Ballard

Pat Cunningham

Michael Carson

Cathy McCorquodale

Guarita Ashby

Eileen Karp

Francine Alexander

Lucy Poling

Joseph A. Murphy

Gretchen Robinson

Jay Satterfield

Jessie W. Wynn

Perry Taylor

David E. Gault

Suzanne Taylor

Henry Sanyk

Karen Herder

Roman Charles

Nancy Bradburn

Alicia McDougale

Introduced: 2/9/76  
Referred: Special Committee  
on Education and Finance

1 IN THE HOUSE

BY MILLER AND DUNCAN

2 HOUSE BILL NO. 701

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act providing for instructional units for reading  
7 specialists under the public school foundation program;  
8 and providing for an effective date."

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

10 \* Section 1. AS 14.17.031(a) is amended by adding a new paragraph to read

11 (5) the number of units for reading specialists determined  
12 from sec. 41(e) of this chapter as approved by the department; however,  
13 a reading specialist employed by a school district under this program  
14 must meet the qualifications established by the department by regula-  
15 tion.

16 \* Sec. 2. AS 14.17.041 is amended by adding a new subsection to read:

17 (c) Reading specialist schedule: one instructional unit shall be  
18 allowed for each elementary and each secondary school in the school  
19 district, or one instructional unit for each 250 pupils or major frac-  
20 tion thereof, in Full-Time Equivalent ADM, whichever yields the greater  
21 number of instructional units; however, the number of instructional  
22 units allowed for reading specialists may not exceed the number of  
23 reading specialists actually employed by the district.

24 \* Sec. 3. This Act takes effect July 1, 1976.  
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THE LEGISLATURE OF THE STATE OF ALASKA  
FISCAL NOTE  
 Second Session - Ninth Legislature

I. REQUEST

Bill No. Senate Bill No. 518  
 Title: A bill revising the receipting of University of Alaska Permanent Fund  
 Requested by: Senate Finance Committee Date: January 16, 1976  
 Return Date Requested: January 21, 1976  
 Agency: Revenue Program: Treasury

II. FISCAL DETAIL

Budget Request Unit(s) Affected: None

A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
100 PERSONAL SERVICES						
200 TRAVEL						
300 CONTRACTUAL						
400 COMMODITIES						
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

B. FUNDING: (Thousands of dollars)

GENERAL FUND	-0-	-0-	-0-	-0-	-0-	-0-
FEDERAL FUNDS						
OTHER						

C. POSITIONS:

PERMANENT/TEMPORARY	/	/	/	/	/	/
MAN MONTHS (P./T.)	/	/	/	/	/	/

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

There is no fiscal impact that may be measured related to this measure.

IV. ATTACHMENTS

V. DATE: Jan. 21, 1976 PREPARED BY: Lawrence C. Eppembach

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

# STATE OF ALASKA

## DEPARTMENT OF REVENUE

TREASURY DIVISION

JAY S. HAMMOND, Governor

POUCH SB--JUNEAU 99801

February 2, 1976

The Honorable Frank Ferguson  
Member, Senate Finance Committee  
Alaska State Capitol  
Juneau, Alaska 99811

Dear Senator Ferguson:

This letter will outline some of the reasons for introducing Senate Bill No. 518 and amplify comments contained in the Governor's letter of transmittal.

The Department of Revenue recognized last summer its receipting responsibility for monetary gifts made to the University of Alaska under Title 14.40.280. The Department wrote to the University requesting a list of any restricted gifts received and the immediate transmittal of all unrestricted gifts. The Department discussed this matter with Budget and Management, Legislative Audit, and disclosed the entire matter to the Budget and Audit Committee in a letter to its Chairman dated November 6, 1975. I have attached a copy of that letter and all documents appended thereto.

Senate Bill No. 518 provides an opportunity for potential benefactors of the University to donate gifts to the University of Alaska Permanent Fund which is invested by the Department of Revenue. This would insure that the value of such gifts would be received by the University in the form of an endowment. The Department of Revenue seeks to make permissive a statute which heretofore required the University to deposit all monetary gifts received. Other changes in Sections 280 and 400 are housekeeping in nature to eliminate archaic language.

There is one issue that SB 518 does not address: The Department of Revenue discussed with Legislative Audit the implication that monetary gifts received by the University may be used to initiate programs which would, in the future, require appropriations. The Department believes that this is an issue deserving legislative review and judgment and not that of the Department.

Sincerely,

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury

LCE:ge  
Enclosure  
cc: R. D. Stevenson

November 6, 1975

The Honorable Edward F. Naughton  
Chairman  
Legislative Budget and Audit Committee  
P. O. Box 1097  
Kodiak, Alaska 99615

Dear Mr. Naughton:

This letter discloses the action taken by the Department of Revenue following its discovery last summer of receipting responsibility contained in Title 14 of the Alaska Code. AS 14.40.280 requires that the Department of Revenue receipt all monetary gifts to the University of Alaska and deposit them in the University of Alaska Permanent Fund. The Department of Revenue was not at the time receipting and depositing such gifts and had no record of ever having made such deposits.

When the Department recognized its responsibility under AS 14.40.280 an official wrote to the Comptroller of the University and asked for a listing of restricted monetary gifts received during fiscal year 1975 as well as for a direct transfer to the Treasury of all unrestricted monetary gifts. The distinction between restricted and unrestricted gifts was made by the Department of Revenue recognizing the practical problems of transferring late in the fiscal year funds already committed for a particular purpose. After additional correspondence with the University, the Department of Revenue was informed that no unrestricted monetary gifts were received during fiscal year 1975.

The University of Alaska did transmit to this Department a listing of all gifts, bequests, and bequeaths, both monetary and in kind. That listing has been reviewed and pared down to the attached list which we believe contains the monetary gifts and bequests that are not directly related to the performance of any contracted service provided by the University. This is admittedly a subjective judgment based on less than sufficient information and the attachment should be viewed as only broadly representative of the nature of monetary gifts, bequests, and endowments.

November 6, 1975

The Department of Revenue has also discussed this issue with the Legislative Auditor and has requested the Attorney General to review the Department's responsibilities under AS 14.40.280 as opposed to Section 250 of the same chapter which appears to confer to the Board of Regents the power to receive and invest funds.

In addition, the Department of Revenue is presently preparing draft legislation for review by the Governor. If introduced and passed it would provide for the Department to receive and deposit monetary gifts in the University of Alaska Permanent Fund when requested by the donor. This would offer a source of permanent investment for monetary gifts as an endowment option available to a donor without directly interfering with the University's relationship to benefactors.

If you have any questions regarding this matter please don't hesitate to call us.

Sincerely,

Lawrence C. Eppenbach  
Deputy Commissioner, Treasury

LCE:ge

Enclosure

cc: The Honorable Jay Hammond, Governor  
Commissioner Sterling Gallagher  
The Honorable Avrum Gross, Attorney General  
Dr. Robert Hiatt, President, University of Alaska  
M. M. Hullinger, Vice President, Finance & Comptroller  
Gary Peska, Legislative Auditor

<u>Amount</u>	<u>Project</u>	<u>Granted By</u>
\$ 6,000	Graduate Fellowship Support, D. Hood	Union Oil
72,000	Foundation Support Grant D. Coon	Ford Foundation
9,060	Self Support Course, L. Helms	Various
1,500	Geology Scholarship, D. Hawkins	Standard Oil Company
2,000	Lions Scholarship, I. Greiner	Pt. Barrow Lions Club
4,507	ASUA Talent Grant Program, I. Greiner	A.S.U.A.
76,000	Petroleum Tech Scholarship, T. Wagoner	B.P. Alaska
7,000	Student Research Grant, J. Peterson	Atlantic Richfield Oil Co.
3,000	Berry Family Scholarship	Berry Holding Company
200	Nellie Trigg Memorial	Paul Sterling II, President Kuyanna House, Inc.
200	J. Theodore "Ted Crites Scholarship for Skiing"	Kenneth Crites
1,000	Pt. Barrow Lions Club Scholarship	Dr. Larry S. Underwood
94	Daniel Cucurull Memorial Fund	Mrs. Donald C. Douglass
1,000	Northern Commercial Foundation	Mr. Volney Richmond, Jr., President Northern Commercial Company
200	Presser Foundation	Mr. John Ronald Ott, President
445	Talent Grant-Music	Mr. Charles Davis, Head of the Department of Music, U of A
3,000	Alumni Association Talent Grant	Mrs. Alice Mikami Snodgrass
300	Alumni Association Scholarship	Mrs. Alice Mikami Snodgrass
73	Margaret P. Harris Memorial Fund	
100,000	Foundation Support Grant, F. Darnell	Ford Foundation
5,000	Native Arts Festival, T. Tomczak	Private
500	Engineering Scholarship Fund, L. Behlke	Union Oil Company
5,985	Alaska Adult Literacy Lab, J. Irany	Private
12,119	Early Childhood Development Center, E. Short	Private
87	George & Mine Makimi Memorial Scholarship	Mrs. Alice Snodgrass
5,165	Anonymous String Scholarship	Mr. Robert H. E. Lauer
97	Emily Brown Scholarship Fund	Mrs. Ida Knoebel
10	Music Talent Grant	Jimmy Bedford
500	Quota Club of Fairbanks	Mrs. Sally Murphy
485	University Day Scholarship	Mrs. Shelia Herriott
1,000	Alaska Magazine Natural Resource Award	Mr. Robert Henning
1,000	UV Industries Scholarship	Mr. Robert Baldwin
225	University Women's Association	Mrs. Jan Turner
100	Blue & Gold Club & Talent Grant	A. W. Baker
100	Blue & Gold Club & Talent Grant	Mr. Randy Clapp
100	Blue & Gold Club & Talent Grant	Floyd Dericux
100	Blue & Gold Club & Talent Grant	Sharon Griffis
100	Blue & Gold Club & Talent Grant	James M. Hackett
100	Blue & Gold Club & Talent Grant	R. Michael Jens
100	Blue & Gold Club & Talent Grant	Mark Klaich
100	Blue & Gold Club & Talent Grant	Angie Kruckenber
100	Blue & Gold Club & Talent Grant	James L. McCarthy
100	Blue & Gold Club & Talent Grant	Richard J. Mealey
100	Blue & Gold Club & Talent Grant	Urban E. Rahoi
100	Blue & Gold Club & Talent Grant	Jack Shives
2,000	Recruiting, Mineral Engineering	Mineral Industry Education Foundation
1,000	Student Scholarships, Mineral Engineering	UV Industries, Inc.
144	F. Wayne Jones Scholarship, Mineral Engr.	F. Wayne Jones
1,500	Unrestricted, Geology	Marathon Oil Company

<u>Amount</u>	<u>Project</u>	<u>Granted By</u>
\$ 500	Student Scholarship, Geology	Union Oil Company
25	Mary and John Doyle Emergency Loan Fund	Marie Hoffman
520	Scholarship Fund	American Society of Women
25	Jackie Robinson Loan Fund	Accountants c/o Carol Rude
100	Women's Basketball Team	Air Force Sergeants Assn., # 605
15	Women's Basketball Team	F. J. Phillips, M. D.
10	Women's Basketball Team	Theresa's Bakery
5	Women's Basketball Team	Jones & Bosser, Accountants
150	Women's Basketball Team	Harland W. Davis, Attorney
50	Women's Basketball Team	Marathon Oil Company
100	Women's Basketball Team	National Bank of Alaska
10	Women's Basketball Team	Roosevelt Hotel
10	Women's Basketball Team	Automotive Parts & Equipment
50	Women's Basketball Team	R. Collin Middleton
25	Women's Basketball Team	Black Orchid Brothers'
25	Women's Basketball Team	Enterprises, Inc.
10	Women's Basketball Team	Sheffield Enterprises, Inc.
20	Women's Basketball Team	Rabbit Creek Inn
10	Women's Basketball Team	Alaska Stationers
5	Women's Basketball Team	Polar Reproductions
50	Camille Marie More Music Scholarship Fund	Rabbit Hutch
5	Camille Marie More Music Scholarship Fund	M. L. Nicholson
10	Camille Marie More Music Scholarship Fund	Mrs. Marilyn Yonley
25	Camille Marie More Music Scholarship Fund	Mrs. C. O. Arnecke, Jr.
10	Camille Marie More Music Scholarship Fund	Major & Mrs. E. P. Frey
5	Camille Marie More Music Scholarship Fund	The Matyas Family
1,100	Sandra Flothe Memorial Scholarship Fund	Mrs. Joan S. Newhouse
5,500	Surveying and Mapping Scholarship	Mrs. Sara Langton
545	Kevin Robbins Memorial Scholarship Fund	Mr. and Mrs. Milo Flothe
210	Dental Hygiene Scholarship	Sidney J. Henderson, Jr.
2,500	Grant	Latter Day Saints Church
		Dentral Assisting Program
		Mr. Larry Howland, Director
		ITT Arctic Services, Inc.

1 IN THE SENATE

BY THE RULES COMMITTEE BY  
REQUEST OF THE GOVERNOR

2 SENATE BILL NO. 518

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the functions of the Department  
7 of Revenue regarding monetary gifts, to the University  
8 of Alaska; and providing for an effective date."

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

10 \* Section 1. AS 14.40.280 is amended to read:

11 Sec. 14.40.280. ENDOWMENTS AND DONATIONS. All monetary gifts,  
12 bequests or endowments which are made to the university for the pur-  
13 pose of the separate trust fund created under sec. 400 of this chapter  
14 shall be transferred [OTHER THAN STATE APPROPRIATIONS AND FEDERAL  
15 ALLOTMENTS, RECEIVED FOR THE UNIVERSITY EXPANSION PROGRAM OR OTHER USE  
16 SHALL BE TURNED OVER] to the Department of Revenue. The Department of  
17 Revenue shall manage that money in accordance with [SHALL DEPOSIT THEM  
18 IN THE SEPARATE FUND ESTABLISHED AND MAINTAINED UNDER] sec. 400 of  
19 this chapter. Title to and control or possession of [TO] land, [AND]  
20 personal property, and all money other than that transferred to the  
21 Department of Revenue [MONEY], which is devised, bequeathed or given  
22 to the university shall be taken by the university in its corporate  
23 capacity acting by and through the regents or an authorized agent, and  
24 shall be entered in the perpetual inventory of the university.

25 \* Sec. 2. AS 14.40.400(a) is amended to read:

26 (a) The Department of Revenue shall establish a separate fund in  
27 which all money derived from the sale or lease of the lands granted  
28 under the Act of Congress approved January 21, 1929, and in which all  
29 monetary gifts, bequests or endowments made to the university for the

SCOMM

#3:8

"Act establishing the Alaska community service internship program; and providing for an effective date."

# COMMITTEE REPORT

HOUSE

2/10/76

FINANCE

Mr. Speaker:

Date \_\_\_\_\_

The Committee on SELECT COMMITTEE ON  
EDUCATION has had HR 702

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 \_\_\_\_\_ AND THAT

CS FOR \_\_\_\_\_ DO PASS

( ) "and" recommends it BE REFERRED TO THE \_\_\_\_\_  
COMMITTEE

( ) reports it back WITHOUT RECOMMENDATION

( ) "other"

Members signing the Majority report:

_____	_____	_____
<i>[Signature]</i>	<i>[Signature]</i>	<i>[Signature]</i>
_____	_____	_____
<i>[Signature]</i>	<i>[Signature]</i>	<i>[Signature]</i>
_____	_____	_____
	<i>[Signature]</i>	

Members NOT concurring in the Majority report:

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

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

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

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

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

\_\_\_\_\_  
Chairman

"An Act making a special appropriation to the Alaska Commission on Postsecondary Education for the Alaska community service internship program and providing for an effective date."

# COMMITTEE REPORT

2/10/76

HOUSE

FINANCE

Mr. Speaker: \_\_\_\_\_ Date \_\_\_\_\_

The Committee on SELECT COMMITTEE ON EDUCATION has had HB 709

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 \_\_\_\_\_ AND THAT CS FOR \_\_\_\_\_ DO PASS
- "and" recommends it BE REFERRED TO THE \_\_\_\_\_ COMMITTEE
- reports it back WITHOUT RECOMMENDATION
- "other"

Members signing the Majority report:

_____	_____	_____
<i>Sam Hallis</i>	<i>Lawrence</i>	<i>John</i>
_____	_____	_____
<i>James Sullivan</i>	<i>John</i>	<i>Robert</i>
_____	<i>John Mackin</i>	_____

Members NOT concurring in the Majority report:

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

\_\_\_\_\_ Chairman

Original Sponsor: H. Beirne and Ostrosky

1 IN THE HOUSE

BY THE SELECT COMMITTEE  
ON EDUCATION

2 CS FOR HOUSE BILL NO. 708

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act establishing the Alaska community service  
7 internship program; and providing for an effective  
8 date."

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

10 \* Section 1. AS 14.40 is amended by adding new sections to read:

11 ARTICLE 10A. ALASKA COMMUNITY SERVICE

12 INTERNSHIP PROGRAM.

13 Sec. 14.40.850. PURPOSE. There is established the Alaska com-  
14 munity service internship program to assist undergraduate and graduate  
15 students enrolled in postsecondary educational institutions to gain  
16 practical experience toward vocational or professional objectives by  
17 establishing statewide standards for this program and by providing  
18 financial assistance for its administration.

19 Sec. 14.40.855. ADMINISTRATION. The Alaska community service  
20 internship program shall be administered by the Alaska Commission on  
21 Postsecondary Education in accordance with the provisions of secs. 850 -  
22 875 of this chapter. The commission shall promulgate regulations for  
23 the selection of the interns, allocation of funds to postsecondary  
24 educational institutions and publication of the names of participating  
25 employers.

26 Sec. 14.40.860. DISTRIBUTION OF FUNDS. The funds appropriated for  
27 the program shall be allocated to postsecondary educational institutions  
28 in the state to match the amount paid by qualified employers of students  
29 who are participating in the program if the postsecondary educational

1 institution grants those students academic credit for their partici-  
2 pation in a program involving both employment and academic study under-  
3 taken simultaneously by a student under the direction of the institu-  
4 tion's instructional staff. The postsecondary educational institution  
5 receiving an allocation of funds under this section shall establish  
6 rules or guidelines for the awarding of academic credit.

7 Sec. 14.40.865. ELIGIBILITY. Students enrolled in an accredited  
8 postsecondary educational institution in the state are eligible to  
9 participate in the program.

10 Sec. 14.40.870. PAYMENT TO STUDENTS. The postsecondary institu-  
11 tion, the student and the employer shall be responsible for the terms of  
12 the student's work experience employment agreement. No student enrolled  
13 in the internship may be paid less than the minimum wage established  
14 under AS 23.10.065. The postsecondary educational institution may  
15 reimburse an employer of a student up to 50 per cent of the wages or  
16 salary paid to the student.

17 Sec. 14.40.875. DEFINITIONS. In secs. 850 - 875 of this chapter

18 (1) "academic credit" means the unit that is awarded by a  
19 particular postsecondary educational institution to its students to  
20 indicate satisfaction of the institution's requirements for completion  
21 of a course of study leading to graduation or the receipt of educational  
22 credentials;

23 (2) "academic study" means a systematic program of reading,  
24 written work, seminars, lectures, laboratory, tutorial or other instruc-  
25 tion which is undertaken by a student under the supervision or direction  
26 of the instructional staff of a postsecondary educational institution  
27 and which is related to the student's employment as a community service  
28 intern;

29 (3) "commission" means the Alaska Commission on Postsecondary

1 Education;

2 (4) "employed" means working for and receiving compensation  
3 from an employer for at least 32 hours a week;

4 (5) "internship" means a program of supervised practical  
5 experience in which a student enrolled in a postsecondary educational  
6 institution receives academic credit for participation in both employ-  
7 ment and academic study related to that employment occurring simultan-  
8 eously;

9 (6) "postsecondary educational institution" means an aca-  
10 demic, vocational, technical, business, professional or other school,  
11 college, or university, or other organization offering educational  
12 credentials, or offering instruction or educational services primarily  
13 to persons who have completed or terminated their secondary education or  
14 who are beyond the age of compulsory high school attendance for attain-  
15 ment of educational, professional or vocational objectives;

16 (7) "qualified employer" means the employer who in conjunc-  
17 tion with the postsecondary institution furnishes the work experience  
18 portion of the student's internship.

19 \* Sec. 2. AS 14.40.909(b) is amended by adding a new paragraph to read:

20 (2) ~~(1)~~ administer the provisions of AS 14.40.850 - 14.40.880  
21 (community service internship program).

22 \* Sec. 3. This Act takes effect July 1, 1976.  
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Introduced: 2/10/76  
Referred: Select Committee  
on Education and Finance

1 IN THE HOUSE

BY H. BEIRNE AND OSTROSKY

2 HOUSE BILL NO. 709

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act making a special appropriation to the Alaska  
7 Commission on Postsecondary Education for the Alaska  
8 community service internship program; and providing for  
9 an effective date."

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

11 \* Section 1. The sum of \$250,000 is appropriated from the general fund to  
12 the Commission on Postsecondary Education for the Alaska community service  
13 internship program.

14 \* Sec. 2. The unexpended and unobligated portion of this appropriation  
15 lapses into the general fund June 30, 1977.

16 \* Sec. 3. This Act takes effect July 1, 1976.  
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#

Rep. Parr stated that several hearings had been held already on HB 708 & 709 and the intention today was to have a mark-up session and pass the bills out.

Rep. Parr said that Mr. Romesburg had suggested that the proposal presented previously to the Committee by Mr. Beima and Reyes, which would require an increase to HB 709, be treated separately. A draft was now being worked on for a separate bill and it will not be included in 708 & 709.

HB 708 The committee went over the amendments which had been suggested during hearings and those suggested by the committee. Technical amendments. (motion by Beirne) moved were:

Page 1, line 24; delete "and qualified employers,"

Page 2, line 13; delete "The commission may reimburse" and change the letter a in an to a capital (An) and add after the word student "may be reimbursed".

Other amendments made were:

Page 2, line 15; put a period after the word student thus deleting the remainder of line 15 and all of 16.

Page 2, line 10; after the word "The" insert "post secondary institution, the".

Page 2, line 11; after the word students's insert "work experience".

Page 3, delete numbers (5) and (7).

Page 3, line 22 delete "a government agency or non-" and delete all of line 23 and insert, after the word "means" in line 22, "the employer who in conjunction with the post secondary institution furnishes the work experience portion of the student's internship."

Page 1, line 28; delete "reimburse" and insert "match the amount paid by"

Action Rep. Wallis made a motion to move HB 708 out as amended. The motion carried.

HB 709 The Committee had no amendments to make to HB 709. Rep. Hackney made a motion  
Action to pass the bill out, there was a second and the motion carried.

HB 715 Rep. Parr brought the attention of the Committee to a letter from Mr. Wolf in support of the bill and Mr. Romesburg's previous testimony which was not in typed form.

There was discussion on the statistics contained in the tables provided by Mr. Romesburg (percentages going out-of-state and staying in-state).

Rep. Beirne felt there should be something in the regulations limiting the amount of money a student could take out-of-state and change the forgiveness provision for those going out-of-state (do not allow it). There was discussion on these suggestions and Mr. Romesburg related figures showing how much of the loan money was presently being collected (about 23% now with an expected increase because of changes they are making in collection procedures). There was also discussion on why so many students (mostly graduate) had to go outside; do not have programs available.

There were no amendments suggested.

Action Mr. Davis made a motion to pass HB 715 out, there was a second, and the motion carried.

Rep. Parr reminded the Committee of the AMU material available for them to read since action would have to be taken in the next couple weeks

The meeting adjourned at 4:15 PM.

Introduced: 2/10/76  
Referred: Select Committee on  
Education and Finance

1 IN THE HOUSE

BY H. BEIRNE AND OSTROSKY

2 HOUSE BILL NO. 708

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act establishing the Alaska community service  
7 internship program; and providing for an effective  
8 date."

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

10 \* Section 1. AS 14.40 is amended by adding new sections to read:

11 ARTICLE 10A. ALASKA COMMUNITY SERVICE

12 INTERNSHIP PROGRAM.

13 Sec. 14.40.850. PURPOSE. There is established the Alaska com-  
14 munity service internship program to assist undergraduate and graduate  
15 students enrolled in postsecondary educational institutions to gain  
16 practical experience toward vocational or professional objectives by  
17 establishing statewide standards for this program and by providing  
18 financial assistance for its administration.

19 Sec. 14.40.855. ADMINISTRATION. The Alaska community service  
20 internship program shall be administered by the Alaska Commission on  
21 Postsecondary Education in accordance with the provisions of secs. 850 -  
22 875 of this chapter. The commission shall promulgate regulations for  
23 the selection of the interns, allocation of funds to postsecondary  
24 educational institutions and qualified employers, and publication of  
25 the names of participating employers.

26 Sec. 14.40.860. DISTRIBUTION OF FUNDS. The funds appropriated for  
27 the program shall be allocated to postsecondary educational institutions  
28 in the state to reimburse qualified employers of students who are  
29 participating in the program if the postsecondary educational institu-

1 tion grants those students academic credit for their participation in  
2 a program involving both employment and academic study undertaken  
3 simultaneously by a student under the direction of the institution's  
4 instructional staff. The postsecondary educational institution receiv-  
5 ing an allocation of funds under this section shall establish rules or  
6 guidelines for the awarding of academic credit.

7 Sec. 14.40.865. ELIGIBILITY. Students enrolled in an accredited  
8 postsecondary educational institution in the state are eligible to  
9 participate in the program.

10 Sec. 14.40.870. PAYMENT TO STUDENTS. <sup>post sec inst, the</sup> The student and the employer  
11 shall be responsible for the terms of the student's <sup>A</sup> ~~work experience -~~ employment agree-  
12 ment. No student enrolled in the internship may be paid less than the  
13 minimum wage established under AS 23.10.065. <sup>for with post sec inst</sup> The ~~commission may reim-~~  
14 ~~burse an employer of a student up to 50 per cent of the wages or salary~~  
15 ~~paid to the student if the employer is a government agency or a non-~~  
16 ~~profit or charitable organization.~~  
*2065  
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8486*

17 Sec. 14.40.875. DEFINITIONS. In secs. 850 - 875 of this chapter

18 (1) "academic credit" means the unit that is awarded by a  
19 particular postsecondary educational institution to its students to  
20 indicate satisfaction of the institution's requirements for completion  
21 of a course of study leading to graduation or the receipt of educational  
22 credentials;

23 (2) "academic study" means a systematic program of reading,  
24 written work, seminars, lectures, laboratory, tutorial or other instruc-  
25 tion which is undertaken by a student under the supervision or direction  
26 of the instructional staff of a postsecondary educational institution  
27 and which is related to the student's employment as a community service  
28 intern;

29 (3) "commission" means the Alaska Commission on Postsecondary

1 Education;

2 (4) "employed" means working for and receiving compensation  
3 from an employer for at least 32 hours a week; *re-word*

4 ~~(5) "government agency" means an employer that is an agency~~  
5 ~~of the federal, state or local government;~~

6 (6) "internship" means a program of supervised practical  
7 experience in which a student enrolled in a postsecondary educational  
8 institution receives academic credit for participation in both employ-  
9 ment and academic study related to that employment occurring simultan-  
10 eously;

11 (7) "nonprofit or charitable organization" means an employer  
12 no part of the income or profit of which is distributable to its mem-  
13 bers, directors or officers or whose primary purpose is eleemosynary in  
14 nature;

15 (8) "postsecondary educational institution" means an aca-  
16 demic, vocational, technical, business, professional or other school,  
17 college, or university, or other organization offering educational  
18 credentials, or offering instruction or educational services primarily  
19 to persons who have completed or terminated their secondary education or  
20 who are beyond the age of compulsory high school attendance for attain-  
21 ment of educational, professional or vocational objectives;

22 (9) "qualified employer" means a government agency or non-  
23 profit or charitable organization. *The employer who in conjunction*  
24 *with the post-see inst furnishes the work experience portion of the student's*  
\* Sec. 2. AS 14.40.909(b) is amended by adding a new paragraph to read: *internship.*

25 (7) administer the provisions of AS 14.40.850 - 14.40.880  
26 (community service internship program).

27 \* Sec. 3. This Act takes effect July 1, 1976.

Introduced: 2/10/76  
Referred: Select Committee on  
Education and Finance

1 IN THE HOUSE

BY H. BEIRNE AND OSTROSKY

2 HOUSE BILL NO. 708

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act establishing the Alaska community service  
7 internship program; and providing for an effective  
8 date."

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

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22 875 of this chapter. The commission shall promulgate regulations for  
23 the selection of the interns, allocation of funds to postsecondary  
24 educational institutions ~~and qualified employers~~, and publication of  
25 the names of participating employers.

26 Sec. 14.40.860. DISTRIBUTION OF FUNDS. The funds appropriated for  
27 the program shall be allocated to postsecondary educational institutions  
28 in the state to ~~reimburse~~ *match contributions of the amounts paid by* qualified employers of students who are  
29 participating in the program if the postsecondary educational institu-

tion grants those students academic credit for their participation in a program involving both employment and academic study undertaken simultaneously by a student under the direction of the institution's instructional staff. The postsecondary educational institution receiving an allocation of funds under this section shall establish rules or guidelines for the awarding of academic credit.

Sec. 14.40.865. ELIGIBILITY. Students enrolled in an accredited postsecondary educational institution in the state are eligible to participate in the program.

Sec. 14.40.870. PAYMENT TO STUDENTS. *The postsecondary student* The student and the employer shall be responsible for the terms of the student's *work experience* employment agreement. No student enrolled in the internship may be paid less than the minimum wage established under AS 23.10.065. *The commission may reimburse* ~~an employer of a student up to 50 per cent of the wages or salary paid to the student, if the employer is a government agency or a non-profit or charitable organization.~~ *may be reimbursed* ~~of salary wages paid to student if employer is a government agency or a non-profit or charitable organization.~~ *reimbursed increased 125%*

Sec. 14.40.875. DEFINITIONS. In secs. 850 - 875 of this chapter

(1) "academic credit" means the unit that is awarded by a particular postsecondary educational institution to its students to indicate satisfaction of the institution's requirements for completion of a course of study leading to graduation or the receipt of educational credentials;

(2) "academic study" means a systematic program of reading, written work, seminars, lectures, laboratory, tutorial or other instruction which is undertaken by a student under the supervision or direction of the instructional staff of a postsecondary educational institution and which is related to the student's employment as a community service intern;

(3) "commission" means the Alaska Commission on Postsecondary

1 Education;

2 (4) "employed" means working for and receiving compensation  
3 from an employer for at least 32 hours a week;

4 (5) "government agency" means an employer that is an agency  
5 of the federal, state or local government;

6 (6) "internship" means a program of supervised practical  
7 experience in which a student enrolled in a postsecondary educational  
8 institution receives academic credit for participation in both employ-  
9 ment and academic study related to that employment occurring simultan-  
10 eously;

11 (7) "nonprofit or charitable organization" means an employer  
12 no part of the income or profit of which is distributable to its mem-  
13 bers, directors or officers or whose primary purpose is eleemosynary in  
14 nature;

15 (8) "postsecondary educational institution" means an aca-  
16 demic, vocational, technical, business, professional or other school,  
17 college, or university, or other organization offering educational  
18 credentials, or offering instruction or educational services primarily  
19 to persons who have completed or terminated their secondary education or  
20 who are beyond the age of compulsory high school attendance for attain-  
21 ment of educational, professional or vocational objectives;

22 (9) "qualified employer" means <sup>no is correct</sup> ~~a government agency or non-~~  
23 ~~profit or charitable organization.~~ *the qualified employer is*

24 \* Sec. 2. AS 14.40.909(b) is amended by adding <sup>AS 14.40.850 - 14.40.880</sup> a new paragraph to read:

25 (7) administer the provisions of AS 14.40.850 - 14.40.880  
26 (community service internship program).

27 \* Sec. 3. This Act takes effect July 1, 1976.

	8	9	1	2	3	4	E
PARK			Jud				
Osterbeck	Res						
Davis		CRA					
Swanson	Res						
Hackney		CRA					
Ostrosky		CRA					
Beirne			SA	SA			
Wallis	Com		SA	SA			
Sullivan							

Dorell

Hargraves

Dust units for sch dist (HS 763)?

Has compared w/ 14 + 19 (Hohman) - 130

" " " Kotzebue - 133

Univ food basket - Bethel 188 index  
None 194 "

freight rate

Arch Nov 19.90 cut

" Bethel 14.00 "

" Kotzebue 19.90 "

" Vellingham 9.70 "

Fbks Barrow 16.70

Utilities

oil Bethel 48

None 54-59

Gas Bethel 75

None 76+

Teachers

None 2000 over  
Bethel

STATE  
of ALASKA

## MEMORANDUM

TO: Tom Brown, Coordinator  
Office for Exceptional  
Children

DATE : February 20, 1976

FROM: Judi Hayden *JH*  
Education Specialist

SUBJECT: House Bill 635: "An Act  
Relating to Licensing of  
Speech Pathologists &  
Audiologists."

---

I feel that our office should support this licensure bill in an effort to upgrade the services being rendered to the public in this state. I also feel that this state licensing will give more local control (that is state control) over professional competence in speech pathology and audiology vs. the present national control being exercised by the American Speech and Hearing Association in its conference of the CCC (Certificate of Clinical Competence).

This bill does not impinge upon the Department of Education's certification requirements concerning persons employed by a school district. Nor does this bill require persons performing services for a school district who hold a valid certificate issued by the Department of Education to obtain a license.

Concerning Sec. 08.74.010 of this bill (pg. 1), I do not think a three-member board is at all adequate to provide the wide range of duties and services and to make the numerous binding decisions that the bill authorizes them to make. This bill gives a great deal of authority to the three-member board, consisting of 2 speech pathologists and one audiologist. I feel that a five-member board, consisting of 3 speech pathologists and 2 audiologists would be more representative of various view points and experiences that such a board should have.

Therefore, Tom, I urge your support of this bill if not on specific items, at least on the whole of it.

cc: David Canterbury  
Mike Mosher  
Ed Obie  
Sherman Welch

JH:es

PROPOSED AMENDMENT TO HB 708:

Line 24- after the word "institutions" delete "and qualified employers"

An employer may be reimbursed up to 25% of the wages paid to a student if the employer is in business for profit.

# ALASKA FEDERATION OF NATIVES, INC.



670 WEST FIREWEED LANE  
ANCHORAGE, ALASKA 99503  
PHONE (907) 274-3611

*Integrity, Pride in Heritage, Progress*

ALASKA STUDENT HIGHER EDUCATION SERVICE



March 1, 1976

Representative Charles Parr  
Pouch V  
State Capitol  
M.S. #3100  
Juneau, Alaska 99811

Representative Parr:

With reference to the House Bills 708 and 709 to establish a community service internship program for Alaska, I express the support of this office for these bills. We have been directly involved with the UYA Volunteer program as funded by the Federal Government and, in our view, it has been a successful program in: 1) Providing an accredited non-traditional, work experience program for upper class college student and 2) Providing an organization with "inspired and highly motivated staff."

It is my feeling that higher education will have to move in this direction in the future as this is a more realistic approach and links academia to the real world.

I do hope that you give your support to these bills.

Sincerely,

John Reimer  
A.S.H.E.S. Director

JR/cw

# University Year for ACTION

University of Alaska, Anchorage

3221 Providence Drive

Anchorage, Alaska

99504 907-272-5522 ext 124



Representative Charles Parr  
Pouch V  
State Capitol  
Juneau, Alaska 99811

Dear Representative Parr:

This letter is in support of House Bills 708 and 709 establishing and funding an Alaskan community service internship program. As director of the current University Year for ACTION program at the University of Alaska, Anchorage, I believe the passage of 708 and 709 will provide the following benefits:

## 1. ALASKAN HIRE

The program will foster the placement of Alaskan students in positions that have often gone to outside students. After completing University Year for ACTION internships, many of the UYA students have been hired to fill positions for which qualified, local applicants have not been available.

## 2. EXPANSION OF STUDENT RESOURCES

The UYA program now serves only one campus at UAA and the agencies in a limited area. Passage will provide the internship option to all students in approved post-secondary institutions and all agencies on a statewide basis. The placement of students could be coordinated with the existing work-study program.

## 3. INCREASED COST EFFECTIVENESS

Passage will provide at little cost a great student resource for resolving community problems. The University Year for ACTION program is now working with 18 agencies and the cost-saving is evident as we can place a student at \$250.00 to \$500.00 per month to do the equivalent of a full time employee at \$1,000.00 or more per month. Most agencies do not have enough money or skilled personnel to develop or explore innovative programs. This will allow them the opportunity to do so. Since internships are of limited duration, they do not replace full-time positions.

## 4. EDUCATIONAL RELEVANCE

Passage will allow students to gain invaluable professional skills that will lead to jobs rather than just academic degrees. It will also provide the



agencies the opportunity to test the students' theoretical skills in practical application.

#### 5. STUDENT LOAN DEFAULT SOLUTION

Passage could possibly be a unique way for those students who have defaulted on student loans to work off whatever is their final assessment.

#### 6. INCREASE UNIVERSITY-COMMUNITY COOPERATION

Passage would provide greater use of university resources to the community and promote closer cooperation between university faculty, administrators and community agencies in seeking solutions to problems. Faculty are now giving almost individual assistance to 25 Native students working in several projects throughout Alaska, particularly at Unalakleet and Copper Center.

#### 7. BROADEN THE SCOPE OF UNIVERSITY SERVICE

Passage will provide a greater awareness of what services the academic institutions can provide organizations or agencies. For example, developing and implementing plans for in-service training for all staff people could be developed.

#### 8. STRETCH RESEARCH AND PLANNING BUDGETS

Passage will allow agencies and organizations to use students to do independent research and planning for many divisions within the state administration that have recently reduced staff growth because of state austerity planning.

#### 9. COORDINATION OF SERVICES

Passage will allow for the development of a state-wide internship office that could seek placement of Alaskan students attending academic institutions both in and out of state. The State Internship Office could work in conjunction with the existing WICHE and Co-op education programs to promote greater coordination in recruitment, placement, selection and academic evaluation.

The above benefits are, in my opinion, only the most obvious ones that will accrue to the state if HB 708 and 709 are passed. Experiential education is proving to be of tremendous value in many parts of the United States where intern programs are proliferating. Passage of HB 708 and 709 will put Alaska in the forefront in this field.

Sincerely,



L.W. Macatee  
Director  
UYA Program

CROFT & THURLOW

ATTORNEYS AT LAW

SUITE 710 FIRST NATIONAL BUILDING

425 "G" STREET

ANCHORAGE, ALASKA 99501

19 February 1976

TELEPHONE 272-3508  
AREA CODE 907

CHANCY CROFT  
GARY THURLOW  
WILLIAM J. BAILEY  
OF COUNSEL

The Honorable Helen Beirne  
The Honorable Kathryn Ostrosky  
Representatives  
House of Representatives  
Pouch V  
Juneau, Alaska

Re: House Bill No. 708, an Act establishing  
the Alaska Community Service Internship  
Program.

Dear Representatives Beirne and Ostrosky:

I am please to see that you have introduced House Bill  
No. 708 to establish an internship program.

During the two years that I was attorney for the Greater  
Anchorage Area Borough, I had a great deal of familiarity  
with the internship program carried on by the Borough  
Department of Law. It was an outstanding success.

In 1973 and 1974 we obtained the services of Joel DeVore,  
then a student at Antioch College, Ohio, for purposes of  
helping us present alternative reapportionment plans to  
the Borough Assembly and for some basic legal research.  
Mr. DeVore did not have a background in law, but did, I  
believe, have a background in political science. He made  
a major contribution in working out an apportionment plan.  
In fact, after he returned to Antioch College, we sent him  
an urgent summons to return to Anchorage, Alaska, to work  
on one last round of apportionment plans. Reapportionment  
was accomplished in August or September of 1974, while he  
was present. Joel DeVore is now ombudsman for the new  
Municipality of Anchorage. He will, I am certain, make a  
lasting contribution to the Municipality, partly because  
he became early acquainted with municipal government during  
the time that he worked as an intern for the Municipal De-  
partment of Law.

Each half-year we hired two interns in their last year of  
law school to work for the Municipal Department of Law.  
Even though they were paid disgracefully low wages, they  
worked very hard and most of them are now doing well in  
either the private practice of law or as attorneys for

Honorable Helen Beirne  
Honorable Kathryn Ostrosky  
19 February 1976  
Page two

the Municipality of Anchorage. Three interns, Judith Allen, a long-term resident of the Municipality of Anchorage, and a mother of two boys, Ted Berns and Gregg Wheatland made a major contribution in the area of land use planning this past year. Judy Allen was here only for the summer of 1974, while Ted Berns and Gregg Wheatland were here for one-half year each. A very significant piece of legislation, a planned unit development ordinance, was drafted and enacted during their stay here in Anchorage. I'm sure that all of these persons, particularly Judy Allen, will return to Anchorage and will play an active role in the affairs of our community.

I think that the interns all profited a great deal from their experience of working with the municipality. Certainly they have a much better chance of obtaining good employment in the Anchorage area. I believe that we struck a very good bargain in hiring them and that the former Borough, now the Municipality, profited a great deal from having them as employees.

Since I've gone into private practice, I have had an opportunity to meet with people connected with the Aleut Corporation and the Kuskukwin Management Corporation, a native group. I have also visited in Copper Center and Unalakleet in connection with a University of Alaska course. There are a large number of young people in rural parts of Alaska that have a keen interest in their communities and are willing to work hard, if given the opportunity, in municipal government and such activities as housing, sewerage, sanitation and health. Many existing state programs would be much more successful if people from these areas could be given practical experience solving specific problems.

The primary purpose of such a program is to provide a good education for Alaska students. I believe that the cost effectiveness of such programs is exceptional. The students learn very practical skills as interns and they learn quickly because they become so thoroughly involved in what they are doing. In addition, an internship program has the effect of giving Alaska students an early opportunity to become rooted in Alaska and, if they see fit, in their own community. Very often education does not connect students with employment. Internship programs very often do and are valuable for this reason.

The secondary benefit of an internship program is that it is a program of state assistance to local governments, particularly smaller local governments.

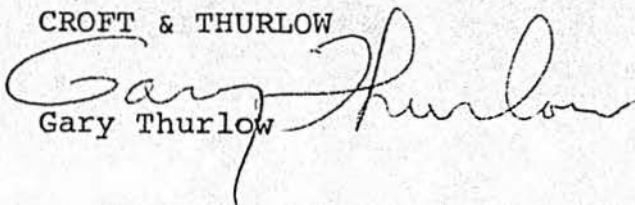
I hope that you will be able to make some use of this letter. I know that both of you are already familiar with the opportunities created by an internship program. Certainly Representative Ostrosky knows the possibilities of the internship program with respect to smaller communities such as communities at Bristol Bay.

Honorable Helen Beirne  
Honorable Kathryn Ostrosky  
19 February 1976  
Page three

I wish you luck with your Bill.

Sincerely,

CROFT & THURLOW

  
Gary Thurlow

GT:mv

cc: Joel DeVore  
Ombudsman  
Municipality of Anchorage  
City Annex  
Anchorage, Alaska

December 8, 1975

Dr. Marshall L. Lind  
Commissioner of Education  
Pouch F  
Juneau, Alaska 99811

Dear Dr. Lind:

This letter is in regard to ensuring that proper funding for electric power purchase is provided for in the forthcoming and future State budgets.

Alaska Village Electric Cooperative, Inc., has been providing service to a large number of State operated schools for the past few years with several new high schools under Contract, just coming on line. In addition, the State Operated School System entered into a Contract in February, 1975 to add seven (7) new high schools for the system, as they come on line starting in 1976. This was necessary in order for Alaska Village Electric Cooperative, Inc. to borrow money from the U. S. Government to purchase the major additional generation and distribution equipment to supply these sizable new school loads.

Your department has, over the past several years, received several letters concerning the critical nature of these Contracts for the continued ability of Alaska Village Electric Cooperative, Inc. to provide power in the village communities served, as well as obtaining REA loan money to meet the growing requirements in the Communities and the schools. We will not at this time go back through all the details of these negotiations or requirements except to indicate these Contracts have been and still are firm requirements for this program to continue.

Attached is a complete listing of the schools currently served and the estimated minimum amount the State budget should include to provide this service for the period starting on July 1, 1976, through June 30, 1977. Three amounts are shown. The estimated amounts for satisfying the basic school minimum Contract rate, 2) an amount to cover the estimated fuel cost adjustment to accommodate the expected fuel cost during the period. This clause has been approved by A.P.U.C. and is now in effect, and 3) an amount whereby certain of the high schools are estimated to exceed the energy consumption provided under the basic energy schedule in effect at that time. We do not yet have a longer term profile of average kilowatt hours usage for the new high schools. We therefore estimated consumption based upon the limited amount of information we have and the best judgments we can make. These, of course, are subject to change, based upon actual experience.

December 8, 1975  
Dr. Marshall L. Lind  
Page Two

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As you know, at the recent legislative session attached to the Bill authorizing decentralization of the schools, was a letter of Intent to ensure that the State would continue to provide electric service, under the Alaska Village Electric Cooperative, Inc. Contract with the State, as a planned part of the total breakup of the State Operated School System into the various Districts. A copy of the letter of Intent, as passed by the Legislature and attached to the final legislative measure, is attached for your reference.

It is our analysis that, with the disappearance of the S.O.S./Unorganized Borough School District, the State Department of Education would be the logical State area to administer this responsibility and Alaska Village Electric Cooperative, Inc. has not been advised otherwise.

We are also forwarding copies of this letter to Senator Ferguson, Mr. White of the Unorganized Borough School District and Commissioner McAnerney due to their acknowledged interest in this area and assistance to provide a smooth transition.

Please note that this provides only for the operation of the current projected State schools. If there are any plans to take over any BIA schools, then these should be appropriately added. Alaska Village Electric Cooperative, Inc. currently serves a total of 26 BIA schools, with the 27th scheduled to come on line in 1976. The 27th school being the Hooper Bay High School. Any state plans to take over any of these should be separately provided for and funded if this would be an event in the forthcoming fiscal year.

Alaska Village Electric Cooperative, Inc. would appreciate an early reply from you acknowledging receipt of this information and knowledge that adequate provision for this will be accomplished in the State Administration proposed budget. Alaska Village Electric Cooperative, Inc. must, in the next few weeks, make shipping space commitments for well over one million dollars in fuel oil alone for 1976 delivery to meet the Winter of 1976-77 generation requirements.

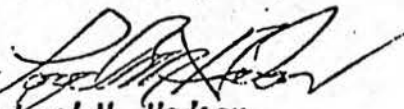
Please be assured that we will be prepared to supply you with any additional information you may request or will make ourselves available to support budget requests as necessary in testimony before the Legislature. The members of Alaska Village Electric Cooperative, Inc. appreciate the assistance that the State has provided through these Contracts to boost the availability of

December 8, 1975  
Dr. Marshall L. Lind  
Page Three

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electric service to the many thousands of residents in these villages. Progress has been achieved through not only provision for many new modern school facilities constructed in Alaska Village Electric Cooperative, Inc. service areas, but many benefits in better home study habits, adult education, and other improvements that the availability of electric service has brought to the village people.

Very truly yours,

ALASKA VILLAGE ELECTRIC  
COOPERATIVE, INC.

  
Lloyd M. Hodson,  
General Manager  
LMH/ma

cc: State Senator Frank Ferguson  
cc: Commissioner Lee McAnerney  
cc: George White, Superintendent, Alaska Unorganized  
Borough School District  
cc: Adrian Simonson, REA Operations Representative

LISTING OF STATE SCHOOLS UNDER CONTRACT TO RECEIVE  
ELECTRIC SERVICE FROM ALASKA VILLAGE ELECTRIC COOPERATIVE, INC.

Estimate of Service Cost for Period of July 1, 1976 to June 30, 1977

LOCATION	YEARLY MINIMUM	EST. KWH	EST. FUEL COST SURCHARGE (EST. \$.04/KWH)	EST. ENERGY (EST. \$.)
<u>Current Schools</u>				
Alakanuk High School Est. on 1/76	\$34,020	300,000	\$12,000	\$32,120
Angoon	34,020	140,000	5,600	
New Addition		60,000	2,400	10,120
Anvik	34,020	65,000	2,600	
Emmonak High School	34,020	300,000	12,000	32,120
Fortuna Ledge (Marshall)	34,020	80,000	3,200	
Holy Cross	34,020	80,000	3,200	
New Addition		60,000	2,400	
Huslia	34,020	130,000	5,200	
Kaltag	34,020	120,000	4,800	
Kiana High School	34,020	300,000	12,000	32,120
Kivalina	34,020	60,000	2,400	
Koyuk	34,020	75,000	3,000	
Minto	34,020	90,000	3,600	
New Addition		60,000	2,400	
Mountain Village High School	34,020	300,000	12,000	32,120
New Stuyahok	34,020	130,000	5,200	
New Addition		60,000	2,400	7,920
Noatak	34,020	80,000	3,200	
New Addition		60,000	2,400	
Anvik	34,020	160,000	6,400	1,320
Anvik High School	34,020	300,000	12,000	32,120
Nulato	34,020	110,000	4,400	
Nulato High School	34,020	240,000	9,600	18,920
Pitkas Point	34,020	60,000	2,400	
Shishmaref	34,020	60,000	2,400	
Shungnak	34,020	100,000	4,000	
Toksook Bay High School Est. on 2/76	34,020	300,000	12,000	32,120
Togiak	34,020	160,000	6,400	1,320
Wales	34,020	60,000	2,400	
<b>SUB TOTALS (Current Schools)</b>	<b>\$850,500</b>	<b>4,100,000</b>	<b>\$164,000</b>	<b>\$232,320</b>

New School Service after July 1, 1976

	Est. Date of Completion				
Ambler	Nov. 1, 1976	\$22,880	80,000	3,200	
Gambell High School	Sept. 1, 1976	28,350	250,000	10,000	26,651
Kaltag High School	Sept. 1, 1976	28,350	250,000	10,000	26,651
Kivalina High School	Sept. 1, 1976	28,350	250,000	10,000	26,651
Savoonga High School	Sept. 1, 1976	28,350	250,000	10,000	26,651
Shishmaref High School	Sept. 1, 1976	28,350	250,000	10,000	26,651
Shungnak High School	Sept. 1, 1976	28,350	250,000	10,000	26,651
Togiak High School	Sept. 1, 1976	28,350	250,000	10,000	26,651
<b>SUB TOTALS (New Schools)</b>		<b>\$221,330</b>	<b>1,870,000</b>	<b>\$73,200</b>	<b>\$186,557</b>
<b>TOTAL (Current and New)</b>		<b>\$1,071,830</b>		<b>\$237,200</b>	<b>\$418,877</b>

GRAND TOTAL

\$1,727,907

**THE LEGISLATURE OF THE STATE OF ALASKA**  
**FISCAL NOTE**

Second Session - Ninth Legislature

I. REQUEST

Bill No. H.B. 708 and 709  
 Title: An Act establishing the Alaska Community Service Internship Program  
 Requested by: \_\_\_\_\_ Date: \_\_\_\_\_  
 Return Date Requested: \_\_\_\_\_  
 Agency: \_\_\_\_\_ Program: \_\_\_\_\_

II. FISCAL DETAIL

Budget Request Unit(s) Affected: Alaska Commission on Postsecondary Education

A. EXPENDITURES: (Thousands of dollars)

OBJECT	FY 76	FY 77	FY 78	FY 79	FY 80	FY 81
100 PERSONAL SERVICES	-0-	48.9	53.3	58.1	63.3	69.0
200 TRAVEL	-0-	3.2	4.0	4.3	4.6	4.9
300 CONTRACTUAL	-0-	1.0	1.1	1.2	1.3	1.4
400 COMMODITIES	-0-	.5	.5	.5	.5	.5
500 EQUIPMENT	-0-	1.6	-0-	-0-	-0-	-0-
600 LAND & STRUCTURES	-0-	-0-	-0-	-0-	-0-	-0-
700 GRANTS, CLAIMS, ETC.	-0-	194.8	214.3	235.7	259.3	285.2
<b>TOTAL</b>	<b>-0-</b>	<b>250.0</b>	<b>273.2</b>	<b>299.8</b>	<b>329.0</b>	<b>361.0</b>

B. FUNDING: (Thousands of dollars)

GENERAL FUND	-0-	250.0	273.2	299.8	329.0	361.0
FEDERAL FUNDS						
OTHER	-0-	250.0	273.2	299.8	329.0	361.0

C. POSITIONS:

PERMANENT/TEMPORARY	/	2.0/	2.0/	2.0/	2.0/	2.0/
MAN MONTHS (P./T.)	/	/	/	/	/	/

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

100. Includes 1.0 Education Administrator I (21-A) \$27.7  
 1.0 Secretary I (10-A) 12.7  
 \$40.4 plus 21% equals 48.9

500. Equipment includes one-time furnishing requirements.

Additional years' expenditures include a 9% cost-of-living factor for personal services, and a 10% growth factor for grants.

IV. ATTACHMENTS

V. DATE: February 20, 1976 PREPARED BY: Kerry G. Romesburg

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



UNIVERSITY OF ALASKA  
ANCHORAGE

2651 PROVIDENCE AVENUE  
ANCHORAGE, ALASKA 99504

February 25, 1976

Representative Parr  
Health, Education and Social Services  
Pouch V  
State Capitol  
Juneau, Alaska 99811

Dear Representative:

I have spent two years as Coordinator of the College-Work Study Program here at the University of Alaska, Anchorage and have witnessed the benefits a work program has for students.

With this knowledge, I wish to add my support to House Bill #709. I believe that internships and other work/credit programs provide extremely valuable and valid alternative methods of acquiring an education.

Sincerely,

Eleanor Brown  
Coordinator of College Work-Study  
Financial Aids Office

EB/mjh

EXPERIENTIAL LEARNING AT THE UNIVERSITY OF KENTUCKY:

INSTITUTIONALIZING ACADEMIC CHANGE

*made  
Corm Ten*



Robert F. Sexton, Executive Director  
Office for Experiential Education  
University of Kentucky

and

John B. Stephenson  
Dean of Undergraduate Studies  
University of Kentucky

Not yet a year ago, the University of Kentucky created an Office for Experiential Education to develop and coordinate the off-campus learning activities of all university students. Because of contemporary interest in experiential education we have been asked many times to explain the causes and implications of this development: in essence, to explain how a traditional land grant university instituted a non-traditional program and what the phenomenon means.

Reflection on the development of experiential education at the University of Kentucky leads to two basic questions. The first involves the circumstances surrounding the creation of the Office for Experiential Education at the University of Kentucky. What allowed it to happen, especially in a species of institution whose rigidity and inertia are legendary? The second question concerns the real progress we have made, and what the creation of an administrative office has actually meant in terms of the "institutionalization" of this change.

The first question can be approached through a straightforward narration of events between 1970 and 1973, when the Office was created. It would be additionally helpful, if we could abstract from the story of what happened some guiding concepts and principles to explain what happened. If such concepts and principles are valid, they might be put to use again, at the University of Kentucky and elsewhere. Therefore, let us first generalize a bit. For what happened at UK underscores the importance of the following principles, which are no news to social scientists, students of change, or practiced administrators:

1. The use of influentials and elites is essential in the

process of diffusion and adoption of innovations.

2. Timing is important in effecting change, from the standpoint of "client" readiness, competing demands for resources, and support from elites, to name only three aspects.

3. The management and coordination of communications to maintain a proper flow of information is another essential.

Communications management is best achieved from points of organizational or system centrality.

4. It is important that innovations be defined by potential adopters as consistent with existing norms and shared objectives and likely to fulfill felt needs.

5. Of overriding importance is the very basic principle that success in bringing about change is always a mixture of calculated strategy and dumb luck. The mixture may contain 5% of the former and 95% of the latter!

Leaving these generalities and moving on to the particular experience of the University of Kentucky, our success with experiential education has been the result of a combination of circumstances; some carefully planned over the last four years, some the result of specific institutional characteristics, and some the result of historical accident. To analyze these circumstances, we should examine the role of the Office of the Dean of Undergraduate Studies; the impact of the University Year for Action program; and the importance of a relatively small group of advocates scattered throughout the University.

Recognizing the impact on undergraduate programs of a greatly increased emphasis on graduate training in the early and middle sixties, the University of Kentucky attempted to check this swing partly through creating the office of the Dean of Undergraduate

Studies. The position was created in 1967, and was first filled in 1970. In some respects the counterpart to the Graduate Dean, the Undergraduate Dean was to improve program effectiveness, improve instruction and advising, and generally attend to those academic concerns which were of common interest to the dozen or so colleges offering undergraduate degrees. The position was filled partly to respond to growing student demands for changes in undergraduate programs, and it quickly became one of the University's more visible symbols of "innovation."

It was through the auspices of the Dean of Undergraduate Studies that the University applied for a University Year for Action planning grant in fall, 1971. Following a strategy laid jointly by the Dean, a development official with the University Research Foundation, and the Director of the Center for Developmental Change (an interdisciplinary campus center which had been important in developing proposals in such areas as welfare research, Peace Corps training, and Appalachian research), the so-called Committee of Forty was assembled to assist in drafting the proposal. The Committee of Forty was large, representative, supportive, and hardworking. For such a sizeable and diverse group, it was surprisingly flexible. The Planning Director, together with the Committee of Forty, organized and submitted a proposal which became the model proposal for UYA in Washington for months---a fact which was later almost our undoing in Lexington.

Washington approved the UYA program proposal, and the University was in the experiential education business on a multi-college basis on January 17, 1972, less than four months after it had first conceived the possibility. Among the institutional

changes necessary for getting the grant was the commitment to granting 30 hours of academic credit to students serving in the off-campus program. (Some were incredulous, having already decided that the institution was congenitally incapable of rapid change.)

Of course, scattered but significant off-campus learning activities already existed on the campus. In addition to programs in education, social work, and the medical fields, the Department of Political Science had been active in developing state government internship programs which carried fifteen hours of academic credit. These internships had been widely publicized and their patron faculty member was a highly respected scholar. In one respect, then, education through field placements was not a radical innovation at the University of Kentucky.

But the "take-off" for development of experiential learning from such scattered beginnings to the eventual creation of a University-wide Office for Experiential Education depended not only on carefully laid strategies, but on several fortuitous events and decisions.

One of these was early resolution of the "credit problem" by two members of the Committee of Forty, the Vice-President for Academic Affairs and the Chairman of the Senate Council. Their plan was to obtain top-level approval for a new University-wide course granting up to 15 credit hours per semester, but to make its use by any given student contingent on the approval of a department and a college. (The alternative would have been to wait upon the unlikely common initiative or around ninety departments to come up with such a course.) This course, University Year for Action 396, will this year be modified as a departmental

300-level course in a gradual, planned move toward an established, university-wide, variable credit experiential education course.

Another strategic decision was to locate the UYA program under the Dean of Undergraduate Studies, which in turn reports to the Vice President for Academic Affairs. This meant that from the beginning the program benefitted, to a certain degree, from an aura of established academic credibility. This factor became of more crucial importance in later stages than at the beginning. Numerous UYA programs across the nation were initially attached to student services, volunteer offices, or specific professional colleges such as social work or urban studies. To "institutionalize" these programs must cross the bridge to the academic administration of the institution, or expand to engage the broader university community. They are attempting to do this as their federal funding ends, so not only have they lost the initial financial advantage, but they are tackling an academic-political objective which is inherently difficult.

Another fortuitous effect of UYA was the establishment of a core of persons on and off the campus, often from unexpected quarters, who could intelligently discuss and rationally visualize the potential of the UYA model. Among these were the Vice President for Academic Affairs, whose support was vital to the effort. Another was a former chairman of the Psychology Department, a highly respected member of the University community and a person who had experience as an evaluator of Peace Corps. This person eventually played an important role in evaluating UYA and later became academic co-director of UYA. Another was the Planning Director, a vigorous, imaginative assistant professor who

subsequently became Assistant Dean of the College of Arts and Sciences. And almost by accident, one of the authors of this narrative became involved as a member of the Committee of Forty in his role as Director of the State Internship Program in Frankfort. Other members of this core group came from such diverse areas as Law, Architecture, Dentistry, Community Medicine, and Vocational Education.

Almost any way one looks at it, the early experience of the UK-UYA program was a near disaster. If there was little time available for planning, there was even less available for implementation. Staffing was completed virtually overnight. There was insufficient time to orient the staff to the complex philosophy of a new program which was to satisfy Washington that poverty was being attacked in a respectable academic fashion, to persuade faculty that learning was taking place under the banner of service, and to convince students that learning objectives could be achieved outside the classroom. Needless to say, the motives of those who participated in those early months were varied and conflicting. The conflict erupted. Surprisingly, it was not faculty who contested an academic ripoff; it was students who contested what they considered another ripoff of the poor. In addition, some agencies felt they had been seriously misled by an overzealous recruiter. Had it not been for a steadfast, mature director who kept a cool head throughout this period of travail, the University would have terminated the project within three months of its beginning.

But UYA survived its nervous launching, which is not to say that it was an unmitigated success even a year or so later. It

still faced problems such as its narrow focus on poverty, its requirement of full academic credit for 12 months full-time work for undergraduates, its apparent inflation of grades, its low rate of faculty involvement in supervision and evaluation, and its exploitation by students with questionable motivation, to name the most important. Nevertheless, UYA has served and is serving its purpose: to allow experimentation with experiential learning just so such problems could be identified and dealt with. And UYA has been a foundation, however shaky it may seem, upon which to build a more solid educational structure.

Thus, the University's experiment with UYA, although not completely successful, provided both the stimulant and the vehicle for the development of the broader concept of experiential education.

Several factors from the UYA experience, as well as other circumstances only partially related to the program, contributed to whatever success we now enjoy.

At the top of this list of circumstances contributing to the maintenance of innovation was the basic credibility of experiential education proponents. In addition to the former chairman of psychology, these included the chairman of the political science department, highly respected faculty in anthropology and sociology, and the Deans of the Colleges of Education, Social Professions, and Agriculture, and the Vice President for Academic Affairs. Whatever their individual reasons for supporting the reform, these persons played quiet but decisive roles. Of crucial importance also was the breadth of the small support group---it silenced from the beginning the argument that such education was

only advantageous to a small segment of the University or only to the professional colleges. We also saw that a small nuclei of strong supporters, located in the right places and mobilized by the Office of Undergraduate Studies, was as effective as larger numbers would have been.

Another contributing factor was the absence of organized opposition to experiential learning. In part this was due to the role of the persons above, but even more it was the result of the non-threatening nature of the experiment and pure good luck. The internal proposal which created the Office for Experiential Education had argued not that some radical alternative to tradition was being undertaken, but instead that experiential education should build upon existing programs. The proposal was also reviewed by the deans of all 15 colleges and many department chairmen, forestalling organized opposition.

Perhaps there was more of a threat to existing experiential programs---but once more the cautious wording of the mandate was important. In other words, assurances were given that existing programs, such as those in education, would not be challenged by a development and coordination office.

Basically, the UYA experience itself made a mixed contribution to the furtherance of experiential education. On the one hand the program had demonstrated the weaknesses of innovation. There were problems with vague or absent criteria for measurement and absence of faculty control of students. The "academic" validity of some of the placements was a constant question as was the fact that many UYA students entered the program with fairly weak academic records. Fortunately, however, these problems were discussed openly if not widely throughout the program and supporters of

the concept in general continued to think positively; they felt that inadequacies surfacing in UYA pointed to our concerns to be corrected or modified, and not toward elimination. And, in effect, the UYA program really affected only a small group of people. The credit mechanism, although it offered up to 30 hours of undergraduate credit, was couched in safeguards (it was pass/fail in most cases and needed departmental approval to count toward the major) and had been approved only on an experimental basis, so it too posed a limited threat.

In sum, the UYA program's primary contribution to later developments was as a stimulant, not as a paragon of academic virtue. The process of getting the grant stimulated discussion of large amounts of credit for experience in a "low risk" environment. Administrators and faculty were encouraged during the program's duration to discuss experiential education, and the UYA project staff and advisory committee formed a focal point for this discussion. Students were also exposed to off-campus work in large doses for the first time, and the novelty of their placements resulted in more publicity in the campus media than had been the case with other programs. The availability of federal funds to underwrite a broader office was, of course, a constant advantage in working with the administration.

A major link between UYA and the Office for Experiential Education was the Harris report and recommendation.\* Based on interviews with virtually all academic deans, the report showed

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\*Jesse G. Harris, Jr., "A University Plan for Experiential Education, 1973. Dr. Harris' proposal outlined the process of establishing and the functions of the Office for Experiential Education.

considerable support for the concept of a centrally coordinated office which would concern itself with the development of off-campus learning experiences. With the degree of support shown in this report, and coming from an unimpeachable source that it did, the Vice President and the President found it difficult to deny support for the new Office for Experiential Education from general fund sources. In July, 1973, the new office was created.

We now come to the question of how far toward the institutionalization of experiential learning we have come. To begin, let's review briefly the role of the Office for Experiential Education. The office's primary purposes are to coordinate already existing field experience programs (this does not mean, by the way, granting approval for a college or department to place students in an internship), to create a general climate receptive to experiential learning among students and faculty, to develop new field learning opportunities, to serve as a facilitator of research on the subject, and to disseminate information as broadly as possible. The office also directly administers programs with university-wide constituencies---like the state and city government internship programs and the University Year for Action program.

Thus far, the focus of the office has been on working with colleges and departments, through the new Council on Experiential Education, to encourage them to build experiential education into the curriculum. At the same time, interdisciplinary sub-committees are also at work devising ways in which the off-campus placement can be utilized to encourage department cooperation (for example, a Subcouncil for Cultural Patterns consists of representatives from Anthropology, English folklore, Geography, Sociology, and

Efforts have also gone into cataloguing all the university field experience programs and all the university courses being used to grant credit for field work. Research has been conducted on income taxes, workman's compensation, and minimum wage requirements.

The Office for Experiential Education exists in an environment which is generally tolerant if not wholly enthusiastic about its mission. There remains a considerable degree of academic conventionalism, a fear of eroding standards, an anxiety about the theft of credit as though it were gold being burgled out of some academic Fort Knox. The words of the poet who penned "The Deserted Campus" represent this point of view eloquently:

CREDIT, thou elder brother e'en to grade,  
Thou hadst a being ere degrees were made,  
When to have ta'en a course meant mastering  
A discipline---not doing one's own thing!  
To what base uses has thy name been lent,  
Thou tarnish'd token of accomplishment!  
For credit they cross seas, pay gladly double  
To learn what they could here with half the trouble.  
For credit they watch plays, or hammer nails,  
Or get a clap, or hunt for Holy Grails;  
They'll lobby Congress, or their boots they'll muddy,  
If certifi'd as independent study,  
And though we fume, we pedagogues abet it;  
Ingenious are the ways of earning credit:  
They ski in Zermatt and they scour the pampas,  
They'll do most anything but stay on campus.\*

Two major projects may provide a better test of the Office's ability to function. One of these is to steer course credit for experiential learning (up to 30 hours) through each academic department and the faculty senate. Thus far, twenty-four departments have endorsed the concept of the course (presented through a "model" course proposal and argumentation). The adoption of this course by appropriate departments, and later the appointment of

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\*Ira Gorshan, "The Deserted Campus," Chronicle of Higher Education, April 1, 1974

specific instructors for the course will be a first tangible demonstration of success. The new course also carries with it the necessity of a written contract; thus experiential education has developed this tool and is working with students and faculty in its use.

Secondly, a major information center is being established for students who want field placement, modeled somewhat on the C/AHED (See-Ahead) Center at Michigan State University. The information center is seen as the only feasible way of dealing with hundreds of student inquiries without spending massive amounts of staff time in personal counseling.

Yet the major objective, perhaps equally as important as faculty support, is that of creating within the student body both the interest in exploring off-campus opportunities and the willingness to aggressively develop off-campus experiences for themselves. As one means of achieving this, learning opportunities in Kentucky are being gathered together into something like a "whole earth catalogue." Hopefully, by attractively packaging this catalogue, and including written encouragement for students to experiment, we will at least start students on the path toward working independently.

This last point deserves digression and elaboration. It is becoming fairly obvious that the students we deal with have not been encouraged to take charge of and aggressively pursue their own educations; they do not ask why they are here, what their learning goals are, or how they can best achieve their goals. In other words they have been schooled to be told what and how they are to learn. Experiential education, which depends on student

independence and initiative, cannot thrive in this environment. Consequently, not only must we create an environment where students will think "off campus," but we need to cooperate with others on the campus who are attempting to revitalize undergraduate education and encourage more creative student attitudes toward the educational process.

A corollary need, in our opinion, is to integrate experiential education into the general education program of the university. The professional schools, and in turn careerism, continue to be the mainstays of field experience. It is our opinion that it will be in the liberal arts fields that experiential learning can have its most significant impact. For it is here that the university continues to play its distinct role, not only as the keeper of the society's culture, but also as the place for helping men and women who can cope with society's complex ethical and cultural problems and who can lead personally satisfying and socially constructive lives as citizens in a participatory democracy. So we have considered that by combining liberal arts values with field placements, a new breath of life might be blown into an old academic objective. If learning by doing is a concept valid for engineers, why is it not appropriate for all decision-making citizens? If understanding the internal workings of organizations like government is a desirable object for all educated persons, as well as political scientists, why not use the experiential technique to convey the message of the humanities.

Another need, which will be more obvious to administrators at higher levels than ourselves, is to cost our efforts to determine whether our efforts are worth the price. The Office for Experiential Education at the University of Kentucky obviously

will not become institutionalized until its costs are known and are felt to be reasonable and affordable in view of the benefits derived. How these benefits can be measured is a question yet to be answered to everyone's satisfaction.

The creation of the Office for Experiential Education at UK does not mean that "experiential education" has been institutionalized at the University; it says only that an institution has been created with the goal of institutionalizing the concept. Only the first step has been taken, the most important goals lie ahead. Until the university, with full awareness and agreement, finally understands what it has done by the creation of this office, and understands the implications of experiential learning as they relate to goals long held to be important in higher education, experiential education will not be institutionalized.

ALASKA NATIVE AMERICAN TEACHER EDUCATION PROJECT

Alaska Department of Education  
Dr. Marshall Lind  
Commissioner

Eli Reyes, Tlingit/Haida Central Council  
Ruth Okitkon, Tanana Chiefs Conference  
Gary Fuller, Oregon State University  
James R. Beima, Department of Education

February 25, 1976

## ALASKA NATIVE AMERICAN TEACHER EDUCATION PROJECT

### RATIONALE

Planning grant funded by the U.S. Office of Education under Section 504 of the Education Professions Development Act (EPDA).

The program is based on the following assumptions:

1. That the quality of education for Native American children can be improved by training Native American professionals;
2. The involvement of Native people in the educational process of their children is desirable and necessary; and
3. To develop a cadre of Native American educators on all levels of instruction and administration will build and maintain bridges between Native American homes, schools and the outside world.

### PROBLEM

Since the majority of Alaskan school districts are rural in nature, with a predominance of Native students, they should be administered and staffed with a larger percentage of Native Alaskans. The emerging twenty-one (21) Rural Education Attendance Area school districts stimulate the need to meet this growing demand.

Presently we have been able to identify only two (2) Native secondary school administrators out of approximately 112, less than ten (10) secondary vocational teachers out of approximately 411, and less than thirty (30) secondary and elementary teachers out of approximately 5,600 statewide. Traditional teacher education/administration programs have not illustrated success in meeting demands of rural Alaska.

Annually, over a thousand Native Alaskans are in some phase of post-secondary education outside the state of Alaska. Many of these students are not enrolled in education, and many do not return to Alaska.

### PURPOSE

The purpose of this three-year project is to increase Native American involvement to 10% of the total statewide school administration and staffing at the end of three years.

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## PLAN OF ACTION

OBJECTIVES	ACTIVITIES	EXPENDITURE	EVALUATION
1. By June 30, 1976, identify potential Native American candidates 2. Contact Human Resources Committee A.F.N. 3. Present Plan to Commissioner of Education for presentation to legislature	1. Contract with Native organization 2.1 Present project to Committee 2.2 20 Slots for Administration 2.3 Administered by native agencies 3.1 Presentation to D.O.E. 3.2 Commissioner present to legislature	1. 3,000 2. 120,000 Cost of living 3. 130,000 a. Coordinator b. Transportation c. Secretary d. Travel e. Other	1. The acceptance of program by participants. 2. Approval of funding concept 3.1 Approved by D.O.E. 3.2 Approved by legislature
4. Present plan to other agencies	4. Scholarships and Donations	4. 10,000 Student Aid	4. Allocation of Gifts
5. University Program	5. Linkages with Universities through Center for Staff Development.		5. Working Agreement
6. Employment of Statewide Coordinator and Staff	6. Develop Plan Guide, Goal Statements, Career Guidance Component, Develop linkages with School Districts.		6. Staffing Completed
7. Enrollment of Administrative Interns	7.1 Taking Research project and applying criteria 7.2 Enrollment of students in program by September 30		7. Enrollment of students

OBJECTIVES	ACTIVITIES	EXPENDITURE	EVALUATION
8. Enrollment of Voc. Ed. Type II Certificates	8.1 See Community Resource Project for time lines (attached)	10,000 EPDA 104,000 Part D	8. Enrollment of students
9. Evaluation	9.1 BRT 3rd Part Evaluation 9.2 EPDA 3rd Party Evaluation 9.3 Ongoing Evaluation		9.1 Nov. 76 May 77 9.2 June 77 9.3 Monthly Reports Quarterly review Annual written report by Coord.
10. Continuation of project	10. Use prior years data and evaluate expansion, maintenance and/or revision		10. Human Resources Commission and B.O.E.

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APPENDIX

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Alaska

Teacher Education Needs 1980 \*

	1975	Present Type D	1980 Needs
Business Education	119	1	40
Distributive Ed.	10		10
Home Economics	39		18
Health Education	4		52
Agriculture	4		70
Trade Industrial	185	41	100
Vocational Directors L.E.A.	14		30
Elem. Sec. School Adm. <sup>mt</sup>	345		100
Superintendents <sup>**</sup>	50		15
			<u>465</u>

\* Spaziani, Richard, Five Year Projection Of Vocational Teacher Education Needs, 1974.  
 \*\* Includes Projected need for new R.E.A.A. Schools

TENTATIVE BUDGET

Research Study	EPDA	3,000
Tuition	Scholarships	10,000
	State	12,000
	EPDA	10,000
Cost of Living	Native Organization	120,000
	State	64,000
Coordinator	State	24,500
Secretary	State	9,200
Fixed Costs	State	7,300
Transportation	State	8,000
Travel	State	5,000
		<hr/>
		273,000
Community Resource Training	Part D Voc. Ed.	104,000
		<hr/>
		377,000

FUNDING SOURCES

Research EPDA	3,000
State	130,000
Native Organizations	120,000
Scholarships	10,000
Native American EPOA	10,000
Community Resource Training	104,000
	<hr/>
	377,000

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## What it means...

Cooperative education means that an employer and a school combine their efforts to help train students for careers. Cooperative education students spend part of their high school or college years in on-the-job training. In this way, the business community becomes a part of the college campus. The school and the business should be like two interlocking gears; if one moves so does the other.

Employers need well educated, highly motivated, properly trained employees. Through cooperative education, employers assume a vital part of the responsibility for training their future workers. With the employers doing their part, the college experience is enhanced. The result is not only good students, but better employees.

Cooperative education at the high school and college levels makes learning a continuum. Work experience rounds out a student's education and eases the transition from schooling to working, while satisfying the need for reality in learning.

## What it's doing...

### ... FOR THE STUDENT

- relates education to real life
- permits testing of career choices
- upgrades earning power
- increases potential for advancement
- fosters learning by objective and self-evaluation
- provides employee-employer communication channel
- opens way to continued higher education

### ... FOR THE EMPLOYER

- increases employee job motivation
- provides trained personnel
- reduces training costs
- encourages employees to continue education
- communicates support for individual initiative
- facilitates meaningful contact with college
- enhances community involvement

### ... FOR THE COLLEGE

- extends range of educational offerings
- enhances relevancy of learning objectives
- encourages employees to become students and students to become employees
- provides individualized guidance and instruction
- fosters goal-oriented learning
- opens new opportunities for community service

## How it works...

### ... THE STUDENT

- enrolls at ACC
- establishes job-oriented learning objectives
- gets approval of job supervisor and faculty advisor
- proceeds with program as proposed
- participates in three-way evaluation with employer and faculty advisor
- earns college credit when goals are achieved

### ... THE EMPLOYER

- indicates interest and willingness to participate
- reviews and approves employees learning objectives
- provides supervision and assistance in goal attainment
- consults with faculty advisor as need arises
- assists in education of employee's achievement

### ... THE COLLEGE

- appoints faculty advisor who:
- assists student in formulating learning goals
- reviews and approves proposed program
- serves as liason for employer and student
- assists student and employer in final evaluation
- assigns final grade for college credit



### HUMANITIES

architect, commercial artist, museum staff



### HEALTH OCCUPATIONS

dentist, dental assistant, dental hygienist, RN, medical lab, medical office assistant, paramedic



### BUSINESS TECHNOLOGY

accountant, bank teller, computer operator, office clerk, receptionist, secretary



### TRADES AND INDUSTRY

carpenter, welder, electronics technician, survey technician, aviation, diesel or automotive mechanic



### PUBLIC SERVICE

fire fighter, police officer, lawyer, librarian, mail carrier, school teacher, ambulance attendant



### BEHAVIORAL SCIENCES

social worker, psychologist, psychiatric social worker, anthropologist



### FOOD SERVICE

chef, restaurant manager, food product tester, concession attendant

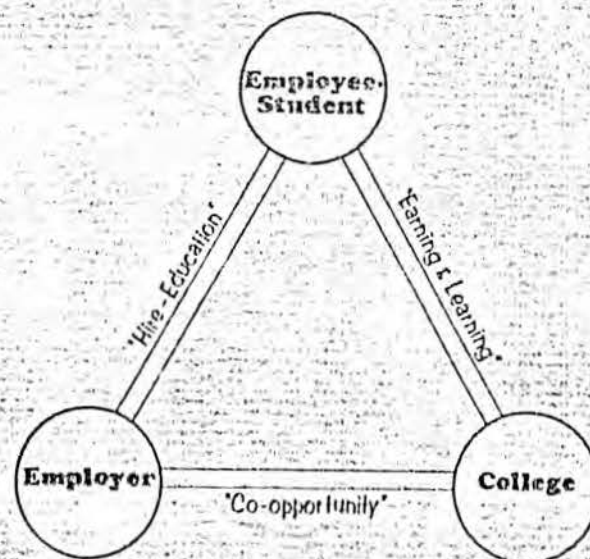


### ETC. ETC. ETC.

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### CONTACT

Co-operative Education Coordinator  
Anchorage Community College  
2533 Providence Avenue  
Anchorage, Alaska  
99504



**FRANK GYSELINCK**  
COORDINATOR  
COOPERATIVE EDUCATION

ANCHORAGE COMMUNITY COLLEGE  
UNIVERSITY OF ALASKA, ANCHORAGE  
ANCHORAGE, ALASKA 99504

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PERSONAL AND VOCATIONAL INTEREST ORIENTATIONS:  
COMPARISON OF UNDERGRADUATES IN TWO PROGRAMS

STEVEN NORTON AND NICHOLAS DIMARCO

*University of Missouri-St. Louis*<sup>1</sup>

*Summary.*—To compare the vocational interests and degree of self-actualization of males and females involved in two business programs, the University-Year-for-Action and the traditional area, the Strong Vocational Interest Blank and Personal Orientation Inventory were administered to 26 male and 6 female students and 86 male and 15 female students in Action and traditional programs. The Action men were higher than the traditional men on the Personal Orientation Inventory scales for self-actualizing value, spontaneity and synergy and the Action women were higher than the traditional women on self-actualizing value, self-regard, and capacity for intimate contact. Both Action males and females had Strong basic interests and occupational scale scores reflecting a higher social service and lower business orientation than the traditional students.

Currently about 30 universities support Action related learning-service programs, 18 of which were involved in an experimental learning-community service program entitled University-Year-for-Action (5). A study of the variables contributing to the performance of Action volunteers indicated that age, educational level, community experience, and job experience were only marginally valid in terms of screening better volunteers for the Action program (2). The study also indicated that "in-service variables" such as training and project quality had greater influence on volunteers' performance than the four stated above. Finally, personality variables may play a significant role.

To the authors' knowledge, the above cited study is the only one assessing such a program. The present study compared those students involved in a university-sponsored Action program with a group of traditional business students not in the Action program. This was designed to combine formal education with economic development activities in poverty communities. Although most of the Action students had been business students, the program was assumed to appeal to students who are different from the traditional business student. The present study was originally planned as a predictive study against criteria for success in the program. However, the students' success in the program was greatly influenced by the organizations in which they were placed, the helpfulness of their sponsors in the organizations, and the type of projects which they developed. Neither the Action staff, the sponsors, nor the faculty who acted as advisers felt that they could meaningfully rate the relative success of the students. The present study was therefore limited to exploring what differences exist in

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vocational interest and degree of self-actualization between the Action and traditional students.

#### METHOD

Ss were 130 undergraduate business students during the Fall 1972 semester. There were 23 male and 6 female Action students and 86 male and 15 female traditional students.

The Strong Vocational Interest Blank (1, 4), Forms TW399 and TW398, and Personal Orientation Inventory (3) were used as measures of orientation of vocational interest and degree of self-actualization, respectively. These measures were selected because they have been well-validated (particularly the Strong) and are often used as a basis for counseling college students.

Scores were obtained for all the scales of both tests for each of four groups. The significance of the differences between the two groups of men and between the two groups of women was tested by the Mann-Whitney *U* test. As the study was exploratory, the question concerning the significance of differences, rather than specific hypotheses, was posed. The .01 level, rather than the .05 level of significance (two-tailed) was used because of the lack of cross-validation and the high intercorrelations among scales.

#### RESULTS AND DISCUSSION

Table 1 reports the values of *U* for those inventory and Strong scales on which there were significant differences between the students in the Action and traditional programs. The Action men were higher on the inventory scales for self-actualizing value, spontaneity, and synergy. The Action women were significantly higher than the traditional women on the inventory scales for self-regard and capacity for intimate contact.

On the Strong Basic Interest Scales, the Action men were more oriented toward public speaking, nature, social service, and religious and aesthetic activities than the traditional men. The Action women were more political, science, and social service oriented than the traditional women.

The occupational scales showed the Action men to be higher on psychiatrist, psychologist, social worker, minister, librarian, music teacher, and community recreation administration. Men in the traditional program scored higher on carpenter, printer, senior C.P.A., purchasing agent, and banker. The Action women were higher on almost all the social-service occupations, some of the verbal-scientific and health-related services. The traditional women were higher in some of the business and non-professional occupations.

Data suggested the Action men were significantly higher in academic achievement, age-related interests, diversity of interests, and specialization level; while the traditional students were higher on masculinity-femininity and occupational introversion-extroversion. Action women were higher on academic achievement and diversity of interests and lower on occupational introversion-extroversion.

In general, it appears that the Action men and women differed from traditional men and women in their vocational interests and in degree of self-actualization. The significant

TABLE 1  
MEANS AND STANDARD DEVIATIONS  
FOR TRADITIONAL AND ACTION MALES AND FEMALES

Scales	Males		Females	
	Traditional (N = 86)	Action (N = 23)	Traditional (N = 15)	Action (N = 6)
Personal Orientation Inventory				
Self-actualizing				
Value	19.21 ± 3.13	21.13 ± 2.20	18.67 ± 4.07	22.67 ± 2.42
Spontaneity	11.24 ± 2.77	13.09 ± 2.17	12.00 ± 2.51	13.17 ± 1.60
Self-regard	12.02 ± 2.34	12.65 ± 1.53	12.00 ± 1.85	14.33 ± 1.63
Synergy	11.51 ± 2.25	11.91 ± 2.49	7.00 ± 1.07	7.83 ± 1.17
Capacity for Intimate Contact	17.06 ± 3.44	16.74 ± 4.15	16.33 ± 2.82	20.67 ± 1.97
Strong Vocational Interest Blank (Form T399-men, TW398-women)				
Basic Interests				
Public Speaking	53.20 ± 8.41	60.52 ± 7.77	48.00 ± 6.13	57.33 ± 7.99
Law/Politics	57.33 ± 9.64	61.35 ± 8.37	46.80 ± 7.73	60.00 ± 7.24
Physical Science			43.00 ± 8.02	58.67 ± 9.52
Mechanical	46.26 ± 10.71	47.04 ± 10.33	42.53 ± 6.22	55.33 ± 9.67
Biological Science			44.33 ± 10.52	60.00 ± 3.41
Nature	43.10 ± 11.06	50.74 ± 8.54		
Medical Service	51.06 ± 10.96	56.39 ± 8.35	46.27 ± 9.06	59.17 ± 1.72
Teaching	52.05 ± 9.90	55.78 ± 8.96	50.13 ± 9.55	61.17 ± 7.71
Social Service	52.16 ± 10.19	62.61 ± 8.23	46.00 ± 6.13	58.67 ± 4.08
Religious Activities	44.24 ± 10.02	54.56 ± 10.18	47.40 ± 8.45	44.33 ± 12.08
Music	47.31 ± 10.52	56.61 ± 11.28	46.40 ± 11.77	55.00 ± 9.45
Art	48.47 ± 9.47	58.17 ± 9.64	44.67 ± 9.82	51.83 ± 10.70
Writing	49.91 ± 9.86	57.65 ± 7.39	44.00 ± 7.76	52.50 ± 10.13
Occupational				
Biological Sciences				
Psychiatrist	19.58 ± 12.49	28.96 ± 8.48		
Psychologist	21.95 ± 11.70	28.04 ± 8.86		
Technical and Skilled Trades				
Carpenter	22.69 ± 11.52	15.91 ± 6.93		
Printer	34.52 ± 9.53	25.96 ± 5.80		
Social Service				
Social Worker	31.48 ± 11.82	42.78 ± 10.93	12.00 ± 8.94	34.67 ± 13.28
Minister	14.16 ± 11.77	26.57 ± 11.39		
YMCA				
Staff Member			27.60 ± 7.93	45.50 ± 8.78
Recreation Leader			31.60 ± 6.85	46.33 ± 6.95
Director, Christian Education				
Guidance Counselor			13.73 ± 9.44	29.17 ± 9.99
Social Science Teacher			23.87 ± 9.94	40.83 ± 10.82
Teacher	36.92 ± 10.70	37.70 ± 10.74	28.93 ± 7.87	40.00 ± 6.87
Aesthetic-Cultural				
Librarian	26.24 ± 10.81	33.61 ± 9.91		
Music Teacher	26.32 ± 10.74	35.83 ± 9.57		

(Continued on next page)

Note.—The only scales listed are those for which there was a significant difference by Mann-Whitney test between the male or the female Traditional vs Action students.  
† $p < .01$ . ‡ $p < .001$ .

TABLE 1 (CONT'D)  
MEANS AND STANDARD DEVIATIONS  
FOR TRADITIONAL AND ACTION MALES AND FEMALES

Scales	Males		Females	
	(N = 86) Traditional	(N = 23) Action	(N = 15) Traditional	(N = 6) Action
Business and Accounting				
Senior C.P.A.	31.62±13.57	23.13 ±10.84†		
Purchasing Agent	37.71±12.05	27.65 ±10.63†		
Banker	31.60±11.12	22.35 ± 8.64†		
Supplemental Occupations				
Community Recreation Administrator	35.05±10.32	42.48 ±10.90†		
Verbal-Scientific				
Speech Pathologist			15.60± 8.99	33.67± 9.52
Librarian			20.27± 8.42	32.00±11.14
Scientific Physician			11.00± 8.66	32.67±19.40
Military-Managerial Army Officer			26.73± 9.88	43.33±12.19
Business Buyer			29.33± 6.37	19.50± 7.82
Home Economics Dietician			28.67±10.53	41.00± 7.13
Health-related Services				
Occupational Therapist			22.00±10.43	42.67±13.22
Physical Therapist			30.80± 8.55	45.67± 5.47
Non-professional				
Secretary			50.73± 8.63	29.17±13.01
Beautician			43.67± 8.11	25.17±12.25
Non-occupational				
Academic Achievement	37.35±11.56	45.13± 9.66	35.53± 7.60	55.00± 9.47
Age-related Interests	35.92±10.93	44.83± 9.26		
Masculinity-Femininity	59.57±10.51	50.39±10.51	40.80± 8.61	42.00 ±14.63
Occupational-Introversion-Extroversion	44.41±10.42	36.57± 7.38	54.60± 9.69	40.83±10.53
Specialization Level	38.58± 8.73	45.22± 9.09		

Note.—The only scales listed are those for which there was a significant difference by Mann-Whitney test between the male or the female Traditional vs Action students.  
† $p < .01$ . † $p < .001$ .

differences on 3 of the 12 Shostrom scales, both for men and women, indicated that Action men held more of the values of self-actualizing individuals, freely expressed their feelings behaviorally, and saw opposites of life as meaningfully related more than did the traditional men. Similarly, the Action women held more values of self-actualizing individuals, had a higher sense of self-worth and more desire for warm interpersonal relationships than

traditional women. Perhaps the freedom and relatively unstructured nature of the Action program, which allows students to determine many of their activities, and serve in impoverished communities attracts students higher than the traditional students in need for self-actualization.

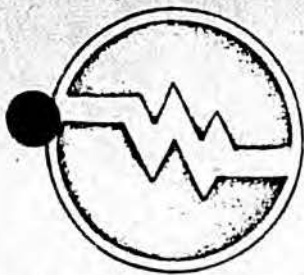
The Strong basic interest and occupational scale scores suggest both Action men and women are more social-service oriented and less business oriented than their peers. This seems to support the notion that part of the motivation for choosing the Action program is a desire to get involved, "do something," rather than be exposed to principles and concepts. The non-occupational scales suggest Action students may be more mature. Also, a major in business did not appear to lead to application in a traditional business environment.

The two tests appear useful tools for those studying non-traditional programs such as University-Year-for-Action, possibly for counseling students wishing to enter such programs. Cross-validation on a new sample would be highly desirable, in view of the small sample size compared to the large number of scales in the two measures. Research should focus on the usefulness of such measures as predictors of success in Action programs, if it is possible to develop reliable and valid criteria of success in such a program.

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# FINDINGS

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## Academic Credit for Community Service Learning

**Anne E. Trask**

Among current nontraditional programs, community service is the newest form of off-campus activity for which college students can receive degree credit. Much impetus for this innovation comes from the federally supported University Year for ACTION (UYA), which counts among its major goals the encouragement of integrated one-year college programs combining community service with academic study(1).

Conceptualizing community service as a legitimate educational experience, rather than an extracurricular activity, leads to consideration of credit-awarding procedures. If community service learning is to be recognized within a traditional university or college, questions also arise about its relationship to conventional programs. A particularly difficult problem is developing specific procedures for assessing and recognizing experiential learning in ways that will mesh with the existing system of granting credit.

This important problem—the procedures used to award credit in UYA programs—was the focus of a recent study(2). Because of the rapid growth of community service programs in colleges and universities, results of the study will be of interest to many administrators and faculty members.

### UYA: First Response to a Federal Mandate

Formed July 1, 1971, by combining the Peace Corps, Volunteers in Service to America (VISTA), and other federal volunteer programs, ACTION was given a mandate from Congress and the President to devise new forms of voluntary public service. UYA, established under Title VIII of the Economic Opportunity Act of 1964, was the new agency's first response to that mandate.

The UYA program allows students to earn a full year of academic credit while working full-time to solve specific

problems of poverty for community agencies and organizations. Each volunteer lives at the level of his or her clients in the community where he or she works. Participating universities select, train, and supervise the volunteers; develop learning systems for them; and award academic credit for their work. The community agencies provide supervision and field direction, and ACTION supplies subsistence allowances and benefits for the volunteers, plus financial and technical program support.

Two features of UYA programs should be emphasized so the design of the study can be understood fully:

- All undergraduate and graduate students are eligible to participate. In 1972, nine percent of the participants were freshmen, 23 percent were sophomores, 35 percent were juniors, 22 percent were seniors, and 11 percent were graduate students(3).
- Each UYA student earns a full year of credits in courses related to his or her community service project. For example, working in a consumer protection agency may earn credits in economics, sociology, or urban studies, depending on the student's major field and on faculty-supervised laboratory work. Courses taken by UYA students may be regular university courses, listed in the catalog and not substantially changed; regular courses modified to reinforce the UYA field experience; or courses established specifically for UYA and not open to other students.

In its study carried out in 1973-74, ETS gathered descriptive information from the 53 universities and colleges participating in UYA about the policies and prac-

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Teaching Older Students, Page 5**

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## FINDINGS

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tices used in granting academic credit. Of the 53 institutions, 44 are public, nine private (eight independent, one church-affiliated). Nine of the institutions cooperate, as a consortium, in a single UYA program; so 44 programs were included in the study. Forty of the 44 program directors responded to a 28 page questionnaire on academic credit.

What should receive credit? This question is one of the most important concerning the measurement of community service learning and the awarding of credit for it. Credit, as recognition of academic accomplishment, derives its meaning from the individual institution's conception of the degree. This conception determines whether community service learning is equated with particular courses or with portions of the overall requirements. It also determines what outcomes are considered creditable.

### Basis of Credit Varies with the University

Undergraduate degree programs in the United States have widely divergent objectives which, in turn, influence the orientation of community service learning programs. For example, if credit is conceived only in terms of academic disciplines, experience in community service would be creditable only insofar as the student demonstrated knowledge of history, economics, psychology, or some other field of study.

On the other hand, degree programs which emphasize the student's personal growth and development would require evidence that these occurred during community service. Similarly, degree programs focusing on career and occupational preparation would need evidence that community service helped orient students to potential careers and helped them acquire knowledge and skills related to a profession. Another conception—and a dominant one—defines the degree in terms of the accumulation of speci-

fied numbers of credits in patterns of concentration and distribution created in the 19th century. In this instance, community service experiences would be equated with independent study courses and practicums in various disciplines and areas.

With such divergence among—and even within—institutions, it is clear that the question of what should receive credit can be answered definitively only by each separate participating institution. No broad, general answer is possible.

### Evaluation Process Is Another Variable

A second key question relative to awarding credit for community service: How is learning to be evaluated? The process used to evaluate a student's community service learning depends on the outcomes considered creditable toward the degree. As the range of such outcomes broadens, an increased variety of evaluation procedures will prove useful.

Evaluation judgments may be based on information from three principal sources. First, a student's academic accomplishments in a particular field might be evaluated directly through use of a standardized or teacher-made examination. Such examinations are not unlike those used in traditional lecture courses and may be written, oral, or performance in nature.

### Student Products Provide Evidence of Learning

Secondly, the evidence for some aspects of community service learning may be student products: reports prepared for the community agency; a daily journal of activities; a summary paper analyzing issues facing the agency, the ways they are being attacked, and suggestions for resolution. An accumulation of student products derived from the community service experience may be judged globally or in terms of multiple criteria, such as communication skills, problem analysis, creative solutions, and so on.

Additional evidence for student evaluation may be drawn from observation by faculty members, agency supervisors, or other members of the community. These observations may be expressed through rating scales, anecdotal reports, or direct behavior, such as rehiring by the agency.

Who should make the evaluation? Allocating responsibility for evaluating a student's achievement is a recurring issue in community service learning. Obviously, this matter is closely related to the issues of what is to be evaluated and credited. For instance, if a UYA student is required to demonstrate academic accomplishments similar to those expected of other students, evaluation by faculty may be indicated. If, however, credit is to be awarded for acquiring skills necessary to community agency work, agency supervisors may be in the best position to evaluate achievement.

As a bridge between university and community agency, UYA staff may be best qualified to judge a student's personal growth or success in integrating agency experience and academic knowledge. Finally, because students enter community service voluntarily, with their own goals and objectives, it does not seem unreasonable for them to take part in evaluating what they have learned and judging its appropriateness to their degree programs. Thus, while the emphasis will vary with the program, all these entities—student, program staff, agency supervisor, and faculty—may participate legitimately in the evaluation process.

### Universities Must Equate Service with Credits

Through their contracts with ACTION, participating institutions are committed to enabling volunteers to earn a year's credit for 12 months of UYA service. (The enabling legislation does permit shorter periods of service in connection with certain graduate and professional programs.) In evaluating, and granting credit for, student achievement in community service, procedures for recognizing experiential learning must be integrated with the existing credit structure. As would be expected, arrangements developed by universities are as varied as the institutions themselves.

To determine how the institutions were implementing their commitment under UYA, several dimensions of the credit-awarding process were examined. Faculty, program staff, and administrators must decide, either deliberately or by default, the extent to which credit is to be awarded for community service activities and/or academic courses. (And the decision must be reached quickly, because set-up time for UYA programs is relatively short; within two months of UYA's inception, for example, operations were under way on 10 campuses.) The option selected may indicate whether the university's strategy has been to build the academic program around community service learning or a series of independent study programs and special projects.

In the ETS questionnaire, program directors were asked: "Of the total number of credits earned by a student during his participation in the UYA program, how many are to be awarded for his community service activities however they are organized, i.e., field work, practicum, and how many for academic work, i.e., courses, seminars, independent reading, etc?"

### Credit Divided between Study and Service

Twenty-six program directors reported that credit would be divided between academic work and community service activities, with an average of 55 percent for the former and 45 percent for the latter. At five institutions, all of the volunteer's credits would be awarded for, or arise out of, academic work, and at three, all would be awarded for community service activities. (In reporting results of the study, general statements are based on responses regarding undergraduates. Results for graduate students, who comprised only 11 percent of the UYA volunteers,

were about the same in most cases. They are reported only where they were different.)

Thirty-eight of the UYA programs responding awarded credit for academic work. Half of them used a combination of conventional letter and pass-fail grades to record credit. Thirteen colleges relied exclusively on conventional grades, and two on pass-fail grades. Surprisingly, in grading community service activities, where the difficulty of evaluating outcomes might be expected to result in greater reliance on the pass-fail approach, conventional letter grades were used by 32 percent of the colleges, and another 23 percent gave grades in a form selected by the individual student. Pass-fail grades were given in only four colleges.

### Criteria for Evaluation Highly Important

The way a volunteer's community service is evaluated may be more important than the method of grading. The directors were asked to indicate whether any criteria for assessing community service activities had been established at their universities, and if so, which of nine criteria were used. The criteria listed on the questionnaire were influenced, necessarily, by the four objectives of the University Year for ACTION. Those four objectives are to:

- Provide effective manpower to work on poverty programs.
- Decentralize volunteer programs at the local level, using universities.
- Combine community service and academic study in an integrated one-year program.
- Encourage university involvement in local poverty communities.

### Seven Criteria Employed by Many Directors

Aside from the five directors at institutions which do not give credit for community service activities, three directors did not answer this question, and eight reported that no specific criteria had been established. Of the 28 remaining directors, more than half checked seven of the nine criteria, possibly indicating some uncertainty about their relative importance. These seven were: acquisition of job-related skills; theoretical, abstract, or generalized understanding of community problems; ability to apply generalized knowledge to solution of community problems; contribution to community agency's efforts; creativity in developing new agency activities; motivation, dedication to agency's program; and success in involving other students in the agency program.

The directors also were asked to give the percentage of the overall evaluation accounted for by each criterion, if such percentages had been set. Most criteria averaged

between 15 and 20 percent, with "theoretical, abstract, or generalized understanding of community problems" notably high (30 percent), and "quality of relationships with other persons involved in agency's problems" notably low (nine percent). It is probably more revealing, however, that more than half the directors who reported using a criterion gave no percentage for it.

While the academic work expected of UYA volunteers mirrors fairly conventional academic activities, albeit at a different time and place(2), the expectations of learning derived from community service are loosely defined at best. Specific criteria cited for evaluating community service learning are many, and widely divergent. Within a given program, any single criterion tended to account for only a small proportion of the total evaluation of a volunteer.

### Data Indicate Uncertainty about Evaluation

Among those programs reporting relative weights for the several criteria, one criterion relating to the community's hopes ("success in obtaining access to college or university resources") and one relating to the university's expectations ("theoretical, abstract, or generalized understanding of community problems") received, on the average, the greatest weight. The contention that "hesitancy to evaluate experiential education may be, in part, an uncertainty about what to evaluate"(4) receives some support from the data.

How are grades for community service activities determined? Most institutions—24 of them—relied at least in part on written materials from the student: a paper, journal, log, or something similar. Many of them, however, employed other devices as well. Fifteen made use of a report, and 12 of ratings, by an agency supervisor; nine of a report, and 14 of ratings, by a faculty supervisor; 10 of a "credit or grade contract" between the student and faculty supervisor, and three of such a contract between the student and an agency supervisor.

Written examinations were used by eight institutions to assess the outcomes of the experience. In all cases, these examinations were developed locally, rather than being standardized. Only two of the eight institutions reported setting a minimum score for credit to be awarded. From the foregoing, it appears that the use of multiple sources of information about a student's performance should be encouraged, and that assessment based on a combination of data from different sources is likely to be superior to that based on any single source.

In a substantial majority of the UYA institutions, a faculty supervisor bore the formal responsibility for submitting the grade for a volunteer's community service. Frequently, however, other persons were consulted informally in arriving at the grade: the student at 23 institutions, the agency supervisor at 22, the UYA program director and the UYA staff at 17 each. Even the formal responsibility was often shared—at 13 institutions, by a faculty member other than the designated supervisor; at 14, by the UYA program director; at 10, by a UYA staff member; at seven, by the

agency supervisor; and at four, by the student. (When the volunteers were graduate students, there tended to be more reliance on the regular faculty, and less on either the agency supervisor or the UYA director and staff, regarding the basis of the grade and the responsibility for determining it.)

A concern sometimes expressed about awarding credit for community service is that infrequent contacts with faculty and the amorphous basis of the credit award may lead to erroneous—even fraudulent—results. Asked whether any steps were taken to avoid such results, 19 directors responded affirmatively. In nearly all cases, the precautions involved multiple checks by the UYA director and staff, the regular faculty, and the community agency.

Earlier in this article, three issues were raised: What should receive credit? How is learning to be evaluated? Who should make the evaluation? The pattern of findings suggests that UYA programs reflect the diversity of American higher education generally in defining what is creditable. Almost all the programs include a fairly traditional academic component that probably has as much, or as little, definition of expected outcomes as typical college courses. Because of the newness of awarding credit for community service, there is and will continue to be more pressure for a clear definition of the learning for which credit will be awarded.

### Sharper Definition of Goals Needed

It is apparent that most UYA programs are having difficulty in defining criteria for assessing this type of experiential learning. This difficulty also plagues other innovative postsecondary programs seeking to recognize learning that occurs outside the college classroom.

If community service learning is to continue receiving academic credit, University Year for ACTION and similar programs will have to develop and sharpen their definition of expected outcomes creditable toward the degree. In the future, this could mean that the practices followed in awarding credit will be dictated not so much by the need to maintain a high level of academic "legitimacy" and prevent erosion of academic standards, but by the recognized contributions of community service learning.

### References

1. The work reported herein was performed pursuant to a contract with ACTION, Washington, D. C. 20525. The opinions expressed herein are those of the author and should not be construed as representing the opinions or policy of any agency of the U. S. government.
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# University Year for ACTION

university of alaska, anchorage

221 providence drive

anchorage, alaska

99504 907-272-5522 ext 124



## ALASKA STUDENT INTERN OPPORTUNITY

### JOB TITLE

Recreation Assistant

### REFERENCE NUMBER

Please refer to #1007-B

### JOB DESCRIPTION

Assist Recreation Leader in programming for mild to moderately retarded children/adults

### AGENCY

Hope Cottage, Inc.  
2805 Bering St.  
Anchorage, Alaska  
99504

### AGENCY CONTACT

Raymond L. Kent  
278-9641

### NUMBER OF POSITIONS

One

### SALARY/STIPEND

Depending on experience and eligibility for University Year of ACTION and/or College Work-Study Programs.

### ACADEMIC CREDIT

Up to 30 credits per year

### APPLICATION PROCEDURE

To apply for this position, first contact:

Bud Macatee, Director  
University Year for ACTION  
272-5522 ext 124

Eleanor Brown,  
College Work-Study Program  
272-5522 ext 141



ANCHORAGE COMMUNITY COLLEGE  
Cooperative Education

SETTING JOB-ORIENTED LEARNING OBJECTIVES:  
A Guide for Coop-Ed Students

As a present or potential Anchorage Community College student applying for Cooperative Education credit, you will have submitted the Information Form, enlisted the support of your Employer, and established initial contact with your Faculty-Supervisor.

Your next step is to formulate three to five Job-Related Learning Objectives which you intend to achieve during the semester. These will be approved and agreed upon by the three participants: You-the student, your Job-Supervisor, and your Faculty-Supervisor, with final approval given by the Cooperative Education Coordinator.

These objectives will provide the focus for your on-the-job learning experiences and suggest criteria for the evaluation of your achievement. They should, therefore:

1. Relate directly to your job and educational goals.
2. Be clearly defined and specific.
3. Be realistic and achievable.
4. Be measurable for evaluation purposes.
5. Reflect your discussions with Job and Faculty Supervisors.

The following suggestions are offered as a guide to assist you in the preliminary stages of this process. These need not be followed to the letter and should be tailored to your specific needs.

1. Make a list "off the top of your head" of all the requirements and duties of your job. What does your Job Description (if you have one) say that you do? What do you actually do...that may be different or additional?

Also make a list of "growth areas" - things that you are not presently doing but that are related to your job - areas that you would like to explore and see as having potential for learning as well as for contributing to your employee effectiveness.

2. Go back over each list and reorganize, grouping related duties that "go together" under broader general headings.
3. Now check (✓) those general and specific areas in which you feel the need for expanding your knowledge, upgrading your skills, widening the scope of your responsibilities, or enhancing your job performance. Underline those that you see as increasing your contribution as an employee, noting those that also enhance your potential for advancement.
4. Discuss this list with your Job-Supervisor, explore the possibilities with him of additional areas you may have overlooked and get suggestions as to which areas he sees as feasible to work on. "Feasibility factors" will include job-time required, resources available, and the degree of necessary supervision and guidance that can reasonably be expected.

UNIVERSITY OF ALASKA, ANCHORAGE  
COOPERATIVE EDUCATION

BECOMING A COOPERATIVE EDUCATION STUDENT AT UAA.....the STEPS you will take to BEGIN.

1. DETERMINE whether CO-OP ED meets your EDUCATIONAL and JOB TRAINING goals.
2. COMPLETE and submit to CO-OP ED Director the INFORMATION FORM (obtained from the CO-OP Office, K-118, ACC, phone: 279-6622 ext. 422).
3. DISCUSS your educational plans and your intention to sign up for CO-OP with you SUPERVISOR, to secure his/her approval and commitment to provide on-job training, guidance, and evaluation relative to your CO-OP objectives.
4. Establish CONTACT with your designated FACULTY-SUPERVISOR and make an appointment to discuss your educational and job-training goals.
5. OUTLINE your Job-Related LEARNING OBJECTIVES and REVIEW these with your Job-Supervisor (refer to Setting Job-Oriented Learning Objectives: a Guide for Co-op Students).
6. REFINE and CLARIFY your Learning Objectives, in consultation with your Job-Supervisor and Faculty-Supervisor, arranging a JOINT MEETING TO assist you, if desired.
7. SUMMARIZE your main Learning Objectives on the Statement of Job-Oriented Learning Objectives and attach to it a more detailed and specific Outline, including how you expect to meet these goals and measure your achievement.
8. SIGN and obtain the signature of your Job-Supervisor on the Agreement part of this statement and SUBMIT to your Faculty-Supervisor for his approval and signature. This constitutes a JOINT COMMITMENT by the three participants: You, the Student, the Employer, and the College in your Cooperative Education venture.
9. ENROLL as a Student at University of Alaska, Anchorage. Include on your program, in addition to at least one other course, "Education 199 (or 299) Section No. \_\_\_\_\_, Credits \_\_\_\_\_, as previously approved by your Faculty-Supervisor.
10. BEGIN your program to achieve your Objectives as soon as possible, under the guidance of your Job-Supervisor, consulting with your Faculty-Supervisor as necessary. (See Guidelines for Cooperative Education Students for information on procedures for Evaluation and Semester Grade criteria.

.....IF you have any further QUESTIONS, contact your FACULTY-SUPERVISOR or CALL the COOPERATIVE EDUCATION Director at the College.....

Date \_\_\_\_\_

Soc. Sec. No. \_\_\_\_\_

Co-op Ed. subject area \_\_\_\_\_

UNIVERSITY OF ALASKA ANCHORAGE  
Cooperative Education

Information Form

Name \_\_\_\_\_

(first) (middle) (last)

Educ: H.S. 1 2 3 4 Degree Program enrolled in \_\_\_\_\_

Career goal \_\_\_\_\_ Educational goal \_\_\_\_\_

Home (Street) \_\_\_\_\_ Phone \_\_\_\_\_

Address (City) \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Date of Birth \_\_\_\_\_

No. of Dependents \_\_\_\_\_ U.S. Citizen? \_\_\_\_\_

Physical limitations? Yes \_\_\_\_\_ No \_\_\_\_\_ Specify \_\_\_\_\_

H.S. attended \_\_\_\_\_ Year of Graduation \_\_\_\_\_

Were you in a Co-op Ed program in high school? \_\_\_\_\_

If yes where did you work? \_\_\_\_\_ Date \_\_\_\_\_

Do you have use of a car for co-op? \_\_\_\_\_ Driver's lic.? \_\_\_\_\_

Have you been in any Military Service? \_\_\_\_\_ Branch \_\_\_\_\_

Active or Inactive \_\_\_\_\_ Receiving Vet. Ed. Benefit? \_\_\_\_\_

Other college, etc., attended \_\_\_\_\_

Were you in a Co-op Ed program at the college(s)? Yes \_\_\_\_\_ No \_\_\_\_\_

If yes, where and when \_\_\_\_\_

Name and address of your employer \_\_\_\_\_

Work supervisors, name and title \_\_\_\_\_

Hours per week worked \_\_\_\_\_ Business phone no. \_\_\_\_\_

Your job title and brief description \_\_\_\_\_

On back please list your last three jobs.

UNIVERSITY OF ALASKA ANCHORAGE  
Cooperative Education

GUIDELINES FOR COOPERATIVE EDUCATION STUDENTS

Establishment of Job-Oriented Learning Objectives

At the start of the semester, you are to establish three to five Job-Oriented Learning Objectives. These objectives should:

1. relate specifically to your job;
2. be stated in terms of results you intend to achieve;
3. be achievable within the semester;
4. be specific as well as measurable;
5. reflect your discussion with your supervisor prior to meeting with your instructor/coordinator.

Your instructor/coordinator will help you refine your objectives and complete the Statement of Job-Oriented Learning Objectives.

Semester Grade

1. Your evaluation of your Job-Oriented Learning Objectives including:
  - a. an oral review of your objectives with your instructor/coordinator;
  - b. a written status report to be submitted to your instructor/coordinator during the evaluation meeting.
2. Your supervisors' evaluation of your Job-Oriented Learning Objectives.
3. The manner in which you fulfill your responsibility to keep scheduled appointments and to submit all necessary paperwork.

It should be noted that your instructor/coordinator has the authority and responsibility to make the final determination of your grade for work experience. The criteria listed above will not, necessarily, be given equal value in determining your grade.

Status Report\*

You will meet with your instructor/coordinator toward the end of the semester to evaluate your Job-Oriented Learning Objectives. Prior to attending this meeting you must complete a written Status Report. An original and one copy of this Status Report is to be submitted to your instructor/coordinator during your evaluation meeting. Preferably, it will be typewritten; if handwritten, it should be legible and in ink. The length and format of your Status Report is optional; however, it must include the following:

Guidelines for Cooperative Education Students  
Page 2

1. Each objective should be stated;
2. An indicator of how well you achieved such objective (Rating scale).
3. State criteria considered in evaluating your objectives:
  - a. steps taken
  - b. results achieved
4. Attach any supporting data you wish;
5. If you were not able to work on an objective, please state the reason(s);
6. A statement regarding the way(s) in which the Cooperative Education Program has been of benefit to you this semester (be specific);
7. Suggestions(s) as to how we might make the Cooperative Education Program more valuable for you;
8. Specific way the college courses you have taken this semester have been of benefit in your work assignment;
9. Ways in which Anchorage Community College can be more responsive to your individual needs (additional activities, additional courses, counseling services, etc.) be specific.

\*A copy of the report should be shared with your supervisor.

Change of Employer and/or Job

If you change home address and/or phone number or work assignments, supervisors, or employers during the semester, you have the responsibility to notify the Cooperative Education Office (279-6622 Ext. 422) and make the necessary arrangements. Failing to do this might result in being withdrawn from the program this semester. If you are a veteran, and receiving Veterans Education Benefits - you have the additional responsibility of promptly informing the campus Office of Veterans Affairs (272-5522 Ext. 136) regarding these changes.

Guidelines

Cooperative Education students are expected to meet the following guidelines each semester:

1. Your job must be related to your college major and/or your vocational goal; or be approved by the Coop Ed. office.
2. If you have not earned over 20 semester credit hours, you will be required to enroll in 2 credit hours of other course work for each credit hour of Cooperative Education desired.
3. You shall establish 3-5 Job-Oriented Learning Objectives.

Student who fail to meet the above guidelines will be withdrawn from Cooperative Education this semester.

ANCHORAGE COMMUNITY COLLEGE  
Cooperative Education

SETTING JOB-ORIENTED LEARNING OBJECTIVES:  
A Guide for Coop-Ed Students

As a present or potential Anchorage Community College student applying for Cooperative Education credit, you will have submitted the Information Form, enlisted the support of your Employer, and established initial contact with your Faculty-Supervisor.

Your next step is to formulate three to five Job-Related Learning Objectives which you intend to achieve during the semester. These will be approved and agreed upon by the three participants: You-the student, your Job-Supervisor, and your Faculty-Supervisor, with final approval given by the Cooperative Education Coordinator.

These objectives will provide the focus for your on-the-job learning experiences and suggest criteria for the evaluation of your achievement. They should, therefore:

1. Relate directly to your job and educational goals.
2. Be clearly defined and specific.
3. Be realistic and achievable.
4. Be measurable for evaluation purposes.
5. Reflect your discussions with Job and Faculty Supervisors.

The following suggestions are offered as a guide to assist you in the preliminary stages of this process. These need not be followed to the letter and should be tailored to your specific needs.

1. Make a list "off the top of your head" of all the requirements and duties of your job. What does your Job Description (if you have one) say that you do? What do you actually do...that may be different or additional?

Also make a list of "growth areas" - things that you are not presently doing but that are related to your job - areas that you would like to explore and see as having potential for learning as well as for contributing to your employee effectiveness.

2. Go back over each list and reorganize, grouping related duties that "go together" under broader general headings.
3. Now check (✓) those general and specific areas in which you feel the need for expanding your knowledge, upgrading your skills, widening the scope of your responsibilities, or enhancing your job performance. Underline those that you see as increasing your contribution as an employee, noting those that also enhance your potential for advancement.
4. Discuss this list with your Job-Supervisor, explore the possibilities with him of additional areas you may have overlooked and get suggestions as to which areas he sees as feasible to work on. "Feasibility factors" will include job-time required, resources available, and the degree of necessary supervision and guidance that can reasonably be expected.

5. Revise your list, considering your Job-Supervisors suggestions, and narrow it down to at least five possible objectives. List these in order of your desire to pursue them, with the most desirable at the top.
6. Consult with your Faculty-Supervisor regarding your proposed objectives. He will offer suggestions to help you refine and clarify them. Narrow the list down to from three to five objectives you will work on this semester.
7. Summarize your main learning Objectives on the Statement of Job-Oriented Learning Objectives and attach to it a more detailed and specific outline, including how you expect to meet these goals and to measure your achievement.
8. Sign the Agreement part of this form and present it to your Job-Supervisor for his final approval and signature.
9. Present this to your Faculty-Supervisor for his final credit assignment, approval and signature. It will then be approved by the Cooperative Education Coordinator.
10. You are now ready to enroll as a student at ACC as a Cooperative Education Student.

UNIVERSITY OF ALASKA, ANCHORAGE  
Cooperative Education

\_\_\_\_\_ Date \_\_\_\_\_

\_\_\_\_\_ Employer \_\_\_\_\_

\_\_\_\_\_ Student's Name \_\_\_\_\_

\_\_\_\_\_ Supervisor \_\_\_\_\_

Statement of Job-Oriented Learning Objectives

Each semester that a student is enrolled in the Cooperative Educational Program, it is important that the employer and the College help the student determine what new or expanded responsibilities or learning opportunities are possible on the job. These learning objectives assist us in determining the credit hours that will be granted for the work experience.

	<u>Student Rating</u>	<u>Employer Rating</u>
1. _____ _____	1. _____ _____	_____
2. _____ _____	2. _____ _____	_____
3. _____ _____	3. _____ _____	_____
4. _____ _____	4. _____ _____	_____
5. _____ _____	5. _____ _____	_____

Percentage \_\_\_\_\_

Ed. 199-299 sec. \_\_\_\_\_  
No. of credits \_\_\_\_\_

Agreement

We the undersigned agree with the validity of the learning objectives listed above. The employer and the College agree to provide the necessary supervision and counseling to insure that the maximum educational benefits may be achieved for the employee-student's work experience.

There are three participants in the Cooperative Education venture. The student agrees to abide by the Cooperative Education guidelines. The supervisor will provide training and evaluate the employee-student's job performance during the semester. The College will award academic credit for work successfully completed.

\_\_\_\_\_ Student's Signature \_\_\_\_\_

\_\_\_\_\_ Job Supervisor's Signature \_\_\_\_\_

\_\_\_\_\_ Co-op Instructor \_\_\_\_\_

\_\_\_\_\_ Co-op Director \_\_\_\_\_

# STATE OF ALASKA

JAY S. HAMMOND, GOVERNOR

## COMMISSION ON POSTSECONDARY EDUCATION

Division of Student Financial Aid  
Division of Postsecondary Education  
Western Region Higher Education Compact

907-465-2855  
Pouch F — State Office Building  
Juneau 99811

February 13, 1976

TO: The Honorable Charles H. Parr  
Alaska House of Representatives

FROM: Kerry D. Romesburg, Executive Director  
Alaska Commission on Postsecondary Education

The Alaska Commission on Postsecondary Education, at its February 6 and 7, 1976 meeting, discussed a number of bills currently being considered by the Alaska Legislature. The Commission would like to offer its endorsement and recommendations for the pending legislation outlined below. Any assistance which you may provide in these matters will be appreciated.

The Honorable Charles H. Parr  
February 13, 1976  
Page 2

Comments: While it appears the University of Alaska and the Alaska Board of Regents have already taken steps to effect the provisions of these bills, the Commission wishes to formally endorse the concepts and the provisions therein.

HB 708 "An Act establishing the Alaska community service internship program;"

Comments: The Commission endorses and supports the establishment of this community service internship program for Alaskans. The benefits of experiential education have been well documented throughout our country, as well as here in our State. This bill provides the structure by which such educational endeavors can be greatly expanded, and is designed to prevent possible program abuses.

# University Year for ACTION

University of Alaska, Anchorage

3221 Providence Drive

Anchorage, Alaska

99504

907-272-5522 ext 124



Representative Charles Parr  
Pouch V  
State Capitol  
Juneau, Alaska 99811

Dear Representative Parr:

This letter is in support of House Bills 708 and 709 establishing and funding an Alaskan community service internship program. As director of the current University Year for ACTION program at the University of Alaska, Anchorage, I believe the passage of 708 and 709 will provide the following benefits:

#### 1. ALASKAN HIRE

The program will foster the placement of Alaskan students in positions that have often gone to outside students. After completing University Year for ACTION internships, many of the UYA students have been hired to fill positions for which qualified, local applicants have not been available.

#### 2. EXPANSION OF STUDENT RESOURCES

The UYA program now serves only one campus at UAA and the agencies in a limited area. Passage will provide the internship option to all students in approved post-secondary institutions and all agencies on a statewide basis. The placement of students could be coordinated with the existing work-study program.

#### 3. INCREASED COST EFFECTIVENESS

Passage will provide at little cost a great student resource for resolving community problems. The University Year for ACTION program is now working with 18 agencies and the cost-saving is evident as we can place a student at \$250.00 to \$500.00 per month to do the equivalent of a full time employee at \$1,000.00 or more per month. Most agencies do not have enough money or skilled personnel to develop or explore innovative programs. This will allow them the opportunity to do so. Since internships are of limited duration, they do not replace full-time positions.

#### 4. EDUCATIONAL RELEVANCE

Passage will allow students to gain invaluable professional skills that will lead to jobs rather than just academic degrees. It will also provide the



agencies the opportunity to test the students' theoretical skills in practical application.

5. STUDENT LOAN DEFAULT SOLUTION

Passage could possibly be a unique way for those students who have defaulted on student loans to work off whatever is their final assessment.

6. INCREASE UNIVERSITY-COMMUNITY COOPERATION

Passage would provide greater use of university resources to the community and promote closer cooperation between university faculty, administrators and community agencies in seeking solutions to problems. Faculty are now giving almost individual assistance to 25 Native students working in several projects throughout Alaska, particularly at Unalakleet and Copper Center.

7. BROADEN THE SCOPE OF UNIVERSITY SERVICE

Passage will provide a greater awareness of what services the academic institutions can provide organizations or agencies. For example, developing and implementing plans for in-service training for all staff people could be developed.

8. STRETCH RESEARCH AND PLANNING BUDGETS

Passage will allow agencies and organizations to use students to do independent research and planning for many divisions within the state administration that have recently reduced staff growth because of state austerity planning.

9. COORDINATION OF SERVICES

Passage will allow for the development of a state-wide internship office that could seek placement of Alaskan students attending academic institutions both in and out of state. The State Internship Office could work in conjunction with the existing WICHE and Co-op education programs to promote greater coordination in recruitment, placement, selection and academic evaluation.

The above benefits are, in my opinion, only the most obvious ones that will accrue to the state if HB 708 and 709 are passed. Experiential education is proving to be of tremendous value in many parts of the United States where intern programs are proliferating. Passage of HB 708 and 709 will put Alaska in the forefront in this field.

Sincerely,



L.W. Macatee  
Director  
UYA Program

(3) A well pit is prohibited.

(4) Newly constructed or reworked wells shall be flushed of sediment and disinfected by techniques approved by the department before use.

(5) Drain pipes from a well house to a sewerage system are prohibited.

(6) All well piping, pumps or other equipment exposed to vehicular traffic shall be protected with curbs, posts, or other barriers.

(7) Requirements for cased water wells are as follows:

(A) All well casings shall have a sanitary seal.

(B) A well shall have its casing terminate at least 12 inches above ground level or level of the well house floor.

(C) The annular open space outside the well casing shall be filled with a watertight cement grout, sealing clay, bentonite, or equivalent to a minimum depth of ten feet below the ground surface.

(D) The well casing shall be sealed off from aquifers containing water of undesirable quality.

(8) For driven wells, the department may require the annular open space outside the suction line to be filled with a watertight cement grout, sealing clay, bentonite or equivalent to a minimum depth of ten feet below the ground surface.

(b) No person may, in the watershed of a surface or subsurface water supply, engage in any activity which may pollute or contaminate that water supply. Prohibited activities may include the discharge of wastewater, either treated or untreated, and the deposition of solid waste.

(c) Upon written notice from the department, a person who owns or is responsible for any well abandoned or not in use, any hole, either drilled, augered, or jetted, for the purpose of subsurface exploration or sampling, any cathodic protection well, or any form of excavation which may allow or cause contamination of the groundwater, may be required to seal, protect, or fill up the well, hole, or excavation as directed.

(d) No person may construct, install, maintain or operate a surface or subsurface water source unless the separations in Table A, measured horizontally in feet, are maintained. Where the department determines that soil conditions do not provide adequate protection against contamination of the source, greater separation may be required. If the water systems are adequately protected by techniques approved by the department, these distances may be reduced.

TITLE 18. ENVIRONMENTAL CONSERVATION

18 AAC 80.030

18 AAC 80.050

(e) The department may require a person who owns or operates a public water system serving 100 or more persons to have an approved emergency plan, developed in accordance with guidelines issued by the department. This plan shall contain, but not be limited to, a program for supplying safe drinking water in the event of earthquake, fire, flood, avalanche, landslide, freeze-up, power or equipment outage, pressure loss, source failure, or other disaster which may disrupt water service.

(f) The department may require a person who owns or operates a public water system serving 100 or more persons to submit a system master plan. This plan shall be at a suitable scale and shall show, at least, the correct location, size and type of all pipe, valves, and fire hydrants, and the location of all sources of water, treatment works and pumping facilities.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(A)  
AS 46.03.020 (10)(C)

18 AAC 80.040. WATER TREATMENT AND DISINFECTION. (a) No person may operate, maintain, make available, permit, cause or allow the use of sub-surface water in a public water system without continuous disinfection by techniques approved by the department. The department may waive this requirement for a public water system serving less than 300 persons.

(b) No person may operate, maintain, make available, permit, cause or allow the use of surface water in a public water system without continuous filtration and disinfection by techniques approved by the department.

(c) If chlorination is used for disinfection in a public water system, no person may operate, maintain, make available, permit, cause or allow the use of any water that does not maintain a total chlorine residual of at least 0.1 mg/l throughout the distribution system.

(d) If a public water system is fluoridated, the owner or operator of that water system shall provide fluoride concentrations in the range of 0.9 mg/l to 2.4 mg/l, and as far as practicable, maintain an optimum concentration of 1.2 mg/l.

(In effect before 7/28/59)

AUTHORITY: AS 46.03.020 (10)(C)  
AS 46.03.070

18 AAC 80.050. SAMPLING AND ANALYSIS. A person who owns or operates a public water system shall make, or cause to be made, sampling and analysis of the water at representative points, approved by the department, for water quality parameters at frequencies listed below. The frequencies listed are the minimum required; the department may require an increased frequency or additional monitoring for a contaminant listed in section 120 of this chapter if such contaminant is likely to be present.

(a) Initial sampling and analysis for public water systems shall be performed no later than the dates specified in Table B.

TABLE A - SEPARATIONS  
(Measured horizontally in feet)

Water System	Wastewater Treatment and Disposal Systems Sewage Pump Stations Sewer Line Manholes and Cleanouts	Community Sewer Lines Other Potential or Actual Source of Pollution or Contamination	Private Sewer Lines
Public, serving more than 25 persons	200	200	200
Public, serving 25 or less persons	150	100	75
Private	100	75	25

(In effect before 7/28/59)

AUTHORITY AS 46.03.020 (10)(A)  
AS 46.03.020 (10)(C)  
AS 46.03.020 (10)(D)  
AS 46.03.050  
AS 46.03.070  
AS 46.03.800  
AS 46.03.810

18 AAC 80.030. GENERAL PRACTICES REQUIRED. (a) No person may construct, install, maintain, permit, cause, or allow a cross connection in a public water system.

(b) The department may require a person to install, maintain and test an approved backflow prevention device on the service line to, or at other locations in, a sewage treatment works, hospital, mortuary, laboratory, food processing facility, irrigation or fire protection system, or other facility determined by the department to have a high potential for cross connections.

(c) The department may require the owner, operator, or other persons responsible for the operation or maintenance of a public water system serving 100 or more persons to be examined and certified by the department to be competent to operate or maintain that system.

(d) The department may require a person who owns or operates a public water system serving 100 or more persons to have an approved comprehensive plan, developed in accordance with guidelines issued by the department. This plan shall contain, but not be limited to, a program to meet projected needs for future population growth, a schedule for conducting sanitary surveys, an inventory of any existing deficiencies, and a schedule to correct deficiencies.

SCOMM

#3:9

(copy)

passed out

4-14-16

9

COMMITTEE REPORT

3/29/76

HOUSE

JUDICIARY

Mr. Speaker:

Date 4-6-76

The Committee on SELECT COMMITTEE ON EDUCATION has had HB 835

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 HB 835 AND THAT

CS FOR HB 835 DO PASS

( ) "and" recommends it BE REFERRED TO THE \_\_\_\_\_

COMMITTEE

( ) reports it back WITHOUT RECOMMENDATION

( ) "other"

Members signing the Majority report:

[Handwritten signatures]  
\_\_\_\_\_ Do Pass  
\_\_\_\_\_ Do Pass  
\_\_\_\_\_ " "  
\_\_\_\_\_ Do Pass

Members NOT concurring in the Majority report:

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

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

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

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

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

[Handwritten signature] Chairman

## HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

NINTH LEGISLATURE - SECOND SESSION

## A BILL

For an Act entitled: "An Act relating to the Public Employment Relations Act."

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

\* Section 1. AS 23.40.200(c) is amended to read:

(c) The class in (a)(2) of this section is composed of public utility, snow removal, sanitation and public school and other educational institution employees. Employees in this class may engage in a strike after mediation, subject to the voting requirement of (d) of this section, for a limited time. The limit is determined by the interests of the health, safety or welfare of the public. The public employer or the labor relations agency may apply to the superior court in the judicial district in which the strike is occurring for an order enjoining the strike. The postsecondary education student committee established under sec. 245 of this chapter may apply for an order enjoining a strike by the faculty of a public institution of postsecondary education. A strike may not be enjoined unless it can be shown that it has begun to threaten the health, safety or welfare of the public. A court, in deciding whether or not to enjoin the strike, shall consider the total equities in the particular class. "Total equities" includes not only the impact of a strike on the public but also the extent to which employee organizations and public employers have met their statutory obligations. If an impasse or deadlock still exists after the issuance of an injunction, the parties shall submit to arbitration to be carried out under AS 09.43.030.

1 \* Sec. 2. AS 23.40 is amended by adding a new section to read:

2 Sec. 23.40.245. POSTSECONDARY STUDENT INVOLVEMENT IN COLLECTIVE  
3 BARGAINING. (a) When a bargaining unit includes members of the faculty  
4 of a public institution of postsecondary education, the employer or his  
5 designated representative and the representative of the bargaining unit  
6 shall permit the members of a postsecondary education student committee,  
7 selected under (c) of this section, to

8 (1) attend and observe all meetings between the employer or  
9 his designated representative and the representative of the bargaining  
10 unit who are concerned with collective bargaining;

11 (2) comment in good faith during the meetings upon the  
12 matters under consideration; and

13 (3) have access to all written documents pertaining to col-  
14 lective bargaining exchanged by the employer or his designated represen-  
15 tative and the representative of the bargaining unit, including copies  
16 of any prepared written transcripts of the meetings.

17 (b) Members of the postsecondary education student committee may  
18 not disclose any information concerning the substance of any collective  
19 bargaining obtained by the members in the course of their activities  
20 under (a) of this section, unless that information is released by either  
21 the employer, his representative, or the representative of the bargain-  
22 ing unit.

23 (c) For the purposes of this section, the Board of Regents of the  
24 University of Alaska shall divide the state into three regions. The  
25 three members of the postsecondary education student committee shall be  
26 selected by a student executive officers council created in each of the  
27 three regions. The student executive council for a region shall consist  
28 of the executive officer of each elected student government organization  
29 recognized by the Board of Regents of the University of Alaska within

that region. The student executive officers council of each region shall choose one member to represent it on the postsecondary education student committee. If a regional student-executive officer's council does not exist for each of the three regions, those regions which do have such a council shall choose a representative for the region or regions without such a council.

(d) The members of the postsecondary education student committee need not be students.

\* Sec. 3. This Act takes effect immediately in accordance with AS 01.10.-070(c).

Introduced: 3/29/76  
Referred: Select Committee on  
Education and Judiciary

1 IN THE HOUSE

BY THE SELECT COMMITTEE  
ON EDUCATION

2 HOUSE BILL NO. 885

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 NINTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to the Public Employment Relations  
7 Act; and providing for an effective date."

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

9 \* Section 1. AS 23.40.200(c) is amended to read:

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11 utility, snow removal, sanitation ~~and public school~~ <sup>selects</sup> and other educational  
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13 after mediation, subject to the voting requirement of (d) of this sec-  
14 tion, for a limited time. The limit is determined by the interests of  
15 the health, safety or welfare of the public. The public employer or the  
16 labor relations agency may apply to the superior court in the judicial  
17 district in which the strike is occurring for an order enjoining the  
18 strike. ~~The postsecondary education student committee established under~~  
19 ~~sec. 245 of this chapter may apply for an order enjoining a strike by~~ <sup>delete</sup>  
20 ~~the faculty of a public institution of postsecondary education.~~ <sup>A</sup>  
21 strike may not be enjoined unless it can be shown that it has begun to  
22 threaten the health, safety or welfare of the public. A court, in  
23 deciding whether or not to enjoin the strike, shall consider the total  
24 equities in the particular class. "Total equities" includes not only  
25 the impact of a strike on the public but also the extent to which em-  
26 ployee organizations and public employers have met their statutory  
27 obligations. If an impasse or deadlock still exists after the issuance  
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29 out under AS 09.43.030.

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3 BARGAINING. (a) When a bargaining unit includes members of the faculty  
4 of a public institution of postsecondary education, the employer or his  
5 designated representative and the representative of the bargaining unit  
6 shall permit the members of a postsecondary education student committee,  
7 selected under (c) of this section, to

8               (1) attend and observe all meetings between the employer or  
9 his designated representative and the representative of the bargaining  
10 unit who are concerned with collective bargaining;

11               (2) comment in good faith during the meetings upon the  
12 matters under consideration; and

13               (3) have access to all written documents pertaining to col-  
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16 of any prepared written transcripts of the meetings.

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21 the employer, his representative, or the representative of the bargain-  
22 ing unit.

23       (c) For the purposes of this section, the Board of Regents of the  
24 University of Alaska shall divide the state into three regions. The  
25 three members of the postsecondary education student committee shall be  
26 selected by a student executive officers council created in each of the  
27 three regions. The student executive council for a region shall consist  
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29 recognized by the Board of Regents of the University of Alaska within

1 that region. The student executive officers council of each region  
2 shall choose one member to represent it on the postsecondary education  
3 student committee. If a regional student executive officer's council  
4 does not exist for each of the three regions, those regions which do  
5 have such a council shall choose a representative for the region or  
6 regions without such a council.

7 ~~(d) The members of the postsecondary education student committee~~  
8 ~~need not be students.~~ *delete*

9 \* Sec. 3. This Act takes effect immediately in accordance with AS 01.10.-  
10 070(c).

## CHAPTER 679

## AN ACT

[HB 3043]

Relating to collective bargaining for public employes.

Be It Enacted by the People of the State of Oregon:

SECTION 1. Section 2 of this Act is added to and made a part of ORS 243.650 to 243.782.

SECTION 2. (1) When an appropriate bargaining unit includes members of the faculty of an institution of higher education, the duly organized and recognized entity of student government at that institution may designate three representatives to meet and confer with the public employer of those members of the faculty and the exclusive representative of that appropriate bargaining unit prior to collective bargaining.

(2) During the course of collective bargaining between the public employer and the exclusive representative described in subsection (1) of this section, the representatives of student government designated under subsection (1) of this section shall:

(a) Be allowed to attend and observe all meetings between the public employer and the exclusive representative at which collective bargaining occurs;

(b) Have access to all written documents pertaining to the collective bargaining negotiations exchanged by the public employer and the exclusive representative, including copies of any prepared written transcripts of the bargaining sessions;

(c) Be allowed to comment in good faith during the bargaining sessions upon matters under consideration; and

(d) Be allowed to meet and confer with the exclusive representative and the public employer regarding the terms of an agreement between them prior to the execution of a written contract incorporating that agreement.

(3) Rules regarding confidentiality and release of information shall apply to student representatives in the same manner as employer and employe bargaining unit representatives.

(4) As used in this section:

(a) "Institution of higher education" means an institution under the control of the State Board of Higher Education.

(b) "Meet and confer" means the performance of the mutual obligation of the representatives of student government designated under subsection (1) of this section, the exclusive representative and the public employer, or any two of them, to meet at the request of one of them at reasonable times at a place convenient to all to conduct in good faith an interchange of views concerning the duties of each under this 1975 Act, employment relations of the faculty, the negotiation of an agreement and the execution of a written agreement.

Approved by the Governor July 7, 1975.

Filed in the office of Secretary of State July 8, 1975.

the power to negotiate and contract for group insurance and health service corporation plans if such component group does not approve the policy negotiated by the department.

History: En. Sec. 5, Ch. 438, L. 1973.

59-1506. Rules. The department is empowered to promulgate such rules as are required to carry out the purposes of this act.

History: En. Sec. 6, Ch. 438, L. 1973.

59-1507. Costs of administration and negotiation. The department's cost of negotiating and administering group insurance policies pursuant to this act are to be included as part of the premium paid and returned to the department by each insurer from the premiums it receives. All department costs of negotiating and administering group insurance policies are subject to the approval of the advisory council.

History: En. Sec. 7, Ch. 438, L. 1973.

CHAPTER 16—COLLECTIVE BARGAINING FOR PUBLIC EMPLOYEES

Section

- 59-1601. Policy.
- 59-1602. Definitions.
- 59-1603. Employees' right to join or form labor organization and engage in collective bargaining activities.
- 59-1604. Duty to bargain collectively—good faith.
- 59-1605. Unfair labor practices of employer or labor organization.
- 59-1606. Petition on representation matters—hearing—notice—election.
- 59-1607. Remedies for unfair labor practice—hearing—procedure.
- 59-1608. Petition for enforcement of board order—jurisdiction of district court—procedure—finding by board—review.
- 59-1609. Representative of public employer.
- 59-1610. Execution of agreement—arbitration procedure—effect of agreement.
- 59-1611. Counsel for public parties to litigation.
- 59-1612. Dues deducted from employee's pay.
- 59-1613. Subpoena powers of board—oaths—refusal to obey—rules.
- 59-1614. Mediation of disputes—final finding proceedings—arbitration.
- 59-1615. Existing collective bargaining agreements not affected.
- 59-1616. Administrative Procedure Act applied.
- 59-1617. Negotiable items for school districts.

59-1601. Policy. In order to promote public business by removing certain recognized sources of strife and unrest, it is the policy of the state of Montana to encourage the practice and procedure of collective bargaining to arrive at friendly adjustment of all disputes between public employers and their employees.

History: En. Sec. 1, Ch. 441, L. 1973.

Title of Act

An act granting public employers and public employees the right to bargain collectively; providing that the board of personnel appeals may designate labor

organizations to be exclusive representative of employees in certain units; and may also call elections by employees for the same purpose; providing the board of personnel appeals shall establish remedies for unfair labor practices; and providing procedures for carrying out the act.

59-1602. Definitions. When used in this act: (1) "public employer" means the state of Montana or any political subdivision thereof, including but not limited to, any town, city, county, district, school board, board of

regents, public and quasi-public corporate authority established by law, and any representative by the public employer to act in its interest with employees, when the board of regents is acting under this section, the student government at the institution may designate an agent or representative to act with the board of regents and the faculty in negotiations with the professional educational institutions and participate in caucuses, bargaining team, and to meet and confer regarding the terms of agreement prior to the execution of a contract between the regents and the professional educational institutions. A student observer is obliged to maintain the confidentiality of such negotiations.

(2) "public employee" means a person in any capacity, except elected officials, judges, governor, supervisory employees and members of subsection[s] (3) and (4) below) or member of a labor union who serve the state intermittently, administrators, and registered professional engineers, health care facilities, professional engineers, and includes any individual whose work is in connection with any unfair labor practice.

(3) "supervisory employee" means a person in the interest of the employer to hire, promote, discharge, assign, reward, discipline, or have responsibility to direct them, to adjust their work, or to recommend such action, if in connection with the exercise of such authority is not of a merely routine nature and requires the use of independent judgment;

(4) "management officials" means persons having authority to act for the agency in the implementation of agency policy;

(5) "labor organization" means any kind of organization in which employees participate for the purpose of dealing with employers concerning wages, rates of pay, hours of employment, and conditions of employment;

(6) "exclusive representative" means a person who has been designated by the board as the representative of employees in an appropriate unit or has been designated as the representative of employees by the employer;

(7) "board" means the board of personnel appeals, section 82A-1014;

(8) "person" includes one or more individuals, public employees, associations, corporations, partnerships, trustees in bankruptcy, or receivers;

agents, public and quasi-public corporation, housing authority or other authority established by law, and any representative or agent designated by the public employer to act in its interest in dealing with public employees, when the board of regents is the public employer defined in this section, the student government at an institution of higher education may designate an agent or representative to meet and confer with the board of regents and the faculty bargaining agent prior to negotiations with the professional educational employees, to observe those negotiations and participate in caucuses as part of the public employer's bargaining team, and to meet and confer with the board of regents regarding the terms of agreement prior to the execution of a written contract between the regents and the professional educational employees. The student observer is obliged to maintain the confidentiality of these negotiations.

(2) "public employee" means a person employed by a public employer in any capacity, except elected officials, persons directly appointed by the governor, supervisory employees and management officials (as defined in subsection[s] (3) and (4) below) or members or any state board or commission who serve the state intermittently, school district clerks and school administrators, and registered professional nurses performing service for health care facilities, professional engineers and engineers in training, and includes any individual whose work has ceased as a consequence of, or in connection with any unfair labor practice or concerted employee action;

(3) "supervisory employee" means any individual having authority, in the interest of the employer to hire, transfer, suspend, lay off, recall, promote, discharge, assign, reward, discipline other employees, having responsibility to direct them, to adjust their grievances, or effectively to recommend such action, if in connection with the foregoing the exercise of such authority is not of a merely routine or clerical nature, but requires the use of independent judgment;

(4) "management officials" means representatives of management having authority to act for the agency on any matters relating to the implementation of agency policy;

(5) "labor organization" means any organization or association of any kind in which employees participate and which exists for the primary purpose of dealing with employers concerning grievances, labor disputes, wages, rates of pay, hours of employment, fringe benefits, or other conditions of employment;

(6) "exclusive representative" means the labor organization which has been designated by the board as the exclusive representative of employees in an appropriate unit or has been so recognized by the public employer;

(7) "board" means the board of personnel appeals provided for in section 82A-1014;

(8) "person" includes one or more individuals, labor organizations, public employees, associations, corporations, legal representatives, trustees, trustees in bankruptcy, or receivers;

*file*

*Students in collective bargaining*

OREGON LEGISLATIVE ASSEMBLY—1975 REGULAR SESSION

Enrolled  
**House Bill 3043**

Sponsored by Representative KULONGOSKI

CHAPTER.....

AN ACT

Relating to collective bargaining for public employees.

Be It Enacted by the People of the State of Oregon:

SECTION 1. Section 2 of this Act is added to and made a part of ORS 243.650 to 243.782.

SECTION 2. (1) When an appropriate bargaining unit includes members of the faculty of an institution of higher education, the duly organized and recognized entity of student government at that institution may designate three representatives to meet and confer with the public employer of those members of the faculty and the exclusive representative of that appropriate bargaining unit prior to collective bargaining.

(2) During the course of collective bargaining between the public employer and the exclusive representative described in subsection (1) of this section, the representatives of student government designated under subsection (1) of this section shall:

(a) Be allowed to attend and observe all meetings between the public employer and the exclusive representative at which collective bargaining occurs;

(b) Have access to all written documents pertaining to the collective bargaining negotiations exchanged by the public employer and the exclusive representative, including copies of any prepared written transcripts of the bargaining sessions;

(c) Be allowed to comment in good faith during the bargaining sessions upon matters under consideration; and

(d) Be allowed to meet and confer with the exclusive representative and the public employer regarding the terms of an agreement between them prior to the execution of a written contract incorporating that agreement.

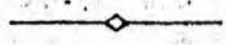
(3) Rules regarding confidentiality and release of information shall apply to student representatives in the same manner as employer and employe bargaining unit representatives.

(4) As used in this section:

(a) "Institution of higher education" means an institution under the control of the State Board of Higher Education.

(b) "Meet and confer" means the performance of the mutual obligation of the representatives of student government designated under subsection (1) of this section, the exclusive representative and the public employer, or any two of them, to meet at the request of one of them at reasonable times at a place convenient to all to conduct in good faith an interchange of views concerning the duties of each under this 1975 Act, employment relations of the faculty, the negotiation of an agreement and the execution of a written agreement.

*students who are also teaching?  
HB 515?*



A BILL FOR AN ACT

2 Relating to collective bargaining for public employes.

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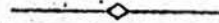
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3 or any two of them, to meet at the request of one of them at reasonable  
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5 of views concerning the duties of each under this 1975 Act, employment  
6 relations, the negotiation of an agreement and the execution of a written  
7 agreement.



**HOUSE AMENDMENTS TO PRINTED  
A-ENGROSSED HOUSE BILL 3043**

By COMMITTEE ON LABOR/BUSINESS AFFAIRS

June 5

(No change in Measure Summary)

- 1 On page 2 of the printed A-engrossed bill, line 6, delete "the" and
- 2 insert "an" and in the same line delete "is" and insert "includes members
- 3 of the faculty of".
- 4 In line 9, after "employer" insert "of those members of the faculty".
- 5 In line 10, after "tive" insert "of that appropriate bargaining unit".
- 6 In line 11, after "bargaining" insert "between the public employer
- 7 and the exclusive representative described in subsection (1) of this
- 8 section".
- 9 On page 3, line 6, after "relations" insert "of the faculty".

—◆—

PLEASE NOTE: THE FOLLOWING PAGES WERE TREATED  
AS A UNIT IN THE ORIGINAL DOCUMENT.

2 Mar. 1976

The Hon. Charles Parr  
Chairman  
House Select Committee on  
Education

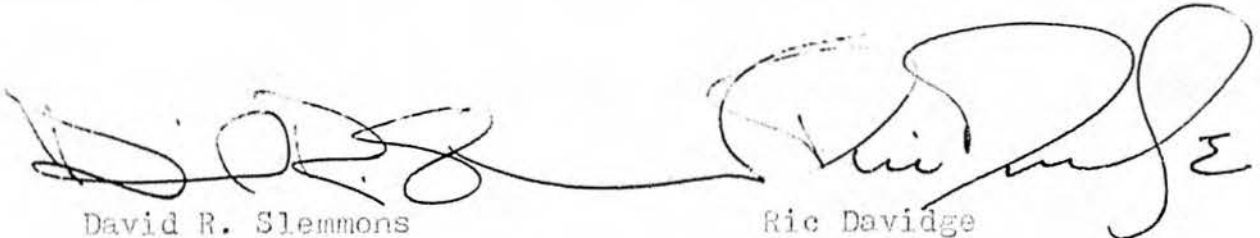
Dear Mr. Parr:

Enclosed please find copies of information collected by the Associated Students of the University of Alaska pertinent to student involvement in the collective bargaining process between the University of Alaska administration and faculty bargaining units.

We respectfully request permission to meet with your committee for the express purpose of discussing this matter, and are willing to provide input and perspective on other items should you so desire.


Please review the enclosed information. We have provided additional substantiating data, which is on file in your office.

Respectfully,



David R. Slemmons  
President,  
Associated Students of the  
University of Alaska

Ric Davidge  
Chairman  
ASUA Legislative Affairs  
Committee



Allen D. Blume  
Member  
ASUA Legislative Affairs

James G. Larsen  
Member  
ASUA Legislative Affairs



DRAFT



UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

February 19, 1976

Office of the Governor  
State of Alaska  
Pouch A  
Juneau, AK 99801

Attn: Sue Green

The ASUA respectfully requests your most capable and trusted assistance in obtaining the introduction of legislation amending Alaska's Collective Bargaining Laws in support of the following:

1. That the right be granted in law to post-secondary educational students of Alaska to sit as bona-fide and legitimate third-party observers in all collective bargaining negotiations between faculties and administration of the University of Alaska system, consistent with the Fair Labor Practices provisions of the National Labor Relations Act.
  - a. Three students or their representatives from the three major four-year campuses.
  - b. The three students shall be selected by the recognized, elected, student governments on the three major four-year campuses in Alaska (one student per major campus.)
  - c. If a campus does not have a recognized, elected student government, that the position be filled by compromise between the other student governments.
2. That the right be granted in law to post-secondary educational students of Alaska to have two students to sit as bona-fide and legitimate third-party observers on the mediation board.
3. That the right be granted in law to post-secondary educational students of Alaska to enjoin or restrain by court action, a strike by employees of the University of Alaska.
4. That the right be granted in law to post-secondary educational students of Alaska serving as bona-fide third-party observers in collective bargaining negotiations have access to all materials pertinent to any negotiations.

Cent

DRAFT

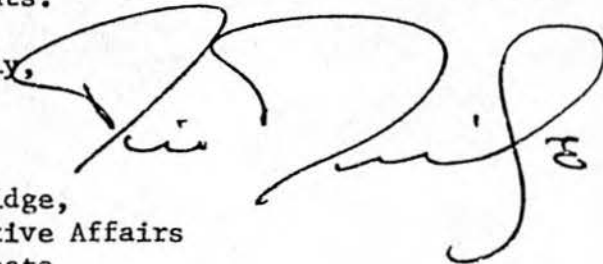
UNIVERSITY OF ALASKA

Page 2, Sue Green

The role of students as observers in collective bargaining:

1. To protect the rights of students, as many times items bargained between faculty and administrations have direct and <sup>potentially</sup> adverse effects on students.
2. Neither faculty nor administration possess the unique perspective of students as the only justification for the continued existence of the other two parties.
3. Students have not been sufficiently convinced that faculty or administrators are genuinely aware or concerned with the protection of student rights.

Sincerely,



Ric Davidge,  
Legislative Affairs  
ASUA Senate

cc: House Education Committee  
Chairman, Rep. Charles Parr

Senate HESS Committee  
Chairman, Sen. Frank Ferguson

Senate Rules Committee  
Chairman, Sen. John L. Rader

House Rules Committee  
Chairman, Rep. William K. Parker



UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

February 17, 1976

TO: Governor Hammond  
Alaska State Senate  
Alaska House of Representatives  
University of Alaska Assembly

Gentlemen:

At their meeting on February 16, 1976, the Associated Students of the University of Alaska Senate passed a resolution requesting to sit as third-party observers in collective bargaining between faculty and administration of the University of Alaska. A copy of the resolution is enclosed for your information.

Respectfully,

David R. Slemmons  
President, ASUA

Steven A. Estes  
Pro-Tem, ASUA Senate

Ric Davidge  
Chairman, Legislative Affairs Committee



UNIVERSITY OF ALASKA  
FAIRBANKS, ALASKA 99701

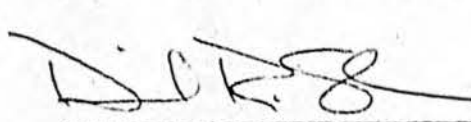
Directed to:

Governor Hammond  
Alaska State Senate  
Alaska State House of Representatives  
University of Alaska Assembly

Be it resolved, that the Associated Students of the University of Alaska hereby respectfully requests the right of post-secondary educational students to sit as bona-fide and legitimate third-party observers in all collective bargaining negotiations between the faculties and administration of the University of Alaska system, consistent with the Fair Labor Practices provisions of the National Labor Relations Act.

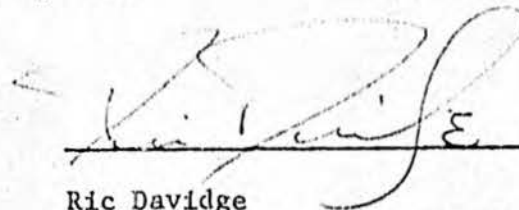
(\*We respectfully request that a resolution supporting this issue be introduced in the Alaska State Legislature.)

Passed by the ASUA Senate 02-16-76

David R. Slemmons  
President, ASUA

Steven A. Estes  
Pro-Tem, ASUA Senate



Ric Davidge  
Chairman, Legislative Affairs Committee

UNIVERSITY OF ALASKA  
NOTICE REGARDING REFUND POLICY  
IN CASE OF CANCELLATION OF CLASSES

IN CASE THE OPERATIONS OF THE UNIVERSITY OF ALASKA ARE ADVERSELY AFFECTED BY WAR, RIOT, ACT OF GOD, ACTION OF CIVIL AUTHORITY, STRIKE, OR OTHER EMERGENCY OR CONDITION, THE UNIVERSITY RESERVES THE RIGHT TO TAKE ACTION TO CURTAIL PART OR ALL OF ITS OPERATIONS, INCLUDING ACTION TO CANCEL CLASSES AND ACTION TO DISCONTINUE SERVICES. IN ANY CASE IN WHICH A SIGNIFICANT CURTAILMENT IS JUDGED PROPER BY THE UNIVERSITY, THE UNIVERSITY'S LIABILITY SHALL BE LIMITED TO (AT MOST) A REFUND OF TUITION AND FEES PAID.

JANUARY 9, 1976

RIC

"The developments of the next several years under faculty collective bargaining should indicate whether collective bargaining will alter the traditional role of the faculty or whether the faculty will alter the traditional concept of collective bargaining."

--Bernard Mintz, City University of N. Y.

#### THE LOBBYING EFFORT BEHIND HB 3043

Prior to February 15, 1975, there was no statewide student lobby in Oregon, and it became readily apparent that if we were to succeed in our collective bargaining amendments, we needed such an organization. Without a State Student Lobby, it is difficult to demonstrate widespread student interest and support.

Therefore, our first task was to establish what is now the Associated Oregon Student Lobby, through which we channeled 90% of our efforts.

The second problem we faced was the content of our legislation. The natural tendency was to go for signatory status. Obvious political realities dictated a different course, however, which resulted in third-party, independent status for students as the bill. We could have proposed legislation similar to the Montana Bill, but we wanted to avert being statutorily aligned with either management or labor. The student team has more opportunities for influencing provisions in the contract if given independent status, than if aligned with management as the Montana Bill provided. And if the student team is independent, this recognizes the student as a legitimate new third part to the negotiations.

Since the passage of HB 3043, the ASUO has been researching and acting in the areas of public awareness, future legislation, status of students in regard to the Employment Relations Board and bargaining strategies.

We are formulating model clauses designed to protect student interests. Also we are looking at contracts in force and examining what matters of concern to students are generally included.

There are weaknesses in 3043 which we are planning to try to get corrected. This effort is being made with assistance from various state legislators.

The ASUO conducted a three-day symposium in October. We had six nationally prominent guests as well as local participants discuss topics such as The Value of Scope Limitation, The Students' Role in Collective Bargaining, and eight others. A book- which will read as a series of articles, will be forthcoming. The entire symposium (twenty-five hours of discussion) was recorded and the book is being compiled from these tapes. It should be available early in spring of 1976.

Each state and each institution has different needs and problems with which the students must interact. In Oregon, we have achieved what we feel is the first step in securing our rightful place in what could be a tumultuous change. There is no set of recommendations that will apply to every student organization. If the ASUO or AOSL can be of any assistance in helping to formulate legislative programs for students in collective bargaining, we will be glad to do so. Just contact us.

ASUO - 503-686-3724

AOSL - 503-378-4966

# HOSL

# OREGON STUDENT LOBBY

502 WINTER STREET N.E. • SALEM, OREGON 97310

PHONE (503) 378-4966

N. EDUC. & SCH. FIN. COM.

OREGON STATE ARCHIVES

*"Exhibit 161"*

WHITTENBURG, COORDINATOR

## DIRECTORS

ANDREW AUGLADRY  
Student Body President  
Eastern Oregon State College  
LaGrande, Oregon 97850  
961-2171 ext. 207

PAT SHIMAC  
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Oregon College of Education  
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BOB KING/III  
Student Body President  
Oregon State University  
Alumni Union  
Covallis, Oregon 97111  
754-2591

STEVE HILLER  
Student Body President  
Portland State University  
Portland, Oregon 97207  
229-4559

JOHN RODGERS  
Student Body President  
Southern Oregon State College  
Ashland, Oregon 97529  
482-6205

ROBERT LIBERTY  
Student Body President  
University of Oregon  
Suite 4  
Eugene, Oregon 97403  
686-0728

## POSITION STATEMENT

### ON COLLECTIVE BARGAINING

Testimony Before

House Education/School Finance Committee

May 7, 1975

Dr. Howard Cherry, Chairman

The central question regarding our proposed legislation to give students a voice in the collective bargaining process should OSSHE faculties unionize, is one students have confronted whenever they have advocated increased student participation in university or college governance: why should students be involved? The answer is the same. Students are the largest single contributors to the cost of their education, and must live with its consequences for the rest of their lives. Everyone is familiar with the relationship between the reputation of a student's school and his or her chances for job placement. And we should not forget the more intangible consequences: the benefit of that rare personal relationship with a great teacher, the importance of skills acquired with the aid of modern facilities, and the experience of sustained intellectual inquiry that will affect all our professional and personal lives.

Aside from the right to participate as financiers and as recipients of education, there are utilitarian reasons for involving students in decision-making. Students have an invaluable perspective on the quality of education they are receiving. They have immediate experience with the strengths and deficiencies of individual faculty members, of the faculty collectively, and the quality of educational facilities. Naturally, students are as concerned as the taxpayer about receiving the best possible education for their money.

Perhaps the awareness that their stay will last only a few years limits their

THE ASSOCIATED OREGON STUDENT LOBBY REPRESENTS THE STUDENT BODY GOVERNMENTS OF EASTERN OREGON STATE COLLEGE, OREGON COLLEGE OF EDUCATION, OREGON INSTITUTE OF TECHNOLOGY, OREGON STATE UNIVERSITY, PORTLAND STATE UNIVERSITY, SOUTHERN OREGON STATE COLLEGE, UNIVERSITY OF OREGON

identification with the college. But this also allows them more objectivity than a faculty member or administrator whose interests are heavily invested in the institution's status quo.

Furthermore, participation in decision-making helps create a feeling of community that promotes a greater intellectual effort and a sense of responsibility for the welfare of the institution. Exclusion from participation confirms the conception of the college as a factory, processing students in preparation for a sterile, passive existence.

National and state legislatures, as well as many foundation research teams, have recognized the validity of the utilitarian and philosophical arguments for a student role in college governance in recommending student positions on college or multi-campus governing boards. Our legislation is designed to protect the students' painfully acquired opportunities for participation.

The need for this legislative protection has been made abundantly clear already in the brief history of collective bargaining. Only in the past year have students across the nation really become aware of the potential effects of faculty collective bargaining on their education.

The collective bargaining process as developed in the industrial sector is adapted to highly technical negotiation procedures, limited participation by the rank and file (mostly voting on contract proposals and union policy, etc.), and adversary relationships. There is no experience in involving interested third parties. Jerome Lefkowitz, Deputy Director of the New York State Public Employees Relations Board has stated the collective bargaining process, "...is not designed to accommodate any independent interest of any third party such as consumers or outside contractors. Whatever the limitation of this process in the private sector, the process causes an even more severe problem in the public sector where the purpose of government is to satisfy the needs of the consuming public. And yet that consuming public has no representation at the bargaining table except where it is represented by government [read State Board of Higher Education], a representation that is often more theoretical than real. [Thus]...there is no place for student representatives at the bargaining table while the faculty and university engage in negotiations."

Mr. Lefkowitz' conclusion does not, to us, seem to follow from its premises. He unequivocally has made the case for the involvement of students.

If collective bargaining as a process has its limitations regarding the protection of the students' and the public's interest, its advocates seem totally insensitive to them. The Secretary of the University of Oregon's chapter of the American Federation of Teachers (one of several organizations vying for the role of faculty agent at the University of Oregon) made clear in an interview last fall that he saw no role for students in negotiations. And despite repeated assurances by the President of the chapter that they had the students' best interests at heart, he suggested that if students wished to be heard they would have to organize.

The President of an AAUP chapter confided that he feared that the first "chip to be exchanged for higher salaries would be smaller class size. The consequence for the students would be higher tuition and bigger classes.

Paul Murphy, AAUP spokesperson at the University of Minnesota, said recently, "Students would inevitably suffer...Their participation in the advisory process, like sitting on committees, would probably be eliminated...Under normal union contract, the law provides for only two parties, faculty and administration, so students are either pushed out of policy-making positions or forced into collective action to protest their own rights."

Experience at other institutions across the nation confirms this predicted tendency. Here are some quotes from the University of Washington's student newspaper, the Daily:

"Collective bargaining tends to bring increased faculty control of universities and colleges where instituted. It also tends to deteriorate faculty-administration relations and leaves students without a significant voice on campus:

"These were the nearly-unanimous perceptions of college newspaper editors interviewed early this week where collective bargaining presently exists between faculty and administration...

"Since collective bargaining came to Rutgers, student government has amounted only to 'voices crying out in the wilderness' according to Testa [Editor of the student newspaper at Rutgers]."

Alan R. Shark, Director of the Research Project on Students and Collective Bargaining noted in a progress report that only 28% of the 148 contracts analyzed in a study by the National Center for the Study of Collective Bargaining in Higher Education mentioned the rights of students in any fashion, but forty of them "had something specific to say about student evaluation of faculty, student senates, and student governance activities."

"Of the forty contracts that mention student rights, six mention student rights more than twice, six mention them twice and the remaining twenty-eight mention them but once. It is significant to note that no student representative was present at the bargaining table during negotiations for the 148 contracts in which student rights are mentioned."

William Boyd, President Designate of the University of Oregon, has written: "Still another impact of collective bargaining on college governance is apt to be at least a temporary set-back for the student power movement. There is irony in the fact that just as students began to secure a place in the traditional power structure of colleges, the site of power should be moved to a bargaining table at which they are not represented--and at which their interests are sometimes the first to be sacrificed, all of the grand rhetoric to the contrary, notwithstanding."

The adversary relationships which Testa and others are experiencing may force students into unionizing. Myron Lieberman of the City University of New York imagined, not too fancifully, in Harpers magazine, a scenario in which a student union threatens to close down the university through a mass refusal to pay tuition. Students at Kean State College in New Jersey were forced to seek an injunction against striking faculty.

It would be far better to afford the students (and taxpayers) the protection

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MAY 7 1975

H. EDUC. & SCH. FIN. CN  
OREGON STATE ARCHIVE

they deserve through legislation than to risk such disruption. Despite their size and resources, students are notoriously hard to organize. Without being included in the bargaining by legislation, students will not be able to protect their interests and might be forced to such extreme measures.

Legislation protecting the students' interest through participation in the collective bargaining process is being considered in Michigan, California, Ohio, Washington, Colorado, Montana, and Massachusetts. The wide variety of legislation proposes everything from independent student unions to observer status. Like every one else, we are trying to discover the hybrid that will serve the students' and public's interest as well as that of the faculty's. It is our hope that the 1975 session of the Oregon State Legislature will join us in this important effort.

Enrolled  
**House Bill 3043**

Sponsored by Representative KULONGOSKI

CHAPTER.....

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Relating to collective bargaining for public employes.

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**HOUSE AMENDMENTS TO PRINTED  
A-ENGROSSED HOUSE BILL 3043**

By COMMITTEE ON LABOR/BUSINESS AFFAIRS

June 5

(No change in Measure Summary)

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1 of the representatives of student government designated under subsection  
2 (1) of this section, the exclusive representative and the public employer,  
3 or any two of them, to meet at the request of one of them at reasonable  
4 times at a place convenient to all to conduct in good faith an interchange  
5 of views concerning the duties of each under this 1975 Act, employment  
6 relations, the negotiation of an agreement and the execution of a written  
7 agreement.

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PLEASE NOTE: THE FOLLOWING PAGES WERE TREATED  
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Enrolled  
**House Bill 3043**

Sponsored by Representative KULONGOSKI

CHAPTER.....

AN ACT

Relating to collective bargaining for public employes.

Be It Enacted by the People of the State of Oregon:

**SECTION 1.** Section 2 of this Act is added to and made a part of ORS 243.650 to 243.782.

**SECTION 2.** (1) When an appropriate bargaining unit includes members of the faculty of an institution of higher education, the duly organized and recognized entity of student government at that institution may designate three representatives to meet and confer with the public employer of those members of the faculty and the exclusive representative of that appropriate bargaining unit prior to collective bargaining.

(2) During the course of collective bargaining between the public employer and the exclusive representative described in subsection (1) of this section, the representatives of student government designated under subsection (1) of this section shall:

(a) Be allowed to attend and observe all meetings between the public employer and the exclusive representative at which collective bargaining occurs;

(b) Have access to all written documents pertaining to the collective bargaining negotiations exchanged by the public employer and the exclusive representative, including copies of any prepared written transcripts of the bargaining sessions;

(c) Be allowed to comment in good faith during the bargaining sessions upon matters under consideration; and

(d) Be allowed to meet and confer with the exclusive representative and the public employer regarding the terms of an agreement between them prior to the execution of a written contract incorporating that agreement.

(3) Rules regarding confidentiality and release of information shall apply to student representatives in the same manner as employer and employee bargaining unit representatives.

(4) As used in this section:

(a) "Institution of higher education" means an institution under the control of the State Board of Higher Education.

(b) "Meet and confer" means the performance of the mutual obligation of the representatives of student government designated under subsection (1) of this section, the exclusive representative and the public employer, or any two of them, to meet at the request of one of them at reasonable times at a place convenient to all to conduct in good faith an interchange of views concerning the duties of each under this 1975 Act, employment relations of the faculty, the negotiation of an agreement and the execution of a written agreement.



This is a letter by Robert Liberty, Past ASUO President, written on July 3, 1975:

Dear Governor Straub,

Although we had a lengthy discussion with you and your Assistant, I'm not sure that you were able to digest all the arguments presented at the time. I'd like to review the arguments against the bill offered by Mr. Burns and our responses (indicated by "A.")

Mr. Burns had roughly six objections to the bill:

I. Adding a third party to the negotiations will disrupt the already difficult process of adversarial negotiations. There is no experience in tri-partite bargaining.

A. The students will not be negotiating, but participating, and have an excellent opportunity to act as a mediator because of their relatively independent position. Representative Groener noted during committee hearings on the bill that he has found students' advice to be most helpful in his experience in community college collective bargaining. In fact students already participate successfully in the frequently adversarial conflicts in institutional governance at Oregon's state colleges and universities.

Mr. Burns also fails to recognize the potential for disruption if students are excluded from negotiations. There is sufficient evidence from negotiations elsewhere that without the presence of students, trade-offs injurious to their (and thus the public's) best interests will occur. A good example is the exchange of higher salary increases for increased "productivity", i.e., bigger classes:

the faculty's. It is our hope that the 1975 session of the Oregon State Legislature will join us in this important effort.

The following is a letter from Dr. Albert Kitzhaber, President of the University of Oregon Chapter of the American Association of University Professors to the then ASUO President Robert Liberty:

Dear Mr. Liberty:

I was pleased to hear from you that this bill in its present revised form would be a very good thing both the bargaining parties (if as we expect there will be collective bargaining for the University faculty in the near future), and for the students of the University.

As the short history of collective bargaining in higher education has already shown, there is all too great a danger that the legitimate and proper concerns of the students may be lost sight of as the bargaining proceeds between the administration and the agent of the faculty. HB 3043 will afford student access to both sides during negotiations and guarantee that representatives of the students will have the opportunity to keep fully informed and to bring their own views and recommendations to the attention of the negotiating parties on a regularized basis.

We will bring our views to the attention of the Lane County delegation, with our recommendation that the bill be approved."

twice, six mention them twice and the remaining twenty-eight mention them but once. It is significant to note that no student representative was present at the bargaining table during negotiations for the 148 contracts in which student rights are mentioned."

William Boyd, President Designate of the University of Oregon, has written: "Still another impact of collective bargaining on college governance is apt to be at least a temporary set-back for the student power movement. There is irony in the fact that just as students began to secure a place in the traditional power structure of colleges, the site of power should be moved to a bargaining table at which they are not represented--and at which their interests are sometimes the first to be sacrificed, all of the grand rhetoric to the contrary, notwithstanding."

The adversary relationships which Testa and others are experiencing may force students into unionizing. Myron Lieberman of the City University of New York imagined, not too fancifully, in Harpers magazine, a scenario in which a student union threatens to close down the university through a mass refusal to pay tuition. Students at Kean State College in New Jersey were forced to seek an injunction against striking faculty.

It would be far better to afford the students (and taxpayers) the protection they deserve through legislation than to risk such disruption. Despite their size and resources, students are notoriously hard to organize. Without being included in the bargaining by legislation, students will not be able to protect their interests and might be forced to such extreme measures.

Legislation protecting the students' interest through participation in the collective bargaining process is being considered in Michigan, California, Ohio, Washington, Colorado, Montana, and Massachusetts. The wide variety of legislation proposes everything from independent student unions to observer status. Like everyone else, we are trying to discover the hybrid that will serve the student's and public's interests as well as that of

the students and the taxpayer pay more for less.

Under these circumstances, and already facing spiralling tuition increases, the students and their governments are unlikely to passively accept their exclusion. Tactics to gain entrance to the negotiations or to thwart their progress presently under consideration include:

- Suits against the faculty and administration challenging the constitutionality of the exception of collective bargaining from Oregon's public meeting law.

- Intervention in the unionization campaigns.

- Obstruction or delay of negotiations through repeated legal intervention as an "injured party."

- Boycott of classes of participating professors.

- Unionization of the students and a mass refusal to pay tuition.

- Publicity campaigns, including rallies, etc.

Although quiet now, the depth of concern over collective bargaining-related issues like tuition hikes and program termination (neither as volatile an issue as exclusion from faculty-administration negotiations) is indicated by recent student demonstrations at Brown, Providence, and Stanford universities and the reaction of students to their manipulation in the Chicago City College negotiations.

2. Students have no more right to be present at negotiations than the consumer of any other service or product.

A. This argument overlooks the fact that students are different from other consumers.

a) Students presently participate in institutional governance on the basis of their recognized ability to contribute to the decision-making process, unlike other consumers.

b) The college experience has a much

more lasting impact on students than any other services on their consumers. The quality of the students' education will affect their job opportunities and entire professional career. Students have a tremendous stake in the quality of their education.

c) The OSSHE is a virtual higher education monopoly for middle and lower income Oregon students. They cannot, like other consumers, "vote with their feet."

d) The students' contact/involvement with their education and educators is more continuous and of longer duration than almost any other form of "consumption."

e) Finally, the entire conception of the college as a factory and the student as a consumer is inimical to the collegial traditions and philosophy of higher education, and should not be used as a rationale for vetoing this bill.

3. The experiences at the negotiations of the contract at Southern Oregon State College at which students were allowed to be observers, were not encouraging. The students did not appear for all the sessions and changed representatives in the course of negotiations.

A. It's not surprising the students became bored when they weren't allowed to speak or present proposals. The change of representatives was a result of some internal difficulties not likely to be repeated.

4. The bill will be unworkable if bargaining were to be conducted on a system-wide basis. Up to twenty-four students could be present and speaking, making negotiations impossible.

A. Both the Hearings Officer and the PERB have ruled in favor of institutional units and the Court of Appeals refused to hear the case until after the (institutional) elections are held.

nated...Under normal union contract, the law provides for only two parties, faculty and administration, so students are either pushed out of policy-making positions or forced into collective action to protest their own rights."

Experience at other institutions across the nation confirms this predicted tendency. Here are some quotes from the University of Washington's student newspaper, the Daily:

"Collective bargaining tends to bring increased faculty control of universities and colleges where instituted. It also tends to deteriorate faculty-administration relations and leaves students without a significant voice on campus.

"These were the nearly-unanimous perceptions of college newspaper editors interviewed early this week where collective bargaining presently exists between faculty and administration...

"Since collective bargaining came to Rutgers, student government has amounted only to 'voices crying out in the wilderness' according to Testa [Editor of the student newspaper at Rutgers]."

At Boston State College after the union's certification, it created a joint union-administration curriculum committee which pre-empted the jurisdiction of the existing senate curriculum committee.

Alan R. Shark, Director of the Research Project on Students and Collective Bargaining noted in a progress report that only 28% of the 148 contracts analyzed in a study by the National Center for the Study of Collective Bargaining in Higher Education mentioned the rights of students in any fashion, but forty of them "had something specific to say about student evaluation of faculty, student senates, and student governance activities."

"Of the forty contracts that mention student rights, six mention student rights more than

private sector, the process causes an even more severe problem in the public sector where the purpose of government is to satisfy the needs of the consuming public. And yet that consuming public has no representation at the bargaining table except where it is represented by government [read State Board of Higher Education], a representation that is often more theoretical than real. [Thus]... there is no place for student representatives at the bargaining table while the faculty and university engage in negotiations."

Mr. Lefkowitz' conclusion does not, to us, seem to follow from its premises. He unequivocally has made the case for the involvement of students.

If collective bargaining as a process has its limitations regarding the protection of the students' and the public's interest, its advocates seem totally insensitive to them. The Secretary of the University of Oregon's chapter of the American Federation of Teachers (one of several organizations vying for the role of faculty agent at the University of Oregon) made clear in an interview last fall that he saw no role for students in negotiations. And despite repeated assurances by the President of the chapter that they had the students' best interests at heart, he suggested that if students wished to be heard they would have to organize.

The President of an AAUP chapter confided that he feared that the first "chip" to be exchanged for higher salaries would be smaller class size. The consequence for the students would be higher tuition and bigger classes.

Paul Murphy, AAUP spokesperson at the University of Minnesota, said this past year, "Students would inevitable suffer... Their participation in the advisory process, like sitting on committees, would probably be elimi-

The second version reads: "Section 2.(1) When the appropriate bargaining unit is an institution of higher education,..."

Clearly the bill deals only with institutional units.

5. Mr. Burns is concerned that the students will not maintain the rules of confidentiality agreed upon by the two parties; that there is no way the students can be made accountable.

A. The students will be bound by 2.(3) of the bill as by any law. Failing to do so would leave them open to legal action by the other parties. Beyond this accountability for maintaining confidentiality, why should the students be held accountable for an agreement they did not sign? Students have amply demonstrated their ability to keep confidences in other matters, such as their service on the Oregon State Board of Higher Education. Why should we be treated as irresponsible children in this case?

6. Mr. Burns evidently resented our support for the fact-finder in the OSEA negotiations because the support was based on ignorance

A. Mr. Burns seems to have forgotten that we never claimed to be informed about the details of the negotiations and supported the fact-finder only because we were desperate to avoid a strike in the last few weeks prior to graduation. If the students had been as well informed about the OSEA negotiations as we will be about faculty negotiations under the provisions of this bill, we never would have had to take that position.

Finally, I would strongly dispute Mr. Burns claim that we had only "soft" support for our measure. We have, as you've seen, written support from university and college presidents and campus chapters of faculty unions. A labor lawyer, Representative Kulongoski, sponsored the

the bill and the secretary-treasurer of the Lane County AFL-CIO organization helped us lobby for its passage. The State Board of Higher Education President, John Mosser's, and the Chancellor's muted reaction is a function of their delicate political position vis-a-vis the organizing faculty. In private conversations with members of the Chancellor's staff a more supportive attitude has been communicated. And of course the Legislature has already given its overwhelming endorsement.

I think this is an excellent opportunity for you to again prove Oregon's national reputation for leadership, as a state that is willing to ~~imovate~~ innovate in anticipation of change rather than cling blindly to the formulas of the past. Please sign HB 3043.

Statement by Governor Bob Straub on signing HB 3043, July 7, 1975:

In determining to sign House Bill 3043, I weighed the measure's potential for opening the collective bargaining process to the participatory view of students in the Oregon system of higher education against concerns that the process itself would be unduly encumbered by that participation.

Too, I understand the uneasiness of those who question whether students concurrently have appropriate roles on both sides of the bargaining table. Students now serve as members of the State Board of Higher Education and the Board plays a management role in collective bargaining.

The bill is imperfect, but not imperfect that its flaws should spell foreclosure on an idea that has, I believe, considerable potential as a learning experience for college students.

I am willing to give HB 3043 a chance to work in the knowledge that shortcomings in the measure can be remedied by the 1977 Session of the Legislature.

ber or administrator whose interests are heavily invested in the institution's status quo.

Furthermore, participation in decision-making helps create a feeling of community that promotes a greater intellectual effort and a sense of responsibility for the welfare of the institution. Exclusion from participation confirms the conception of the college as a factory, processing students in preparation for a sterile, passive existence.

National and state legislatures, as well as many foundation research teams, have recognized the validity of the utilitarian and philosophical arguments for a student role in college governance in recommending student positions on college or multi-campus governing boards. Our legislation is designed to protect the students' painfully acquired opportunities for participation.

The need for this legislative protection has been made abundantly clear already in the brief history of collective bargaining. Only in the past year have students across the nation really become aware of the potential effects of faculty collective bargaining on their education.

The collective bargaining process as developed in the industrial sector is adapted to highly technical negotiation procedures, limited participation by the rank and file (mostly voting on contract proposals and union policy, etc.), and adversary relationships. There is no experience in involving interested third parties. Jerome Lefkowitz, Deputy Director of the New York State Public Employees Relations Board has stated the collective bargaining process, "... is not designed to accommodate any independent interest of any third party such as consumers or outside contractors. Whatever the limitation of this process in the

Testimony of the Associated Oregon Student Lobby before the House Education and School Finance Committee, May 7, 1975.

The central question regarding our proposed legislation to give students a voice in the collective bargaining process should OSSHE faculties unionize, is one students have confronted whenever they have advocated increased student participation in university or college governance: why should students be involved? The answer is the same. Students are the largest single contributors to the cost of their education, and must live with its consequences for the rest of their lives. Everyone is familiar with the relationship between the reputation of a student's school and his or her chances for job placement. And we should not forget the more intangible consequences: the benefit of that rare personal relationship with a great teacher, the importance of skills acquired with the aid of modern facilities, and the experience of sustained intellectual inquiry that will affect all our professional and personal lives.

Aside from the right to participate as financiers and as recipients of education, there are utilitarian reasons for involving students in decision-making. Students have an invaluable perspective on the quality of education they are receiving. They have immediate experience with the strengths and deficiencies of individual faculty members, of the faculty collectively, and the quality of educational facilities. Naturally, students are as concerned as the taxpayer about receiving the best possible education for their money.

Perhaps the awareness that their stay will last only a few years limits their identification with the college. But this also allows them more objectivity than a faculty mem-

From the editorial page of the Eugene Register-Guard, July 9, 1975:

Worth a try

Governor Straub acted prudently when he signed the mildly controversial bill allowing student representatives to sit in on campus collective bargaining sessions.

The governor received negative advice on this bill from several quarters, including his own Executive Department. But the fact is that none of those offering advice of whatever form really knows whether this will turn out to have been good legislation.

Collective bargaining in higher education is brand new to Oregon. We don't know for sure that it will even come here in a major way, although it looks as though faculties of most of the public colleges and universities will try out their right to negotiate salaries and working conditions with their employer.

Students clearly have a stake in what may be decided at a negotiating table. In one sense they are stockholders of the colleges, since their tuition pays a substantial share of the operating costs. They are also the primary consumers of the educational product, and therefore have a strong interest in its nature and quality.

Students at most of the campuses, particularly the University of Oregon, already have gained a voice in many decisions affecting their schools. Those who care about this understandably feel that progress of the past several years would be undermined if students were locked out of collective bargaining sessions. Those sessions

could undo or substantially alter actions taken in forums where students now have a voice.

The bill just signed allows three students from each campus to sit in on the negotiating sessions affecting that campus. Right now, of course, we don't know for sure whether negotiating will be done campus by campus or system-wide. So we can't tell whether there will be three students sitting in on each of the eight bargaining sessions or 24 students attending one big session.

The bill allows the students only to listen and to speak, not to vote in negotiations. It gives them a chance to know what's going on and a chance to be heard. This cannot be considered a dangerous grant of power.

Practical problems which cannot be foreseen may crop up when bargaining gets under way. It may turn out that it simply is not workable for third-party representatives to participate in negotiations. The only way to find out is to try it.

Governor Straub conceded that the bill has potential faults. His decision to sign was a decision that the idea of student participation in campus collective bargaining is worth a try. Under the circumstances, that's only fair.

## STRATEGIES AND TACTICS

At the time HB 3043 was being considered, only one of the seven campus faculties had unionized and negotiated an agreement. This proved to be invaluable as the faculty unions and management representatives were not deeply entrenched into the traditional process. This resulted in a very open relationship with the unions and university presidents as we secured endorsements from both groups (letters are included in this packet).

The first bit of lobbying which you must do is convince the faculty unions that your presence at the bargaining table will not be contrary to their interests nor disruptive to the process. If you can achieve this, half of the battle is won.

At University of Oregon we have a "shared governance" structure where students are voting members in the University Senate and General Faculty Meeting. So when lobbying legislators to support our bill, we stressed the status-quo nature of the measure. We argued that to exclude students from the negotiations would in effect, render existing student participation in university governance meaningless. And finally, we asked, what harm can come of having students observe the bargaining? If we're going to get screwed, at least we have the right to say why we don't like it.

--Kirby Garrett

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MAY 7 1975

U. EDUC. & SCH. FIN. COM.

OREGON STATE ARCHIVES

AMERICAN ASSOCIATION OF UNIVERSITY PROFESSORS • OREGON STATE UNIVERSITY • CORVALLIS, OREGON 973

May 7, 1975

*"Exhibit 162"*

STATEMENT OPPOSING HOUSE BILL 3043

by David Carlson, President  
Oregon State University Chapter  
American Association of University Professors

I am sorry that I must oppose HB 3043, submitted on behalf of ASOU and ASOSU. I do believe that students should have a formal role in some aspects of university governance, and I know from several frank discussions with ASOSU officers that they are concerned about the quality of their education, and are willing to work to maintain and improve it. Nevertheless, from a faculty viewpoint, I feel this would be bad legislation.

Section 2 of the proposed bill establishes faculty-student committees to make recommendations concerning faculty employment relations, which the bargaining agent must seek to implement during negotiations. While faculty and students have broad areas of common interest, there are significant areas in which their interests may conflict: faculty salaries (and their effect on tuition), possible faculty strikes, and a variety of less important issues, such as class size. It is not fair to faculty to ask them to share the preparation of their bargaining proposals with a group with significant divergent interests.

These committees would also significantly complicate the process of faculty collective bargaining. A full year ago, "expressions of interest" were collected at the campuses of the System of Higher Education. Legal complications have thus far prevented even the first step toward a collective bargaining election--a final decision as to whether we proceed "system-wide" or "campus-by-campus." There are many other unresolved issues. I am afraid that the addition of such faculty-student committees would make almost unworkable for faculty the collective bargaining rights granted in 1973. Let us try out the system before making it more complicated.

Section 3 allows student representatives to attend and observe meetings, and to meet and confer with the two principal parties. I would prefer to see some reasonable limit placed on the delay such "meetings and conferrings" might entail; and that some procedure be provided should the student representatives fail to comply with subsection (3).

Finally, I must ask why we the faculty of the state system must be singled out in this way. The actions of other bargaining agents have an effect on students in higher education--the classified employees at our institutions, the faculty at other public institutions of higher education. ~~Are we deserving of such special treatment in this regard?~~

Despite this statement, I have met, and hope to continue to meet, with ASOSU officers to discuss the issues of faculty collective bargaining. Faculty are interested in students and their opinions and their needs.

HB 3043 - Collective bargaining

Rep. Chrest moved to adopt amendments dated May 9, 1975.

Rep. Walden moved to delete lines 5 through 8 on page 3. Motion carried.

Rep. Whiting moved to amend subsection (3) on page 3 by stating that rules regarding confidentiality and release of information shall apply to student representatives in the same manner as employer and employe bargaining unit representatives. Motion carried.

Rep. Chrest's motion to adopt amendments dated May 9, 1975 was carried.

Rep. Chrest moved to send HB 3043 out with a "do pass as amended" recommendation and be sent to Labor and Business Affairs committee by prior reference. Motion carried with McCrae, Walden and Rieke excused.

Rep. Groener moved to reconsider the action by which HB 3043 passed the committee. Motion carried.

Rep. Groener moved the committee instruct the staff to request the Speaker to allow this bill to go directly to the floor rather than to the Labor and Business Affairs Committee. Motion carried.

SB 29 - Extends role of IED

Rep. Cherry presented an amendment for the bill which would make it optional for an intermediate education board to call a special election under certain conditions rather than making it mandatory that a special election be held.

Rep. Kinsey asked for a statement from the Lane County Intermediate Education District regarding the proposed amendment. Mr. Sommerville called the superintendent of the Lane County Intermediate Education District, Dr. William Jones, who indicated that his board would call an election whether the law was mandatory or permissive. The passage of the bill with the amendment would make no difference to his county.

Rep. Kinsey moved the adoption of the amendments dated 5/13/75. Motion carried.

Rep. Kinsey moved SB 29 to the floor with a "do pass as amended and that it be printed engrossed." Motion carried. Marsh voted "no". Walden and Whiting were excused. Rep. Rieke will carry the bill when it comes to the floor.

HOUSE COMMITTEE ON EDUCATION/  
SCHOOL FINANCE

May 7, 1975

1:30 p.m.

321 State Capitol

Members present: Rep. Howard Cherry, Chairman  
Rep. Mary Rieke, Vice Chairman  
Rep. Jim Chrest  
Rep. Ralph Groener  
Rep. Lloyd Kinsey  
Rep. Tom Marsh  
Rep. Wallace McCrae  
Rep. Paul Walden  
Rep. Pat Whiting

Witnesses: Tom Schlimgen, Superintendent, Molalla Union High School  
Chan Bunke, Board Member, Molalla Union High School  
Ted Kulongoski, Representative  
Robert Liberty, Associated Oregon Student Lobby (U of O)  
Mike Cowgill, Associated Oregon Student Lobby (OSU)  
Ted Lameareaux, Portland State  
Tom Enright, OSEA  
Jack P. Maddex, AFT  
Bill Nelson, AAUP Oregon Federation  
Sam Anderson, AAUP, Oregon College of Education  
Phyllis Hutchinson, OFT

HB 2392 - Extension of union high course of study

Mr. Tom Sommerville, Administrative Assistant, explained the amendments which had been put into a bill previously tabled by the committee. Molalla district would like to vote down to include the 7th and 8th grade to accommodate a junior high situation. There are two split districts that affect the Molalla district that lie in Clackamas and Marion County. This would allow a union high district to vote down even in a split district any number of grades.

Mr. Tom Schlimgen stated there are 9 grade school districts in the high school district. One district is split between Clackamas and Marion and one district, Monitor, is which is also split between Clackamas and Marion County. Would like to extend the grades down to 7th and 8th for curriculum continuity, competencies and facilities improvements.

Mr. Chan Bunke stated this issue would still be unresolved even if the unification bill was passed. There is growing support for the proposal as presented in this bill.

Rep. Whiting moved the bill off the table. Motion carried.

Rep. Whiting moved the adoption of the amendments as presented by Mr. Sommerville. Motion carried.

HB 3043 - Collective Bargaining

Rep. Ted Kulongoski stated this is his own attitude toward the collective bargaining process. He does not believe the students

House Education  
5/7/75

should be required to be a signator to a collective bargaining agreement. The bill was drafted in the light of the current situation in Oregon.

Mr. Robert Liberty read a position statement of the Oregon Student Lobby and that statement is recorded as "Exhibit 161". He stated the students do not want Section 2 of the bill as it puts too much pressure on the faculty. Section 3 should be retained. Would like to suggest an amendment to insert 3 before representatives in line 25, page 1.

Tape 808 Mr. Mike Cowgill stated Higher Education needs three parties to bargain. Collective bargaining is an adversarial process.

Tape Mr. Ted Lameareaux feels that when it comes to collective bargaining the teachers are more concerned with their jobs and the students with their education. It is important that students be a part of the collective bargaining process because it is the student's education that determines their future.

Tape 962 Mr. Tom Enright spoke in opposition to the bill. Feels it needs a lot of consideration and amendments before being acted on.

Mr. Kulongoski stated he would be willing to delete Section 2 if that is what they want, but feels they are making a mistake.

Mr. John Danielson informed the committee that they wanted it on the record as the OEA being opposed to the bill.

Tape 1017 Mr. Jack Maddex; a faculty member at the University, stated he sees no problem with collective bargaining in the bill. He is in opposition to the bill.

David Carlson, also in opposition to the bill, spoke in opposition to the bill and his testimony is recorded as "Exhibit 162".

Tape 1185 Sam Anderson stated he has no strong objections to the bill with Section 2 removed. Has no objections to bring students in on a meet and confer basis. He feels the faculty would want to see the students maintain their input as it is now.

Tape 1205 Phyllis Hutchinson is opposed to the bill. She believes collective bargaining is an agreement between employer and employe and is difficult enough with two groups. Would not like to see the third involved.

HB 2897 - All areas in community college districts

Tape 1234 Rep. Wallace McCrae stated one problem in the community college situation is the small enrollment because of the sparsity of population and therefore inadequate tax base in many areas. It is a physical impossibility to have community colleges within the reach of everyone. A solution must be found in another way.

Rep. Groener moved the bill to the floor with a "Do pass" recommendation. Motion carried unanimously, Chrest, Kinsey and Walden excused.



"The developments of the next several years under faculty collective bargaining should indicate whether collective bargaining will alter the traditional role of the faculty or whether the faculty will alter the traditional concept of collective bargaining."

--Bernard Mintz, City University of N. Y.

#### THE LOBBYING EFFORT BEHIND HB 3043

Prior to February 15, 1975, there was no statewide student lobby in Oregon, and it became readily apparent that if we were to succeed in our collective bargaining amendments, we needed such an organization. Without a State Student Lobby, it is difficult to demonstrate widespread student interest and support.

Therefore, our first task was to establish what is now the Associated Oregon Student Lobby, through which we channeled 90% of our efforts.

The second problem we faced was the content of our legislation. The natural tendency was to go for signatory status. Obvious political realities dictated a different course, however, which resulted in third-party, independent status for students as the bill. We could have proposed legislation similar to the Montana Bill, but we wanted to avert being statutorily aligned with either management or labor. The student team has more opportunities for influencing provisions in the contract if given independent status, than if aligned with management as the Montana Bill provided. And if the student team is independent, this recognizes the student as a legitimate new third part to the negotiations.

Since the passage of HB 3043, the ASUO has been researching and acting in the areas of public awareness, future legislation, status of students in regard to the Employment Relations Board and bargaining strategies.

We are formulating model clauses designed to protect student interests. Also we are looking at contracts in force and examining what matters of concern to students are generally included.

There are weaknesses in 3043 which we are planning to try to get corrected. This effort is being made with assistance from various state legislators.

The ASUO conducted a three-day symposium in October. We had six nationally prominent guests as well as local participants discuss topics such as The Value of Scope Limitation, The Students' Role in Collective Bargaining, and eight others. A book- which will read as a series of articles, will be forthcoming. The entire symposium (twenty-five hours of discussion) was recorded and the book is being compiled from these tapes. It should be available early in spring of 1976.

Each state and each institution has different needs and problems with which the students must interact. In Oregon, we have achieved what we feel is the first step in securing our rightful place in what could be a tumultuous change. There is no set of recommendations that will apply to every student organization. If the ASUO or AOSL can be of any assistance in helping to formulate legislative programs for students in collective bargaining, we will be glad to do so. Just contact us.

ASUO - 503-686-3724

AOSL - 503-378-4966

# HOSL

## OREGON STUDENT LOBBY

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May 16, 1975

JIM WHITTENBURG, COORDINATOR

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Eugene, Oregon 97403  
686-3724

Students in higher education should be involved with a voice in the collective bargaining process should the Oregon State System of Higher Education (OSSHE) Faculties unionize. Students have an invaluable perspective on the quality of education they are receiving. They have immediate experience with the strengths and deficiencies of individual faculty members, of the faculty collectively, and the quality of educational facilities.

Because their stay will last only a few years it may limit their identification with the college, but it also allows them more objectivity when interests of faculty and administration may be heavily invested in the institution's status quo. Exclusion from participation confirms the conception of a college as a factory, processing students in preparation for a sterile, passive existence.

House Bill 3043 has been introduced at the request of the Associated Oregon Student Lobby which represents the student governments of the seven institutions in the Oregon State System of Higher Education.

This legislation is designed to protect the student's painfully acquired role of participation in college governance, and in recommending student positions on college or multi-campus governing boards. National and state legislatures, including Oregon, as well as many foundation research teams have recognized the validity of the utilitarian and philosophical arguments for this opportunity.

The intent of House Bill 3043, which relates to collective bargaining for public employees, is to allow student representatives to participate in negotiations between the public employer and bargaining representatives of faculty. Student representatives would be authorized to meet and confer with the public employer and the exclusive faculty representative prior to formal negotiations. During the course of negotiations, the representatives of student government shall be allowed to attend and observe all meetings between public employer and the exclusive representative at which collective bargaining occurs. The student representatives will also be allowed access to the terms of proposed agreements

THE ASSOCIATED OREGON STUDENT LOBBY REPRESENTS THE STUDENT BODY GOVERNMENTS OF EASTERN OREGON STATE COLLEGE, OREGON COLLEGE OF EDUCATION, OREGON INSTITUTE OF TECHNOLOGY, OREGON STATE UNIVERSITY, PORTLAND STATE UNIVERSITY, SOUTHERN OREGON STATE COLLEGE, UNIVERSITY OF OREGON

THE ASSOCIATED OREGON STUDENT LOBBY

May 16, 1975

Page 2

between public employer and exclusive representative prior to execution of a written contract incorporating that agreement.

The student representative shall have access to all written draft agreements and all other written documents pertaining to bargaining exchanged by the public employer or employer representative and the exclusive representative, including a copy of any prepared written transcripts of any bargaining sessions.

The same rules of confidentiality and release of information binding the public employee and public employer will apply to the three student representatives.

William Boyd, U of O President Designate, has said, "There is irony in the fact that just as students began to secure a place in the traditional power structure of colleges, the site of power should be moved to a bargaining table at which they are not represented--at which their interests are sometimes the first to be sacrificed, all of the grand rhetoric to the contrary, ..."

Despite their size and resources, students are notoriously hard to organize. Without being included in the bargaining by legislation, students will not be able to protect their interests and might be forced to attempt such extreme measures as injunctions, tuition boycotts and class action suits.

Legislation protecting the student's interest through participation in the collective bargaining process is being considered in Michigan, California, Ohio, Washington, Oregon, and Massachusetts. During the first week in April, the Montana Legislature became the first in the nation to pass such legislation, which was adopted by lopsided votes in both houses and signed by Governor Thomas L. Judge. The wide variety of legislation proposes everything from independent student unions to observer status. Like everyone else, we are attempting to discover the hybrid that will serve the student's and public's interest as well as that of the Faculty's. It is our desire that the 1975 session of the Oregon State Legislature will join us in this important effort.

Most sincerely,

*Robert Liberty*  
Robert Liberty  
U of O Student  
Body President

*Mike Cowgill*  
Mike Cowgill  
OSU State Affairs  
Director

*James D. Howe Jr.*  
Jim Howe  
OSU State Affairs  
Asst. Director

UNIVERSITY OF OREGON



Department of History  
COLLEGE OF LIBERAL ARTS

EUGENE, OREGON 97403  
telephone (code 503) 686-4801

an equal opportunity/  
affirmative action employer

May 13, 1975

Mr. Robert Liberty, president  
Associated Students, U of O  
Suite 4, EMU  
Campus

Dear Mr. Liberty,

This letter is in response to the ASUO's invitation to us--and to the University administration and the other faculty organizations--to communicate our views on the student role in faculty collective bargaining here at the University.

We share with the ASUO most of the concerns you have expressed in our recent conferences about desirable provisions in a faculty collective bargaining contract. It is to the interest of faculty and students alike that a contract recognize the present instrumentalities of university governance, protecting the representation they give to students and faculty; that evaluation of faculty performance follow rational procedures and valid criteria, including systematic use of student evaluation of teaching; and that the university be supported as a state institution at a reasonable level of service, without the costs being borne heavily by students in tuition increases or by faculty in deteriorating compensation and increased workload.

We congratulate the ASUO emphatically for its recent modifications in Oregon House Bill 3043, deleting provisions that would attenuate teachers' rights to formulate demands independently. We are happy to recognize the ASUO as a body entitled to meet and confer with faculty and administration representatives about contract provisions and other policies. We do not specifically endorse Bill 3043's present provision for active participation of student observers in bargaining sessions, but we do not anticipate that such an arrangement would be likely to present serious practical difficulties.

We look forward to student-faculty cooperation in the years to come to strengthen our university in the face of economic difficulties.

Yours,

American Federation of Teachers  
Local # 3209

Minutes  
House Committee on Labor  
and Business Affairs  
June 3, 1975  
Page 8

Voting no: Rep. Brad Morris, Rep. Gary Wilhelms.

Excused: Rep. Curt Wolfer

Not Present: Rep. Bill Rogers.

The motion carried. Rep. Drew Davis will carry the bill.

HB 3043, relating to collective bargaining for public employes.

Jim Wittenburg testified in support of the bill on behalf of the Associated Student Lobby. Written testimony and data presented by Mr. Wittenburg is attached hereto marked Exhibit D.

(607) Rep. Brad Morris moved to adopt the amendments proposed by Legislative Counsel. A copy of the amendment is attached hereto marked Exhibit E. The motion was seconded.

Voting aye: Rep. Jim Chrest, Rep. Drew Davis, Rep. Peg Dereli, Rep. Brad Morris, Rep. Max Rijken, Rep. Gary Wilhelms, Rep. Glen Whallon.

Excused: Rep. Curt Wolfer.

Not Present: Rep. Bill Rogers.

The motion carried.

Rep. Jim Chrest moved the bill to the Floor with a do pass as amended recommendation. The motion was seconded.

Voting aye: Rep. Jim Chrest, Rep. Drew Davis, Rep. Brad Morris, Rep. Gary Wilhelms, Rep. Glen Whallon.

Voting no: Rep. Peg Dereli, Rep. Max Rijken.

Excused: Rep. Curt Wolfer.

Not present: Rep. Bill Rogers.

The motion carried. Rep. Brad Morris will carry the bill on the Floor.

SB 1001, relating to workmen's compensation.

Tom Scanlon, AFL/CIO, briefly testified in support of the bill.

Tape 22 - Side 1

SENATE COMMITTEE ON STATE AND FEDERAL AFFAIRS

Tuesday, June 10, 1975

12:05 p.m.

Senate Floor

Members present:        Senator E. D. "Debbs" Potts, Chairman  
                              Senator Mike Thorne, Vice Chairman  
                              Senator Fred Heard  
                              Senator Norman Howard  
                              Senator Kenneth Jernstedt  
                              Senator Stan Ouderirk  
                              Senator John Powell

Excused:                 Senator Ted Hallock

A meeting was held at the desk of the Chairman to take action on the above listed bills.

HB 3043 - Allows three student representatives to participate in negotiations at institution of higher education between public employer and bargaining representative of faculty. Declares rules of confidentiality and release of information applicable to student representatives.

Chairman stated that since college students tuition and fees kept our colleges in business, that he felt student representation should be allowed bargaining negotiations. Following discussion, Senator Jernstedt moved the bill to the Senate floor with a DO PASS recommendation. Motion unanimously carried. Senator Atiyeh was assigned the floor discussion on the measure.

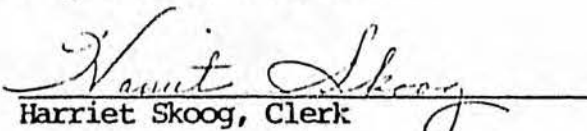
HB 2259 - Relating to political parties.

Chairman informed committee that HB 2259 was referred to State and Federal in order to draft amendments to cure conflicts with C-Engrossed Senate Bill 897. Senator Howard moved adoption of the amendments and that the bill be sent to the Senate floor DO PASS AS AMENDED. Motion unanimously carried. Senator Whipple was assigned the floor discussion on the measure.

Chairman stated State and Federal Affairs was one of the few committees still in operation and that we could be receiving several bills which need conflict amendments drafted. He asked for a motion to send these bills back to the desk without the necessity of having a meeting each time such a bill was referred. Senator Jernstedt so moved and the motion unanimously carried.

There being no further business, the meeting was adjourned.

Respectfully submitted,

  
Harriet Skoog, Clerk

# House Bill 3043

Sponsored by Representative KULONGOSKI (at the request of Kevin Lindgren on behalf of the ASUO and ASOSU)

## SUMMARY

The following summary is not prepared by the sponsors of the measure and is not a part of the body thereof subject to consideration by the Legislative Assembly. It is an editor's brief statement of the essential features of the measure as introduced.

Requires establishment of student-faculty committees at institutions of higher education to make recommendations concerning faculty employment relations prior to collective bargaining. Requires exclusive representative to seek to arrange terms of employment relations in accordance with recommendations of committees.

Requires one-third of members of committees to be students and two-thirds to be faculty members.

Allows student representatives to participate in negotiations between public employer and bargaining representative of faculty.

NOTE: Matter in bold face in an amended section is new; matter [italic and bracketed] is existing law to be omitted; complete new sections begin with SECTION.

## A BILL FOR AN ACT

1

2 Relating to collective bargaining for public employes.

3 Be It Enacted by the People of the State of Oregon:

4 SECTION 1. Sections 2 and 3 of this Act are added to and made a part  
5 of ORS 243.650 to 243.782.6 SECTION 2. (1) When the appropriate bargaining unit is an institu-  
7 tion of higher education, committees composed of six persons shall be estab-  
8 lished to consider the employment relations of the faculty in that institu-  
9 tion prior to collective bargaining between the exclusive representative and  
10 the public employer.11 (2) The committees established under subsection (1) of this section  
12 shall make recommendations with respect to the employment relations of  
13 the faculty and the exclusive representative shall, in subsequent collective  
14 bargaining, seek to arrange the terms of those employment relations in  
15 accordance with the recommendations of the committees.16 (3) One-third of the members of a committee established under subsec-  
17 tion (1) of this section shall be students appointed to the committee by the  
18 duly organized and recognized entity of student government at the institu-  
19 tion of higher education. The remaining members of the committee shall  
20 be members of the faculty.21 (4) As used in this section, "institution of higher education" means an  
22 institution under the control of the State Board of Higher Education.23 SECTION 3. (1) When the appropriate bargaining unit is an institution  
24 of higher education, the duly organized and recognized entity of student  
25 government at that institution may designate representatives to meet and  
26 confer with the public employer and the exclusive representative prior to  
27 collective bargaining.28 (2) During the course of collective bargaining, the representatives of  
29 student government designated under subsection (1) of this section shall:30 (a) Be allowed to attend and observe all meetings between the public  
31 employer and the exclusive representative at which collective bargaining  
32 occurs; and

1 (b) Be allowed to meet and confer with the exclusive representative  
2 and the public employer regarding the terms of an agreement between  
3 them prior to the execution of a written contract incorporating that  
4 agreement.

5 (3) The representatives of student government designated under subsec-  
6 tion (1) of this section shall not communicate, directly or indirectly, during  
7 the period of negotiations with persons other than the designated bargain-  
8 ing representatives regarding employment relations.

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HOUSE AMENDMENTS TO  
HOUSE BILL 3043

By COMMITTEE ON EDUCATION/SCHOOL FINANCE

May 19

1 On page 2 of the printed bill, line 4, delete "Sections 2 and 3 of this Act  
2 are" and insert "Section 2 of this Act is".

3 Delete lines 6 through 22.

4 In line 23, delete "3" and insert "2".

5 In line 25, after "designate" insert "three".

6 In line 32, delete "and".

7 After line 32, insert:

8 "(b) Have access to all written documents pertaining to the col-  
9 lective bargaining negotiations exchanged by the public employer and the  
10 exclusive representative, including copies of any prepared written tran-  
11 scripts of the bargaining sessions;

12 "(c) Be allowed to comment in good faith during the bargaining ses-  
13 sions upon matters under consideration; and".

14 On page 3, line 1, delete "(b)" and insert "(d)".

15 Delete lines 5 through 8 and insert:

16 "(3) Rules regarding confidentiality and release of information shall  
17 apply to student representatives in the same manner as employer and  
18 employe bargaining unit representatives.

19 "(4) As used in this section:

20 "(a) 'Institution of higher education' means an institution under the  
21 control of the State Board of Higher Education.

22 "(b) 'Meet and confer' means the performance of the mutual obligation  
23 of the representatives of student government designated under subsection  
24 (1) of this section, the exclusive representative and the public employer, or  
25 any two of them, to meet at the request of one of them at reasonable  
26 times at a place convenient to all to conduct in good faith an interchange  
27 of views concerning the duties of each under this 1975 Act, employment  
28 relations, the negotiation of an agreement and the execution of a written  
29 agreement."

# THE MISSING PUBLIC— COLLECTIVE BARGAINING IN PUBLIC EMPLOYMENT

SARA SILBIGER

Though the power of unions representing municipal employees has advanced steadily—in some cases dramatically—over the past decade, their place in the structure of city governance has rarely become a political issue. Sporadic public interest in the topic is aroused only during periods when strikes disrupt expected urban services and force confrontation with the existence of union power. Municipal unionism has not emerged as a comprehensible public issue that has been costly to the urban public whose resources are allocated through the bilateral collective bargaining process. The problem lies in the politics and the structure of collective bargaining, both of which we will consider.

The specific issues and institutions discussed here are those of New York City where collective bargaining among public employees has reached an unusually high level of development. The general problems of scope, structure, and public interest representation, however, should be relevant to those interested in the growing phenomenon of public unionism across the country.

At the moment, the budgetary and labor crises confronted by New York and other big U.S. cities may make the concerns of this paper appear pale by comparison. Certainly we cannot claim that the structure of collective bargaining discussed here is either the sole cause or the solution for the budget dramas of the cities. Yet, for those cities experiencing crises, a newly aroused citizenry can provide a reform environ-

ment in which some of the structural imbalances described here may be rectified in preparation for a return to normalcy. For other cities, the experience of New York should give urgency to the question of devising bargaining structures which may aid in constraining the impact on their own budgets of the growing demands of organized public employees.

### Municipal Unionism as a Nonissue

The ability of municipal unions to gain the power they have in New York can be viewed as a failure of elective office holders and seekers to mobilize a countervailing power in public opinion. We may conceptualize the goals of the mayor and other relevant elected officials as being two-pronged. One set of goals is oriented toward political survival and advancement. The other closely related set is composed of policy goals, among which we may safely number such items as sound financial and administrative management. While these two sets of goals can (and from the point of view of democratic theory should) be mutually supportive, in New York mutual

• Sara L. Silbiger is a graduate of Barnard College and received her Ph.D. from New York University. She is currently assistant professor of political science at Baruch College, City University of New York. Her research and teaching focus, in political science, is upon public opinion and political socialization; and, in public administration, is on methods of incorporating public opinion into public policy making processes.

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exclusiveness has become more characteristic.

The mayor has apparently come to view voter distress generated by strike disrupted services as a sufficiently serious threat to his survival goals to warrant the sacrifice of policy goals. By sacrificing policy freedom in meeting union demands, the incumbent or aspiring office holder hopes not only to avoid the public's and the unions' ire, but to gain the active political support of the unions for his campaigns. In a Democratic dominated city like New York, this means that few candidates for any local office are willing to take public stands opposed to the prerogatives of municipal unions. The public goes uninformed as to the financial and policy costs the public incurs at the negotiating table. In fact, such costs are hidden from the public as the survival goals continue to dominate an administration.

Ironically, as long as the public is sheltered from the issue the mayor loses his sole opportunity to reverse the trend toward expanding union power. A mayor who could successfully educate the public as to its losses by making unions a political issue would be freer to risk the threat of strikes in the interests of maintaining the integrity of his policy goals.<sup>1</sup>

#### Why the Public Ought to Care

Labor relations in the public sector are categorically distinguishable from those in the private sector. The distinction lies in the absence of the restraints on public union power that exists in the private sector, as well as in the impact of that power on the public. While in the private sector union demands (and management willingness to meet them) may be constrained by market considerations, in the public sector an analogous limitation does not exist.<sup>2</sup> That is, in the private sector parties must consider the impact of their settlements on prices, demand for their product, likelihood that consumers can find substitute products, and other factors relevant to employment levels in their industry. In the public sector, demand for services is inelastic and

rarely—short of leaving the city altogether—do substitute services exist. The public, whose aroused opinions might constitute a countervailing force against costly union settlements, is generally unaware of the costs of settlements and concerned with avoiding the inconvenience of strikes.

In addition to the high demands a non-market environment permits them, public unions deploy exceptional resources to press home their demands. In the private sector the unions' major resource is the strike or strike threat. This tool is not always as potent as it appears since it may relieve the employer of costs for a protracted period during which he may well have sufficient available product to continue his venture successfully. In the public sector, a strike or even the threat of one may create such political pressure on the mayor that he reacts by reallocating his available resources so as to accommodate the threatening union. In addition, the public sector union may employ the whole range of techniques available to it as a pressure group including the granting or withholding of campaign support and contributions, as well as other forms of lobbying at the city and state level.

This argument suggests that while a bilateral relationship between union and employer may be adequate to private sector labor relations, it is inadequate in the public sector. The municipal labor union has resources potentially stronger than either the private sector union or the pressure groups against which it competes in the public sector. The spoils of public sector union success affect the resources available for distribution to other competing claimants on the City. The public from which these competing claims derive is neither formally involved through the structure of collective bargaining nor informally involved through the political and electoral process.

#### Where the Public Interest Loses

One of the most obvious points of impact of the union on the public is, of course, the

budget. It is very difficult to document the precise impact of developing unionism on wage levels in public employment. To compare wage levels, or percentage increases in the same city in pre-union and union eras cannot control for changed attitudes toward public employment, changes in salaries in private employment, etc. Even to compare contemporary cities—those with developed unions and those without—of comparable size has many weaknesses in controlling for types of political systems. With these caveats in mind, it is worth noting one analysis which manages to cut through some of the camouflage surrounding labor costs in New York.

In analyzing the settlements negotiated by the uniformed services in New York, Raymond D. Horton noted that "when rates of salary increase for each of the five four-year periods between 1953 and 1973 are examined, one finds a continual escalation of percentage increases in salary—from a modest 16.8 percent in 1953-57 (beginning of unionism) to a more substantial 44.6 percent in 1969-73."<sup>3</sup> This part of Horton's analysis did not include the cost of pensions, retroactive parity increases, and fringe benefits where much of the latitude in the settlement process has focused in recent years.

In analyzing salaries for teachers in New York City, Horton noted that minimum salaries for this group have increased during the period from 1959 to 1972 from \$4,500 to \$9,400. "The average annual rate of minimum salary increase for the 13 year period was a relatively modest 8 percent. Between 1966 and 1972, however, the average annual rate of increase was almost 13 percent."<sup>4</sup>

The various pension plans negotiated by unions with the city are another point of considerable, though deferred cost. Several recent studies of the pension structure of the city suggest the impossibility of meeting the pension obligations already incurred within the projected budgets of the coming years. Police and firefighters can retire after twenty years of service on a pension of

one-half final salary and overtime. Horton estimates that for an employee of 41, receiving a conservatively estimated \$7,500 annual pension, the costs to the city for one individual would be \$255,000.<sup>5</sup> Teachers' pensions also permit half pay pensions after twenty years, "but pension benefits are not paid until retirees reach the age of 55 or until the retiree would have worked 25 years, whichever is later."<sup>6</sup>

The New York state legislature recently passed a statewide pension reform bill designed to cut back on the retirement benefits for future public employees. A powerful coalition of public unions was successful in minimizing its impact, however, by essentially gaining exclusion for the already most privileged workers, teachers, and members of the uniformed services.

Labor costs—both the open ones of salary increases and the hidden ones of fringe benefits, pensions, etc.—have clearly risen. According to one report, more than half of the city's budget goes to salaries and fringe benefits. "Personnel costs have risen by roughly 150% while the number of employees has increased by 75%" in the last 10 years.<sup>7</sup>

The obvious conclusion is that costs are going up. However, services are not increasing. The increased expenditures of the city go largely to maintain existing service levels.

In addition to the financial costs of labor settlements, other costs to the public, more clearly attributable to the existence of union power, are levied in the areas of administrative innovation and general policy making. The expanded scope of bargainable issues within the New York City context has allowed unions to have considerable impact on such questions as recruitment and promotion of civil servants, discretion in hiring, work schedules, job descriptions, and other related personnel issues. In other jurisdictions and in the federal service, these are viewed as the exclusive province of the executive and/or a civil service commission. A relatively recent phenomenon in New York is "pro-

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ductivity bargaining." In this process the city seeks union agreement to management prerogative clauses in contracts in exchange for wage increases. The paradox about these clauses is that, legally, management had these prerogatives all along. The need for "productivity bargaining" is a clear symbol of the union's intrusion into traditional management functions.

While the administrative discretion which the city loses to the unions can have a considerable impact on the public with respect to the manner and efficiency with which city services are provided, the link between union power and public policy is even clearer in some other examples. With regard to public employment as an instrument of social or economic policy, New York's unions have certain characteristic predispositions that cast them in a rather conservative mold. Most of them are more interested in preserving the rights of existing members than in expanding their potential representation. They prefer to see money spent for higher salaries for the "ins" rather than new jobs for the "outs." They discourage training programs to qualify disadvantaged groups for city jobs; changes in examinations; grading procedures or administrative discretion in hiring, which could be used to redress imbalances in the hiring of minorities, women and/or economically depressed segments of the population (e.g., Viet Nam veterans).<sup>8</sup> They have opposed decentralization as a threat to their job security.

The main point, worth reiterating here, is that while all groups within the city have a rightful voice in expressing opinions and claims on the city, nonunion groups have to make their claims through a generally competitive political process in which their demands are balanced against those of others. The unions negotiate their claims at the bargaining table in a bilateral format which excludes other competing participants.

**Bargaining Structure—the Absent Public**  
In New York City the major actors in the

collective bargaining process constitute a three part structure. The governmental employer is represented by the Office of Labor Relations. Employees of course are represented by their various unions. The third component of the structure is the Office of Collective Bargaining which serves an intermediary function between the two in cases of certification, grievance, or impasse. Despite the public costs determined within this structure, in none of the three is the public formally a participant.

*1. Office of Labor Relations.* All of the city government's negotiations in the collective bargaining area are conducted by the Office of Labor Relations (OLR). It was created by Mayor John V. Lindsay, apparently to diffuse some of the pressures that he had brought on himself through union difficulties. In doing so, Lindsay substantially altered the pre-existing negotiating structure in which the mayor himself, as well as his budget and personnel directors, participated. The existence and functioning of the OLR raised a number of potential and actual problems from the vantage point of our concern with "public interest" and its close relatives, executive control and accountability.

One of the first problems posed by the OLR is the vast distance existing between its resources and those of the unions with whom it deals. The 1973-74 budget allocates \$1,121,191 for the OLR, including salaries for 57 personnel of whom less than a dozen are actually negotiators.<sup>9</sup> These persons are continuously engaged in negotiations (over 100 a year) and rarely have the opportunity for advance preparation. The unions have budgets estimated at over \$12,000,000 a year and may spend as much as a year's time preparing to deal with an expiring contract.<sup>10</sup> Redress of at least some of this imbalance would be desirable, so that the city is not merely reactive in its bargaining stands. However, increased manpower and funds would not, by themselves, solve the problem. Such improvements must be accompanied by a tighten-

ing of the lines between the OLR and the officers whose responsibilities in the areas of budget, personnel and policy make them relevant to the bargaining process.

One such official is the budget director. Former budget director, Frederick O. R. Hayes, has commented upon the failure of the current negotiations structure to incorporate the perspectives of the budget director.<sup>11</sup> Prior to the elaboration of the present pattern by Mayor Lindsay, the budget director had played a central role.<sup>12</sup> It would be foolish to contend that increased settlement costs since the OLR supplanted the role of the budget officer are simply a result of that structural change. Nonetheless, a regular input from the budget director and his presence (or right to presence or advocacy) at negotiations might help emphasize the realistic financial constraints the budget should set in bargaining.

Also excluded from the OLR is the personnel director, whose functions are regularly eroded by the negotiations process. Perhaps a representation of the civil service and personnel perspective in collective bargaining would help to keep agreements consistent as to their civil service impacts and draw attention to the civil service implications of contract provisions.<sup>13</sup>

The most notable absentee from the negotiating pattern of the OLR is the mayor himself. The apparent goal of depoliticizing the collective bargaining process, through creation of the OLR as it presently operates, can be seen as a corollary of the mayor's desire to disentangle himself from the electoral consequences of first hand engagement in negotiations. Thus, the suggestions we are making here are designed for a mayor who would be willing to reassert his control. Such a reassertion, we argue, is sorely needed to restore primacy to the budgetary, managerial and policy goals of the only publicly elected official who is even potentially a part of the structure of bargaining in New York City.

The OLR, unless it is closely linked by

a routinized communications pattern to the mayor, has the potential of losing sight of the executive needs it should be serving. If its perspective is settlement oriented, it can be expected to place settlement over other cost considerations and hence achieve less favorable settlements for the city than might be possible with more buttressing and guidelines from a determined mayor.

Part of the problem of vitalizing the executive perspectives of the OLR may lie in the classic syndrome of the government agency which is designed to serve a constant adversary clientele. The federal regulatory commissions, for example, started as adversaries but became supporters of their regulated industries.<sup>14</sup> As the intended adversaries develop more familiarity with one another they tend to identify with and accommodate to the needs of the regulated industry. To avoid this tendency of potential cost to the city's interests, the city could hire outside negotiators for some of its major negotiations. Hired only by the employer (mayor) and having to satisfy the employer if they are to be selected for future negotiations, such persons might be more inclined to stand fast in the face of union demands.<sup>15</sup>

**2. Office of Collective Bargaining.** The Office of Collective Bargaining (OCB) is the second major component of the city's collective bargaining structure. Created in 1967 under sufferance of state law, the OCB performs for most city employment, the functions performed by the Public Employees Relations Board (PERB) at the state level. It determines bargaining units, certifies unions for representational purposes, makes determinations regarding scope of bargaining and grievance proceedings, and implements impasse procedures.

The OCB is structured to reflect a bilateral view of public sector bargaining. The full board is composed of two members chosen by the mayor, two chosen by labor through the Municipal Labor Council, and three "impartial" members, including a chairman, who are chosen by unanimous vote of the appointed members. The im-

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partial members alone serve as the certification arm of the OCB.

While supporters of the OCB, such as its distinguished chairman, Arvid Anderson, have praised this structure as representing the government, the employee, and the public,<sup>16</sup> the likelihood that the public interest will be adequately represented by the impartial members does not appear at all persuasive since they have no public constituency. Critics of the OCB, such as the City Club, fault it for just this absence of a public perspective. Contrasting the OCB to PERB, the City Club points out that

The major difference is that OCB accepts the concept of the primacy of the adversaries that is labor and management, while PERB assumes the primacy of the public interest. PERB consists of 3 members appointed by the governor with the advice and consent of the Senate from persons representative of the public!<sup>17</sup>

Horton, while praising the efficiency of the OCB, has taken a comparable stand:

In politics, [though] no decisions are neutral, however they are reached. Decisions may be made by tripartite panels or so-called impartial actors in formal or highly procedural settings, but the impact or consequence of the decisions always is to allocate valued things. Furthermore, in a political arena like municipal labor relations, where scarce public money is what is valued most, allocation always means reallocation, extracting money from one group and distributing it to another. From this perspective the effect of the OCB was clear; to increase the gains of organized civil servants in municipal labor relations. In the same way the OCB realized its formal mission of administrative fairness it realized its substantive or consequential mission of helping municipal unions win more from the city government.

By creating an administrative system for municipal labor relations that said, in effect, that the interests of city officials were no more legitimate than the interests of organized civil servants, the Lindsay administration again ceded power over city labor relations to others.<sup>18</sup>

Neutrality then is not enough. When the

public interest is effected in public employment, the structure of decision making should be stacked—stacked in favor of the public. A bipolar or neutral arrangement does not adequately acknowledge the special quality of public sector unionism as distinguished from private sector labor relations. The OCB has had a record of competence in resolving the disputes its legislative mandate requires.<sup>19</sup> A differently constituted board might have less success in conflict resolution in the short run, but in the long run might be less inclined to compromise the prerogatives of the city administration.

3. *Unions.* The third component of the collective bargaining structure in New York is the unions themselves. To the city they pose and embody a general problem of segmented identification which allows them to make extreme demands on the city's resources without reference to either the economic constraints alluded to above or to other social constraints which might be imposed by a smaller community.

Though, as yet we lack quantitative examination of the extent of this problem, observers of the city personnel structure have frequently alluded to the increasing sense of estrangement experienced by the municipal employee from both his employer and his clients—the urban public. Symbolic of this attitude was the title given by the Uniformed Firefighters Association of their work slowdown in 1971—"A withdrawal of Allegiance".

From this sense of estrangement, we may expect a consequent reduction in worker satisfaction and performance, coinciding with an unabashed willingness to extract settlements from the city which are insensitive to a balancing of public interests. The unionist, sometimes even beyond the demands of his leaders (as in the case of the Patrolmen's Benevolent Association [PBA] in 1971), appears to be concerned only with his own benefits without reference to social approval or public impact. Neither Dahl's notion of latent public opinion or slack as a curb to elite behavior<sup>20</sup> nor David

Human's theory of overlapping identifications,<sup>21</sup> appear to be relevant boundaries to the claims of militant municipal unionism.

There is no program solution to this problem. What is more, I have probably understated its seriousness by considering the union aspects of it in isolation. The view offered here of union separatism is only a segment of a pervasive quality of big cities—the failure of any overarching community identification to mitigate the demands of subgroups within that larger community.

While the general problem of unionist alienation may yield only to very long term and incremental progress, there are some specific characteristics of the union side of the collective bargaining structure which are more directly amenable to solution if they can be identified as issues to begin with.

*1. Proliferation of participants.* One of these problems is the sheer number of bargaining units and unions incorporated into the collective bargaining picture in New York. The OCB Board of Certification has, through a conscious policy, made considerable strides in the direction of reducing these numbers. In the period from 1968 to the end of 1972, it has succeeded in consolidating bargaining units from approximately 400 to 225.<sup>22</sup> However, the number of unions (about 85), bargaining units, and contracts is still large and lends itself to delaying tactics among the diverse parties—each one wanting to see what the other has gleaned from the city and seeking to equal or better the gain of others.

Admittedly, despite the proliferation of participants on the union side, a few unions represent the vast majority of city employees. District 37 of the American Federation of State, County, and Municipal Employees (AFSCME), for example, is estimated, through its various locals, to represent about 130,000 city workers. The United Federation of Teachers (UFT) represents 65,000. The other major unions are the Uniformed Firefighters (11,000),

the PBA (25,000), the Uniformed Sanitationmen's Association (10,000) and the Transit Workers Union (38,000).<sup>23</sup> Nonetheless, the large number of smaller unions, separate contracts, and overlapping jurisdictions (e.g., pensions are negotiated in different units than wages and other benefits) serves to obscure the total employment picture for the employee and certainly for the public.

*2. Rights of unions.* Of the wide range of rights and privileges which unions have gleaned from the city only the right to strike has attained the level of a public issue. In New York, as in almost all other public jurisdictions, this right is denied to the unionist and severe penalties are imposed against strikers.<sup>24</sup> In some ways, however, the argument about strike rights is irrelevant to the union's ability to use the strike threat in its bag of collective bargaining tools. Even in the absence of such a right, the union may elect to strike. Other rights which the unions have obtained are more controllable and equally debatable.

One such is the right of dues check-off which is performed by the city on behalf of the union. This practice has had unestimable impact on the growth of union power. While borrowed from the private sector, it is another issue which is of questionable propriety in the public domain. The city helps the union collect its funds, which the union in turn uses against the city, not only in the collective bargaining situation but also for purposes of political action. Certainly, if the city were to take so direct a role in the fund raising of other pressure groups we would find reason for concern. Yet, although the city checks off an estimated \$15 million in dues annually for the municipal unions, no ripples of public debate have been awakened.<sup>25</sup>

Another practice of potential issue proportions is the city's contribution to union welfare funds. Criticized by the N.Y. City Club,<sup>26</sup> this practice allows the unions to build up enormous funds which they may use on a discretionary basis. While the

funds are used for benefits, the city should create over welfare funds securing to the contractual settlement uses for payments to benefits from to at least

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The primary structure of New York between it and officially, the official response in the political system has discovered critical role it very difficult itself about of collective views through

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funds are used for a wide range of member benefits, it is at least debatable whether the city should relinquish so much discretion over its resources. Contributions to welfare funds can be another way of obscuring to the public the full costs of contractual settlements. Some possible alternative uses for this money either by direct payments to employees or by increased benefits from the city to the worker ought to at least be considered.

#### Collective Bargaining Structure— the Missing Link

The principal gap in the institutional structure of municipal labor relations in New York City is a connecting link between it and the broader public. Theoretically, the mayor, as the publicly elected official responsible for the process, could serve in this capacity. In practice, the political survival perspective of the mayor has discouraged his assumption of this critical role. This mayoral posture makes it very difficult for the public to inform itself about its own stakes in the outcomes of collective bargaining or to register its views through the political process.

The gaps created by the absence of mayoral leadership in this area are not sufficiently compensated for by the composition or perspectives of any of the institutional participants we have described. Ideally, a fortification of public interest representation in labor relations should operate both at the political (mayoral) and at the institutional levels. Unless the mayor and other elected officials are willing to undertake the education of a countervailing public opinion which can balance against the claims of municipal unions, institutional changes in the bargaining structure are likely to yield only marginal gains for the public. With mayoral buttressing, certain structural changes could aid both the mayor and the public interest.

*1. Client Representation.* One such change, currently advocated by students in N.Y.C. institutions of higher education, is client representation in negotiations. Sitting even

in an advisory capacity, such representation could have a salutary effect on bargaining by emphasizing to the participants, the clients' stakes and preferences in contractual outcomes. Opening bargaining to a broader public opinion by communications between client representatives and their constituent publics could also serve to improve public information and awareness of the stakes of contract outcomes.

Serious objections may be raised to this proposal regarding:

1. The problems of selecting or certifying client representatives (especially, as in education where many factions can be expected to exist).

2. The difficulty of reaching settlements where additional parties are included.

3. The failure of the proposal to incorporate the interests of those, other than clients, who are affected by the allocation of scarce city resources through contract outcomes.

4. The possibility that such representation might further exacerbate the alienation between employees and the public they serve.

With regard to the first two objections, the problems raised, however imperfectly they are solved in the short run, would be worth the cost because of the net gain of revitalizing the sensitivity of the collective bargaining structure to outside perspectives. The third objection could be solved by the reintroduction of the mayor as an active force in the process and/or our recommendation below, for public interest representation. As to the fourth objection, I would suggest that employee-client relations might, in fact, be improved rather than worsened by the employee unions' need to "sell" their positions to their clients. Unions may hope to build alliances with their clients to strengthen themselves both politically and at the bargaining table.

*2. Public Interest Representative.* Another possible structural change would be to designate a general public interest representative, person or body, who would either have a voice in the negotiation phase

of bargaining or a place in the ratification process. Just as the union member has the opportunity to pass upon the agreements negotiated by his leaders, so, too, the public might gain an analogous role. Legislative ratification of contracts, one manner of implementing this proposal, is not recommended. A most obvious weakness is the fact the individual councilman (because of small constituencies and low voter interest) is even more vulnerable to political pressure from unions than is the mayor, and therefore even less likely to oppose union approved settlements.

In fact, given the public's as yet "un-raised consciousness" regarding union impacts, the designation of any elected official or body to perform this oversight function would probably founder on the unions' political strength. In the short run, at least, an appointed board chosen by the mayor from recognized interests and citizens groups in the community with proper staff support, could do the job. Perfect formulae for representation on this body are far less important than its mere existence which would encourage both parties to collective bargaining to take cognizance of possible public reactions to their proposals.

3. *The OCB and OLR.* A third set of proposals already alluded to above suggest changes in the composition of the existing OLR and OCB. With respect to the OLR, we have suggested strengthening its staff resources as well as supplementing them with mayoral outside appointees as city representatives for specific negotiations. We have also suggested improved consultation with the chief budget and personnel officials and incorporation of these persons into the negotiations format.

With respect to the OCB, it would ideally be desirable to weigh it more heavily in favor of public appointees, as the City Club and Horton critiques suggest. However, the OCB has achieved an apparently growing acceptability and credibility with labor which might be destroyed by the introduction of such an imbalance. A possible alternative solution might be to

allow public interest advocacy before the OCB in grievance, scope of bargaining and impasse procedures in a manner comparable to *amicus curiae* participation in the judicial process. While only a marginal alteration and suffering the weakness of reliance on private sector initiatives, it would at least be a first step in recognizing that bilateralism in public sector bargaining provides insufficient representation of the public interest.

### Summary and Conclusions

The arguments we have accumulated here are directed toward the goal of broadening public sector collective bargaining so as to recognize and represent the interests of publics thus far excluded from a bilateral negotiating pattern. We believe, perhaps optimistically, that the public is capable of more than just irritation at disrupted services. A mayor who is interested in doing so can, over a long run, raise the public's awareness of the way in which collective bargaining effects it. If this can be done successfully, the mayor will no longer have reason to be so reluctant to take a stand against union demands which he feels are detrimental to his policy goals. Once the mayor can feel more secure in this area, his ability to make an impact on all of the institutions of collective bargaining, and to make use of the suggestions we have offered, will be substantially augmented. For New York City, where the institutions and expectations for collective bargaining are already elaborate, bilateralism will die hard, if at all. For other municipalities, newer to these problems, New York's lesson may be helpful in formulating innovative patterns which incorporate the public in public employment decision making.

### Notes

1. Public Education as to the consequences of growing union power is also urged by the Economic Development Council of New York's just published study, "New York City's Public Sector Collective Bargaining," June 1, 1973, pp. 136-37.

2. For a thorough elaboration of this point see Harry H. Wellington and Ralph K. Winter,

Jr., *The Union*  
Brookings, 1971.

3. Raym  
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p. 94. These  
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4. Horto  
5. *Ibid.*

6. *Ibid.*

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# UC Student Lobby—Clout with hamburgers and beer

A young University of California graduate, dressed neatly in suit and tie, carrying a briefcase, strode confidently last spring into the office of a state senator.

Announcing he was from the UC Student Lobby, he explained why UC students needed the senator's vote on amendment allowing them to participate in collective bargaining at the university.

The senator promised his support. One down and several more to go. The lobbyist, Jeff Hamerling, had to work fast. A major collective bargaining bill would be up for a committee vote in the morning.

Hamerling's efforts paid off. Over strong objections from organized labor and the bill's sponsors, the committee approved the amendment — and some members gave eloquent speeches praising students' concern about the way they are governed.

As lobby co-director, Hamerling represents the 18-year-old vote and a student constituency.

In a 1974 poll by the California Journal, 20 legislators ranked the lobby the 12th most influential of 675 lobbyists.

The students outpolled the university itself and the liquor lobbies and tied with the Bank of America, the Western Development Council, the Planning and Conservation League and the California Teachers Association.

The passage of Proposition 9, curtailing lobbyist spending, had little effect. Funded solely by students, the lobby never could afford to wine and dine legislators at elegant restaurants or make fat campaign contributions.

But at informal hamburger, spaghetti or chicken dinners, the students talk to legislators whereas previously no conversation occurred.

During the 60s, legislators talked of squelching student activism by putting wire fences around the campuses. The Mulford Act was passed, allowing UC officials to ban "disruptors" from university property. Tuition was introduced, with no corresponding increase in financial aid.

With the student lobby's birth in 1971, student education fees — which previously went to campus construction — began financing student financial aid, counseling programs and campus child care.

The state budget, reflecting students' powers of persuasion, increasingly has allocated more money to student services, minority student recruitment, and a program to let students evaluate their professors.

Sen. Robert Presley, D-Riverside, said the student lobby persuaded him last spring to vote for a bill repealing the Mulford Act.

"Had I not had a discussion with the lobby, I would have voted against the bill," he said. "The way it ended up, I not only voted for it, I spoke for it on the floor."

Assemblyman Lawrence Kapiloff, D-San Diego, said he likes to have a few beers with the student lobbyists after work.

"They're pretty mature kids," he said. "They're not loud, not brash, not demanding. They've learned the ropes."

Hamerling, 22, shares the lobbying work with three other UC graduates: Debbie Rowland, 24, Judy Samuelson, 23, and Sam Walton, 27.

The lobby operates on an annual \$80,000 budget funded by student education fees. The money pays salaries, office supplies and rent, transportation to the campuses and a \$12 monthly allotment for legislative dinners.

Rowland, as office manager, earns \$675 a month. The three co-directors, who do the actual lobbying, earn \$775 a month.

The student body presidents of the nine campuses act as the board of directors, hiring lobbyists for two-year terms and deciding which legislation to support.

The two-year limitation is intended to ensure that the lobbyists don't forget what it feels like to be students.

"It's difficult for a person who has been out of college 10 years to speak for students," said Linda Bond, one of the lobby's first co-directors and now a consultant to the Assembly Education Committee.

She said the lobby was created partly to reverse the poor image legislators had of students in the 60s and the resulting anti-student legislation.

"It was like a zoo up here," Bond said. "People were animals. At one time, there was even talk of reducing the university's budget to zero."

The lobby, however, did not immediately warn legislators to student concerns. By taking stands on everything from environmental issues to prison reform, the infant lobby angered conservative lawmakers.

"Conservative legislators warned the lobby to advocate only student-related issues if it wanted their votes," said Hamerling.

The lobby remained neutral last spring on two bills widely supported by students. One reduced penalties for marijuana, the other decriminalized certain sex acts between consenting adults.

"It wasn't easy remaining neutral on bills that so many students support," said Samuelson. "But supporting non-student bills would have threatened our credibility."

Assemblyman Robert Burke, R-Huntington Beach, said the lobby has shown the legislature that students can be open-minded and tolerant of others' viewpoints.

"In my opinion, there has been a pretty dramatic change in all students in the last 10 years," he said. "That change is displayed in the attitude of the student lobby."

"They're willing to listen to the conservatives, even if they don't always agree with them."

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UNIVERSITY OF OREGON



OFFICE OF  
THE PRESIDENT

EUGENE, OREGON 97403  
telephone (code 503) 686-3036

May 13, 1975

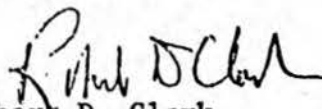
Mr. Robert Liberty  
ASUO President  
University of Oregon

Dear Robert:

I cannot, of course, comment specifically on the topic, "What formal role students will play in the bargaining process on this campus," but I can express my attitude toward student participation. We have had, as you said in your covering letter, a long struggle to include students in the important process of University government. We have made significant progress to the benefit not only of the students but the University generally. I have long been concerned that there be more effective involvement of students and have supported their efforts to achieve a significant role. It would be a pity to sacrifice the gains we have made.

I would hope that, if the University enters into a collective bargaining, a way could be found to include the students in the process. I know that is contrary to all traditions of collective bargaining. But the industrial model is not entirely appropriate for the University. We ought to create new modes of bargaining if we decide to enter into that formal process. The University has had such a long tradition of faculty participation in collegial governance that it will, I am sure, be sensitive to these values which now adhere to students as well as to faculty. I believe an effective model can be developed.

Very truly yours,

  
Robert D. Clark  
President

AMERICAN ASSOCIATION OF UNIVERSITY PROFESSORS

UNIVERSITY OF OREGON  
EUGENE, OREGON 97403

9 May 1975

Mr. Robert Liberty  
Associated Students—University of Oregon  
EAU  
Campus

Dear Mr. Liberty,

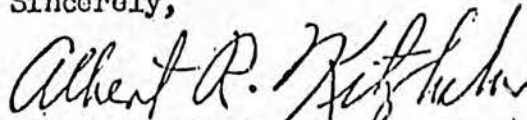
On behalf of the University of Oregon chapter of AAUP I can respond briefly and, I hope, reassuringly to your recent open letter addressed to us, the local OSEA and AFT chapters, and the University administration.

As you are aware, AAUP representatives testified earlier this week in favor of the revised draft of the bill that AOSL has had introduced in the current legislative session to assure student participation in the bargaining process. We would have opposed Section 2 of the bill because we thought it would not have proved workable. Perhaps AOSL withdrew this section for the same reason. But we strongly support Section 3, which will afford students access to both sides during negotiations. They will thus have the opportunity to keep fully informed and to bring their own views and recommendations to the attention of the negotiating parties on a regularized basis.

You may also know that the AAUP chapter membership has strongly endorsed a recommendation by an AAUP ad hoc committee on collective bargaining issues that we retain the present form of University governance, with students serving on committees, having membership in the Senate, and having the right of participation in meetings of the University faculty.

I hope that you will feel this reply constitutes a positive response to your letter, one that indicates our conviction that students should not be deprived of the recent gains they have made in affecting decision-making in the University, or in any way be victimized either through intent or default.

Sincerely,



Albert R. Kitzhaber, President  
University of Oregon Chapter, AAUP

A.M.U. READING FILE

RECENT MATERIAL ON AMU:

Dellenback testifying before Postsecondary Commission  
2-6-76/Memo re. options on AMU (#25)

Notes on February 25 meeting with Dr. Romesburg & Dellenbach

Havelock's Summary Survey on Options for AMU-February 76

Letter from Warwick of 2-20-76 re. current certification of AMU

Current statistics & roster on AMU- 2/9/76

Letter of 2-25-76 from Frost to Parr re. "Interim Report for  
Reaffirmation of Accreditation"-October 75

U/A Anchorage Newsletter of 1-20-76

GENERAL INFORMATION:

Brief history of AMU; Anchorage Times, March 75

AMU Bulletin-January 76

Courses offered at AMU & U/A Anchorage

Letter of 2-9-76 from Jannette Brocks re. student enrollment,  
faculty salary schedule, tuition costs, budget, etc.

Curriculum notes (liberal arts & nursing) November 75

Statement of current funds & expenses- June 75

Recruiting activities 1975-76

Alternate educational programs of AMU

STATE & FEDERAL SUPPORT OF PRIVATE EDUCATION:

State Perspectives on the Future of Private Education, by Dr.  
Richard Millard

States & Private Higher Education, by Dr. Millard, 1975

State Support of Private Higher Education Contractual  
Arrangements as of January 1975

Paying the Bill for College, the Private Sector and Public  
Interest; Atlantic 1975 by John Silber

MCLEAN REPORTS: 71-72 through 75-76

LETTERS, MEMORANDUMS, ETC. CONCERNING AMU TRANSFER:

Option agreement-June 5, 1975

Memorandum of Agreement (Between U/A & AMU)-April 1975

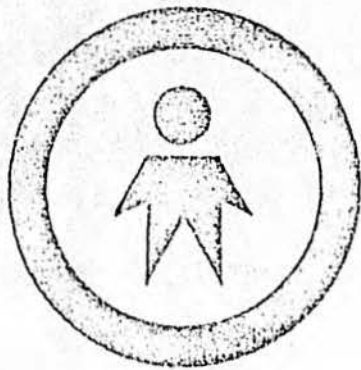
Final recommendation-AMU/UA Task Force on Personnel & Programs  
April 1975

Letter of 5-15-75 of John Picton re. AMU purchase and the future  
of private education

Letter of 1-2-75 of Alaska Nurses Association re. support  
of continued nursing program within the state

Memorandum-"Rationale for Option to Purchase and for Continued  
Operation of AMU

Restated articles of incorporations of AMU- 1975



# Student Assessment

STATUS REPORT  
ALASKA STATEWIDE STUDENT ASSESSMENT  
PROGRAM

Office of Planning and Research  
Alaska Department of Education  
Pouch F, State Office Building  
Juneau, Alaska 99811  
October, 1975

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## PURPOSE FOR THE PROGRAM

Assessment programs in other states have typically resulted only in the development of one test for use on a statewide basis. However, educators in Alaska believed an assessment program should do more than just develop another test. It was decided that our program should make it possible to integrate desirable features into a total system of instructional support - without prescribing a statewide curriculum.

The problem of how to build a system which was useful, while avoiding establishment of a state curriculum, and still provide instructional support was resolved by adopting the concept of individualized instruction as the criterion for the program. In subsequent examination of several models for individualizing instruction, it was learned that key elements are:

1. Provision for student pacing of instruction;
2. Adequate teaching and learning materials;
3. An instructional management procedure which would not over-burden teachers; and
4. Participation in decision processes by all who used the system.

The major developmental concern then became one of how best to insure that these elements were provided - in an environment where students, teachers, school districts, and local citizens could select from among the greatest number of alternatives. Several possible solutions to this problem were considered, including:

1. Lowering teacher-student ratios;
2. Establishment of geographic educational centers;
3. Increasing the level of funding; and
4. Transporting students to selected schools.

However, each of these alternatives had been attempted - in some form - and proven inadequate.

An alternative considered, and finally adopted, was to coordinate the use of a wide range of innovations which had proven effective. In subsequent meetings between Alaskan educators and staff from the Office of Planning and Research, the design of this alternative was initiated.

Among the more important decisions made during these early meetings were:

1. Local districts must retain decision authority for program content and curriculum structure;
2. Local districts must be allowed to participate to the extent they perceive as beneficial;
3. Different types of student data are required to support several "levels" of decisions to be made;
4. Alternatives which mandate conformity of programs statewide will not be considered; and
5. The primary focus must be to increase the number of program options available to students in the schools of the state.

In effect, these decisions meant that Alaska will have an instructionally oriented assessment system. It will not be designed to assess teachers or administrators in their efforts to provide Alaskan students with a quality education.

#### PROGRAM ELEMENTS

The program which emerged from these early planning activities is very ambitious - but totally feasible. Components of the program include:

1. A Testing System: Three types of information will be provided. These are: (a) diagnostic information about each student's strengths and/or deficiencies; (b) information about student performance for schools and/or school districts; and (c) information about students' achievement on a statewide basis.
2. Instructional Resources: A network of resource centers will be provided which is designed to satisfy the idiosyncratic needs of students, teachers, and administrators in an environment where the needs of each student are systematically addressed;
3. Staff Development: A training program will be made available which will enable teachers, administrators, and students to learn how to use the system - while they use it;
4. Program Operations: A management model will be implemented which (a) insures that all educators are provided an opportunity to participate; (b) focuses expenditure

of available resources upon the major area of concern - student outcomes; and (c) coordinates a diverse range of activities and services to achieve maximum benefit;

5. Communications: Implementation of a communication capability which facilitates use of the system by all educators - even in the most remote areas - and which makes the total system feasible.
6. Alternative Instructional Models: The major design problem in this element is to assist teachers in remote areas provide a quality education for their students. The intent will be to employ various strategies for individualizing student learning programs - without adding extra work for already over-burdened teachers and administrators. This element will be difficult to develop - as it must not restrict the options available to students and teachers while remaining within the support capabilities of the Department of Education.

Each of these elements are in different developmental stages. The most significant progress has been made in the testing system, which will provide critical data for development of each of the other elements.

#### THE TESTING SYSTEM

The basic components of this element are: (1) specification of outcomes; (2) diagnosis of learning status; and (3) prescription and remediation.

Specification of Learning Outcomes: During the summer and fall of 1975, two groups of educators who were experts in reading and mathematics began establishing learning objectives for use in the testing system. These objectives, after a careful review by the panels and selected educators from across the State, will serve as the criteria for each of three different types of tests: diagnostic tests, mastery tests, and achievement tests.

When a complete set of objectives has been validated in a given content area by Alaskan educators, they will be made available for use as student learning criteria. Catalogs of these objectives will be available from which teachers and administrators can select those which they feel are appropriate to their situation.

Operationally, this means that Alaskan educators determine the content of tests employed by prescribing what objectives and test items are included in respective banks. Teachers will be able to diagnose each student's level of performance, at any time, by selecting objectives which are congruent with the content of their programs. They will also have the option to select from among several alternative test items including, where possible, alternative response forms.

Additionally, teachers will be able to score diagnostic tests themselves or send tests to a central point for machine scoring. In this way, teachers will be able to control the amount of time which elapses between testing and availability of test data.

Administrators and curriculum specialists will have available to them several tests constructed from objectives contained within the bank. Objectives used for structuring these tests will be selected by Alaskan specialists in each content area. These tests will be used for curriculum planning and development; for conducting school and/or district need studies; for identification of necessary resources; and for many other forms of educational planning.

Achievement testing on a statewide basis will also be based upon the Alaska Objectives and Item Bank (AOIB). This test will be administered each spring to a very carefully selected sample of students. Data provided will describe student performance, on a statewide basis, on objectives which Alaskan educators feel are important.

Diagnosis of Student Learning: While each type of test will provide diagnostic information of a particular type, each is designed to serve a different purpose. Because calling all three tests "diagnostic" would be confusing, we elected to name them: (1) diagnostic; (2) mastery; and (3) achievement. This provides a convenient means to differentiate between the different purposes for each.

The testing system will ultimately result in establishment of data bases at each of three critical levels; the classroom, school or district, and state. As a result of the testing system, educators at each level will have available student data upon which to base decisions.

Prescription and Remediation: Several program components focus upon this element. For example, many teachers do not have available the necessary resources to conduct the instruction a diagnostic test indicated was necessary. It is our intent, through a statewide dissemination system, to make a broad range of resources available to each teacher.

In all likelihood, there are educators who do not know how to use test data for these purposes. It is also our intent to provide the necessary training to alleviate this problem.

Also emergent from the testing system will be a procedure for cataloging validated instructional units for objectives included within the AOIB. When this function becomes operational, teachers will be able to select from a continually increasing number of instructional alternatives - without having to do all the planning themselves. In effect, this function will eliminate the need for each teacher to "re-invent the wheel."

Perhaps the most important factor, relative to prescription and remediation, is that teachers and local districts will be free to determine which learning outcomes are most important in their situation and obtain tests which measure those outcomes. In this respect, the Alaska Assessment System is unique - it has been designed by Alaskan educators to satisfy needs existent in Alaska. Perhaps even more importantly, it provides the means to measure what is valued.

#### PROGRAM STATUS

Throughout the history of the Assessment Program, it has been felt important for Alaskan educators to develop a program to satisfy the unique conditions which exist in the State. These include not only cultural variance within the student population, but also perceptions of different groups about the best, or desired, educational program.

Consequently, the program has been considered developmental in nature. This means that different procedures are employed to ensure all components are continually tested - in school settings - and revised as necessary and appropriate.

The need for widespread participation led to the formation of several educator groups who have actively participated in both design and developmental activities. Coordination of their work has been accomplished by staff from the Office of Planning and Research in the Department of Education.

Participants: Educators who have been involved include a Development Team and two Content Boards. Soon to be added are a Policy Board, Training Board, and appointed District Representatives. The role and activities of each group are described below:

Development Team: Comprised of teacher and administrator representative from 12 school districts throughout the State. They have been responsible for the conceptual structure of the program and establishment of design parameters for testing, data processing, and data utilization.

Content Boards: Two content boards, one each in reading and computational skills, have been formed. They have completed a review of some objectives and test items and are currently in the process of reviewing others. Membership on these boards was based upon recommendations received from various educators throughout the State. It is generally recognized that persons serving on these boards represent the greatest expertise in Alaska in their respective content areas.

Policy Board: We are in the process of forming this group with expected representation to include teacher professional groups, school administrators, school boards, and other concerned groups.

Training Board: The Development Team has been formulating a list of competencies which they believe teachers and others will need in order to obtain maximum benefit from the program. They are also considering alternatives for a Training Board role. Decisions related to each of these, and board membership, will be made in the immediate future.

District Representatives: Because the program is totally committed to the belief that Alaskan educators must be involved in the design of the program, many activities are field-based. For example, we will ask many people to review objectives and test items for such things as relevance to their program, comprehensiveness of the collections, sensitivity to language, etc.

It became apparent, early on, that we would need assistance from the districts if the desired level of review was to obtain. Consequently a decision was made to ask each district to appoint one person who could serve as the district contact. This request will be made in the near future.

District representatives will assist in development of program components by distributing instruments, and objective collections; by explaining the program to their colleagues; and at a later date by conducting training, suggesting resources for teacher use, etc.

Technical Assistance: The state was fortunate to secure the services of the Northwest Regional Educational Laboratory as prime contractor for development of the AOB. They have been heavily involved in other assessment programs and consequently bring a great deal of expertise to our program.

Under the current contract, the NWREL has developed objective collections for reading and computational skills. They have also developed test items for each objective; began a design for computer storage and retrieval of objectives and test items; and initiated the design of procedures to cross reference instructional materials to objectives.

Key Decisions: A number of important decisions have been made relative to the design, development and operation of the system. Included are the following:

- (a) Achievement testing on a statewide basis will be done during the spring of each academic year in grades 4 and 8;
- (b) Test items used for statewide achievement testing will be secure, i.e., they will not be available for other test purposes.

- (c) All schools in the state will be requested to participate in the sample design for statewide testing (necessary to insure generalizability of data);
- (d) Norms for the statewide achievement test will be established;
- (e) Upon the request of local districts, the D.O.E. will assist in the establishment of local norms;
- (f) Districts may construct parallel forms of the statewide achievement test;
- (g) Security measures will be employed which will prevent unauthorized use of test data, i.e., to prevent inappropriate comparisons between teachers, schools, and districts;
- (h) Reporting procedures will be designed to ensure data being of maximum usefulness. This may include technical assistance for interpretation; special reporting procedures and formats, etc;
- (i) The D.O.E. will provide all funds necessary for statewide achievement testing;
- (j) The D.O.E. will fund development of the total system; including such activities as board participation, field reviews, test item development, and computer programming;

There are still many important decisions to be made when more information is available. For example:

- (a) How will schools or districts participate in the diagnostic and mastery testing components?
- (b) What quality of graphics is necessary in the tests? And how will that level be achieved?
- (c) Can objectives be placed on a continuum? And if so, how does that continuum relate to the present grade structure of our schools?
- (d) What funding arrangement will best satisfy the data needs of teachers and districts?
- (e) In what ways should the testing system be expanded? (i.e., social studies; language arts; science; etc.).
- (f) In what ways should the D.O.E. support the system to ensure maximum benefit for teachers and others?

We will be contacting many of you seeking information and opinions, which will support making these decisions.

Product Time-Line: A partial listing of products to derive from both our contract with the NWREL and D.O.E. studies is shown below:

<u>Expected Completion Date</u>	<u>Product/Event Description</u>
completed	Content Board established
completed	Math Content Blueprint
10 October 1975	Content Board approval of field review for math objectives and test items
1 Nov. - Dec. 1975	Field review of objectives
1 December 1975	District Representatives appointed
15 December 1975	Reading Content Board review of objectives
15 November 1975	User decision information needs identified
5 January 1976	Objective Directory for Math
5 January 1976	Training program initiated by D.O.E.
10 January 1976	Reporting procedures and forms for diagnostic and mastery testing completed.
15 January 1976	Design for resource base completed
1 February 1976	A.O.I.B. Cross-referenced to instructional materials
1 March 1976	Pilot trial of achievement and testing program
15 April 1976	Scoring procedures designed and tested
15 April 1976	Prototype system operational
15 May 1976	Norms established on statewide achievement test.

<u>Expected Completion Date</u>	<u>Product/Event Description</u>
30 June 1976	Test item characteristics established
30 June 1976	Annual review of A.O.I.B. completed

As in most developmental projects, these dates are subject to revision as more precise information becomes available and/or revisions in proposed components are found to be necessary.

Continuing Program Development: The nature and amount of participation requested from Alaskan educators will increase as the program moves closer to becoming operational. As pointed out, the program is being designed by Alaskan educators to improve the quality of Alaskan education. This fact is clearly evident in assumptions which have served to structure the conceptual framework and developmental activities. Included among these are:

- (a) Educators in Alaska are concerned enough about improving programs to make significant changes;
- (b) Conditions in Alaska are sufficiently unique that traditional instructional delivery models are inappropriate - when quality education is the goal;
- (c) Widespread participation by potential users in the design and operation of any system is necessary if the system is to be of maximum benefit;
- (d) Factors such as economic diversity, population mobility, and changing technologies will require that greater emphasis be placed upon development of individual student capabilities;
- (e) People will be most satisfied with - and consequently derive the greatest benefit from - programs which allow them to satisfy their own perceptions of "necessary and sufficient" educational experiences;
- (f) The use of contemporary technology can simultaneously increase the effectiveness and reduce the cost of education;
- (g) It is technically feasible to provide a full, rich education in remote areas;
- (h) Support services can be provided which will allow each teacher to provide special learning experiences for each student - without a disproportionate increase in the amount of work required;

- (i) Centralized instructional support services do not require adoption by local districts of a prescribed curriculum or instructional model; and
- (j) A comprehensive communication system, in which rates are not distance-dependent, will become a reality in Alaska.

Persons who have actively participated in development of the program are listed on the attached pages. Feel free to contact them about their activities. If you have specific questions and/or concerns about the Assessment Program, you are urged to contact:

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